

City of Olympia | Capital of Washington State

P.O. Box 1967, Olympia, WA 98507-1967

olympiawa.gov

February 13, 2023

Greetings:

Subject: Mission Creek Wireless

File Number 22-5612

The enclosed decision of the Olympia Hearing Examiner hereby issued on the above date may be of interest to you. This is a final decision of the City of Olympia.

In general, any appeal of a final land use decision must be filed in court within twenty-one (21) days. See Revised Code of Washington, Chapter 36.70C, for more information relating to the timeliness of any appeal and filing, service and other legal requirements applicable to such appeal. In particular, see RCW 36.70C.040.

Please contact the City of Olympia, Community Planning and Development Department, at 601 4th Avenue East or at PO Box 1967, Olympia WA 98507-1967, by phone at 360.753.8314, or by email at cpdinfo@ci.olympia.wa.us if you have questions.

Sincerely,

Tressa Pagel

Program Assistant

Turn Rayel

Community Planning and Development

Enclosure:

ı	BEFORE THE CITY OF OLYMPIA HEARINGS EXAMINER							
2	IN RE:)))	HEARING NO. CUP 22-5612				
3	MISSION CREEK WIRELE	ESS.		FINDINGS OF FACT, CONCLUSIONS OF LAW				
5)	AND DECISION				
6	APPLICANT:	J5 Infrastruct	ure Part	ners				
7	REPRESENTATIVE:	Phillip Kitzes J5 Infrastruct		ners				
8		23035 SE 263	3rd Stre					
9	SUMMARY OF REQUEST:							
11	The Applicant seeks a Conditional Use Permit to locate and construct a new wireless communications facility that incudes a 120-foot monopole, emergency generator and associated							
12	ground equipment to meet wireless infill coverage needs. The project area is 675 square feet in size and is located within an existing parking lot.							
13	LOCATION OF PROPOSAL:							
14	1818 4th Avenue East, Olympia, Washington							
15	SUMMARY OF DECISION:							
16	The requested Conditional Use Permit is approved subject to slightly modified conditions.							
17	The requested Conditional C	.50 1 0mmt 18 4	բեւուբլ	a sacject to sugnity modified conditions.				
18		BA	<u>CKGR</u>	<u>OUND</u>				
19	The Applicant, on behalf of AT & T, seeks to construct a new monopole wireless							
20	communications tower, 120	feet in height, i	in the re	ear parking lot of the Elks building at 1818 4th				
21	Avenue East. While the prop	posed facility v	will pro	vide greater coverage area than existing				
22	AT & T facilities, its most in	nportant aspect	t is that	it will increase capacity, thus avoiding				
2324	dropped calls and other wire	less problems 1	resultin	g from overused facilities.				
25								
ل بد	Findings of Fact, Conclusions of L and Decision - 1	Law		CITY OF OLYMPIA HEARING EXAMINER 299 N.W. CENTER ST. / P.O. BOX 939				

CHEHALIS, WASHINGTON 98532 Phone: 360-748-3386/Fax: 748-3387 site
disc

The proposed site has been chosen after an extensive investigation into other possible sites and/or co-location on existing wireless facilities. No other suitable sites have been discovered within a quarter mile radius and relocating to a further away site would negate the purpose of the new tower.

The tower would be constructed within a 675-square-foot leased area within the parking lot to the Elks facility. Other site improvements include an equipment compound enclosed in wood fencing and landscaped to provide screening from public view, while the tower would be designed to mimic a pine tree in order to lessen its visual impact to the surrounding neighborhood. A similar design has been previously approved in the City.

There has been very little public response to the application but one adjoining landowner, Mr. Scott Barricklow, has voiced concerns that the proposed location will interfere with existing phone, cable and other utility lines running from a common utility pole on the project site to Mr. Barricklow's property. In response to these concerns, City Staff has imposed a condition (No. 12) addressing the problem but Mr. Barricklow seeks further assurance that his utilities will be unaffected. Apart from Mr. Barricklow's comments and testimony, there has been no other public comment or public opposition to the project.

PUBLIC HEARING

Prior to the public hearing I undertook a brief site inspection on Friday, February 3, 2023, to examine the proposed site relative to the surrounding neighborhood and to better understand the concerns expressed by Mr. Barricklow in earlier correspondence.

