PACKWOOD SUBAREA PLAN – PHASE 1

Board of County Commission Draft
Ordinance 1350

November 9, 2023

20-Year Vision

Packwood is a vibrant small town that embraces its history, encourages unique local businesses, provides a diversity of affordable housing options, supports existing and new residents, preserves the natural environment, encourages tourism and promotes community events.

Acknowledgments

This plan is the culmination of two years of work with the community of Packwood. Many thanks to the Community Advisory Committee, residents, business owners and interested citizens who filled out surveys, attended community meetings, agreed to be interviewed and invited staff to their homes and businesses to provide input on the plan.

Lewis County Project Team

Mindy Brooks, Project Manager, Community Development
Lee Napier, Director, Community Development
Eric Eisenberg, Housing & Infrastructure Specialist
Preston Pinkston, Planner, Community Development
Megan Sathre, Office Assistant Senior, Community Development

Technical Assistance

Todd Chaput, Program Manager, Economic Alliance of Lewis County
Betsy Dillin, Senior Utility Engineer, Lewis County
Paul Farris, Superintendent, White Pass School District
Dave Garoutte, White Pass Country Museum
Kathleen Goyette, Director of Marketing, White Pass Ski Area
Timothy J. Haderly, Principal Scientist/Owner, Loowit Consulting Group, LLC
Nikia Hernandez, (*former*) District Ranger, Gifford Pinchot National Forest
Terry Jouper, Elections Supervisor, Lewis County Auditor Office
Sue Kennedy, Environmental Health Specialist, Lewis County Public Health
Mike Kroll, SW Washington Regional Transportation Planning Organization
Rick McClure, Archaeologist, U.S. Forest Service (retired)
Connie Riker, Director of Parks and Recreation, Lewis County
John Roe, Airport System Manager, Lewis County
Gene Seiber, Packwood Visitor Center
Terry Wildy, Chief of Interpretation, Education and Volunteers, Mount Rainier National Park
Beau Williquette, Environmental Health Specialist, Lewis County Public Health
Ron Wilson, Lewis County Water Sewer District 3
Barbara Wright, Fire Department District 10

Community Advisory Committee

Julie Anderson
Pat Anderson
Greg Arkle
Ben Boylan
Amber Brown
Karl Coleman
Tracy Croshaw
Nick Deonigi
Theresa Dusek
Andrea Erickson
Teresa Fenn
David Fleckenstein
Linda Haglund
Luke Jenkins
Hanna Jeter
Maree Lerchen
Cathy Lilienthal
Stefan Lofgren
Carole McIntire
Briston Meidinger
Fred Morton
Marilly Morton
Val Neng
Nick Neville
Eric Oien
Gina Owen
Kim Pawlawski
Dennis Riebe
Rye Ryan
Bill Serrahn
Jill Sousa
Ryan Southard
Elizabeth Squires
John Squires

Table of Contents

CHAPTERS

1: INTRODUCTION 1
- Why create a subarea plan for Packwood 3
- Public Engagement 5

2: PACKWOOD HISTORY 6

3: EXISTING CONTIDITIONS 10
- Population Growth 10
- Existing Zoning & Land Use 11
- Housing 13
- Public Facilities 16
- Environmental Constraints 19

4: VISION, GOALS AND POLICIES 20
- Community 21
- Land Use 22
- Housing 29
- Economic Development 30
- Transportation 33
- Recreation and Environment 37
- Public Facilities 39

5: NEXT STEPS 40

TABLES AND FIGURES

Table 1: Packwood LAMIRDs 11
Table 2: Future Land Use Designations 23
Figure 1: Housing types on single family lot 29
Figure 2: Highway 12 Cross-Section concept 36
Figure 3: Back-in Angle Parking Concept 36

MAPS

Map 1: Packwood Subarea Boundary 2
Map 2: Downtown Packwood 2
Map 3: Vacant Land 4
Map 4: 98361 ZCTA Boundary and Public Ownership 10
Map 5: Existing Zoning Designations 12
Map 6: Existing Land Use 12
Map 7: Owner Occupied Residential Lots 14
Map 8: Lewis County Water Sewer District #3 16
Map 9: Packwood Airport Obstruction Zone 18
Map 10: Packwood Environmental Constraints 19
Map 11: Future Land Use Map 24
Map 12: Future Land Use Map – Downtown Packwood 24
Map 13: Existing Comprehensive Plan Designations 25
Map 14: Packwood Transportation Concept 35

ATTACHMENTS

Attachment A: Public Participation Results
Attachment B: Existing Conditions Report
Attachment C: Findings of Fact

1: INTRODUCTION

The Packwood Subarea Plan is a long-range vision, goals and policies that will guide Packwood's growth and development over the next 20 years. Phase 1 of the Packwood Plan was developed in collaboration with the community and guided by a 35-member Community Advisory Committee who met monthly during 2022-2023. Additional community input was gathered through surveys, interviews and community meetings (see Attachment A). Technical experts were consulted at key moments during the creation of the plan to coordinate on specific issues such as the capacity of Lewis County Water Sewer District 3 to serve new development.

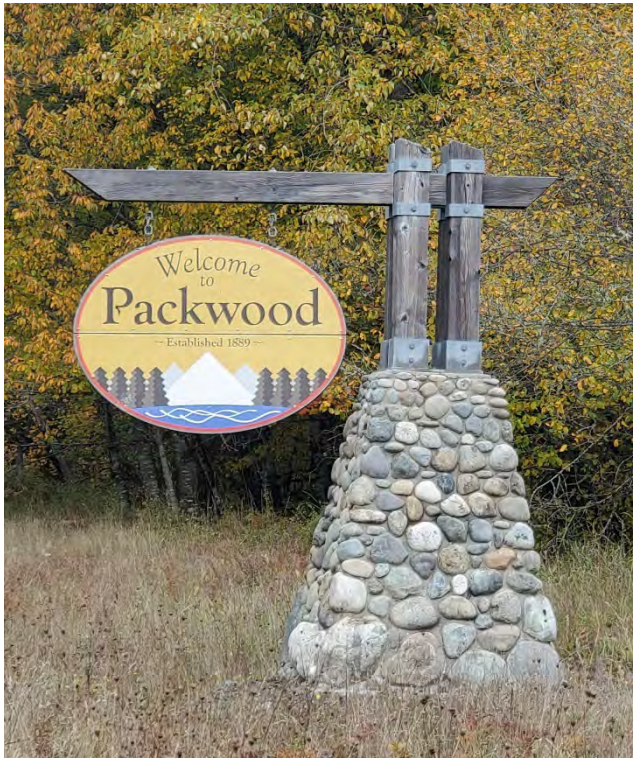


Photo: Mindy Brooks

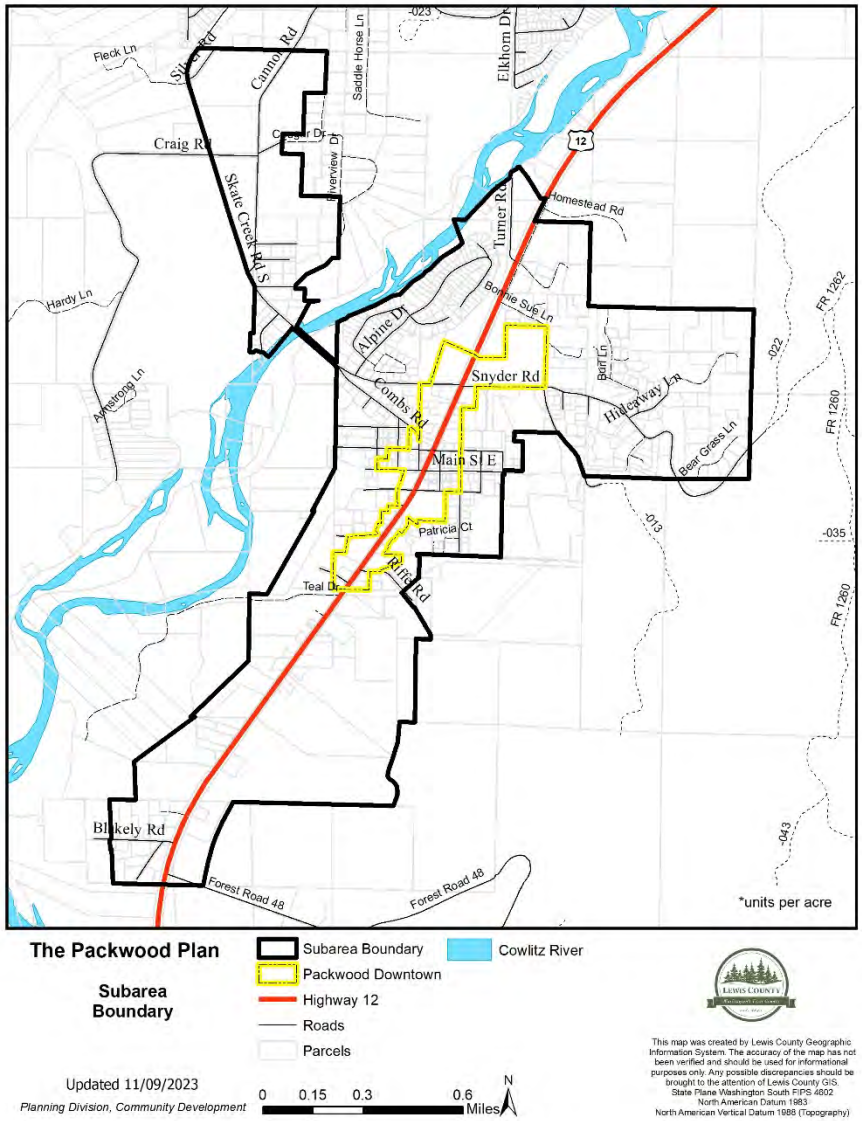
The subarea plan, Phase 1, includes goals and policies that address the following topics:

- Community
- Land Use
- Housing
- Economic Development
- Transportation
- Recreation and Environment
- Public Facilities

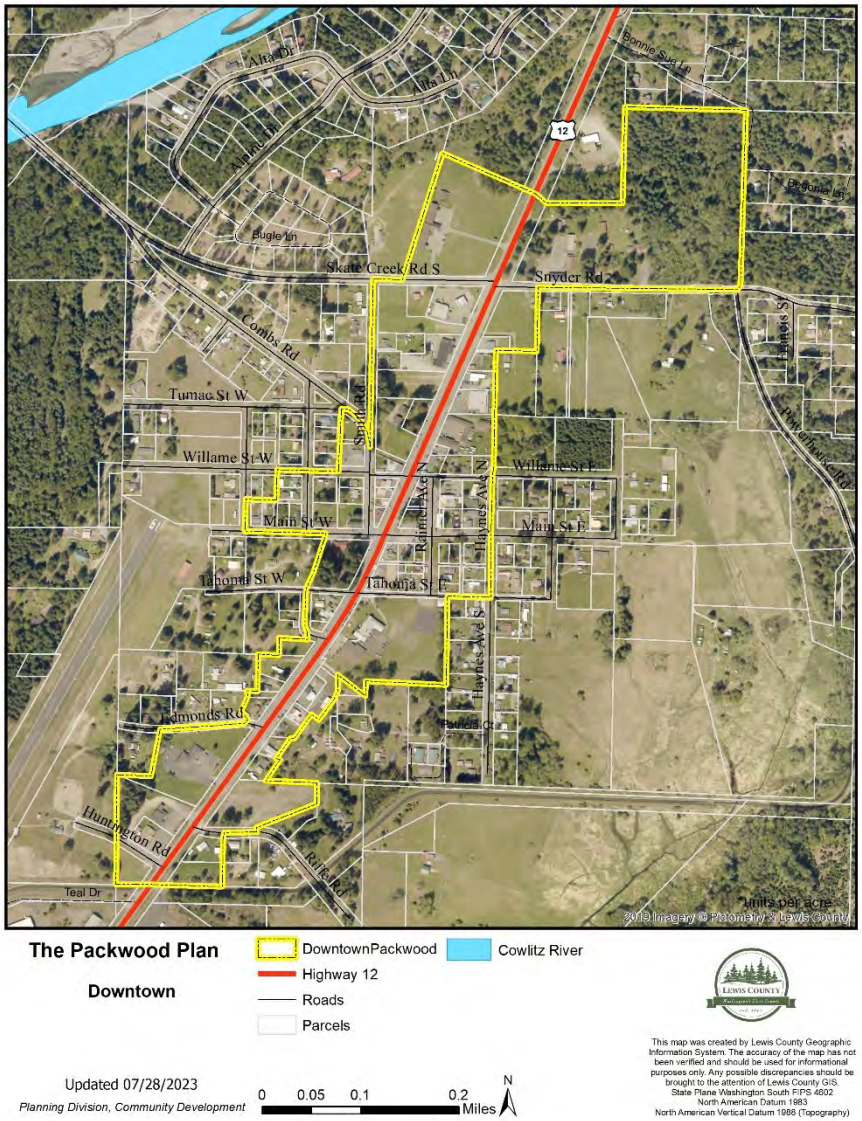
Three supporting documents were also developed. The documents are attached to the Packwood Subarea Plan, but do not amend the Lewis County Comprehensive Plan. The supporting documents are:

Attachment A: Packwood Subarea Plan Public Participation *(online)*
Attachment B: Packwood Existing Conditions Report *(online)*

The Packwood Subarea Plan amends the Lewis County Comprehensive Plan and conforms to the Growth Management Act rules set forth in RCW 36.70A.080, as well as the adopted Countywide Planning Policies. The Packwood Subarea Plan is being completed in two phases. Phase 1 is the vision, goals and policies, including a Future Land Use Map. Phase 2 will be amendments to zoning designations and development regulations that implement Phase 1. Phase 1 will be completed in 2023 and Phase 2 in 2025. Map 1 shows the subarea boundary and Map 2 shows the extent of Downtown Packwood.



Map 1: Packwood Subarea Boundary



Map 2: Downtown Packwood

Why create a subarea plan for Packwood?

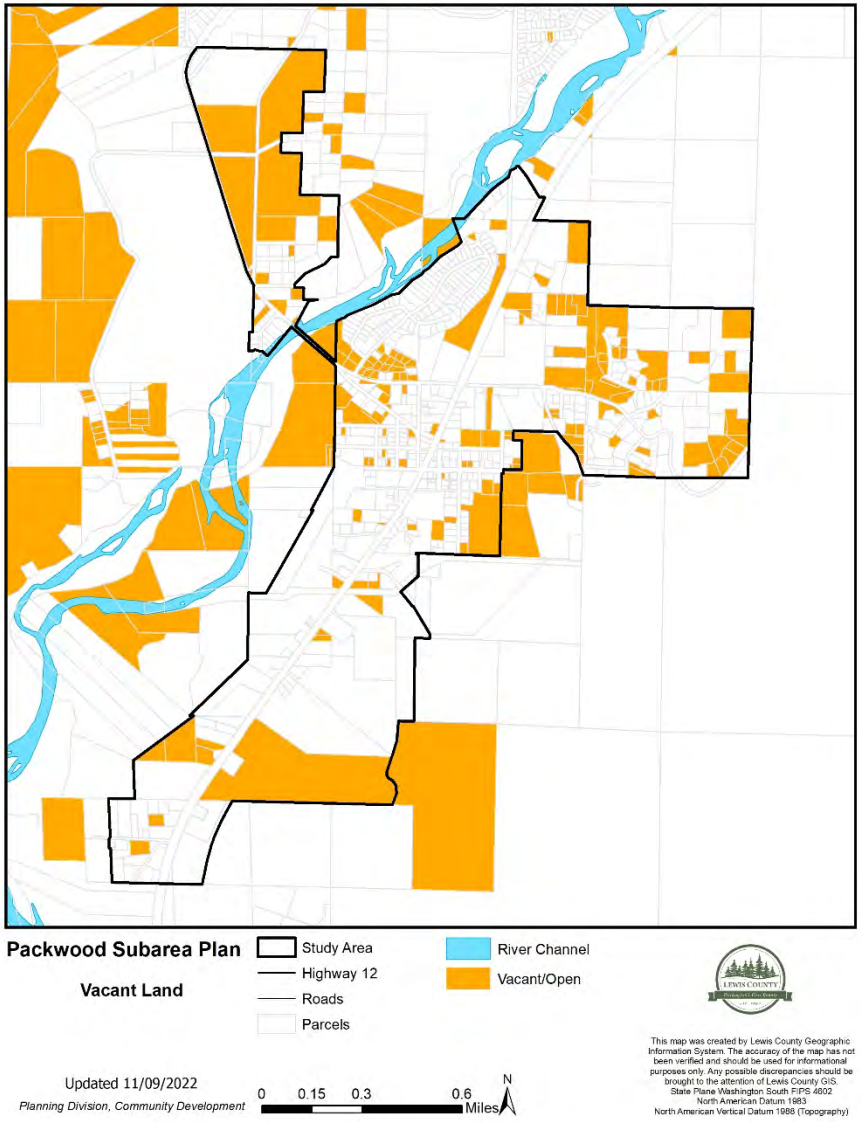
Between 1969 and 1976, as a result of the National Environmental Protection Act and the National Forest Management Act, forest management practices shifted the focus of the area from timber production to ecosystem management. The decline in harvests, increased mill mechanization, and foreign competition ultimately played a role in the closure of the Packwood Lumber Mill in November 1998. The Packwood community lost 220 jobs at the mill which resulted in the out-migration of a large number of younger working families. By the year 2000, the year-round population of the Packwood community was estimated at about 645 people and approximately half of the houses in the community were converted to either seasonal rentals or vacation homes. With the loss of population came the closure of the Packwood Elementary School, the pharmacy, and two restaurants. The Packwood Ranger Station permanently closed in 2003. The estimated number of full time residents in 2010 was down to 342.

Since the 2010, Packwood has seen an increase in the tourism industry. Between 2019 and 2022 the Packwood Visitor Center saw a fourfold increase in attendance from 1,903 visitors to 8,113 visitors. Representatives of the Visitor Center believe only 1% of tourists come to the center, meaning the annual visitorship in Packwood may exceed 800,000 people. Mount Rainier National Park tracks traffic counts northbound on Highway 123, located 7 miles from Packwood. In 2019, there were 98,037 trips, increasing to 114,334 trips in 2021.

Tourism has improved the business climate in Packwood, but it has also caused a significant increase in property values. Between 2012 and 2022, Packwood saw a 300% increase in the sale price of houses. By 2022, there were 216 short term rentals and that number increased to 252 in 2023. The lack of affordable housing has a negative impact on residents and on businesses. Nikia Hernandez, former U.S. Forest Service Cowlitz Valley Ranger located in Randle, said “We typically try to hire 25-30 seasonal employees every summer. If we cannot find candidates who live within a commuting distance it is quite common for applicants to turn down a position if there is no affordable housing available to them. This has become more and more of an issue over the years and it is directly affecting our ability to fill positions.” Kathleen Goyette, White Pass Ski Area, said “lack of affordable rental properties available seasonally is of great concern to us and to our current and prospective employees.”

White Pass Ski Area (Photo: Mindy Brooks)

The existing zoning in Packwood, primarily Small Town Mixed Use, allows many new uses and development including: single family residential, accessory dwelling units, duplexes, sporting goods stores, restaurants, grocery stores, fuel stations, hotels/motels, RV parks, small event centers and other small businesses, as well as schools, doctor's offices, churches, etc. With sewer, anticipated in 2026, multifamily residential would also be allowed in portions of downtown. There are 195 acres of vacant land in the subarea boundary currently zoned Small Town Mixed Use (Map 3) that could be developed with the above listed uses, bringing many more people and businesses to town. Without the subarea plan, this growth would occur largely without the community's input.



Map 3: Vacant Lands

The capacity for future development and the significant increase in tourism puts pressure on the transportation system. Highway 12 in Packwood is a barrier to community connectivity. Speed limits leading to Huntington Road in the south and Turner Road in the north are 55 mph and the speed limit within the study area is 35 mph. There are no traffic calming facilities (e.g., rumble strips, stop signs) on Highway 12 through Packwood. There is no designated parking or parking signs. There are no designated walking or bike paths. There is no accessibility for people who are not fully able-bodied. There is very limited lighting. The results of all of these factors are that people cannot easily and safely access both sides of the highway.

The intent of the subarea plan is to guide and manage growth and development over the next 20-years. The plan does not drive development, which is already occurring at a fast pace. The plan helps direct growth and development. The plan says, as development happens where the highest density of housing should go, what kind of housing is needed for residents and employees, where most commercial uses and businesses should go, what kind of uses are not desired, how to improve the transportation system and what infrastructure is necessary as growth occurs.

Public Engagement

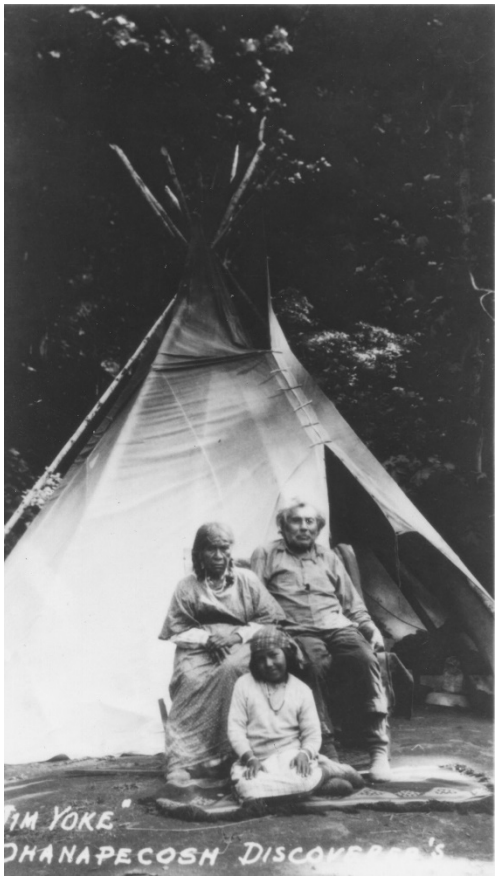
The subarea plan vision, goals and policies were developed by the community of Packwood through public engagement, including a 35-member Community Advisory Committee that met monthly from January through December 2022, four public forums on housing-related topics, three community surveys provided online and at the Packwood Timberland Library, interviews with eleven businesses, and other community meetings and open house events. The primary themes that emerged from the engagement were protecting the small town feel of Packwood, need for affordable housing and good paying jobs, Highway 12 safety, and high quality educational opportunities. The full results of public engagement are found in Attachment A: Packwood Subarea Plan Public Participation. (*Note – Future engagement will include the public hearings process that allows for public comment to the Lewis County Planning Commission and Board of County Commissioners.*)

April 2022 Packwood Housing Forum on Short Term Rentals (Photo: Mindy Brooks)

Information Table at the 2021 Holiday Craft Fair (Photo: Jeremy Brooks)

2: PACKWOOD HISTORY

Native American use of the Packwood area has been documented through a number of archaeological investigations. Demonstrated use of the area was found as early as 9,000 to 10,000 years ago (Mack et. al, 2010). Early occupants of the upper Cowlitz River Valley were highly mobile foraging people who likely did not build permanent shelters or settlements in the area. Approximately 2,500 to 4,000 years ago, adaptations shifted toward greater reliance on mass harvest and storage of key resources, particularly anadromous fish. At the same time, there was an increase in the use of more sedentary residences and the establishment of village settlements within the Cowlitz River Valley. The valley was abundant in wolverine, marmot, lynx, beaver, bear, deer and other fur-bearing animals. The Cowlitz River was the upper spawning area for coho, Chinook salmon, steelhead, grayling (mountain whitefish) and cutthroat trout. Huckleberries, three varieties, were an abundant food source, along with salal, wild strawberries, red elderberries, thimbleberries, salmonberries, trailing blackberries and Oregon grapes. Camas, lily bulbs, wild celery, wood sorrel and wild onion were also important food sources. Collectively these are known as the "first foods."



Jim Yoke, 1890, State Library Photograph Collection, 1851-1990, Washington State Archives, Digital Archives, http://www.digitalarchives.wa.gov, data accessed 11/09/22

In the early 1800's, the area was home to a band of Táytnapam known to settlers as "Poniah's band" after the name of the village headman. The village at Packwood was called *Chawachas* (Smith, 2006) and following Ichishkíin language conventions, the Táytnapam band would have called themselves the *Chawachas-łáma.* Táytnapam descendants are today members of both the Cowlitz Indian Tribe and the Confederated Tribes and Bands of the Yakama Nation.

The Cowlitz River Valley, from Packwood to Randle, was known by European settlers as "the Big Bottom," shortened from Big Bullrush Bottom in reference to the bullrushes that grew along the river. In 1858-59, James Longmire and William Packwood led an expedition to find a low pass to connect the Puget Sound with the Oregon Trail. They were led by guides from the Nisqually Tribe. On an exploration in 1861, they descended Skate Creek with government engineer W.W. DeLacy and five Nisqually Indian packers and found a native village on the banks of the Cowlitz River (*Pioneer and Democrat,* 1861). Although a pass was not established, significant coal beds were found south and east of the Tatoosh Mountain Range that piqued further exploration.

In the spring of 1882, William Joerk (also spelled York), a German merchant, was documented as the Big Bottom's first white settler. By the time Joerk reached the Big Bottom, disease and outmigration significantly decreased the number of native peoples. Of the hundreds of natives who were documented to have trapped for the Hudson's Bay Company in 1833, York found only a few families that remained including those of George Washington Spearcheachen, Columbus Kiona, Jim Yoke (or the Yokechenot family) and the Santanas family (Roblin, 1919). In 1883, Joerk settled near the prairie and spent a lifetime grubbing out the tough maple forest. (The site became the Evan Blankenship cattle ranch and then the Victor Khvoroff ranch.)

The Northern Pacific Railroad scouted the area between 1867 and 1890; and the North Coast Railroad scouted from 1905 to 1909. But no railroad was built. In 1893, the first money was appropriated for a road to be built from west Lewis County to Randle. Two years later, the road was continued to Sulfur Springs at the "far end" of Lewis (near what is now called Packwood). Also in 1893, the first school was started near the junction of State Route 410 and Vance Road and the first school teacher was Mary Siler.

In 1914, the U.S. government opened more than 23,000 acres of Rainier National Forest for settlement. The area included what today are housing developments around Packwood such as Goat Rocks, High Valley Park, Packwood Heights, Skate Creek Terrace, Skyline and Timberline Village. Many new settlers came into the area at that time. It was not until the 1930s, when a lumber sawmill was opened in Packwood, that commercial logging began to develop in the area and there was a shift in the County's economic with emphasis toward forest products and full-time local jobs. The first ranger station in the Packwood area was established in 1908, in a cabin on the former Ed Dixon homestead (Cannon Road area). In 1928, the U.S. Forest Service leased property and structures were built in 1928 and 1929 for the Packwood Ranger Station.

1914 Lewis Hotel (now Hotel Packwood), courtesy of White Pass Country Museum

The Great Depression impacted the people of Lewis County and the small community of Packwood. The Emergency Conservation Work (ECW) administration established Camp Packwood (F-33) within the community of Packwood in 1933. The camp was located on private land about 800 feet southwest of the Packwood Ranger Station. An inspection report from 1935 indicates 212 men worked for the Civilian Conservation Corps (CCC) Company here (Bowen 1935).

Packwood CCC Camp, c1938, Squires, courtesy of White Pass Country Museum

Emphasis of forest management in the 1930s was fire protection. To facilitate communication for fire suppression, 116 miles of telephone lines connected the Packwood Ranger Station to surrounding lookouts and guard stations. Access throughout the district included 411 miles of trails and 26 miles of roads. Also in the 1930, recreational opportunities increased including development of the La Wis Wis Campground, a resort at Packwood Lake, and smaller campgrounds at Johnson Creek, Coal Creek, Soda Springs and Chambers Lake. Construction of the Cascade Crest Trail through Goat Rocks was completed in 1937.

1944 Downtown Packwood, courtesy of White Pass Country Museum

The road to Packwood, State Route 410, and was added to the state highway system in 1926. In 1931, the road was added to the Washington State highway system, although it did not cross the Cascade Mountains until 1951 with the opening of White Pass. Federal and state appropriations and completion of the highway allowed for more population growth near Packwood. In 1953, White Pass Ski Area opened and became an important recreational draw to the Packwood area. In 1964, the Packwood Lake Hydroelectric Project was built and included a drop structure with a pipeline to transmit water to a power generating facility in Packwood, which is still in operation today.

The emphasis on timber production within the national forest continued through the 1950's. Local sawmills, including the Packwood Lumber Company mill in Packwood, became more dependent upon a regular supply of logs through federal timber sales. Between 1969 and 1976, as a result of the National Environmental Protection Act and the National Forest Management Act, forest management practices again shifted the focus of the area from timber production to ecosystem management. However, in the late 1980's the district saw its highest volume of timber sales; 700 million board feet in 1990. Sales declined dramatically after that triggered by political factors and another shift in emphasis towards ecosystem restoration. The most publicized of these was the listing of the northern spotted owl as threatened under the Endangered Species Act in 1990. Timber harvests were reduced to pre-WWII levels by 1995.

Packwood Lumber Mill, courtesy of White Pass Country Museum

The reduction in the supply of Forest Service timber led to a 50 percent decrease in overall timber harvests within Lewis County between 1988 and 1996 (Tobe 2002). This decline in harvest, increased mill mechanization, and foreign competition ultimately played a role in the closure of the Packwood Lumber Mill in November 1998. The Packwood community lost 220 jobs at the mill and resulted in the out-migration of a large number of younger working families. By the year 2000, the year-round population of the Packwood community was estimated at about 645 people; approximately half of the houses in the community were either seasonal rentals or vacation homes. With the loss of population came the closure of the Packwood Elementary School, the pharmacy and two restaurants. The Packwood Ranger Station permanently closed in 2003. The estimated number of full time residents in 2010 was down to 342.

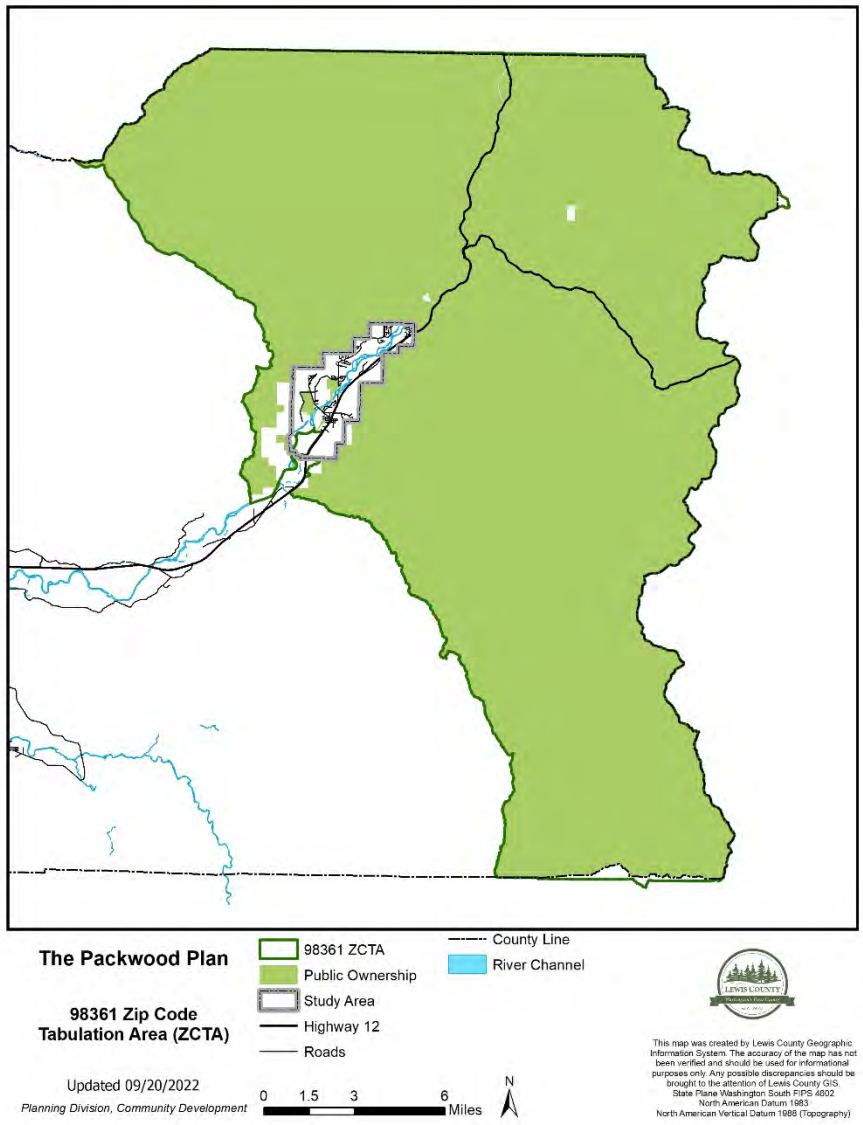
3: EXISTING CONDITIONS

The existing conditions were evaluated for a study area larger than the proposed subarea plan boundary (see Attachment B: Existing Conditions Report for more information.)

Population

Packwood is not an incorporated city and does not have an allocated population. The 2020 U.S. census documented 1,073 people who reside permanently within the standardized census zip code tabulation area (ZCTA) 98361 boundary. The 98361 ZCTA boundary includes the Packwood study area and the surrounding national forests, parks and wildlife areas (Map 4). It is assumed there are no full time residents living in the national public lands; therefore, the population is based almost entirely within the Packwood study area.

Between 2010 and 2020 the population of unincorporated Lewis County grew by 10%. Countywide growth appears to have increased rapidly in pace after 2020. Development permits issued for residential development (single family, manufactured homes and accessory dwelling units) were 292 in 2019 and 370 in 2022, a 27% growth rate. The Washington State Office of Financial Management records show that Packwood and immediately adjacent rural areas have consistently ranked highly in development in Lewis County for more than ten years, behind the largest urban areas around Centralia and Chehalis, but growing faster than smaller incorporated areas like Mossyrock or the urban growth area in Onalaska. It is anticipated that the growth rate for Packwood from 2022 to 2030 will remain high at 25% and will then level off to 10% growth between 2030 and 2045. The Lewis County Board of County Commissioners allocated a 2045 population of 1,200 people to Packwood (Ordinance 1346). The majority of the growth is anticipated to occur in the Packwood Subarea Plan boundary.



Map 4: 98361 ZCTA Boundary and Public Ownership

Existing Zoning & Land Use

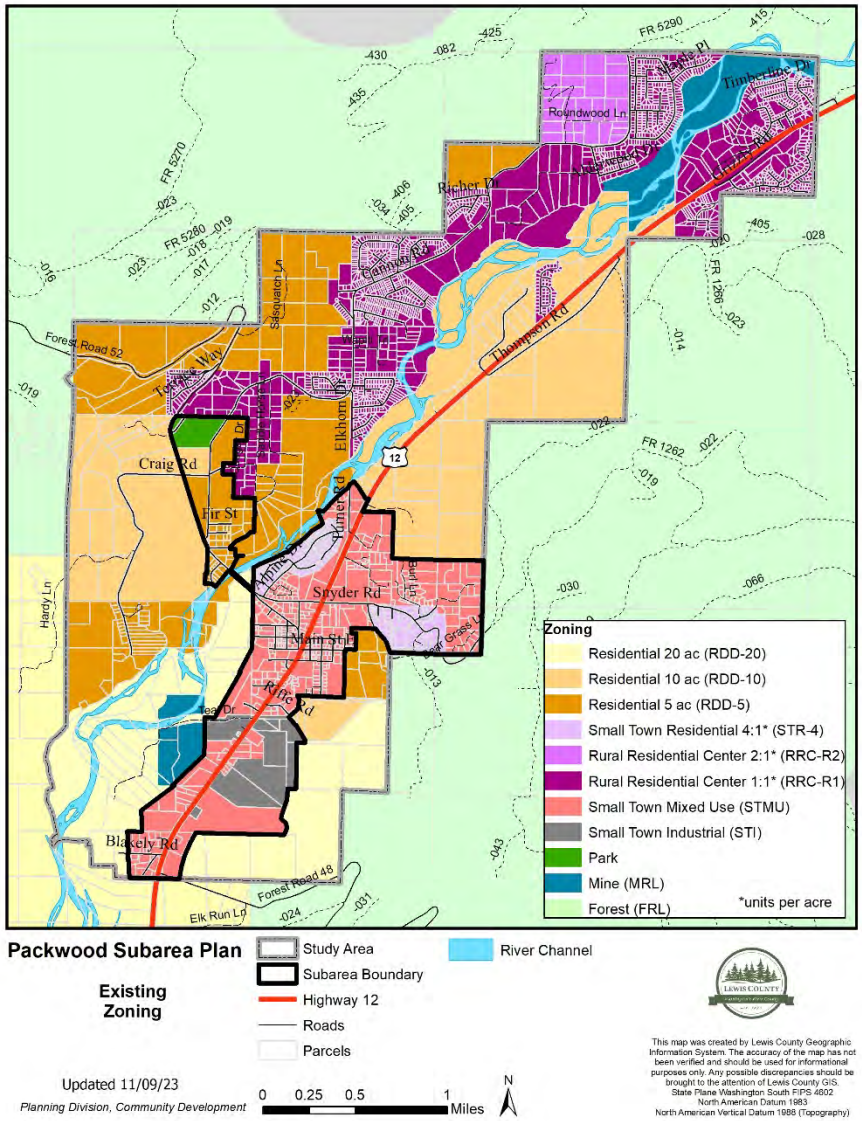
The study area includes all of the "limited areas of more intense rural development" (LAMIRDs) in the Packwood vicinity, as shown in Map 5. There are no agricultural resource lands or forest resource lands within the study area. Lewis County Code (LCC) Chapter 17.42 provides the list of allowed uses in each zone. Existing land uses within the study area are shown in Map 6. It is important to understand that existing uses may not match the allowed use in LCC 17.42 because some existing uses predate the zoning code regulations. Those uses are allowed to persist in their current development footprint and are referred to as a "legal nonconforming use."

In the study area there are nine Type I LAMIRDS, divided into five use types, shown in Table 1. Type I LAMIRDs have boundaries that were adopted based on development patterns in 1995 and those boundaries cannot change unless an error was made in the original mapping. However, new development, including land divisions and redevelopment, within the LAMIRD boundaries are allowed. In the study area, there are 360 vacant parcels in the LAMIRDs, equaling 459.5 acres, which can be developed with residential or commercial uses. This means there is significant capacity for new growth and development based on the existing zoning designations and development regulations. Growth within the study area, even when located outside the Packwood Subarea Plan boundary, will have an impact on property values, economic development and traffic within the plan boundary.

Table 1: Packwood LAMIRDs

Zone	Title	Allowed Density	Parcel Count	Total Acres	Vacant Parcels	Vacant Acres
RRC-R1	Rural Residential Center 1	1 unit / 1 acre	1,660	1,143	213	177
RRC-R2	Rural Residential Center 2	1 unit / 2 acre	31	158	9	53
STR-4	Small Town Residential 4	4 units / 1 acre	193	134	25	33
STMU	Small Town Mixed Use	N/A	423	704	111	195
STI	Small Town Industrial	N/A	16	122	2	1.5

The Packwood Subarea Plan boundary includes the areas zoned STMU and STI, the Lewis County Water Sewer District 3 service area (see Map 8), and a future development area west of the Cowlitz River. The STMU zone does not have a minimum allowed density and the density of development is determined by health code and available utilities. If there are both public water and sewer, then the minimum lot size is 6,000 square feet. However, that does not clarify the density of development that is allowed on each site. Allowed uses in existing STMU zoned areas include single family residential, accessory dwelling units, duplexes, sporting goods stores, restaurants, grocery stores, fuel stations, hotels/motels, RV parks, small event centers and other small businesses, as well as schools, doctor's office, churches, etc. With sewer, multifamily residential would also be allowed. There are 195 acres of vacant land in the Packwood Subarea boundary that is currently zoned for STMU and could be developed with the above listed uses.



Packwood Subarea Plan

Existing Zoning

Study Area
Subarea Boundary
Highway 12
Roads
Parcels
River Channel

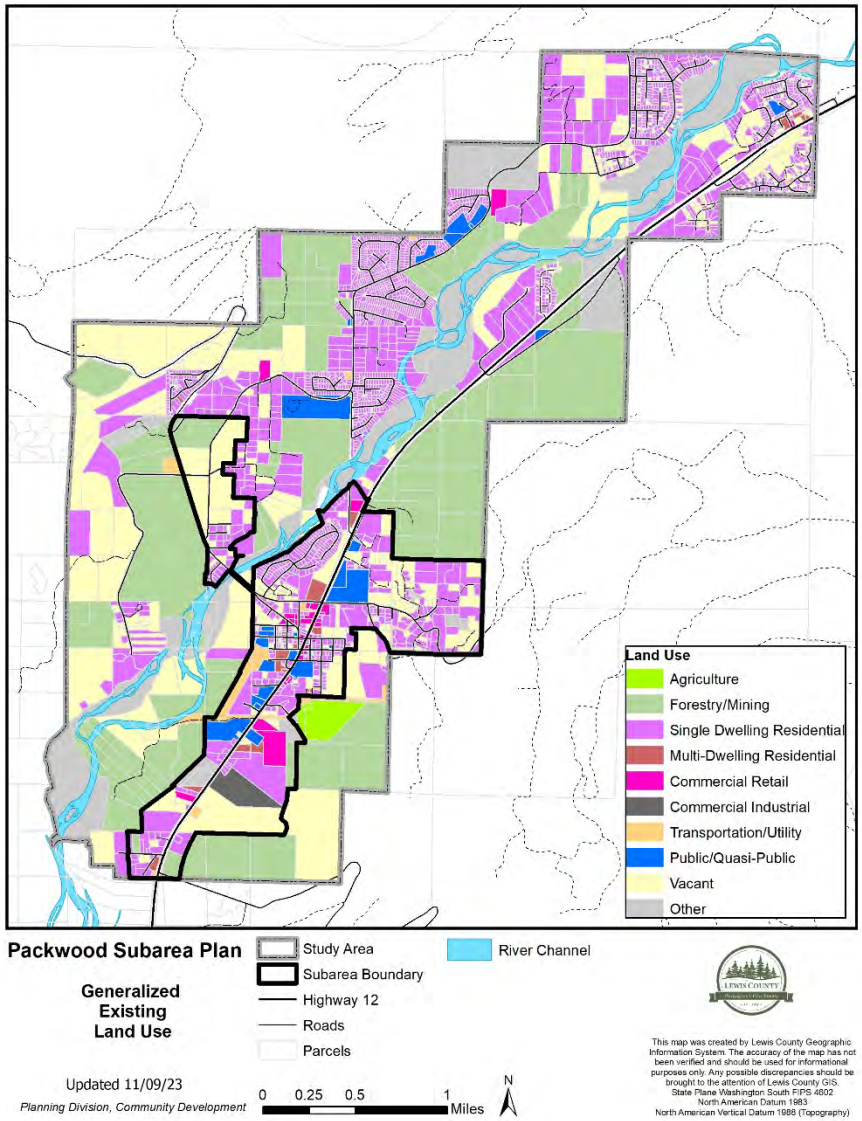
Updated 11/09/23
Planning Division, Community Development

0 0.25 0.5 1 Miles

N

This map was created by Lewis County Geographic Information System. The accuracy of the map has not been verified and should be used for informational purposes only. Any possible discrepancies should be brought to the attention of Lewis County GIS.
State Plane Washington South FIPS 4602
North American Datum 1983
North American Vertical Datum 1988 (Topography)

Map 5: Existing Zoning Designations



Packwood Subarea Plan

Generalized Existing Land Use

Study Area
Subarea Boundary
Highway 12
Roads
Parcels
River Channel

Updated 11/09/23
Planning Division, Community Development

0 0.25 0.5 1 Miles

N

This map was created by Lewis County Geographic Information System. The accuracy of the map has not been verified and should be used for informational purposes only. Any possible discrepancies should be brought to the attention of Lewis County GIS.
State Plane Washington South FIPS 4602
North American Datum 1983
North American Vertical Datum 1988 (Topography)

Map 6: Existing Generalized Land Use

Housing

Within the study area, there are 1,868 single dwelling residential parcels. The following is a summary of some of the different housing types in Packwood (see also Map 6). The numbers are not additive and there may be overlap or gaps.

- 145 parcels are owner occupied
- 216 parcels are short term rentals
- 613 parcels are personal vacation homes
- 894 parcels are other residential uses without a specified type (e.g., vacation homes, short term rentals, etc.)

There are 444 parcels of undivided, vacant residential land within the study area, which could be developed in the future.

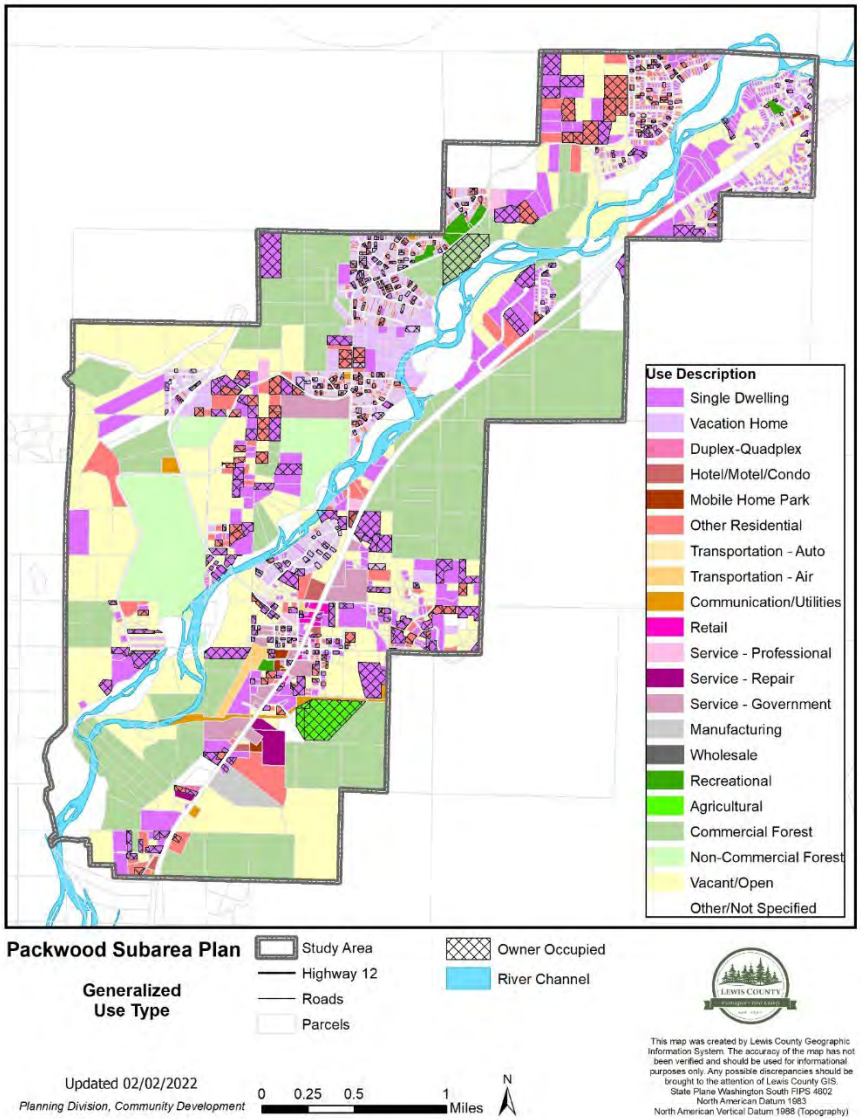
Only 8% of the housing in Packwood is owner-occupied (Map 7). Another 33% are vacation homes, which are assumed to not be rented out as short term rentals. Based on a study by Granicus, in 2023 there were 252 short term rentals in the Packwood study area, which is 14% of the housing. It is interesting to note that nearly half of all the short term rentals in Lewis County are located in Packwood.

There is not specific data for Packwood about the type and cost of housing. The following information is for Lewis County as a whole. The source is the *Berk Housing Study for Lewis County*, https://lewiscountywa.gov/offices/commissioners/bocc-news/housing-summit/ In Lewis County, 70% of the housing stock is single family residential (SFR) and the average sale price of a SFR dwelling has increased from roughly $150,000 in 2012 to over $350,000 in 2021. The remaining housing stock includes mobile homes (17%), multi-dwelling residential (13%) and other (0.5%), which includes RV and boat. Income levels have also increased in Lewis County; however, the median household income in 2019 was $58,911, which is considerably less than the state median income of $78,687. In addition, 24% of the county's population has a *very low* or *extreme low* income (<50% of Median Family Income).

Housing supply in Lewis County is also low. Between 2012 and 2021, there was a 69% decrease in the supply of homes for sale. In June 2021, the county had only a one month supply of housing. Typically, a region needs at least a four month supply to moderate housing cost increases. Rental unit vacancy is also low at 4.5%.

In Map 7, owner occupied is estimated assuming the following:

1. If the site address and the mailing address are the same, then it is assumed that the owner resides on the lot.
2. If the site address and the mailing address are different, but the cities are the same, it is assumed that the owner resides within Packwood. These were individually reviewed as follows:
   a. If the owner is a business enterprise, then it is assumed the owner does not reside on the property. This may result in an underestimation of owner occupancy.
   b. If the owner owns one lot and the cities match, then it is assumed the owner resides on the property.
   c. If the owner owns more than one lot and one of the lot's site address and mailing address are the same, then it is assumed the owner resides on this lot and the other lots are not owner occupied.
   d. If the owner owns more than one lot and none of the lots' site addresses and mailing addresses are the same, each lot was reviewed to determine if any are vacant. If any have no dwelling, it is assumed the owner does not reside on that lot.
   e. If the owner owns more than one lots and none of the lots' site addresses and mailing addresses are the same, and none of the lots are vacant, then it cannot be assumed which lot the owner resides on. All of the non-vacant lots are marked as owner occupied. This may result in an overestimation of owner occupancy.



Map 7: Owner Occupied Residential Lots

Affordable housing means a person spends no more than 30% of their monthly income on housing. A person making minimum wage, $14.49 per hour (2022), can afford to pay $695 per month on housing. A person making $47,752 per year (2020 median per capita income) can afford to pay $1,194 per month on housing. The average rent for a two-bedroom apartment in Washington is $1,229. At the time of this report, there were no long-term rentals available in Packwood. The average listing price for a single family house in Packwood is $420,000. *Sources: US Census; realtor.com.* Multiple employers in Packwood and the surrounding area have reported that lack of affordable housing, especially long-term and season rental, is a primary reason for prospective employees turning down employment.

Coupling income levels and housing availability, Lewis County residents are facing an increasing household cost burden. The sales prices of single family homes are increasing faster than local income levels. In addition, 48% of renter households pay more than 30% their income on housing and 24% pay more than 50% on housing costs. This means Lewis County residents increasingly cannot afford housing.

Unsheltered or "literal" homelessness is defined as lacking a fixed nighttime residence, living outside or in a shelter not intended for human habitation (like a vehicle, barn, or garage), or staying in an emergency shelter. A broader category of "unstably housed" includes those who are "couch surfing," e.g. temporarily staying with friends or family, or living in transitional housing. The Washington State Department of Commerce tracks both literal homelessness and unstable housing at the county level amongst people accessing programs such as Medicaid, TANF (welfare), and housing-related services. Based on this data, there were about 2,840 households in Lewis County that were either homeless or unstably housed as of January 2023. Data specific to the Packwood study area in not available.

A more localized source of data on homelessness is the White Pass School District. Public K-12 schools track and provide services to students experiencing homelessness, using a definition that is similar to the state's definition of "unstably housed." Students, and their families, who are literally homeless and those who are unstably houses are counted as homeless by the public schools. Data from the White Pass School District indicates that 46 students, or 13% of the student population, experienced homelessness at some point during the 2021-2022 school year. This is a very high rate compared to the statewide average of 2.7% of all students experiencing homelessness during that school year. There is no shelter in East Lewis County, so it is likely those individuals and families experiencing homelessness are staying at a relative or friend's house or are living in an RV or trailer. There are no publicly subsidized multifamily rentals in Packwood or East Lewis County. There are also no services in Packwood to aide individuals and families in finding stable housing.

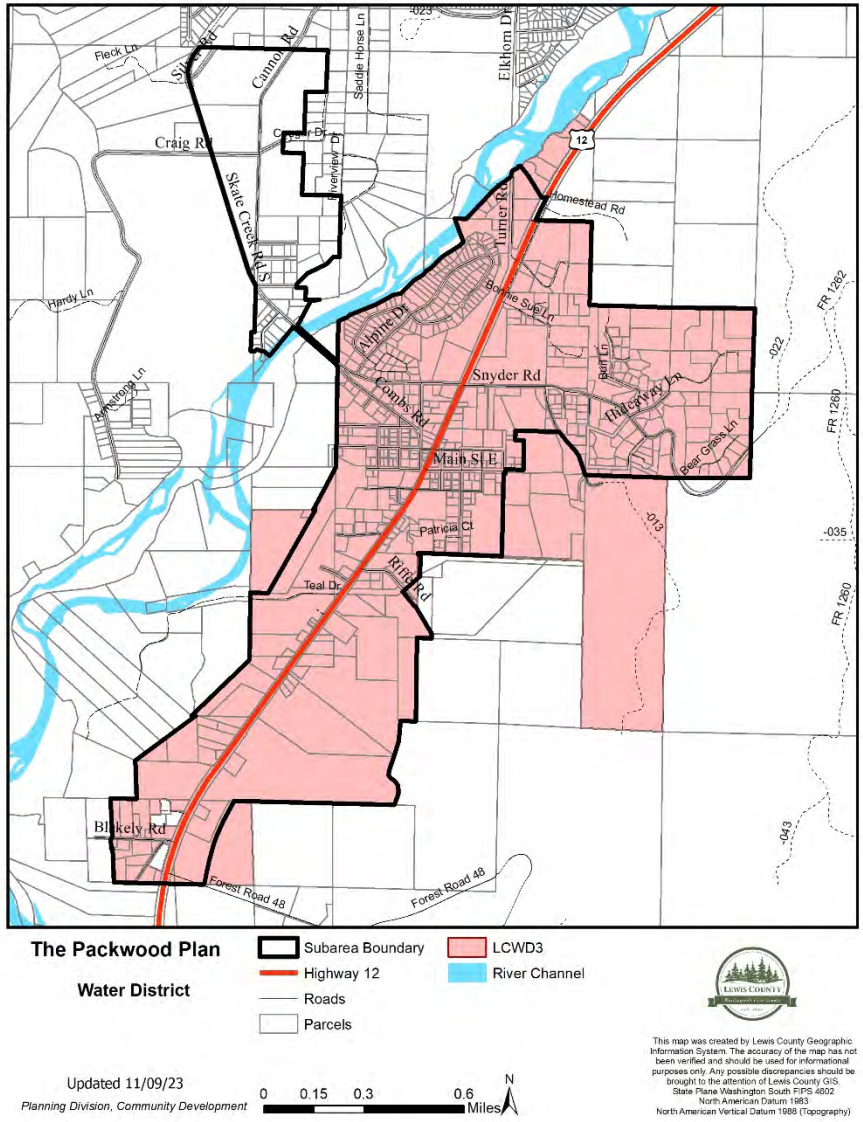
Public Facilities

Water

Packwood has two community wells drawing from an aquifer that is classified as unconfined and semi-confined and serves approximately 360 individual connections. As of December 2022, Lewis County Water Sewer District 3 (LCWSD3) could accommodate up to 229 additional single family residential connections or a mix of residential and commercial connections under the current system configuration and Water Rights. The system, including the wells, is owned and operated by LCWSD3. Map 8 shows the currently approved service area of LCWSD3, although not all properties in the service area are connected to the public water supply.

LCWSD3 relies on two wells that withdraw from an aquifer, which mimics the hydraulic gradient of the nearby Cowlitz River. The wells are established at 75 ft. depth. The water from the wells is pumped up to a reservoir located up Snyder Road and then gravity-fed back down to the individual connections. Some hookups are fed on the way up to the reservoir. Monitoring of the wells has never detected any fluctuation in the level of the aquifer, even during drought events. The district water is tested routinely and has never required permanent disinfection or other types of water quality treatment. If the threshold of connections is reached, LCWSD3 will likely need to add another reservoir and possibly an additional well.

Some properties located within the LCWSD3 service area rely on alternative water supplies including small public water systems and individual wells.



Map 8: Lewis County Water Sewer District 3

Wastewater

All existing development in Packwood is currently served by private on-site septic systems. Most of the systems are conventional gravity flow septic tanks and drain fields. A large number of inadequate septic systems in the Packwood community pose a health threat to the aquifer that provide domestic water for the area. Bacteria, virus and nitrate contaminates from these systems can cause serious health problems.

Most of the soils in the area are classified as "Type 1, gravelly, very gravelly, coarse sands, and extremely gravelly soil," which result in high levels of permeability. Since this type of soil is so permeable it provides a minimal amount of soil treatment to Downtown Packwood (Map 2), thus a large amount of wastewater is discharged to the ground over a small area. Many of the existing on-site systems in the downtown core were installed before 1991, when Lewis County Public Health & Social Services, Environmental Health Division, began to specify that these highly permeable soils fail to provide adequate treatment of sewage effluent prior to discharge to the groundwater.

In August 2022, Lewis County Public Works was provided an appropriation by the Washington State Legislature for design and construction of a public sewer system that will serve a portion of the Packwood Subarea although the exact service area was undecided when the Packwood Subarea Plan was adopted. The appropriation was largely based on the public health risk posed by the existing on-site septic systems. It is anticipated that construction of the municipal sewer treatment system will be completed in 2026 and will be operated by the LCWSD3.

Stormwater

Because Packwood is unincorporated, jurisdiction for stormwater regulation falls under LCC 15.45. Lewis County ensures compliance with LCC 15.45 through a permitting process when regulated development proposals, such as subdivisions or new and re-development, are reviewed to determine if the requirements are met. Maintenance of stormwater facilities, such as detention ponds, are the responsibility of the property owner. Generally, new and re-development must meet the state Department of Ecology's Stormwater Management Manual for drainage plans to reduce impacts of stormwater on receiving waters (e.g. streams and rivers).

Fire and Life Safety

The Packwood Fire District 10 (Fire District) has three stations located within the study area: Station #1 (12953 US Highway 12), Station #2 (483 Cannon Road) and Station #3 (234 Mountain View Drive, HVP 8/11). Station #1 on Highway 12 is the main station and houses two tenders, two ambulances, two brush vehicles, one engine and one rescue vehicle. Station #3 is located in High Valley and has an additional engine. Station #1 was dedicated in 2000 and was fully funded by 2015. Station #2 has the old Mack and air system.

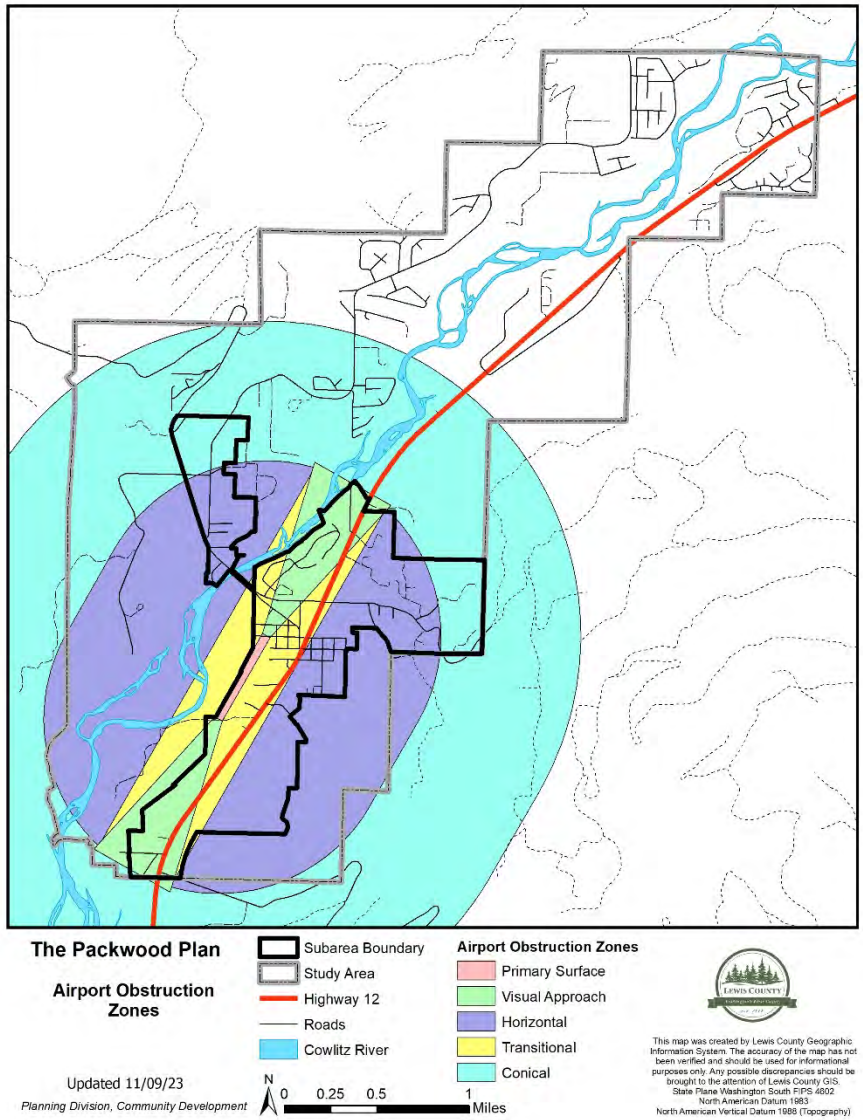
The service area is 320 square miles including part of Skate Creek Road and Highway 12 from White Pass to Mile Post 120. The Fire District has mutual aid agreements with all of Lewis County for both emergency services (EMS) and fire, as well as a mutual aid agreement with the Department of Natural Resources for wildland fires. The Fire District works with the Forest Service to address fires if needed and until the Forest Service is able to respond. The Fire District also responds to Mount Rainier National Park for both EMS and fire. Advance Life Support

and airlift helicopters can fly out of the Packwood Airport, located behind Station #1. EMS attends to roughly 275 calls per year. Combined structure and woodland fires make up approximately 25 calls per year. The Fire District is run by a five-member elected commission, one chief and one secretary. The Fire District has 15 volunteers with two EMTs, three AEMTs, and one EMR. All volunteers do both EMS and firefighting. Response time is 10 to 12 minutes.

Transportation

Washington State Department of Transportation (WSDOT) owns and maintains Highway 12, which runs through the center of the Packwood Subarea. Along with traffic, the right-of-way also provides area for utilities. Lewis County maintains 29 miles of roadway in the study area. The majority of the roads (27 miles in the larger study area) are rural local access roads and the remaining 2 miles are rural major collector. Roughly 25 of those miles are bituminous surface treatment (BST), 4 miles are hot mix asphalt (HMA) and less than 1 mile is gravel surface. In addition, there is an agreement between Lewis County and U.S. Forest Service for the county to maintain portions of Forest Service Roads No. 1260 (Snyder Road), No. 1261 (Powerhouse Road) and No. 1268 (Coal Creek Road).

The Packwood Airport is 36 acres and is located at 132 Main Street W. The landing strip extends from Tail Race stream to Willame Street W. In 2000, 3,200 visitors arrived via the airport. That resulted in $966,179 in direct economic output, which includes the wages of 17 jobs associated with the airport (Washington State Department of Transportation, Aviation Division, Packwood Airport report). In 2021, the airport had 5,300 aircraft operations; the annual range is 3,200 to 8,500 operations. There is an airport obstruction zone around the landing strip (Map 9). The height of structures within this area is limited. LCC 17.80 states the exact distances and maximum height requirements. WSDOT considers residential development near airports to be an incompatible use.



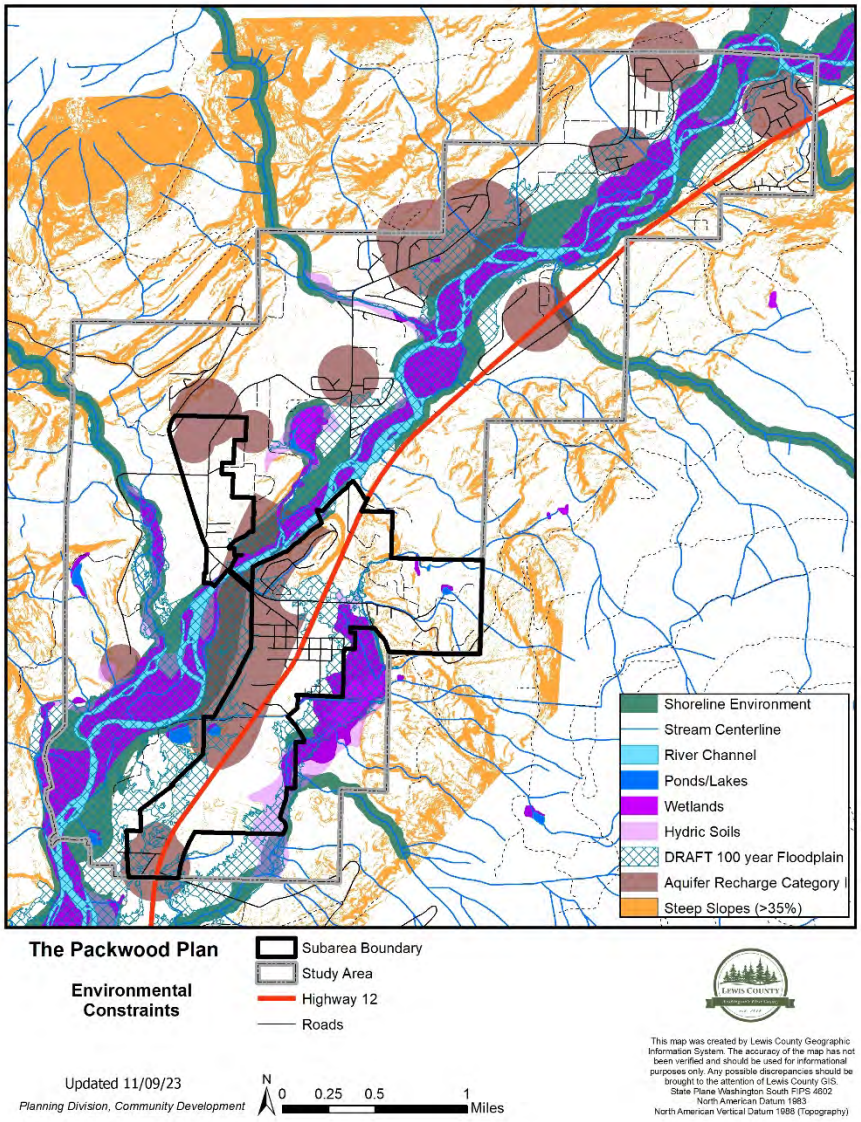
Map 9: Packwood Airport Obstruction Zones

Environmental Constraints

Packwood has many environmental resources. The Cowlitz River flows through the middle of the subarea and provides habitat for anadromous salmonids, Mountain White Fish, American Bald Eagle, Osprey and beaver. Neighborhoods are nestled in large stands of cedar, Douglas fir and big leaf maple that provide habitat for a wide diversity of mammals, birds and amphibians. Elk frequently graze in large open areas, including surrounding farm lands. These resources are a primary reason people live and visit Packwood and are integral to the community's character.

The environmental resources also create constraints (Map 10) for future development and growth. The Cowlitz River is located near the water's source on Mount Rainier and above any flow controls. The river channel migrates during fall and spring high water events, resulting in natural bank erosion and sediment deposits. During large flood events, the river can have devastating impacts on homes and businesses built in the floodplain. Streams throughout the subarea and wetlands in the relatively flat valley manage water during the winter, but can also flood and impact structures. Critical aquifer recharge areas are important to protecting wells for potable water. In addition, steep slopes, particularly around the edges of Packwood, are a landslide hazard.

Preserving the environmental resources and reducing the impacts of natural hazards that can result in damage to property and infrastructure is important to creating a sustainable future for Packwood.



Map 10: Packwood Environmental Constraints

2019 Downtown Packwood

4: VISION, GOALS AND POLICIES

Vision – Packwood is a vibrant small town that embraces its history, encourages unique local businesses, provides a diversity of affordable housing options, supports existing and new residents, preserves the natural environment, encourages tourism and promotes community events.

The goals and policies, maps and illustrations on the following pages clarify this vision. Phase 2 will implement the vision, goals and policies through new and updated zoning designations and development regulations.

Packwood Farmer's Market at the Packwood Timberland Library Park in June 2022 (Photo: Mindy Brooks)

Community

Community Goal 1 – Support families living, working and playing in town.
Families are an important part of any town. Families support the local economy by working in town and purchasing goods and services. Families also invest in social capital including sports and clubs. Since the 1990's, Packwood has lost families due to the closure of the mill, ranger station and elementary school in town. To support families moving back to and staying in Packwood, there needs to be educational opportunities including high quality schools and libraries, community spaces for recreation and gathering, youth-oriented activities, employment that pays a living wage and affordable housing options. In addition, families need safe walking and biking paths to and through the community.

