

**WASHINGTON STATE BOUNDARY REVIEW BOARD FOR LEWIS COUNTY  
NOTICE OF INTENTION**

1. **Name of City, Town, or Special Purpose District:** City of Toledo.
2. **Action Sought:** Annexation into the corporate limits of the City of Toledo. All parcels are within the UGA.
3. **Reason for seeking action:** This is an owner-initiated petition submitted to the City of Toledo for the annexation of 12 parcels into the City of Toledo’s corporate limits.
4. **Briefly describe proposal:** Annexation of Lewis County Assessor’s Tax Parcel Numbers 011448002002, 011448002001, 011445009001, 011445008000, 011445009002, 011437002000, 011437007000, 011437009000, 011437008000, 011443008001, 011438001001, and 011448001001, located in the vicinity of Toledo’s northern boundary, near Plomondon Road, State Route 505, and Toledo Vader Road.
5. **Method used to initiate the proposed action:** 60% Petition Annexation Method.
6. **State statute under which action is sought:** RCW 35A.14.120-150.

**FACTORS THE BOARD MUST CONSIDER**

Please respond to the factors the Board must consider as outlined in RCW 36.93.170.

**POPULATION AND LAND USE**

1. **Please provide the following information:**

Proposed Area				Existing Entity			
Existing		20-year projection		Existing		20-year projection*	
<u>1,483.56</u>	People	<u>1,483.56</u>	People	<u>747</u>	People	<u>1,053</u>	People
<u>577.26</u>	Residences	<u>577.26</u>	Residences	<u>320</u>	Residences	<u>440.99</u>	Residences
<u>3</u>	Businesses	<u>See Below</u>	Businesses				

\*Projections *exclude* the subject annexation area.

2. **What source is the basis for these projections?** These projections are based on population and housing figures associated with the City of Toledo’s Comprehensive Plan update process (spreadsheet attached), which cites 2022 OFM data as the basis for determining people and residences in both the existing entity (City of Toledo) and the proposed annexation area. OFM data also assumes a population growth rate of 6.56%, which has been applied to calculate all existing entity 20-year projections noted in the above table (2022-2024). Rather than applying the 6.56% growth rate to residences and people in the annexation area, the 20-year projections are based on the total acres of residential area (64.14 net acres) within the subject area with an anticipated 9 units per acre average at buildout. Proposed area population is based on 2021 US Census data estimations of 2.57 people per household. The subject annexation area has been excluded from the Existing Entity calculations for the purpose of comparison. However, should the subject annexation be approved the total combined projected population is anticipated to be 2,536.56, with an estimation of 1,018.25 residences. Regarding businesses, the main employers currently within the subject annexation area include Toledo Tel, the Toledo School District,

and Harold Sorensen Trucking. Based on the proposed zoning requested in conjunction with the annexation application, the City anticipates ± 90 acres of commercially zoned land in the subject area (proposed zoning map attached). With the assumption that Toledo Tel, Toledo School District (Toledo High School), and Harold Sorensen Trucking sites will not be redeveloped with new commercial development in the near term, the remaining proposed commercial areas can likely support approximately 11 jobs per acre. Excluding the aforementioned occupied business parcels, the remaining acreage (34.47 acres) may support up to 379.17 new jobs. However, no definitive plans for occupation by specific business users have been identified. For reference, the City of Toledo currently has 262 active business licenses on file with the Washington Department of Revenue within its corporate limits.