The public hearing commenced at approximately 6:30 p.m., on Monday, February 6, 2023. The hearing was a "hybrid" hearing consisting of both a remote hearing utilizing the Zoom platform along with the opportunity to appear in person in the Council Chambers in the City Hall. The City appeared through Lydia Moorehead, Associate Planner. The Applicant

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appeared through Phillip Kitzes. There was one member of the public present, Scott Barricklow
who testified as to several concerns regarding the project. Apart from Mr. Barricklow, no other
members of the public were present for the hearing. Testimony was received from Ms.
Moorehead, Mr. Kitzes, and Mr. Barricklow. A verbatim recording was made of the public
hearing and all testimony was taken under oath. Documents considered at the time of the
hearing were the Staff Report including fourteen attachments. During the hearing two additional
exhibits were received: Mr. Barricklow's communications to the City via email on Monday,
February 6, 2023, and the City's PowerPoint presentation. Apart from these exhibits there were
no other exhibits presented during the hearing.

Ms. Moorehead testified briefly, relying primarily on her Staff Report prepared in advance of the hearing. The project proposes the construction of a new 120-foot wireless communication tower in the rear parking lot of the Elks building. The site has a zoning designation of HDC-2. This zoning designation is shared by all surrounding properties which include an eclectic mix of commercial, retail and residential uses, including a few apartments at the northeast corner of the subject block. The proposal calls for the construction of a new 120-foot tower with a "pine tree" appearance to minimize its visual impact. The project also includes a fence compound to enclose the tower, generator and two equipment cabinets. The compound will be enclosed in wood fencing surrounded by landscaping to minimize visual impacts. A nearby parking lot island will also be relandscaped to restore aesthetics. The project will cause the loss of four parking stalls but otherwise not have any material impact on use of the Elks property.

Ms. Moorehead acknowledged the concerns expressed by a neighbor, Mr. Barricklow, particularly regarding the existing telecommunication lines that run from a pole on the Elks property (located just a short distance northeast of the proposed tower site) and continuing

southwesterly to Mr. Barricklow's property located due west of the Elks building along 4th
Avenue. The proposed tower site is directly in the way between the poles on the subject property
and Mr. Barricklow's property, and the lines will need to be relocated. To address this problem,
Ms. Moorehead has proposed Condition No. 12 in her Staff Report which requires that:
"Applicant shall coordinate with private utility providers for the overhead utility lines on the site
and any necessary relocation prior to building permit submittal. A private utility permit shall be
obtained, if needed."

Ms. Moorehead concluded her testimony by stating that the project, as conditioned, satisfies all City requirements for a Conditional Use Permit and for a wireless facility, and recommended approval of the project subject to the conditions found at the conclusions of the Staff Report.

Following Ms. Moorehead's testimony, Phillip Kitzes spoke on behalf of AT & T. He began with assurances that AT & T will work closely with telecommunication providers to make certain that all existing telecommunication lines will be properly relocated to ensure uninterrupted services to the surrounding neighbors. He then explained that the proposed site has been selected after an exhaustive search for other possible sites including public facilities, existing cell towers and other available properties. This search led to five possible sites but the other four were eliminated due to various limitations. The proposed site is the only available site in the coverage area that is available and can provide the necessary coverage and capacity currently required. Without the tower, neighborhood coverage will continue to be spotty with dropped calls, etc. With the tower, AT & T can be extended to other neighborhoods but, more importantly, capacity will be significantly increased to allow a much greater number of calls being handled. At the same time, the tower will offer three co-location opportunities for other

providers which, hopefully, will reduce the demand for other new towers in this portion of the City

At the conclusion of Mr. Kitzes' testimony the hearing was opened for public comment. The only person present wishing to be heard was Scott Barricklow. Mr. Barricklow owns the commercial property immediately west of the Elks site along 4th Avenue. As earlier noted, telecommunication lines (CenturyLink/Comcast) run to his property from a power pole located in the Elks parking lot just a short distance from the proposed new tower. The tower is to be located between these two poles and will cause Mr. Barricklow's telecommunication lines to be relocated. He seeks assurance that his lines will not be disrupted. He also expresses understandable concern that this project may have a negative impact to his property's value. He is in the process of selling his property and fears that its value will diminish significantly due to news of this project.

At the conclusion of Mr. Barricklow's testimony the City was asked if it had any additional response. The City did not have any additional response and the hearing was concluded.

Mr. Barricklow's frustrations with the possible economic impact of this project on his property's value is understandable but it not a matter within the Hearing Examiner's control. His concerns about the protection of his telecommunication lines is, however, more readily protected through appropriate conditions of project approval. To that end, I feel it is important to improve upon the language of proposed Condition No. 12 to better ensure that the project does not lead to any material disruption of utility to Mr. Barricklow's property or any other neighbor. Apart from minor modification to Condition No 12, however, the project is straightforward, has been recommended by City Staff, and has been demonstrated to meet all requirements for conditional use as well as for a wireless facility.