Drawing by Kim Pawlawski

Policies
CM1.1: Support White Pass School District and Timberland Regional Libraries to provide high quality educational opportunities.
CM1.2: Increase local childcare options.
CM1.3: Preserve public open spaces and enhance with youth-oriented facilities including but not limited to play structures and ball fields.
CM1.4: Encourage indoor family-oriented facilities including but not limited to a gym, movie theater and arcade.
CM1.5: Increase the diversity of services including but not limited to medical, dental, veterinarian, barber and banking.
CM1.6: Support new affordable retail options that provide clothing, shoes, books, crafts, etc.
CM1.7: Preserve the rural atmosphere by limiting artificial noise and light.

Community Goal 2 – Encourage services and facilities that allow residents to age in place.
People have longer, healthier and fuller lives when they are able to live in a community that has well established social networks including family, friends, church, community center, etc. As we age, the types of services and facilities that are needed changes. The ability to access services and facilities can become difficult due to mobility issues.

Policies
CM2.1: Work with partners, such as the Economic Alliance and East County Chamber of Commerce, to bring new services including medical, physical therapy, dental, pharmacy and in-home health care.
CM2.2: Encourage Veterans Affairs facilities and services to be located in Packwood.
CM2.3: Enhance social connections by promoting use of community buildings and spaces for gatherings and events.
CM2.4: Support expanded services provided by the Packwood Senior Center.

Land Use

Land Use Goal 1 – Preserve the small town uniqueness and charm of Packwood.
Packwood is a small town with history rooted in the timber industry. Historic buildings like the Historic Hotel Packwood, White Pass Museum (formerly an elementary school) and Packwood Station (formerly Packwood Ranger Station), exemplify the town's history. The relatively small size of existing buildings and space between each building aides in a "small town" feel. There are many locally owned small businesses that provide unique and charming products and services.

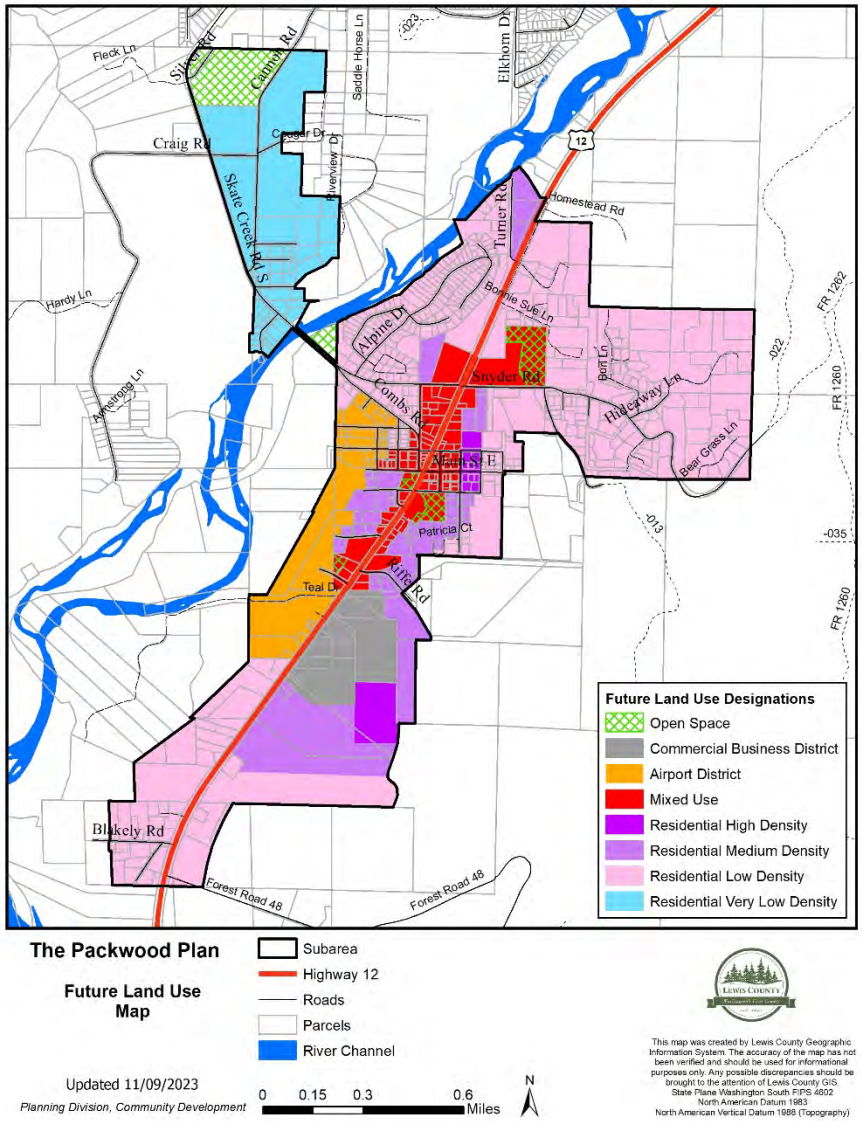
Policies
LU1.1: Support locally owned small-scale businesses not found anywhere else in Washington.
LU1.2: Preserve and enhance historic buildings and sites.
LU1.3: Create design guidelines for new buildings that face Highway 12, Main Street or Willame Street in Downtown Packwood to ensure a cohesive look and size (see Design Guidelines subsection).
LU1.4: Establish side setbacks to maintain space between buildings in Downtown Packwood.

Land Use Goal 2 – Contain higher density development near Downtown Packwood and prevent sprawl.
Packwood is located in the Upper Cowlitz River Valley and is surrounded by national forests, wildlife areas and parks. This in-and-of-itself helps to contain future development. However, there are also large lots (greater than 5 acres) and small agricultural operations located between the forests and the town that create the rural setting for Packwood. These rural areas are important to the residents, business owners and tourists and should be protected from future higher density development.

Policies
LU2.1: Encourage mixed use commercial and multifamily residential development in Downtown Packwood.
LU2.2: Encourage higher density residential development near Downtown Packwood.
LU2.3: Support redevelopment of the historic mill site with commercial and residential uses.
LU2.4: Reduce incompatible land uses surrounding the Packwood Airport.
LU2.5: Develop new residential uses west of the Franklin Bridge (aka Skate Creek Bridge) that has a similar housing density as the residential developments of High Valley.
LU2.6: Maintain rural density of development surrounding the subarea plan boundary.

Table 2: Future Land Use Designations

Designation	Code	Description
Open Space	OS	The focus of these areas is recreation for the general public. Areas should be programmed for community gathering and outdoor play. Play structures, sports fields and courts, picnic tables, benches, gazebos and walking trails are encouraged. Streams, wetlands, trees and native vegetation should be protected and enhanced.
Commercial Business District	CBZ	The focus of these areas is commercial, office space and small scale manufacturing uses. Larger commercial buildings, 10,000 to 20,000 sq. ft., may be located here. Highest density residential uses, 18-30 units per acre, should be allowed if buffered from manufacturing uses. Connectivity and pedestrian access should be prioritized. New residential single family development should be discouraged.
Airport District	AX	This area includes the Packwood Airport and supporting lands. The focus is commercial and small scale manufacturing. Larger commercial buildings, 10,000 to 20,000 sq. ft., may be located here. Very low density single family residential uses should be allowed on larger lots. Duplexes, ADUs and multifamily residential should be prohibited. Lots sizes should be one (1) acre or larger in size.
Mixed Use	MU	The focus of these areas is small scale (<10,000 sq. ft.) commercial and highest density residential uses, 18-30 units per acre. Lots facing Highway 12 should include ground floor commercial or office space and second story apartments or condos, with entrances facing Highway 12 and surface parking placed behind buildings to increase pedestrian access. Connectivity and pedestrian safety should be prioritized. Space between buildings is encouraged and building heights capped to preserve small town feel and views of Mount Rainier, Tatoosh Wilderness and Goat Rocks Wilderness. New residential single family development should be discouraged.
Residential High Density	RH	High density residential uses, 10-16 units per acre, should be located near Downtown Packwood and the Commercial Business District. Apartments and condos should be in a courtyard style around a common open space. Row houses, fourplexes, triplexes and duplexes should be encouraged. Dormitories or hostels should also be encouraged. Commercial uses should be allowed. Building heights should be capped to preserve views of Mount Rainier, Tatoosh Wilderness and Goat Rocks Wilderness.
Residential Medium Density	RM	Medium density residential uses, 6-10 units per acre, should be located in these areas. Rowhouses, fourplexes, triplexes, duplexes and ADUs, as well as tiny home villages should be allowed. Single family residential uses should also be allowed. Institutional uses (e.g., churches, libraries, schools) and home-based commercial uses should be allowed. Lot sizes should range from 5,000 to 7,500 sq. ft.
Residential Low Density	RL	The focus of these areas is traditional single family residential uses at 4-6 units per acre. Duplexes and ADUs should be encouraged to increase affordable housing options. Clustered tiny home villages should also be allowed. Institutional uses (e.g., churches, libraries, schools) and home-based commercial uses should be allowed. Lot sizes should range from 7,500 to 12,500 sq. ft.
Residential Very Low Density	RVL	The focus of these areas is traditional single family residential uses at a scale consistent with historic development patterns on the west side of the Cowlitz River, which is approximately 4 units per acre. ADUs should be encouraged to increase affordable housing options. Lots sizes should average 12,500 sq. ft.



The Packwood Plan

Future Land Use Map

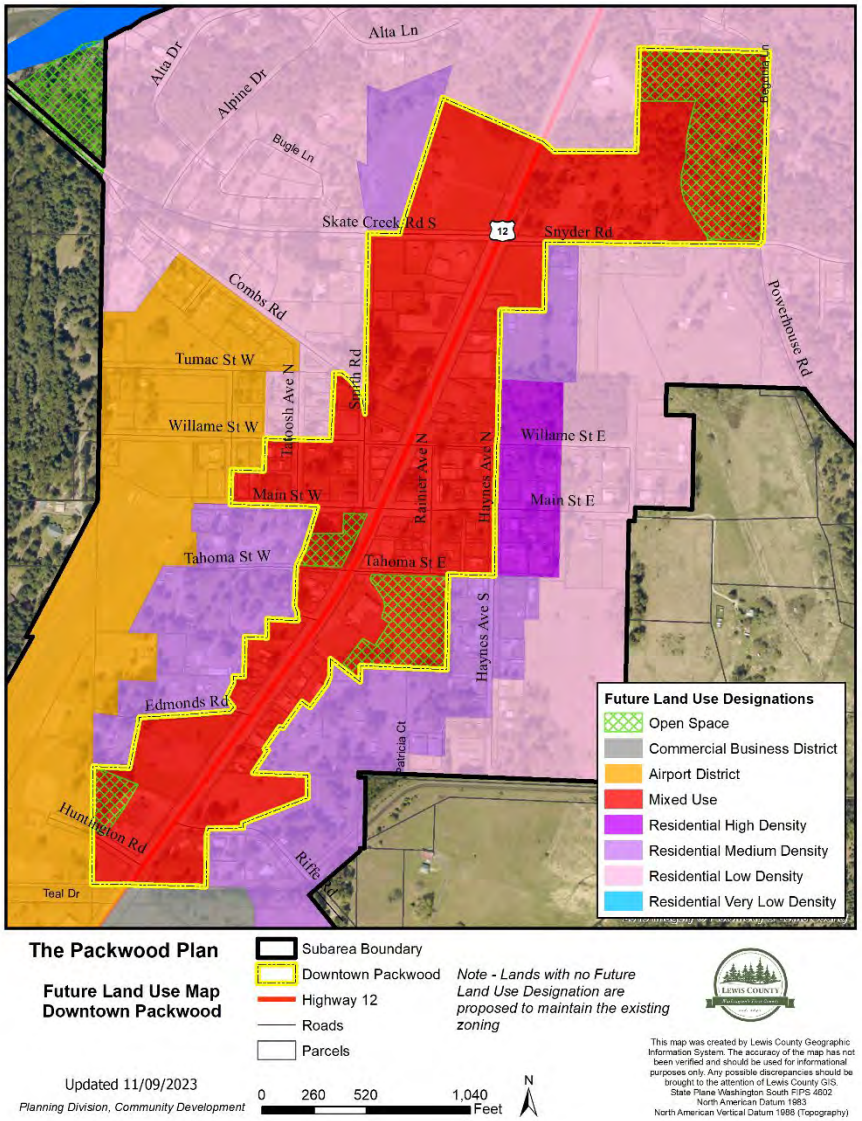
Subarea
Highway 12
Roads
Parcels
River Channel

Updated 11/09/2023
Planning Division, Community Development

0 0.15 0.3 0.6 Miles N

This map was created by Lewis County Geographic Information System. The accuracy of the map has not been verified and should be used for informational purposes only. Any possible discrepancies should be brought to the attention of Lewis County GIS.
State Plane Washington South FIPS 4602
North American Datum 1983
North American Vertical Datum 1988 (Topography)

Map 11: Future Land Use Map



The Packwood Plan

Future Land Use Map Downtown Packwood

Subarea Boundary
Downtown Packwood
Highway 12
Roads
Parcels

Note - Lands with no Future Land Use Designation are proposed to maintain the existing zoning

Updated 11/09/2023
Planning Division, Community Development

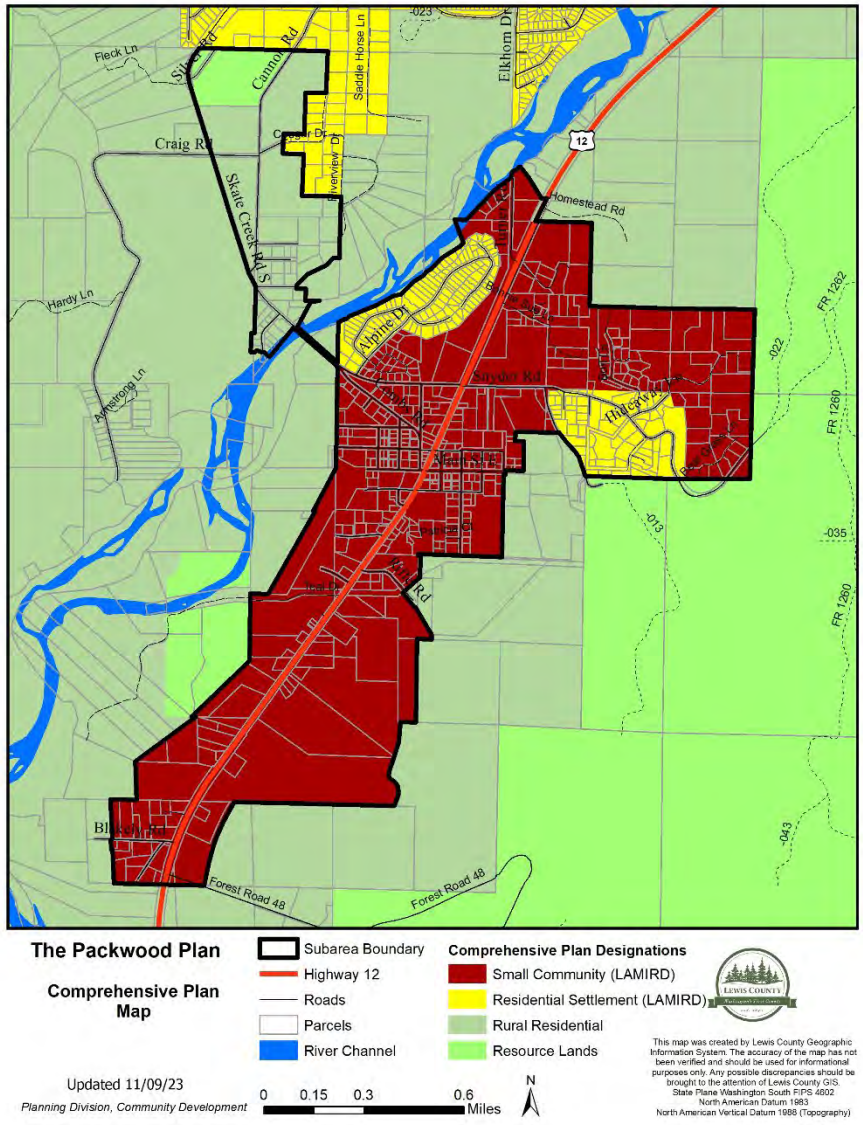
0 260 520 1,040 Feet N

This map was created by Lewis County Geographic Information System. The accuracy of the map has not been verified and should be used for informational purposes only. Any possible discrepancies should be brought to the attention of Lewis County GIS.
State Plane Washington South FIPS 4602
North American Datum 1983
North American Vertical Datum 1988 (Topography)

Map 12: Future Land Use Map - Downtown Packwood

Lands with no future land use designation on the maps are proposed to maintain the existing zoning as shown on Map 5, as well as the existing development regulations. Only those areas with future land use designations are proposed for new zoning designations and development regulations in Phase 2.

Map 13 shows the **existing** Lewis County Comprehensive Plan map designations. The designations for most of the subarea are Small Community and Residential Settlement. Small Community is described as "detached residential, commercial or industrial structures in an existing settlement. Some attached buildings are also present. Predominantly small scale, though some larger commercial, institutional or industrial buildings may be present." The level of urbanization is considered "moderate." Residential Settlement is described as "detached residential structures in a residential settlement." The level of urbanization is considered "low to low/moderate." Both designations are a LAMIRD Type I under the Growth Management Act.



Map 13: Existing Comprehensive Plan Designations

The Future Land Use Maps (Map 11and Map 12 on the previous page) are intended to show how zoning should change over the 20-year planning horizon to achieve the Land Use goals and policies stated in this section. The maps depict the future development types and densities described in Table 2. The goal is to concentrate development in and near Downtown Packwood. The 100-year floodplain and wetlands are taken into consideration with the intent of not increasing residential development beyond what is currently allowed in these critical areas. New zoning rules, created during Phase 2, would impact **new** development or redevelopment. **Existing legal nonconforming development and uses may stay, be maintained and be replaced in the current footprint.**

The future land uses described in Table 2 are consistent with the description of Small Community and Residential Settlement. Therefore, for those areas the Future Land Use Map is consistent with the existing Lewis County Comprehensive Plan and Countywide Planning Policies. The other lands within the subarea are currently designated Other Rural Residential with detached residential uses on standard rural lots typically 5-20 acres in size. The designation for those lands will need to be amended in the Lewis County Comprehensive Plan during Phase 2 to implement the Future Land Use Map.

Design Guidelines

The purpose of design guidelines is to create a cohesive look for Packwood that retains the small town charm and character that exists today. The guidelines provide direction for the general design of **new** structures. Design guidelines will be objective, yet flexible.

The current design of Downtown Packwood is referred to as "Northwest Mountain." Northwest Mountain style is a mix of rustic and regional architecture that has historic roots in logging and mining towns. Northwest Mountain style is unique to and exemplifies the look of small mountain towns in Washington State. Many existing buildings in Packwood already showcase this style including the Historic Hotel Packwood, White Pass Sports Hut, Packwood Brewery and Packwood Visitor Center. Northwest Mountain style could also include more modern looking buildings that still fit with the character of traditional mountain towns. The primary difference between traditional and modern Northwest Mountain architecture is a pitched roof (traditional) versus a slant or shed roof (modern) and the extensive use of glass windows (modern).

Design guidelines should be applied to **new** development on properties that front Highway 12 in Downtown Packwood, as well as properties that front Main Street or Willame Street within two blocks of Highway 12. The guidelines should be incorporated into major alterations to existing development along Highway 12 in Downtown Packwood to the extent practical. While encouraged for other development in Packwood, the guidelines should not be required for structures that do not front Highway 12, Main Street or Willame Street. The intent of focusing on these areas is to create a unique space that is visibly identifiable as Packwood's downtown core.

In general, to meet the guidelines, buildings should be no taller than two stories, or 35 feet, and have pitched or slant/shed roofs. Exterior facades facing Highway 12, Main Street or Willame Street should make extensive use of natural wood and stone, or synthetic materials that resemble wood or stone, including exposed exterior support beams. The color palette for siding, if not natural wood/stone color, should be brown, green or gray hues that match the natural landscape. The intent of these guidelines is to ensure that new buildings fit within the "small town" look of Packwood and are cohesive with the existing historic buildings. The intent is not to have buildings match; each building is encouraged to be unique with a generally cohesive look.

To further create a cohesive look and design in Downtown Packwood, guidelines should also be applied to new signs on properties fronting Highway 12. New signs should resemble the existing historic sigsn in Packwood. The signs should be made of natural wood, or synthetic material that resembles a natural wood, and have exterior illumination. New plastic signs with interior illumination should be discouraged fronting Highway 12.

Examples of Northwest Mountain Design – Packwood, WA

Historic Hotel Packwood (source: packwoodwa.com)

White Pass Sports Hut (source: visitrainier.com)

Cowlitz River Lodge (source: tripadvisor.com)

Packwood Post Office (Photo by E Kalish, Sept. 2012. Part of the Post Mark Collectors Club (PMCC) collection)

Examples of Northwest Mountain Sign Design – Packwood, WA

Source: Cabin Quilts Facebook

Note – Sign images copied from Google internet image search

Housing

Housing Goal 1 – Provide a range of affordable housing for residents at all income levels.
Affordable housing is a primary concern for residents and business owners. Affordable housing means everyone in Packwood is able to find housing that meets their income constraints. In practice, that means ensuring a wide range of housing types that meet the needs of minimum to median wage earners. Packwood also has a high number of seasonal workers. In the winter, people come to work at White Pass Ski Area. In the summer, people come to work at Mount Rainier National Park or for the U.S. Forest Service. Many of these people need half-year rental options that are affordable.

A diversity of housing types can be designed to fit the small town character of Packwood by limiting the overall size (footprint, height and bulk) of housing structures and requiring development densities similar to existing neighborhoods (*see Land Use Goals and Policies*). A traditional single family house can be divided into two, three or four dwelling units and stay within the same footprint. Figure 1 shows an example of a duplex with attached accessory dwelling unit (ADU) within a similar square footage as a single family house. A traditional single family house can also be used as a dormitory or hostel to provide even more affordable rental housing. These options spread the cost burden of the structure and land to more than one person or family making it more affordable than a traditional single family house.

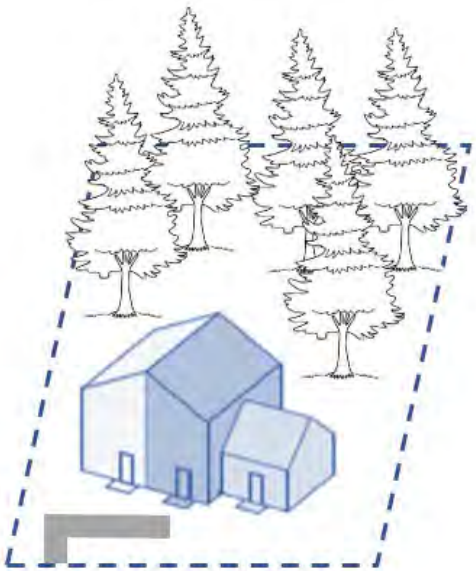


Figure 1: Example Duplex with Attached ADU

Note – Housing units could be stacked as well as side-by-side.

Policies

HS1.1: Encourage high and medium density housing in and near Downtown Packwood that is designed to fit "small town" character.
HS1.2: Provide design guidelines that allow multiple dwelling units to be included within a single structure that looks like a traditional single family home (Figure 2).
HS1.3: Encourage a diversity of single family housing types including duplexes, tiny home villages and ADUs.
HS1.4: Encourage similar residential development patterns and lot sizes between established neighborhoods.
HS1.5: Ensure an appropriate balance of short term rentals and residential housing to support people living in Packwood.
HS1.6: Require newly built multifamily housing, such as triplexes, rowhouses and apartments, in Downtown Packwood and the highest density residential areas to be provided for long-term and seasonal residency.
HS1.7: Encourage the development of affordable long-term rental units such as dormitories and hostels.
HS1.6: Support options to alleviate property cost burden for people on low and fixed incomes.

Economic Development

Economic Development Goal 1 – Support a range of locally owned businesses to meet the needs of residents and tourists.
Residents need many services during their everyday lives including grocery, medical, dental, pharmacy, education, banking, electrician, plumber, veterinarian, clothing, salon, etc. When these essential services are located a long way away (20+ miles), it can result in many long vehicle trips that are costly and potentially unsafe, or people leaving Packwood and choosing to live in another community. Providing services where people live has many benefits that support families living in Packwood and people being able to age in place.

Tourism, the primary economy of Packwood, is also supported by the service industry including local grocery stores, restaurants, sporting goods stores, clothing stores, gift stores and local events and attractions. Tourists also need some of the services that residents require including medical, pharmacy and banking.

Arbor Health Clinic in Packwood (Photo: Arbor Health)

Policies
ED1.1: Work with partners, such as the Economic Alliance of Lewis County, to attract and retain grocery, medical, dental, veterinarian and other specialized services.
ED1.2: Provide infrastructure that supports grocery, restaurants, medical, dental, veterinarian and other specialized services.
ED1.3: Work with partners, such as the East Lewis County Public Development Authority, to provide rental space for new start-up small businesses.
ED1.4: Discourage franchise businesses that can outcompete locally owned businesses.
ED1.4: Work with partners, such as the East Lewis County Chamber of Commerce, to provide education and mentorship for new business owners.

Economic Development Goal 2 – Support employment options that provide living wage jobs.

In 2021, a living wage job in Washington State was roughly $42,000 per year or $20 per hour. In 2022, the minimum wage was $14.49 per hour. Affordable rent or mortgage for someone making a living wage is $1,260 per month; for minimum wage affordable rent is $750 per month. Most service industry jobs (e.g., restaurant server, house cleaner, etc.) pay a minimum wage not a living wage. People living in Packwood and the surrounding area need living wage job opportunities to afford housing and living expenses. In addition, homeowners and businesses owners need specialized skilled laborers including carpenter, electrician, plumber, etc. to build and maintain structures. Skilled labor occupations and other specially trained occupations (e.g., pharmacy, veterinarian, etc.) generally pay higher than minimum wage.

New Construction in Packwood (Photo: Mindy Brooks)

Policies

ED2.1: Work with partners, such as the Economic Alliance of Lewis County, to attract new electricians, plumbers, carpenters and other skilled laborers, as well as medical, dental, pharmacy, veterinarian and banking jobs that pay a living wage.

ED2.2: Create a partnership with Centralia College East, and others, to support trade skills and educational opportunities.

ED2.3: Support Packwood Timberland Library's continuing education programs for local residents.

ER2.4: Work with Lewis County and the U.S. Forest Service to improve and maintain Skate Creek Road/Forest Road 52 from Packwood to National Park Highway to provide year-round access to and from employment opportunities such as Mount Rainier National Park.

Economic Development Goal 3 – Grow a sustainable retail economic base.

Packwood's economy is primarily based on tourism. Destination and experience purchasing is increasingly necessary to support the local economy. This includes creating local experience shopping that fits the small town character of Packwood. Local retail businesses also provide jobs for residents.

Policies

ED3.1: Work with partners, such as Discover Lewis County and White Pass Scenic Byway, to create an economic development strategy that grows a sustainable tourism economy.

ED3.2: Create a concentrated retail area in Downtown Packwood to encourage people to shop and dine in town. (*See also Transportation Goals and Policies*)

ED3.3: Support development of new, and retention of, existing restaurants, coffee shops, bakeries, bars and breweries that provide a unique dining experience.

ED3.4: Support development of new, and retention of, existing stores including clothes, footwear, sporting goods, home goods and gifts that provide locally-made or Packwood-branded goods.

ED3.5: Require national brands to develop neighborhood scale buildings with unique-to-Packwood shopping and dining experiences.

ED3.6: Encourage the co-location of services in a single building such as a coffee shop in a clothing store or wine tasting in a gift shop.

Tionesta Market Village, Washington, Iowa

Source: https://smallbizsurvival.com/2017/01/innovative-rural-business-models-spread-opportunity-in-small-towns.html

Transportation

Transportation Goal 1 – Make the streets more accessible and safe for bicyclists and pedestrians.
Highway 12 is used by pedestrians, and to a lesser extent bicyclists, to access businesses in Downtown Packwood. Streets should be safe and accessible, particularly during the peak summer and winter seasons with a high volume of tourists. Traffic needs to be travelling at slow speeds when approaching and through downtown. The Franklin Bridge (aka Skate Creek Bridge) should provide better pedestrian and bicycle access between the residential neighborhoods on the west side of the Cowlitz River and Downtown. Map 14 is a Transportation Concept that depicts how the policies could be implemented.

Policies
TR1.1: Create pedestrian and bicycle routes along Highway 12 in Downtown Packwood and along Skate Creek Road from Highway 12 to Cannon Road.
TR1.2: Add crosswalks at primary intersections that cross Highway 12 in Downtown Packwood.
TR1.3: Add lighting along Highway 12 in Downtown Packwood.
TR1.4: Add traffic calming along Highway 12 between Skate Creek Road and Huntington Road.
TR1.5: Reduce the speed limit to 25 mph on Highway 12 in Downtown Packwood.
TR1.6: Improve snow removal along Highway 12 and side streets to maintain safe walkways and adequate parking in Downtown Packwood.

Transportation Goal 2 – Improve street connectivity in and near Downtown Packwood
Street connectivity is important for safety because it provides fire and emergency service access to houses and businesses throughout Packwood. Connected streets will also provide alternate routes through Packwood to avoid increasing traffic on Highway 12. New streets can provide access to properties that will support residential development. Providing pedestrian and bicycles facilities on side streets will decrease car trips to the Downtown commercial core, reducing traffic and parking impacts on Highway 12.

Policies
TR2.1: Maintain and expand the historic block pattern near Downtown Packwood.
TR2.2: Improve existing streets and add new streets near Downtown Packwood to improve neighborhood connectivity and emergency vehicle access.
TR2.3: Work with Lewis County and the U.S. Forest Service to improve and maintain Skate Creek Road/Forest Road 52 to provide a year-round emergency route from Packwood to Highway 7.

Transportation Goal 3 – Improve options and availability of parking along Highway 12 and local streets near Downtown Packwood.
Parking in Downtown Packwood is based on peak tourism season demand in the summer and winter and is therefore unique compared to other towns. The highest peak parking, not including the flea markets, are summer evenings between Thursday and Saturday. Parking includes automobiles and also recreational vehicles that require more space. Parking on Highway 12 should be designed to improve safety for vehicles traveling along Highway 12 and for pedestrians accessing hotels, restaurants, stores and community amenities (doctor's office, library, museum, grocery store) in downtown. New on-site surface parking fronting Highway 12 should be discouraged because it reduces pedestrian access to businesses.

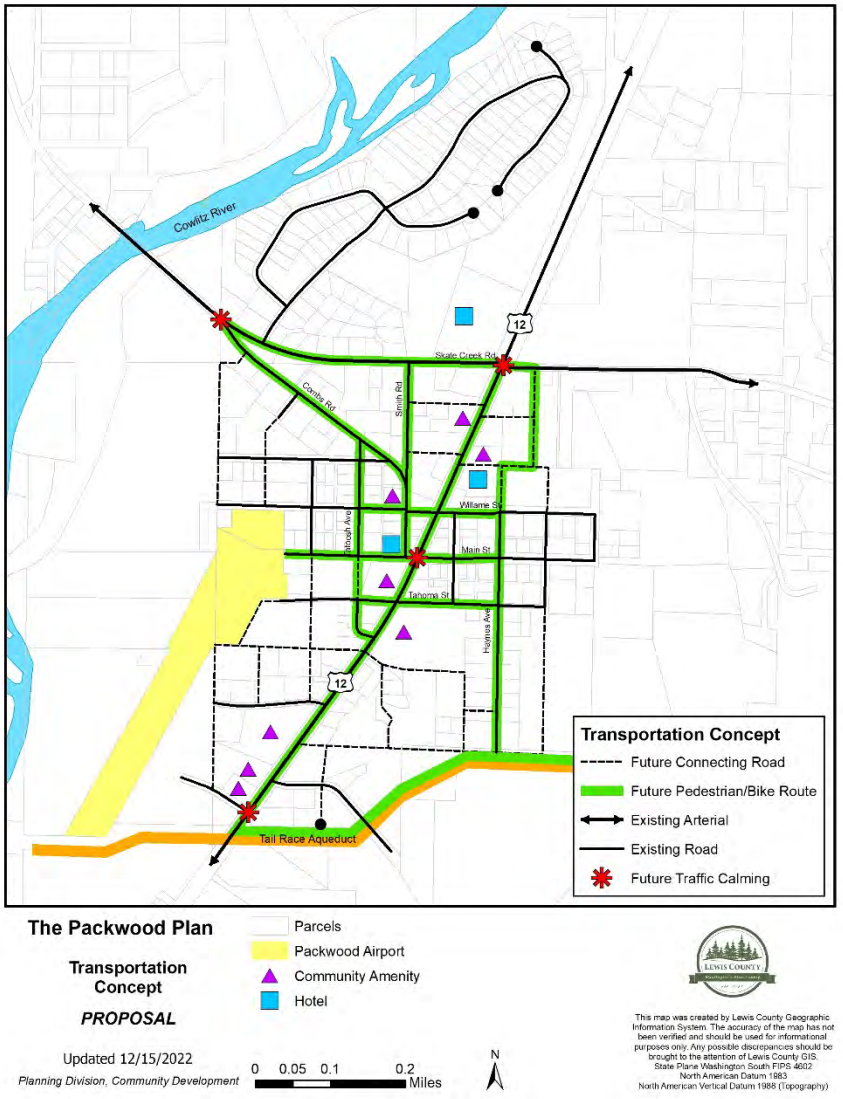
In addition, when Snoqualmie Pass and Stevens Pass are closed, significant semi-truck traffic is diverted to Highway 12 across White Pass. The existing rest stop, which is located 5 miles southwest of Packwood, is not large enough to accommodate the truck traffic and many trucks chose to park along Highway 12 in Downtown Packwood. This creates a safety hazard by blocking visibility to and from exiting business parking lots and side streets onto Highway 12. It also takes up parking used by residents and visitors.

Policies
TR3.1: Designate on-street parking that makes efficient use of Highway 12 right-of-way and provides safe pedestrian access to businesses.
TR3.2: Designate parking options for RVs, trailers and semi-trucks that support safety on Highway 12 and access to businesses.
TR3.3: Require new on-site surface parking for businesses facing Highway 12 to be located behind or to the side of the primary building.
TR3.4: Designate on-street parking on local streets near Downtown Packwood, wherever possible.
TR3.5: Require on-site parking for new residential development.

Packwood Transportation Concept

Downtown Packwood is bisected by Highway 12. Along Highway 12, there are many community amenities including (from north to south) two gas stations and an electric car charging station, Arbor Health Clinic, Blanton's Grocery Store, U.S. Post Office, Packwood Timberland Library and park, White Pass Country Museum, Fire District 10 Station, Packwood Community Hall and Packwood Senior Center. In addition, between the amenities are multiple hotels, restaurants and shops. All of these are accessed by residents and tourists; however, there are no multimodal facilities, except two crosswalks at Highway 12 and Main Street and Skate Creek, for people to walk or bike safely between destinations.

Map 14 is the transportation concept. Increasing the walkability of Downtown Packwood will have multiple benefits. First, it will create a safer environment for residents and tourists by calming traffic as it moves through town and designating walking and biking routes. Second, by getting people out of their cars, it will increase opportunities for people to frequent local businesses. Studies have shown that when people are encouraged to walk in a downtown area, they tend to stop at more businesses and spend more money, thus improving the local economy.



Map 14: Packwood Transportation Concept

This concept does not suggest what kinds of facilities should be used to create walking and biking routes or to calm traffic. There are many options that can be explored in a future study to determine what types of facilities are appropriate for Packwood. The concept also proposes new general street alignments that will extend the existing downtown block pattern and provide access to new residential development over time. This will improve safety by providing access for fire and emergency vehicles. The actual street alignments will be determined as future development occurs by Lewis County Public Works and Packwood Fire District 10.

Highway Design Examples

Below are two examples of roadway concepts that could be implemented within the existing Highway 12 100-foot right-of-way in Packwood. These are intended to depict what is possible, but are not exhaustive of the options that could meet the goals and policies for transportation.

Figure 2: Highway 12 Cross-Section Concept, Rochester, WA (Source: Thurston Regional Planning Council)

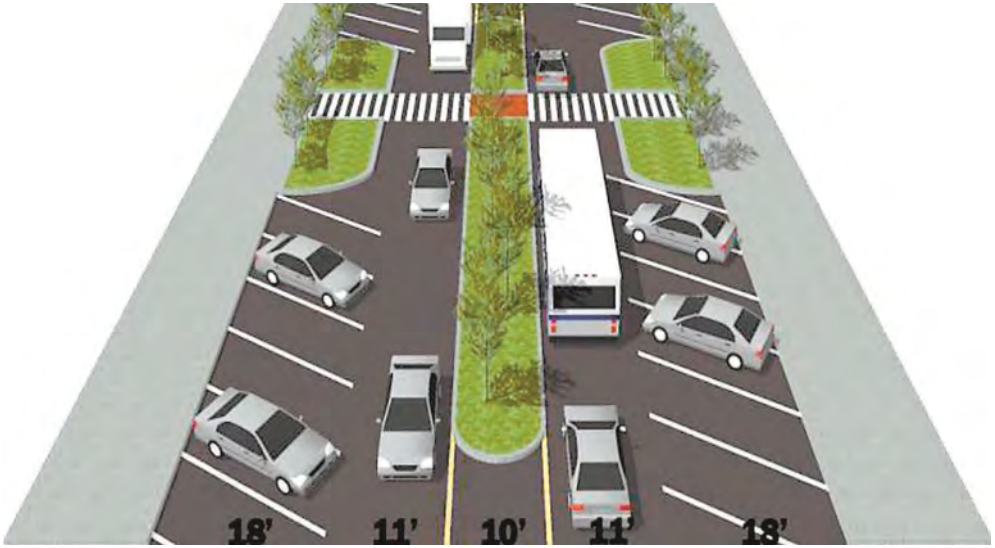


Figure 3: Back-in Angle Parking Concept (Source: https://carfromjapan.com/article/driving-tips/guideline-for-easy-parking/)

Recreation and Environment

Recreation and Environment Goal 1 – Foster year-round recreational experiences for all ages and abilities.
Thousands of tourists come to Packwood annually to experience nature, hike in the Mount Rainier National Park and the Goat Rocks Wilderness, camp, ski, mountain bike, fish and hunt. However, most of these activities are located outside of Packwood. Increasing in-town recreational activities will continue to build community, support families living in the Packwood area and increase local tourism.

Policies
RE1.1: Maintain and improve the PUD Ballpark, museum playground and ball fields, library park and Packwood Community Hall park for recreational uses focusing on families and improved access for all abilities.
RE1.2: Encourage use of public spaces for community events including music, movies, town picnics, organized sport events, etc.
RE1.3: Increase indoor recreational opportunities such as basketball courts, rock climbing, etc.
RE1.4: Provide safe walking, biking and rolling routes and trails in and around Packwood.
RE1.5: Add accessibly improvements to recreational facilities for the physically challenged and hearing and sight impaired.
RE1.6: Increase information about and wayfinding to recreation locations and events.
RE1.7: Enhance views of Mount Rainier, Tatoosh Wilderness and Goat Rocks Wilderness by burying utility lines and capping building heights.

Packwood Mountain Festival at the White Pass Country Museum (source: Destination Packwood Twitter)

Example of power lines obscuring view of Mount Rainier and Butter Butte (Photo: Mindy Brooks)

Recreation and Environment Goal 2 – Protect, maintain and enhance the natural environment for people and wildlife.
Packwood is nestled between Mount Rainier National Park, Tatoosh Wilderness and the Goat Rocks Wilderness. The Cowlitz River flows southwest through the community and provides habitat for salmon and Mountain White Fish. Wildlife including elk, bear, coyote, cougar, beaver, bald eagle, osprey and many others live in and around Packwood. People and wildlife can coexist by setting aside undeveloped wild places for wildlife and having safe interactions by not approaching or feeding wildlife, but observing them from a distance.

Policies
RE2.1: Protect and enhance important natural areas including Cowlitz River and tributary streams (Hall Creek, Skate Creek, Butter Creek, Lake Creek, Hinkle Tinkle Creek), Skate Creek Park, and stands of large trees in downtown Packwood.
RE2.2: Continue to protect the ground water, which is the primary source of drinking water for Packwood.
RE2.3: Support efforts to make the community resilient to natural hazards, including wildfire, flooding, channel migration and extreme wind and snow events.
RE2.4: Protect appropriate and safe wildlife migration corridors through and around Packwood.
RE2.5: Provide education about proper interactions with wildlife.
RE2.6: Preserve open spaces in and near Downtown Packwood for outdoor recreational use, including Packwood Station riparian area, library park area, museum playground and ball fields, and Packwood Community Hall Park.
RE2.7: Encourage the use of green building techniques in new development to reduce long-term impacts on the environment.

Skate Creek Park and Cowlitz River (Photo: Mindy Brooks)

Public Facilities

Public Facilities Goal 1 – Improve facilities and infrastructure to support planned growth.
Much of the desired future uses and development will require municipal water and sewer services. The Lewis County Water Sewer District 3 service area includes most of the current Small Town Mixed Use and Small Town Industrial zones. Sewer is anticipated in a similar vicinity as the water district service area. Additional facilities and infrastructure will be needed to support affordable housing and local businesses.

Policies
PF1.1: Provide municipal wastewater treatment to properties within a similar geography as the Lewis County Water Sewer District 3 service area.
PF1.2: Plan for expansion of the municipal water system and wastewater system over the 20-year planning horizon.
PF1.3: Provide adequate emergency services and facilities to serve existing and new residents, businesses and visitors.
PF1.4: Plan for stormwater management associated with new development, including improvements to Highway 12 (*see Transportation*).
PF1.5: Encourage installation of high-speed fiber optics internet to all residents and businesses in the subarea plan boundary.
PF1.6: Support "dig once" to coordinate utility and infrastructure construction projects to save on costs and disruptions associated with repeat excavation.
PF1.7: Provide full trash and recycling services to Packwood's residential neighborhoods.
PF1.8: Support continued use of the Packwood Airport and prevent incompatible land uses and development surrounding the airport when practicable.

Packwood Fire Station (source: Google Earth)

5: NEXT STEPS

Phase 2 of the Packwood Subarea Plan will coincide with the Lewis County Comprehensive Plan periodic update, which will be completed in June 2025. Implementation is expected to include amendments to the Comprehensive Plan policies and maps, new zoning designations and new and updated development regulations, all of which must be consistent with the vision, goals and policies of this document.

Community engagement will continue to be a primary focus of the Phase 2 process. The Packwood Subarea Plan Public Participation Plan (Attachment A) will be updated to include Phase 2. The existing Community Advisory Committee members will be invited to participate and membership will be opened to allow new members from the community.

The following priority actions were identified during public engagement activities in Phase 1. The Community Advisory Committee encourages Lewis County and other agencies, organizations and property owners to move forward with these actions within five years of adopting the subarea plan. Implementing these actions will set the stage for meeting all of the goals and policies and achieving the 20-year vision for Packwood.

Priority Action Items

1. Construct a municipal sewer system that serves Downtown Packwood and the historic mill site and can be expanded over 20 years to help achieve the adopted subarea plan goals and policies for housing and economic development.
2. Decrease speed limit on Highway 12 from 35 mph to 25 mph between Skate Creek Road and Huntington Road.
3. Add crosswalk striping and lighting at the intersections of Highway 12 and Skate Creek Road, Willame Street, Main Street and Tahoma Street.
4. Create safe pedestrian/bike path(s) along Highway 12 from Skate Creek Road to Huntington Road.
5. Create design guidelines for Downtown Packwood to ensure that new buildings will be cohesive with small town character.
6. Maintain Skate Creek Park as a public natural area that provides nearby year-round recreational opportunities for residents and tourists.

Note – Implementation of the Packwood Subarea Plan will also include actions that are outside of the subarea planning scope.

Packwood Subarea Plan

Staff contact
Mindy Brooks, 360-740-2610
mindy.brooks@lewiscountywa.gov

PACKWOOD SUBAREA PLAN

Attachment B – Existing Conditions Report

July 28, 2023

Ordinance 1350

ACKNOWLEDGMENTS

Lewis County Community Development
Mindy Brooks, Project Manager, Senior Long Range Planner
Megan Sathre, Office Assistant
Lee Napier, Director of Community Development

Contributor
Timothy J. Haderly
Principal Scientist/Owner
Loowit Consulting Group, LLC

Technical Advisors
Todd Chaput, Program Manager, Economic Alliance of Lewis County
Betsy Dillin, Senior Utility Engineer, Lewis County
Paul Farris, Superintendent, White Pass School District
Dave Garoutte, White Pass Country Museum
Kathleen Goyette, Director of Marketing, White Pass Ski Area
Nikia Hernandez, (*former*) District Ranger, Gifford Pinchot National Forest
Terry Jouper, Elections Supervisor, Lewis County Auditor Office
Sue Kennedy, Environmental Health Specialist, Lewis County Public Health
Mike Kroll, Southwest Washington Regional Transportation Planning Organization
Rick McClure, Archaeologist, US Forest Services (retired)
Connie Riker, Director of Parks and Recreation, Lewis County
John Roe, Airport System Manager, Lewis County
Gene Seiber, Packwood Visitor Center
Terry Wildy, Chief of Interpretation, Education and Volunteers, Mount Rainier National Park
Beau Williquette, Environmental Health Specialist, Lewis County Public Health
Ron Wilson, Lewis County Water Sewer District 3
Barbara Wright, Fire Department District 10

Table of Contents

Chapter 1: Introduction and Context
- A. Subarea Plan Overview 1
- B. Technical Review 4
- C. Next Steps 4

Chapter 2: Area History
- A. Pre-European Settlement (pre 1850) 5
- B. Post-European Settlement (1850-1929) 6
- C. Modern History (1900-today) 8
- D. Historic Properties 12

Chapter 3: Land Use
- A. Zoning 13
- B. Land Use 16
- C. LAMIRDs 22

Chapter 4: Demographics
- A. Population 25
- B. Employment 27

Chapter 5: Housing 28
- A. Housing Stock 28
- B. Housing Tenure 28
- C. Housing Costs 29
- D. Short Term Rentals 31
- E. Homelessness 31

Chapter 6: Transportation
- A. Roads 32
- B. Packwood Airport 34

Chapter 7: Public Facilities and Services
- A. Sewage 36
- B. Potable Water 38
- C. Stormwater 40
- D. Broadband 40
- E. Fire and Life Safety 42
- F. Education 43

Chapter 8: Natural Resources
- A. Resource Lands 45
- B. Environmental Resources 47

Chapter 9: Recreation and Tourism
- A. Parks and Open Space 56
- B. Tourism 60

References 61

Figures

1. Packwood Subarea Plan Timeline 2
2. Lewis County PUD Broadband 40
3. Cowlitz River Access Project Conceptual Design (2020) 55

Tables

1. Historic Properties 12
2. Packwood Subarea Plan Study Area Zoning 13
3. Allowed Use within Lewis County Zones 18
4. Packwood LAMIRDs 22
5. Soil Summary 49
6. Stream Summary 50

Maps

1. Packwood Subarea Plan Study Area 3
2. Packwood Zoning 14
3. Shoreline Environment 15
4. Packwood Land Uses 17
5. Packwood LAMIRDs 23
6. 98361 Zip Code 25
7. Owner Occupied Housing in Packwood 28
8. Packwood State and County Roads 32
9. Packwood Airport 34
10. DRAFT Packwood Sewer Project Vicinity Map 36
11. Lewis County Water District No. 3 38
12. Fire District 10, Packwood 42
13. White Pass School District Map 43
14. Packwood Resource Lands 45
15. Water Features and Flood Area 52
16. Aquifer 53
17. Slopes and Land Hazards 54
18. Parks and Open Space 58

Appendices are available separately

Appendix A: Lewis County Transportation Improvement Program
Appendix B: Packwood Airport Master Plan
Appendix C: Lewis County Water Sewer District 3 – Water District Plan

Chapter 1: INTRODUCTION AND CONTEXT

The Growth Management Act in Washington allows subarea plans as an optional element, where the subarea plan is consistent with the Lewis County Comprehensive Plan (RCW 36.70A.080). A starting point for any comprehensive planning effort is to establish the factual basis from which the plan is developed. This existing conditions report, completed in April 2022, forms the factual basis for the Packwood Subarea Plan.

A. Subarea Plan Overview

A subarea plan is a road map that guides how a specific geographic area, like Packwood, grows and develops over the next 20 years.

Background

As described in Chapter 2: History, Packwood has been a small town since the 1950's and was a growing community until the forestry industry changed in the 1990's and mill operations where consolidated to Randle in 1998. This resulted in a significant decline in the town's population and multiple businesses closed.

In 2014, Lewis County studied the possibility of applying an Urban Growth Area (UGA) to Packwood. The study was done to assess the availability of sewer to support urban densities of development. The study found that the existing infrastructure could not support increased densities and a UGA was not applied.

In 2019, Lewis County studied the possibility of changing zoning in an area east of the Cowlitz River along Skate Creek Road. The intent was to allow greater density, one housing unit per one acre, to direct development away from the river's floodplain. The plan was not forwarded to the Board of County Commissioners for adoption.

During 2020 and 2021, Packwood saw a significant increase in tourism. The Packwood Visitor's Center reported results and found that in 2019, 1,903 visitors signed in. That number jumped to 3,979 in 2020 and 6,275 in 2021. 2021 also saw an increase in residential housing sales and property values. The increased growth and renewed interest by the community to self-determine how Packwood develops and changes over time, led to the Packwood Subarea Plan project.

Subarea Plan Purpose

A subarea plan is a type of long range plan for a limited geographic area within the county. A subarea plan includes a community vision and specific goals and policies for topics like land use,

natural resource protection, transportation, and public services and facilities. The plan gets adopted as an amendment to the Lewis County Comprehensive Plan and is used to determine updates to zoning, development regulations, and capital facilities specific to the subarea geography.

The outcome of the subarea plan is not predetermined, rather it is developed by the community in partnership with Lewis County. The subarea plan serves as a framework or guide for how Packwood grows and changes.

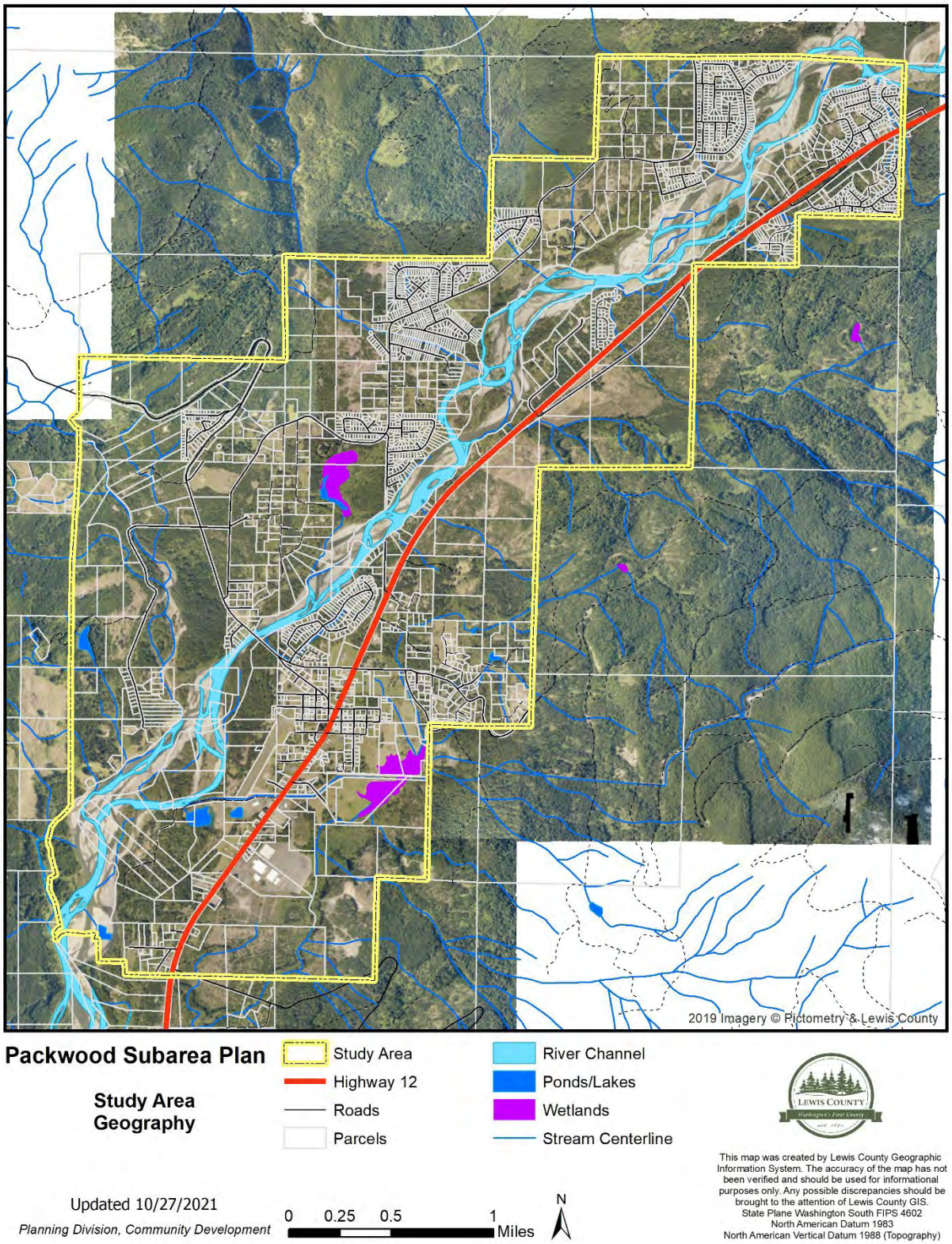
Timeline

The subarea plan sets a vision for a 20-year planning horizon. The Packwood Subarea Plan is being established for 2023-2043. The plan may be periodically updated, along with periodic updates to the Lewis County Comprehensive Plan.

Creation of the Packwood Subarea Plan is anticipated to take approximately 18 months, beginning in November 2021 and completing in fall 2023.

Study Area

The geography for which existing conditions are reported is larger than the resulting subarea plan geography. It is important to encompass all potential lands that may be a subject of planning in the existing conditions report. The study area is shown in Map 1. The study area starts at US Forest Road 48 in the south and includes U.S. Highway 12 to approximately Coal Creek Drive in the north. The existing residential neighborhoods of Timberline, High Valley, Goat Rocks and Downtown are included. Also included is the old mill industrial site and the mixed use area near Blakely Road. The full study area is 5,800 acres in size, including the river channel.



Map 1: Packwood Subarea Area Plan Study Area

B. Technical Review

Existing conditions are primarily based on input from technical experts. County staff solicited information to be included in the existing conditions report and ask experts to review the draft document. As the existing conditions report is reviewed, comments from technical experts are used to revise the document.

The technical experts that provided input and reviewed the report include:

Todd Chaput, Program Manager, Economic Alliance of Lewis County
Betsy Dillin, Senior Utility Engineer, Lewis County
Paul Farris, Superintendent, White Pass School District
Dave Garoutte, White Pass Country Museum
Kathleen Goyette, Director of Marketing, White Pass Ski Area
Timothy J. Haderly, Principal Scientist/Owner, Loowit Consulting Group, LLC
Nikia Hernandez, former District Ranger, Gifford Pinchot National Forest
Terry Jouper, Elections Supervisor, Lewis County Auditor Office
Sue Kennedy, Environmental Health Specialist, Lewis County Public Health
Mike Kroll, Southwest Washington Regional Transportation Planning Organization
Rick McClure, Archaeologist, US Forest Services (retired)
Connie Riker, Director of Parks and Recreation, Lewis County
John Roe, Airport System Manager, Lewis County
Gene Seiber, Packwood Visitor Center
Terry Wildy, Chief of Interpretation, Education and Volunteers, Mount Rainier National Park
Beau Williquette, Environmental Health Specialist, Lewis County Public Health
Ron Wilson, Lewis County Water Sewer District 3
Barbara Wright, Fire Department District 10

Chapter 2: AREA HISTORY

Packwood is a mountain community in Washington State, located along Highway 12, surrounded by the Gifford Pinchot National Forest at an elevation of 1,290 feet. The community is ten miles from Mount Rainier National Park, ten miles from the Goat Rocks Wilderness, 48 miles from Mt. St. Helens National Volcanic Monument, and 20 miles from White Pass Ski Area. Humans have lived in the area for thousands of years. This section presents an overview of the area's history.

A. Pre-European Settlement (pre 1850)

Native American use of the Packwood area has been documented through a number of archaeological investigations. Demonstrated use was found as early as 9,000 to 10,000 years ago (Mack et. al, 2010). Early occupants of the upper Cowlitz River Valley were highly mobile foraging people who likely did not build permanent shelters or settlements in the area.

Between about 4,000 years ago and 2,500 years ago adaptations shifted toward greater reliance on mass harvest and storage of key resources, particularly anadromous fish. At the same time, there was an increase in the use of more sedentary residences and the establishment of village settlements within the Cowlitz River valley. The valley was abundant in wolverine, marmots, lynx, beaver, bear, deer and other fur-bearing animals. The Cowlitz River was the upper spawning area for coho, Chinook salmon, steelhead, grayling (mountain whitefish) and cutthroat trout. Huckleberries, three varieties, were an abundant food source, along with salal, wild strawberries, red elderberries, thimbleberries, salmonberries, trailing blackberries and Oregon grape. Camas, lily bulbs, wild celery, wood sorrel and wild onion were also important food sources. Together these are known as the "first foods."

In the early 1800's, the area was home to a band of Táytnapam known to settlers as "Poniah's band" after the name of the village headman. The village at Packwood was called *Chawachas* (Smith 2006) and following Ichishkíin language conventions, the Táytnapam band would have called themselves the *Chawachas-łáma.* Táytnapam descendants are today members of both the Cowlitz Indian Tribe and the Confederated Tribes and Bands of the Yakama Nation.

Fur trade began in 1819, when trappers and traders employed by the Montreal-based North West company arrived in the Upper Cowlitz area. A large map hand-drawn by Ross in 1821, and now in the British Library, shows a native village in the vicinity of Packwood (Boyd 2011). Simon Plamondon, a Québéqois employee of the North West Company, traveled into the "big bottom country" of the upper Cowlitz in 1820 (Plamondon 1952; Irwin 1982). The Hudson's Bay Company bought out the North West Company in 1821 and the Cowlitz Farm, in the vicinity of Toledo, was established in 1838.

In the 1840's, Columbus Kiona (also spelled Ki-wa-ya) and George Washington Spearcheachen (also spelled She-pe-he-han, Spahahkin or "Spearhawken") were two well-known Native Americans who were located in the Randle area and traded at the Cowlitz Farm (Roblin 1919). Malaria in the 1830s, measles at the Cowlitz Farm in 1848 and smallpox in 1853 reduced the Táytnapam population by as much as 85%, including those who left to avoid the epidemics.

B. Post-European Settlement (1850-1929)

The Cowlitz River valley from Packwood to Randle, was known by European settlers as "the Big Bottom", shortened from Bill Bullrush Bottom in reference to the bulrushes that grew along the river. In 1858-59, James Longmire and William Packwood lead an expedition to find a low pass to connect the Puget Sound with the Oregon Trail. They were led by guides from the Nisqually Tribe. On an exploration in 1861, they descended Skate Creek with government engineer W.W. DeLacy and five Nisqually Indian packers and found a native village on the banks of the Cowlitz River (*Pioneer and Democrat,* 1861). Although a pass was not established, significant coal beds were found south and east of the Tatoosh Mountain range that peaked further exploration. William Packwood filed a coal mining claim 1861, returning occasionally until the early 1890's.

A census by the Washington Superintendent of Indian Affairs in 1879 recorded 105 people, described as the "Upper Cowlitz Klickitat" living in the area; the census recorded 71 people in 1880. The name "Klickitat" was often erroneously applied to anyone who spoke Northern Sahaptin (Ichishkíin) dialect, which included the Táytnapam. The federal census in 1900 identified 35 Native American people living in the upper Cowlitz River area, most listing their occupations as farmers or farm laborers. This sharp decrease in population was likely because of outmigration due to dispossession of lands by settlers, racism, economic incentives to work in other places and the effects of the Dawes Act.

In the spring of 1882, William Joerk (also spelled York), a German merchant, was documented as the Big Bottom's first white settler. He had located in the gold fields on the upper Sacramento River in California, but financial troubles resulted in his relocation to Washington. By the time Joerk reached the Big Bottom, disease and outmigration significantly decreased the number of native peoples. Of the hundreds of natives who were documented to have trapped for the Hudson's Bay Company in 1833, York found only a few families that remained including those of George Washington Spearcheachen, Columbus Kiona, Jim Yoke (or the Yokechenot family) and the Santanas family (Roblin 1919).

K'usi-k'usi-yas, located in the area now known as Chapman's Prairie, was a meadow used by local native people as a horse pasture. Joerk found the valley but made the mistake of assuming that since the clearing was not filled with Douglas fir and maple, it must be deficient in fertility.

In 1883, Joerk settled near the prairie and spent a lifetime grubbing out the tough maple forest. (The site became the Evan Blankenship cattle ranch and is now the Victor Khvoroff ranch.)

The first Northern Pacific Railroad Company survey of the upper Cowlitz area was in 1867, a second in 1878, and a third and final survey in 1880 (PCSP 1954; McClure and Mack 2008).

Despite the fact that no roads approached the Big Bottom, the area gained interest. In 1883 Thomas Dalton arrived and squatted in an area near Randle. In 1884, a man named Brockway came to the valley. He did not settle, but his cleared farm was later possessed by a Frenchman known as Louie. In 1884, John Kehoe arrived, followed by Pat and Frank Muldoon, John Osborn and Richard Ormsby. In 1885, Rufus T. Siler and his sister Louisa arrived marking the first white female settler of the Big Bottom. Siler also brought the first herd of cattle. The first white family, Chilcoat, came in 1887 (Walker Tompkins, et.al. 1933).

The Northern Pacific Railroad scouted the area between 1867 and 1890; and the North Coast Railroad from 1905 to 1909. But no railroad was built. Mail reached the white settlers through two post offices. The first was Vance, established on the R. T. Siler homestead, south of Randle, in 1885. The second was Sulphur Springs, established on the John Blankinship homestead near Bivin Lake, in 1890. Volunteer carriers brought the mail in by horseback from the Mossyrock settlement farther west.

In 1893, the first money was appropriated for road building to Randle. Two years later, the road was continued to Sulfur Springs at the "far end" of Lewis (near what is now called Packwood). Also in 1893, the first school was started near the junction of Highway 12 and Vance Road and the first school teacher was Mary Siler.

On November 15, 1896, the Cowlitz River flooded drowning six people at Riffe, destroying numerous homes (including the first house, built by William York), devastating crops, and drowning livestock. This was the first documented flood. It is notable that river flooding, a natural and important function, is not documented until it negatively impacted white settlements located in the floodplain.

The name "Packwood", used for the town and a lake, is based on William Packwood, although he never settled in the area. The town was known as Sulphur Springs from 1890-1910 and Lewis from 1910-1930. The Lewis Post Office was renamed Packwood in 1930, to avoid confusion with Fort Lewis, Washington.

The main economy of European settlers in the study area between the 1880’s and 1930’s was subsistence farming and ranching. This can be seen in the occupations listed for residents in the various federal censuses over time.

C. Modern History (1900-today)

The study area falls within lands designated as the Pacific Forest Reserve by Proclamation of President Benjamin Harrison in 1893. The Pacific Reserve was absorbed by the larger Mount Rainier Forest Reserve in 1897. Initially these lands were administered by the General Land Office, Department of the Interior.

The post office of Sulphur Springs, on a homestead near Bivin Lake, opened in 1890. The town of Randle was established the same year, and for the next 20 years, was the primary place for residents to purchase goods and supplies. In 1910, there was an influx of workers to Packwood who were hired for the construction of a hydroelectric project at Packwood Lake. Businesses started near the workers' camp. August Snyder and Hugo Kuhnhausen platted a ten-acre site as the new town, originally named Lewis for the president of the hydroelectric company.

The extraction and processing of forest products developed slowly at first, providing temporary, short-term employment for local men. Men in the Randle and Packwood area initially had to go to work for logging companies in the western part of the County. The earliest commercial timber work in the Packwood/Randle area (ca. 1900-1930) was shingle bolt cutting. There was a huge extra-local market for cedar shingles for roofing. Crews would cut cedar trees along the Cowlitz and Cispus Rivers and tributaries, and then buck the logs up into shingle bolts, which were floated down the Cowlitz River to mills in the Toledo or Kelso areas (Crowell 2007; Sparkman and Boyer 1995). This was short-term, temporary employment providing supplemental income.

On June 16, 1914, the government opened more than 23,000 acres of Rainier National Forest for settlement. The area included what today is the housing developments around Packwood such as Goat Rocks, High Valley Park, Packwood Heights, Skate Creek Terrace, Skyline and Timberline Village. Many new settlers came into the area at that time.

It was not until the 1930s, when a lumber sawmill was opened in Packwood, that commercial logging began to develop in the area and there was a shift in the County's economic emphasis toward forest products, including full-time local jobs. The first big commercial timber sales on national forest lands near the study area occurred during World War II (McClure and Mack 2008). After the war, there was a huge increase in commercial timber harvest.

In 1899, Mount Rainier National Park was withdrawn from the Forest Reserve and became the fifth national park in the US. The park was instantly popular, with visitation growing from around 2,000 in 1906 to nearly 35,000 in 1915. The proximity of the park to the Seattle/Tacoma area made it a destination.

In 1905, Congress transferred the Forest Reserves to the Department of Agriculture, and established the Forest Service to administer the Federal forest lands (McClure and Mack 2008). In 1907, those lands in the Upper Cowlitz watershed became part of the Rainier National Forest.

The first ranger station in the Packwood area was established in 1908, in a cabin on the former Ed Dixon homestead (Cannon Road area). In 1928, the US Forest Service leased property and structures were built in 1928 and 1929 for the Packwood Ranger Station. National Forest boundaries were re-adjusted in 1933, when the area was added to the Columbia National Forest (now Gifford Pinchot National Forest). During the early 1930's, District Ranger Bill Sethe oversaw expansion of the ranger station, including construction of a ranger's residence, a two-room telephone operator's cabin, and barn in 1931; a crew house, woodshed, and garage in 1932; a three-car garage and a woodshed/laundry building in 1933; and a four-room guard residence and woodshed/laundry building in 1935. By 1935, the complex consisted of 14 buildings, and in 1936 the site was finally purchased.

The Great Depression had a negative economic effect on the people of Lewis County and the small community of Packwood. The Emergency Conservation Work (ECW) administration established Camp Packwood (F-33) within the community of Packwood in 1933. The camp was located on private land about 800 feet southwest of the Packwood Ranger Station. Civilian Conservation Corps (CCC) Company 2919 was assigned to the camp in 1934 and 1935. Under direction of the Forest Service, CCC enrollees performed a variety of work projects within the Packwood Ranger District, including road and trail construction, public campground improvements, and the construction of fences, guardrails, and telephone lines. An inspection report from 1935 indicates 212 men worked for the CCC here (Bowen 1935). In 1936 and 1937, the camp also housed older men enrolled in the Emergency Relief Administration (ERA) work program. Administration of the camp was transferred to the National Park Service later in 1937.

Emphasis of forest management in the 1930s was fire protection. To facilitate communication for fire suppression, 116 miles of telephone lines connected the Packwood Ranger Station to surrounding lookouts and guard stations. Access throughout the district included 411 miles of trails and 26 miles of roads. Also in the 1930, recreational opportunities were increased including development of the La Wis Wis Campground, resort at Packwood Lake and smaller campgrounds at Johnson Creek, Coal Creek, Soda Springs and Chambers Lake. Construction of the Cascade Crest Trail through Goat Rocks was completed in 1937. The final segment of the trail was opened on August 19, 1954.

In the 1940's, forest management activities included at least six commercial timber sales made to local logging companies and individuals. One large sale in 1943, the Smith Creek Timber Sale, was the first major commercial sale in the Packwood area and this was done to support wartime shipbuilding.

When World War II began, the work on the highways stopped as funds were diverted to the war effort. The Civilian Conservation Corp ended as men enlisted in the services. While that impacted the local community, the need for wood stimulated timber harvest.

The road to Packwood was State Route 410 and was added to the state highway system in 1926. In 1931, the road was added to the Washington State highway system, although it did not cross the Cascade Mountains until 1951 with the opening of White Pass. Federal and state appropriations and completion of the highway was one of the most important factors allowing for modern population growth near Packwood.

The emphasis on timber production within the national forest continued through the 1950's. Local sawmills, including the Packwood Lumber Company mill in Packwood, became more dependent upon a regular supply of logs through federal timber sales. In 1952, more than one million dollars of Federal revenue was generated from timber sales in the Packwood and Randle Districts, with $160,000 of timber sale receipts returned to Lewis County for the upkeep of roads and schools (Jacobson 1953). In 1958, nearly 44 million board feet of timber was from within Packwood District. The following year, the annual cut exceeded 57 million board feet, from 79 individual timber sales, and set a new record at 10 million board feet over the allowable sale quantity. Lewis County received $625,000 in timber sale receipts from both Packwood and Randle Districts, the highest amount ever (*The Daily Chronicle* 1960b).