- 3. Acres of the proposed annexation area: 163.53 Acres of the existing entity: 205.76**
- 4. Assessed valuation of proposed annexation area: \$15,868,100 of existing entity: \$15 mil. +**
- 5. Existing land use of the proposed annexation area: The current uses within the annexation area include commercial/light industry telecommunication facilities, single-family residential dwellings, and vacant land.**
- 6. Existing land use of the area surrounding the proposal: Existing land uses in the adjacent area include a mix of vacant/undeveloped land, single-residential, and public/quasi-public.**
- 7. Existing Comprehensive Plan designation for the proposed annexation area: The City of Toledo designates the proposed annexation area, which is within the UGA, as a mix of commercial and residential land.**
- 8. Comprehensive Plan designation for the area surrounding the proposal: Lewis County designates the subject annexation area as Urban Reserve Overlay District. The City of Toledo designates the annexation area as a mix of residential and commercial/light industry.**
- 9. Existing zoning designation for the proposed annexation area: Per the official Lewis County Zoning Map, the subject annexation area is zoned UGA - City. Per the City of Toledo's official Zoning Map, the annexation area contains a mix of Residential and Commercial/Light Industry designations. Specifically, the application includes 6 properties zoned Residential and 6 Commercial/Light Industry. However, the applicants are also requesting a change in the designated zoning within the City's UGA, to be applied concurrently with annexation. The zone change would result in 7 parcels fully designated as Commercial, 3 parcels fully zoned as Residential, and 2 parcels a mix of Residential and Commercial (map attached).**
- 10. Zoning designation for the area surrounding the proposal: The adjacent zoning designations within Lewis County jurisdiction include RDD-5 to the north and east, RDD-20 along a small portion to the west and south, and UGA to the south. The adjacent zoning designation within City of Toledo jurisdiction is primarily Residential, with a small area of Commercial adjacent to N 5th Street.**
- 11. If the proposal is approved, will any changes to the zoning or the Comprehensive Plan designations be required within the next 18 months? The Toledo Land Development Code divides land use zoning districts into Residential or Commercial, both of which comprise the land uses within the subject annexation area. The applicants are proposing a zone change concurrent with the annexation, which would result in a modified mix of these existing land use designations within the annexation area. Presently the area includes 6 Residential and 6 Commercial/Light Industry properties; the applicants propose to re-zone the parcels into a mix of 7 Commercial, 3 Residential, and 2 Residential/Commercial properties (map included). The re-zone request would not result in a change in the land use**

characteristics noted on the Official Zoning Map but would instead redistribute said land uses into a different pattern.

- 12. Has any portion of this area been previously reviewed by the Boundary Review Board? List BRB File Nos. No.**

**MUNICIPAL SERVICES** – Please provide the following information about the provision of services to the area.

### **Water Service**

- 1. Existing provider of water:** The City of Toledo currently provides water service to the Toledo School District property. Other properties either have private exempt wells or do not have water service.
- 2. Will the provider of water to the site change if the proposal is approved?** No.
- 3. If the provider of water is proposed to be changed, is the annexation area included within their capital facilities plan?** N/A.
- 4. Please describe the water source (i.e. water rights and wells) that will serve the annexation area.** The City of Toledo owns and operates a Group A municipal water system that will serve the annexation area. The City's water system is supplied by two wells with a combined production capacity of approximately 310 gpm. The City currently has water rights for these wells of 90 gpm instantaneous capacity and 144-acre-ft/year. The City is currently getting a water right application process that will increase available water rights to 290 gpm of instantaneous capacity and 466 acre-ft/year.
- 5. Will additional water rights be necessary to serve the area?** Yes.
- 6. Please describe the water mains that serve the property, including their location and diameter (attach a map if necessary).** The School District property is currently served by an 8" water main. Water mains will need to be extended to serve the other annexation areas. Water mains are planned to be extended along SR505 and Plomondon Road to serve the annexation areas as shown in the attached figure.
- 7. Will additional water line capacity be necessary to accommodate the proposed annexation?** Yes.
- 8. Will additional water pressure be necessary to serve the area?** Yes.
- 9. Please describe any reservoirs/water storage facilities that will serve the site.** The City currently has two water storage reservoirs located at their Public Works Shop site that have a combined capacity of 404,000 gallons. These reservoirs can provide some storage capacity to the annexation area with the addition of a booster station. Additional storage capacity will be needed to supply proposed non-residential uses in the annexation area.
- 10. Will additional storage capacity be necessary to accommodate the proposed annexation?** Yes.
- 11. If additional capacity will be required to serve the annexation area (for water rights, water distribution, water storage, additional pressure, or other issues), please describe how and when these capacity increases will be provided.** Additional water capacity will be required to serve the proposed annexation area. The City is currently in the process of obtaining additional water rights and anticipates having those by the end of 2023. With those water rights, the City will have adequate source capacity to serve the annexation area. The City is planning to construct a water booster station to provide adequate pressure to serve this area. The booster station has been designed is expected to be constructed by the developer of the Cowlitz Meadows subdivision by 2024. Construction of a new reservoir to serve the

annexation area is anticipated between 2028 and 2033, depending on the pace of non-residential development in the annexation area. Water mains are planned to be extended to the annexation area by 2024 by the developer of the Cowlitz Meadows subdivision.