In 1953, White Pass Ski Area was opened and was an important recreational draw to the Packwood area. After WWII, the country was enjoying more wealth and leisure than it had seen for years and interest in the wilderness area for recreation grew. In 1957, the Forest Service launched "Operation Outdoors" to expand and improve upon public recreational facilities (Williams 2000). La Wis Wis Campground, the most popular campground within the Packwood District, was expanded in 1959, and a new facility, River Bar Campground, opened to the public. In 1960, the Multiple Use Sustained Yield Act marked this transition in values. Mt Rainier National Park received increased funding for development of roads and day use locations.

Construction of the Mayfield hydroelectric dam, by Tacoma Power on the main stem of the Cowlitz River in 1963, also significantly impacted population growth. Mossyrock Dam was constructed upstream of Mayfield Dam in 1968. Cowlitz Falls Dam, owned by Lewis County PUD, was built upstream of Mossyrock Dam in 1994. These dams provide electricity and flood control to the county; however, the dams also had a critical impact on native fish.

Historically, large numbers of adult coho (Oncorhynchus kisutch), chum (O. keta), and Chinook salmon (O. tshawytscha), steelhead (O. mykiss) and cutthroat trout (O. clarki) returned seasonally to the Cowlitz River. Estimates from 1948 indicated that the Cowlitz River produced 244,824 total adult salmonids with a spawning escapement of 82,681 (HARZA 2000). Mayfield Dam included both upstream adult and downstream juvenile passage facilities when built. But the

Mossyrock Dam was too tall to include upstream passage. As a result, anadromous fish were blocked from accessing the upper Cowlitz River and production from the lower Cowlitz River hatcheries was emphasized to mitigate for lost anadromous fish production. Cowlitz Falls Fish Facility was built by Bonneville Power Administration in 1996. Downstream collection at this facility has provided an ability to re-introduce anadromous salmonids to the upper Cowlitz River basin.

In 1964, the Packwood Lake Hydroelectric Project was built and included a drop structure with a pipeline to transmit water to a power generating facility in Packwood. In 1964, timber harvest levels on the Packwood Ranger District were set at 67 million board feet, and then reduced to 51 million board feet by 1966. A single timber sale in the Coal Creek drainage, sold in March 1966, included 22.8 million board feet of timber. Newspaper reports called it ''the last of the big timber sales" *(The Daily Chronicle* 1966). In 1967, the allowable cut dropped to 43 million board feet.

Between 1969 and 1976, as a result of the National Environmental Protection Act and the National Forest Management Act, forest management practices again shifted the focus of the area from timber production to ecosystem management. New staff in the fields of biology, fisheries, hydrology, soil science and recreation management were hired. This trend in focus continued through the 1980's. However, in the late 1980's the district saw its highest volume of timber sales; 700 million board feet in 1990. Sales declined dramatically after that triggered by political factors and another shift in emphasis towards ecosystem restoration. The most publicized of these was the listing of the northern spotted owl as threatened in 1990. By 1992, there were dozens of lawsuits filed against the National Forest Service and several court injunctions related to timber harvests (Williams 2009). Timber harvests were reduced to pre-WWII levels by 1995.

The reduction in the supply of Forest Service timber led to a 50 percent decrease in overall timber harvests within Lewis County between 1988 and 1996 (Tobe 2002). This decline in harvest, increased mill mechanization, and foreign competition ultimately played a role in the closure of the Packwood Lumber Mill in November 1998. The closure came after the union representing the workers in three Lewis County mills voted to reject pay cuts. The Packwood community lost 220 jobs at the mill and resulted in the out-migration of a large number of younger working families (2002). By the year 2000, the year-round population of the Packwood community was estimated at about 645 people; approximately half of the houses in the community were either seasonal rentals or vacation homes. With the loss of population came the closure of the Packwood Elementary School, the pharmacy and two restaurants. The Packwood Ranger Station permanently closed in 2003. The estimated number of full time residents in 2010 was down to 342.

D. Historic Properties

There are buildings in Packwood that are historically significant and eligible for recognition.

Table 1: Historic Properties in Packwood, WA

Property ID	Name	Address	Resource ID	Determination
53418	Packwood Elementary (owned by White Pass Country Historical Society)	12990 Highway 12	42288	Eligible
56134	Packwood Timber Management Assistant's Residence	110 Snyder Road	44950	Eligible
56135	Packwood Protective Assistant's Residence	121 Snyder Road	44951	Eligible
56147	Woodshed, Protective Assistant's Residence	121 Snyder Road	44963	Eligible
56152	Woodshed/Laundry, Packwood PA Residence	121 Snyder Road	44968	Eligible
56136	Packwood Bunkhouse	13068 U.S. Highway 12	44952	Eligible
56150	Woodshed/Laundry, Packwood Ranger's Residence	13070 U.S. Highway 12	44966	Eligible
56133	Packwood Ranger's Residence	13070 U.S. Highway 12	44949	Eligible
26118	Packwood Hotel	104 Main St	19966	None
722614	Penstock	Packwood	7022791	None
26119	Jim Yoke's Cabin[1]	Turner Road	19967	None
715980	Lake Creek Bridge	Lake Creek Road	688248	None
722626	Transmission Line	Packwood	702808	None
612998	None	12880 Highway 12	560254	None
49042	Huntington Home	Near airport	39151	None
722635	Tailrace	Packwood	702818	None

1: This structure may no longer exist.

Source: Washington Department of Archaeology & Historic Preservation. Washington Information System for Architectural & Archaeological Records Data (WISAARD). https://dahp.wa.gov/project-review/wisaard-system

Chapter 3: LAND USE

Packwood is a historic logging town with land use patterns that reflect the single dwelling residential development and commercial uses that support the population living here. Although the mill in Packwood closed and consolidated to Randle, people have continued to live in Packwood and the development patterns have not changed significantly since 1995.

A. Zoning

Current zoning includes a mix of "limited areas of more intense rural development" (LAMIRDs) and rural development patterns. Map 2 shows the existing zoning. Table 2 is the acreage of each zone within the study area.

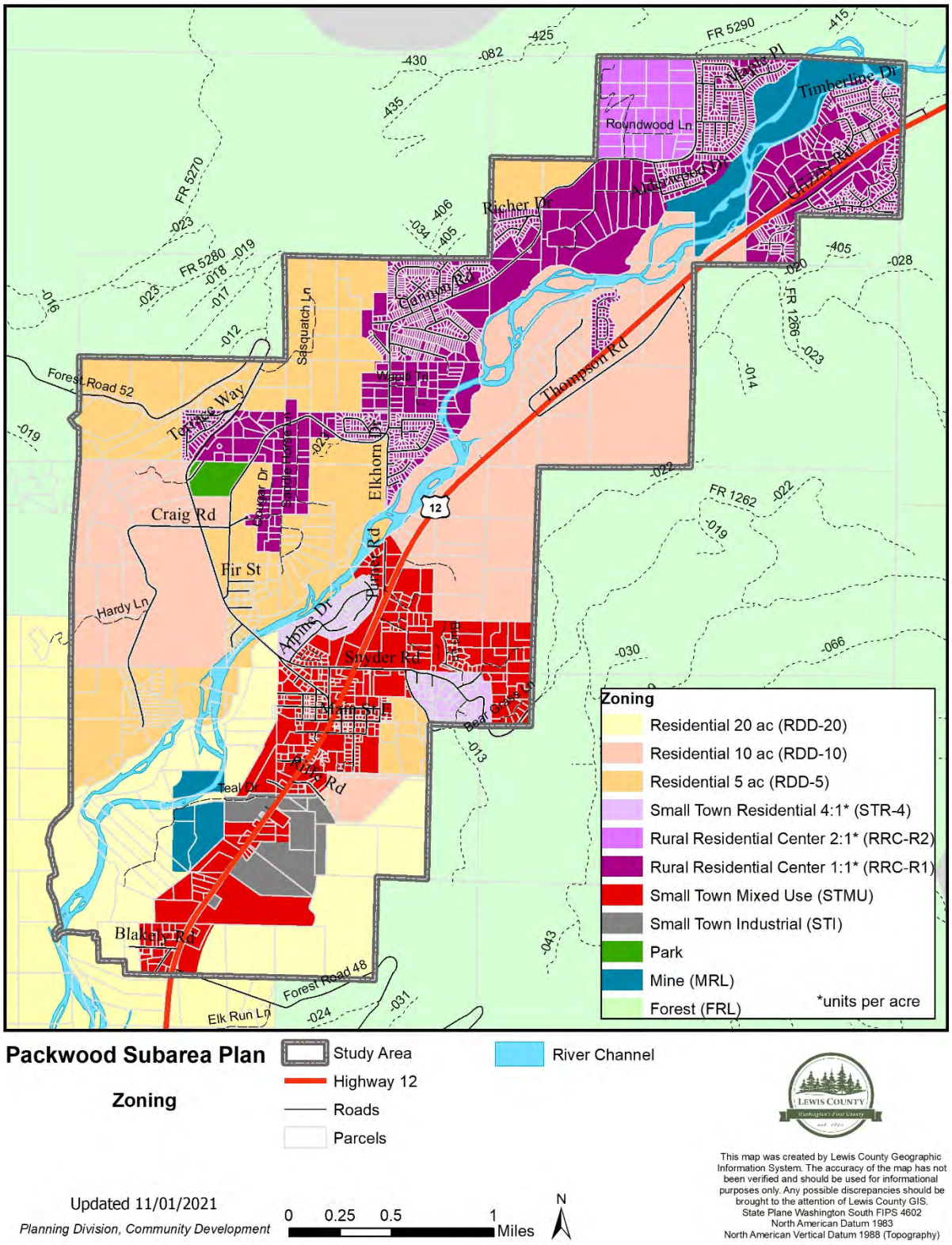
Table 2: Packwood Subarea Plan Study Area Zoning

Zone	Acres
Residential 1:20 acres (RDD-20)	734
Residential 1:10 acres (RDD-10)	1,479
Residential 1:5 acres (RDD-5)	1,104
Small Town Residential 1:4 acres (STR-4)	113
Rural Residential Center 1:2 acres (RRC-R2)	151
Rural Residential Center 1:1 acre (RRC-R1)	1,192
Small Town Mixed Use (STMU)	661
Small Town Industrial (STI)	124
Park	26
Mineral (MRL)	224
Total	**5,808**

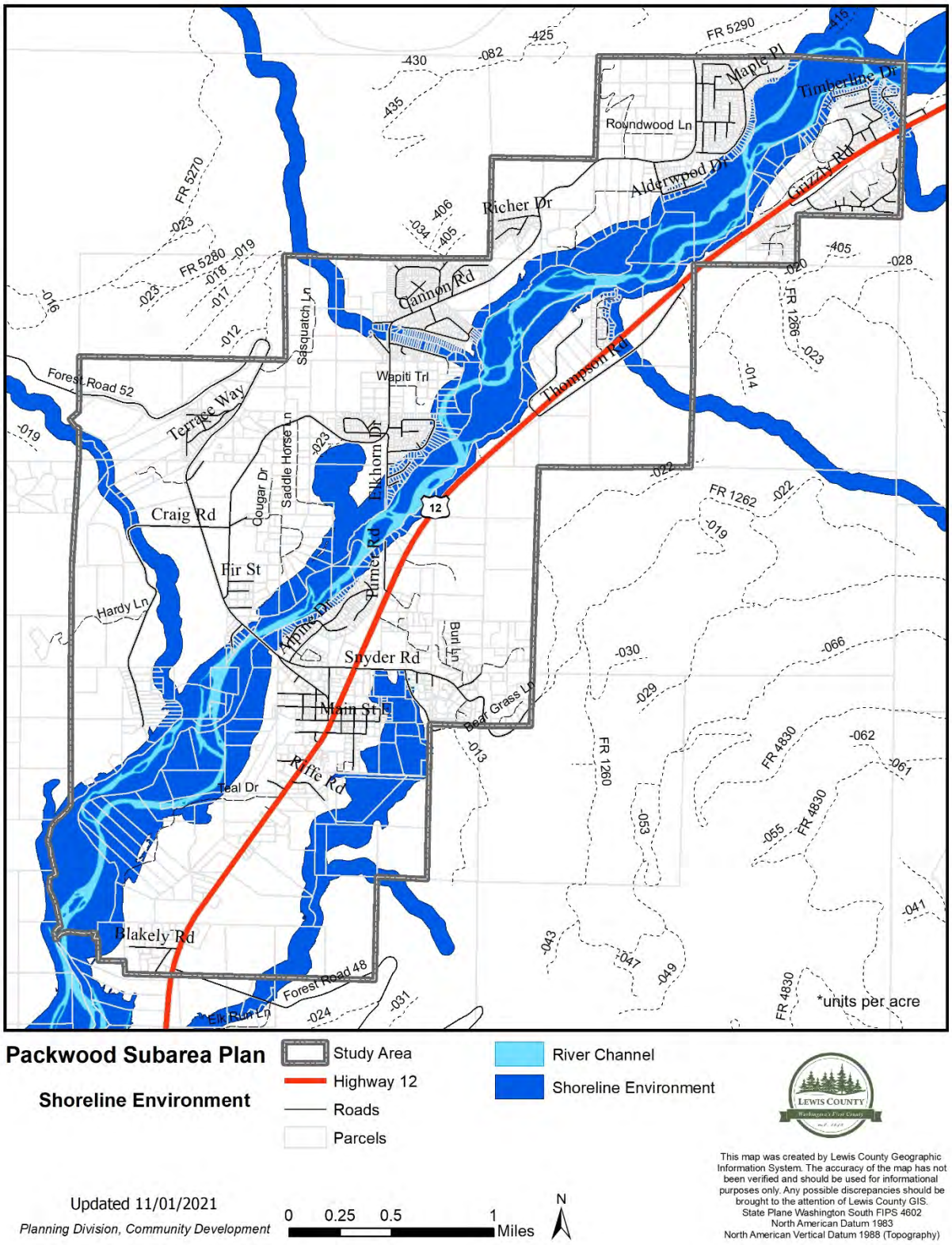
There are no agricultural resource land or forest resource lands within the subarea plan study area.

In addition to the base zone designations, there is the Shoreline Environment, which is the area where development is restricted. Map 3 shows the Shoreline Environment. Residential development within this area must be setback 150 feet from top-of-bank all other development has varying setbacks from waterbodies within the Shoreline Jurisdiction depending on use and type of Shoreline Environment.

There are other critical areas, including the channel migration zone, wetlands and steep slopes, that limit where development can occur. Please refer to Chapter 8: Natural Resources.



Map 2: Packwood Zoning



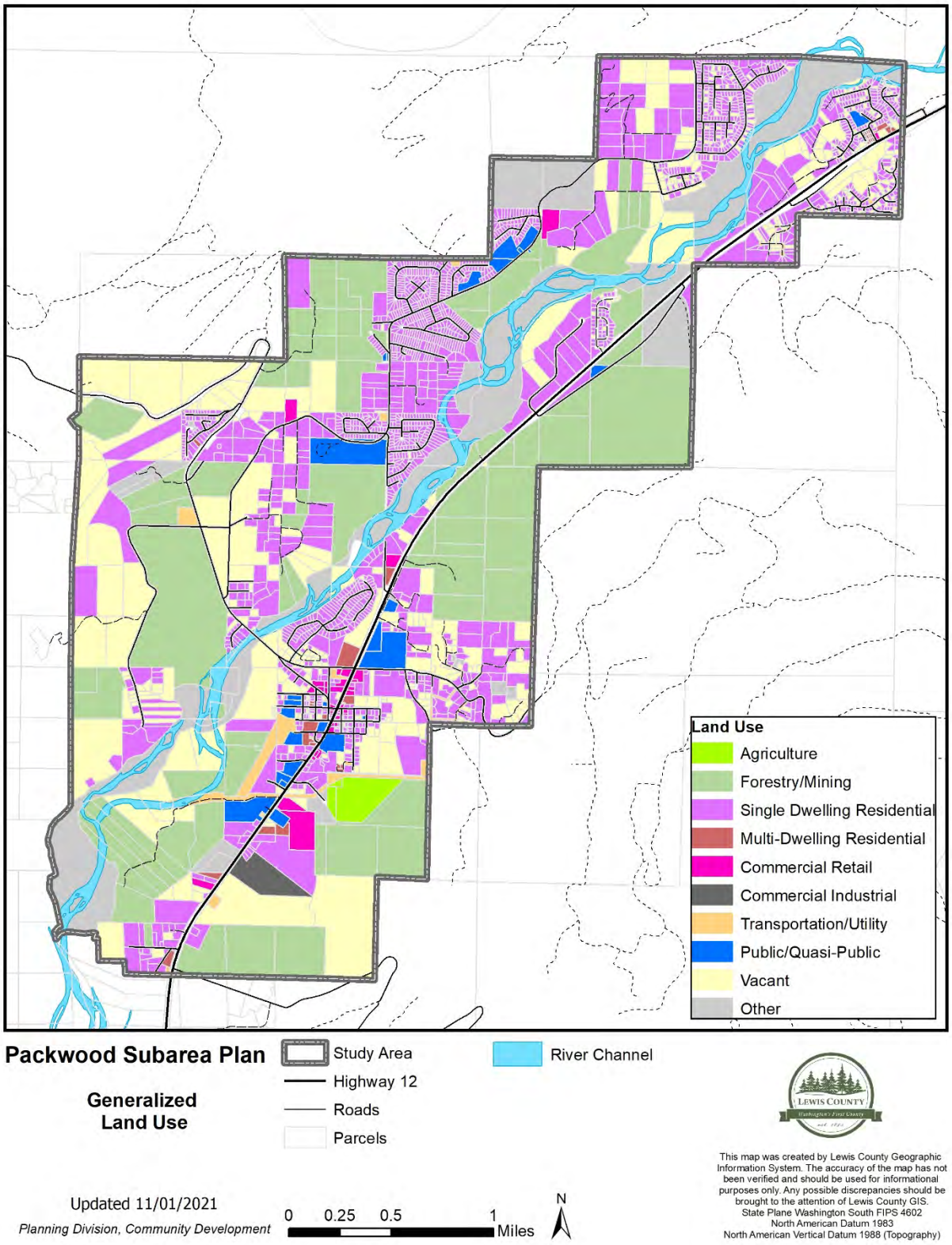
Map 3: Shoreline Environment

B. Land Use

Each zone designation allows a mix of uses. For example, single family residences, forest harvest and schools are allowed in the RDD zones. Lewis County Code Chapter 17.42 provides the list of uses, see also Table 3 below (zones that do not apply in Packwood are removed). Map 3 shows the land uses within the Packwood study area.

It is important to understand that existing uses may not match the allowed use in the Table 3 below; however, existing uses are vested and allowed to stay. In other words, even though multifamily housing is not allowed in the STMU zone, unless there is sewer, multifamily housing does exists in STMU in Packwood. Multifamily housing was there before the zoning was applied and it can stay. Table 3 allowed uses applies to new development and redevelopment, including change of use.

According to the County Assessor's data, 448 parcels, equaling 1,255 acres of the study area, are listed as undeveloped/vacant. That means that they don't have a use that is otherwise described – no forestry, agricultural, single-dwelling residential structure, commercial structure, or other structure on the property. Vacant property is zoned for allowed uses that could be established in the future.



Map 4: Packwood Land Uses

Table 3: Allowed Use within Lewis County Zones (Lewis County Code Chapter 17.42)

RESIDENTIAL		**RDD-5**	**RDD-10**	**RDD-20**	**STMU**	**STR**	**STI**	**RRC**	**Park**	**Reference**
A	Single-family residential	P	P	P	P	P	X	P	X	
B	Accessory dwelling unit	P	P	P	P	P	X	P	X	
C	Duplex	P (10-acre minimum lot size)	P (20-acre minimum lot size)	P (40-acre minimum lot size)	P	P	X	X	X	
D	Multifamily housing	X	X	X	A [1]	X	X	A [1]	X	17.142.150
PUBLIC/SEMI-PUBLIC		**RDD-5**	**RDD-10**	**RDD-20**	**STMU**	**STR**	**STI**	**RRC**	**Park**	**Reference**
A	Cemeteries	P	P	P	P	P	X	P	X	
B	Schools	P	P	P	P	P	X	P	X	
C	Religious buildings, community centers, grange halls, and similar structures for public assembly									17.142.180
	-Up to 6,000 sq.ft.	P	P	P	P	P	X	P	X	17.142.180
	-Up to 10,000 sq.ft.	A	A	A	P	P	X	P	X	17.142.180
D	Assisted living facilities, convalescent homes, retirement facilities and similar uses									
	-Up to 6 persons, when the individuals are covered under Washington State fair housing legislation	P	P	P	P	P	X	P	X	
	-Up to 6 persons, when the individuals are not covered under Washington State fair housing legislation	SUP	SUP	SUP	SUP	SUP	X	SUP	X	
	-7 or more persons	SUP	SUP	SUP	SUP	SUP	X	SUP	X	
E	Public Facilities[2]									
	-Rural Governmental Services	A	A	A	A	A	A	A	A	17.142.160
	-Essential Public Facilities, Local	SUP	SUP	SUP	SUP	SUP	SUP	SUP	SUP	17.142.160
	-Essential Public Facilities, Major	Amend CP								17.142.160
F	Tourist/rest stops	A	A	A	A	X	X	A	A	
COMMERCIAL/ INDUSTRIAL		**RDD-5**	**RDD-10**	**RDD-20**	**STMU**	**STR**	**STI**	**RRC/**	**Park**	**Reference**
A	Home-based business (cottage industries)	P/A/ SUP [3]	P/A/ SUP [3]	P/A/ SUP [3]	P/A/ SUP [3]	P/A/ SUP [3]	P/A/ SUP [3]	P/A/ SUP [3]	P/A/ SUP [3]	17.142.110, 17.142.120

B	Isolated small business	A/SUP [3]	A/SUP [3]	A/SUP [3]	Not Applicable				X	
C	Standalone retail, sales, or professional services	Use Isolated Small Business Process			P/SUP [4]	X	P - related to industrial or resource use	X	X	
D	Recreation service retail (Boat shop, boat & tackle shop, camping supplies, limited grocery and sundries, including storage)	A	A	A	P/SUP [4]	X	X	P/SUP [4]	P	
E	Restaurant	SUP	SUP	SUP	P	X	X	SUP	P	
F	Convenience grocery or fuels	P	P	P	P/SUP [4]	X	P	X	P	
G	Clustered tourist uses	A	A	A	A/SUP [4]	X	X	X	X	17.142.090
H	Event Center									
	-Up to 5,000 square feet	A	A	A	A	A	A	A	A	
	-Up to 10,000 square feet	SUP	SUP	SUP	SUP	SUP	SUP	SUP	SUP	
I	New regional auctioneering facility and supporting uses	SUP	SUP	SUP	X	X	SUP	X	X	17.142.050
J	Manufacturing, assembly, and process of goods	Use Isolated Small Business Process			SUP	X	P/SUP [4]	X	X	
K	Storage, transportation and handling of goods	Use Isolated Small Business Process			SUP	X	P/SUP [4]	X	X	
L	Mini-Storage	Use Isolated Small Business Process			A	X	X	X	X	
M	Marijuana production, processing and retail									
	-Marijuana retailers	X	X	X	SUP	X	X	X	X	17.142.140
	-Type 1 marijuana processing	SUP	SUP	SUP	X	X	SUP	X	X	17.142.130
	-Type 2 marijuana processing	X	X	X	X	X	SUP	X	X	17.142.130
	-Marijuana production	SUP	SUP	SUP	X	X	SUP	X	X	17.142.130
N	On-site treatment/ storage of hazardous waste	P - ac.	P - ac.	P - ac.	P - ac.	P - ac.	P - ac.	P - ac.	P - ac.	

O	Animal kennels, shelters, boarding, grooming and hospitals	P	P	P	A	X	P	X	X	
LODGING/ ACCOMODATIONS		**RDD-5**	**RDD-10**	**RDD-20**	**STMU**	**STR**	**STI**	**RRC/ SR**	**Park**	**Reference**
A	Bed and breakfast	P	P	P	P	P	X	P	P	17.142.070
B	RV parks and campgrounds	SUP	SUP	SUP	P	X	X	SUP	P	16.14
C	Transient Accommodations (other than Bed and Breakfasts)	SUP	SUP	X	P	X	X	SUP	P	17.142.210
D	Master Planned Resorts	MPR	MPR	MPR	X	X	X	X	MPR	
RECREATION/PARKS		**RDD-5**	**RDD-10**	**RDD-20**	**STMU**	**STR**	**STI**	**RRC/ SR**	**Park**	**Reference**
A	Local recreational facilities	P	P	P	P	P	X	P	P	
B	Regional recreational facilities	SUP	SUP	SUP	SUP	SUP	X	SUP	P	17.142.190
SHORELINE		**RDD-5**	**RDD-10**	**RDD-20**	**STMU**	**STR**	**STI**	**RRC/ SR**	**Park**	**Reference**
A	Shoreline uses	Regulated under the Shoreline Master Program (SMP)								
AVIATION		**RDD-5**	**RDD-10**	**RDD-20**	**STMU**	**STR**	**STI**	**RRC/ SR**	**Park**	**Reference**
A	Aviation facilities	SUP	SUP	SUP	X (Existing Public Airports Permitted to Expand)	X	X	X	X	17.142.060
RESOURCE		**RDD-5**	**RDD-10**	**RDD-20**	**STMU**	**STR**	**STI**	**RRC/ SR**	**Park**	**Reference**
A	Mineral resource use									
	-Below DNR threshold	P	P	P	X	X	X	X	X	
	-New or expansion of existing approved mine area	SUP	SUP	SUP	X	X	X	X	X	17.142.200
B	Forestry uses listed in LCC 17.30.450(1) and (2)	P	P	P	P	P	P	P	P	
C	Forest resource accessory use, mills, log yards									
	-Temporary (less than 1 year/ portable)	P	P	P	X	X	P	X	X	
	-Permanent (fixed installation or more than 1 year)	P/SUP over 20 acres	P/SUP over 20 acres	P/SUP over 20 acres	X	X	P/SUP over 20 acres	X	X	
D	Agricultural uses listed in LCC 17.30.610 through .630 [6]	P	P	P	P	P	P	P	X	
E	Standalone food or beverage manufacturing	SUP	SUP	SUP	SUP	X	SUP	X	X	

F	Storage of agricultural waste (for commercial sale or use outside of the agricultural operation)	SUP	SUP	SUP	X	X	X	X	X	
G	Composting (for commercial sale or use outside of the agricultural operation)	SUP	SUP	SUP	X	X	X	X	X	
H	Application of Biosolids[7]	SUP	SUP	SUP	X	X	SUP	X	X	
I	Confined animal feeding operations	SUP	SUP	SUP	X	X	X	X	X	

LEGEND

RDD-5 = Rural Development District, One Unit Per 5 Acres

RDD-10 = Rural Development District, One Unit Per 10 Acres

RDD-20 = Rural Development District, One Unit Per 20 Acres

STMU = Small Town Mixed Use

STR = Small Town Residential

STI = Small Town Industrial

CC = Crossroads Commercial

FC = Freeway Commercial

RRC/SR = Rural Res. Center/Shoreline Res.

RAI = Rural Area Industrial

Park = Parks

TSA = Tourist Service Area

P = Permitted Use

P - ac. = Permitted as accessory to a permitted use

SUP = Special Use Permit

MPR = Master Planned Resort (county and state planning requirements)

A = Administrative Review

X = Prohibited

[1] - Allowed where the LAMIRD contains a centralized wastewater treatment facility with adequate capacity.

[2] - An Administrative or Special Use Permit is required for the centralized components of public facilities or services, and not for the provision of the service itself or the linear features of the service, such as individual water lines or roads. For example:
a. Special permitting is required for new facilities such as a Public Works road shop, a fire station, a bus facility or a water treatment plant; and
b. Special permitting is not required for a water line or road (so long as all the other applicable requirements are met), or the operation of a fire or bus service.

[3] - Uses that exceed a certain size (per 17.142.120) are required to receive an administrative or special use permit.

C. LAMIRDS

The Growth Management Act (GMA) allowed counties to designate limited areas of more intense rural development (LAMIRDs), which are areas that are historically developed at higher densities than are typically considered "rural" but at the time of designation the area did not have a population sufficient to warrant incorporation as a city.

Packwood has nine Type I LAMIRDS, divided into five use types, Table 4 and Map 4. Type I LAMIRDs had boundaries that were adopted based on development patterns in 1995 and those boundaries cannot change, unless an error was made in the original mapping. However, new development, including land divisions, and redevelopment within the LAMIRD boundaries are allowed.

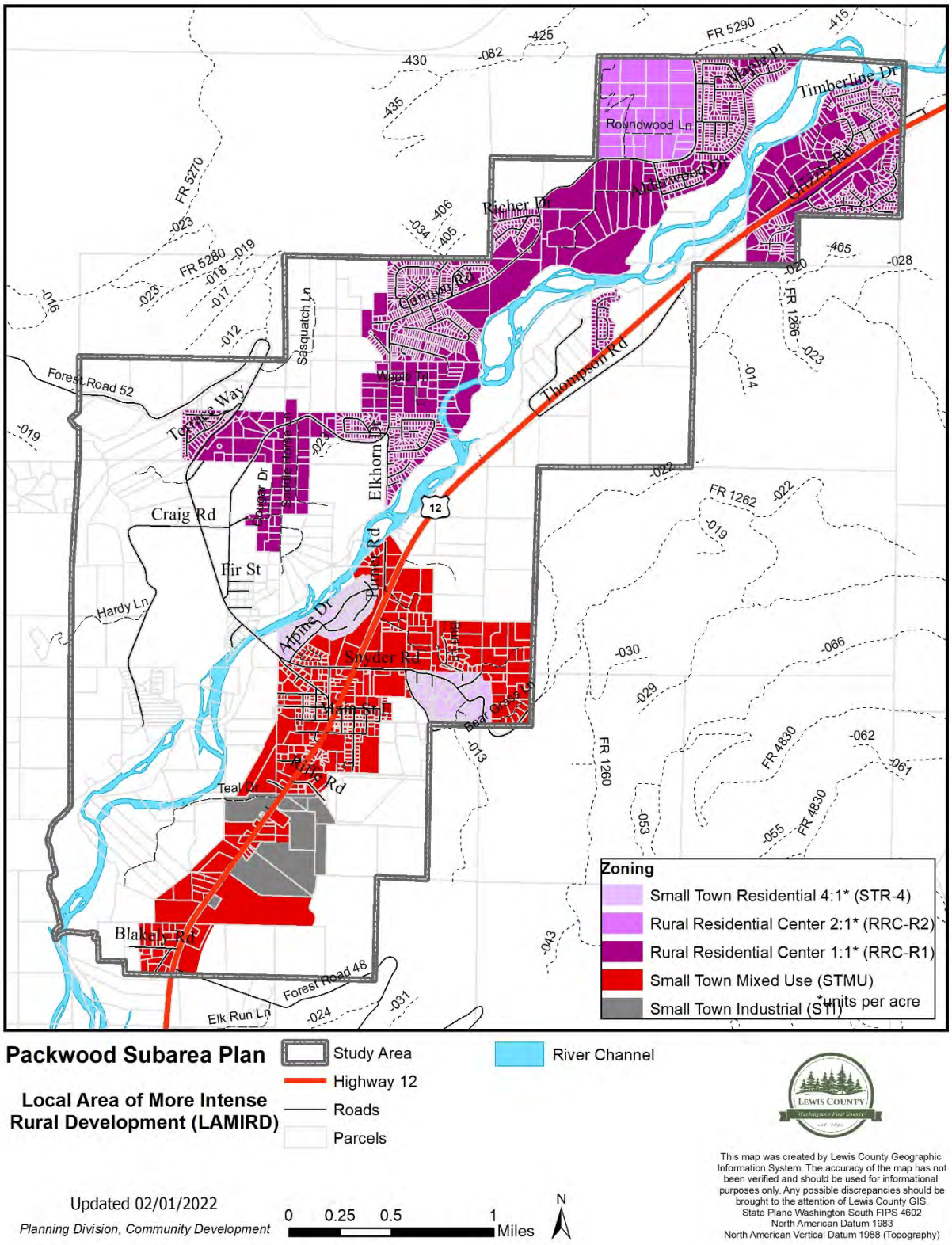
Table 4: Packwood LAMIRDs

Zone	Description	Comprehensive Plan Designation	Allowed Density	Parcel Count	Total Acres	Vacant Parcels	Vacant Acres
RRC-R1	Rural Residential Center 1	Residential Settlement	1 unit/1 acre	1,660	1,143	213	177
RRC-R2	Rural Residential Center 2	Residential Settlement	1 unit/2 acre	31	158	9	53
STR-4	Small Town Residential 4	Residential Settlement	4 units/1 acre	193	134	25	33
STMU	Small Town Mixed Use	Small Community	N/A	423	704	111	195
STI	Small Town Industrial	Small Community	N/A	16	122	2	1.5

The three residential zones – RRC-R1, RRC-R2 and STR-4 – are "Residential Settlements" and are described in the Lewis County Comprehensive Plan as "detached residential structures in a residential settlement." The level of urbanization is considered "low to low/moderate." These zones have average developed lot sizes ranging from 2,555 square feet to 2 acres. Within the study area there are 1,868 single dwelling residential parcels, 88% of which are located within the RRC-R1 zone. The average developed lot size within the RRC-R1 is 0.5 acres or 20,000 square feet. The allowed density is half the existing density of the historically developed parcels; in other words the remaining undivided lots cannot divide to historic densities.

STMU and STI are also Type I LAMIRDs, both designated as "Small Communities" in the Lewis County Comprehensive Plan and are described as "detached residential, commercial or industrial structures in an existing settlement. Some attached buildings are also present. Predominantly small scale, though some larger commercial, institutional or industrial buildings may be present." The level of urbanization is considered "moderate."

The STMU zone does not have an allowed density. Minimum lot size relies on the building code. If there are both public water and sewer, then the minimum lot size is 6,000 square feet. However, that does not clarify the density of development that is allowed on the 6,000 square feet. The STI zone is an industrial designation where residential use is prohibited. Land divisions are based on proposed industrial uses and availability of services, including water. Because STI is a "Small Community" and is therefore a Type I LAMIRD, its zoning could be changed to allow residential development and still be consistent with Lewis County Comprehensive Plan.



Map 5: Packwood LAMIRDs

Chapter 4: DEMOGRAPHICS

Demographics explain who lives and works in the community. The US census data is the most reliable source of information.

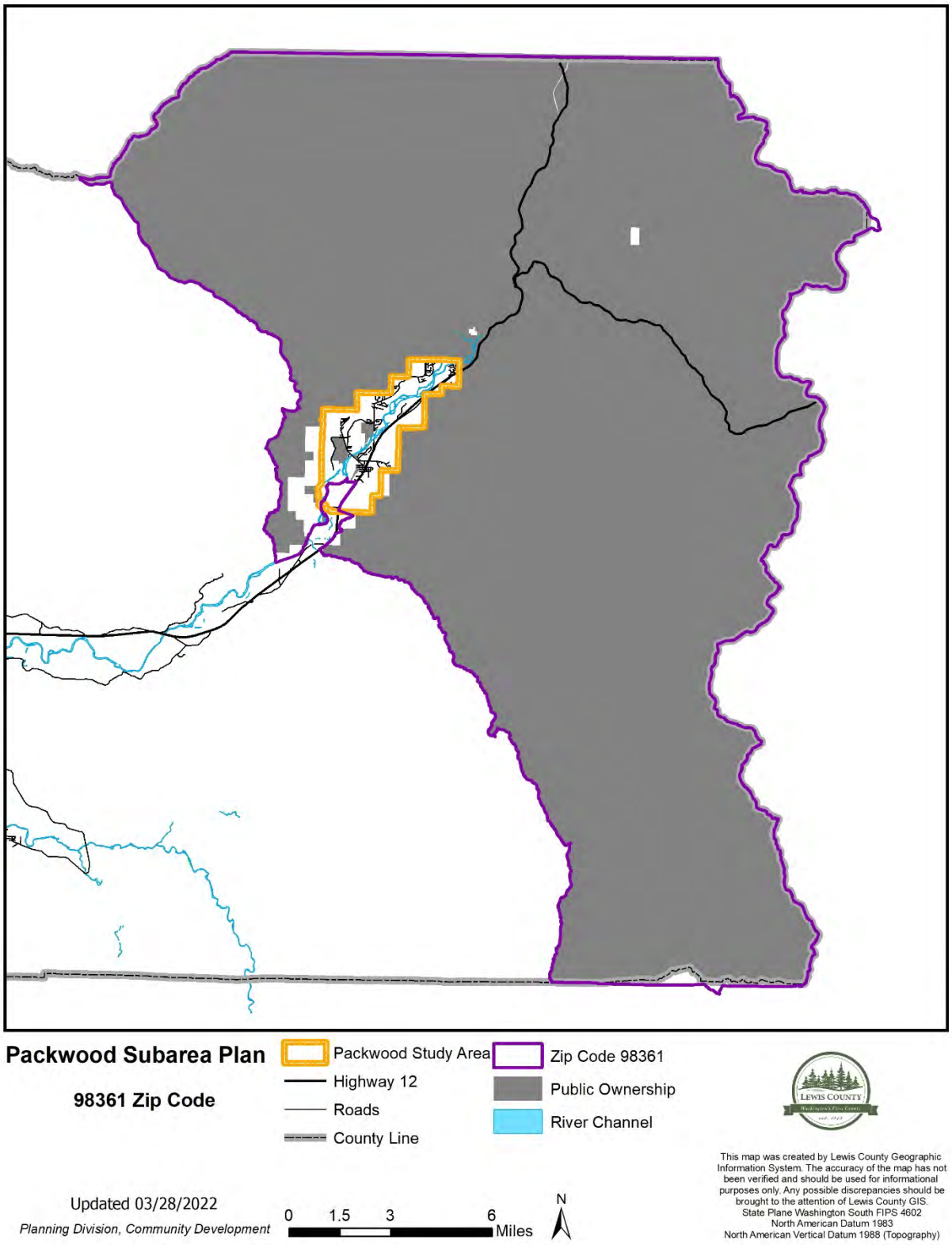
A. Population

The 2020 census population was standardized to US zip codes by Integrated Public Use Microdata Series (IPUMS) National Historical Geographic Information System (NHGIS), University of Minnesota (www.nhgis.org). The 98361 zip code includes Packwood and the areas around the town. This is the most accurate boundary to use when reporting population for Packwood because there is no census block for Packwood and no other official boundary. The areas in the 98361 zip code that are outside of the Packwood study area are primary publicly owned by the federal, state or local government; therefore, the majority of the population in 98361 can be attributed to Packwood itself. Map 5 shows the study area, zip code boundary and publicly owned lands.

Within the 98361 zip code boundary the population was 1,073, based on the 2020 US Census. It is difficult to estimate the projected growth in Packwood study area because there are many variables. If the 98361 zip code population were to grow based on the previous 10 years growth rate for unincorporated Lewis County, which is 11%, then the 2023 estimated population for Packwood study area is 1,094 people.

Under the state law, a geography can consider incorporation if it has at least 1,500 inhabitants. It is assumes "inhabitants" means full time residents, including children and adults. Based on this, the Packwood study area is an estimated 400 inhabitants below the necessary population for incorporation. Also, before an area can be considered for incorporation, an urban growth area (UGA) must be applied; Packwood currently is not within a UGA.

The 2020 US Census found that for East Lewis County roughly 16% of households included children under 18 years of age and about 50% included people aged 65 years or older. Compared to Washington, there are 29% of households with children under 18 years and 29% households with people over 65 years. Which means, East Lewis County has an older population. This is support by data from Washington State Office of the Superintendent for Public Instructions that shows the White Pass School District had a 18% decline in students between 2022-2023 (https://washingtonstatereportcard.ospi.K12.wa.us).



Map 6: 98361 Zip Code Boundary and Public Ownership

B. Employment

The major employers near Packwood are Hampton Lumber Mill (Randle), National Forest Cowlitz Valley Ranger Station (Randle), White Pass Ski Resort and Mt. Rainier National Park. Other than Hampton Mill, which did not respond, the other employers reported that securing employees has been difficult and the primary reason is lack of affordable nearby housing. Nikia Hernandez, Cowlitz Valley Ranger, said "We typically try to hire 25-30 seasonal employees every summer. If we cannot find candidates who live within a commuting distance it is quite common for applicants to turn down a position if there is no affordable housing available to them. This has become more and more of an issue over the years and it is directly affecting our ability to fill positions." Kathleen Goyette, White Pass Ski Area, said "lack of affordable rental properties available seasonally is of great concern to us and to our current and prospective employees."

Other employers in Packwood include Blanton IGA (grocery) and Ace Hardware, as well as Crest Trail Lodge, Packwood Prospecting, Base Camp Coffee, Cliff Droppers Restaurant, Highway Shopper Newspaper, Chevron Gas Station, Packwood Brewing Co., Donna's Hairstyling, Packwood Timberland Library, Historic Packwood Hotel, The Mountain Goat Coffee, Packwood Visitor's Center, Nachos Mexican Restaurant, Napa Auto Parts, Fat Elk Trading Co., White Pass Sport Hut, Blue Spruce Saloon and Diner, U.S. Postal Service, Packwood Inn, Packwood Spirits and Quilts, 76 Gas Station, Hair We Are, Packwood Station, Cowlitz River Lodge, White Pass Taqueria and Packwood Lodge. In addition there are many private businesses including architecture, engineering, construction, general contracting and house cleaning.

Chapter 5: HOUSING

Housing Stock

Within the Packwood study area, in 2021 there were 1,868 single dwelling residential parcels. Of those, 1,217 were single family residential dwellings, 418 were manufactured homes, and 233 were accessory dwelling units (ADUs). There were also four fourplexes and five duplexes. Local knowledge notes at least two structures providing more than four dwelling units; however, those are tracked as motel or commercial uses in the Lewis County Assessor's Office data. Local knowledge also noted that one motel that was providing long-term rental recently (2022) sold and has been converted back into a motel. Any residential dwelling may be provided as a short term rental and Lewis County does not track long term rentals or short term rentals (see Short Term Rentals)

Housing Tenure

Housing information presented below was determined using the Lewis County Geographic Information System Data and parcel information from the Lewis County Assessor's Office. Within the Packwood study area, there were 1,868 single dwelling residential parcels. The following is a summary of some of the different housing types in Packwood (Map 7). The numbers are not additive and there may be overlap or gaps.

- 145 parcels are owner occupied
- 216 parcels are short term rentals
- 613 parcels are personal vacation homes
- 894 parcels are other residential uses without a specified type

The *other residential* may include personal vacation homes, short-term rentals, long-term rentals or other types of residential housing.

Owner occupied was estimated assuming the following:

1. If the site address and the mailing address are the same, then it is assumed that the owner resides on the lot.
2. If the site address and the mailing address are different, but the cities are the same, it is assumed that the owner resides within Packwood. These were individually reviewed as follows:
    a. If the owner is a business enterprise, then it is assumed the owner does not reside on the property. This may result in an underestimation of owner occupancy.
    b. If the owner owns one lot and the cities match, then it is assumed the owner resides on the property.
    c. If the owner owns more than one lot and one of the lot's site address and mailing address are the same, then it is assumed the owner resides on this lot and the other lots are not owner occupied.

d. If the owner owns more than one lot and none of the lots' site addresses and mailing addresses are the same, each lot was reviewed to determine if any are vacant. If any have no dwelling, it is assumed the owner does not reside on that lot.
e. If the owner owns more than one lots and none of the lots' site addresses and mailing addresses are the same, and none of the lots are vacant, then it cannot be assumed which lot the owner resides on. All of the non-vacant lots are marked as owner occupied. This may result in an overestimation of owner occupancy.

It was observed while estimating owner occupancy, many people own multiple lots adjacent or near to the primary residence. The additional lots in these situations are typically vacant. There are 444 parcels of undivided, vacant residential land within the study area.

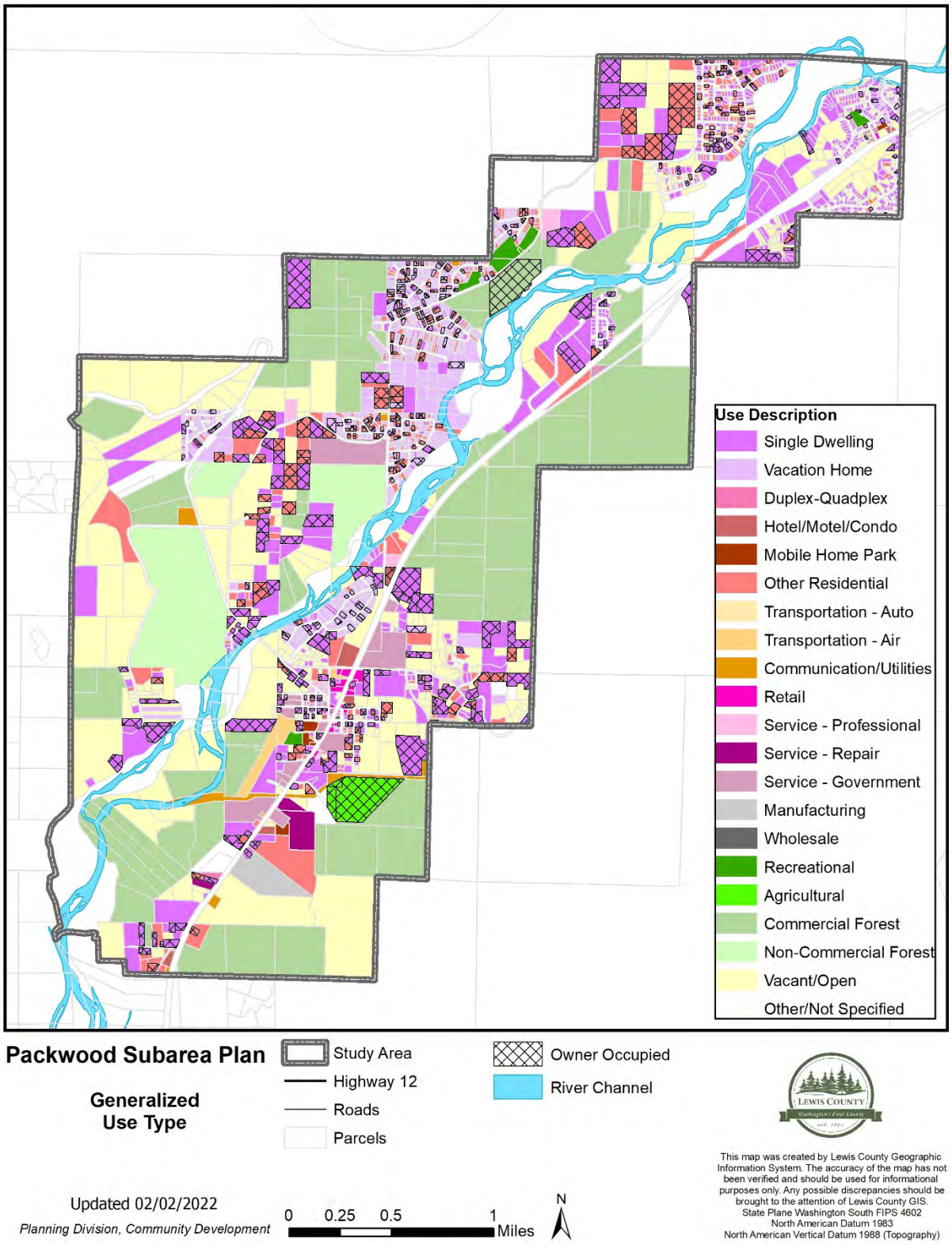
Housing Costs

There is not specific data for Packwood about the cost of housing. The following information is for Lewis County as a whole. The source is the *Berk Housing Study for Lewis County, https://lewiscountywa.gov/offices/commissioners/bocc-news/housing-summit/* In Lewis County, 70% of the housing stock is single family residential (SFR) and the average sale price of a SFR dwelling has increased from roughly $150,000 in 2012 to over $350,000 in 2021. The average listing price for a single family house in Packwood in 2022 was $420,000. Sources: US Census; realtor.com.

Housing supply in Lewis County is also low. Between 2012 and 2021, there was a 69% decrease in the supply of homes for sale. In June 2021, the county had only a one-month supply of housing. Typically, a region needs at least a four-month supply to moderate housing cost increases. Rental unit vacancy is also low at 4.5%.

Income levels have increased in Lewis County; however, the median household income for East Lewis County in 2021 was $42,727, which is considerably less than the countywide median income of $60,581 (American Community Survey). In addition, 24% of the county's population has a *very low* or *extreme low* income (<50% of Area Median Income).

Affordable housing means a person spends no more than 30% of their monthly income on housing (HUD). Based on the American Community Survey (ACS), roughly 29% of all households in East Lewis County are spending more than 30% of their income on housing. ACS data also indicates that the housing cost burden is greater for renters than for people who own their homes. Roughly 23% of owner-occupies households pay more than 30% of their income on mortgage as compared to roughly 55% of renters pay more than 30% of their income on rent.



Map 7: Owner Occupied Housing in Packwood

Short Term Rentals

In early 2022, the Lewis County Assessor partnered with Granicus to collect data on short term rentals (STRs) in Lewis County, WA. In April 2022 there were a total of 657 rental units including short term and long term options; of those, 402 were STRs. In May 2023, the data was update and there were 866 rental units including short term and long term options; of those 527 were STRs. Approximately 48% of all STRs are located in the Packwood study area. This matches the Assessor data that of the 1,868 dwellings in Packwood, only 8% are owner-occupied, 12-14% are STRs and 33% are vacation homes. The other 47% are not specified.

Homelessness

Unsheltered or "literal" homelessness is defined as lacking a fixed nighttime residence, living outside or in a shelter not intended for human habitation (like a vehicle, barn, or garage), or staying in an emergency shelter. A broader category of "unstably housed" includes those who are "couch surfing," e.g. temporarily staying with friends or family, or living in transitional housing. The WA State Department of Commerce tracks both literal homelessness and unstable housing at the county level amongst people accessing programs such as Medicaid, TANF (welfare), and housing-related services. Based on this data, there were about 2,840 households in Lewis County that were either homeless or unstably housed as of January 2023. Data specific to the Packwood study area in not available.

A more localized source of data on homelessness is the White Pass School District. Public K-12 schools track and provide services to students experiencing homelessness, using a definition that is similar to the state's definition of "unstably housed." Students, and their families, who are literally homeless and those who are unstably houses are counted as homeless by the public schools. Data from the White Pass School district indicate that 46 students, or 13%of the student population, experienced homelessness at some point during the 2021-2022 school year. This is a very high rate compared to the state, which had 2.7% of all students experiencing homelessness during that school year. There is no shelter in East Lewis County, so it is likely those individuals and families experiencing homelessness are staying at a relative or friend's house or are living in an RV or trailer. There are no publicly subsidized multifamily rentals in Packwood or East Lewis County. There are also no services in Packwood to aide individuals and families in finding stable housing.

Chapter 6: TRANSPORTATION

A. Roads

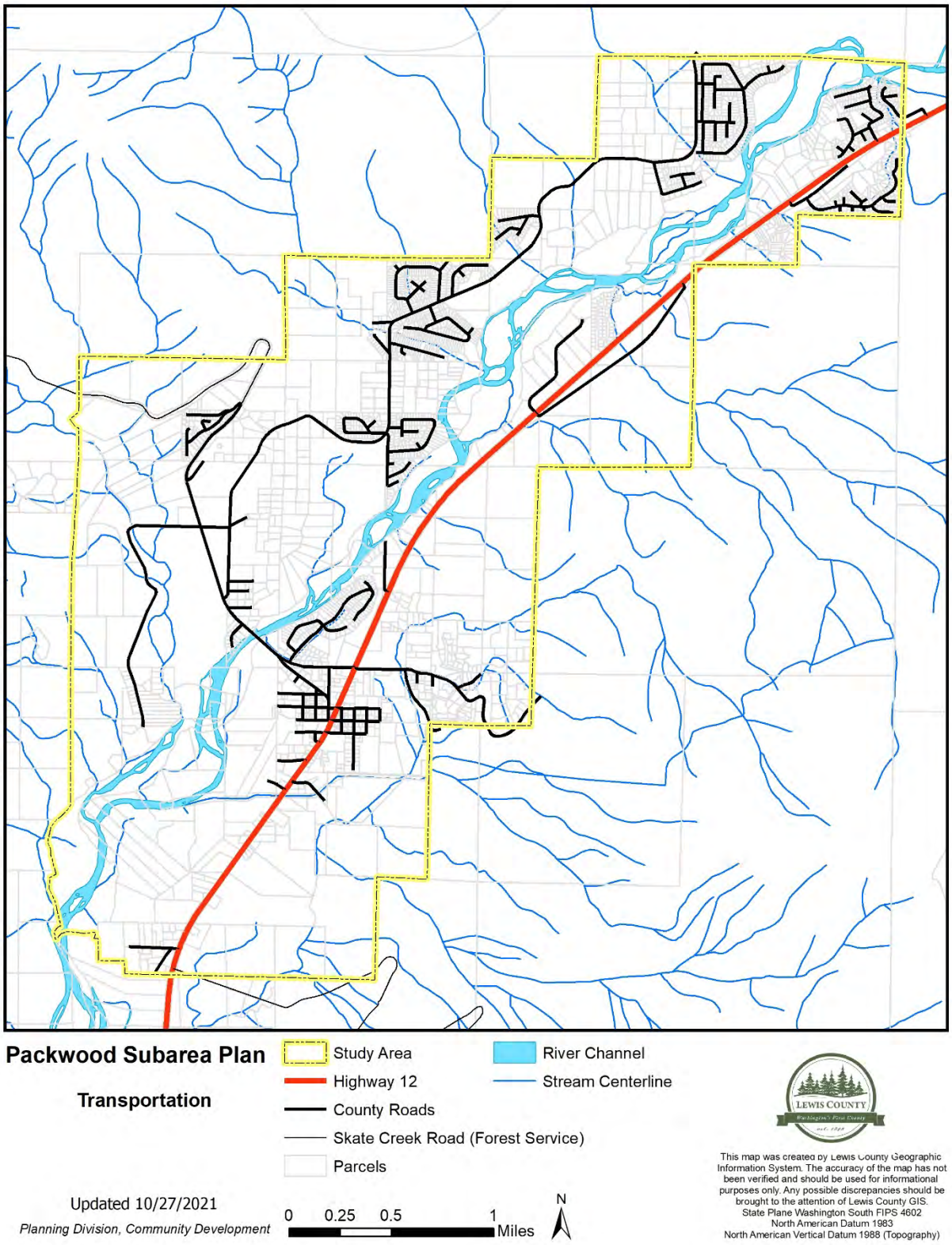
Washington State Department of Transportation (WSDOT) owns and maintains Highway 12, which runs through the center of the study area. Along with traffic, the right-of-way also provides area for utilities.

Lewis County maintains 29 miles of roadway in the study area (Map 8). The majority of the roads, 27 miles, are rural local roads and the remaining 2 miles are rural major collector. Roughly 25 of those miles are bituminous surface treatment (BST), 4 miles are hot mix asphalt (HMA) and less than 1 mile is gravel surface. In addition, there is an agreement between Lewis County and U.S. Forest Service for the county to maintain portions of Forest Services Road No. 1260 Snyder Road, No. 1261 Powerhouse Road, and No. 1268 Coal Creek Road.

Skate Creek Road to Terrace Way is the maintenance responsibility of Lewis County, while it is the maintenance responsibility of the Forest Service from Terrace Way north and west. There is an agreement with Lewis County to participate in improvements to the entirety of Skate Creek Road. The Skate Creek bridge over the Cowlitz River provides the only street access to Terrace Way, High Valley and Trails End neighborhoods, where the majority of the residential houses are located (see Chapter 5: Housing). In the winter, Skate Creek north of Dixon Creek is closed due to snow.

The other roads in the study area are private roads and maintained by the property owners.

The Transportation Improvement Program (TIP) represents the county's transportation priorities for a six-year time period and identifies road and bridge construction, and other transportation improvement projects throughout the unincorporated county (https://lewiscountywa.gov/departments/public-works/transportation-improvement/). The Annual Construction Program (ACP) represents the first year of the program. Pursuant to Washington law and administrative code (RCW 36.81.121 & WAC 136-15-150), every year Public Works prepares a TIP and ACP for adoption by the Lewis County Board of County Commissioners after a public hearing thereon. Once adopted, road and bridges targeted for improvement may require new vertical and horizontal alignment, resurfacing, additional right of way, or replacement of structures. The degree of repair needed is determined by field evaluations.



Map 8: Packwood State and County Roads

B. Packwood Airport

In 1946, the community of Packwood began clearing land that was donated by Howard and Irene Anderson for what became the Anderson Airfield. The airport was deeded to the State of Washington in 1949 for emergency use and fully dedicated in 1950. Ownership was transferred to Lewis County in 1982.

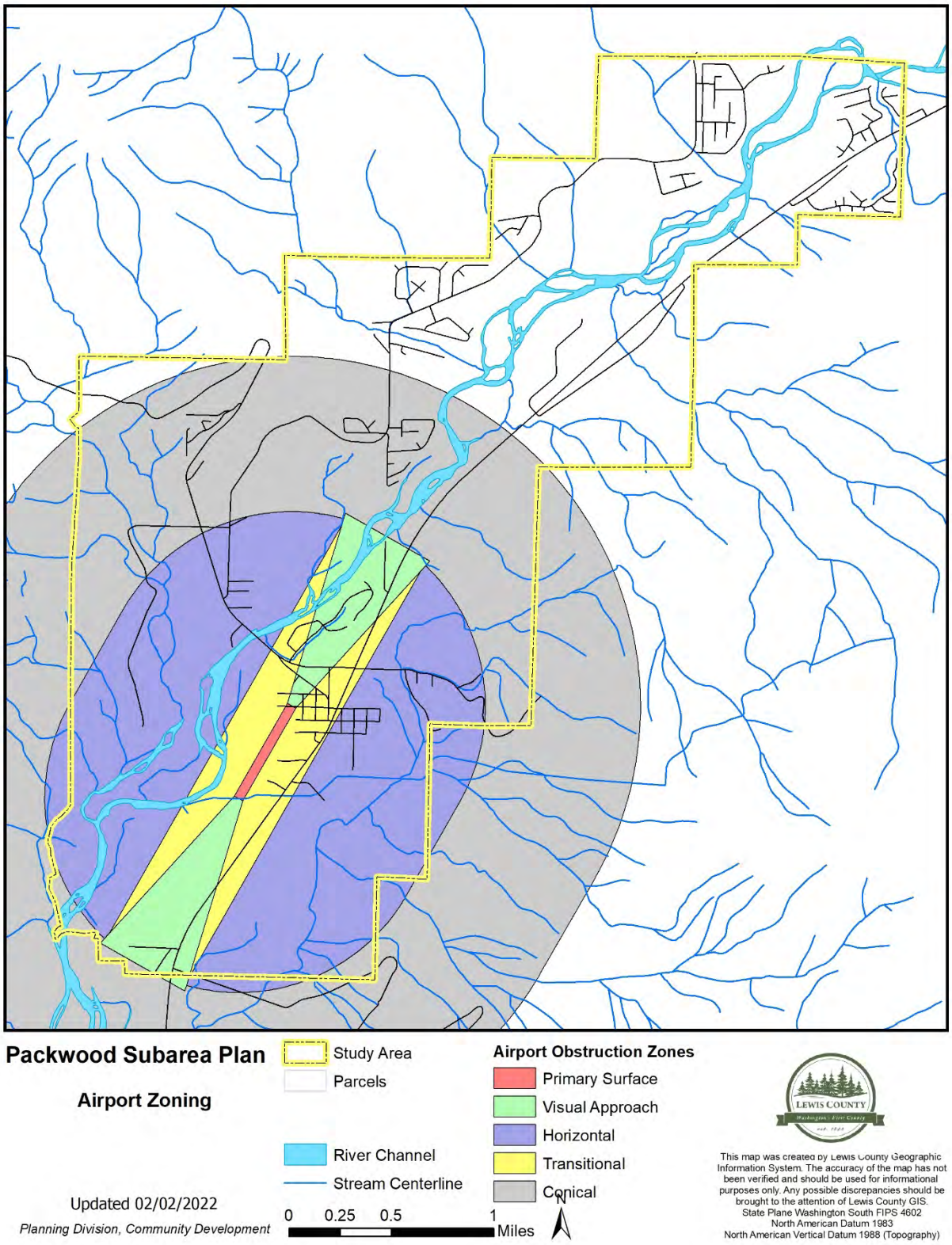
The airport is 36 acres and is located at 132 Main Street W. The landing strip extends from Tail Race stream to Willame St. W. In 2021, the airport had 5,300 aircraft operations; the annual range is 3,200 to 8,500 operations.. Most are itinerant operations, meaning the takeoff or landing of aircraft from one airport to another involving a trip of less than 20 miles, excluding local operations. Roughly 300 itinerant operations are military.

There is an airport obstruction zone around the land strip (Map 9). The height of structures within this area is limited. Lewis County Code Chapter 17.80 states the exact distances and maximum height requirements.

The landing strip was extended in July 2017. In 2019, a portion of the industrial area along the south of the airport was added to the airport property and the access road was relocated. The airport master plan will be updated in 2022, with improvements scheduled for 2024 and 2025.

The airport has both direct and indirect economic benefits to Packwood. In 2000, 3,200 visitors arrived via the airport. That resulted in $966,179 in direct economic output, which include the wage of 17 jobs associated with the airport (Washington State Department of Transportation, Aviation Division, Packwood Airport report). Indirect economic impacts were $201,798 (indirect includes hotels, restaurants, ski tickets, etc). There are also induced economic impacts. Induced means there is a multiplier effect as money is circulated throughout the local economy. The induced outputs were $225,847.

The Packwood Airport Management Plan will be updated in 2023.



Map 9: Packwood Airport

Chapter 7: PUBLIC FACILITIES AND SERVICES

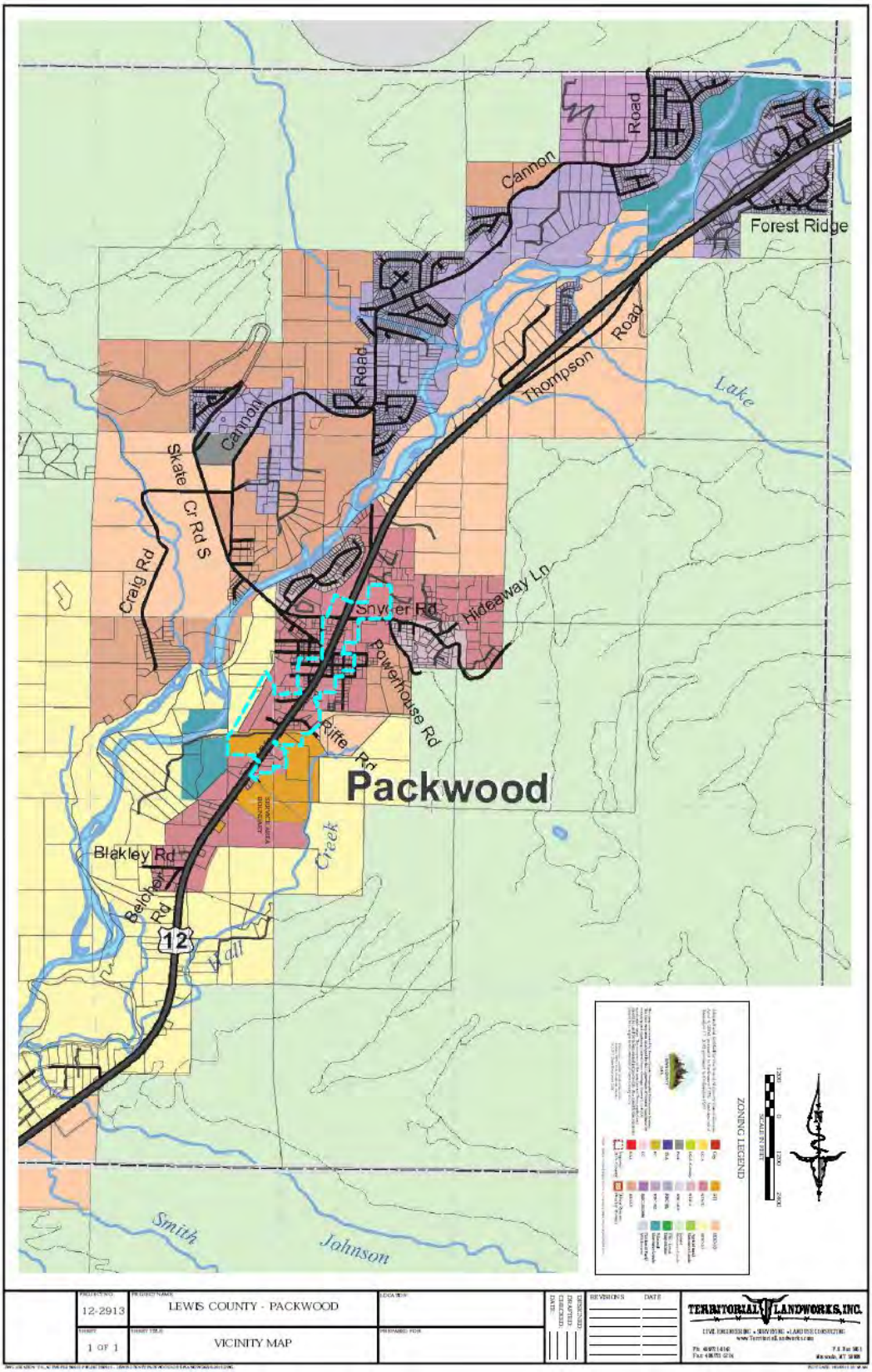
A. Sewage

All existing development in Packwood is currently served by private onsite septic systems. Most of the systems are conventional gravity flow septic tanks and drain fields. A large number of inadequate septic systems in the Packwood community pose a health threat to the aquifer that provide domestic water for the area. Bacteria, virus and nitrate contaminates from these systems can cause serious health problems.

Most of the soils in the area are classified as "Type 1,gravelly, very gravelly, coarse sands, and extremely gravelly soil," which result in high levels of permeability. Since this type of soil is so permeable it provides a minimal amount of soil treatment to downtown Packwood, thus a large amount of wastewater is discharged to the ground over a small area. Many of the existing onsite systems in the downtown core were installed before 1991, when Lewis County Public Health and Social Services, Environmental Health Division, began to specify that these highly permeable soils fail to provide adequate treatment of sewage effluent prior to discharge to the groundwater.

The lack of adequate space or resources for onsite sewage disposal systems has resulted in businesses being unable to expand or open. Also, current health regulations make it difficult for many of the residential units to replace failing septic systems on existing small lot configurations. For those situations, a home owner would have to purchase additional land to expand their current lot size to meet health regulations, which is unrealistic or cost prohibitive in most circumstances.

In August 2022, Lewis County Public Works was provided an appropriation by the Washington State Legislature for design and construction of a public sewer system that will serve a portion of the Packwood Subarea although the exact service area was undecided at the time of plan adoption. It is anticipated that construction of the municipal sewer treatment system will be completed in 2026 and will be operated by the LCWSD3.



Map 10: DRAFT Packwood Sewer Project Vicinity Map

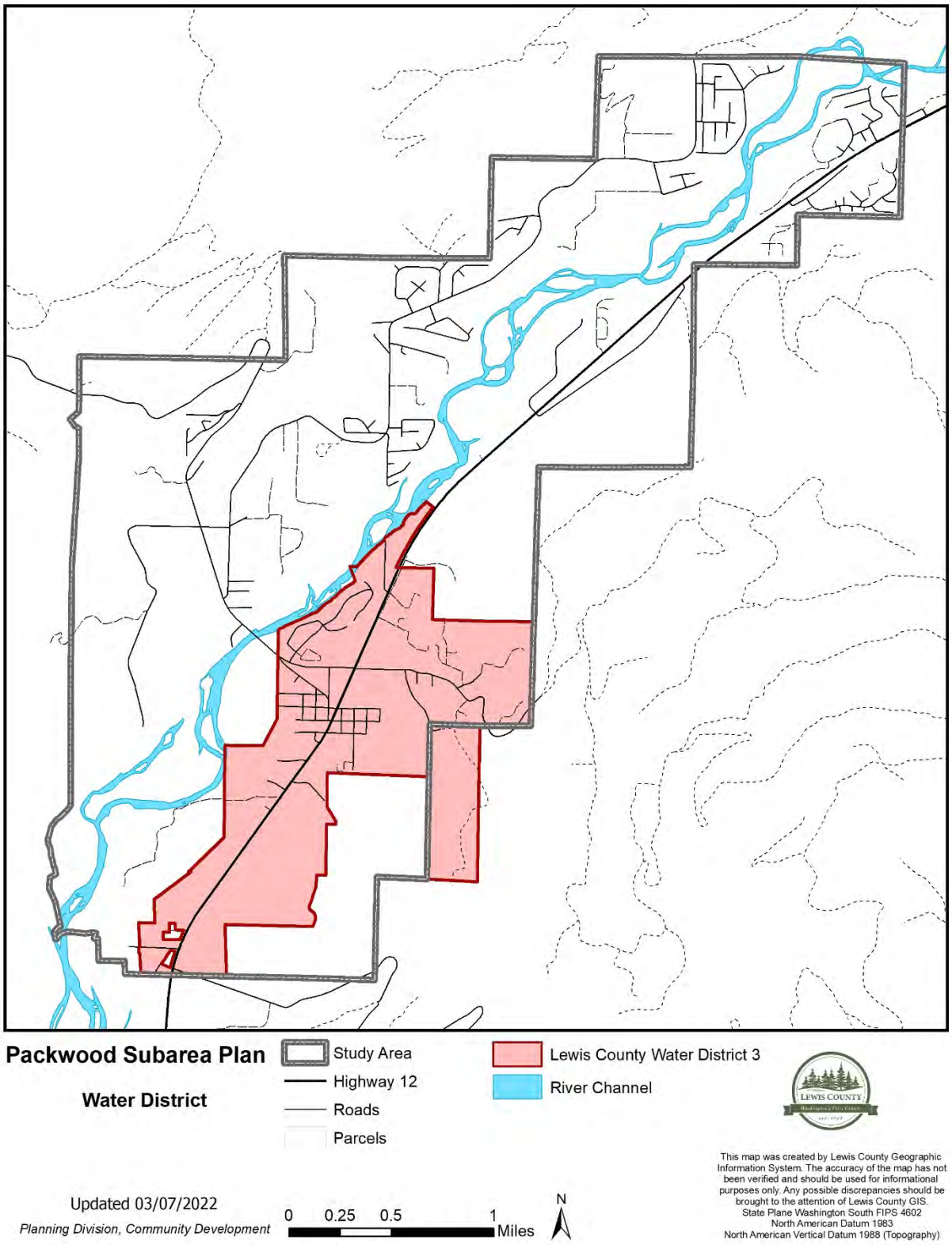
B. Potable Water

Packwood has two community wells drawing from an aquifer that is classified as unconfined and semi-confined and serves approximately 360 individual connections. Lewis County Water Sewer District #3 (LCWSD3) can accommodate up to 229 additional single family residential connections or a mix or residential and commercial connections under the current system configuration and Water Rights. The system, including the wells, is owned and operated by LCWSD3. Map 11 shows the currently approved service area of LCWSD3 although not all properties in the area are connected to the public water supply.

LCWSD3 relies on two wells that withdraw from an aquifer, which mimics the hydraulic gradient of the nearby Cowlitz River. The wells are established at 75 ft. depth. The water from the wells is pumped to a reservoir located up Snyder Road and then gravity fed back down to the individual connections. Some hookups are fed on the way up to the reservoir. If the threshold of connections is reached, LCWSD3 will likely need to add another reservoir and possibly add an additional well. Monitoring of the wells has never detected any fluctuation in the level of the aquifer, even during drought events. The district water is tested routinely and has never required permanent disinfection or other types of water quality treatment. Some properties located within the LCWSD3 service area rely on alternative water supplies including small public water systems and individual wells.

LCWSD3 is made up of two full time employees and three publicly elected commissioners. LCWSD3 is funded entirely by the rate payers and is regulated by Washington State government. State law mandates that a qualified engineer assess the system every 10 years. LCWSD3 is in the process of the current assessment.

Outside of LCWD3, properties are served by private wells or group water systems.



Map 11: Lewis County Water District No. 3

C. Stormwater

Stormwater is rain that runs off of surfaces. In the natural environment, most rain is captured by vegetation, infiltrated into the soil, stored in wetlands and ponds, and transported by streams and rivers. When land is disturbed, such as removal of vegetation and grading, hardened by compaction or addition of gravel, or developed with impervious surfaces such as buildings and paving, the natural processes are disrupted and additional rain runs off as stormwater. That can result in more volume of runoff to waterbodies or capture of sediments and pollutants from surfaces and impacting the quality of receiving waters.

As Packwood is unincorporated, jurisdiction for stormwater regulation falls under Lewis County Code Chapter 15.45. During land divisions, both long and short plats, construction, including new and re-development, which includes 5,000 square feet or more of impervious surface or gravel parking areas, and development that would change the point of stormwater discharge must meet the code requirements. There are exemptions including some forest and agricultural uses, development of state highways, and other uses (see LCC 15.54.100).

Generally, new and re-development needs to meet the state Department of Ecology's Stormwater Management Manual for drainage plans to reduce impacts of stormwater on receiving waters. Lewis County ensures compliance with LCC 15.45 through a permitting process, where regulated development proposals are reviewed to determine if the requirements are met.

Maintenance of stormwater facilities, such as detention ponds, are the responsibility of the property owner.

D. Broadband

Broadband high speed internet availability is limited in Packwood. In November 2019, Lewis County PUD received a $50,000 grant from the Community Economic Revitalization Board (CERB) to study the needs and feasibility of expanding broadband access to areas within the PUD service area that currently do not have broadband access. The objective was to understand, communicate and bring together Lewis County for establishing the need for broadband throughout the PUD's service area.

In early 2020, the PUD formed the Lewis County Broadband Action Team (BAT) and worked with the BAT to launch a community-wide broadband survey to get a better understanding of what Lewis County residents and businesses want and need in broadband service. The survey also included a speed test component, so the PUD could gain a better understanding of which communities were or were not being served with broadband access. The survey was taken by 3,673 respondents (about 10% of the PUD's customer base), and showed that 77.2% of

respondents did not have access to broadband. Many of these respondents also indicated that they believe broadband to be an essential utility, such as power and water.

Following the conclusion of the survey, the PUD commenced an effort to design a telecommunications network and route for the PUD's service territory that would reach all residential and commercial PUD customers. The design, which includes fiber-to-the-premises network infrastructure, is estimated to cost in excess of $104 million. In order to meet this need, the PUD divided its service territory up into 17 "broadband service zones." Each of the broadband service zones correspond with a PUD electrical substation area. The majority of the planned fiber optic infrastructure will be installed on the PUD's existing network of power poles. The PUD will require state and federal funding for the costs associated with constructing the broadband infrastructure.

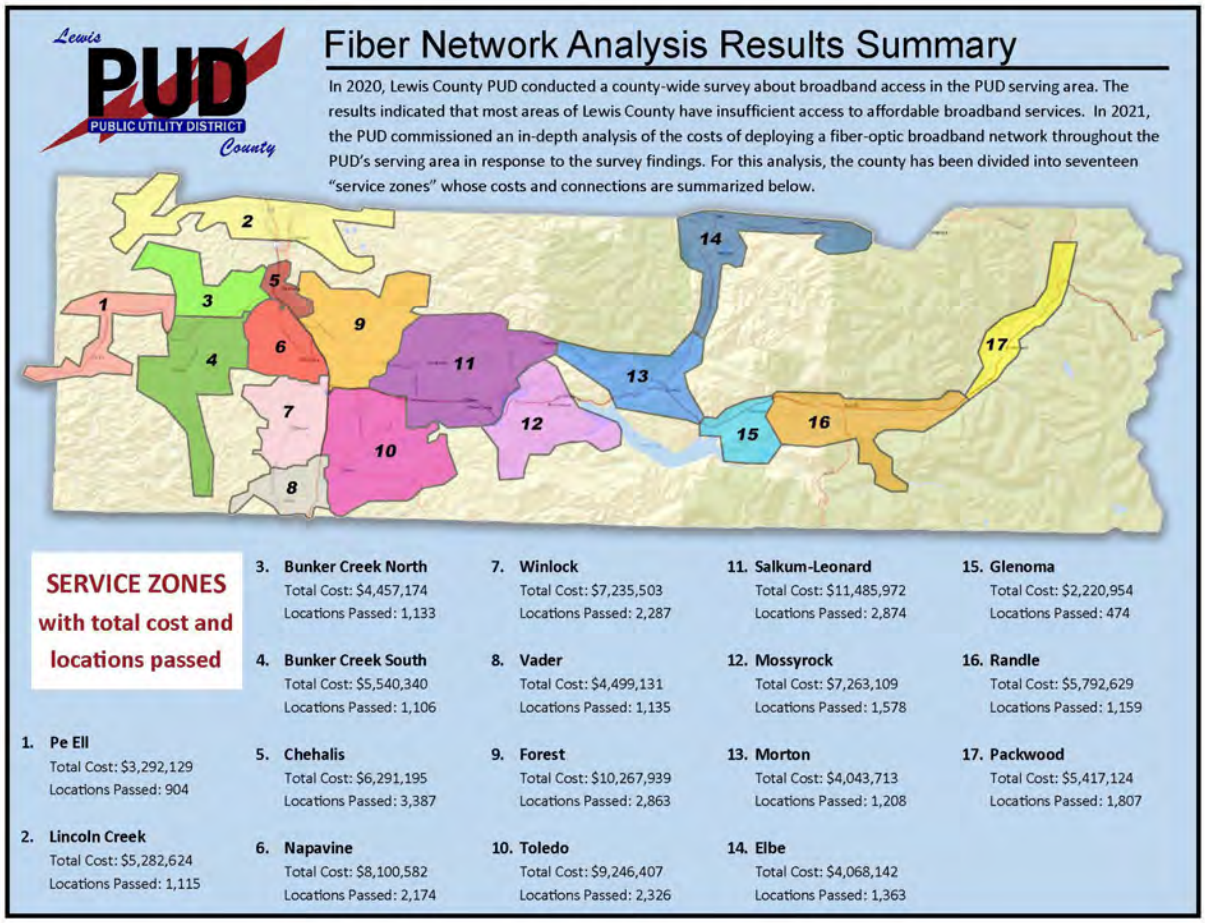


Figure 2: Lewis County PUD Broadband

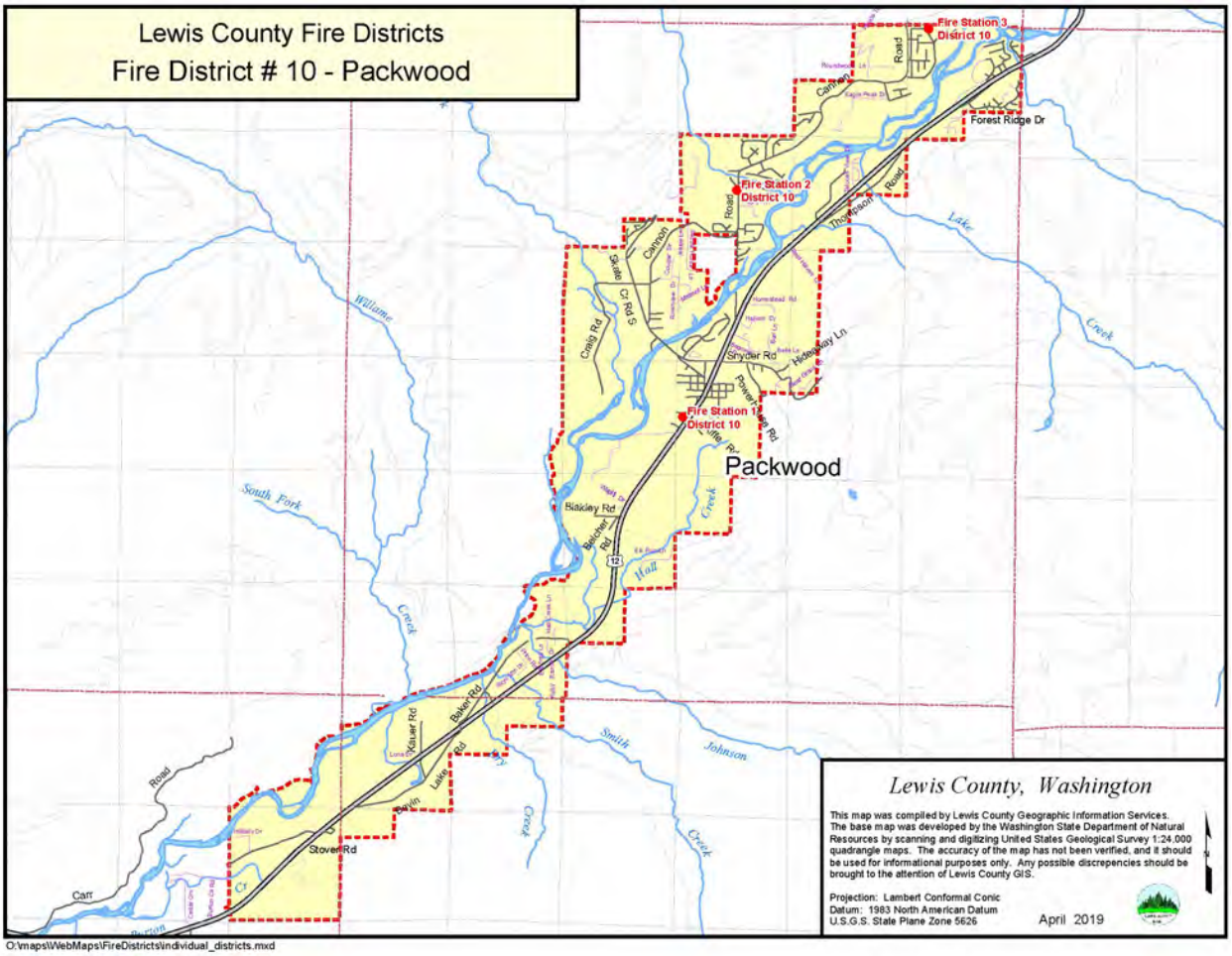
E. Fire and Life Safety

The Packwood Fire Department (Fire District 10, Map 12) has three stations located at Station #1 12953 US Hwy 12, Station #2 483 Cannon Rd and Station #3 234 Mt. View (HVP 8/11). Station #1 on Highway 12 is the main station and houses two tenders, two ambulances, two brush vehicles, one engine and one rescue vehicle. Station #3 located in High Valley, has an additional engine. Station #2 has the old Mack and air system. Station #1 was dedicated in 2000 and was fully funded by 2015.

The service area is 320 square miles including part of Skate Creek Rd and Highway 12 from White Pass to Mile Post 120. The Fire Department has mutual aid agreements with all of Lewis County for both EMS and fire, as well as a mutual aid agreement with Department of Natural Resources for wildland fires. The Department works with the Forest Service to address fires if needed and until the Forest Service is able to respond. The Department also responds to Mount Rainier National Park for both EMS and fire. Advance Life Support and airlift helicopter can fly out of the Packwood Airport, located behind Station #1. EMS attends to roughly 275 calls per year. Combined structure and woodland fires are approximately 25 calls per year.

The Department is run by a Board of Commissioners with five board members, one chief and one secretary. The Department has 15 volunteers with two EMT, three AEMTs, and one EMR. All volunteers do both EMS and firefighting. Response time is 10 to 12 minutes.

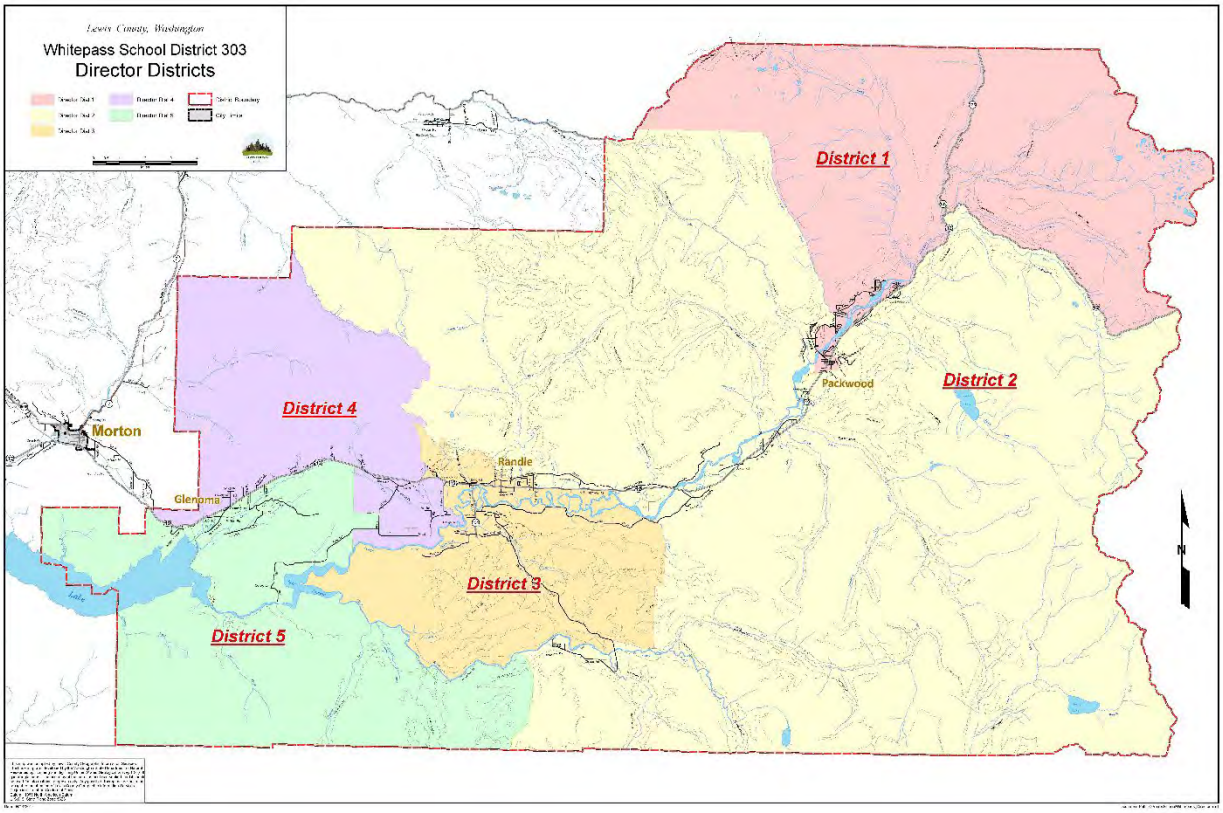
The Department is also active the in community hosting two breakfasts (Memorial Day and Labor Day), an Easter Egg hunt and Tree Lighting and Spaghetti dinner in December. In addition, the Department provides Christmas dinner for four to five families. Classes for elementary-aged students at the fire hall are also provided where they experience smoke room, help package a patient and load in the ambulance, help with the jaws of life, spray the hoses, have a short first aid class and have PUD come and demonstrate electricity. These events are put on by the Fire Fighters Association, which anyone can join.



Map 12: Fire District 10, Packwood

F. Education

The White Pass School District provides public education opportunities to the Packwood community. Map 13 shows the district boundaries. Enrollment in the district has been decreasing in recent years. In 2017, there were 405 full time students. That had decreased to 320 full time students in 2021. About 70% of the student population is on free or reduced-cost meal programs.



Map 13: White Pass School District Map

Timberland Regional Library serves a large geography from Quinault Reservation to Ilwaco, Shelton to Chehalis and Packwood. The Packwood Library opened in April 1973 in leased space. The present Packwood Library is a log building which was a gift from the Combs family. It once housed a post office, museum, rock shop and was designed for overnight accommodations on the second floor. The building was remodeled in 1981 for library use.

Chapter 8: NATURAL RESOURCES

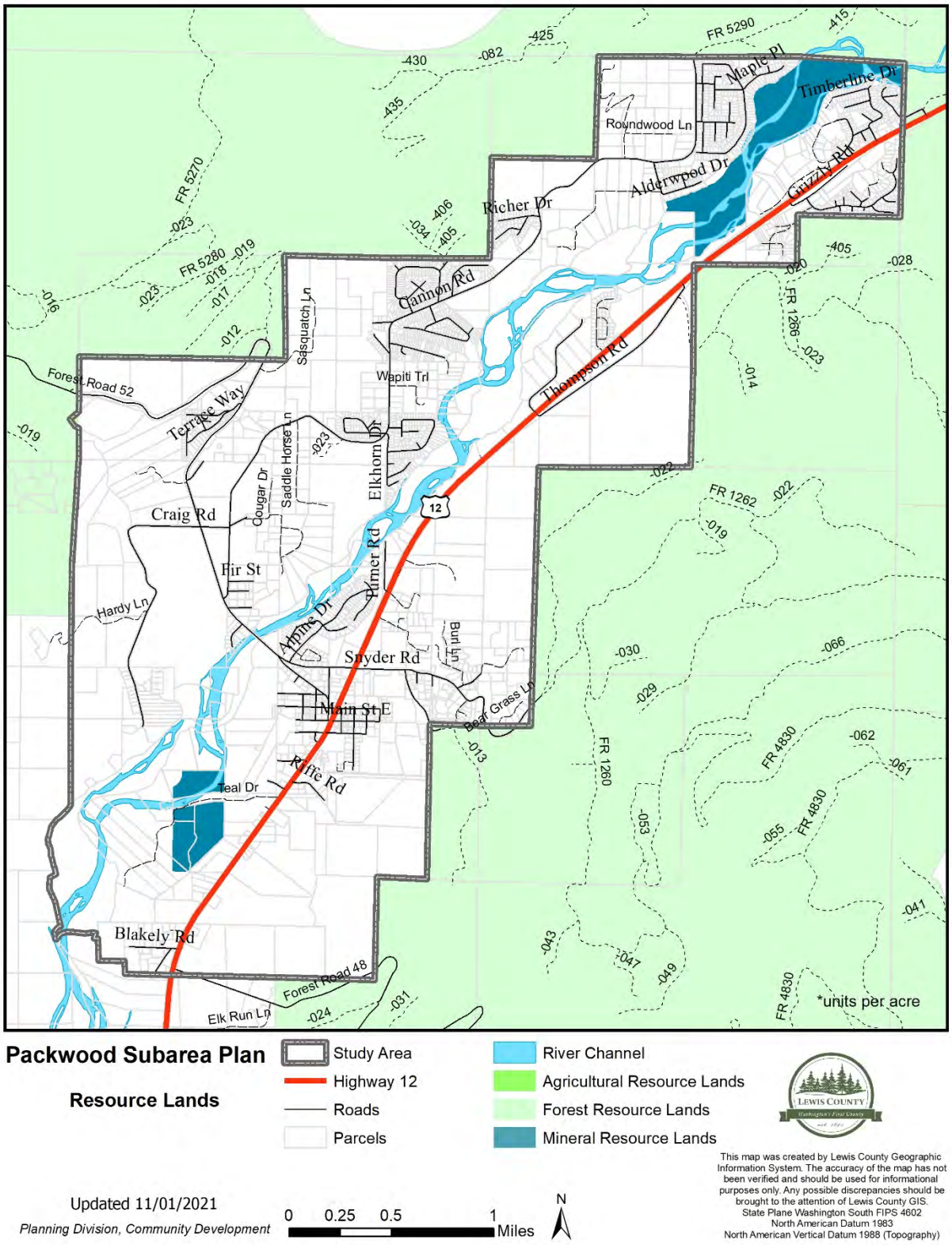
This section includes a description of the resource lands, which are areas where the natural resources are used for economic development, and other environmental resources.

A. Resource Lands

Resource lands are agricultural, forestry and mineral lands. The lands were inventoried as part of the Lewis County Comprehensive Plan and designated as such through the zoning. Map 14 shows the resource lands in the study area.

There are no agricultural or forestry resource lands in the study area; however, agricultural and forestry uses are allowed in all zones, except Park. Please see Chapter 3: Land Use for additional information. Mineral uses are allowed in RDD-5, RDD-10 and RDD-20, and prohibited in all other zones in the study area.

Most of the lands surrounding the Packwood area are predominately National Forest System lands managed by the Gifford Pinchot National Forest as part of the Cowlitz Valley Ranger District. The Gifford Pinchot National Forest lands are managed for multiple use and protection of resources and contribute to the forest economy through harvesting of forest products, recreation, and restoration work. The Cowlitz Valley Ranger District produces 20-30 million board feet of timber annually which contributes to the larger timber industry of Lewis County. The surrounding National Forest and nearby Mount Rainier National Park draw people to the Packwood area to enjoy the abundant recreational opportunities in the area. Forest restoration work, such as wildlife habitat restoration, stream restoration, road maintenance, invasive plant treatments and forest thinning also contribute to the local forest economy.



Map 14: Packwood Resource Lands

B. Environmental Resources

Environmental resources are the river, streams, wetlands, flood area, hydric soils, steep slopes and wildlife habitat areas. Maps 15-17 show the natural resources in the study area.

These environmental resources provide functions including:

- Stream flow moderation and flood storage
- Organic inputs, nutrient cycling and food web
- Control of sediments, nutrients and pollutants
- Large wood input and channel dynamics
- Microclimate and shade
- Slope stability and erosions and landslide control
- Wildlife habitat and movement corridors

<u>Wetlands</u>
Wetlands are defined as "*Those areas that are inundated or saturated by surface or ground water at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions*." Explicit in the definition of wetlands are positive wetland indicators of hydrology, soil (hydric soil), and vegetation (hydrophytic vegetation).

Within the study area, there are two predominant systems of wetlands including palustrine and riverine, mostly located within or closely associated with the river and streams systems. Palustrine wetlands are recognized as a system of inland, non-tidal wetlands characterized by the presence of trees, shrubs and emergent vegetation. These wetlands include forested, scrub-shrub, and emergent vegetated wetlands, as well as small ponds with shallow rooted vegetation or floating aquatic beds. Riverine wetlands include all non-tidal wetlands and deepwater habitats contained within a channel lacking trees and shrubs. The riverine wetlands are located within both perennial and intermittently flowing streams within the study area. The active channel of the Cowlitz River is the largest mapped wetland in the study area and is defined as a riverine wetland within a perennial watercourse. There are no mapped wetlands considered High Conservation Value such as bogs, riparian system, or other wetland system that contains documented presence or habitat for rare or listed plant species.

Wetlands are regulated by local (Lewis County), state and federal regulatory agencies under the Washington State Growth Management Act (GMA) and the Federal Clean Water Act. Wetlands are considered "Waters of the United States" as well as "Waters of Washington." Development within or adjacent to wetlands is strictly controlled via Lewis County Critical Area regulations as well as the Section 401/404 of the Federal Clean Water Act. Future development within wetlands

in the study area will likely be very minor given the lengthy permitting timeline and high cost associated with impacting wetlands.

Mapped wetlands account for approximately 14.08% (818 acres) of the 5,808-acre study area, while mapped hydric soils (wet soils) account for 9.4% (544 acres) of the study area. Map 9 depicts wetlands within the study area.

Geology

The study area is located within the upper Cowlitz River valley and was formed by historic volcanic activity including lahars, mudflows, basaltic flows and other volcanic related events followed by erosional and depositional episodes that added complexity to the local geology. Past and ongoing erosion along the Cowlitz River has presented problems for property owners as well as Lewis County attempting to save structures and infrastructure as the river erodes loosely consolidated sands, gravels, cobbles and boulders. Several surface mines within the study area actively extract and process the valley river deposits into round aggregates, crushed aggregate, sand, concrete materials, and landscaping products.

In addition to the active channel migration zone associated with the Cowlitz River, the valley walls contain areas mapped as severe erosion hazard, very severe erosion hazard and steep slopes. Generally these mapped areas are subject to additional geologic investigation when proposed for development to assure the developments can be designed and constructed to withstand geotechnical issues. There are also mapped landslides within the study area as well as a mapped syncline fold that extends from the southeast to the northwest just north of Skate Creek Road. A mapped fault has also been identified extending northerly within the Butter Creek valley.

Information from the Washington Geological Information Portal identifies the following geologic formations within the study area:

Qa: Quaternary unconsolidated or semiconsolidated alluvial clay, silt, sand, gravel, and (or) cobble deposits.

Qad: Quaternary till, outwash, and glaciolacustrine sediments; locally includes loess, talus, and lacustrine deposits.

Tc: Pliocene poorly indurated coarse sand and gravel stream terrace deposits.

Ti: Pliocene andesite, dacite and dacite breccia, quartz diorite, quartz monzodiorite, granite, granodiorite, quartz monzonite, and diorite stocks, plugs, domes, and dikes.

Tv: Pliocene rhyolitic, andesitic, and basaltic altered tuff, volcanic breccia, volcanic sandstone, welded tuff, tuffaceous conglomerate, basalt and basaltic andesite flows, dacite flows and flow breccia, agglomerates, pyroclastic rocks, dikes, domes, obsidian, and lahars.

Shallow mapped soils within the study area are generally composed of sands with varying percentages of clay, silt, gravel and cobbles (Table 5). The majority of the mapped soils are well-drained with the exception of soils located within natural wetlands and riverwash associated with the Cowlitz River. Although some of the mapped soils are mapped as “prime farmland” or “farmland of statewide importance,” in reality these soils are (1) a small percentage of the study area, (2) located in areas that are already developed, or (3) located in areas with wetland/stream development restrictions. The study area is also located at elevations ranging from 1,000 to 1,600 feet msl with a 50% probability of freezing from October 3 to May 5 resulting in a normal growing season of less than six months in length. Other than Christmas trees, it seems a rather remote possibility that areas within the study area would be conducive to commercial production of agricultural crops.

Table 5: Soil Summary

Soil #	Soil Name	Slope %[A]	Hydric %[B]	Farmland Classification[C]
4	Aquic Xerofluvents, overflow	0-3	10	Not prime farmland
49	Cinebar silt loam	0-8	10	All areas are prime farmland
50	Cinebar silt loam	8-15	15	Farmland of statewide importance
51	Cinebar silt loam	15-30	5	Farmland of statewide importance
92	Greenwater loamy sand	0-3	5	Prime farmland if irrigated
123	Ledow sand	0-3	6	Prime farmland if protected from flooding or not frequently flooded during the growing season
136	Nesika loam	2-5	5	All areas are prime farmland
138	Netrac sand	2-5	5	Prime farmland if irrigated
139	Netrac sand	5-15	0	
140	Nevat sand	5-15	0	Farmland of statewide importance
141	Nevat sand	15-30	0	Farmland of statewide importance
142	Nevat sand	30-65	0	Not prime farmland
144	Nevat-Rock outcrop complex	65-90	0	Not prime farmland
166	Pits	---	0	Not prime farmland
170	Puget silt loam	0-3	95	Prime farmland if drained
180	Riverwash	0-3	100	Not prime farmland
198	Schneider very gravelly silt loam	65-90	0	Not prime farmland
203	Schneider-Rock outcrop complex	65-90	0	Not prime farmland
204	Schooley silt loam	0-3	95	Prime farmland if drained and either protected from flooding or not frequently flooded during the growing season
207	Siler silt loam	0-3	7	All areas are prime farmland
247	Xerorthents, spoils	0-20	0	Farmland of statewide importance

[A] Typical slope of the land where the soils are located.
[B] Hydric soils are defined by the National Technical Committee for Hydric Soils (NTCHS) as soils that formed under conditions of saturation, flooding, or ponding long enough during the growing season to develop anaerobic conditions in the upper part (Federal Register, 1994). Under natural conditions, these soils are either saturated or inundated long enough during the growing season to support the growth and reproduction of hydrophytic vegetation.
[C] Farmland classification identifies map units as prime farmland, farmland of statewide importance, farmland of local importance, or unique farmland. It identifies the location and extent of the soils that are best suited to food, feed, fiber, forage, and oilseed crops.

Streams

Mapped streams within the study area consist of the Cowlitz River and associated tributaries with the largest being the Muddy Fork, Skate Creek and Lake Creek (Table 6). Approximately 39.9 miles of streams are mapped within the study area. The most notable stream within the study area is the Cowlitz River for both recreational uses and potential hazards associated with flooding and erosion. The Cowlitz River and Muddy Fork both originate from glacier melt associated with Mount Rainier and alpine lakes, while the remaining streams in the subarea are primarily fed from localized snowmelt, alpine lakes and springs. Glacier-fed streams are subject to highly suspended sediment loads during times the source glaciers are rapidly melting usually during the months of July, August and September. Non-glacier fed streams generally run clear all year long except during times of heavy rainfall or heavy rainfall on a deep snowpack.

Table 6: Stream Summary

Stream ID	Type[A]
Cowlitz River	S
Muddy Fork Cowlitz River	S
Hall Creek	S, F, Np, Ns
Lake Creek	S
Coal Creek	S
Skate Creek	S, F
Butter Creek	S, F
Hinkle Tinkle Creek	F

[A] WAC 222-16-030. Includes only those reaches and tributaries within the study area boundaries.
Type S - waters inventoried as Shorelines of the State
Type F - waters that provide habitat for fish
Type Np - waters that, under normal conditions, never run dry but provide no habitat for fish
Type Ns – waters that have seasonal flow and provide no habitat for fish

Hall Creek has experienced channelization, relocation and clearing of riparian areas due to its proximity to the core urban area of Packwood. Lake Creek originates from snowmelt from the Goat Rocks which flows into Packwood Lake, a natural lake that was dammed in 1964 to provide electricity to the local area. Water from Packwood Lake is piped to a penstock located east of the town of Packwood where the water falls 1,800 feet and turns a turbine producing 27.5 megawatts of electricity. All of the other streams in the study area have experienced differing levels of impact ranging from channelization, relocation, diversion, urban development and removal of riparian vegetation. Water and sediment quality within streams in the study area are quite good, with the only documented water quality issue being elevated temperatures in the lower reaches of Skate Creek. Natural sediment loading in the Cowlitz River occurs quite frequently but is considered natural and not documented as a water quality issue. No sediment quality issues have been documented in the Cowlitz River.

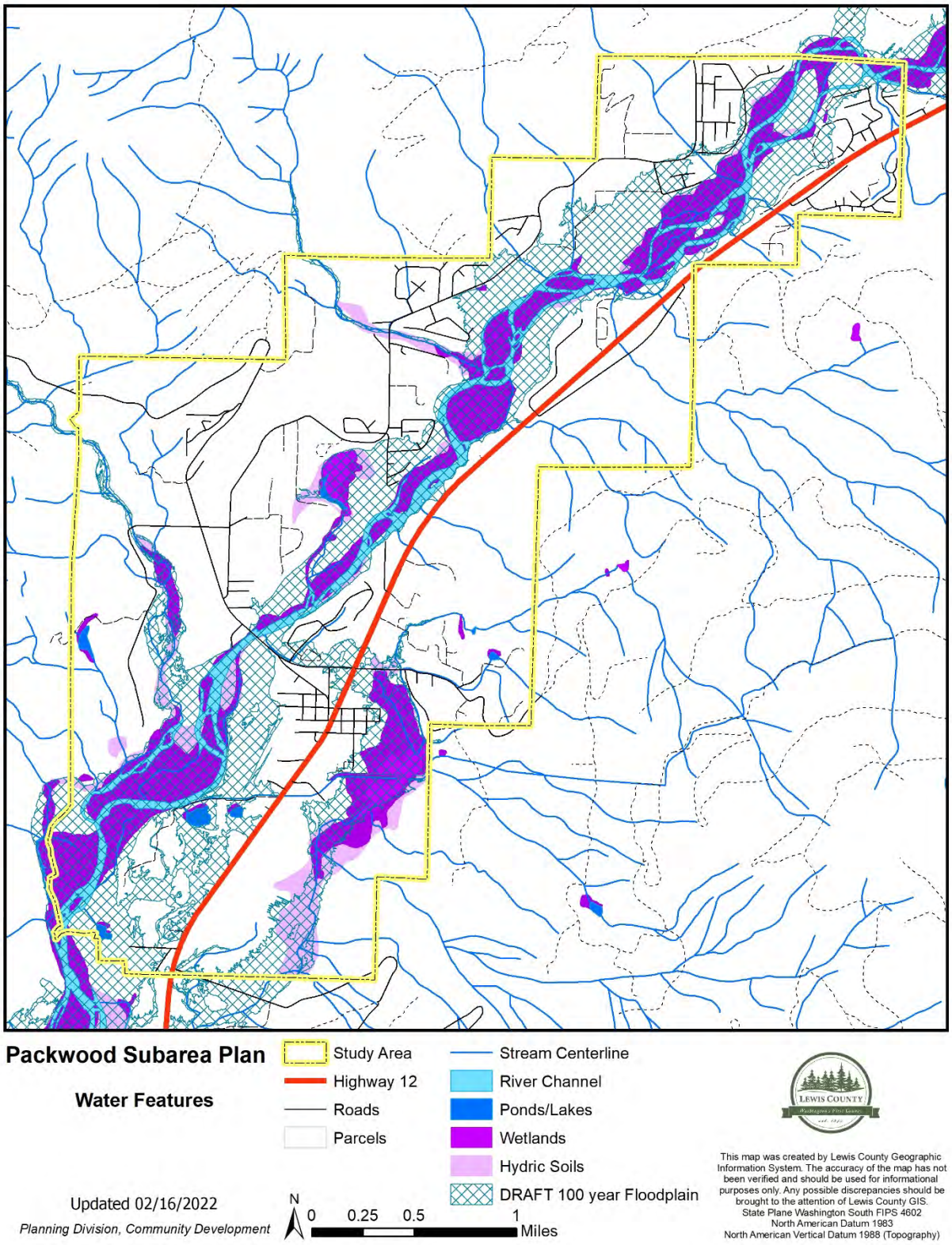
Floodplains, Floodways, and Channel Migration Zones

The Federal Emergency Management Agency (FEMA) defines floodplains as "any land area susceptible to being inundated by floodwaters from any source." The 100-year floodplain is further defined as "an area that will be inundated by the flood event having a 1-percent chance of being equaled or exceeded in any given year. The 1-percent annual chance flood is also referred to as the base flood or 100-year flood." Floodways are defined as "the channel of a river or other watercourse and the adjacent land areas that must be reserved in order to discharge the base flood without cumulatively increasing the water surface elevation more than a designated height." Generally speaking, development within floodplains is allowed under strict development standards, while development within floodways is prohibited.

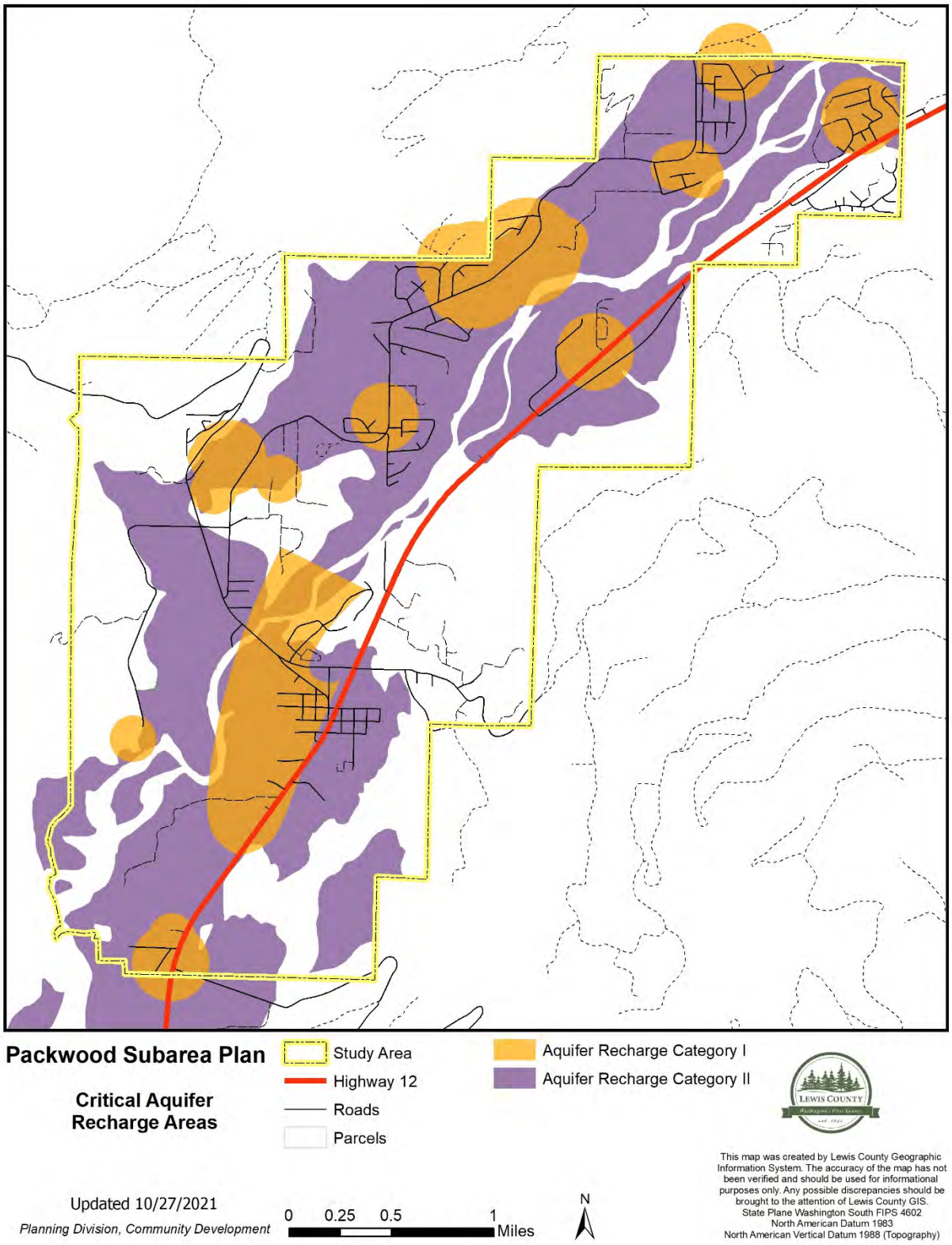
Within the study area, the primary floodways are generally confined to the active channel of the Cowlitz River while floodplains include adjacent areas that are at or below established Base Flood Elevations (BFE). BFE within the study area range from 1,025.6 feet on the downstream end to 1171.6 feet on the upstream end (NAVD88). Until recently, all of downtown Packwood was mapped within the 100-year floodplain, but recent efforts have removed the downtown area, as well as other previously unstudied areas, out of the 100 year floodplain. The new mapping has to be reviewed and approved by FEMA before the official floodplain maps are revised.

Channel migration zones (CMZ) are defined by Lewis County as "areas within which a river channel can be expected to migrate over time due to hydrologically and geomorphologically related processes." CMZs are further broken into areas that have a low, moderate, or severe probability of suffering the effects of a migrating channel. Development within CMZs is generally allowed as long as geological studies are completed by experts in the field of geology, fluvial geomorphology, geotechnical engineer or a person with similar expertise.

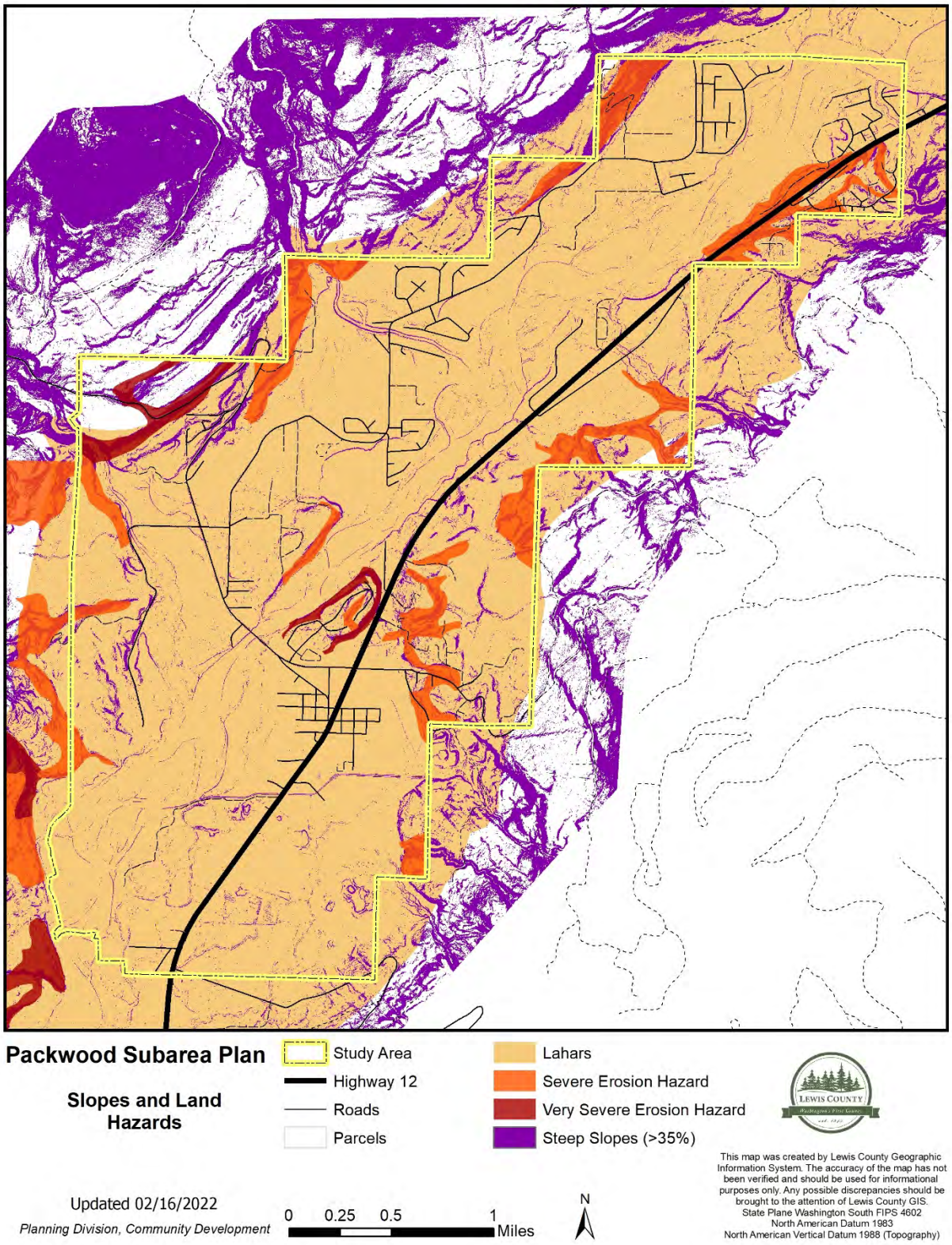
Mapped floodplains account for approximately 32.1% (1,863 acres) of the study area while mapped floodways account for 17.0% (988 acres) of the study area (5,808 acres). Mapped channel migration zones account for 40.3% (2,343 acres) of the study area.



Map 15: Rivers, Streams, Wetlands and Floodplain



Map 16: Aquifer Recharge Areas



Map 17: Slopes and Land Hazards

Chapter 9: RECREATION AND TOURISM

A. Parks and Open Space

Packwood is surrounded by the Gifford Pinchot National Forest. The town is located between Goat Rocks Wilderness Area, Tatoosh Wilderness Area, William O. Douglas Wilderness, Mount Rainier National Park and White Pass Ski Resort. These areas provide year-round recreational opportunities and generate a significant amount of tourism in Packwood.

Within Packwood, there are three parks (Map 18). Skate Creek Park is located on the north side of the Cowlitz River along Skate Creek and Craig roads. The 178-acre day use park has 3 miles of trails with pedestrian access to the river. The property is bounded by Skate Creek Road to the east, Craig Road to the north and west, and the Cowlitz River to the south. Currently, the park only offers day-use activities with three miles of primitive hiking trails, access to the Cowlitz River, access to Skate Creek, fishing, picnicking, wildlife viewing, and photography. There are no overnight accommodations, public water, public sewer, or developed infrastructure within the park. The park is currently owned by Washington State, but it is anticipated that the property will be turned over to Lewis County in 2022.

Skate Creek Park

The Cowlitz River Access Park Project is located east of Skate Creek Road and west of Alta Drive. Access to the property is Alta Drive. The 5.06 acre property is owned by Lewis County and is currently being updated with infrastructure and amenities. The area will provide access to the river for fishing and boating. Once completed, the park will have a site access road, parking area, vault toilet, pedestrian trail, river access, landscaping, signage and stormwater treatment. The Cowlitz River corridor provides public access open space for fishing, boating, primitive hiking and other passive recreational activities. Much of the riverbed, floodplain and floodway of the Cowlitz River within the study area is owned by public entities including Federal, State, and County agencies.

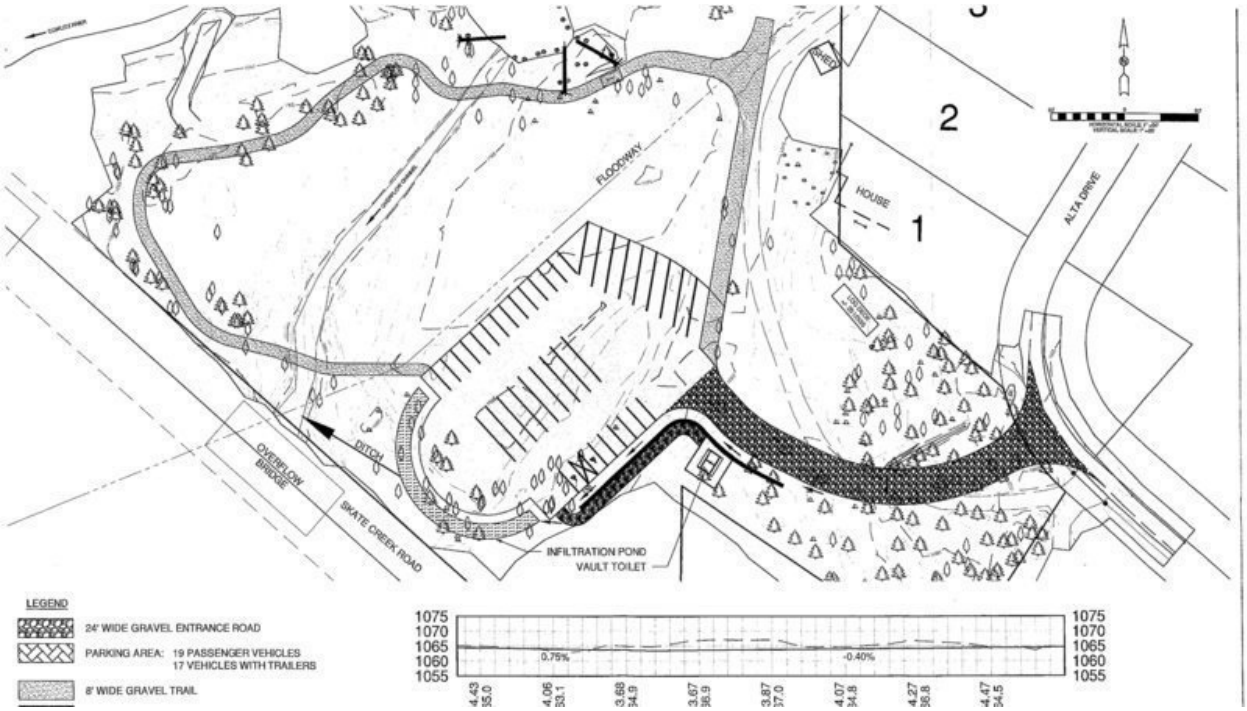


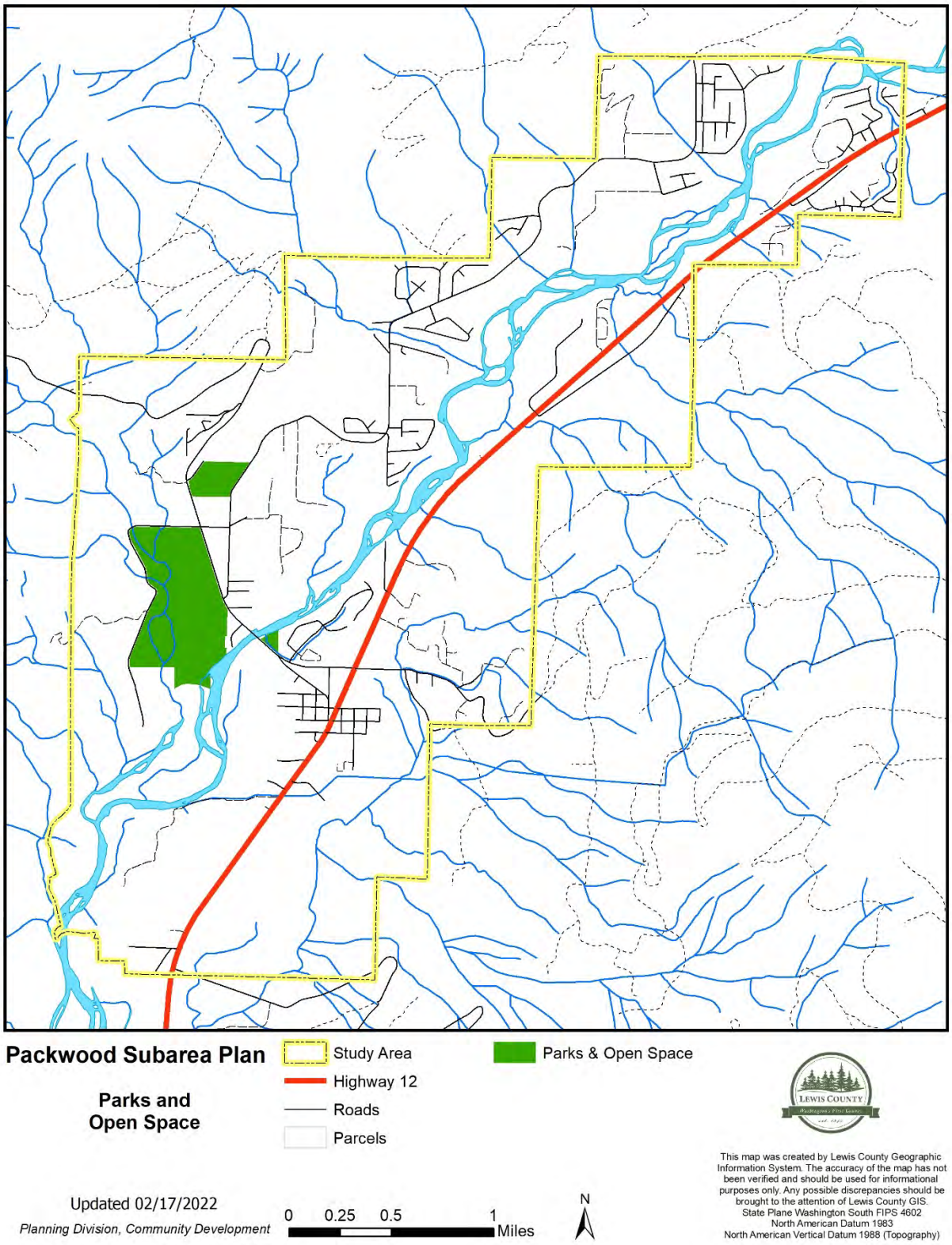
Figure 3: Cowlitz River Access Project Conceptual Design (2020)

The third park in Packwood is the "Packwood Ballpark" and is located on Silver Road, between Skate Creek Road and Cannon Road. The 25 acre park is owned by the Lewis County PUD. It includes a ballfield, as well as other open fields that can be used by public on a first come first served.

Packwood Ballpark

There are many recreational opportunities accessible from Packwood. White Pass Ski Resort includes downhill, cross-country ski and snowshoe opportunities in the winter; and the area around Leech Lake is open in the summer for hiking and fishing. White Pass reported over 210,000 visitors during the 2020/2021 ski season. On average, visitorship was previously approximately 140,000 annually. There are also three hiking trails that begin near Packwood, including the Tatoosh Ridge Trail, Packwood Lake Trail, Pipeline Road Trail and Coal Creek Trail/Three Peaks Trail. There are multiple campgrounds nearby, including Ohanapecosh Campground in the national park, La Wis Wis Campground to the north, Packwood RV Park in town, Cascade Peaks Campground near Cora Bridge, and Shady Firs RV and Campground to the west in Randle.

White Pass Ski Resort



Map 18: Parks and Open Space

B. Tourism

Tourism in the Packwood area has increased significantly during the past three years. The Packwood Visitor Center reported 1,903 visitors in 2019, 3,979 visitors in 2020, 6,351 visitors in 2021 and anticipated more than 8,000 in 2022. Approximately 90% of the visitors were from locations more than 50 miles from Packwood. The Visitor Center also tracked where people were staying in town and 56% paid local accommodations at a hotel, motel, short-term rental or campground. Mount Rainier National Park tracks traffic counts northbound on Highway 123. In 2019, there were 98,037 trips, increasing to 114,334 trips in 2021.

Lodging in Packwood generates approximately $3.8 million in annual revenue. This number underestimates the total lodging revenue because short-term rentals are not considered a business in Lewis County. This number also does not include the revenue generated by services that support tourism including dining, retail and transportation. However, even with the amount being underestimated, Packwood's lodging revenue has tripled over the past six years. In 2019, the estimated tourism revenue for Mt. Rainier National Park communities (those communities that provide access to the park, including Packwood) was estimated at a combined $68 million.
Sources:
https://public.tableau.com/app/profile/kaitlin.dipaola/viz/Washington2020/Story1?publish=yes
https://www.nps.gov/mora/learn/news/tourism-to-mount-rainier-creates-benefits-2019.htm
https://www.scenic.org/visual-pollution-issues/gateway-communities/

REFERENCES

Adamson, Thelma. 1934. *Folk-Tales of the Coast Salish.* American Folklore Society, 1934.

Bliss, David. 2001. Memoirs of a Packwood Businessman. White Pass Country Historical Society.

Bowen, M. 1935. Camp Report, Camp Packwood, F-33, Co. 2919, Packwood, Wash. Report to Office of the Director, Emergency Conservation Work, July 19, 1935. National Archives and Records Administration, College Park, MD.

Boyd, Robert. 2011. *Cathlapotle and its Inhabitants 1792-1860*. Cultural Resources Series #15, U.S. Fish & Wildlife Service, Portland, OR.

Crowell, Sandra A. 2007. *The Land Called Lewis: A History of Lewis County, Washington*. Panesko Publishing, Chehalis, WA.

Curtis, Edward S. 1913. *The North American Indian.* Norwood, Mass.: Plimpton Press, 1913.

Energy Northwest, Packwood Lake Hydroelectric Project. https://www.energy-northwest.com/energyprojects/packwood/Pages/default.aspx

Lenentine, Miku. 2009. The Brave New World of Forestry: Designing a Participatory Strategy for Successful Community-Based Collaboration in Packwood, Washington. Western Washington University.

Gibbs, George; 1853-1854. "Indian Tribes of the Territory of Washington." *Reports of Explorations and Surveys, to Ascertain the Most Practicable and Economical Route for a Railroad from the Mississippi River to the Pacific Ocean*, 1:402-434. Executive Document No. 78, 2nd Session, 33rd Congress, Washington, D.C. Reprint, 1978, Ye Galleon Press, Fairfield, WA

Gleizes, Serl, et.al., 2013. Lower Cowlitz River Monitoring and Evaluation. Washington Department of Fish and Wildlife, Fish Program.

Irwin, Judith. 1982. The Life of Simon Plamondon, *Cowlitz Historical Quarterly*, 24(3):2-16.

Jacobs, Melville M. 1934. *Northwest Sahaptin Texts*, Part I. New York: Columbia University.

Jacobson, Reuben S. 1953. History of the Forest Service and The National Forest in Eastern Lewis County. I - Information, General. Report dated March 10, Randle, Washington. Original on file, Gifford Pinchot National Forest archives, file H6100:48.

Lewis County Web Map http://ims.lewiscountywa.gov/webmaps/composite2/viewer.htm.

Mack, Cheryl A., James C. Chatters, and Anna M. Prentiss. 2010. *Archaeological Data Recovery at the Beech Creek Site (45LE415), Gifford Pinchot National Forest, Washington*. Heritage Program, Gifford Pinchot National Forest [USDA Forest Service publication].

McClure, Richard H. 2017. Historical Report, Packwood Ranger Station, Gifford Pinchot National Forest - DAHP Level II Mitigation Documentation. Heritage Program, Gifford Pinchot National Forest.

McClure, Richard H., and Eugene S. Hunn. n.d. *The Taytnapam: First People of the Upper Cowlitz*. Draft book manuscript currently in publisher review (December 2021).

McClure, Richard H. and Cheryl A. Mack. 2008. *For the Greatest Good: Early History of Gifford Pinchot National Forest*. Northwest Interpretive Association, Seattle (second edition).

Pioneer and Democrat. 1861. Column entitled "Driftwood," *Pioneer and Democrat* [newspaper], Olympia, Washington Territory, Mar. 8, page 2.

Packwood, William. 1859. Wagon Road Over the Cascades. *Pioneer and Democrat*, July 15, Olympia, WA.

Packwood Community Study Proceedings (PCSP). 1954. Packwood on the March. Report of History Committee, Packwood Community Study Program. Mimeographed original on file, Heritage Program, Gifford Pinchot National Forest, Vancouver, WA.

Plamondon, George F. 1958. "The Plamondon Family." Unpublished typescript, Washington State Library, Olympia, WA.

Roblin, Charles E. 1919. Report and Roll of Special Agent Roblin: Cowlitz. Report submitted to the Commissioner for Indian Affairs, Jan. 31, 1919. National Archives and Records Administration, Record Group 75, Records of the Bureau of Indian Affairs.

Sethe, William. 1939. Miscellaneous Information. Historical Information Files, Columbia National Forest. Original on file, Gifford Pinchot National Forest archives.

Simpson, George. 1973. "The Cowlitz River and Beyond, Observations of George Simpson, Hudson's Bay Company Around 1840." *Cowlitz County Historical Quarterly*, 14:3-6.

Smith, Allan H. 2006 (1964). *Takhoma: Ethnography of Mount Rainier National Park*. Washington State University Press, Pullman. Originally, "Ethnographic guide to the archaeology of Mount Rainier National Park." Report prepared for the National Park Service, Seattle, WA.

Sparkman, LaVonne M., and Irma Boyer. 1995. *Where the Big Bottom Begins*. Gorham Printing, Rochester, WA.

The Daily Chronicle. 1960b Timber Cut is Record. *The Daily Chronicle* (Centralia), 69(53):1, March 3, 1960. Microfilm copy of newspaper, Timberland Regional Library, Centralia, WA.

The Daily Chronicle. 1966 Last of Big Timber Sales Draws Crowd at Packwood. *The Daily Chronicle* (Centralia), Saturday,March 5, 1966. Original clipping in Packwood Scrapbook, Gifford Pinchot National Forest archives.

Thompkins, Walker, A. 1933. *The Big Bottom (Lewis County) 1833-1933*. The Washington Historical Quarterly. Vol. 24, No. 4 (Oct., 1933), pp. 250-257. University of Washington.

Tobe, Lisa. 2002. Packwood, Washington. Forest Community Research, Northwest Economic Adjustment Initiative Association. Online document available at: sierrainstitute.us/wp-content/uploads/2015/03/Packwood-Wa.pdf. Accessed April 24, 2017.

US Department of Agriculture Natural Resources Conservation Service. Field Office Technical Guide Section 2, Climatic Data – Agricultural Applied Climate Information System (AgACIS) https://efotg.sc.egov.usda.gov/#/

US Department of Agriculture Natural Resources Conservation Service Web Soil Survey https://websoilsurvey.sc.egov.usda.gov/App/WebSoilSurvey.aspx).

US Federal Emergency Management Agency. Flood Map Service Center. https://msc.fema.gov/portal/home

US Fish and Wildlife Service National Wetlands Inventory Wetlands Mapper https://www.fws.gov/wetlands/data/mapper.html

US Geological Survey, The National Map https://apps.nationalmap.gov/viewer/

US Geological Survey. Geologic map of Washington - southwest quadrant. Timothy J. Walsh, Michael A. Korosec, William M. Phillips, Robert L. Logan, and Henry W. Schasse. 1999.

Washington Department of Archaeology & Historic Preservation. Washington Information System for Architectural & Archaeological Records Data (WISAARD). https://dahp.wa.gov/project-review/wisaard-system

Washington Department of Ecology Water Quality Atlas Map https://apps.ecology.wa.gov/waterqualityatlas/wqa/map?CustomMap=y&RT=1&Layers=30&Filters=n%2cy%2cn%2cn&F2.1=1&F2.2=0&BBox=-14338616%2c5395963%2c-12562831%2c6503994

Washington Department of Natural Resources Forest Practices Application Mapping Tool https://fpamt.dnr.wa.gov/default.aspx

Washington Department of Natural Resources Forest Practices Application Mapping Tool https://fpamt.dnr.wa.gov/default.aspx

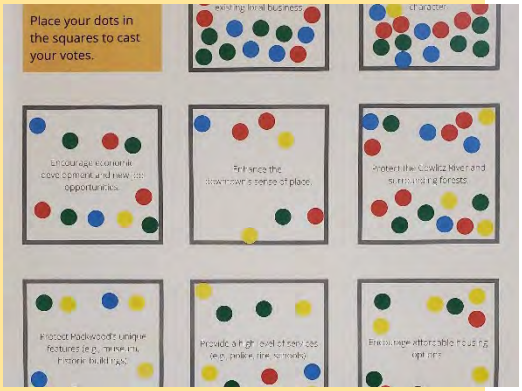
Washington Department of Natural Resources Washington Geologic Information Portal https://www.dnr.wa.gov/geologyportal

Williams, Gerald D. 2000 *The USDA Forest Service - The First Century*. USDA Forest Service, Washington, D.C.

Williams, Gerald D. 2009. *The U.S. Forest Service in the Pacific Northwest: A History*. Oregon State University Press, Corvallis, OR.

Yoke, Jim, Ibid. 1934.

PACKWOOD SUBAREA PLAN



Attachment A – Public Participation

November 9, 2023

Ordinance 1350

Table of Contents

INTRODUCTION 1

1 Public Participation Overview 2
2 Subarea Plan Process Overview 4
3 Stakeholders 5
4 Public Participation Results 9

Figures and Tables

Figure 1: Public Participation Spectrum 2
Table 1: Packwood Subarea Plan Phase 1 Schedule 4
Table 2: Packwood Subarea Plan Community Advisory Committee 7

INTRODUCTION

Lewis County is partnering with the community of Packwood to develop a subarea plan. A subarea plan is a road map that guides how a specific geography, like Packwood, will grow and develop over the next 20 years.

The goal of public participation for this phase of the planning process is to collaborate with the community to develop a shared 20-year vision for Packwood and identify the goals and policies that will support that vision. Lewis County Community Development staff are committed to non-discriminatory public participation and will engage with all community members.

This report includes the following sections:

1. Public Participation Overview
2. Subarea Plan Process Overview
3. Stakeholders
4. Results of Public Participation

October 22, 2022 Community Open House at the Packwood Fire Hall

1 Public Participation Overview

Public participation is a process to ensure that community members and interested parties have a meaningful role in the discussions, deliberations, decision-making and implementation of projects affecting them and their community. Leaders, including the government, have a responsibly to engage and empower the community throughout the planning process.

Public participation takes many forms and can be viewed as a spectrum ranging from informing the community about projects or plans, to fully collaborating with the community to develop the project or plan (Figure 1). As the planning process for Packwood takes place, each community member is encouraged to self-select the level of involvement they would like to have.

Figure 1: Public Participation Spectrum

The principles, below, represent a framework to guide Lewis County Community Development staff in establishing consistent, effective and high-quality community engagement.

Partnership: Community members have a right to be involved in decisions that affect them. Participants can influence decision-making and receive feedback on how their input was used. The public can recommend issues for government consideration.

Early Involvement: Public involvement is an early and integral part of issue and opportunity identification, concept development, design, and implementation of visions, goals, policies, and programs.

Building Relationships and Community Capacity: Public involvement processes invest in and develop long-term, collaborative working relationships and learning opportunities with community partners and stakeholders.

Inclusiveness and Equity: Public dialogue and decision-making processes identify, reach out to, and encourage participation of the community in its full diversity. Processes respect a range of values and interests and the knowledge of those involved. Historically excluded individuals and groups are included authentically in processes, activities, and decision- and policy-making. Impacts, including costs and benefits, are identified and distributed fairly.

Good Quality Process Design and Implementation: Public involvement processes and techniques are well-designed to appropriately fit the scope, character, and impact of a policy or program. Processes adapt to changing needs and issues as they move forward.

Transparency: Public decision-making processes are accessible, open, honest, and understandable. Members of the public receive the information they need, and with enough lead time, to participate effectively.

Accountability: County leaders and staff are accountable for ensuring meaningful public involvement in the work of county government.

2 Subarea Plan Process Overview

The subarea plan process will occur in two phases. Phase 1 is creation of the 20-year vision, goals and policies for Packwood. Phase 1 will occur between fall 2021 and summer 2023 (see Table 1). Phase 2 is adoption of development regulations that implement the goals and policies. Phase 2 will occur between fall 2023 and summer 2025.

Table 1: Packwood Subarea Plan Phase 1 Schedule

When	What
November 2021 – February 2022	Existing Conditions Report
January 2021 – March 2022	Community Vision
April – August 2022	Community Goals and Policies
September – December 2022	Draft Plan
July 2023	Final Plan
September – December 2023	Adoption

While the public is encouraged to participate throughout process, there are key roles in decision making that will lead to the final subarea plan:

1. Community Advisory Committee – This committee, which is described in more detail in Section 3, will collaborate with staff on producing the plan and will provide advice to the Planning Commission.

2. Planning Commission – The Planning Commission is an appointed group of citizens that makes formal recommendations to the Board of County Commissioner on long range planning actions. Planning Commission will have workshops throughout the planning process.

3. Board of County Commissioners – The BOCC is the elected decision making body who, upon the recommendation of the Planning Commission, votes to adopt the subarea plan.

In addition to opportunities for the public to participate during the planning process, there will also be at least two formal public hearings – one with the Planning Commission and one with the BOCC – where the public can testify about any aspect of the subarea plan or process.

3 Stakeholders

Any plan that creates policies or changes development regulations will have a direct impact on people in the community. These people are called "stakeholders" because they have a stake in the outcome of the plan. It would be wonderful if the outcome benefitted all stakeholders, but in reality any choice made will have positive and negative impacts on different individuals. Part of the planning process is uncovering who benefits and who is burden by decisions made in the plan.