### **Sewer Service**

- 1. Existing provider of wastewater treatment:** The City of Toledo currently provides sewer service to the School District property. Other properties in the annexation area utilize on-site septic systems.
- 2. Will the provider of wastewater treatment for the site change if the proposal is approved?** No.
- 3. If the provider of wastewater is proposed to be changed, is the annexation area included within their capital facilities plan?** N/A
- 4. Please describe the capacity of the existing wastewater treatment plant and the amount of wastewater anticipated to be generated by the annexation area (at present and at build out).** The City of Toledo WWTF has a rated capacity of 0.281 MGD (maximum month flow) and 293 lb/day BOD5 loading. Currently the maximum month flow is 0.192 MGD and the BOD5 loading is 135 lb/day. Currently, the annexation area would generate a small amount of wastewater. At buildout, the annexation area could generate up to 0.132 MGD of maximum month flow and 185 lbs/day of BOD4 loading.
- 5. Will additional wastewater treatment plant capacity be needed to accommodate the proposed annexation?** Yes.
- 6. Please describe the wastewater treatment lines that serve the property, including their location and diameter (attach a map if necessary).** The School District Property is currently served by an 8" sewer main on SR505. A new 10" PVC sewer line in Plomondon Road, Ash Street, and Toledo Vader Road is proposed (plans attached), which will provide new opportunities to extend wastewater service to the annexation area.
- 7. Will additional wastewater treatment lines be necessary to accommodate the proposed annexation?** Yes.
- 8. Will a lift station be required to serve the proposed annexation area?** No.
- 9. If additional capacity will be required to serve the annexation area (for wastewater treatment lines, plants or lift stations), please describe how and when these capacity increases will be provided.** New sewer lines to serve the annexation areas are anticipated to be constructed by developers of the Cowlitz Meadows subdivision by 2024 and by developers in the annexation area as projects develop. Based on preliminary analysis of the WWTP, it is anticipated that the oxidation ditch and secondary clarifiers will have adequate capacity to serve the annexation areas. Improvements to the influent pump station, headworks screen, blowers, UV disinfection, effluent filter, effluent pump station, and aerobic digester will be required in the 10-20 year horizon depending upon the pace of development. These improvements will be completed by the City with additional connection charge revenue generated by development.

### **Fire Service**

- 1. Existing provider of fire service:** Lewis County Fire District #2.
- 2. Will the provider of fire service for the annexation area change if the proposal is approved?** No.

3. **Please describe the nearest station that will serve the proposed annexation area (provide the station address)?** Lewis County Fire District #2, Station 1. 150 N 2nd Street, Toledo, WA 98591.
4. **Will the response time increase or decrease as a result of the proposed annexation?** No. All areas within the proposed annexation area are presently served by Lewis County Fire District #2; therefore, no changes in response time are anticipated as a result of the proposed annexation.
5. **Will the annexing agency require additional fire personnel or equipment to serve the proposed annexation area?** No.
6. **If additional personnel or equipment will be required to deliver fire service, please describe how and when these capacity increase will be provided.** The proposed annexation area is presently serviced by Lewis County Fire District #2 and annexation will not require additional personnel or equipment.

### **Police Service**

1. **Existing provider of police service:** Lewis County Sheriff — West 4 Patrol Area.
2. **Will the provider of police service for the annexation area change if the proposal is approved?** Yes.
3. **Will the annexing agency require additional police personnel or equipment to serve the proposed annexation area?** The proposed annexation area will be served by the City of Toledo's Police Department, which currently contracts with Lewis County for jail, court, and emergency management and communication services. However, additional police personnel and equipment will be required to serve the proposed annexation area (see below).
4. **If additional personnel or equipment will be required to provide police service, please describe how and when these capacity increase will be provided.** Yes, the Toledo Chief of Police submitted a SEPA response that indicated a need for additional officers and equipment. This would be addressed by adding SEPA conditions to future proposed development applications as has been the practice on recent land use proposals. Tax revenue from the annexed areas will also provide some funding for police staffing.

**ECONOMIC IMPACT** – Please explain the financial impacts that are anticipated from the proposal (attach additional sheets and justification if necessary)

**For the agency proposing annexation.** What are some of the revenue and cost implications anticipated from the annexation (i.e. additional tax revenues, added police service to serve area, etc.)?

Anticipated financial impacts, including burdens and benefits, are noted in the Planning Commission discussion outline attached to this notice of intention.