Equitable engagement means that the process is designed to ensure that those most impacted from decisions have an opportunity meaningfully participate and influence the outcomes. Equitable engagement also means that all groups of people shall be heard during the process and no group shall they bear a disproportionate share of the negative consequences resulting from decisions made. Lewis County Community Development staff are committed to non-discriminatory public participation and will engage with all community members, including low-income, women, minorities, people with disabilities, people with Limited English Proficiency, seniors and youth populations in the Packwood Subarea Plan process and decision-making.

Below is a list of the types of community stakeholders in Packwood. Some individuals may fall within more than one group – you may be a homeowner, an employee, and a member of a church. There is no hierarchy to the list; every stakeholder is equally important and their voice needs to be included in the process. This list is not exhaustive and for that reason it will be continuously updated during the planning process. Groups added will receive special consideration to make sure they are empowered to participate, even if coming to the table later in the process.

<u>Packwood Community Stakeholders:</u>

- Homeowner
- Full Time Resident
- Part Time Resident
- Long Term Renter
- Short Term Renter
- Business Owner
- Employee (may live outside of Packwood)
- Developers
- Tribes
- People of Color
- People with Limited English Proficiency
- Communities with Disabilities
- Churches
- Schools
- Library
- Fire Department
- Police Department
- Water/Sewer Districts
- Tourists

Community Advisory Committee

One of the primary public participation tools utilized in the planning process was a Community Advisory Committee (CAC). The CAC was formed by staff doing a general call for volunteers to serve. Staff attended existing community meetings in the fall of 2021 including the Packwood Improvement Club and Packwood Business Organization Committee to present an overview of the planning process as ask for people to volunteer to be on the CAC. Staff posted requests for CAC volunteers on Packwood- and East County-specific social media platforms. Staff also posted physical signs at the Packwood Post Office, Blanton's grocery store and Mountain Goat Coffee store. Finally, staff was interviewed by the East County Journal and an article ran about the upcoming Packwood Subarea Plan process and how to get involved. The total number of CAC members was not capped and anyone who wanted to participate was welcome.

Initially 44 people volunteered to serve on the CAC. All potential members received an email with a questionnaire, including availability to meet monthly from January – December 2022. Staff received 37 questionnaire completed and 35 volunteers attended the kick off meeting in January 2022. The meetings were held both in-person and via Zoom.

Anyone who participated in one or meetings is considered a member of the CAC because each meeting resulted in outputs that are in the subarea plan. For example, the first two meetings where dedicated to developing the 20-year goals for Packwood and those goals largely did not change throughout the rest of the meetings. Therefore, someone who only participated in the first two meeting still had a hand in developing the goals for Packwood. There were roughly 25 people who consistently attended the CAC meetings with few absences. Table 2 are the CAC members. Packwood has many part time resident that own a vacation home in town as well as many full time residents (defined as a person whose primary mailing address is Packwood, WA.) There are also people who do not live in or have a vacation home in Packwood, but do own a business or work in Packwood. And some people who are tourists of Packwood. That information is also included in Table 2 when provided by the member.

Table 2: Packwood Subarea Plan Community Advisory Committee

Name		Neighborhood	Residency or Employment
Julie	Anderson	Goat Rocks	Part time resident, business owner
Pat	Anderson		Full time resident
Greg	Arkle	High Valley	Full time resident
Ben	Boylan		Full time resident
Amber	Brown	Upper Timberline	Full time resident, business owner, employee
Karl	Coleman	Snyder	Part time resident, business owner
Tracy	Croshaw	Downtown	Full time resident, business owner
Nick	Deonigi		Part time resident, business owner
Theresa	Dusek	High Valley	Full time resident
Andrea	Erikson	High Valley	Part time resident
Teresa	Fenn	Snyder	Full time resident,]
David	Fleckenstein	Skate Creek	Full time resident
Linda	Haglund	Trails End	Part time resident
Luke	Jenkins	High Valley	Part time resident, tourist
Hanna	Jeter	High Valley	Full time resident, renter, employee
Maree	Lerchen	Downtown	Full time resident
Cathy	Lilienthal	Downtown	Full time resident, renter, business owner
Stefan	Lofgren		Full time resident, employee
Carole	McIntire	High Valley	Full time resident, business owner
Briston	Meidinger	Craig Road	Full time resident, business owner
Fred	Morton	Snyder	Full time resident, business owner
Marilly	Morton	Snyder	Full time resident, business owner
Valerie	Neng	Upper Timberline	Full time resident, business owner
Nick	Neville		Tourist
Eric	Oien		Business owner
Gina	Owen	Randle	Tourist
Kim	Pawlawski	High Valley	Full time resident
Dennis	Riebe	High Valley	Full time resident, business owner
Rye	Ryan	Randle	Business owner
Bill	Serrahn	Skate Creek	Full time resident
Jill	Sousa	Craig Road	Part time resident
Ryan	Southard	Upper Timberline	Full time resident, business owner
Elizabeth	Squires	Downtown	Full time resident
John	Squires	Downtown	Full time resident

The CAC made decisions by general consensus of the group. Voting was not utilized. Members discussed each topic and reached agreement. There were only a few topics where there was significant disagreement during the discussions. The result was often adjusting the language of the goal, policy or concept until the dissenting voices felt they could live with the outcome.

Other Stakeholder Participation

Those community members who did not volunteer to be on the CAC were invited to participate in a number of other ways. Below are the specific participation activities that took place 2021 through 2023. Public hearings were also noticed in the newspaper.

November 2021 – Creation of an email list, additions made throughout the process
December 4, 2021 – Informational Table at the Packwood Arts & Craft Fair
December 31, 2021 – Online Survey on community priorities
January 20, 2022 – Packwood Housing Forum community meeting
January 31, 2022 – Online Survey on housing issues
February 17, 2022 – Packwood Housing Forum community meeting
March 24, 2022 – Packwood Housing Forum community meeting
April 21, 2022 – Packwood Housing Forum community meeting
June 25, 2022 – Business Interviews
July 29, 2022 – Community Meeting at Packwood Senior Center
October 22, 2022 – Community Open House on the draft plan
November 4, 2022 – Online Survey on the draft plan
March 14, 2023 – Planning Commission public hearing
May 6, 2023 – Community Open House and Listening Forum on the draft plan
September 12, 2023 - Planning Commission public hearing

An explanation of each activity and the results are found in Section 5. All activities were promoted by an email sent to the Packwood email list, staff making announcements at community meetings such as the Packwood Improvement Club and Packwood Business Organization Committee, posting to social media platforms and posting physical signs at the Packwood Post Office, Blanton's grocery store, library and Mountain Goat Coffee store. The online surveys were provided as physical copies at the Packwood Timberland Library for those people without internet access. Public hearings were also noticed through the newspaper.

The results of each activity were presented to the CAC for inclusion in their discussions. Many of the CAC members also attended the community meetings. The Community Open Houses on October 22, 2022 and May 6, 2023 were hosted by the CAC, with members staffing different topic stations to provide an overview of the topics, answer questions and gather feedback. The feedback was used during the CAC meetings to make adjustments to the plan.

In addition to the formal activities and opportunities to participate, staff offered to meet with anyone who wanted to discuss the subarea planning process. Staff held more than a dozen one-on-one discussions with people in town and shared the primary outcomes with the CAC for incorporation into their discussions.

4 Results of Public Participation

All of the public participation activities, including the CAC meetings, are included in the results section. The results are summarized and presented in chronological order. Meeting notes from the CAC meetings and the Packwood Housing Forums are available by request, as are the individual surveys.

November 1, 2021 Email List

The public is invited to sign up to receive periodic updates about the Packwood Subarea Plan project. This email list was originally created on November 1, 2021 at the beginning of the project and has been continuously updated based on requests from the public. As of January 1, 2022 there were 166 people signed up for the list. As of May 1, 2022 there were 256 people signed up for the list. As of June 28, 2023 there were 296 people signed up for the list.

Below is a list of emails that have been sent to date:

- November 1, 2021 – Planning Commission to discuss Packwood Subarea Plan scope of work, public invited to provide comments
- November 16, 2021 – Packwood Subarea Plan website goes live
- December 2, 2021 – Invitation to complete the online survey
- December 14, 2021 – Planning Commission to discuss the Public Participation Plan, public invited to provide comments
- January 4, 2022 – Announcing Packwood Housing Forums and housing survey
- January 20, 2022 – Reminder about Packwood Housing Forums
- February 3, 2022 – February Housing Forum reminder and results of housing survey
- February 15, 2022 – Third Housing Forum reminder
- March 2, 2022 – Staff presentation about Packwood Subarea Plan to Planning Commission and public comment opportunity
- March 24, 2022 – Invitation to third Housing Forum
- April 11, 2022 – Meeting notes from third Housing Forum
- April 21, 2022 – Forth Housing Forum reminder
- April 26, 2022 – Link to Public Participation Results report
- July 15, 2022 – Announcing community meeting at Senior Center on July 29, 2022
- October 17, 2022 – Announcing release of Draft Subarea Plan, community survey and Open House on October 22, 2022
- October 28, 2022 – Reminder about the community survey
- November 9, 2022 – Link to Public Participation Results report
- December 30, 2022 – Planning Commission Hearings Schedule
- February 24, 2023 – Reminder Planning Commission Hearing on March 14, 2023
- March 22, 2023 – Continued Planning Commission Hearing on March 28, 2023
- March 29, 2023 – Reconvening the Community Advisory Committee

- April 21, 2023 – CAC Meeting Notes Re: Properties Surrounding the Airport
- April 26, 2023 – Announcing Open House and Listening Forum on May 6, 2023
- May 8, 2023 – Link to Virtual Open House Materials
- May 31, 2023 – CAC Meeting Note Re: Mill Property and other Land Use
- June 20, 2023 – Planning Commission to discuss CAC recommendations

The public can sign up for the email list at any time using this online form:
https://us4.list-manage.com/survey?u=e15a047830cb4487f0f83e478&id=e4c8572009

December 4, 2021 Community Meeting

On December 4, 2021 staff attended the Holiday Arts and Craft Fair held at the Packwood Community Center. Staff had a small table with an informational handout, sign-up sheet for the project email list, and hardcopies of the December survey (results included in the December 31, 2021 survey results).

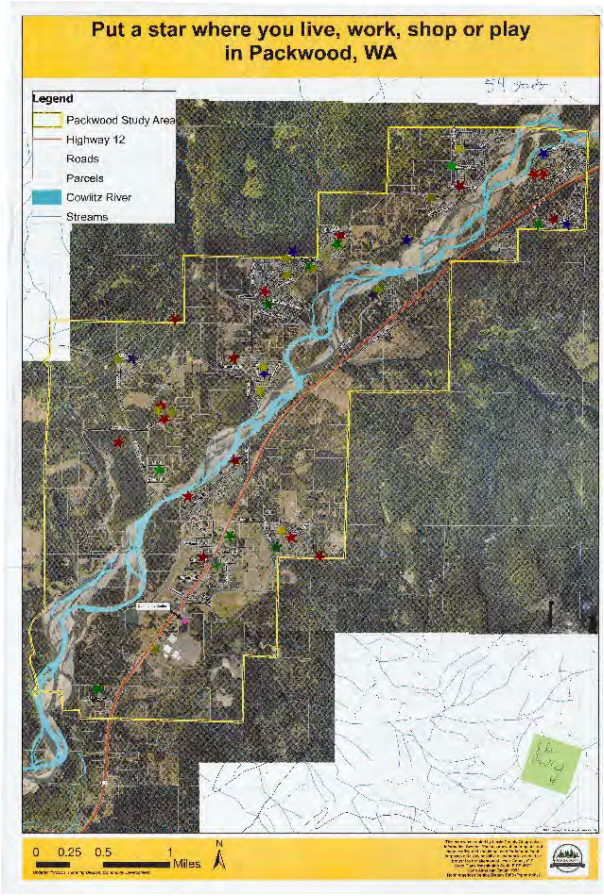
A large map was presented and people were asked to put a star where they live, work or play in Packwood. A poster with the priorities from the survey was presented and people were given three dots to put next to the most important priorities. Below are the results. A total of 54 people participated.

Guiding Principles – What are your top 3 priorities for Packwood?

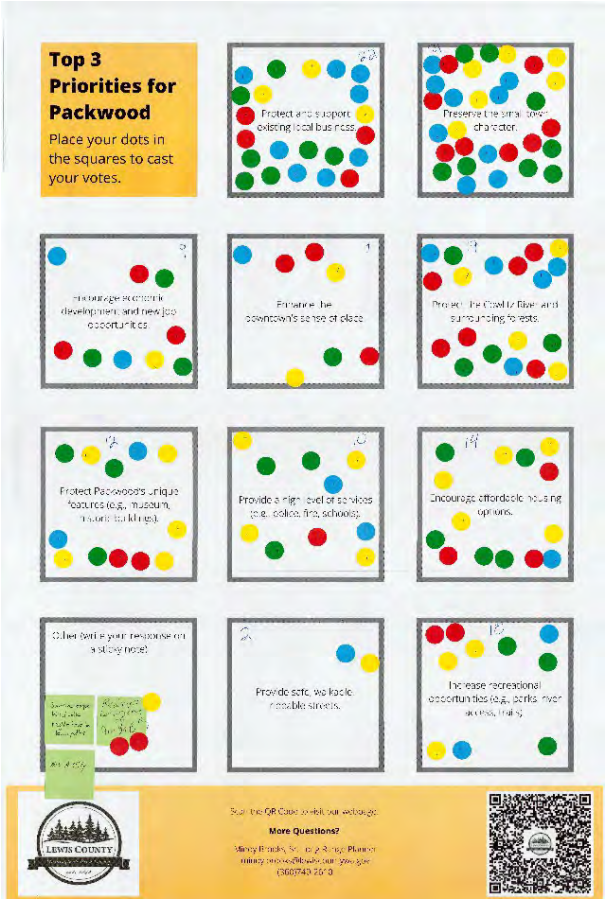
Responses are listed in order of priority:

1. Preserve the small town character. (31 votes)
2. Protect and support existing local businesses. (22 votes)
3. Protect the Cowlitz River and surrounding forests. (19 votes)
4. Encourage affordable housing options. (14 votes)
5. Protect Packwood's unique features (e.g., museum, historic buildings). (12 votes)
6. Provide a high level of services (e.g., police, fire, schools). (10 votes)
7. Increase recreational opportunities (e.g., public parks, river access, trails). (10 votes)
8. Encourage economic development and new job opportunities. (9 votes)
9. Enhance the downtown's sense of place. (7 votes)
10. Other response – Restrict locations of short term rentals. (3 votes)
11. Provide safe, walkable, rideable streets. (2 votes)
12. Other
    - Paths to bike/walk from neighborhoods to town. (1 vote)
    - Packwood should not be a "city." (1 vote)

Below are pictures of the two poster board public engagement tools used at the December 4, 2021 Packwood craft fair.



Packwood Stars on the Map



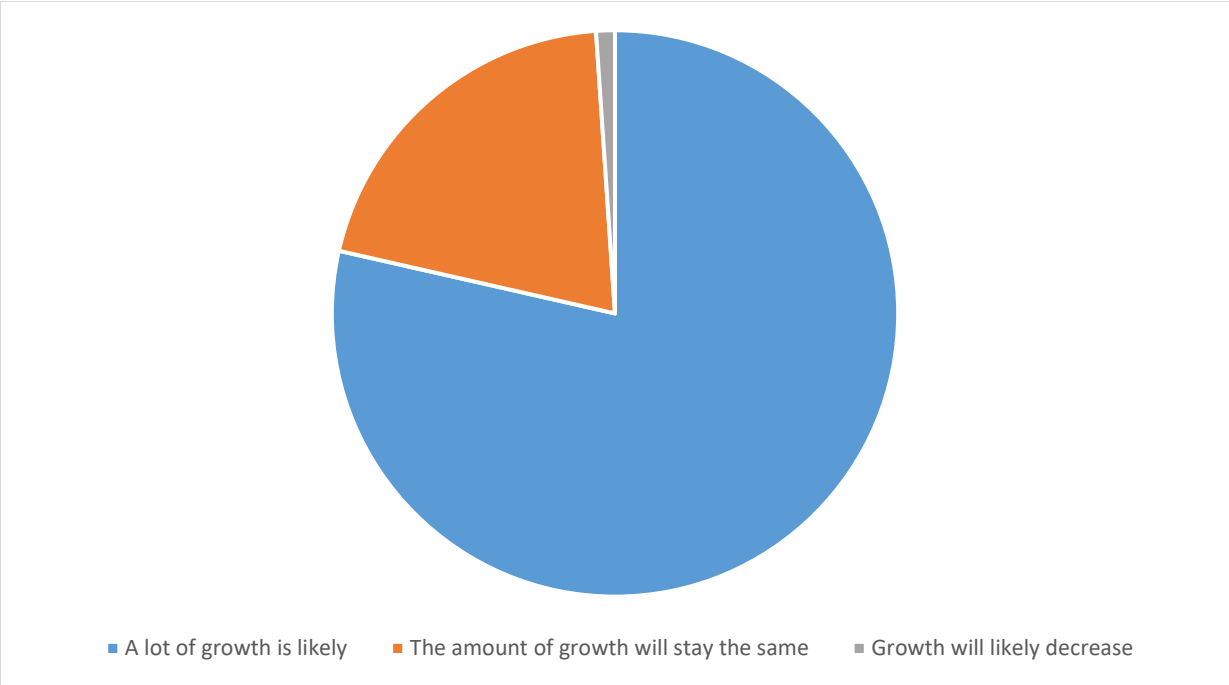
Packwood Top Priorities

December 31, 2021 Community Survey – Community Priorities

In December 2021, an online survey was distributed to the community. A link to the survey was posted on the website, shared via social media and shared in a press release. The link was also sent via email to the Packwood Subarea Plan list serve. Paper copies of the survey were provided at the Timberland Library in Packwood and distributed at the Packwood Business Owners' Committee and Packwood Improvement Club meetings and at a booth at the December Arts and Craft Fair held at the community center. A total of 376 people participated in the survey. Below are the results of the survey.

Over half of the respondents said they live full time in Packwood. Roughly ¼ of the respondents said they work in Packwood. The average age of the respondents was 36-55 years old.

Question 1: How much do you believe Packwood is likely to grow over the next 5 years?

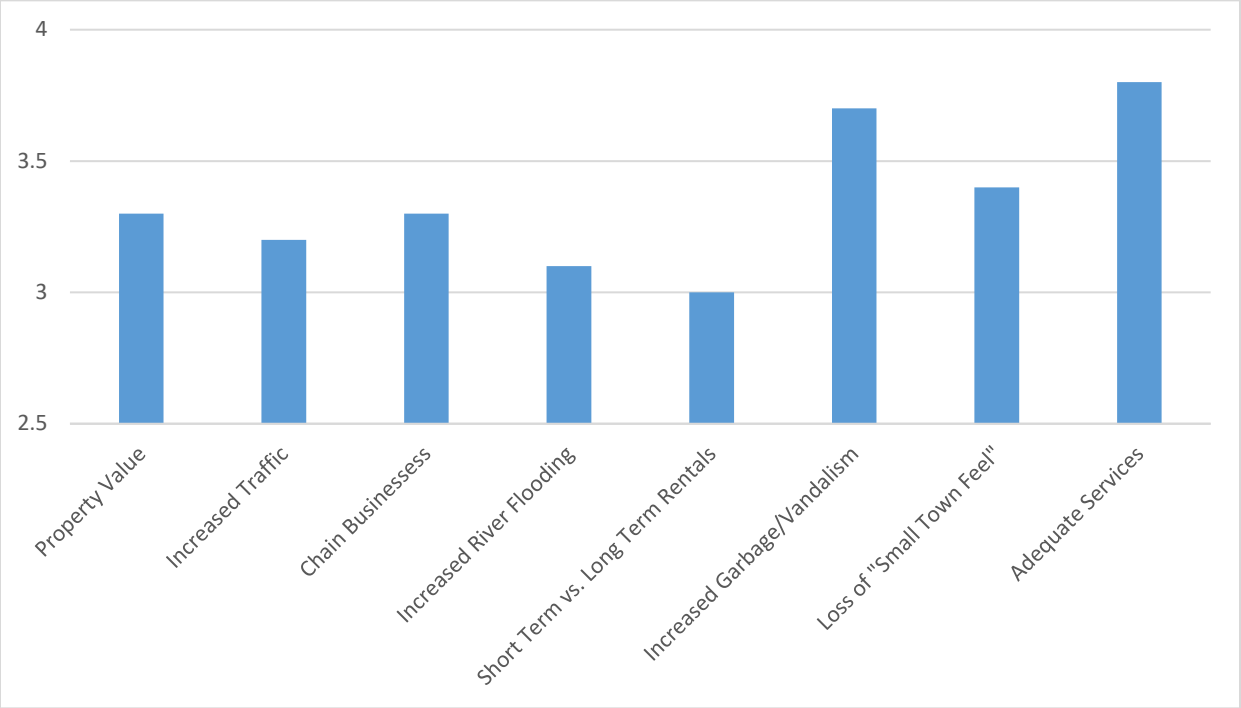


Question 2: On a scale of 0 (not concerned) to 5 (very concerned), which of the following are you concerned about?

A list was provided of different concerns heard by staff at community meetings leading up to the launch of the project. Below is a graph that shows the average rating for each concern. The highest concerns were:

1. Adequacy of services like sewer/water
2. Increased garbage and vandalism
3. Loss of "small town feel"

The lowest concerns were short term vs long term rentals, increased river flooding and increased traffic. Moderate concerns were property value increasing and chain businesses.



People provided 99 comments in the open ended "other" option. Most of those comments were further explanations about their concerns related to one of the survey topics. The most common topics were: housing, incorporation/growth, the natural environment, and long term & short term rentals. In addition, a few new themes were brought up:

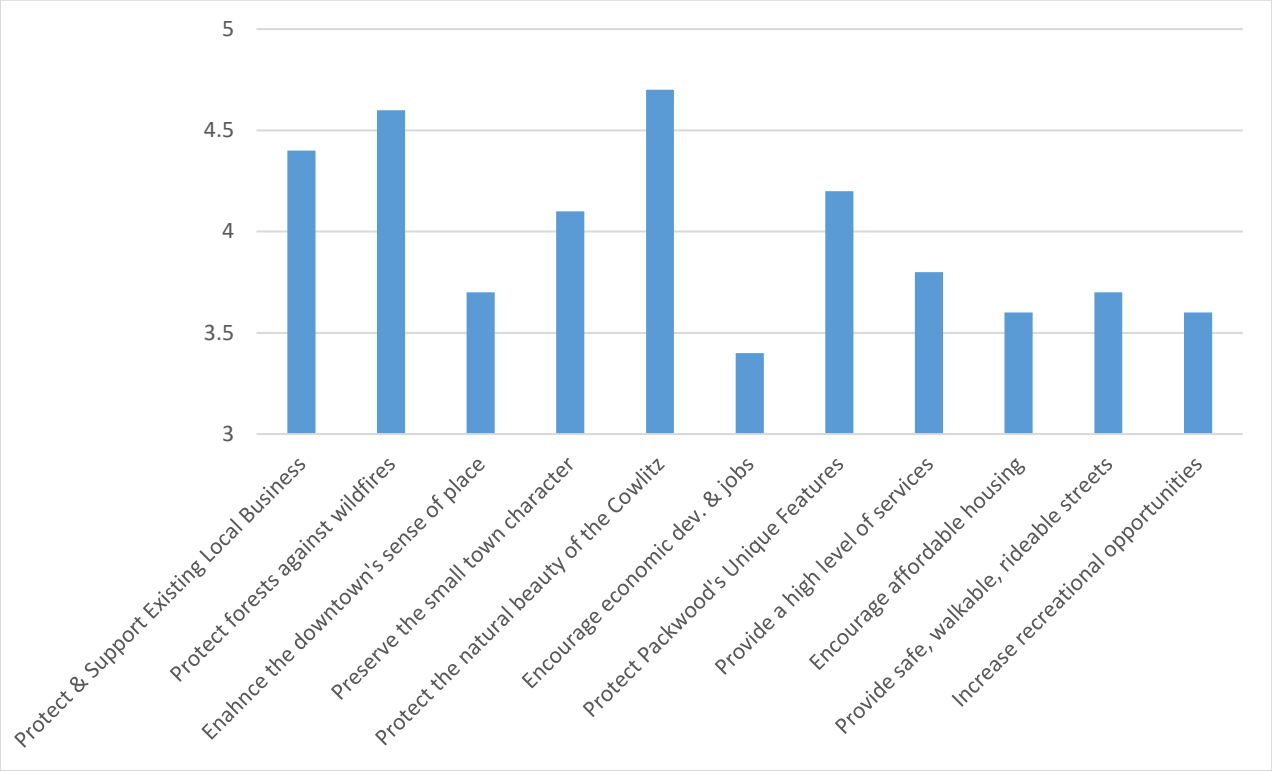
- How decisions are made and the role residents play
- Incorporation and public infrastructure, i.e., sewer system
- Education, schools, and childcare
- The effect of the government and political practices on the community
- Packwood compared to other small mountain towns
- Noise from recreational activities

Question 3: Below are guiding principles that can be used to shape a subarea plan for Packwood. On a scale of 0 (not important) to 5 (very important) how important is each principle to you?

A list was provided of different priorities heard by staff at community meetings leading up to the launch of the project. Below is a graph that shows the average rating for each priority. The highest priorities were:

1. Protect the natural beauty of the Cowlitz River
2. Protect forests against wildfires
3. Protect and support existing local businesses

The lowest priorities were encourage new economic development and jobs, increase recreational opportunities and encourage affordable housing options. Moderate priorities were protect Packwood's unique features (e.g., museum, historic buildings), preserve the small town character, provide a high level of service (e.g., schools, police, fire), enhance downtown's sense of place and provide safe, walkable, rideable streets.

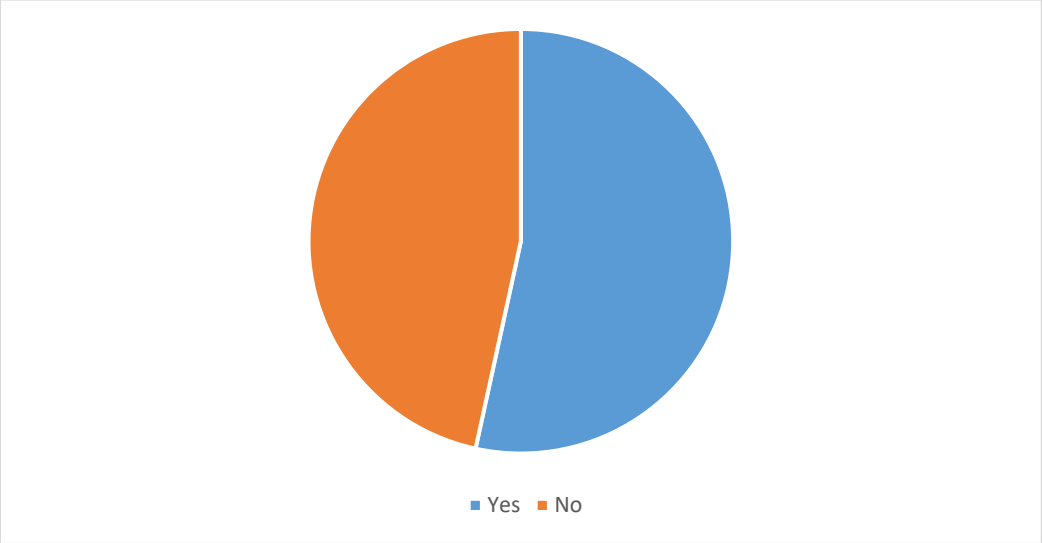


People provided 52 comments in the open ended "other" option. Most of those comments were further explanations about their concerns related to one of the survey topics. The most common topics were: local businesses, affordable housing, protecting the natural environment, and preserving the small town character.

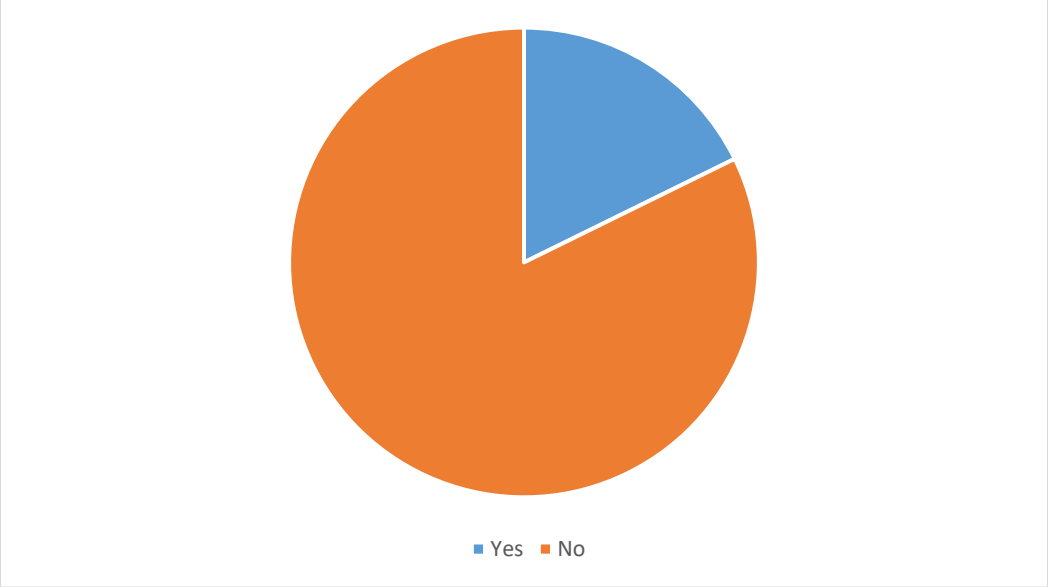
In addition, a few new themes were brought up:

- Packwood Flea Market
- Maintaining the Skate Creek Park
- Homelessness

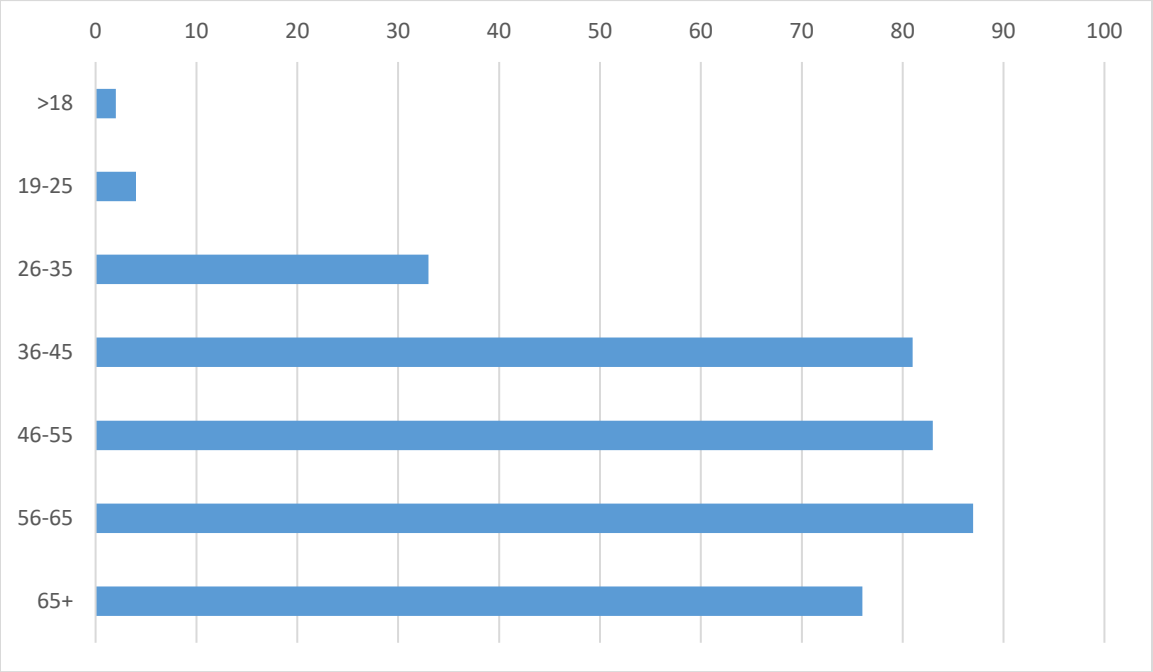
Question 4: Do you live in Packwood?



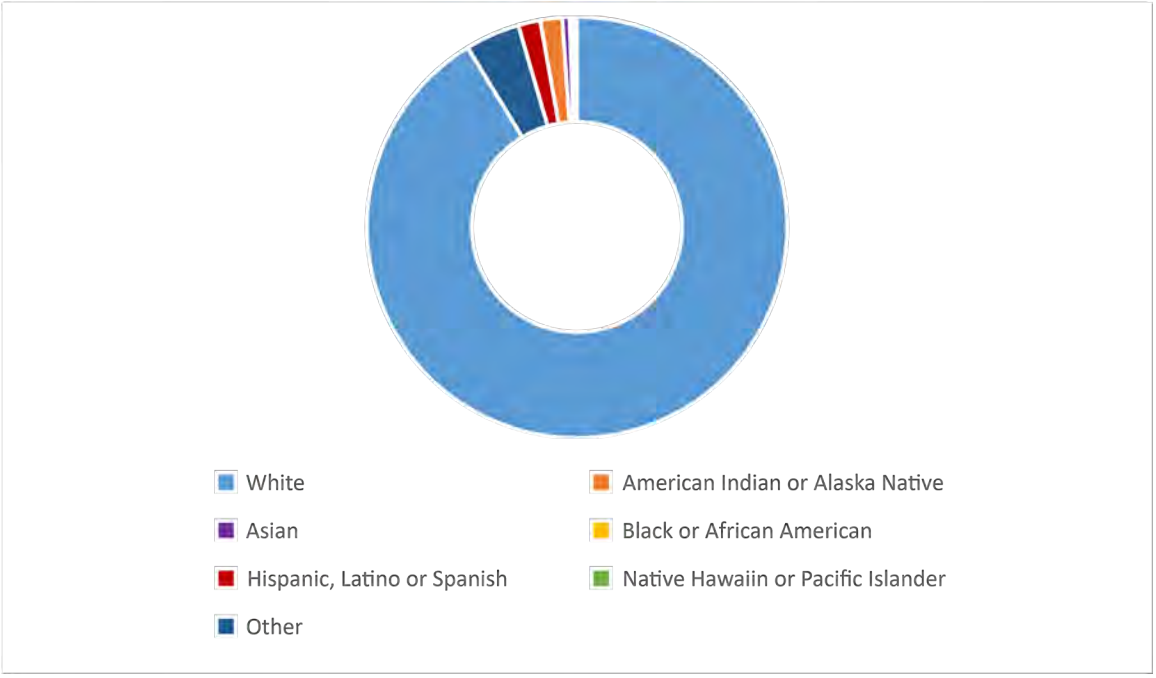
Question 5: Do you work in Packwood?



Question 6: What is your age group?



Question 7: How would you describe yourself?



January 12, 2022 Community Advisory Committee – Kick Off Meeting

The Lewis County Department of Community Development asked for community members to volunteer to serve on committee with the charge of providing advice to Lewis County staff and Planning Commission about the future of Packwood. The goal of the group is to create a 20-year vision with goals and potential actions to achieve the vision. The first meeting was held on January 12, 2022.

The first meeting topic was "What is your 20-year vision of Packwood?" Participants were asked to individually list their top five to ten visions. Then small groups were formed to share and to create a short list of three to five visions to share. The visions were shared with full group and categorized into similar topics. The final step was to summarize each category into an overarching theme. Before the meeting concluded, participants were asked to share any new and different visions that had not yet been addressed.

Meeting notes were drafted and shared with the participants for review and editing. The final meeting notes were posted to the website under Materials.
https://lewiscountywa.gov/departments/community-development/rezones/comprehensive-plan-and-development-regulation-amendments/packwood-subarea-plan/

The 20-year vision topics identified at the meeting were, in no hierarchical order:

A. Preserve and Enhance Packwood's Character
B. Support the Natural Environment
C. Family Friendly
D. Bike and Pedestrian Friendly Packwood
E. Restore and Increase Local Essential Services
F. Affordable Housing for Everyone
G. Keep and Grown Thriving Wage Jobs
H. Contain Development and Prevent Sprawl

Other topics not discussed at the meeting and shared for future discussion:

- Incorporation
- Aging in Place
- No Franchise Businesses
- Tourism
- Light Industry
- Empty Lots in Downtown
- Old Mill Site
- Flea Market

January 20, 2022 Packwood Housing Forum – Concerns about Housing

Housing is a critical issue for all of Lewis County. Lewis County Board of County Commissioners and mayors of cities within the county are jointly working on solutions. Because the Packwood Subarea Plan project is occurring at the same time as the broader housing discussions, there was an opportunity to host forums with the Packwood community.

The first Packwood Housing Forum meeting was held on January 20, 2022 at the Packwood Community Hall. The meeting was advertised through multiple outlets including the newspapers, Facebook, signs hung in town and announcements at standing community meetings. There were 52 people who attended the meeting. The meeting was broadcast via Zoom; however, there was no participation option for those watching online.

The first meeting topic was "What are your concerns about housing in Packwood?" Participants were asked to individually list their top five to ten concerns. Then small groups were formed to share and to create a short list of three to five concerns to share. The concerns were shared with full group and categorized into similar topics. The final step was to summarize each category into an overarching theme. Before the meeting concluded, participants were asked to share any new and different concerns that had not yet been addressed.

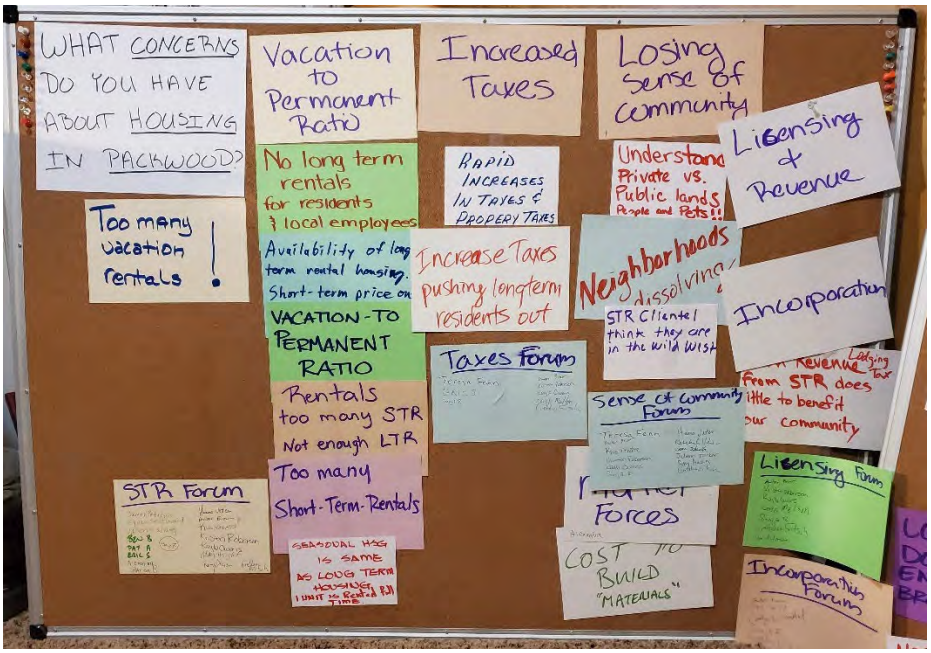
Meeting notes were posted online.

The housing concerns identified at the meeting were, in no hierarchical order:

A. Vacation to Permanent Housing Ratio
B. Increased Property Taxes
C. Losing the Sense of Community
D. Lack of Infrastructure
E. Landlord/Tenant Issues
F. Affordable and Adequate Housing
G. Zoning for Multifamily Housing
H. Need Seasonal Housing
I. Market Forces
J. Licensing and Revenue from Short Term Rentals
K. Incorporation as a City
L. Need More Living Wage Jobs
M. Vacant Properties

Other topics not discussed at the meeting and shared for future discussion:

- Lack of small lots
- Uncontrolled growth affects quality of life for residents
- Losing "small town feel"
- Cost of living, e.g., groceries



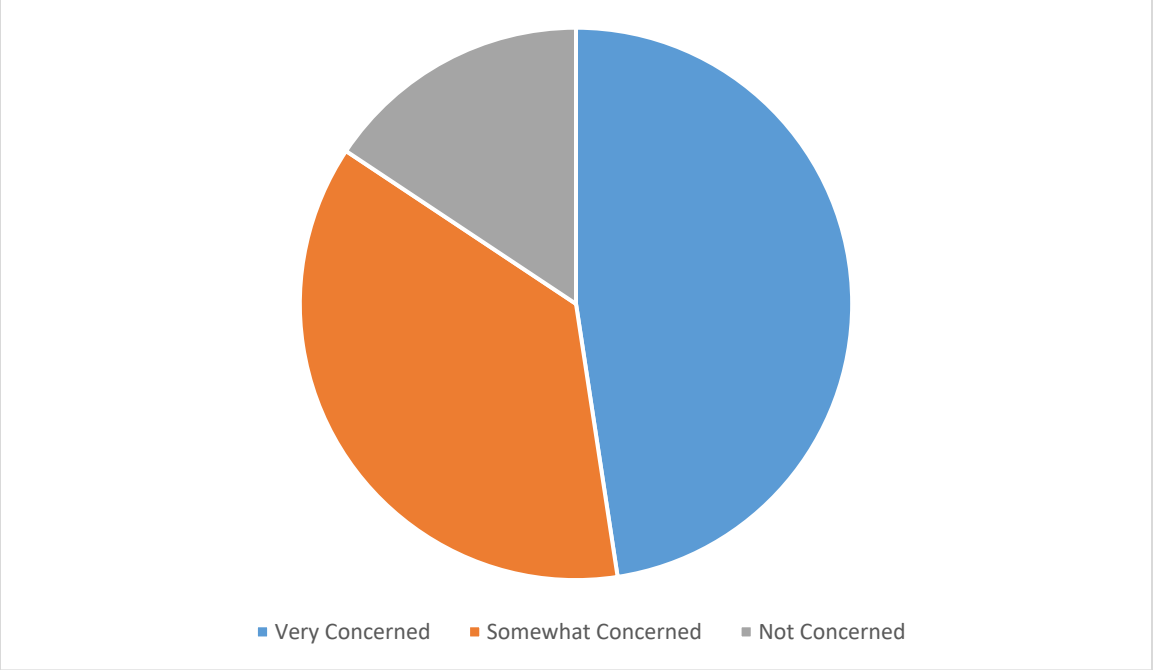
Board 1: Forum Participant Responses

Board 2: Forum Participant Responses

January 31, 2022 Community Survey – Housing

In January 2022, an online survey was distributed to the community. A link to the survey was posted on the website, shared via social media and shared in a press release. The link was also sent via email to the Packwood Subarea Plan list serve. Paper copies of the survey were provided at the Timberland Library in Packwood and distributed at the Packwood Business Owners' Committee and Packwood Improvement Club meetings and at a booth at the December Arts and Craft Fair held at the community center. A total of 167 people participated in the survey. Below are the results of the survey.

Question 1: How concerned are you about housing in Packwood?



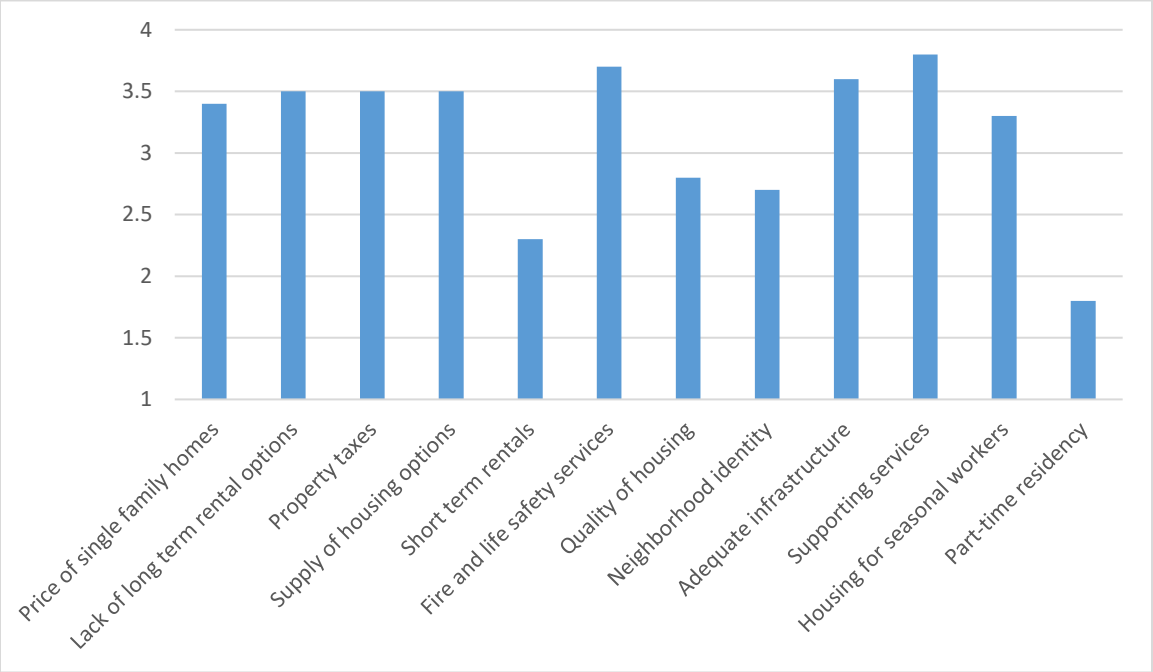
The majority of the respondents are somewhat or very concerned about housing in the Packwood area.

Question 2: On a scale from 0 (not concerned) to 5 (very concerned), how concerned are you about the following housing topics in Packwood?

A list was provided of different concerns about housing staff have heard at community meetings leading up to the housing forum. Below is a graph that shows the average rating for each concern. The highest concerns were:

4. Supporting services (medical, school, etc.)
5. Fire and life safety services
6. Adequate infrastructure

The lowest concerns were Part time residency (aka "weekenders"), short term rentals, and neighborhood identity changing. Moderate concerns were lack of long term rental options, property taxes, and supply of housing options.



29 comments were submitted in the open ended "other" option. The primary topic of comments were related to short term rentals. Other topics included:

- Local business and Packwood's economy
- Building code enforcement & the county's role
- Tourism
- Tiny homes
- Uninhabited homes
- Price of rent
- Wildfire risk

Question 3: Below are guiding principles about housing that could be applied to Packwood. On a scale of 0 (disagree) to 5 (agree) how much do you agree with each principle?

A list was provided of different guiding principles heard by staff at community meetings leading up to the housing forum. Below is a table that shows the average rating for each principle. The ratings were very similar between each principle, with none scoring significantly higher or lower. The principles most agreed with were:

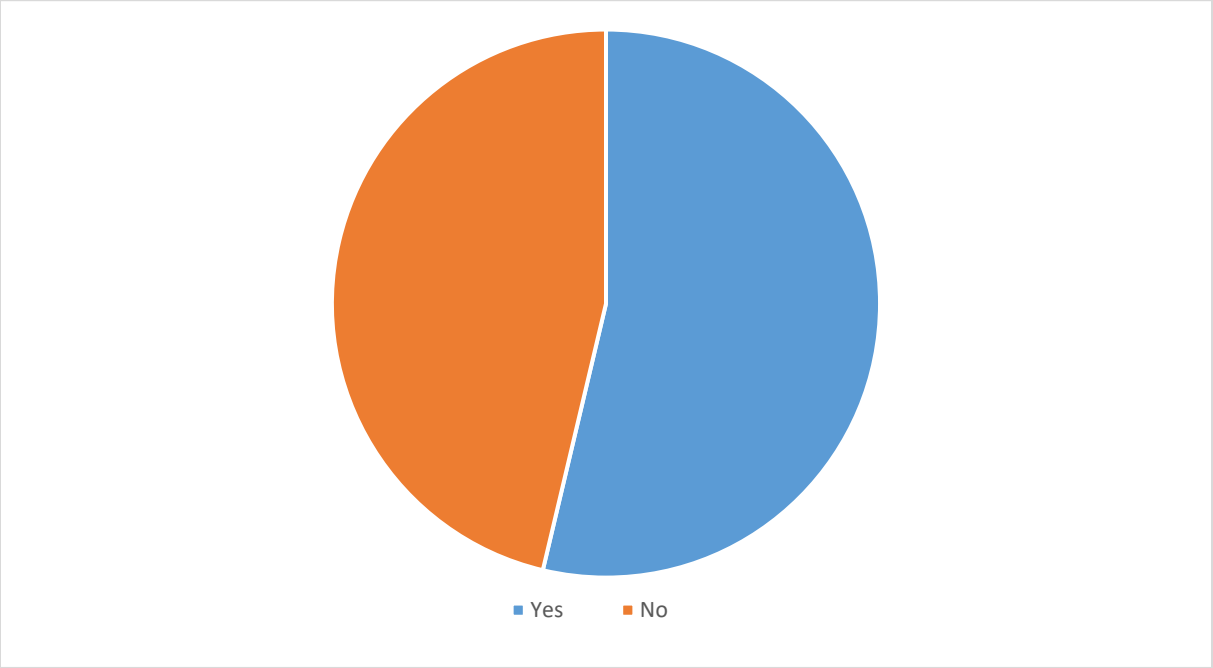
4. Infrastructure, like public water and sewer, supports housing.
5. New housing is designed to match the character of Packwood.
6. Neighborhoods are cohesive and uses are compatible.

Guiding Principle	Average Rating
Infrastructure, like public water and sewer, supports housing.	2.9
New housing is designed to match the character of Packwood.	2.8
Neighborhoods are cohesive and uses are compatible.	2.8
People on fixed incomes can stay in their homes long term.	2.6
People living in Packwood have access to services like medical, dental, pharmacy, schools, and grocery in town.	2.5
People who work or live in Packwood are able to find housing in Packwood at prices they can afford.	2.3
There is a diversity of housing options and choices for all Packwood residents.	2.1
There are housing options for seasonal workers.	2.1

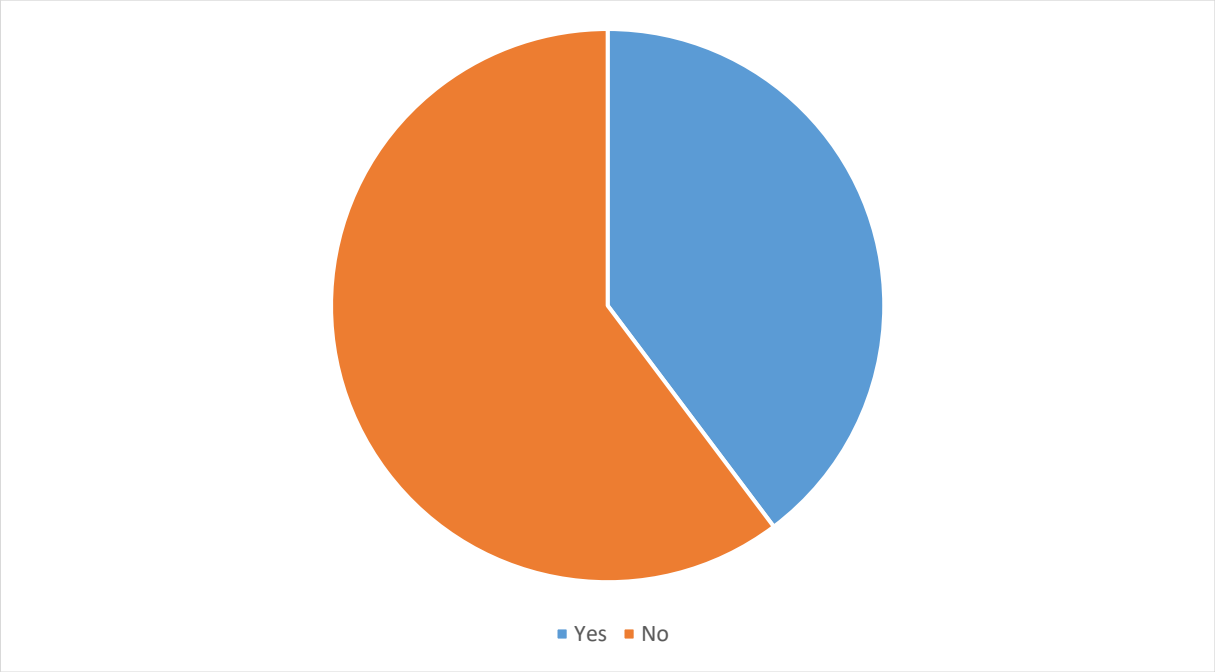
22 comments were submitted in the open ended "other" option to describe other guiding principles about housing in Packwood. The guiding principals related to topics about:

- Short term rentals
- Character of Packwood
- Accessory dwelling units (ADUs)
- Community activities
- Vandalism & noise complaints
- High density housing options
- Long term affordability
- Zoning
- Preserving nature

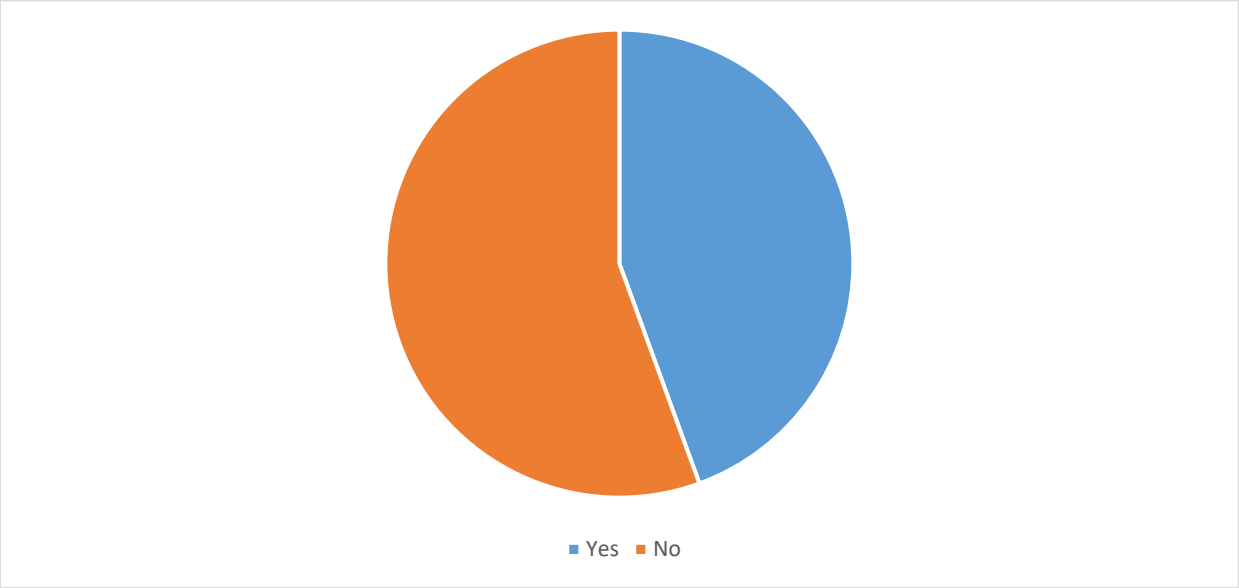
Question 4: Are you a full time resident in Packwood?



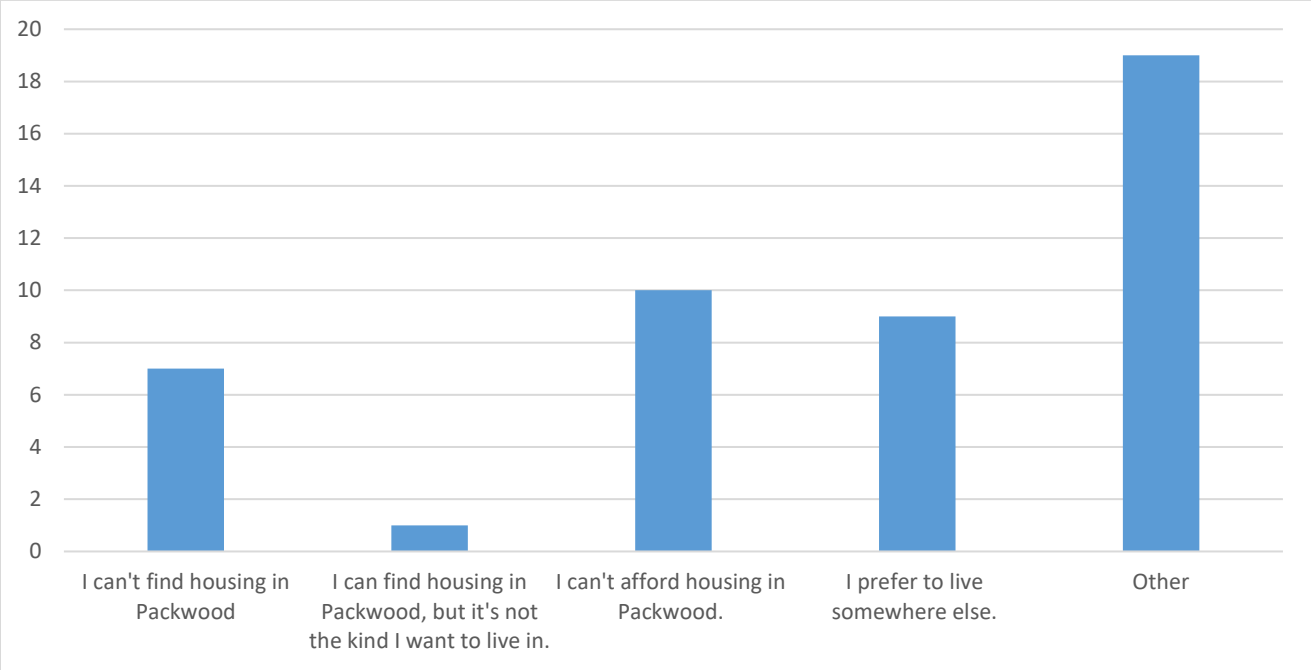
Question 5: Are you a part time resident (aka "weekender") in Packwood?



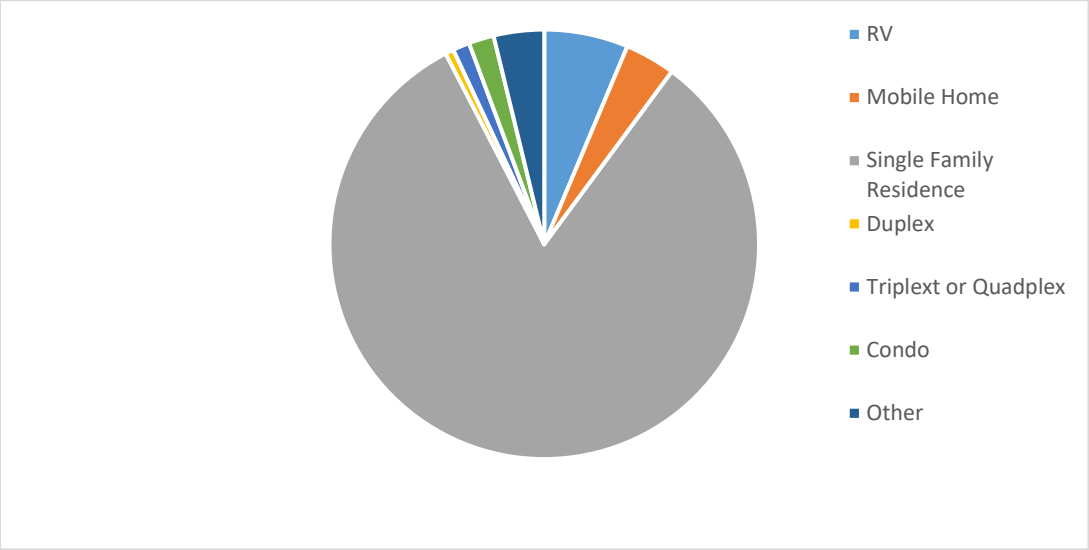
Question 6: Do you work in Packwood or nearby, such as in Randle or at White Pass or Mt. Rainier National Park?



Question 7: If you do not live in Packwood, but you do work in Packwood or the surrounding area, why don't you live in Packwood? (Check all that apply).

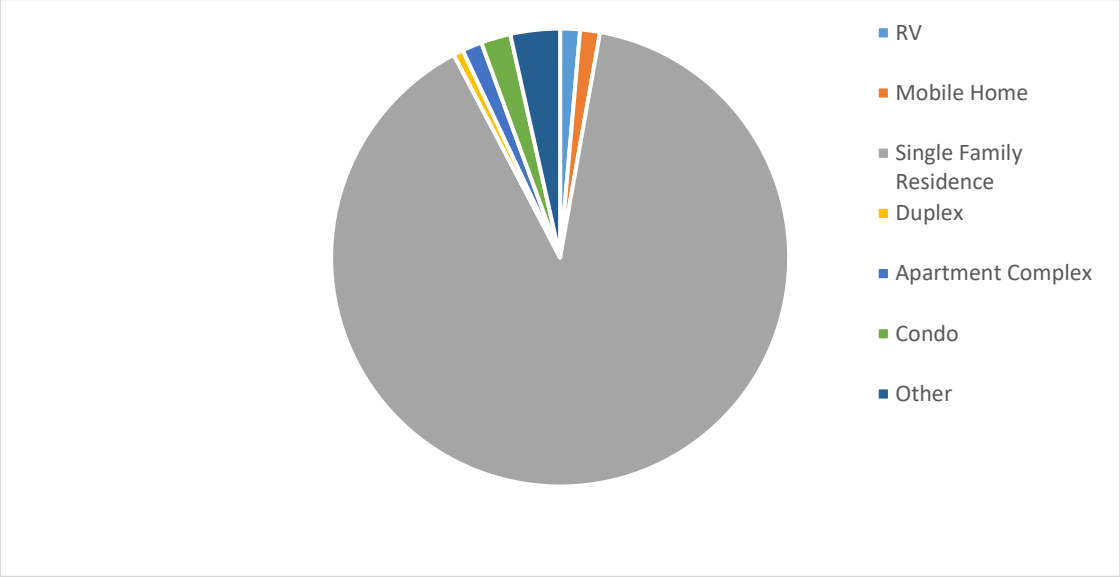


Question 8: What type of housing do you live in primarily?



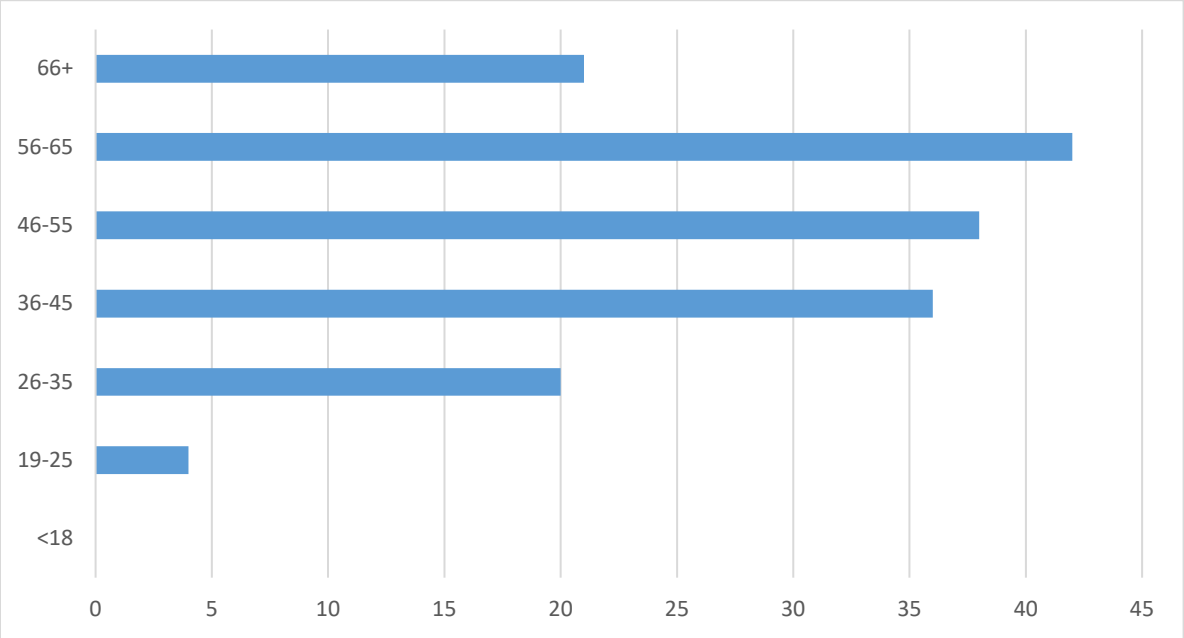
No one selected Group Home or Assisted Living, Small Apartment Complex (8 units or less), or Large Apartment Complex (9 units or more). The "other" option allowed participants to provide their housing type not included in the list provided. The "other" options included: living with parents, rental housing, and yurts.

Question 9: What type of housing do you want to live in?

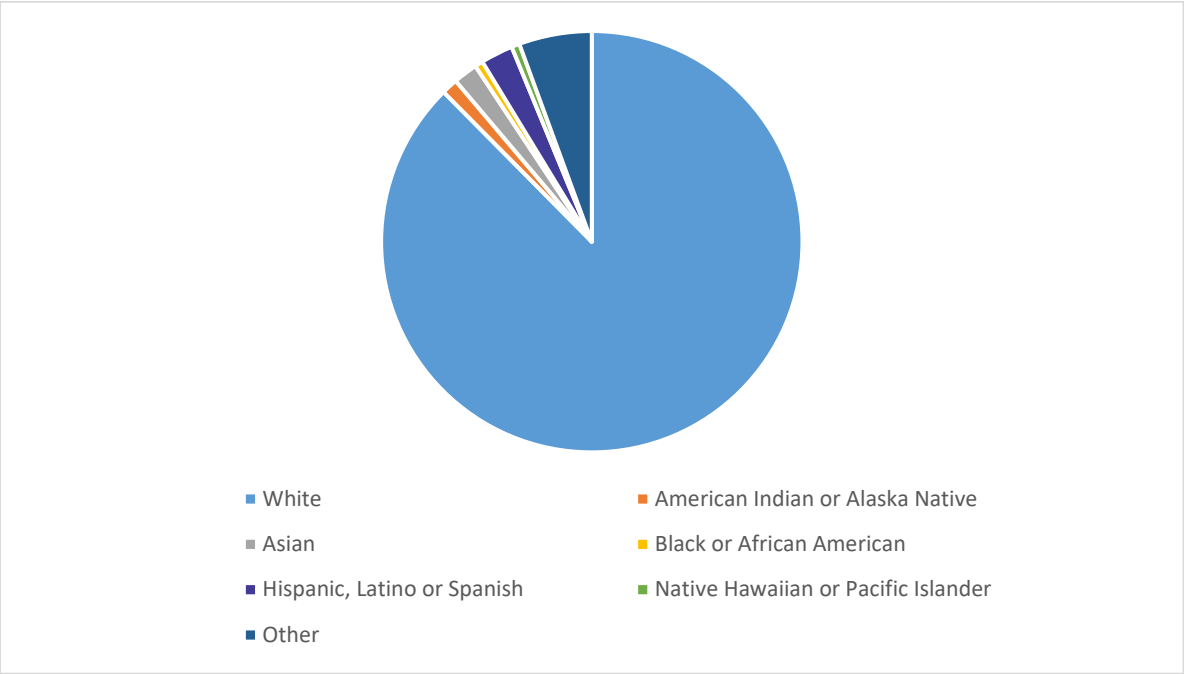


No one chose Triplex or Duplex or Group Home or Assisted Living.

Question 10: What is your age group?



Question 11: How would you describe yourself?



February 8, 2022 Community Advisory Committee – Vision Statements

At the second Community Advisory Committee (CAC) meeting on February 8, 2022, members took the topics identified in the first meeting and created draft visions statements.

Vision statements are large, overarching statements that set the direction for Packwood over the next 20-years. Each vision statement will be further defined and explained through upcoming CAC meetings and other community involvement. Currently, there is no hierarchy or priority to the statements. The last two statements were not finalized at the meeting and were tabled to the third CAC meeting scheduled for March 8, 2022.

<u>DRAFT Packwood 20-year Vision Statements:</u>

A. Preserve the small town uniqueness and charm.

B. Support families living, working and playing in town.

C. Foster year-round recreational experiences for all ages and abilities.

D. Support a range of locally owned businesses to meet the needs of residents and tourists.

E. Provide a range of affordable housing for residents at all income levels.

F. Improve facilities and infrastructure to support planned growth.

G. Support employment options that provide living wage jobs.

H. Contain higher density development near downtown and prevent sprawl.

I. Encourage services and facilities that allow residents to age in place.

<u>Tabled for next CAC meeting:</u>

J. Protect and enhance the river, streams and forests for people and wildlife.

K. Make the streets more accessible and safe for bicyclist and pedestrians.

February 17, 2022 Packwood Housing Forum – Short Term Rentals

The second Packwood Housing Forum meeting was held on February 17, 2022 at the Packwood Community Hall. The meeting was advertised through multiple outlets including the newspapers, Facebook, signs hung in town and announcements at standing community meetings. There were 84 people who attended the meeting in person and 38 people who attended via Zoom.

The second meeting topic was short term rentals (STRs). Participants were asked first to identify the benefits and problems associated with STRs. Participants shared their opinions on cards and in the Zoom chat, which were then placed on boards at the front of the room and discussed as a group. Second, participants were asked to brainstorm ways to address the problems without eliminating the benefits. Again, the opinions were shared on cards and in the Zoom chat; then placed on boards and discussed as a group.

The full meeting notes were posted online.

Summary of the **benefits** associated with STRS, in no hierarchical order:

A. Provide jobs (e.g., electrician, plumber, house cleaners)
B. Support businesses in town by bringing in tourists
C. Provide revenue to town
D. Provide lodging taxes to County
E. Rely on reviews therefore structures kept in good condition
F. Allow vacation home owners to make income on property
G. Reduce home vacancies, reduces crime (more eyes on the street)
H. Support tourism at national and state parks

Summary of **problems** associated with STRs, in no hierarchical order:

A. Drive up property values
B. Long term rentals converted to STRs reduces affordable housing options
C. Users disrespect neighbors (e.g., noise, nudity, fires during burn bans, trash)
D. Jobs provided are not typically living-wage
E. Insufficient infrastructure to support increase of people (e.g., septic, water)
F. Insufficient facilities to support increase of people (e.g., groceries)
G. Insufficient services to support increase of people (e.g., EMS)
H. Less full time residents equal less volunteers for Fire Department

Summary of suggested **solutions**, in no hierarchical order:

Zoning/Land-Use Regulation

- Allow a diversity of housing options
- Zone areas where STRs are not allowed
- Establish quiet hour rules
- Enforce zoning and building codes

Permitting

- Limit the number of STRs by geographic area
- Limit the number of STRs a single person can own
- Put a cap on total number of STRs
- Limit the number of renters per STR based on septic capacity

Licensing

- Register locally as a business
- STR registry for neighbors

Infrastructure

- Establish infrastructure in downtown (i.e., sewer) to support denser development
- Pursue grant funding for infrastructure

Taxation

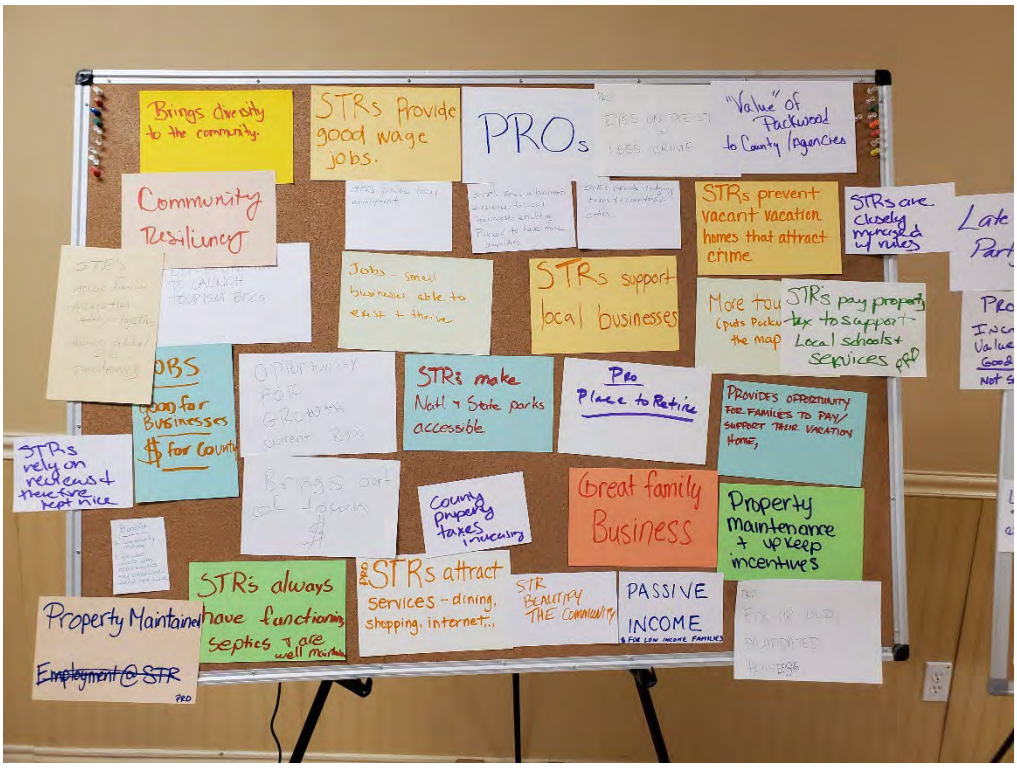
- Property tax cap for owner occupied/primary residential dwelling units
- Tax STRs more to increase infrastructure and emergency services
- Use tourism tax to provide funding for LTR for employees

Community

- Make an effort to know your neighbors and increase community
- Volunteer in town
- More community gathering spaces and amenities
- Add signs at main road intersections to explain STR rules
- Ensure most affected are part of the decision-making

Other

- Create a non-profit land trust organization



Board 1: Benefits Associated with Short Term Rentals

Board 2: Problems Associated with Short Term Rentals

Board 3: Solutions to Short Term Rental Problems

Board 4: Solutions to Short Term Rental Problems

March 9, 2022 Community Advisory Committee – Preserve Small Town Uniqueness

At the third Community Advisory Committee (CAC) meeting on March 9, 2022, members first finalized the two tabled vision statements and then began the specific work of explaining each vision statement and creating goals and potential actions to achieve the statements.

The draft Packwood 20-year vision statements that were tabled and brought back are now final, although future minor edits may occur:

J. Protect, maintain and enhance the natural environment for people and wildlife.
K. Make the streets more accessible and safe for bicyclists and pedestrians.

For the next approximately six meetings the CAC will discuss each vision statement. The first statement discussed was "Preserve the small town uniqueness and charm." This discussion was completed first in small groups of 3-4 members and then each small group reported out to the full CAC. The small groups were given the following guiding questions:

1. What does small town charm mean?
2. What is unique about Packwood that exemplifies small town charm?
3. How can we preserve small town uniqueness and charm?
4. Other thoughts and comments

The full meeting notes area available on the website. Below is a summary of responses to the guiding questions.

1. What does small town charm mean?

Small town charm means small scale development and structures. A commercial downtown core that has a similar look and feel and supports people walking from store to store. Businesses that are locally owned and limited franchises. Open spaces that allow wildlife, especially elk, to move through town. Neighborhoods that promote social connections. Local community events and gatherings.

2. What is unique about Packwood that exemplifies small town charm?

Being able to walk from the grocery store to the post office to the coffee shop, because all businesses are consolidated in one small downtown core area. Unique businesses that aren't found in every city and town.

People who have lived in Packwood for many years, or their whole life, and know each other. Running into people you know at each business, a sense of neighborliness.

The history of Packwood as a logging town. Historic buildings that have been preserved like the school and hotel.

Access to nature, parks and wild spaces very close to town. Elk walking through town daily. Eagles nesting along the river.

3. How can we preserve small town uniqueness and charm?

Zoning: Keep commercial uses in the downtown core along Highway 12. Promote affordable housing options for people to live in Packwood. Protect historic buildings. Preserve open spaces in town for wildlife.

Design: Provide guidelines to create a common look in the downtown core and make sure the look reflects the history of Packwood. Encourage more walking in the downtown core.

Development: Prohibit franchise businesses. Limit short term rentals.

Community: Promote community events and gathering.

Education: Promote the history of Packwood.

4. Other thoughts and comments

Need to support the school, library and other services and amenities for families.

Need to encourage people to volunteer with local organizations.

Implementation ideas:

- Define the downtown core – between the gas stations or between the Fire Station and Cowlitz River Lodge.
- Zone the downtown for low rise (<40 ft) mixed use development with ground floor retail and second story multifamily residential.
- Zone close-in neighborhoods for higher density residential uses (duplex, triplex, townhouses, cottage housing)

March 24, 2022 Packwood Housing Forums – Affordable Housing

The third Packwood Housing Forum meeting was held on March 24, 2022 at the Packwood Community Hall. Participants were asked to respond to two questions.

The first question was, "Who needs affordable housing in Packwood?" Staff clarified that this question is about groups of people. Everyone needs affordable housing, but is there a way to categorize. After the groups were identified, the second questions was, "What kind of housing is affordable for this group?" Staff clarified that responses should be realistic. Yes, many people would like to live in a single family home, but that is not affordable to all groups of people. Also, response do not need to be based on what currently exists or is allowed in Packwood.

Discussion was facilitated during both sessions. Zoom participants were asked to answer the same questions. They responded in chat to the first question and in Padlet to the second question. Zoom participants were also encouraged to share additional thoughts via email.

Below is a summary of the answers and discussion.

Who needs affordable housing in Packwood? *(no hierarchical order)*

- Retirees
- Seasonal workers
    - Full time, work both seasons
    - One season only
- Lower income
    - Minimum wage ($14/hour)
    - More than minimum wage, but less than median household income ($30/hour)
- People with disabilities
- Jobless people
- Higher income
    - Median household income ($30/hour)
    - More than median household income
- Service workers
    - Forest Service, Mt Rainier National Park
    - Hospitality – restaurant, hotel, etc.
- Families with children
- Variable income earners

What kind of housing is affordable? *(listed from typically most affordable to least affordable)*

1. Section 8 – lower income receive a voucher for discount on housing
2. Subsidized – government or workforce/employer housing
3. Congregate – dormitory, hostel, assisted living
4. Room in a house – shared kitchen, bathroom
5. Mobil home or RV park – land is leased
6. Apartment
7. Accessory dwelling unit (ADU)
8. Duplex, triplex, quadplex
9. Manufactured or modular home park – land is leased
10. Land Trust – government or non-profit owns land, person owns the single family house
11. Cottage housing – common ownership of land
12. Condo
13. Townhome
14. Single family residence

Hotel was also listed because some local hotels allow for long term rental; however, it is a very unstable form of housing.

Additional discussion points *(no hierarchical order)*

- People should be able to stay in their home long term. Property tax increases make that difficult for people on fixed incomes.
- Families need to be in neighborhoods with common open areas and walkable streets. Families need two or three bedrooms.
- Section 8 people experience soft discrimination from landlords.
- Higher density development and smaller houses are critical to making housing affordable. Land is expensive.
- Government subsidized housing means spending tax payer dollars.
- The price of materials is increasing and making new housing of any kind more expensive.
- There are other kinds of housing people chose – yurts, tiny homes – that are becoming more popular and are more affordable than traditional single family houses.
- Use of existing single family houses as short term rental should be redistributed to create more long term rental options. Perhaps provide incentives for property owners to provide long term rental, instead of short term.
- There are many complicating factors related to living in a RV for more than 14-30 days (depending on if the land is private or public).

The picture is a screenshot of Padlet and the Zoom participant's responses to the second question – What kind of housing is affordable?

Staff populated the groups based on the responses to the first question, including the responses Zoom participants put in chat. Then the link to Padlet was shared with Zoom and participants were asked to answer the second question for each group.

Staff moderated the responses and if any were inappropriate (such as using swear words or being discriminatory), those were removed by the moderator.

The results of the Padlet response were shared with the full group during the discussion.

April 13, 2022 Community Advisory Committee – Support Families and Locally Owned Businesses

The forth Community Advisory Committee (CAC) meeting was held on April 13, 2022. The CAC continued their work to define and clarify the draft Packwood 20-year vision statements that were created by the CAC over the first two meetings. The two statements reviewed were:

1. Support families living, working and playing in town.
2. Support a range of locally owned business to meet the needs of residents and tourist.

For each statement, members were first assigned into small groups to answer guiding questions. Then each group reported out. The members of the small groups was switched up between the first and second statements to ensure fresh ideas. The results are summarized below.

1. Support families living, working and playing in town.

A. <u>What prevents or discourages families from living and working in town?</u>

- Lack of activities or attractions that are family oriented. Plenty of recreation, but not many other options like play structures, pool, arcade, etc.
- Few community spaces and lack of programming for families.
- Few family wage jobs.
- Lack of educational resources and library services.

B. <u>What do families need to live in town?</u>

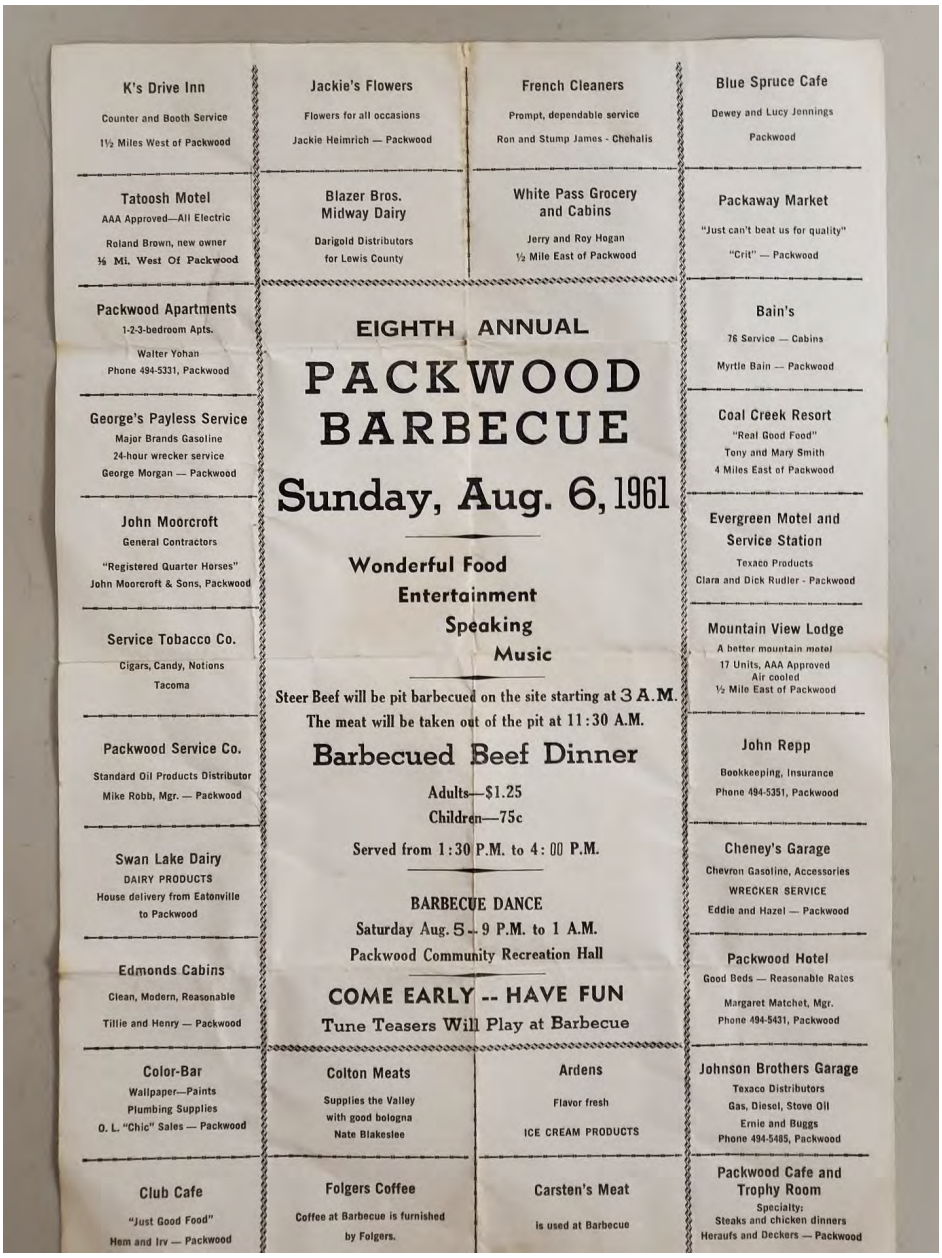
- Higher quality education and more extracurricular programs.
- Childcare options for pre-school age and wrap-around care for school age children.
- Dedicated parks with picnic areas and play structures.
- Resources including doctor's office, dental, veterinarian, banking.
- Supporting services like barber/stylist, nails, etc.
- Infrastructure including high speed internet and transit, especially associated with wrap around childcare.
- More grocery options.
- Other than grocery, other stores to buy standard items including clothes, shoes, etc.
- Diversity of affordable housing options.
- Year round, family wage employment.
- Small business growth for local economy, small business incubator.
- Gym space for indoor recreation including pool, basketball, pickle ball, etc.
- Entertainment such as movie theater, amphitheater, bowling alley, roller rink, arcade, etc.

2. Support a range of locally owned business to meet the needs of residents and tourist.

A. What range of business are needed?
- Medical, dental, pharmacy
- Veterinarian
- Electrician, plumber, handyman, house cleaning
- Laundromat
- Car wash
- Grocery options
- Childcare
- Salon
- Clothing store
- Restaurants and food trucks
- Gift store
- Event center with regularly scheduled activities (more activities similar to Bingo).
- Tourism-related such outdoor gear, equipment rental (bikes, kayaks, snowmobiles), tours/guide services, etc.
- Shuttle service, transit.
- Recreation such as putt-putt golf, bowling alley, arcade, laser tag, etc.

B. How could businesses be better supported?
- Small business loans, grants, start-up funds.
- Mentoring programs – existing to new business owner collaborations.
- Incubator space available for rent.
- PDA working with commercial businesses.
- Infrastructure including sewer and safe walking paths.
- Business promotion by Visitor Center and White Pass Scenic Byway.
- Local residents spending money at local stores.

Note – CAC members that have lived in Packwood since before the mill closed reminisced about the businesses that use to be located here. They mentioned that the Community Hall was used as a roller rink. There was a doctor's office and pharmacy. Newer residents (arriving after 2000) aren't aware of the variety of businesses the town had. The image on the next page is from the 1961 Community BBQ and includes all of the businesses that sponsored the event. The annual Community BBQ is still taking place today.



K's Drive Inn
Counter and Booth Service
1½ Miles West of Packwood

Jackie's Flowers
Flowers for all occasions
Jackie Heimrich — Packwood

French Cleaners
Prompt, dependable service
Ron and Stump James - Chehalis

Blue Spruce Cafe
Dewey and Lucy Jennings
Packwood

Tatoosh Motel
AAA Approved—All Electric
Roland Brown, new owner
⅓ Mi. West Of Packwood

Blazer Bros.
Midway Dairy
Darigold Distributors
for Lewis County

White Pass Grocery
and Cabins
Jerry and Roy Hogan
½ Mile East of Packwood

Packaway Market
"Just can't beat us for quality"
"Crit" — Packwood

Packwood Apartments
1-2-3-bedroom Apts.
Walter Yohan
Phone 494-5331, Packwood

EIGHTH ANNUAL
PACKWOOD
BARBECUE
Sunday, Aug. 6, 1961

Wonderful Food
Entertainment
Speaking
Music

Steer Beef will be pit barbecued on the site starting at 3 A.M.
The meat will be taken out of the pit at 11:30 A.M.

Barbecued Beef Dinner
Adults—$1.25
Children—75c
Served from 1:30 P.M. to 4:00 P.M.

BARBECUE DANCE
Saturday Aug. 5 -- 9 P.M. to 1 A.M.
Packwood Community Recreation Hall

COME EARLY -- HAVE FUN
Tune Teasers Will Play at Barbecue

Bain's
76 Service — Cabins
Myrtle Bain — Packwood

George's Payless Service
Major Brands Gasoline
24-hour wrecker service
George Morgan — Packwood

Coal Creek Resort
"Real Good Food"
Tony and Mary Smith
4 Miles East of Packwood

John Moorcroft
General Contractors
"Registered Quarter Horses"
John Moorcroft & Sons, Packwood

Evergreen Motel and
Service Station
Texaco Products
Clara and Dick Rudler - Packwood

Service Tobacco Co.
Cigars, Candy, Notions
Tacoma

Mountain View Lodge
A better mountain motel
17 Units, AAA Approved
Air cooled
½ Mile East of Packwood

Packwood Service Co.
Standard Oil Products Distributor
Mike Robb, Mgr. — Packwood

John Repp
Bookkeeping, Insurance
Phone 494-5351, Packwood

Swan Lake Dairy
DAIRY PRODUCTS
House delivery from Eatonville
to Packwood

Cheney's Garage
Chevron Gasoline, Accessories
WRECKER SERVICE
Eddie and Hazel — Packwood

Edmonds Cabins
Clean, Modern, Reasonable
Tillie and Henry — Packwood

Packwood Hotel
Good Beds — Reasonable Rates
Margaret Matchet, Mgr.
Phone 494-5431, Packwood

Color-Bar
Wallpaper—Paints
Plumbing Supplies
O. L. "Chic" Sales — Packwood

Colton Meats
Supplies the Valley
with good bologna
Nate Blakeslee

Ardens
Flavor fresh
ICE CREAM PRODUCTS

Johnson Brothers Garage
Texaco Distributors
Gas, Diesel, Stove Oil
Ernie and Buggs
Phone 494-5485, Packwood

Club Cafe
"Just Good Food"
Hem and Irv — Packwood

Folgers Coffee
Coffee at Barbecue is furnished
by Folgers.

Carsten's Meat
is used at Barbecue

Packwood Cafe and
Trophy Room
Specialty:
Steaks and chicken dinners
Heraufs and Deckers — Packwood

April 21, 2022 Packwood Housing Forum - Zoning

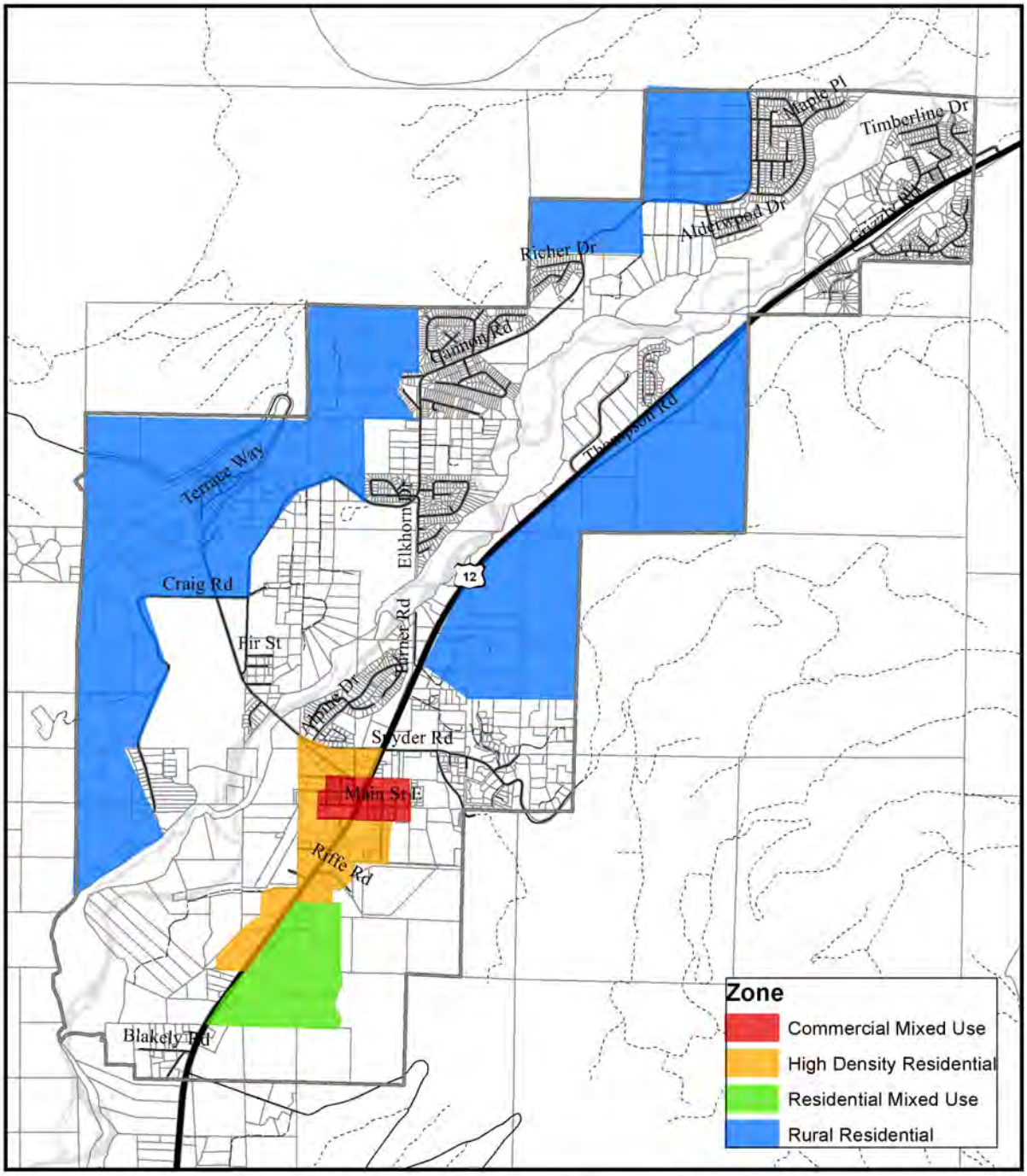
The fourth and final Packwood Housing Forum meeting was held on April 21, 2022. Attendance was 19 people in person and four on Zoom. The topic was to use the list of affordable housing that was identified by the community at the previous form and brainstorm where the housing could/should go in Packwood. The work was done in small groups and then combined into three overarching concepts. The results are summarized below.

The following zone descriptions are a guide for the maps. These are summaries based on the conversations throughout the meeting, not based on any one map. Staff summarized in order to create comparisons between the maps.

Zone Descriptions:

Commercial Mixed Use	ground floor commercial, second story apartments
Apartments	only apartments
High Density Residential	apartments and townhomes
Medium Density Residential	cottage housing, fourplex, triplex, duplex, small single family residential
Residential Mixed Use	apartments, townhomes, cottage housing, allow commercial
Rural Residential	5 acre minimum lot size, single family residential plus ADU

Reminder – These concepts are about future development and uses.



Packwood Housing Forum

Future Zoning

Concept A

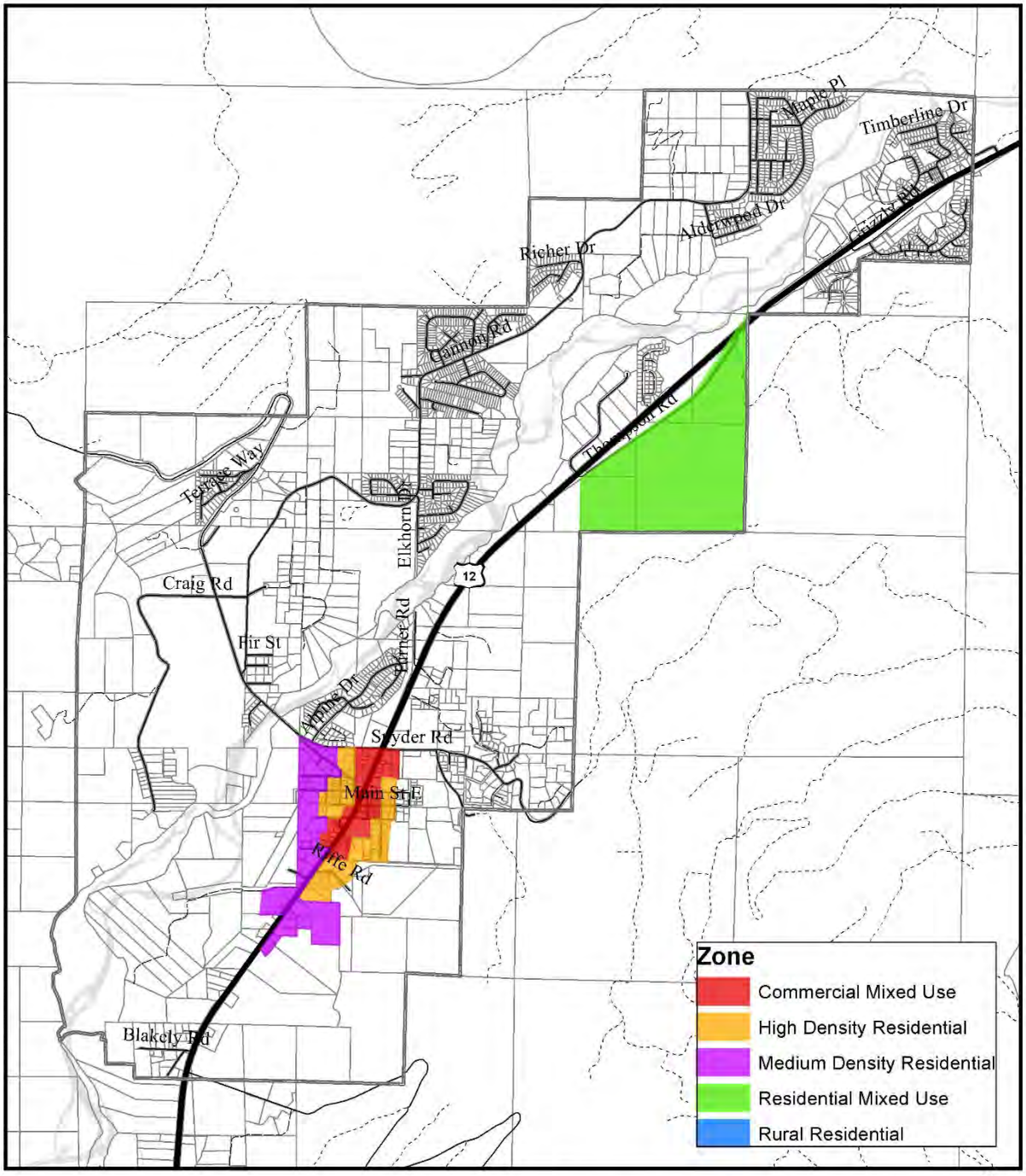
Packwood Study Area
Parcels
Highway 12
Roads
Cowlitz River Channel

0 0.25 0.5 1 Miles

N

Updated 04/22/2022

Planning Division, Community Development



Packwood Housing Forum

Future Zoning

Concept B

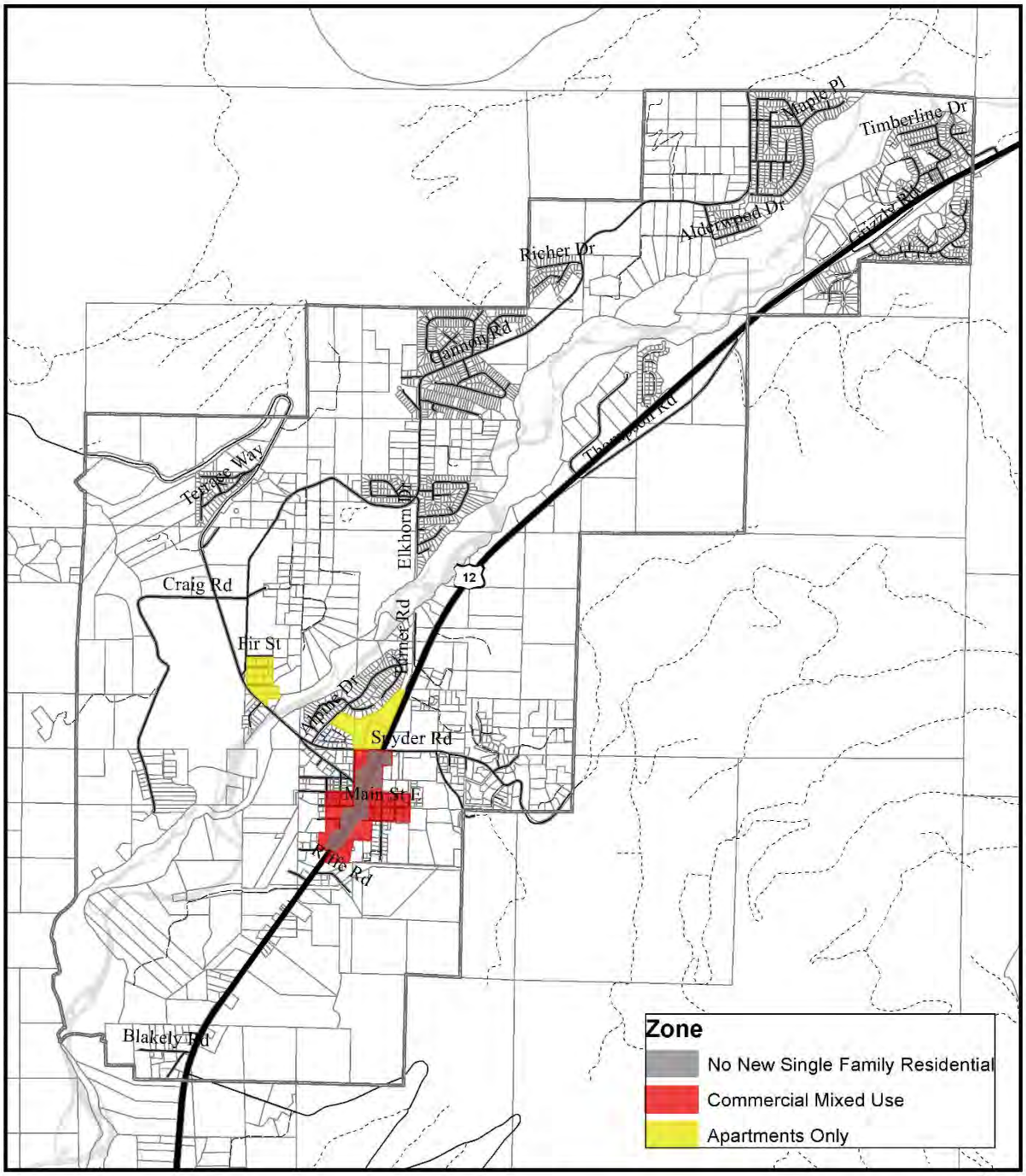
Packwood Study Area
Parcels
Highway 12
Roads
Cowlitz River Channel

0 0.25 0.5 1 Miles

N

Updated 04/22/2022

Planning Division, Community Development



Packwood Housing Forum

Future Zoning

Concept C

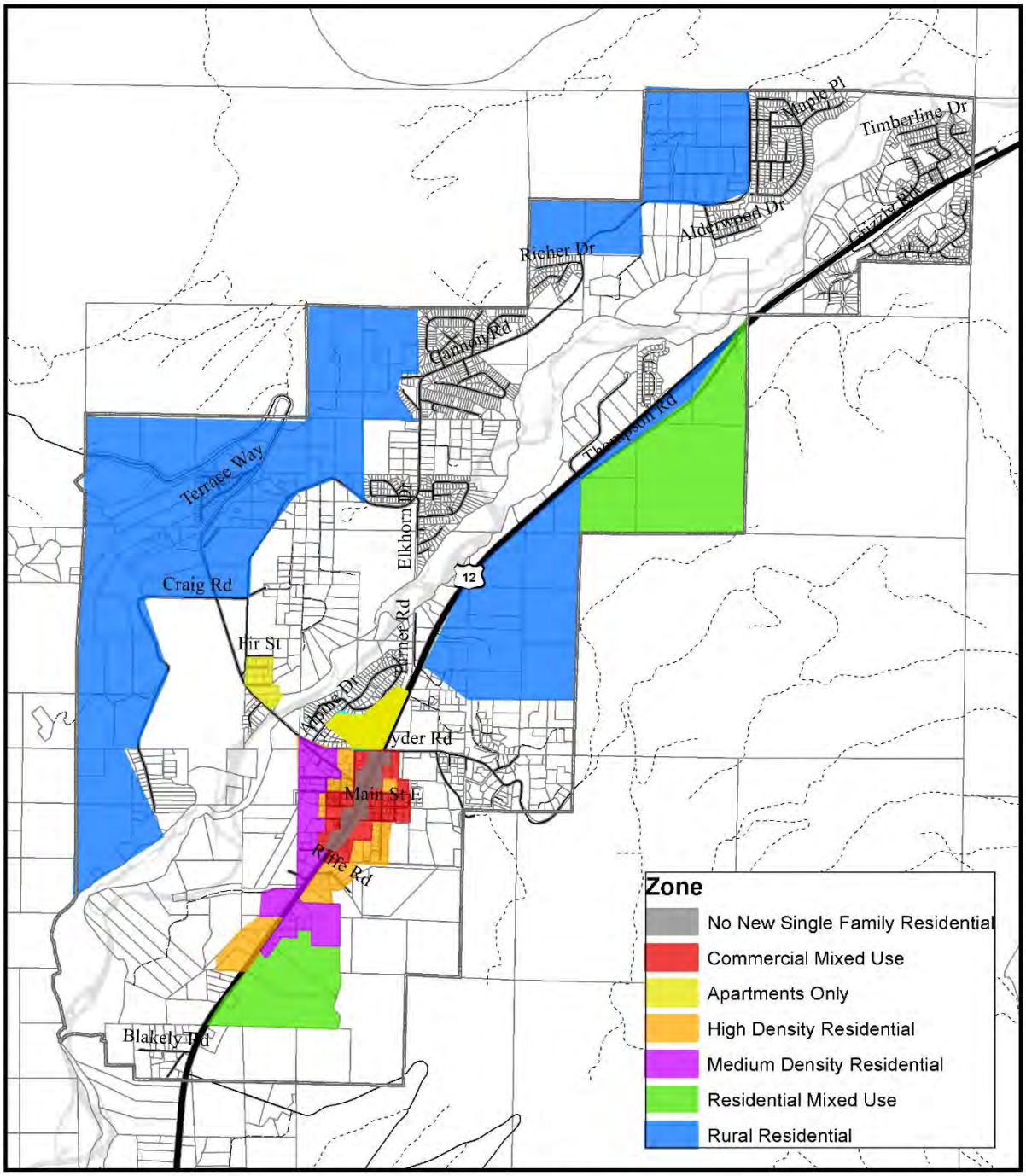
Packwood Study Area
Parcels
Highway 12
Roads
Cowlitz River Channel

0 0.25 0.5 1 Miles

N

Updated 04/22/2022

Planning Division, Community Development



Packwood Housing Forum

Future Zoning

Combined Concepts

Packwood Study Area
Parcels
Highway 12
Roads
Cowlitz River Channel

0 0.25 0.5 1 Miles

N

Updated 04/22/2022

Planning Division, Community Development

May 11, 2022 Community Advisory Committee Meeting – Contain Higher Densities and Improve Facilities/ Infrastructure

The fifth Community Advisory Committee (CAC) meeting was held on May 11, 2022. The CAC continued their work to define and clarify the draft Packwood 20-year vision statements that were created by the CAC over the first two meetings. The two statements reviewed were:

3. Contain higher density development near downtown and prevent sprawl.
4. Improve facilities and infrastructure to support planned growth

For each statement, members were first assigned into small groups to answer guiding questions. Then each group reported out. The members of the small groups were switched up between the first and second statements to ensure fresh ideas. The results are summarized below.

1. Contain higher density development near downtown and prevent sprawl.

A. <u>What is downtown? What are the north, south, east and west boundaries?</u>
The downtown core includes the commercial area from the Thrift & Gift in the south (Teal Drive) to the Cowlitz River Lodge in the north (Skate Creek/Snyder Road). It includes at least one block to the west and east of Highway 12 – Smith Road on the west and

B. <u>What density of development is appropriate for downtown?</u>
The highest density should be located in downtown. Along Highway 12, mixed use ground floor commercial and second story apartments or condos. In areas not along Highway 12, medium density of roughly 6 units per acre; however, density could be higher up to 12 units per acre if the structures are designed to match Packwood's character.

C. <u>What areas are "near downtown"?</u>
Elkhorn, Hideaway, Skyline, Goat Rocks, Old Mill.

D. <u>What density of development is appropriate for near downtown areas?</u>
The density should be reduced as you move out from downtown. All areas should allow at least duplexes or a single family house plus an accessory dwelling unit.

2. Improve facilities and infrastructure to support planned growth

A. <u>What facilities are lacking to support planned growth?</u>

- Law enforcement and full time fire
- Healthcare, pharmacy, bank
- Bike paths, playgrounds, public restrooms

- Laundromat, car wash

B. <u>What infrastructure is lacking to support planned growth?</u>
- Sewer and water
- Speed limits, crosswalks, traffic calming (stop light or round about)
- Transit, shuttle services
- Sidewalks and bike paths
- High speed fiber optics
- Full trash and recycling services

C. <u>What is needed for these facilities and infrastructure?</u>
- Zoning that allows these uses
- Funding
- Political support
- More local decision-making power

June 8, 2022 Community Advisory Committee Meeting – Zoning Concept

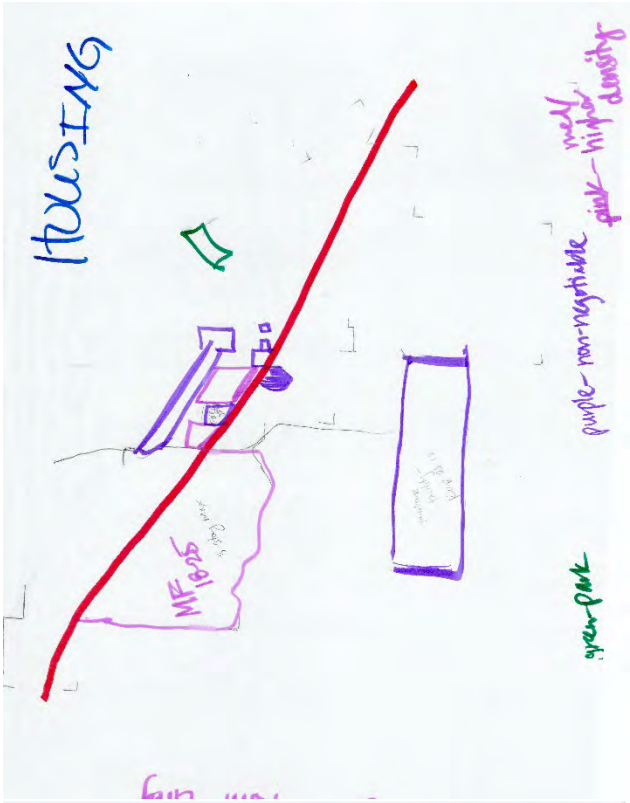
On June 8, the CAC took a break from the policy work to brainstorm zoning concepts for Packwood. There were 3 sessions and all CAC members participated in each session. The members were ask to discuss guiding questions and draw their ideas on tracing paper over a map of Packwood:

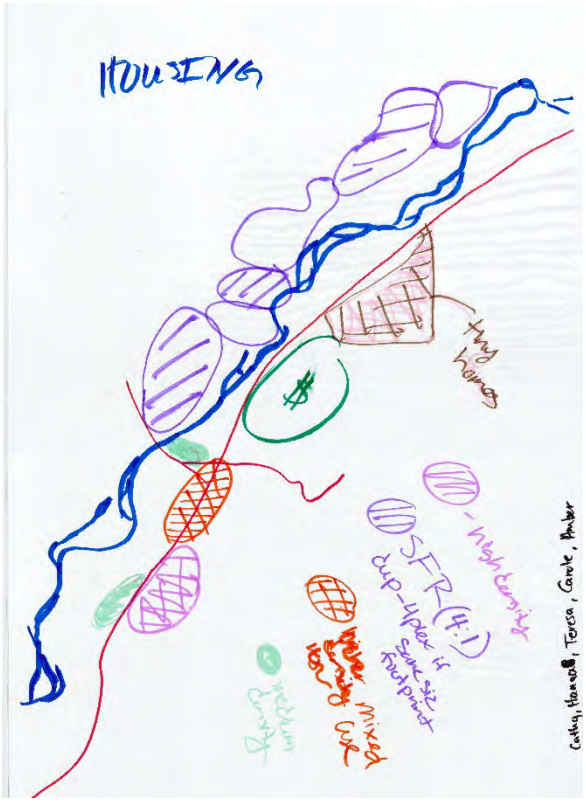
Housing and Supporting Services.
Where should multifamily residential housing be located (e.g., apartments, condos, rowhouses)?
Where should high density housing be located (e.g., quadplex, triplex, cottage housing)?
Where should medium density housing be located (1 house per approx. 5,000 sq ft lot)?
What areas should be preserved for low density housing (1 house per >10,000 sq ft lot)?
Where should supporting services be located (e.g., library, school, grocery, doctor's office, etc.)?

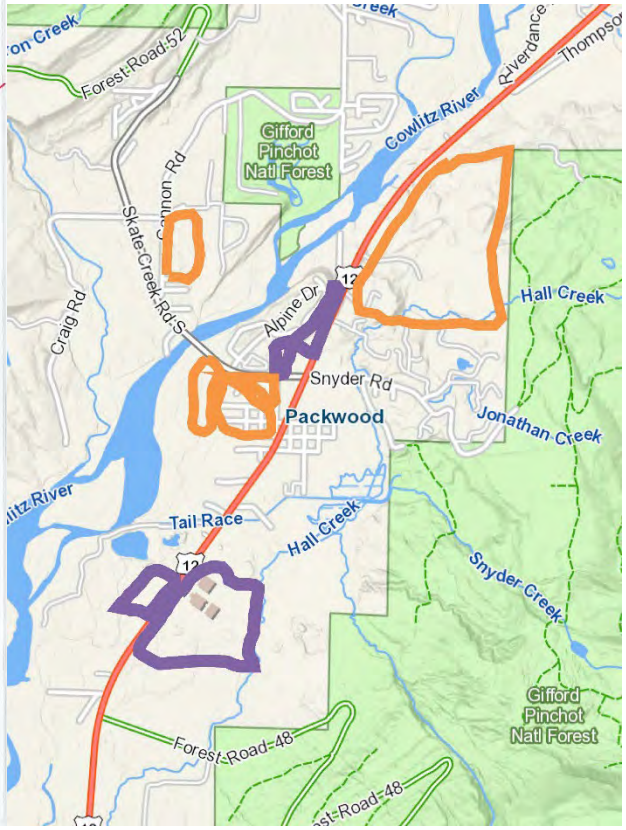
Transportation, Pedestrian Connectivity and EMS
Where are the main transportation corridors?
Where are there missing connections between streets? (particularly as development occurs)
Where are the main pedestrian routes?
Where are the dangerous locations for pedestrians? How should those be fixed?
What risks exist for fire/EMS access? How should those be fixed?

Open Space, Recreation and Environment
Where are open spaces that should be preserved?
Where are existing recreational opportunities that should be preserved?
Where could recreational opportunities be added or enhanced?
What environmental features should be preserved and where?

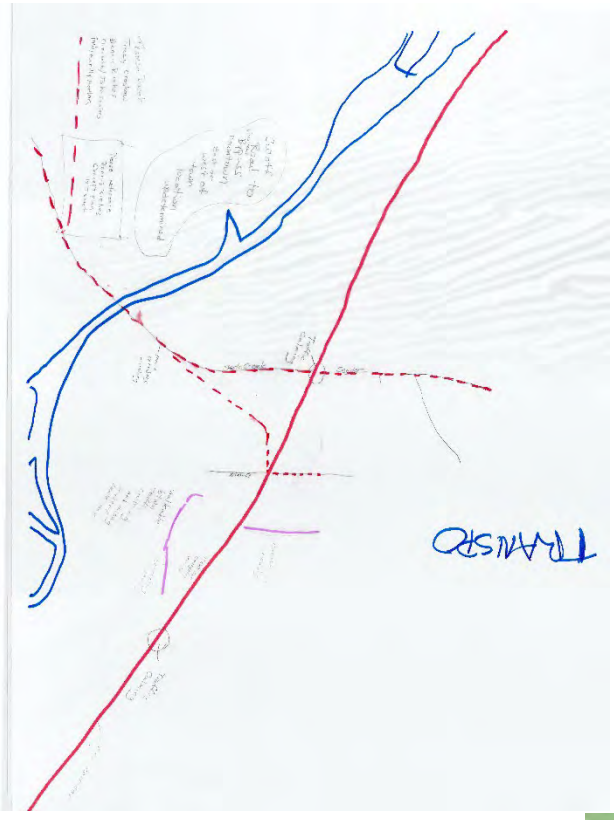
Housing and Supporting Services.

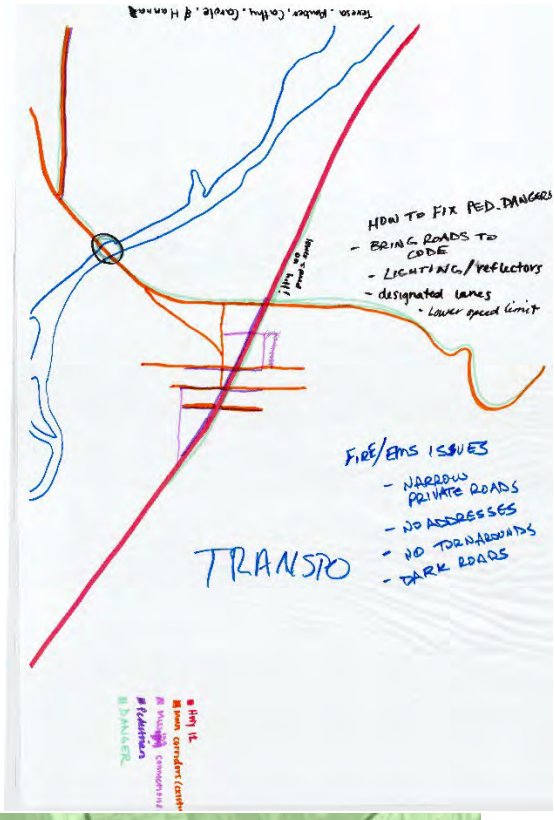


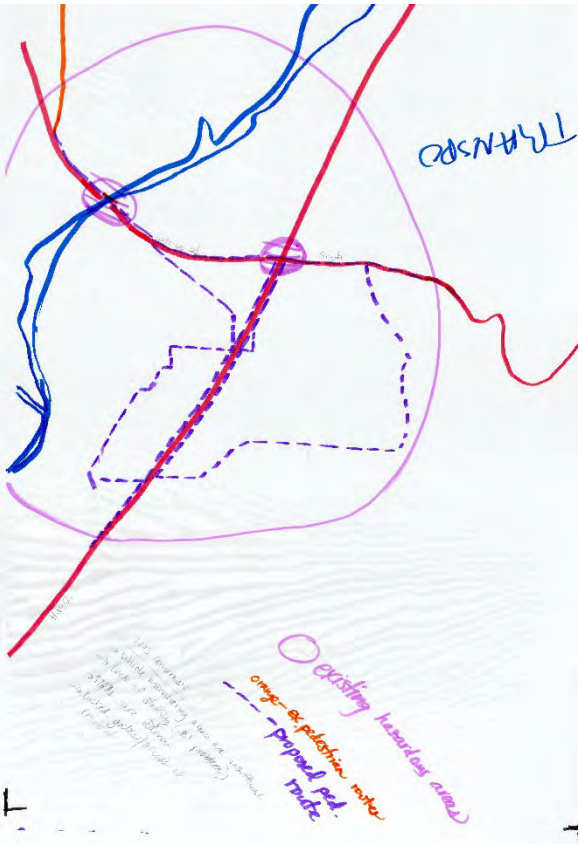


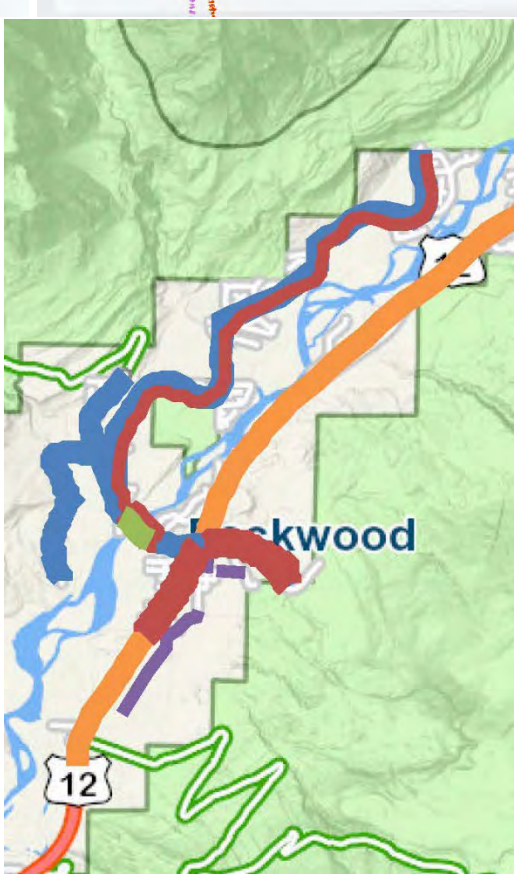


Transportation, Pedestrian Connectivity and EMS

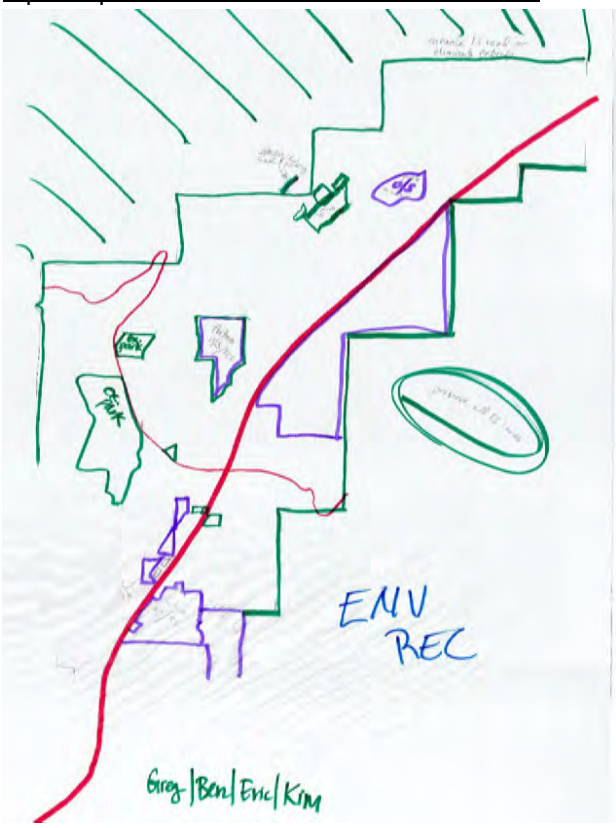


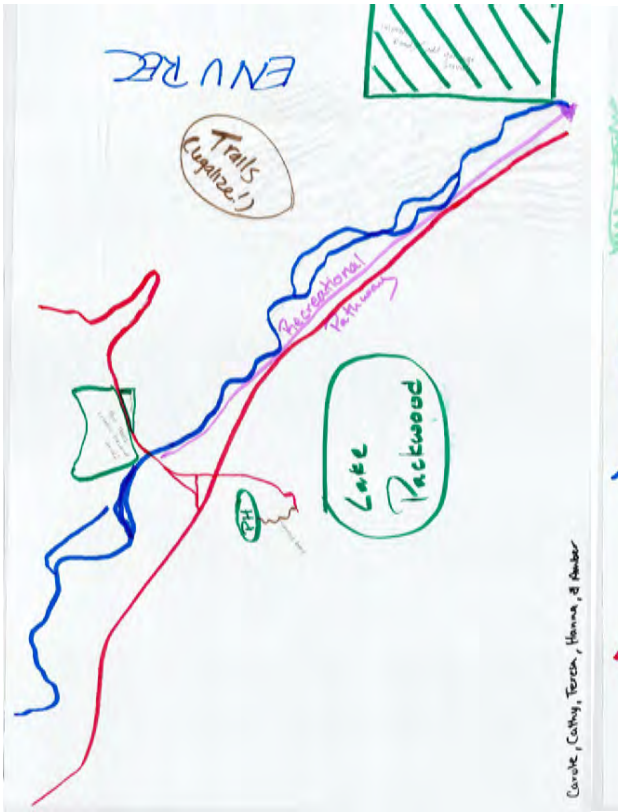


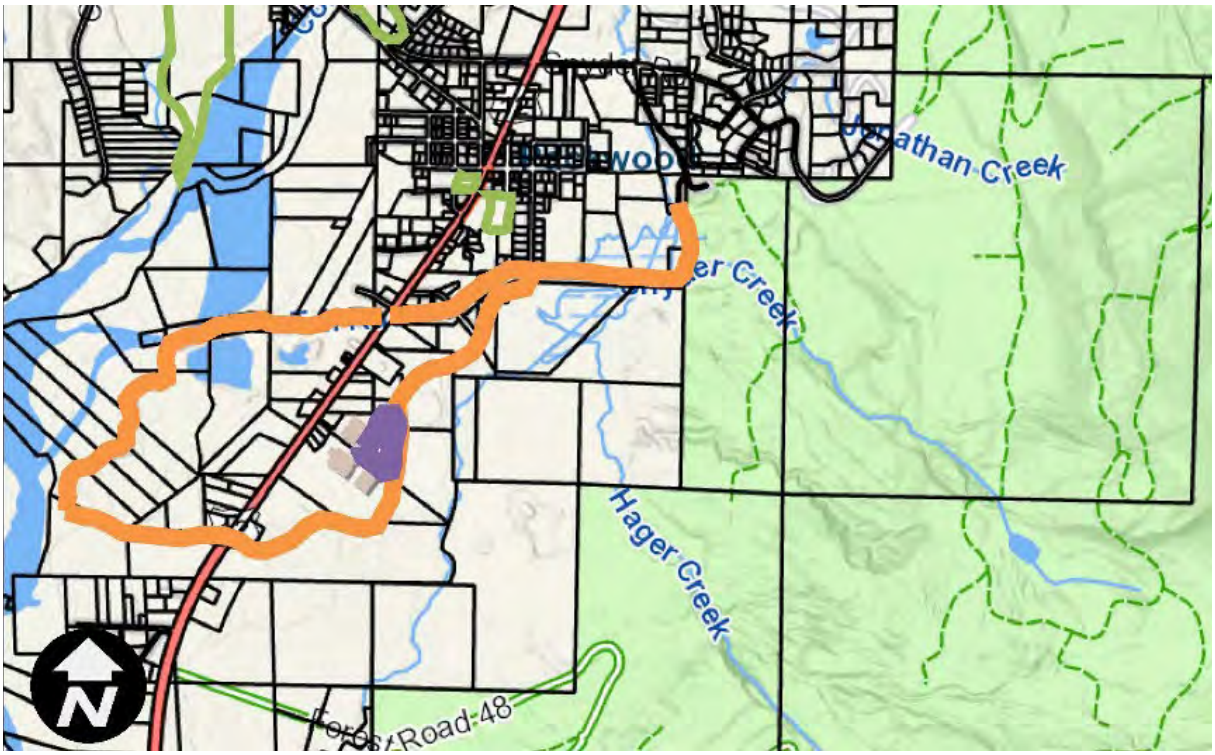




Open Space, Recreation and Environment






Jonathan Creek
Hager Creek
Forest Road 48
N

June 25, 2022 Business Interviews

Between April and June staff reached out to business owners in Packwood for interviews about general issues related to doing business in the town. Staff promoted the interviews at community meetings and sent a questionnaire to 25 businesses. A total of 11 businesses owners participated. The response are summarized below. Following the responses are images of the questionnaire.

The newest business has been operating for 1 year, while the oldest business has been in operation for 49 years. When asked what they enjoy most about doing business in Packwood responses included: nice people, no traffic, close to recreation and mountains, prices are lower than in the city, community supports small businesses and a growing community.

When asked what they enjoy least responses included: lack of dependable employees, lack of skilled employees, lack of affordable housing for employees, flea market (trash, crime, parking), no sewer, lack of rental spaces, established residents dislike "new comers", need better trash and recycling options, need better lighting in the downtown core. One of the biggest issues discussed was the shoulder seasons when there is little tourism and the town economy dips.

<u>Priorities include:</u>

- Increasing housing options, especially long term rental
- Attracting employees to Packwood
- Lowering the speed limit on Highway 12 from 55 mpt to 35 mpg earlier
- Traffic-calming on Highway 12 through the downtown core
- Installing a sewer system
- Adding businesses in town to grow the economy
- Adding basic amenities like medial, pharmacy, bank, veterinarian, etc.

Employees

The number of employees per business ranged from self-employed to 24. Some businesses have seasonal employees or hire more employees in the prime tourism months as compared to the shoulder seasons. Smaller businesses or family-run businesses had employees primarily living in Packwood or nearby. Larger businesses report employees living from Mossyrock/Morton through Packwood.

Finding skilled or dependable employees is a significant problem for all business owners who were interviewed. Lack of places for employees to live in Packwood discourages potential employees from accepting a job.

Transportation and Parking

The majority of businesses owners live in Packwood or nearby in Randle or surrounding area. Most of the employees do as well. One comment made a few times was the need to improve Skate Creek Road and keep it open year round. There was a mix of opinions about parking. Businesses located in the downtown core reported having issues with parking or not enough parking for employees and customers. A few business owners suggested a designated parking lot or lots at the edges of the downtown core and sidewalks connecting to the businesses.

Many owners stated that having designated pedestrian routes in the downtown core would benefit their business or if not their business directly would benefit businesses in Packwood as a whole. Keeping Packwood accessible to tourists is important to the businesses. Also, pedestrians crossing haphazardly across Highway 12 because there aren't enough crosswalk is a serious safety issue.

Zoning and Urban Design

Many businesses were satisfied with their current zoning; however, they wanted zoning and infrastructure to support more businesses. There was a common opinion that new businesses will help existing businesses by building the economy. However, there is a lack of structures for new businesses try to come into the town.

There were a mix of opinions about setting urban design standards. Some felt it would create a common sense of place in the downtown core. However others felt building design should be left up to the property owner. Those that liked the idea of urban design standards suggested a classic Pacific Northwest mountain style or historic mill town style or simply requiring natural materials/façade or jeweled tones for businesses fronting Highway 12. Some respondents suggested design guidelines for new signs along Highway 12. Another business owner suggested preserving the large trees in downtown to help maintain the small town mountain feel.

Other Comments

- We need to keep people coming to Packwood but not get too crowded with too much traffic that will make the town less attractive.
- There should shuttle service from Packwood to Mt Rainier and to White Pass Ski Resort.
- We don't need big corporations with money buying up the town. They would have no vested interest.
- No fast food and no stop lights – keep it small and local.
- Burry the electrical lines along Highway 12 because they make it hard to see Mt Rainier.
- We need more trails near town and to more mountain biking options.
- Flooding a big concern for people here.

Packwood Subarea Plan
Business Questionnaire

Business Name:
Owner/Manager Name & Contact Info:
Date:

Not all questions may apply to your business – please skip those questions.

GENERAL

1. How long has your business been operating in Packwood?

2. What do you like most about doing business in Packwood?

3. What do you like least about doing business in Packwood?

4. What challenges do you face now or in the near future?

EMPLOYMENT

5. How many employees do you currently have?

6. Does the number of employees change seasonally?

7. Do you have difficulty filling open positions? If yes, what is the primary reason?

COMMUTING

8. Where do you reside? (No addresses, just name of town or area)

9. Where do your employees reside? (No addresses, just name of town or area)

10. Do you have adequate parking for employees? If no, where do they park?

11. What, if anything, would you like to see change about parking in Packwood?

CUSTOMERS

12. If you know, where do your customers primarily reside – in Packwood, near Packwood or from "out of town?"

13. Do your customers primarily access your business by driving or walking?

14. Do you have adequate parking for customers? If no, where do they park?

15. Would having designated pedestrian routes in downtown benefit your business?

FUTURE PRIORITIES

16. What are your business goals for the future?

17. What would you like to see happen in Packwood to support your business goals?

ZONING AND URBAN DESIGN

18. Would changes to zoning help your business? If yes, what zoning changes would you like to see?

19. Would you be interested in urban design guidelines to help create a common look to Packwood? If yes, what kind of designs do you think fit Packwood's character?

RETURN

Scan and email to mindy.brooks@lewiscountywa.gov

Mail a printed copy to:
Mindy Brooks, Senior Long Range Planner
Lewis County Community Development
2025 NE Kresky Avenue
Chehalis, WA 98532

July 12, 2022 Community Advisory Committee Meeting – Draft Plan and Street Accessibility

The seventh Community Advisory Committee (CAC) meeting was held on July 12, 2022. The meeting began with a discussion of the working draft plan, which was provided to CAC members on June 29. Following the discussion, the CAC continued their work to define and clarify the draft Packwood 20-year vision statements that were created by the CAC over the first two meetings.

The Packwood Plan

The working draft is a synthesis of conversations had by the CAC as well as information from the two surveys in December and January as well as the four Packwood Housing Forums and business interview. The CAC started providing comments on the draft which are summarized below:

Downtown Core Map – The general consensus was to expand the draft map to include the Cowlitz River Lodge and the Historic Packwood Station as part of the downtown core because those sites are already in commercial use and the owner of the Historic Packwood Station would like to maintain the option of developing more commercial uses and higher density housing. The CAC also discussed if the downtown core should extend north to include the Mountain View Lodge, Lewis County Water District #3 office, Presbyterian Church and Foursquare Church. There were differing opinions related to close proximity to the existing commercial core, difficulty walking or biking to existing downtown and if adding density to that are is desirable.

Population Growth – There is uncertainty about using past trends to determine how Packwood will grow in the future. The plan can encourage more growth by applying zoning that enables and encourages higher density residential development. To consider incorporation the population needs to be 1,500 residents.

Vision Statement – There was support for the vision statement as written with a minor edit to change "increases a diversity of affordable housing options" to "prioritizes a diversity of affordable housing options." It was discussed if transportation should be included in the vision but the general consensus was that it wasn't necessary since there is are goals and policies related for transportation.

Land Use – The third sentence of the goal one description doesn't capture the discussion to-date. The discussion has been that Packwood has specific businesses that aren't found anywhere else (e.g., Mountain Goat Coffee, The Blue Spruce, Cliff Droppers, Fat Elk Trading Co., etc.) that make Packwood unique. LU1.4 was updated to remove "as existing structures." There was discussion about what kind of guidelines might be appropriate for Packwood and there was general consensus that guidelines should be a "light touch" and not overly restrictive like Leavenworth. (Due to time, the discussion was ended here and will be taken back up at the next meeting.)

Goal – Make the streets more accessible and safe for bicyclists and pedestrians
CAC members were first assigned into small groups to answer guiding questions. Then each group reported out. The results are summarized below.

A. <u>What streets or intersections are most used by pedestrians and bicyclists?</u>
- Highway 12 and Skate Creek Road/Snyder
- Highway 12 and Willame Street
- Highway 12 and Main Street
- Highway 12 and Tahoma Street
- Highway 12 and Edmonds Road
- Skate Creek Road and Combs Road
- Skate Creek Road and Cannon Road

B. <u>What options should be implemented to improve safety on the streets and intersections identified in question one?</u>
- Roundabout and crosswalk at Highway 12 and Skate Creek/Snyder
- Crosswalks with flashing lights across Highway 12 at Main Street and Tahoma
- Potentially a stop light at Highway 12 and Main Street
- Sidewalks or different paving with demarcation along Highway 12
- Using nose-in parking to separate walkways from traffic on Highway 12
- Reduce speed to 35 mph starting sooner on both ends of the downtown core
- Reduce speed in downtown core to 25 mph
- Planter strips to calm traffic
- Need to balance traffic calming and pedestrian improvements with snow removal needs

C. <u>Are there specific routes that should be identified for use by pedestrians and bicyclists and how would you identify those?</u>
- Along both sides of Highway 12 in the downtown core identified with sidewalks or painted walking paths and signage at crosswalks
- Off-Highway 12 route from Cannon Road along Skate Creek Bridge to Combs Road to Smith Road to Main Street
- National Forest along Snyder Road to Highway 12
- Access from Cannon Road to Skate Creek Park

D. <u>Other</u>
- Off-highway parking lots with designated walkways to downtown core

July 29, 2022 Community Meeting at the Packwood Senior Center

The wider community of Packwood was invited to attend a meeting at the Packwood Senior Center to learn about the Packwood Subarea Plan and provide input. Roughly 35 people attended. Staff first provided a 15 minute overview, with question and answer, about the subarea planning process and how the plan is being developed. Then staff facilitated a discussion about what concerns and visions the participants had about the future of Packwood. Below is a summary of the discussion. Participants were also encouraged to write additional comments on a questionnaire and turn it in. Those responses are available upon request.

What are your concerns about the future of Packwood?

1. Uncontrolled growth without a master plan
2. Availability of affordable housing
3. Lack of rentals for people who want to work here seasonally
4. Over regulation STRs
5. Need to balance resort town and people who live and work here
6. Traffic and people speeding in downtown, need traffic calming
7. Parking in downtown
8. Fire hazards and uncontrolled development
9. Information and communication about things like burn bans
10. Lack of infrastructure, need full sewer not just a LOSS
11. Need a crosswalk at Main Street and Highway 12
12. Quality of schools – loss of families
13. Need design guidelines for downtown, but not Leavenworth
14. Don't want franchise businesses
15. Large corporations buying up land
16. Contamination at mill site preventing development
17. Rising property taxes
18. Trash and lack of enough garbage and recycling services
19. Flooding

20 years from now, what do you hope Packwood is like?