**For the agencies being annexed.** What are some of the revenue and cost implications anticipated for junior taxing districts and other agencies as a result of the annexation? As part of the response, please note any infrastructure investments (i.e. roads, sewer, water, etc.) that have been previously made that are proposed to be annexed.

Anticipated financial impacts, including burdens and benefits, are noted in the Planning Commission discussion outline attached to this notice of intention.

## **LOCAL REVIEW**

- 1. Describe the environmental review process completed for the proposed action. Attach a copy of the SEPA checklist and determination if complete.** The City of Toledo, as lead agency, issued a Determination of Nonsignificance under WAC 197-11-350 on June 6, 2023. The corresponding SEPA Checklist is attached to this form.
- 2. Describe how the proposal is consistent with the Growth Management Act (RCW 36.70A) (attach additional sheets if necessary).** The proposed annexation is limited to lands presently in the UGA, which is consistent with and supportive of RCW 36.70A and the land use, housing, and economic development elements of the Toledo Comprehensive Plan, which were created to reflect the requirements set by the GMA.
- 3. Describe the outreach conducted with affected jurisdictions. Please provide a copy of any notices to the jurisdiction.** Public notice of the proposed annexation was issued pursuant to the City of Toledo's public noticing requirements (Toledo Land Development Code Section 15.02) and the Growth Management Act (RCW 36.70A) (notice attached).
- 4. Describe the effect of the proposal on adjacent areas.** As the lands included in this annexation proposal are currently within the UGA, there are no anticipated effects of the proposal on adjacent areas.

**OBJECTIVE OF THE BOUNDARY REVIEW BOARD** – Please describe how the proposed annexation meets (or does not meet) the objectives of RCW 36.93.180 (attach additional sheets if necessary).

### **1. Preservation of natural neighborhoods and communities.**

The existing neighborhood is designated by the City of Toledo to be a mix of Residential and Commercial properties. While no development altering the subject area is proposed in conjunction with this annexation, the applicants have' proposed a zone change concurrent with this annexation request. If approved, the subject area would see a modification in the pattern of Residential and Commercial lands in the future. However, as the City of Toledo has previously designated the subject area as a mix of Residential and Commercial lands, the characteristics of future land uses will continue to support the City's vision for both residential and commercial growth within this area.

### **2. Use of physical boundaries, including but not limited to bodies of water, highways, and land contours.**

Existing physical boundaries for the northern portion of the annexation area include Toledo Vader Road on the north, steep slopes/stream to the west, as well as steep slopes and Plomondon Road. Physical boundaries for the southern portion of the annexation area include steep slopes to the south, a stream to the west, as well as steep slopes and State Route 505 to the east.

### **3. Creation and preservation of logical service areas.**

No logical service areas will be created or impacted due to the proposed annexation.

**4. Prevention of abnormally irregular boundaries.**

The subject annexation area is presently within Toledo's UGA and has therefore been considered in the context of Toledo's planned corporate boundaries. The proposed annexation follows the existing UGA boundaries and will therefore not create abnormally irregular boundaries.

**5. Discouragement of multiple incorporations of small cities and encouragement of incorporation of cities in excess of ten thousand population in heavily populated urban areas.**

N/A — the City of Toledo is the only city involved in the proposed annexation.

**6. Dissolution of inactive special purpose districts.**

N/A — the subject annexation area is not within a special purpose district.

**7. Adjustment of impractical boundaries.** The boundaries proposed through the subject annexation follow current Toledo UGA boundaries and therefore do not involve the adjustment of any boundaries previously deemed to be impractical.

**8. Incorporation as cities or towns or annexation to cities and towns of unincorporated areas which are urban in character.** N/A – the City of Toledo is the only city involved in the proposed annexation.

**9. Protection of agricultural and rural lands which are designated for long-term productive agricultural and resource use by a comprehensive plan adopted by the county legislative authority.** Per the City of Toledo's Zoning Map, the subject annexation areas are designated as commercial/light industry and residential lands; no agricultural lands designated for long-term productive agricultural and resource use will be impacted as part of this annexation request.

I certify that the above is true and accurate and that I am an official or employee of the governmental jurisdiction seeking boundary change action or the proponent for the incorporation or formation.

Todd Johnson  
Signature of person completing this form

8/17/2023  
Date

**Printed Name of Person Completing this Notice:** Todd Johnson, TRJ Planning Inc.

**Title:** Consulting City Planner for the City of Toledo **Telephone:** (360) 310-9409

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