1. Sustainable year-round tourism and businesses
2. Small town feel protected
3. Not just a resort town for surrounding large cities
4. Trees, elk and salmon are still here
5. More employment options
6. Preserve resources such as clean water
7. More family oriented

8. Expand LTAC availability to uses that support tourism, e.g., housing and infrastructure
9. Make sure people can age in place, need heath care options
10. When Highway 12 is dug up for sewer, improve the pedestrian access, define parking and bury the electrical lines
11. Denser housing should be in downtown, not surrounding areas
12. Need more local community control, incorporation
13. Need regular, near-by police services
14. Packwood should be a unique experience, not "Anywhere USA"
15. Downtown designed to have a common look
16. Downtown needs to be walkable
17. Need high speed internet and to understand the growth it brings
18. More commercial businesses in downtown, e.g., restaurants and shops that cater to recreation such as kayak rentals, guided horse tours
19. Need another bridge across Cowlitz for access and safety
20. Skate Creek Road open year round
21. Protect small parks and open space in town
22. Preserve the history of Packwood

August 10, 2022 Community Advisory Committee Meeting – Draft Plan, Recreation and Environment

The eighth Community Advisory Committee (CAC) meeting was held on August 10, 2022. The meeting began with a discussion of the working draft plan, which was provided to CAC members on June 29. Following the discussion, the CAC continued their work to define and clarify the draft Packwood 20-year vision statements that were created by the CAC over the first two meetings.

The Packwood Plan
The working draft is a synthesis of conversations had by the CAC as well as information from the two surveys in December and January as well as the four Packwood Housing Forums and business interview. The CAC started providing comments at the July 12, 2022 meeting and picked up where they left off.

Small Group Discussion 1 – Foster year-round recreational experience for all ages and abilities.
CAC members were assigned into small groups to answer guiding questions. Then each group reported out. The results are summarized below.

1. **What types of recreational experiences are lacking generally? Who should provide each?**
   - Safe walk and biking routes; Provided by county or non-profit like Packwood Trail Project, Evergreen Mountain Bike Alliance
   - Improved ballfields, pickle ball courts, tennis courts, pump track; Provided by county, PUD or non-profit like Historical Society (if at the Museum)
   - Fitness center; Provided by private sector
   - Indoor recreation: bowling, roller skating, ping pong, mount bike park, movies; Provided by private sector
   - Guided tours – kayak/raft, biking, horseback riding, fishing, rock climbing, foraging; Provided by private sector
   - Public restrooms; Provided by county
   - Rental businesses; Provided by private sector
   - Amphitheatre or bandstands; Provided by private sector
   - Public pump-out stations for RV's and trailers; Provided by state or county
   - Education about water safety, wildlife (not feeding), burn bans, etc.; Provided by county or non-profit

2. **What types of recreational experience are lacking specifically for families with very young children or for elders?**
   - Maintained playgrounds; Provided by the Historical Society or new playgrounds added to Library Park or Community Hall Park
   - Family oriented evening programs, particularly in the off-season; Provided by the private sector or Packwood Improvement Club
   - Community garden
   - Easy access to the river
   - Multi-use sports facilities

3. **What types of recreational experiences are lacking for people who are not fully able-bodied (e.g., in a wheel chair, blind, deaf, etc.)?**
   - ADA trails; Provided by county or non-profit like Packwood Trail Project
   - Access to existing recreational facilities, improved facilities to accommodate wheel chairs, deaf, blind, etc.; Provided by county or non-profit

4. **Other**
   - Keep the events we have: Music in the Park, Rod Run, Fly-In, Farmer's Market, Mountain Festival, craft fairs
   - One central location for information – one website that includes everything going on, all services provided
   - Bring back Blanton events: Mother's/Father's Day events, Produce Tent, shop in your pajamas day, Santa, etc.
   - Repurpose the old gym at the Museum for indoor recreation; Provided by the Historical Society
   - Access to Tail Race for walking and tubing
   - Better signage throughout town about recreational locations, events, news, etc.; Provided by the Visitor's Center
   - Temper how many new things we encourage for tourism because we already have too many tourists and may not want to encourage a lot more

Small Group Discussion 2 – Protect, maintain and enhance the natural environment for people and wildlife

CAC members were assigned into small groups to answer guiding questions. Then each group reported out. The results are summarized below.

Important wildlife areas/corridors and compatible human uses

- Skate Creek Park – hiking, picnicking, designated parking, restrooms
    - Incompatible uses – camping, camp fires, motorized recreation (e.g., ATV)
- PUD Ballpark – ball fields, playground, designated parking, restrooms
- Cowlitz River – fishing, kayaking, tubing, paddle boarding, designated parking and access points
- Tail Race/Hall Creek/Powerhouse Road – walking, tubing
- Packwood Station waterfall/tree grove – walking, picnicking
- Community Hall Park – picnicking, music in the park, gathering space, playground
- Fire District Open Areas – gathering space
- Elkhorn/Cannon Forest Park Trails - hiking
- High Valley Golf Course – golfing, walking, picnicking, restrooms
- Undeveloped Yards/Lots – typical yard uses (grass, garden, orchard, landscaping)
- Cowlitz Lodge Fields – designated parking
- Airport Fields – N/A
- Large Trees in Town (dispersed but important for wildlife and town character)

Education and Communication

- No feeding the wildlife
- Water safety
- Trail etiquette
- No trespassing
- Camping only in designated campgrounds
- Wayfinding to restrooms and garbage/recycling

September 21, 2022 Community Advisory Committee Meeting – Draft Plan, Aging in Place and Street Connectivity

The ninth Community Advisory Committee (CAC) meeting was postponed one week due to the Goat Rock Fire and was held on September 21, 2022. The meeting began with a discussion of the working draft plan, an update of which was provided on August 31. Following the discussion, the CAC discussed policies associated with aging in place and street connectivity.

The Packwood Plan Draft Large Group Discussion

Economic Development

There was differing opinions about if franchise businesses should be discouraged. Franchises, like Starbucks and McDonalds do not fit the character of Packwood. However, there is a need for a second grocery store and a pharmacy. Some CAC members felt that the design of the building was more important than the type of business. The decision was to keep the policy to discourage franchises, because that doesn't prohibit them, and to add a new policy related to the design of new commercial structures.

There was also discussion about making sure that buildings facing Highway 12 should have space between each building. A downtown like Morton's, where each building touches the next, is not desired because Packwood has more of an open space design.

Transportation

Residential parking should have a policy. The group decided that residential parking should be on-site, not on-street. And covered parking, including garages and carports, should be flush or behind the front face of the house.

Next, two vision statements were discussed in small groups for 20 minutes and each group took notes. Each group then reported out a summary. The notes were provided to the facilitator to compile.

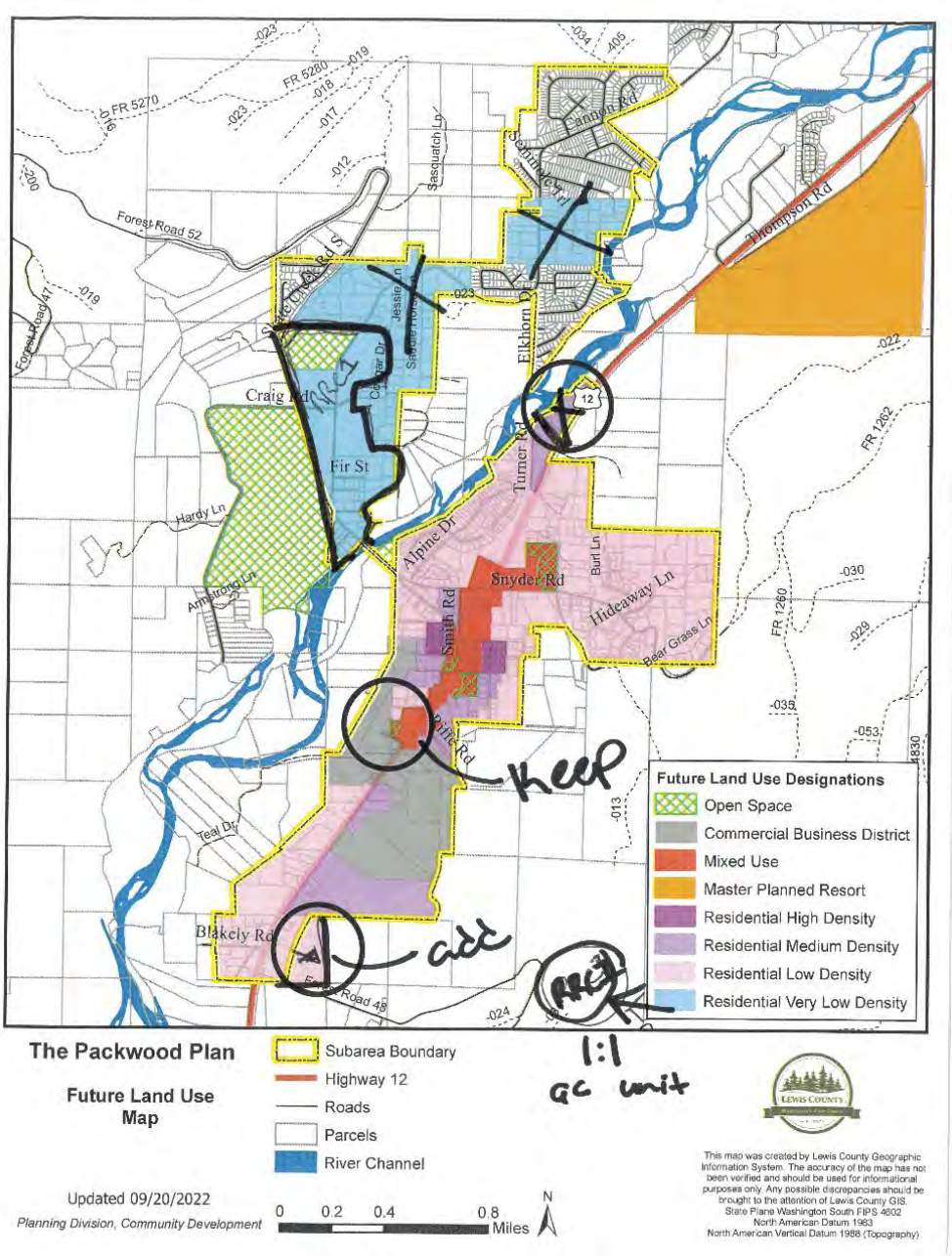
Environment and Recreation

There was disagreement regarding whether elk in town is desired or not. Elk are part of Packwood's character; however, elk are detrimental to yards and gardens. Tourist are increasingly trying to feed or touch elk, which are wild animals and it is not safe. Also, feeding elk can result in spread of disease. It was decided to remove "to support elk" from ER1.2.

Future Land Uses

The group discussed how much of the west side of the Cowlitz River should be included in the subarea plan boundary. The boundary should be as tight as possible while including any areas

for which the zoning should change to support the goals and policies of the plan and keeping in mind that urban service (e.g., sewer) should be extend to all areas with typical urban densities of development. The decision was to only include the RDD lands between Skate Creek Road and the lands zoned RCC. Minimum lot size should be one acre, with allowed single family residential, duplex or ADU. The map below shows the results of the discussion.



October 12, 2022 Community Advisory Committee Meeting – Draft Plan, Parking

The tenth Community Advisory Committee (CAC) meeting was held on October 12, 2022. The meeting began with a discussion about parking and then a final review of the draft plan prior to releasing it for public review.

Parking
CAC members were assigned into small groups to answer guiding questions. Then each group reported out. The results are summarized below.

1. Should there be on-street parking on Highway 12 and if so how should it be designed?
   - All three small groups agreed that there should be on-street parking on Highway 12 in Downtown Packwood.
   - Parking should be nose-in/back-in whenever possible to maximize capacity for automobiles.
   - There should also be limited parallel parking for RVs, trucks towing trailers or boats and semi-trucks.
   - Parking should be designed to prioritize pedestrian and bicycle access and safety. When buildings are too near the right-of-way for pedestrian/bicycle facilities and parking, parking should be eliminated in that area.

2. Should new businesses fronting Highway 12 have on-site parking in front (on the highway) or behind the business? (reminder – this would apply to new development only)
   - On-site parking should not front Highway 12 except where it already exists.
   - On-site parking should be to the rear or side of the business, away from Highway 12.

3. For side streets, should there be on-street parking and if so how should it be designed?
   - There was concern about the width of the side streets and sufficient space for on-street parking.
   - When there is enough space, designated on-street parking should be added to one or both sides of the street.

4. Should new businesses on side streets have on-site parking in front (on street) or behind the business?
   - It would be preferred for parking to be behind or to the side of the business.

5. What should the parking requirements be for new single family residential development? (reminder – we are only talking about the new subarea plan boundary, not High Valley or Timberline)
   - 2 required parking spaces per unit

The Packwood Plan Draft Large Group Discussion
The group reviewed the draft plan section by section and offered edits. Most the edits were minor clarifications.

Land Use
The group agreed that along the mixed use area, between Snyder Road and Main Street, there should be more opportunity for medium density residential development. This fits the goal of keeping all higher density development near the downtown core.

There was also discussion about pushing the mixed use area out one block along Main Street to make that area the focus of the commercial downtown. The group strongly agreed that supporting commercial uses along Highway 12 and Main Street is a primary focus of the plan.

Housing
The figures only show side-by-side options for duplex, triplex and fourplex design. Stacked options should also be encouraged. This also sparked a discussion about allowed building heights, particularly in areas where multifamily residential (apartments) would be allowed and wanting to keep heights low to preserve views of the surrounding mountains.

Economic Development
The group again discussed franchise businesses. There was agreement that locally-owned franchises like the Ace Hardware and Napa are necessary to have those kinds of businesses in town. Pharmacies and banks would also need to be franchise businesses. The group decided to reduce the anit-fanchise language in the policies and instead focus on supporting locally-owned businesses.

Transportation
The pedestrian designation was extended along Main Street to connect to the Packwood Airport to provide a walking option for tourists from the airport to downtown. The pedestrian designation was added along the north side of Tail Race. There is already a public walking trail in this location and it could be improved and better connected nearby streets and trail systems.

Small Group Discussion 1 – Encourage services and facilities that allow residents to age in place.
CAC members were assigned into small groups to answer guiding questions. Then each group reported out. The results are summarized below.

1. What does age in place mean?
    - Remain in your house or community as you age.
    - Can pass away at home.

2. What services are needed for people to age in Packwood?
   - Medical, home health care (visiting nurse), physical therapy
   - VA services in town
   - Transportation alternatives, particularly to out of town hospitals
   - EMS capacity to serve an aging community
   - Meals on Wheels
   - Home maintenance/retrofit services
   - Local chamber of commerce to promote economic growth to support aging residents

3. What facilities are needed for people to age in Packwood?
   - Doctor office, physical therapy office
   - Pharmacy
   - Assisted living
   - Senior Center with more services
   - Full service banking
   - Walkable and ADA accessible streets
   - ADA retrofits for existing buildings

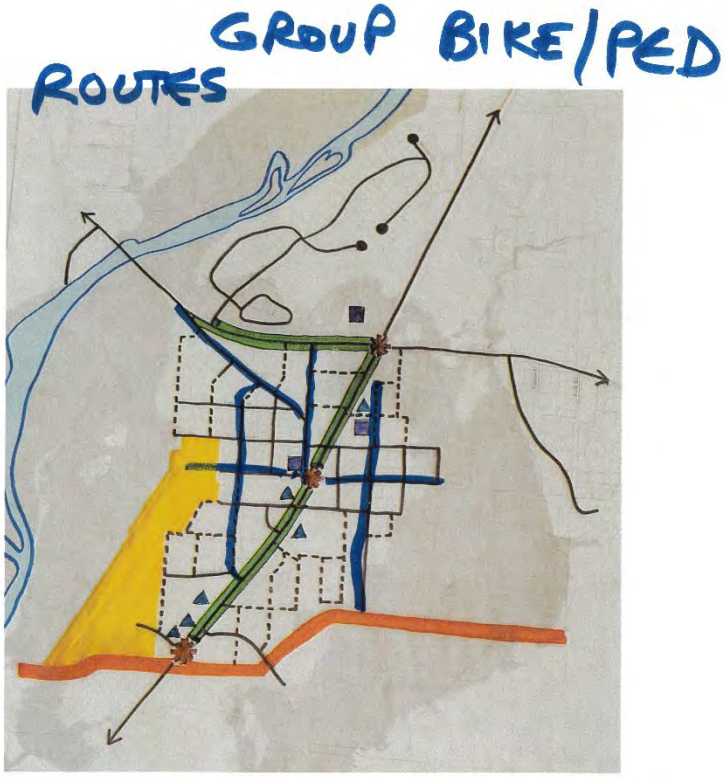
Small Group Discussion 2 – Improve street connectivity in and near Downtown Packwood. CAC members were assigned into small groups to answer guiding questions. The groups referenced the draft transportation concept provided at the meeting. Then each group reported out. The results are summarized below.

1. Should the block pattern be continued as development occurs? Yes

2. If not, what kind of street pattern should be required as development occurs? N/A

3. If yes, are the proposed streets in the correct locations or should there be changes? Yes

4. Should local streets have pedestrian and bicycle facilities and if so what kind of facilities are appropriate and where should those be located (all streets, certain streets)?
   - Yes
   - Combs, Smith, Dixon, Haines and Main
   - Walking and biking paths, separate from lanes of vehicle travel, sidewalks in downtown
   - Crosswalks on Highway 12
   - Traffic calming at Highway 12 and Skate Creek/Snyder, Main St and Huntington
   - Bike racks at major businesses – Blanton's, Mountain Goat Coffee, Museum, Library, Post Office
   - Master plan for a low elevation off street pedestrian trail system



Legend

Red asterisks – traffic calming/pedestrian crossings
Green – designated ped/bike routes
Purple squares– hotels
Blue triangles – community gathering/amenities
Solid black lines – existing roads
Dashed black lines – future connection roads
Orange line – Tail Race
Yellow – Packwood Airport

October 22, 2022 Community Open House –Draft Plan

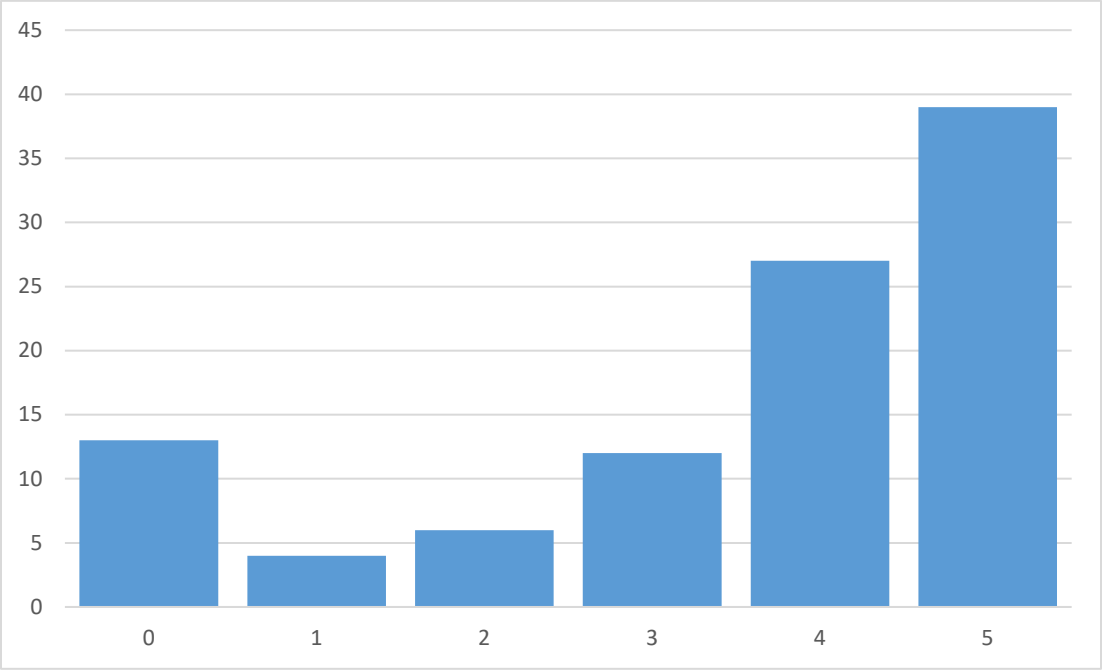
The draft Packwood Subarea Plan was released on October 17, 2022 for public review and the CAC hosted a community open house on October 22, 2022 at the Packwood Fire Hall from 11am to 1pm. 27 people attended the open house. Attendees were encouraged to fill out a survey to provide their comments on the draft plan and ideas for the future of Packwood. 13 surveys were turned in at the event. The survey was the same as the survey available online. The CAC members who staffed the event will debrief at the November 9, 2022 CAC meeting and will discuss updates to the plan based on the feedback at the open house and the results of the survey.

November 4, 2022 Community Survey - Draft Plan

On October 17, 2022, an online survey was distributed to the community. A link to the survey was posted on the Lewis County Packwood Subarea Plan website and shared on social media. The link was also sent via email to the Packwood Subarea Plan list serve. Paper copies of the survey were provided at the community open house event held on October 22, 2022. The survey was closed on November 4, 2022. A total of 115 people participated in the survey. Below are the results of the survey. The results of the survey and input from the open house will be used by the CAC to update the plan.

1. **On a scale of 0 (do not agree) to 5 (strongly agree), how much do you agree with the 20-year vision?**

Vision Statement: Packwood is a vibrant small town that embraces history, encourages unique local businesses, provides a diversity of affordable housing options, supports existing as well as new residents, preserves the natural environment, encourages tourism and promotes family-oriented community events.



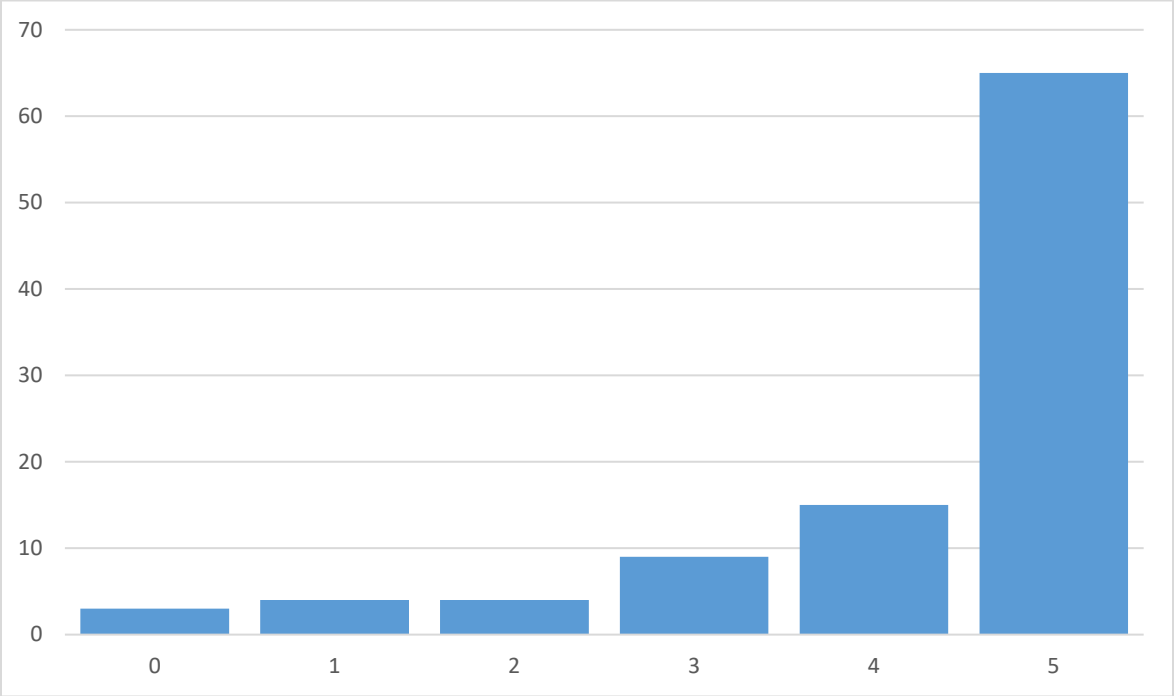
2. Is there something you would add, remove or change about the 20-year vision?

This was an open ended question. Many open ended comments would like to see new development stop. The second mentioned issue is the lack of control of short term rentals. The other topics included:

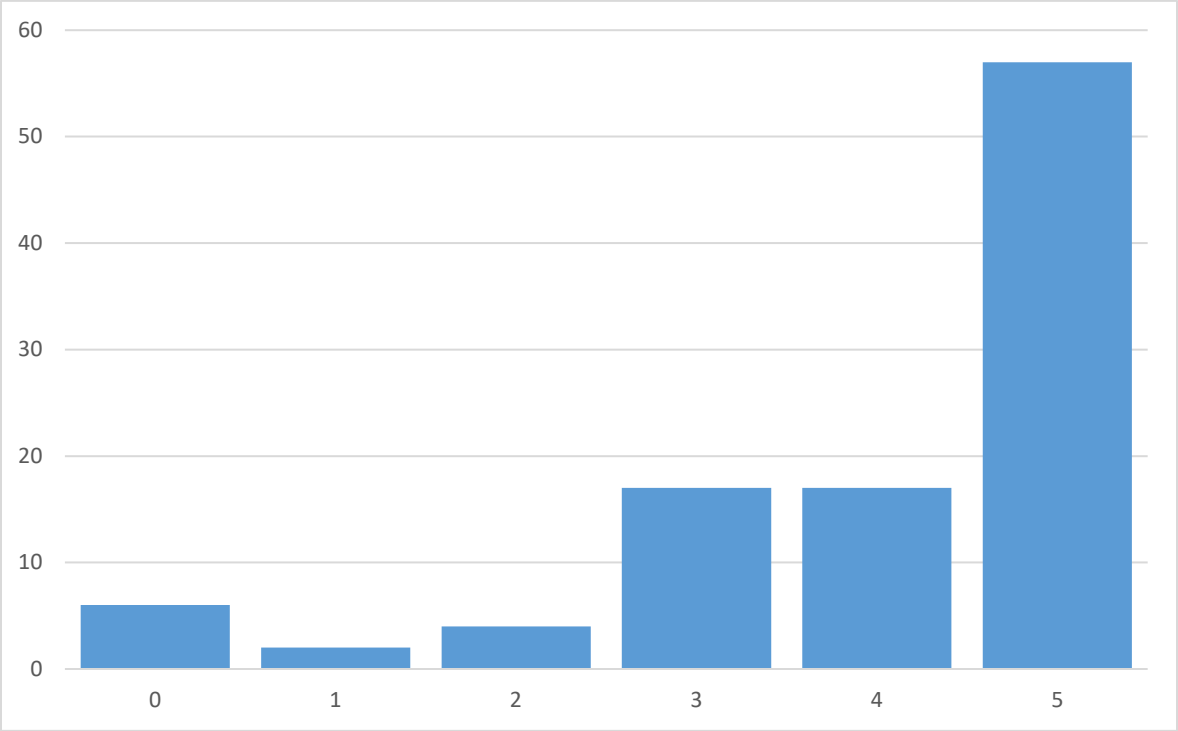
- Traffic and speed on Highway 12 needs to be address
- Short term rentals are impacting availability and affordability of housing
- Include something about "older folks" in the vision
- The vision is too ambiguous and needs more specificity
- Concerned about "big business" investors
- Need to focus on affordable housing for local workers
- Add safety to the vision, need more police presence in town

3. On a scale from 0 (do not agree) to 5 (strongly agree), how would you rate the following?

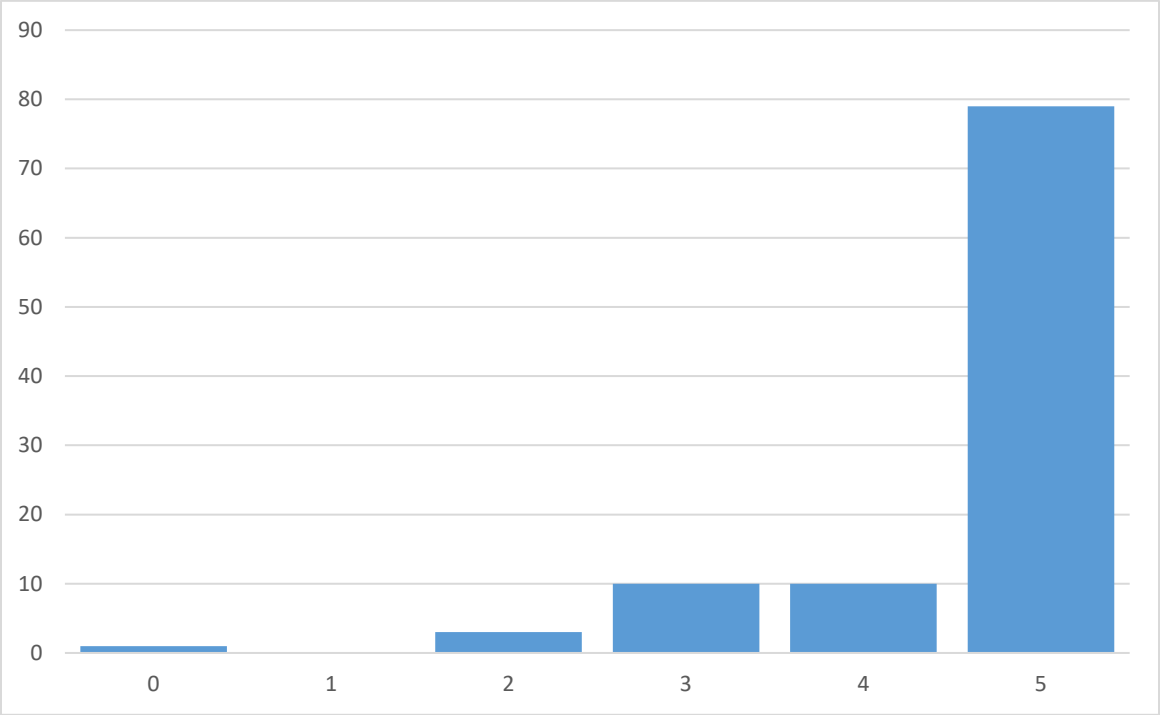
Community Goal 1 – Support families living, working and playing in town.



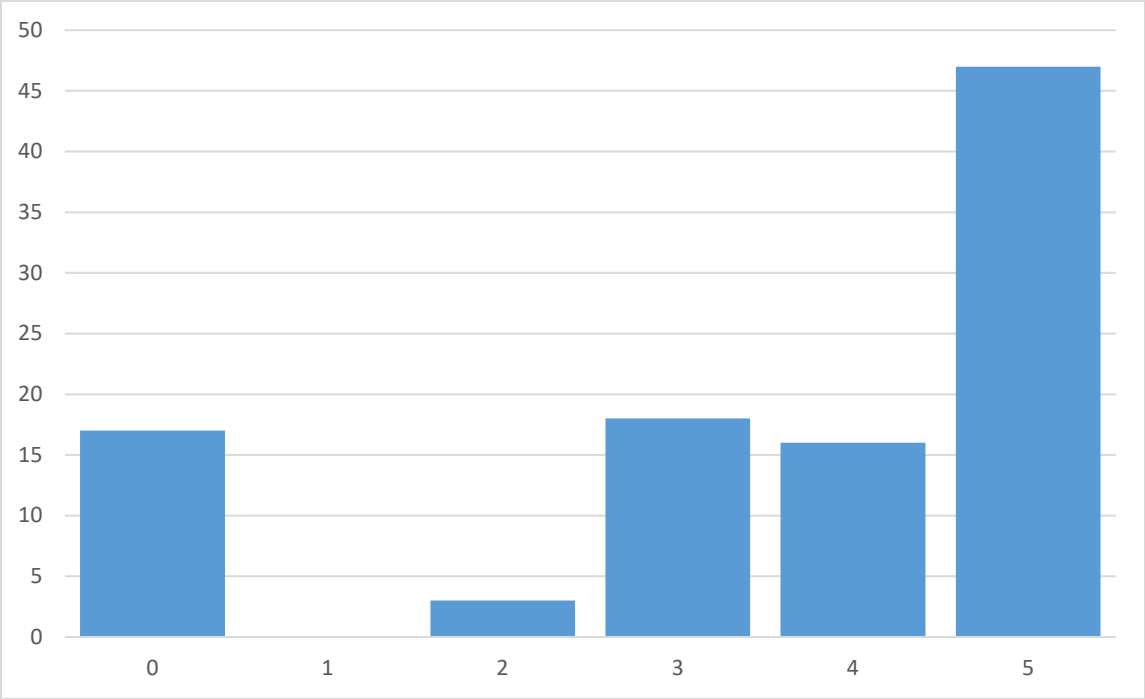
Community Goal 2 – Encourage services and facilities that allow residents to age in place.



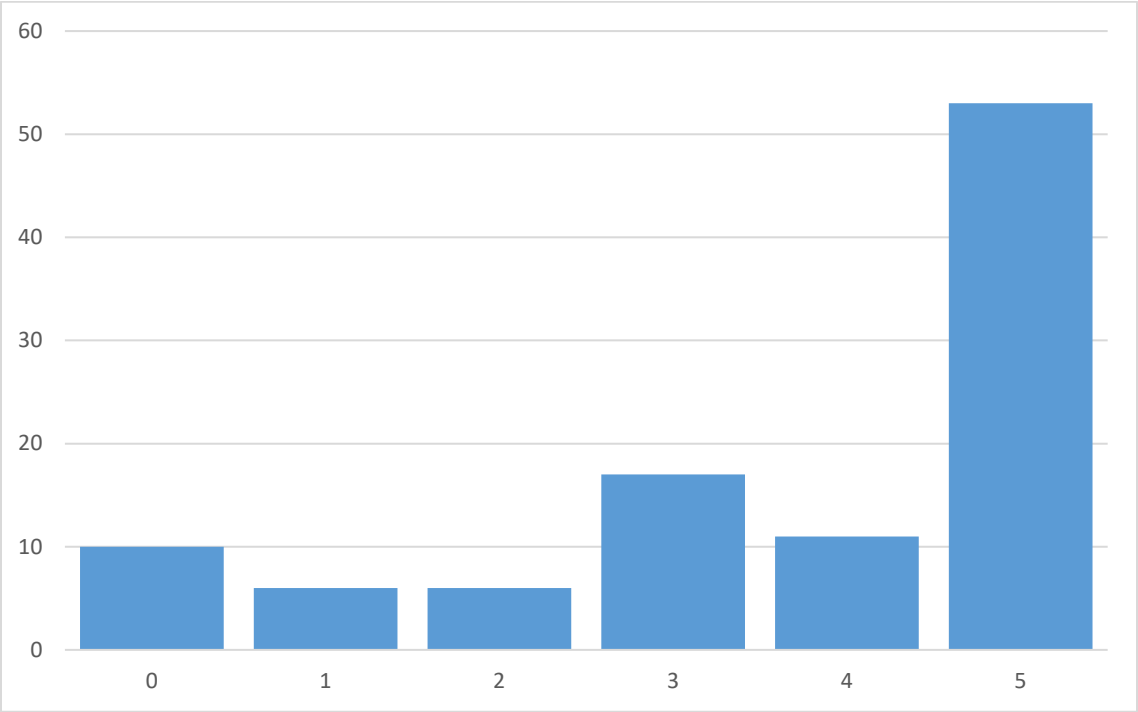
Land Use Goal 1 – Preserve the small town uniqueness and charm of Packwood.



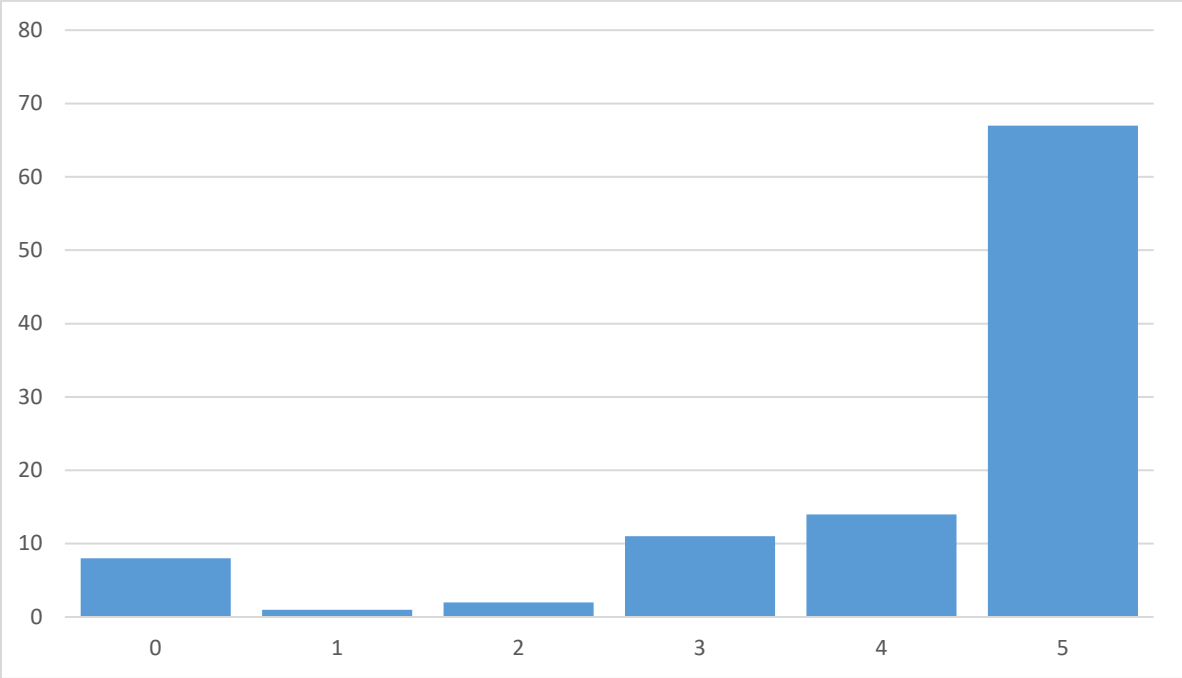
Land Use Goal 2 – Contain higher density development near Downtown Packwood and prevent sprawl.



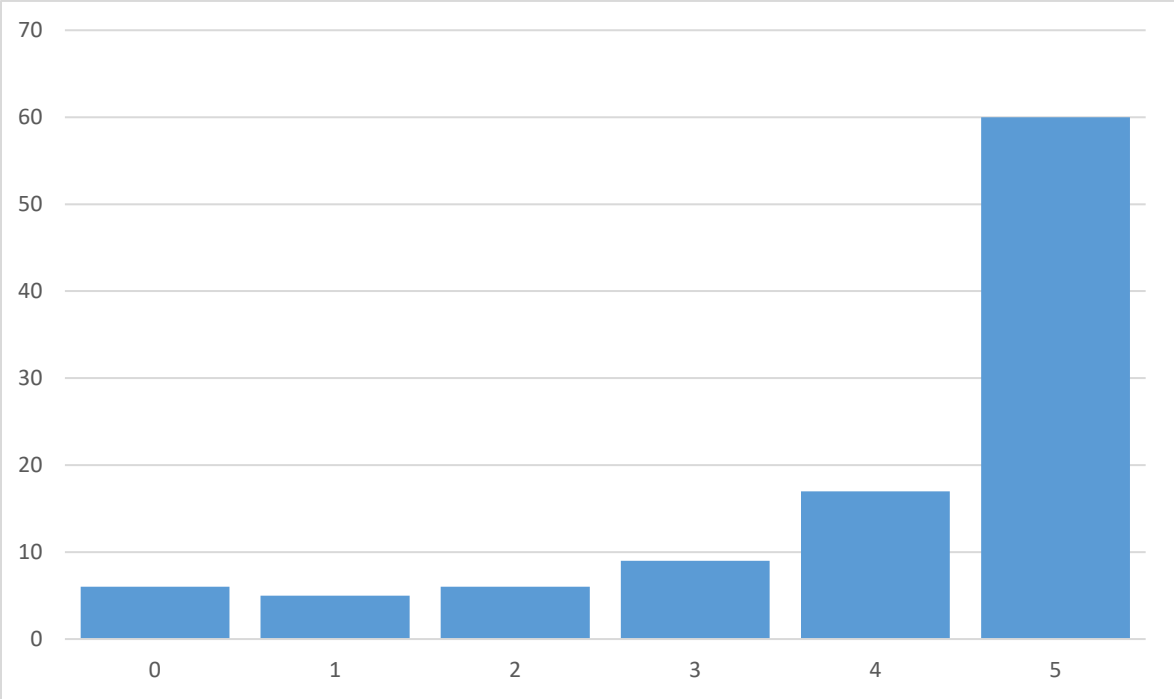
Housing Goal 1 – Provide a range of affordable housing for residents at all income levels.



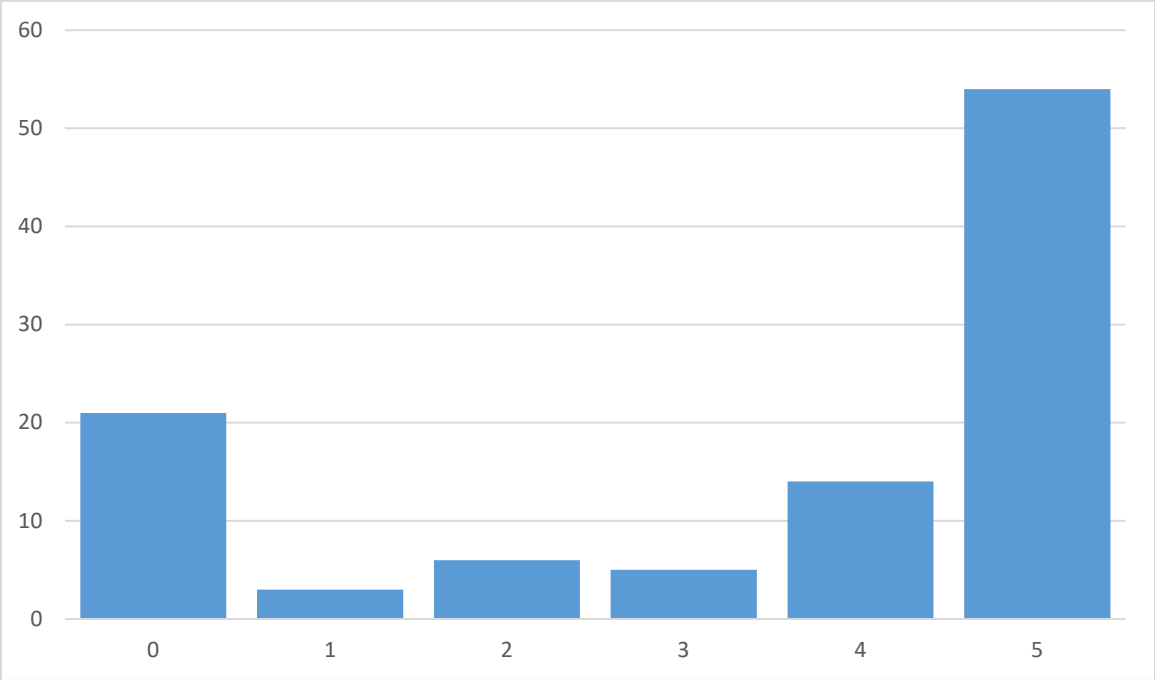
Economic Development Goal 1 – Support a range of locally owned businesses to meet the needs of residents and tourists.



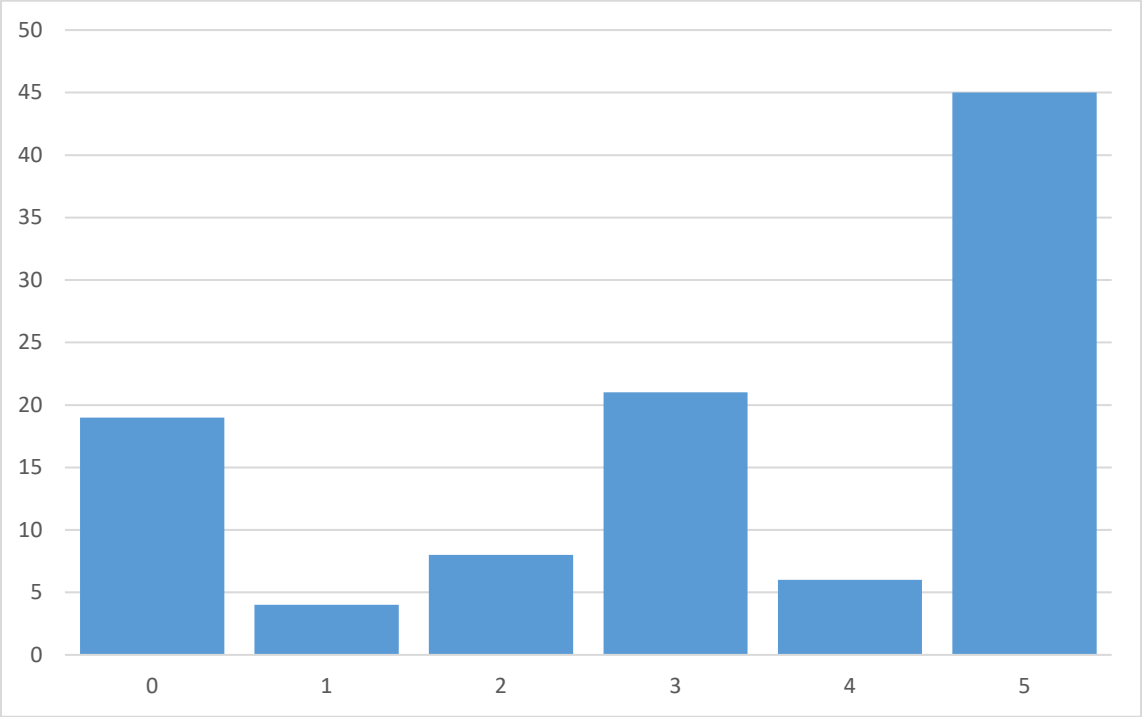
Economic Development Goal 2 – Support employment options that provide living wage jobs.



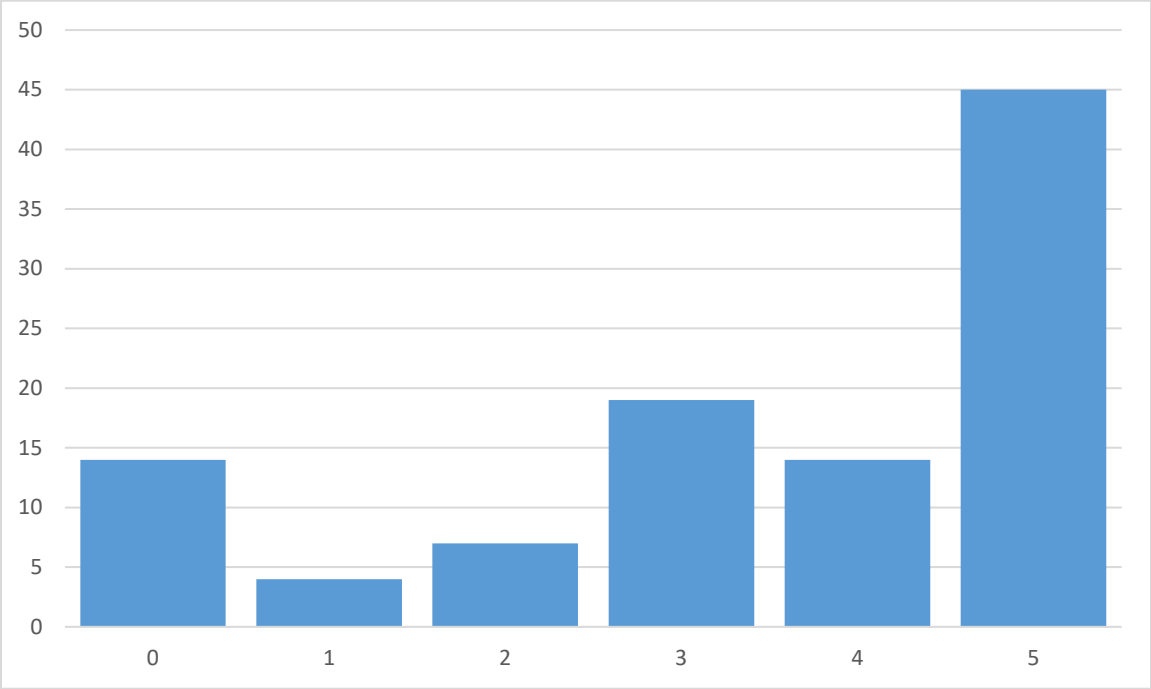
Transportation Goal 1 – Make the streets more accessible and safe for bicyclists and pedestrians.



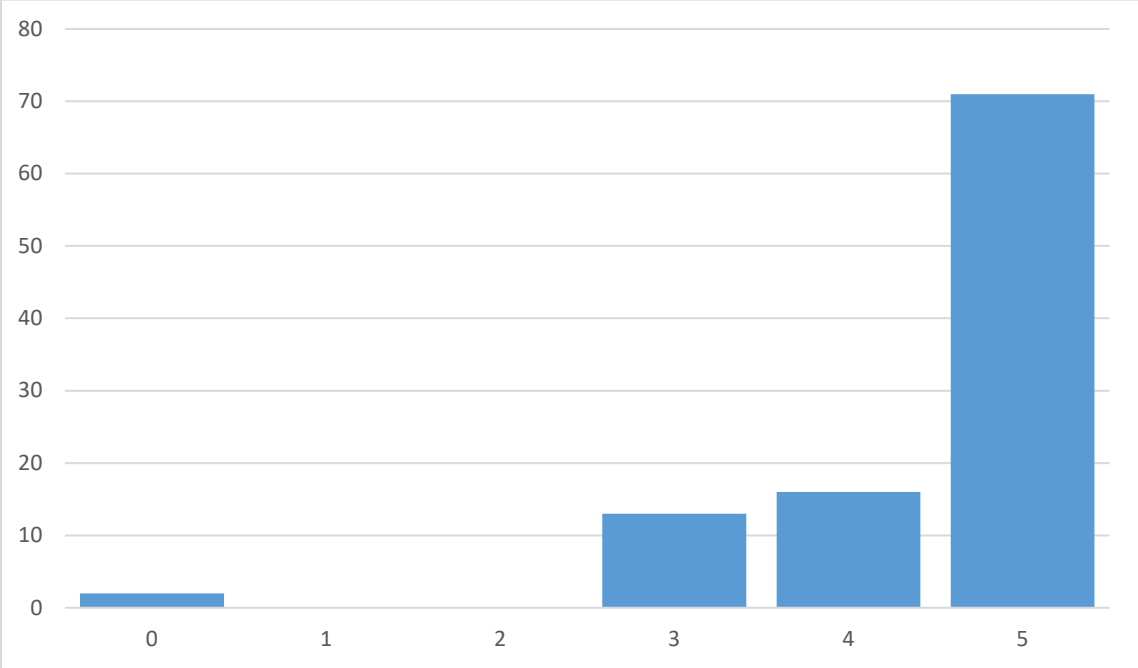
Transportation Goal 2 – Improve street connectivity in and near Downtown Packwood



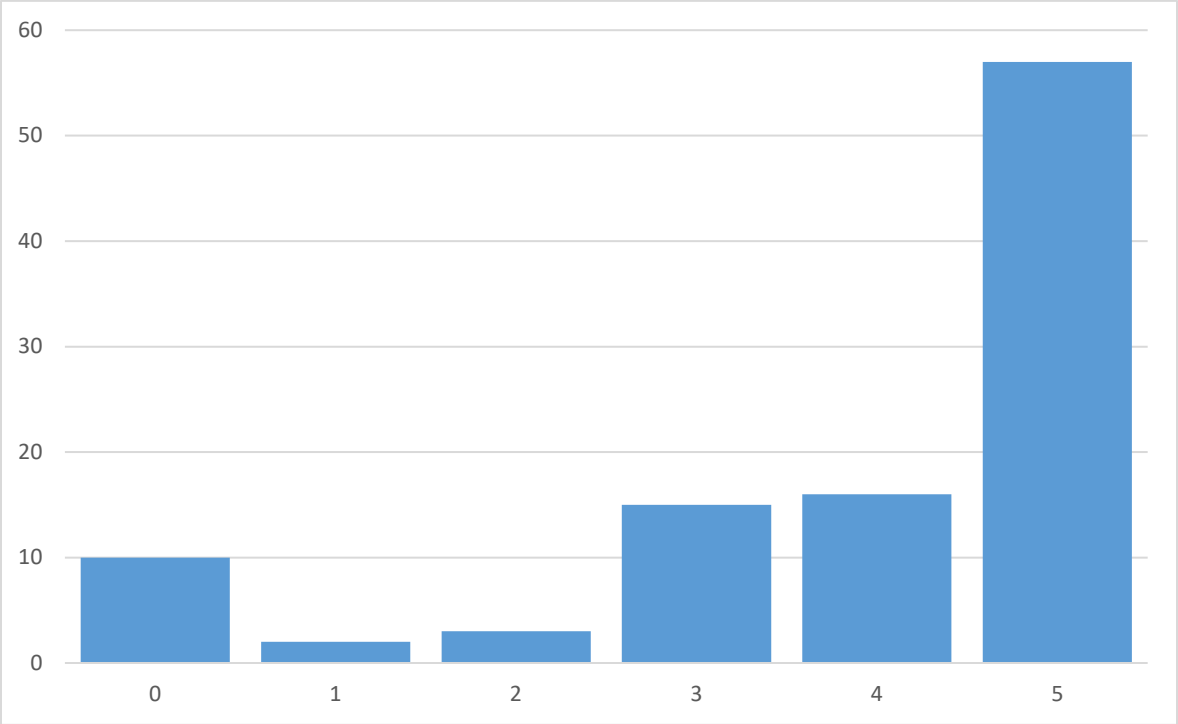
Transportation Goal 3 – Parking along Highway 12 and local streets near Downtown Packwood is based on peak season demand and is designed to prioritize pedestrian and bicycle safety as well as access to local businesses and community amenities.



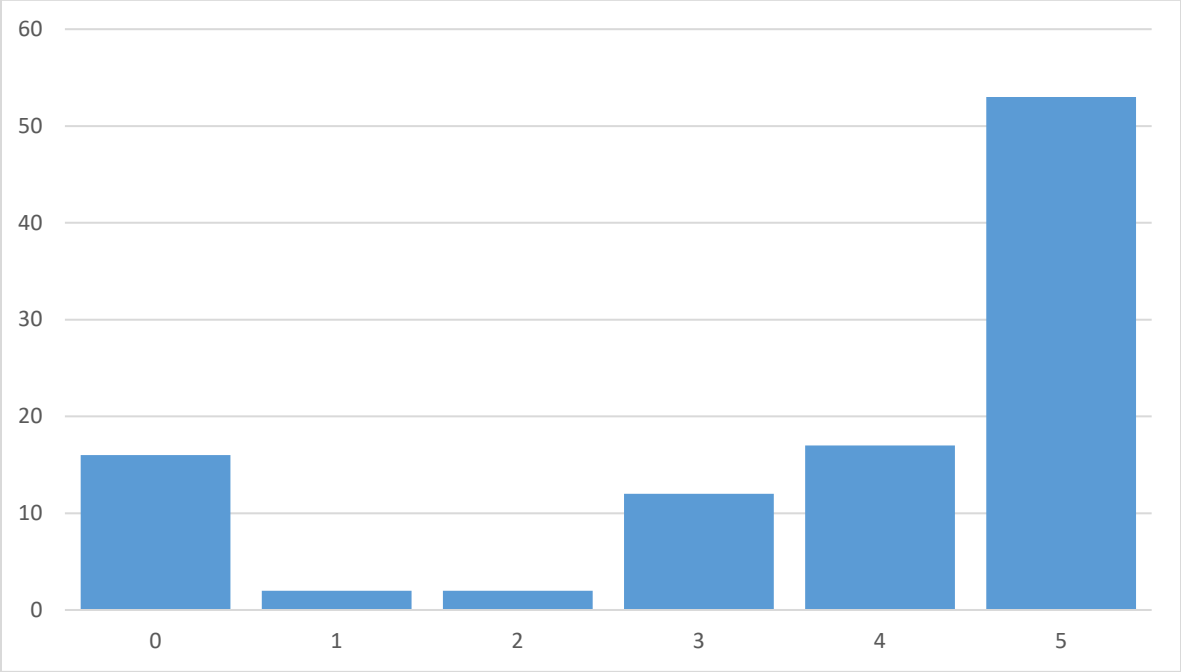
Environment and Recreation Goal 1 – Protect, maintain and enhance the natural environment for people and wildlife.



Environment and Recreation Goal 2 – Foster year-round recreational experiences for all ages and abilities.



Public Facilities Goal 1 – Improve facilities and infrastructure to support planned growth.



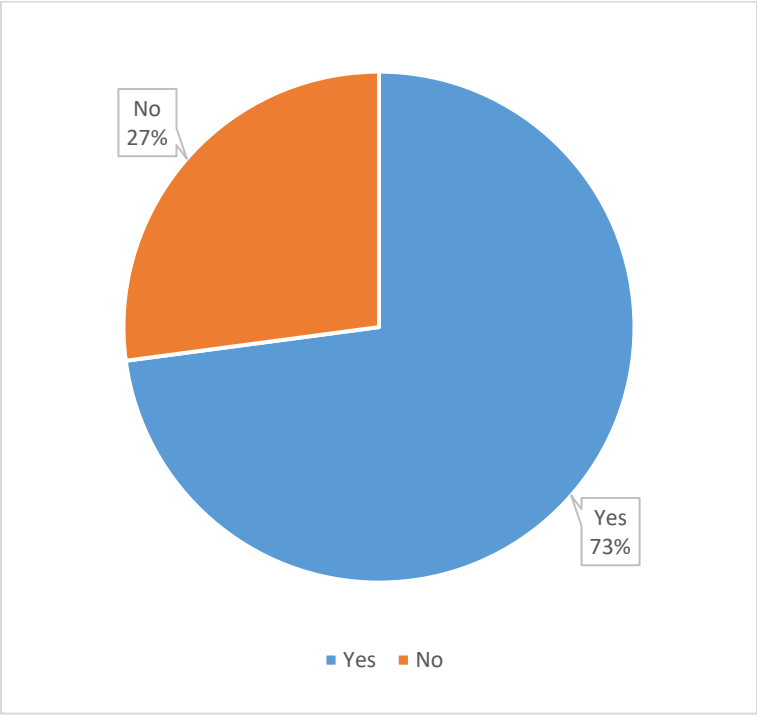
4. Is there a 20-year goal missing or would you modify one of the goals above?

This was an open ended question. The primary topics of concern were short term rentals and new development in downtown. The other topics included:

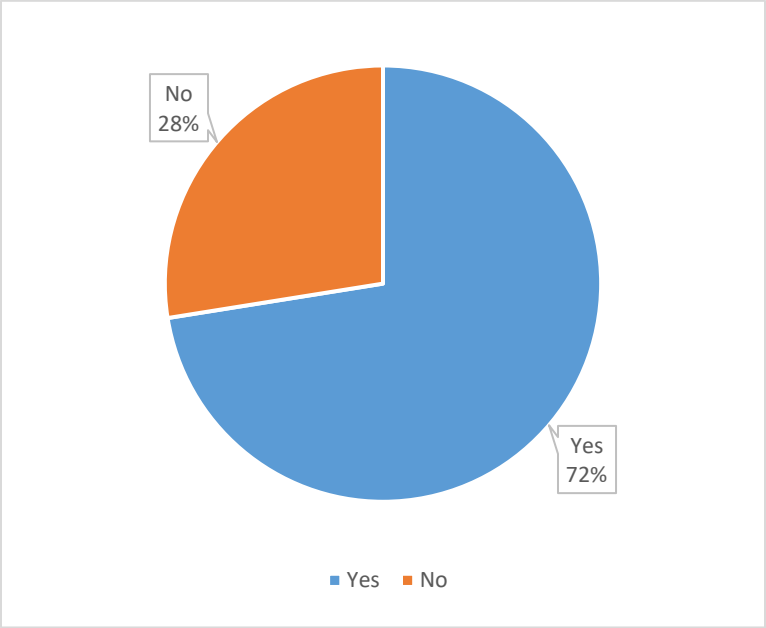
- Highway 12 traffic and impacts are a high priority
- Need to address short term rental impacts on Packwood
- Add a goal for "living wage jobs"
- Prioritize residents and businesses over tourism
- Need to diversify employment options, add industrial jobs
- Focus more on addressing natural hazards
- Increase police presence in town

The following questions are about existing and future land use maps that were presented in the plan.

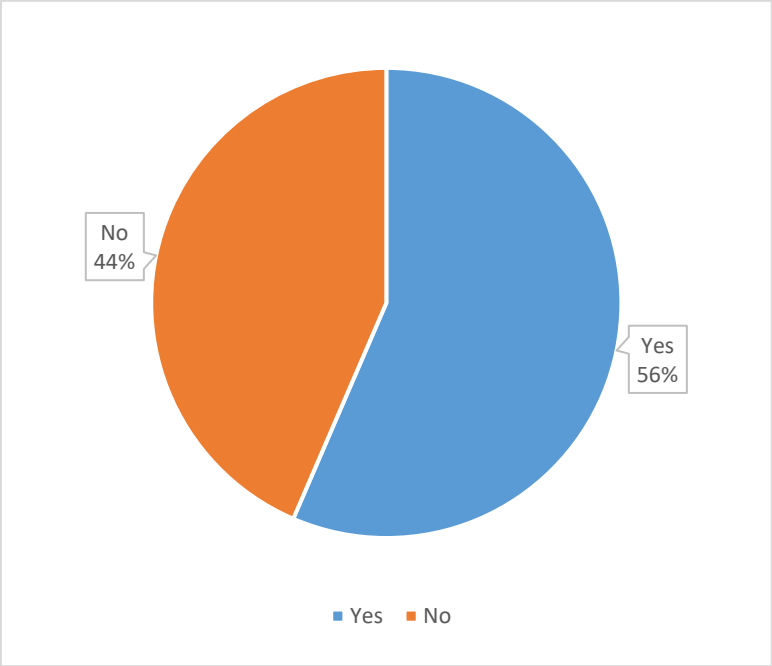
5. Do you support the concept of concentrating most of the growth near Highway 12?



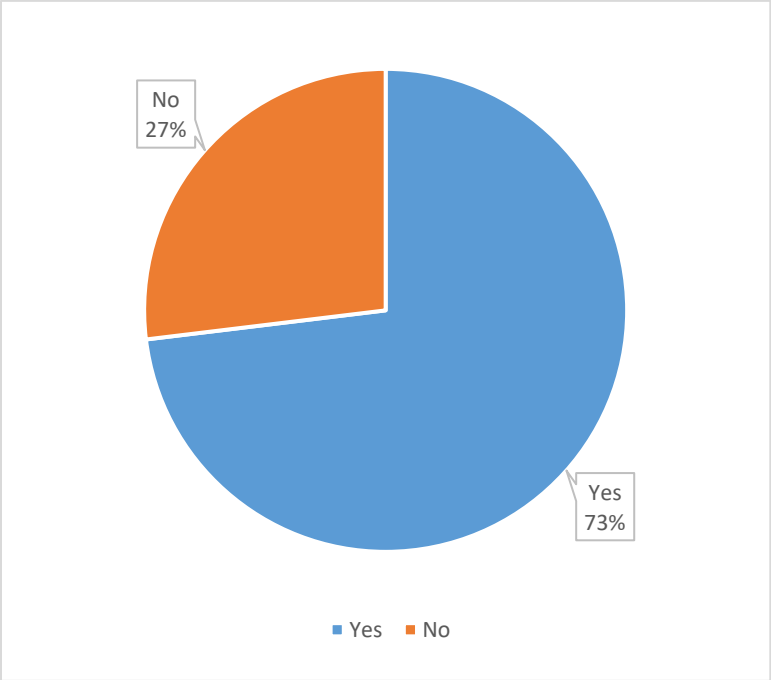
6. Do you support mixed uses, which means ground floor commercial and second story apartments or condo, in Downtown Packwood for buildings that front Highway 12 (areas shown in red on the future zoning map)?



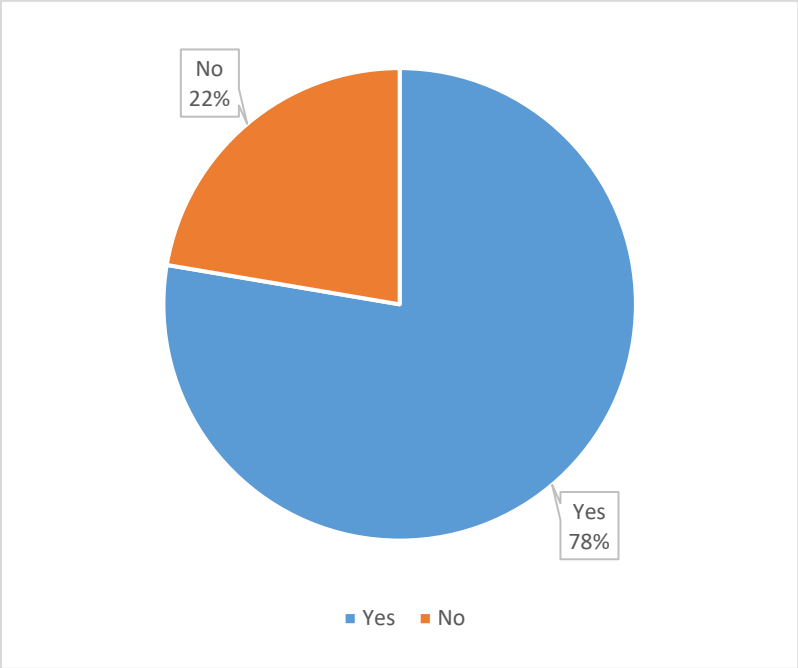
7. Do you support adding to the diversity of housing types, including small-scale multifamily housing (e.g., triplexes, row houses, and courtyard apartments) in Downtown Packwood (areas shown in purple on the future zoning map)?



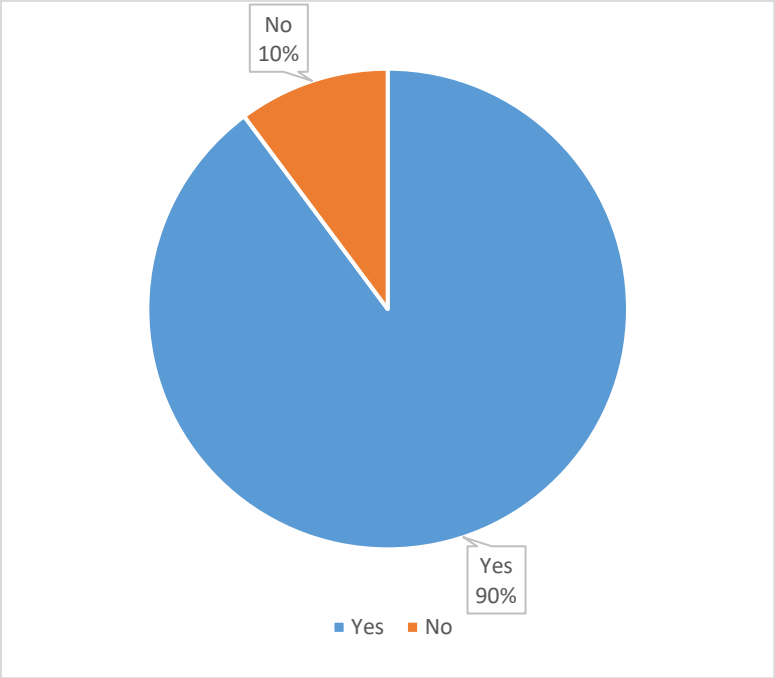
8. Do you support expanding allowances for commercial uses to the historic mill site (areas shown in gray on the future zoning map)?



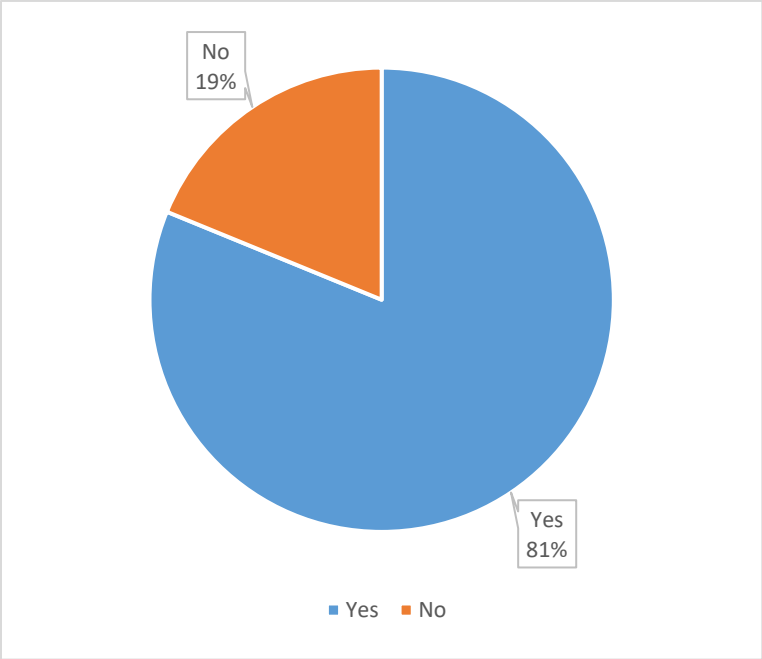
9. Do you support maintaining the current allowances for housing types and density surrounding Downtown Packwood (areas shown in pink on the future zoning map?



10. Do you support preserving open spaces (areas shown in hatch green on the future zoning map)?



11. Do you support maintaining low density residential development on the west side of the Cowlitz River (areas shown in blue on the future zoning map)?



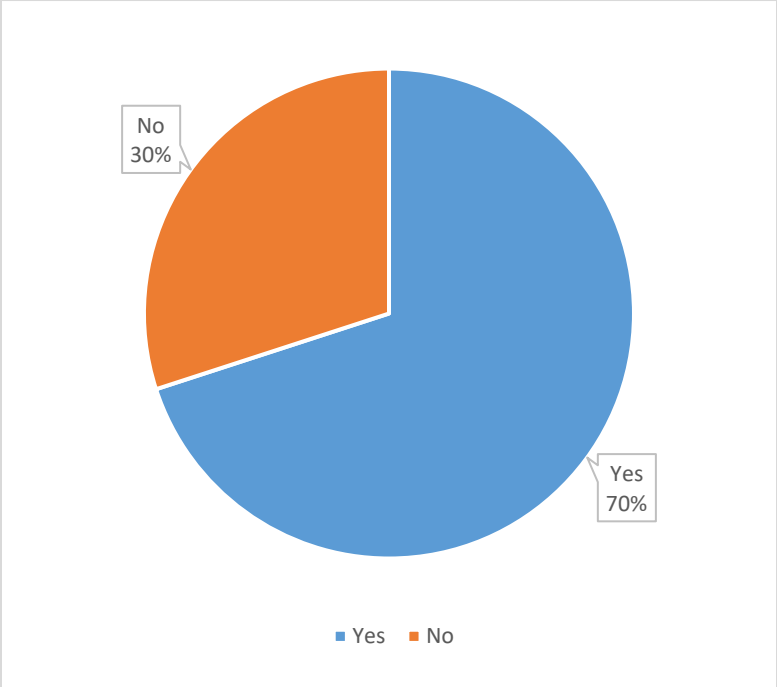
12. Keeping in mind that all of the uses described above are currently allowed by the existing zoning, is there anything you would change on the future zoning map?

This was an open ended question. The primary topic of concern was short term rentals and that new housing will be short term rental, not long term rental. Many respondents asked for restrictions on short term rentals. The other topics included:

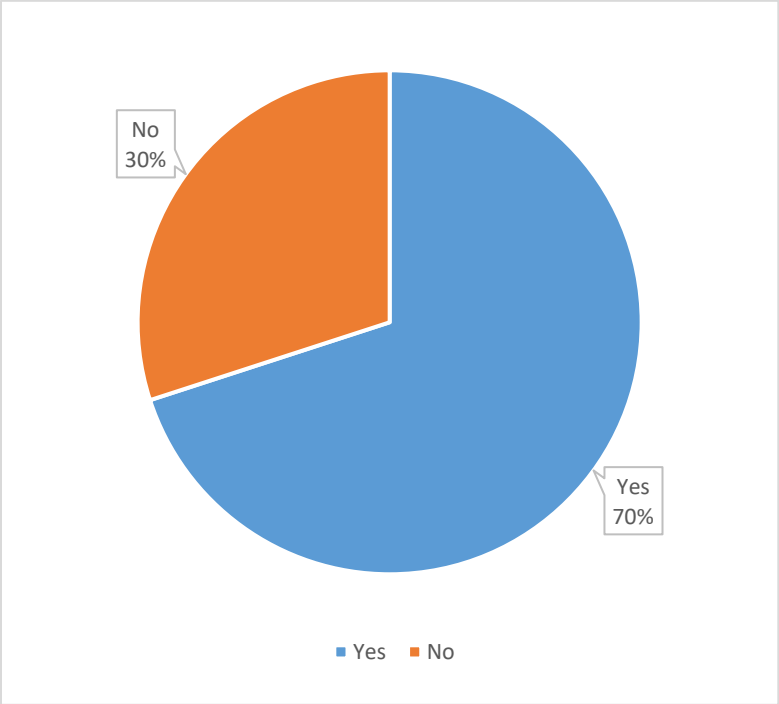
- Concerns about multifamily residential not being the character of Packwood
- Balance between Highway 12 development and pedestrian safety
- Create wider side streets that can reduce traffic on Highway 12
- Restrict new buildings in the floodplain
- Allow more development on Cannon Road
- Concern about people living full time in RVs

The following questions are about a transportation concept map that was presented in the plan.

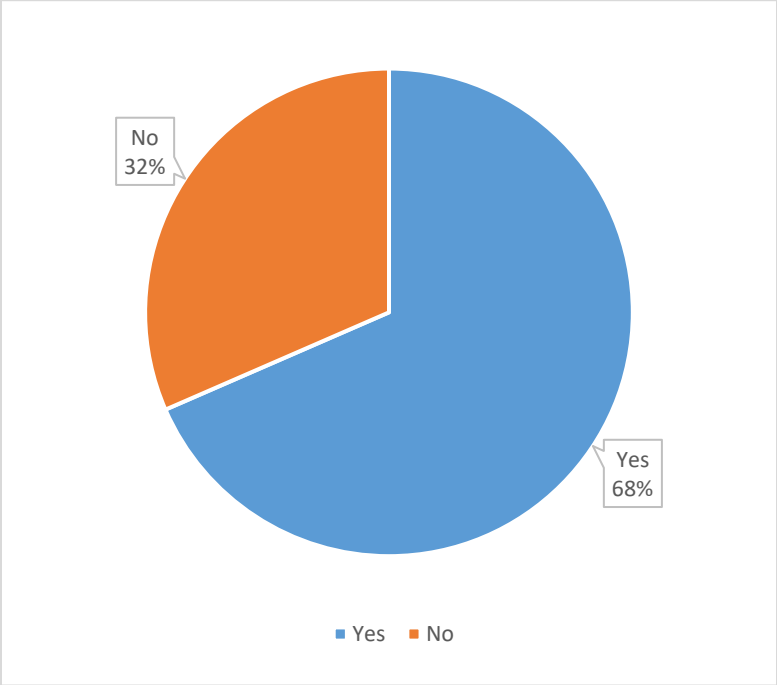
13. Do you support adding pedestrian/bicycle routes (e.g., paths, trails or sidewalks) to Highway 12 from Skate Creek Road to Tail Race?



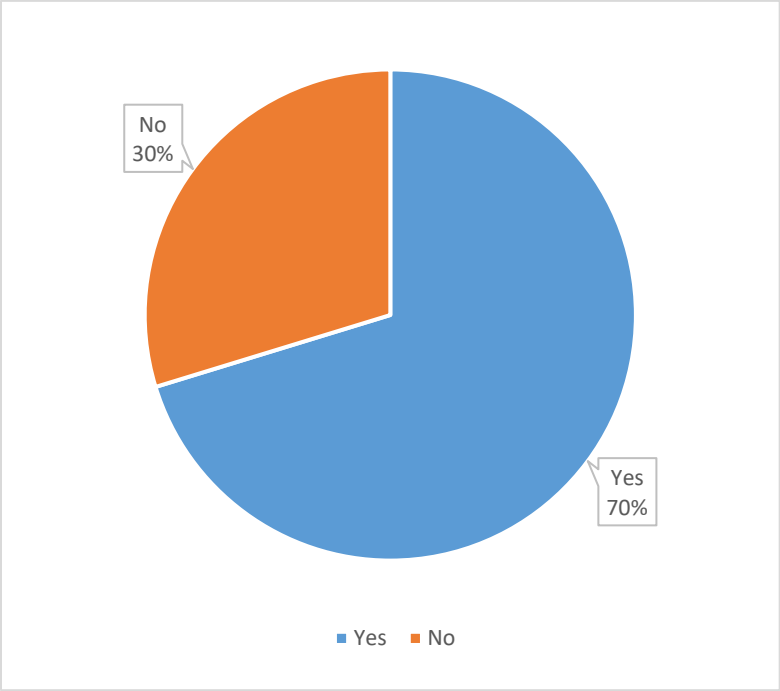
14. Do you support adding pedestrian/bicycle routes (e.g., paths, trails or sidewalks) to Skate Creek Road from Combs Road to Highway 12?



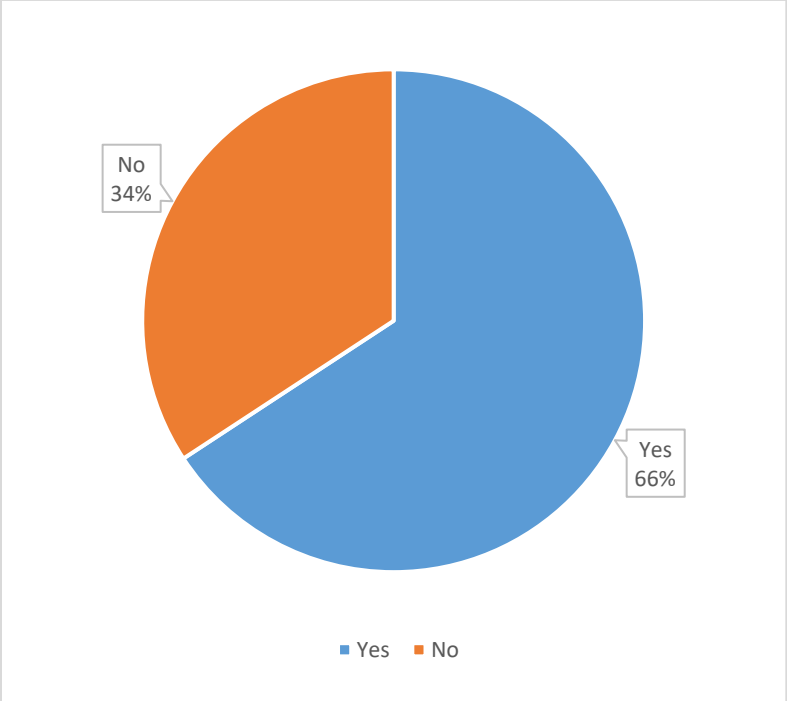
15. Do you support adding pedestrian/bicycle routes (e.g., paths, trails or sidewalks) side streets that provide access to Downtown businesses?



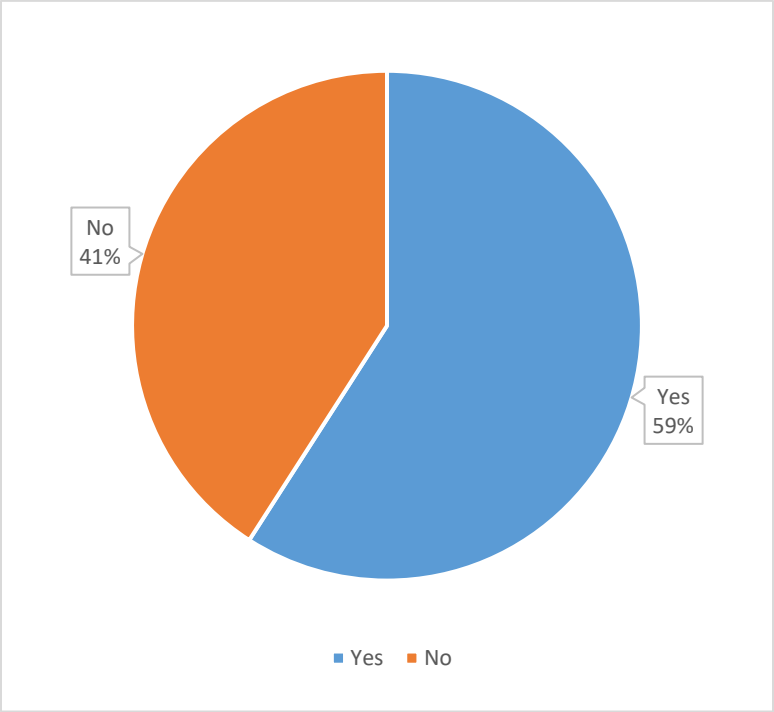
16. Do you support traffic calming (e.g., rumble strips, crosswalks, stop signs, etc.) at the intersection of Highway 12 and Skate Creek Road?



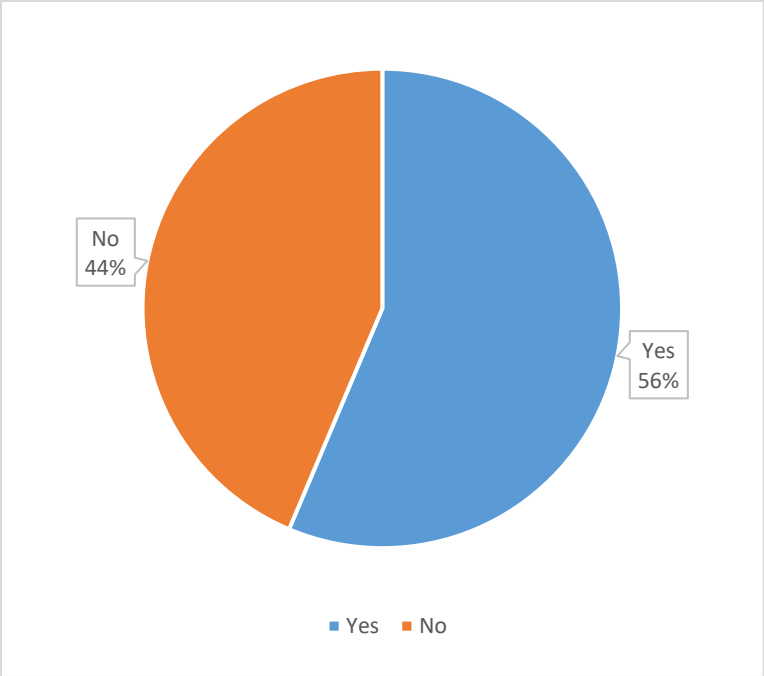
17. Do you support traffic calming (e.g., rumble strips, crosswalks, stop signs, etc.) at the intersection of Highway 12 and Main Street?



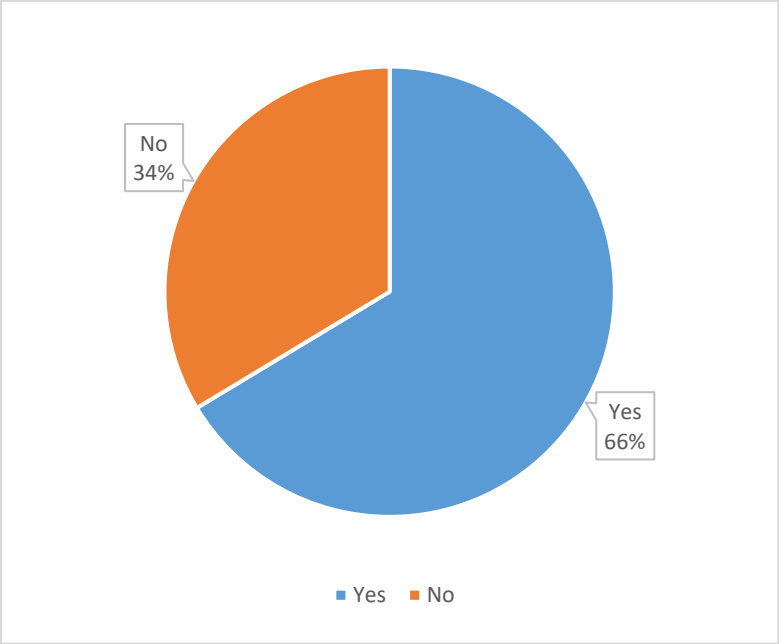
18. Do you support traffic calming (e.g., rumble strips, crosswalks, stop signs, etc.) at the intersection of Highway 12 and Huntington Road?



19. Do you support traffic calming (e.g., rumble strips, crosswalks, stop signs, etc.) at the intersection of Skate Creek Road and Combs Road?



20. Do you support extending the existing Downtown block pattern, by adding new public roads, as redevelopment occurs?



21. How should parking be addressed in Downtown Packwood?

This was an open ended question. Many respondents said that parking is fine the way it is and no changes are needed. The comments below are in hierarchical order based on the number of respondents that made similar comments:

- Create a central parking lot
- Formalize angled parking on Highway 12
- Off-street, back of building, parking lots are needed
- More formalized parking on side streets
- Prioritize pedestrian safety in downtown
- Need to designate "big rig" truck parking along Highway 12

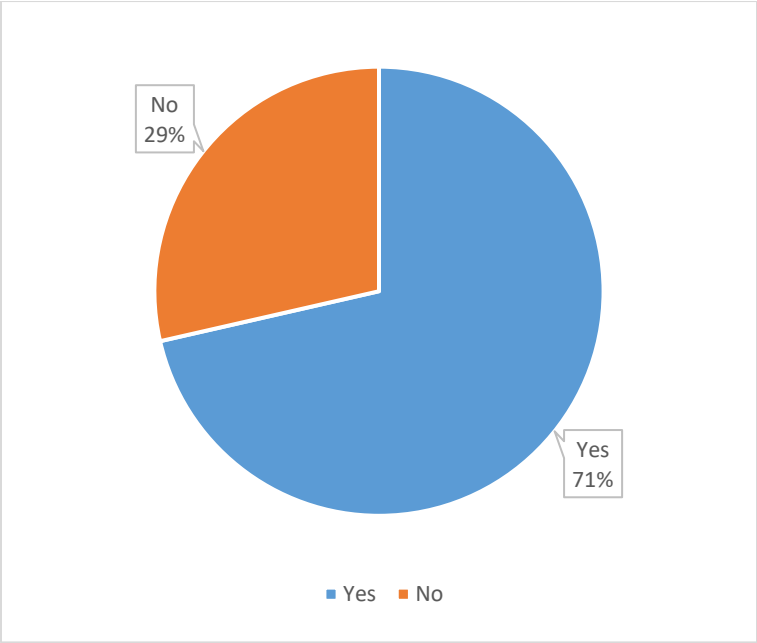
22. Do you have additional comments about the Transportation Concept for Downtown and the surrounding streets?

This was an open ended question. Many respondents said that no changes are needed to the transportation system. Other topics were:

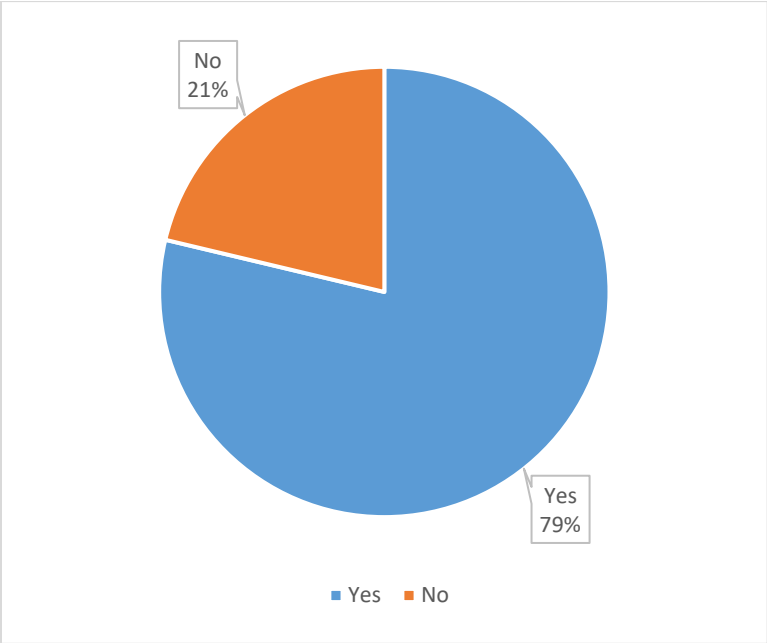
- Need to enforce existing traffic speeds through downtown
- Focus development around and improvements to Cannon Road
- Add roundabouts at Skate Creek and Highway 12
- Do not add roundabouts
- Need more busses for seniors
- Shuttles to and from White Pass during ski season

The following questions are about a urabn adesign examples that were presented in the plan.

23. Do you support a common urban design (look) to new buildings in Downtown Packwood?



24. If you answered yes to question 23, do you think the figures are the appropriate look for new buildings in Downtown Packwood?



25. If you answered yes to question 23 but no to question 24 (you don't think the figures are the appropriate look for Downtown Packwood), please describe the urban design you think would be the appropriate look for Downtown Packwood.

This was an open ended question. The majority of respondents felt that the modern look is not consistent with Packwood and the traditional look should be prioritized. A few respondents like the modern look. Many respondents supported the idea of design standards, but do not think it should be required.

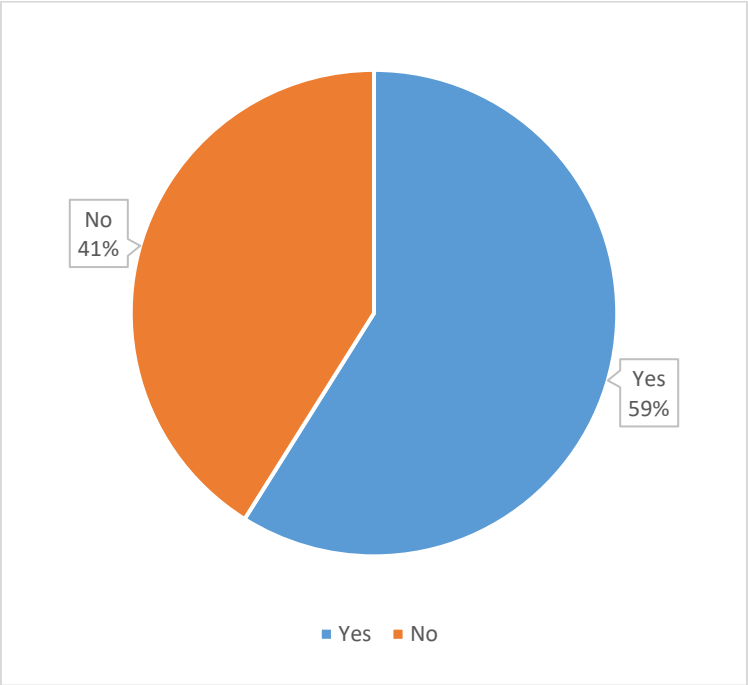
26. Do you have additional comments about Packwood's urban design (look) as new development occurs over the next 20-years?

This was an open ended question. There was a mix of support and concern related to creating a common look to buildings in Packwood.

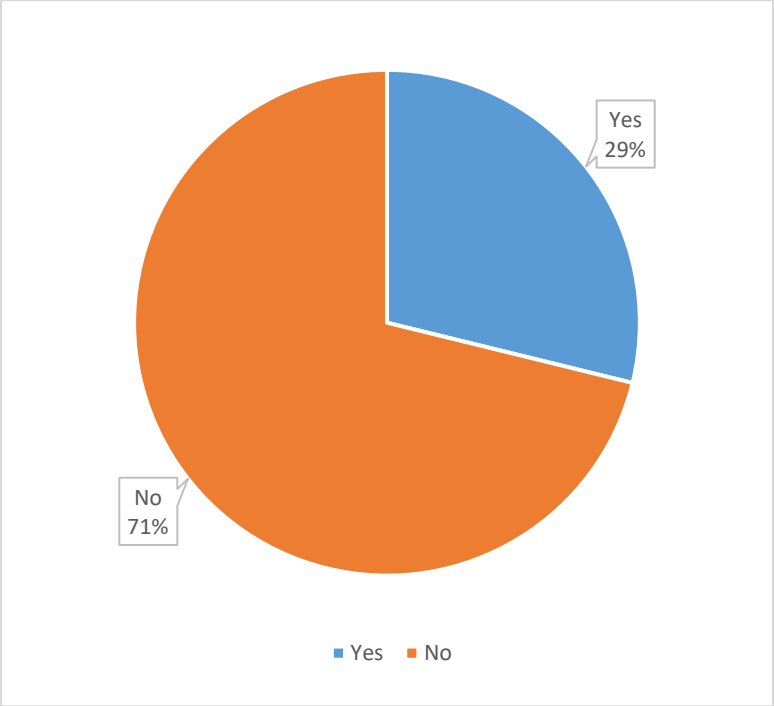
- Concern about Packwood becoming "urban"
- Concern about the financial impact of requiring a specific design
- Allow developers to design buildings however they want
- Agreement that common look would help preserve the small town
- Diversity and uniqueness of building design is important
- Require design standards for signs

The following questions were optional.

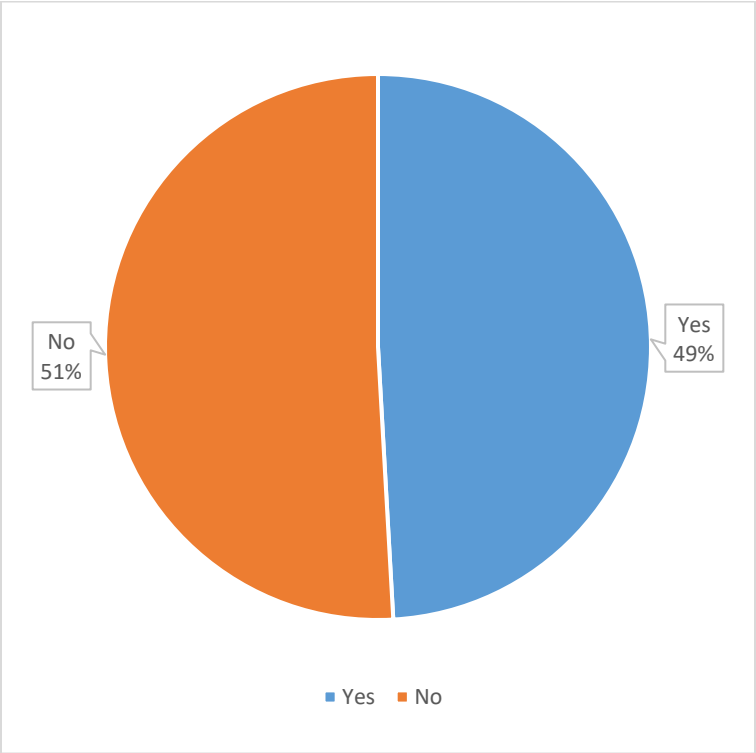
27. Do you live in Packwood?



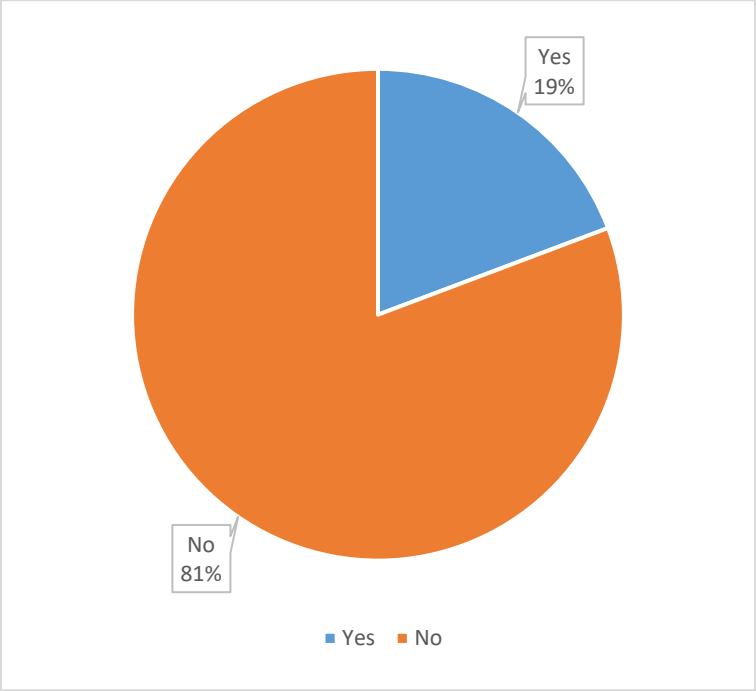
28. Do you work in Packwood?



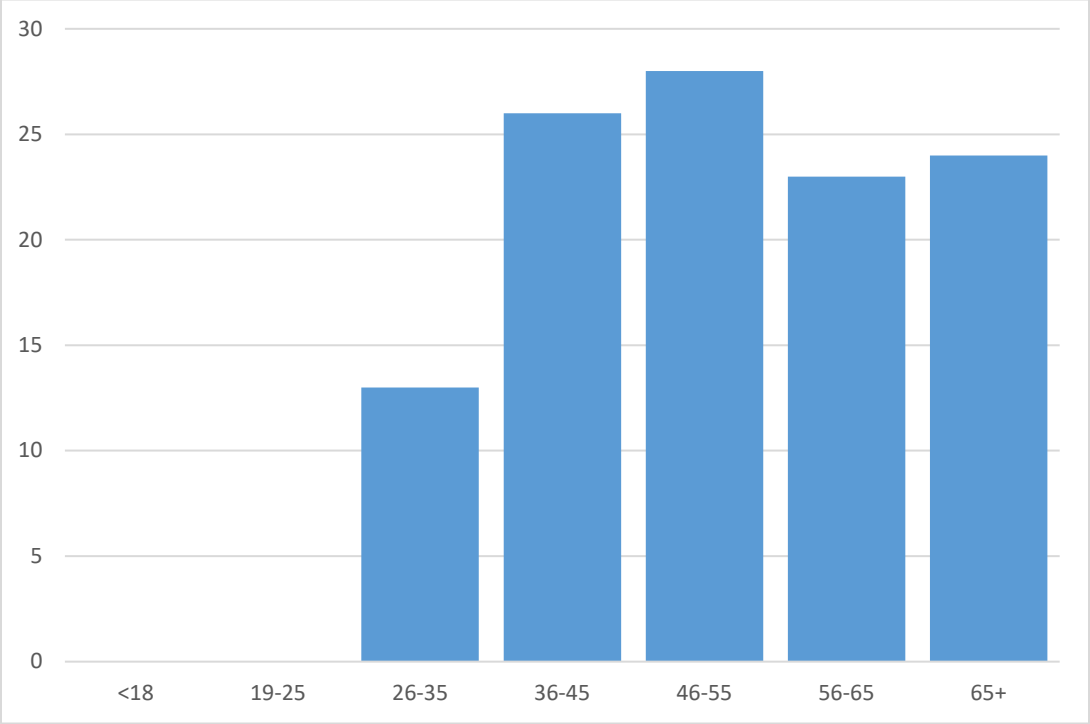
29. Do you own a personal vacation home in Packwood?



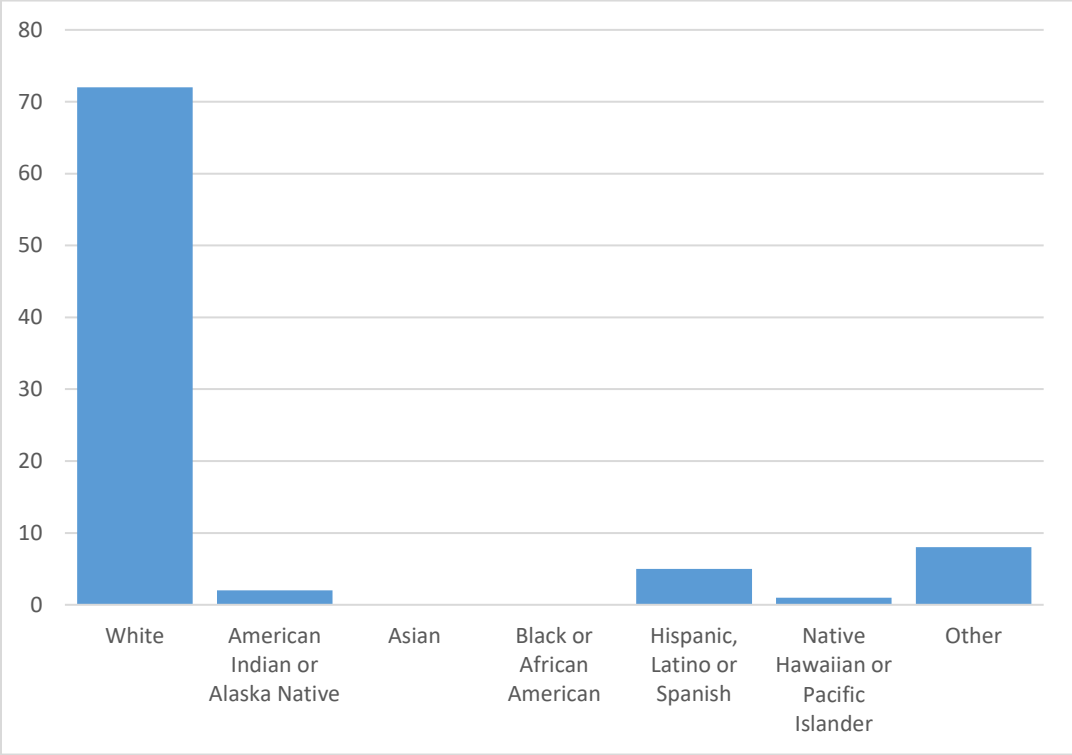
30. Do you own short term rental(s) in Packwood?



31. What is your age group?



32. How would you describe yourself?



November 9, 2022 Community Advisory Committee Meeting – Draft Plan

The meeting was entirely a review of the Draft Packwood Subarea Plan and the public comments received through the survey and Open House. All decisions about changes to the draft plan based on the public comments are incorporated into the track-edit version that was transmitted to the CAC in advance of the December meeting.

Major Points of Discussion

1. Land Use – The CAC reaffirmed the intent to focus commercial development in Downtown and at the history mill site. This constrains where commercial development can happen because it can happen anywhere in the STMU zone. Diffuse commercial uses will not be as effective as a strong retail core near Highway 12. Outside of the areas designated for higher density development, the large-lot character of Packwood should be maintained and protected.

   A property owner located off Blakely Road asked to maintain the allowance for commercial uses. The CAC discuss possibly adding a commercial node (MU) around Blakely Road and including the hotel. The group felt that keep future commercial development focused on the Downtown and historic mill site would be better long term. Also, existing uses, like the hotel can stay, and in-home business will still be allowed everywhere.

2. Urban Design – The design guidelines are not "urban", they are for rural buildings. The design guidelines should only be required for buildings that front Highway 12, Main Street or Willame Street in Downtown. This will create a strong sense of place.

   The CAC discussed that the intent is not to create new building that all the look the same but that are cohesive and fit the small-town look of Packwood. They suggested only including existing buildings that meet the desired design to simplify the section.

   In addition the CAC decided to extend design guidelines to new signs in Downtown. In particular, new plastic signs with interior illumination should not new allowed because those are more urban and don't fit the cohesive look of Packwood.

3. Housing – Add a policy to encourage more affordable options likes dormitories and hostels for seasonal employees.

December 14, 2022 Community Advisory Committee Meeting – Draft Plan

This was the final meeting the CAC. The meeting was entirely continued review of the Draft Packwood Subarea Plan and the public comments received through the survey and Open House. All decisions about changes to the draft plan based on the public comments are incorporated into draft Packwood Subarea Plan that will be released to the public on December 30.

Major Points of Discussion

1. Transportation – The CAC reaffirmed that street connectivity is important for public safety. They acknowledge and want to stress that the Transportation Concept is not specific street alignments, which will be decided in the future at the time of development by Lewis County and Fire District 10. Lewis County/Fire District could require other alignments that are not shown no the concept or could decide that some alignments are not necessary. The concept is just a concept.

   The alignments south of the Museum were discussed and adjustments made to better follow property boundaries. An alignment connecting Skate Creek Road to Combs Road was removed as not necessary. The pedestrian/bike route on Haines was extend north to Snyder Road.

   The group also discussed the need to address semi-truck parking along Highway 12. During large snow events Snoqualmie and Stevens Pass are often closed and traffic is diverted to White Pass. Because there is insufficient space at the rest stop 5 miles southwest of town, trucks park along the highway blocking visibility.

   Finally, there was a reminder that the CAC had previously discussed the need to make Skate Creek Road (FS Road 52) safe and accessible year round both for a secondary access route during natural disasters like flooding and fire, but also to provide access to and from employment and housing opportunities.

2. Economic Development – A new goal and policies related to tourism was added. The intent is to grow the retail economic base of Packwood to support more jobs and housing options. The CAC felt strongly that new retail businesses should be small in scale and fit Packwood. The CAC reaffirmed concentrating new commercial uses in Downtown.

3. Environment – A new policy was added to protect the ground water, which is Packwood's primary drinking water source.

March 14, 2023 Planning Commission Public Hearing

The Lewis County Planning Commission held a public hearing on March 14, 2023. The hearing was noticed 14 days in advance through The Chronicle and The East County Journal. The hearing was also noticed via the Packwood email list, Planning Commission email list, social media and physical posters hung at the Post Office, grocery store, library and coffee shop.

Written testimony was take until 4:00pm the day before the hearing. The Planning Commission received 22 pieces of written testimony, of which 20 were in support with some requests for amendments and 2 were in opposition. At the hearing, 12 people testified. All verbal testimony was largely in support of the plan with some requests for amendments.

The requests for amendments were:

1. Historic Mill Property land use designations – reduce the amount of commercial land designations and increase housing options.
2. Huntington Road Property land use designation – change the designation from commercial to low density residential.
3. Short Term Rentals – consider a policy to address short term rentals.
4. Less density in downtown – consider now allowing so much density in downtown.
5. Near-term fixes needed – need to address affordable housing and other issues now.

The Planning Commission closed testimony and began deliberations. They asked staff to bring back more information on the first three amendments requests: Historic Mill Property, Huntington Road Property and Short Term Rentals. The commissioners voted to continue the hearing to March 28.

Planning Commission meeting notes are available online here.

March 20, 2023 Community Advisory Committee Meeting – Reconvening on Planning Commission Topics

Following the Planning Commission public hearing on March 24, 2023, staff reconvened the Community Advisory Committee (CAC) to discuss potential amendments as directed by the commissioners. Below is a summary of the CAC's discussion.

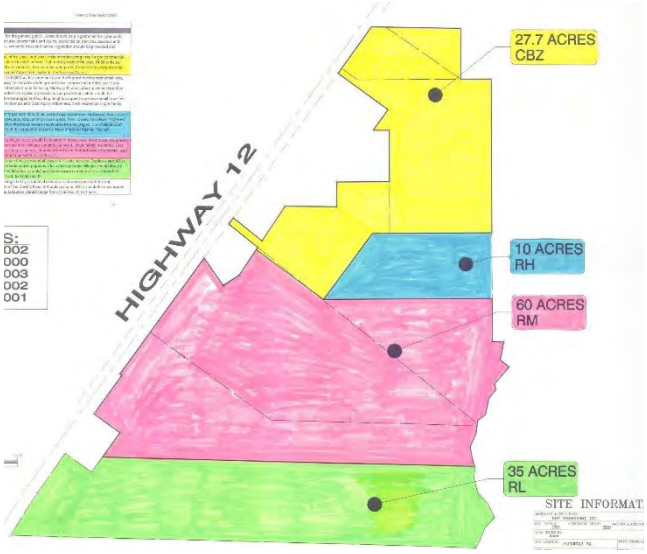
1. Land Use Designations Map

A. Historic Mill Property

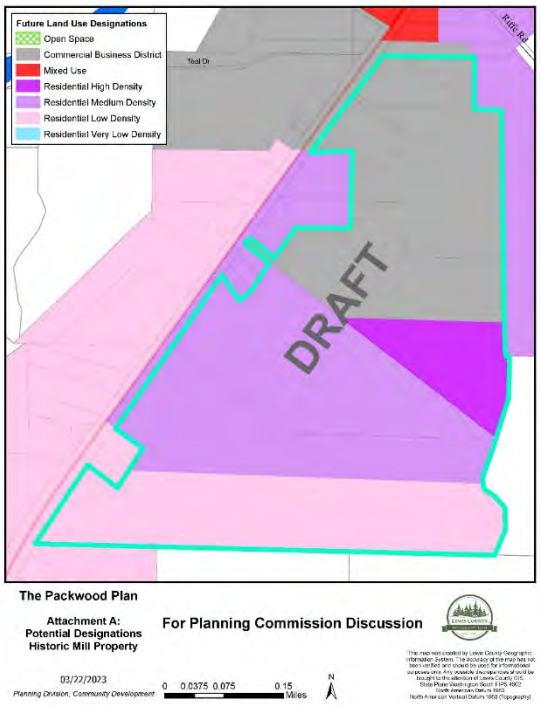
The owners of the historic Packwood Mill property requested a reduction in the proposed Commercial Business District (CBZ) designation and addition of a Residential High Density (RH) and Residential Medium Density (RM) designation.

The CAC unanimously supported splitting the property up but there was not full agreement on how much land should be retained as CBZ. The primary reason for supporting the designations as requested by the owners was that the mill site is a good location to focus new affordable housing. The mill site is the appropriate location for a new large scale apartment complex because a large scale development would not fit the existing scale of development in and near the Downtown core. However, there was concern about not preserving enough land for future commercial or manufacturing uses.

A suggestion was made by some members of the CAC to expand the CBZ designation from what was requested by the owners, please see Attachment A. The owner's request included 27.7 acres of CBZ and the CAC suggests 37.7 acres of CBZ. The CAC suggests shifting the RH designation down and reducing the area of RM designation. This would provide more flexibility for future commercial or manufacturing development.



Property Owner's Request via Testimony



B. <u>Huntington Road Property</u>

The owner of the Huntington Road Property requested that the site be designated Residential Low Density (RL) instead of CBZ. The owner's rationale was that the current zoning, Small Town Mixed Use (STMU), allows residential development and the infrastructure constraints limit lot size to roughly 12,600 sq. ft. which is similar to what would be allowed under RL.

There was also testimony provided by the former Director of Aviation for WSDOT, Dave Fleckenstein, that allowing additional residential development near an airport is generally incompatible with airport operations. Dave is also a member of the CAC and participated in the reconvened meeting. Dave shared the full policy guidance from WSDOT at the CAC meeting.

The CAC did not agree on which designation is appropriate for the Huntington Road property. There was discussion about both commercial and residential uses. Roughly half of the CAC felt that new houses near the airport is not appropriate, but acknowledged that STMU does allow that today. The other half felt that it is appropriate to maintain the current STMU allowances for new houses.

The CAC expressed that this is not an issue specific to the Huntington Road property and that other properties have similar proximity to the airport and future development capacity. Many of the CAC members felt that rushing this discussion is not in the best interest of the plan or the community of Packwood. They would like more time to discuss this complex issue and put forward a thoughtful recommendation.

2. Short Term Rental (STR) Policy

When the CAC reconvened, they split into four small groups to discuss potential goals for STRs in Packwood. Prior to small group discussion, staff reminded the CAC that goals and policies in the plan only apply to the subarea plan boundary (found in Map 1 on page 2 of the plan). The neighborhoods of High Valley and Timberline are not included in the subarea plan boundary. Staff also reminded the CAC that STRs have an impact on housing and the economy of Packwood. STRs provide jobs for residents and lodging for tourists and tourism is the primary economic sector in Packwood.

After the small groups met, each reported out to the larger group. The CAC discussed if there was general agreement about one or two goals/policies to include in the plan.

The CAC felt that additional analysis regarding the impacts of STRs on housing supply and the appropriate solutions is needed. In addition, many of the potential goals discussed were more appropriate for application countywide, not specific to the Packwood subarea plan boundary. The other points of the discussion were (in no hierarchical order):

- Ensure that STRs follow the existing rules for licensing, lodging taxes and property taxes.
- Limit STR occupancy based on septic capacity.
- Ensure that there is sufficient fire/EMS and police capacity to serve existing and new STRs.
- Locate STRs where other transient accommodations (e.g., hotels, motels) are appropriate.
- Let the market decide.
- Increase options for other transient accommodations (e.g. hotels, motels) that include kitchen and laundry amenities.
- Create a formal STR group to self-regulate issues such as noise, garbage/recycling, burn restrictions, etc.

The proposed policy that got the most traction, and would be appropriate to apply only to the Packwood subarea plan boundary, is based on the assumption that most STRs are single family houses and most new affordable housing in Packwood will be multifamily housing. Therefore, there is not direct competition between STRs and affordable housing. However, there is concern that newly built apartments could be high end condos provided as STRs. This would not meet the goals of the plan for increasing affordable housing options.

For the purposes of this discussion, multifamily housing is a building or group of attached buildings having three or more dwelling units that is not designed or used for transient accommodations. Multifamily housing includes apartments, fourplexes, triplexes, row houses and hostels/dormitories. These are consider more affordable housing options because the cost

burden of housing is shared between more than one person or family, unlike single family residences where the cost burden is borne by one person or family.

STR is defined as "a lodging use, that is not a hotel or motel or bed and breakfast, in which a dwelling unit, or portion thereof, that is offered … for a fee for fewer than 30 consecutive nights." (RCW 67.37) Therefore, long-term rental is a housing unit, or portion thereof, that is rented for a fee for period of 31 days or more consecutive nights. Owner-occupied housing is also long-term residency.

Potential Policy HS1.7: Ensure that newly built multifamily housing is preserved for long-term residency.

April 19, 2023 Community Advisory Committee Meeting 14 – Properties Surrounding the Airport

The Lewis County Planning Commission asked the CAC to reconvene to discussion three topics:

1. Land use designations for properties around the airport
2. Land use designations for the mill site
3. Short term rental policy

These topics will be discussed in order, starting with land uses around the airport, over three to four meetings April through July. The results of the meetings will be captured in meetings notes and used to update the Subarea Plan to submit to the Planning Commission for consideration.

Reminders

The Subarea Plan does not drive growth. Growth and develop is driven by market factors and by investments, such as new infrastructure. Sewer in downtown Packwood will drive growth.

Without sewer, there cannot be new multifamily housing. Although historically some multifamily housing was developed in Packwood, under the current Washington State regulations multifamily housing requires sewer. Without sewer, the only new residential development in Packwood will be single family residential, duplex or accessory dwelling units. While there are some single family residential housing rented long term, it is likely that a high percentage of *new* single family residential will vacation home and/or short term rentals.

With sewer, multifamily housing, including triplex, quadplex, row houses and apartments, can be built. These types of housing are typically more affordable than single family residential because the cost burden of the housing and the land is shared among more than one person or family. Need for affordable housing was the number one priority from the community housing forums and from the second online community survey.

Because sewer is a driver of new growth, particularly multifamily housing (which is allowed in the existing STMU zone) and more intense commercial uses (also allowed in STMU), it is important to establish the vision, goals and policies, as well as the implementing tools, of the Subarea Plan to manage and guide that growth.

Airport around the Properties

The CAC discussed three questions, which are summarized below. The outcome of the discussion was to draft a new "airport district" for the Packwood Airport, the East Lewis County Public Development Authority (ELCPDA) property and the other private properties within 500 feet of the airport. The Airport District should allow for commercial and manufacture uses, similar to the Commercial Business District designation, but the Airport District should only allow

for new very low density residential uses to reduce the potential intensification of residential near the airport.

It was clarified that there are buffers around the airport where different uses would be considered incompatible. Within 500 feet of the airport runway center line any residential uses would be considered incompatible, as well as schools, libraries, RV parks, etc. As one moves further from the airport, incompatible uses could be allowed in a limited capacity, and then allowed furthest from the airport. Compatible uses within the 500-foot buffer would include one to two story commercial or industrial uses.

It was also clarified that the goal of the WSDOT guidance is to reduce the ability of new incompatible uses to be developed near the airport and to reduce the ability for intensification of existing incompatible uses near the airport.

Finally, the last clarification was that existing uses are vested in the current zoning code and development regulations and can persist. If someone lives in a single family house in a zone that is changed to not allow new single family houses, that existing house can stay, be maintained and be replaced in the current footprint. That house can be sold to a new owner and still be used as a house. It cannot be expanded and come more out of compliance. And if the use of the house changes to something other than residential, then it would need to come into compliance.

1. <u>What are the existing incompatible uses around the Packwood Airport?</u>

Existing incompatible uses include single family residential, multifamily residential, RV Park, library, churches, hotels/motels and open water wildlife attractants. Existing compatible uses include commercial and industrial uses.

2. <u>What new incompatible uses could be built under *existing* zoning?</u>

New incompatible uses under the existing zoning could include single family residential, multifamily residential, RV Park, library, churches and hotels/motels.

3. <u>What new incompatible uses could be built under *future* zoning?</u>

New incompatible uses under the proposed future zoning could include single family residential, multifamily residential, RV Park, library, churches, hotels/motels. The same uses will be allowed, but the distribution of where they could be allowed changes from the existing to the proposed new.

4. <u>How can new incompatible uses be discouraged in the plan?</u>

The CAC focused on the properties within 500 feet of the runway centerline. It was decided to change the Residential High Density (RH) to Residential Low Density (RL) to reflect the current lot sizes and development and not allow intensification of uses. There was a lot of discussion

about whether the other properties, currently a proposed mix of Residential Low Density (RL) and Commercial Business District (CMZ), should be changed to all CMZ or to Residential Very Low Density (RVL).

Currently, under STMU all of the properties around the airport can be subdivided to a minimum of 12,500 sq ft lots, if there is sufficient soil conditions to support septic. RL is intended to allow that same level of density – RL is a status quo with STMU as it relates to new residential development. Changing RL to RVL in the proposed plan would reduce the capacity of those properties to subdivide. When implemented, the minimum lot size can be set at one acre. This would reduce the ability of incompatible uses to be intensified on those properties.

Currently, under STMU all of the properties around the airport could be developed with commercial uses. Currently, under STI some of the properties around the airport could be developed with industrial uses. Commercial and industrial uses are considered compatible with the airport. The CBZ designation is intended to allow commercial and manufacturing uses. However, as currently written CBZ would also allow high density residential, which is not compatible with the airport. This would allow new incompatible uses on those properties.

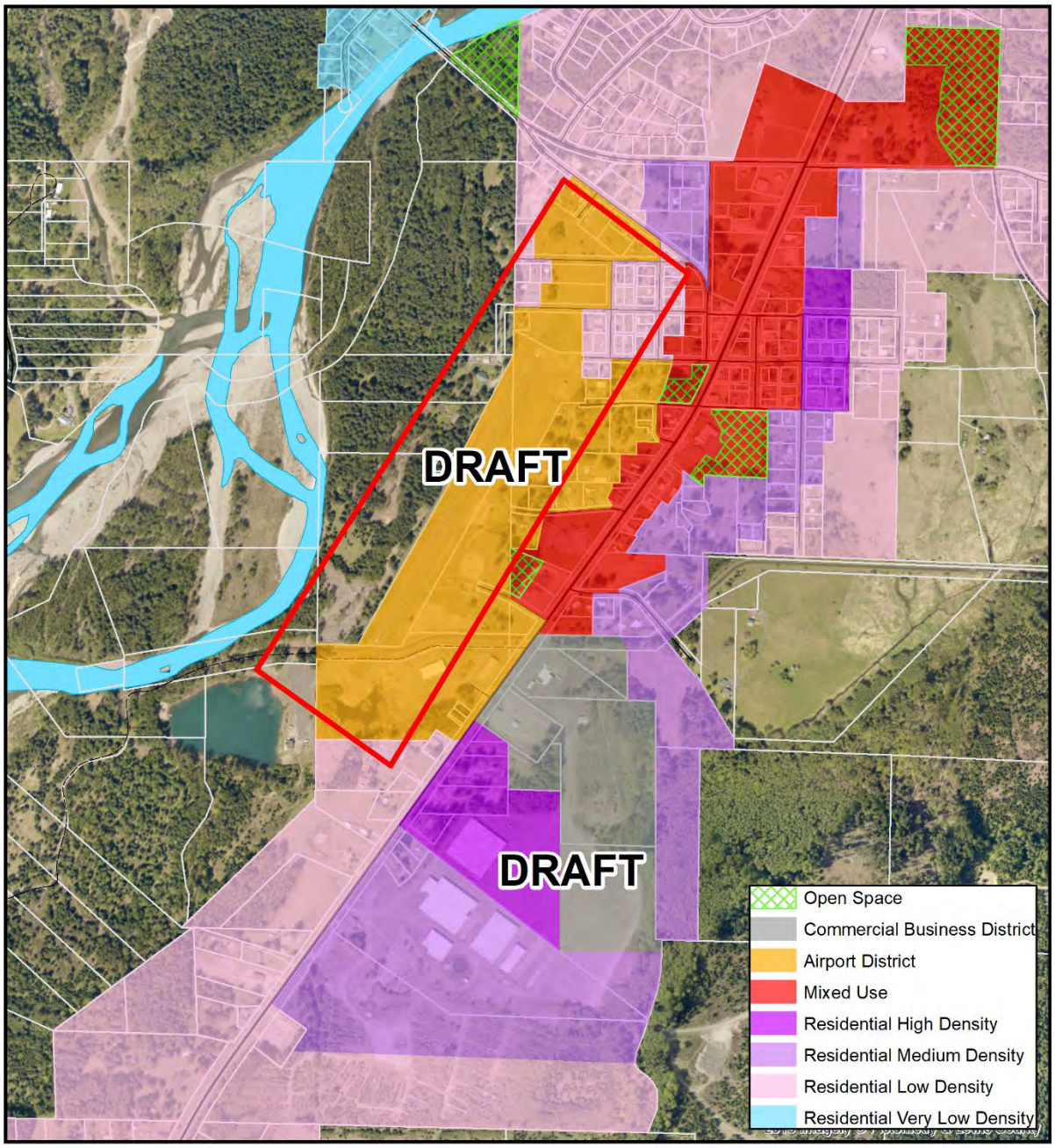
While there was not complete agreement, a new zone was proposed that would allow new commercial and industrial development similar to the CBZ zone, but only allow residential development at the RVL density. Staff produced a map on the last page that depicts this proposal.

The draft Airport District (AX) description is: The focus of these areas is commercial and small scale manufacturing uses. Very low density single family residential uses should be allowed on large lots. Duplexes, ADUs and multifamily residential should be prohibited. Lots sizes should be 1 acre or larger in size.

The CAC will begin the discussion on May 17 based on the draft map and description above.

Other

- In order to maintain sufficient land for future high density residential development to support affordable housing options, parcel 035214001000 should be changed from RM to RH. See map on last page.
- Change the Land Use Designations Table to make the lots sizes for medium and low density residential a range, instead of setting a maximum. This is appropriate because the Subarea Plan is guidance and the decisions about maximum and minimum lots sizes should be decided in Phase 2.
- The Mill property will be on the agenda for May 17. Staff confirmed that they are sharing updates with property owners (Mill and Huntington) and will provide any responses with the CAC.



The Packwood Plan

Future Land Use Designations

Updated 04/19/2023

Planning Division, Community Development

Subarea Boundary
Highway 12
Roads
Cowlitz River
~500 ft from runway centerline

N 0 500 1,000 2,000 Feet

This map was created by Lewis County Geographic Information System. The accuracy of the map has not been verified and should be used for informational purposes only. Any possible discrepancies should be brought to the attention of Lewis County GIS.
State Plane Washington South FIPS 4602
North American Datum 1983
North American Vertical Datum 1988 (Topography)

May 6, 2023 Community Open House and Listening Forum

An Open House and Listening Forum was held from noon – 2:00pm at the Packwood Community Hall. The event was noticed through the Packwood Email list, sharing on Facebook pages, announcements at the Packwood Improvement Club and Packwood Business Owners meetings and physical posters hung at the grocery store, coffee shop and Post Office.

Attendance:
5 CAC Members
17 Community Members

Main Topics Discussed:
Transportation
Land Use
Housing
Tourism
Public Facilities

Summary of Notes:

- The Public Facilities Goal is missing a policy about the Fire Department and EMS.
    - Suggestion – Add a policy about fire and EMS.
- Parcel #035123005002, located behind the Hotel, should be a higher density to support affordable housing.
    - Suggestion – Consider changing the Residential Medium.
- Concerns about too many residents potentially living in the area.
    - Suggestion – Reduce the high density residential near the Mill Site to a lower density and move the higher density back behind the Mill Site.
- Questions about the sewer project and if everyone will be required to hook up. Concerns about the cost.
- Racing at the Mill Site is loud and disruptive to residential uses.
    - Suggestion – Noise ordinance.
    - Suggestion – Consider changing to electric vehicles that produce less noise.
- Use of Jake Brakes on Highway 12 producing significant noise.
    - Suggestion – Move the 35-mph zone to start sooner on Highway 12.
- Would like to encourage more recreational tourism in Packwood.
    - Suggestion – Improve existing roads that feed into Packwood.

May 6, 2023 Open House and Listening Forum

May 17, 2023 Community Advisory Committee Meeting 15 – Properties Surrounding the Airport & Mill Property

The Lewis County Planning Commission asked the CAC to reconvene to discuss three topics:

4. Land use designations for properties around the airport
5. Land use designations for the mill site
6. Short term rental policy *(will be discussed by the CAC on June 21)*

At the May 17 meeting, CAC focused on land use designations surrounding the airport and at the historic mill site, as well as two other requests that were brought up at the May 6 Open House/Listening Forum. Please see the map that shows the final land use designation recommendations that will be forwarded to the Planning Commission for consideration.

1. Properties Surrounding the Airport

Staff met with WSDOT Aviation and provided the notes from that meeting to the CAC. The take-aways were:

- There are safety zones around the airport related both to use and to height. Height is already addressed by the Airport Obstruction zones in the Lewis County Code and those are not proposed to change with the subarea plan.
- Use compatibility has to do with concerns related to aircraft takeoff and landing, as well as land uses that my produce things like dust, smoke that could impact visibility.
- Zone 5 and Zone 2 are the most restrictive and includes the runway and land nearest to the runway. Zones 1 and 3 are the next most restrictive (Zone 2 overlaps with Zone 3, but extends further out). Incompatible uses – residential and some types of industrial – should be limited to reduce potential for increased incompatibility. That means allowing less new residential development than is allowed under the existing zoning designations. Infill development that is similar to surrounding existing development can be permitted.
- Commercial and mixed use are typically compatible.

Staff proposed a new draft map based on the conversation with WSDOT Aviation. The Airport District designation, that the CAC discussed at Meeting 14, was narrowed to include only properties within or touching Zone 5 or 1. For Zone 3, staff maintained similar designations that would allow infill development, but not allow higher density residential. The Mixed Use designation was extend west between Main Street and Willame Street to the edge of Zone 5.

The CAC discussed the draft map with the updated designations, see page 4. The CAC unanimously agreed to forward the changes on to the Planning Commission. Many felt that this was a good compromise that meets the intent of the WSDOT guidance and allows appropriate future development.

The CAC also asked if a policy could be added to the Public Facilities section of the plan to encourage Lewis County to acquire properties near the airport to support continued operations.

2. Historic Mill Site

Two days before the CAC meeting, staff met with the new owners of the Historic Mill Site and talked more about their ideas for future development. Specifically, the owners would like commercial uses along Highway 12 because those properties would be visible to people driving on the highway. And they suggested moving the high-density residential uses "behind" (east) of the commercial property. This results in roughly 30 acres of commercial land; however, three of the properties are not mill properties but are existing commercial uses – RV park, motel and prospecting. (Additionally, there is one residential property that would be designated commercial.) The mill properties that could be developed in the future for commercial uses equal roughly 20 acres.

Previously the CAC wanted to make sure enough land was preserved for larger-scale commercial, like a pharmacy or feed store, which may be needed over the next 20 years. (For reference, the Morton commercial area that includes the farm/feed store, Thriftway, bank, pharmacy and Dollar General is approximately 7 acres.) The CAC supported the updated land use designations shown on the map.

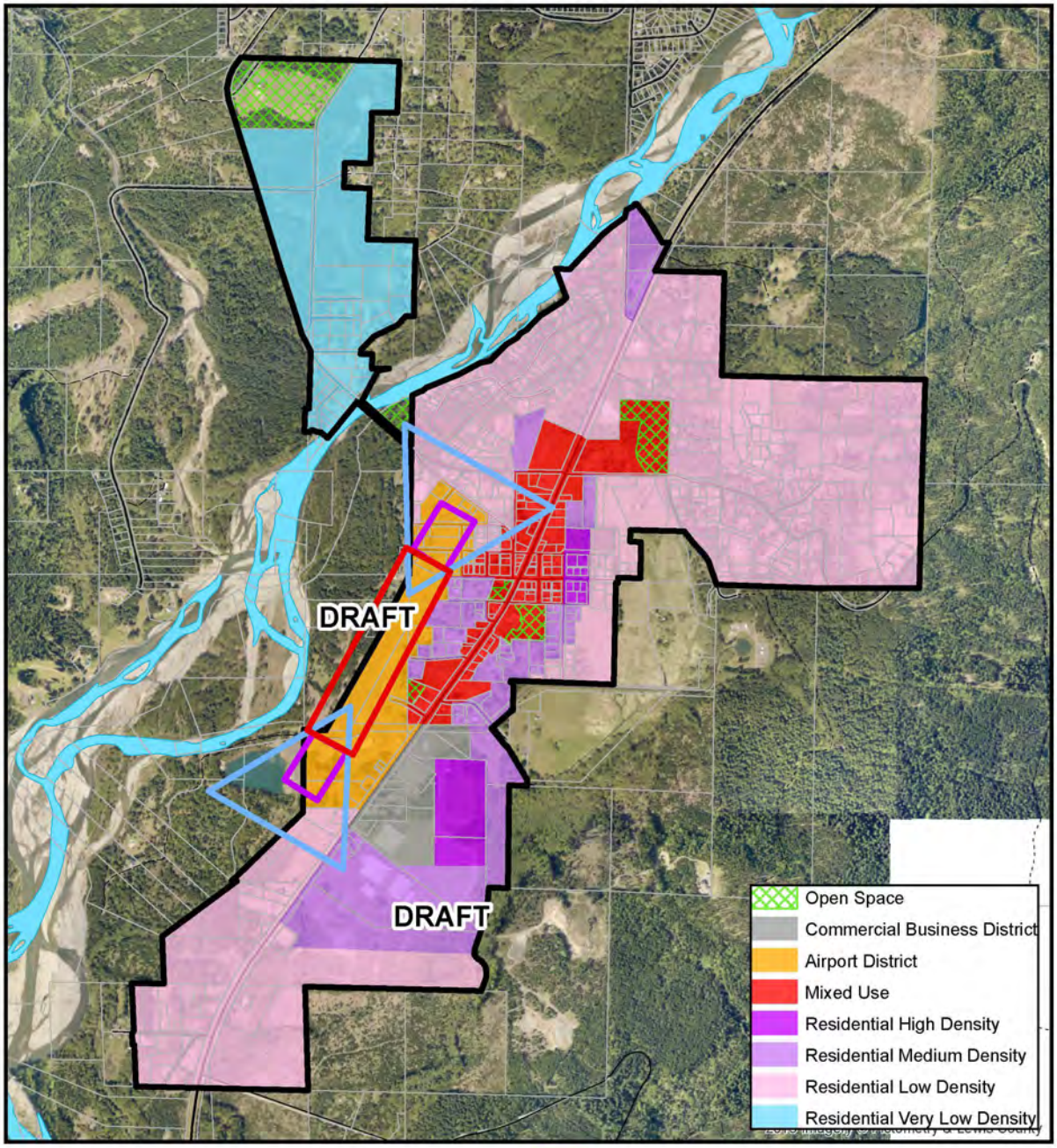
There was discussion that during implementation of the subarea plan it will be important to require a master planned approach to the whole mill site, which is roughly 160 acres. Planning the streets, pedestrian access, parks, etc. is needed to ensure cohesive development. While this is part of the Phase 2 discussion, the CAC wanted to emphasize the importance in the notes.

3. Other Land Use Designation

At the May 6 Open House/Listening Forum, two requests were made related to the properties: behind the Cowlitz River Lodge on Skate Creek Road and on Blakely Road near the Crest Trail Lodge.

<u>Skate Creek Road property</u> – The new property owner requests that the designation be changed from Residential Low to Residential Medium. He expressed the desire to build duplexes and the hope that they can hook up to the new sewer system. The CAC felt this was appropriate because of the high intensity of use on the south and east; as well as the proximity to Downtown Packwood and the ability for residents to walk to grocery store, Post Office, etc. CAC unanimously recommended making this change.

Blakely Road property – This request has been made in the past and previously discussed by the CAC. The property owner would like to maintain the ability to have commercial uses, although they do not have any specific plans for any commercial development. They do not want to lose the option. The CAC discussed again whether or not there should be a pocket of commercial around the Crest Trail Lodge. There were concerns stemming from the distance the hotel is from Downtown Packwood. The hotel is one mile from where the CAC recommends concentrating commercial development and it is unlikely that a commercial building in this location, such as a restaurant, would have significant use. The CAC was also concerned that the neighbors may not support a restaurant or brewery in this location because there are no other commercial uses here except the hotel. Further, the CAC noted that this plan can be updated in 5 or 10 years, and it can be reconsidered if continued development shows that another pocket of commercial uses is needed. CAC upheld their previous recommendation not to make this change and keep the designation Residential Low, which does allow home-based businesses but not full commercial.



The Packwood Plan

DRAFT
Future Land Use Designations

Updated 05/17/2023

Planning Division, Community Development

Subarea Boundary
Highway 12
Roads
Cowlitz River
Zone 5
Zone 1
Zone 3

N
0 950 1,900 3,800 Feet

This map was created by Lewis County Geographic Information System. The accuracy of the map has not been verified and should be used for informational purposes only. Any possible discrepancies should be brought to the attention of Lewis County GIS:
State Plane Washington South FIPS 4602
North American Datum 1983
North American Vertical Datum 1988 (Topography)

June 21, 2023 Community Advisory Committee Meeting 16 – Short Term Rental Policy

The Lewis County Planning Commission asked the CAC to reconvene to discuss three topics:

7. Land use designations for properties around the airport (April 19, 2023)
8. Land use designations for the mill site (May 17, 2023)
9. Short term rental policy (June 21, 2023)

At the June 21 meeting, CAC focused on short term rental policy, as well as two other requests that were brought up at the May 6 Open House/Listening Forum and a final issue related to the Packwood Airport.

1. Short Term Rental Policy

Policies related to short term rentals would only apply to the Packwood subarea plan boundary, which does not include the neighborhoods of High Valley or Timberline. These policies would need to be implemented through development regulations created during Phase 2 of the subarea planning process. Those regulations would also only apply within the Packwood subarea plan boundary.

The CAC discussed two new policies:

1. *NEW* – Ensure an appropriate balance of residential housing and short term rentals to support people's ability to live in Packwood.

2. *NEW* – Within the Mixed Use (MU) and Residential High (RH) areas, require newly built multifamily housing, such as triplexes, rowhouses and apartments, to be provided for long-term residency, including seasonal rentals.

There was overall support for both policies to be included in the plan. However, there were some concerns expressed:

- Who determines what the "appropriate balance" is? Although that would be determined during Phase 2, some CAC members were uncomfortable supporting the policy without more clarity on what a balance would mean.
- While future multifamily housing will only be located where there is sewer, which is likely to be the Mixed Use and Residential High areas during the next 20-years, there was a request not to exclude the Residential Medium areas which could have multifamily in the future.
- There was a general concern about regulating short term rentals at all because it takes away people's freedom to use their property. However, there was acknowledgement that some regulation is needed to get affordable housing in Packwood.

2. Fire & EMS Policy

At the May 6 Open House/Listening Forum, two participants asked for a policy related to fire and emergency services. There is one existing policy in the draft plan - TR2.2: Add streets near Downtown Packwood to improve neighborhood connectivity and emergency vehicle access.

The CAC discussed one new policy and recommended amending the existing policy:

1. *Existing/updated* – TR2.2: Improve the existing streets and add streets near Downtown Packwood to improve neighborhood connectivity and emergency vehicle access.

2. *NEW* – Provide adequate emergency services and facilities to serve existing and new residents, businesses and visitors.

There was overall support for both policies to be included in the plan. However, there were some concerns expressed:

- While the idea of improving the existing streets for emergency services makes sense, there was concern that improving connectivity might mean requiring sidewalks, lighting and other costly improvements that private property owners would need to fund.
- While the rights-of-way in Packwood are pretty large, some houses and businesses are built too close to or within the right-of-way. How will those structures be addressed?

3. Noise

At the May 6 Open House/Listening Forum, there was a discussion about noise, specifically related to the use of the historic mill site for racing. Participants asked for a more specific noise ordinance. Note – There is a countywide noise ordinance that applies between 10pm and 7am, and it is enforced by the Sherriff's office.

The CAC discussed one new policy:

1. *NEW* – Preserve the rural atmosphere of Packwood by limiting artificial noise and light.

There was overall support for the policy to be included in the plan. However, there were some concerns expressed:

- The noise related to the racing at the mill site will become mute when the site develops. Therefore, writing a new noise ordinance specifically for that use doesn't make sense.
- Enforcement is very difficult because it is done through the Sherriff's department and there is inadequate staffing to support the east end of the county.

4. Airport Policy

At the May 17, 2023 CAC meeting there was a request to add a policy related to the county acquiring land around the airport. There is an existing policy in the draft plan - PF1.6: Support continued use of the Packwood Airport.

The CAC discussed revising that policy:

1. *Revised* – PF1.6: Support continued use of the Packwood Airport <u>and prevent incompatible land uses and development surrounding the airport when practicable</u>.

The only concern raised with this policy was related to how the county would acquire the property. The county typically would purchase property when it became available; however, as a government agency, the county could exercise eminent domain if there was sufficient need to acquire a specific property.

September 12, 2023 Planning Commission Public Hearing

The Lewis County Planning Commission held a public hearing on September 12, 2023. The hearing was noticed 14 days in advance through The Chronicle and The East County Journal. The hearing was also noticed via the Packwood email list, Planning Commission email list, social media and physical posters hung at the Post Office, grocery store, library and coffee shop.

Written testimony was take until 4:00pm the day before the hearing. The Planning Commission received 6 pieces of written testimony, of which all were in support of the plan but with one request for amendments related to short term rentals. At the hearing, 6 people testified. All verbal testimony was largely in support of the plan.

The commissioners and staff responded to concerns related to short term rentals and housing. Planning Commission meeting notes are available online at https://lewiscountywa.gov/departments/community-development/events/planning-commission-09-12-2023/ .

Commissioner Fritsch made a motion to recommend approval of the Packwood Subarea Plan and it was seconded by Commissioner Corbin. The motion passed unanimously.