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FINDINGS OF FACT

1. The Applicant, J5 Infrastructure Partners on behalf of AT & T, requires a Conditional Use Permit in order to construct a new 120-foot tall Wireless Communications Facility (WCF) within a 675-square-foot leased area on a parcel located at 1818 4th Avenue East.

- 2. In addition to the proposed WCF, the application includes an equipment compound that will be fenced and landscaped, along with additional relandscaping of existing islands in the parking lot.
- 3. The Findings of Fact contained in the foregoing Background and Public Hearing Section are incorporated herein by reference and adopted by the Hearing Examiner as his own Findings of Fact.
 - 4. The project site is zoned High Density Corridor 2 (HDC-2).
- 5. The project site is designated as Urban Corridor (UC) in the City Comprehensive Plan Land Use Map.
- 6. Pursuant to the State Environmental Policy Act a Determination of Non-Significance (DNS) was issued on January 12, 2023. No appeal to the DNS has been filed.
- 7. Notification of the public hearing was mailed to the parties of record, property owners within 300 feet and recognized neighborhood associations, posted on the site, and published in The Olympian on January 27, 2023, all in conformance with OMC 18.78.020.
- 8. The Applicant has proposed a design of the WCF intended to mimic the appearance of a pine tree in order to maximize its concealment. This approach has previously been approved in the City in order to reduce the visual affects of the WCF.
 - 9. The project is to be located within the parking lot of the existing Elks building.

The site includes four parcels collectively used for the Elks facility and includes an 8,200 square

- 10. The surrounding properties are an eclectic mix of commercial and retail uses along with some residential use. All surrounding properties have the same zoning and land use designations.
- The project proposes to lease 675 square feet of the parking lot to the Elks facility 11. for the construction of a new, freestanding WCF 120 feet in height. It will have an associated equipment compound that will be fenced to provide screening from view. The compound will include an emergency generator and two equipment cabinets. Surrounding the compound will be landscaping to further obscure the facility from public view.
- The Staff Report, at page 3, contains Findings relating to the City's review 12. processes, including SEPA review, neighborhood meetings, and site plan review by the SPRC. The Hearing Examiner has reviewed those Findings and adopts them as his own Findings of Fact.
- 13. The Staff Report, at pages 3 and 4, contains Findings relating to the project's compliance with the City Comprehensive Plan. Staff finds that the project, as conditioned, is consistent with Goal GU17 and Policy 17.1, and Goal PU18.2. The Hearing Examiner has reviewed those Findings and adopts them as his own Findings of Fact.
- The Staff Report, at page 4, contains Findings relating to the project's compliance 14. with the standards in Chapter 16.60 OMC relating to tree density and tree protection. Staff notes that project approval is conditioned upon the planting of one additional tree in the adjoining planter island. With this requirement the project complies with OMC Chapter 16.60. CITY OF OLYMPIA HEARING EXAMINER Findings of Fact, Conclusions of Law

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19. The Staff Report, at pages 5-7, contains Findings relating to project's compliance with the Antennas and Wireless Communication Facilities Ordinance, Chapter 18.44 OMC.

Findings Relating to WCF Facilities, Chapter 18.44 OMC.

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15. The Staff Report, at page 4, contains Findings relating to compliance with the development guidelines for the HDC-2 zone found in Chapter 18.06 OMC. As noted in the Staff Report, the project satisfies all front, rear and side yard setbacks as well as all other underlying development standards except that the WCF is 120 feet tall, exceeding the height limit of 60 feet for the HDC-2 district. Nonetheless, per OMC 18.44.100.C.2, additional height allowances are allowed for WCF's in this zoning district. As a result of those allowances, the project satisfies all requirements for the HDC-2 zone per Chapter 18.06 OMC.

- 16. The Staff Report, at page 4, contains Findings relating to compliance with the landscaping requirements found in Chapter 18.36 OMC. As noted in the Staff Report, a conceptual landscaping plan has been submitted but does not meet all code requirements. Staff has conditioned project approval on the landscaping plan complying with all requirements of Chapter 18.36 OMC.
- 17. Among other things, OMC 18.36.190 requires that the project have a "Type I Solid Screen" a minimum of 5 feet around the equipment compound. The submitted landscaping plan does not demonstrate this landscaping screen but a solid wood fence is proposed in addition to relandscaping the adjoining parking island. Staff finds that these conditions will satisfy requirements for landscaping per Chapter 18.36 OMC.
- 18. The project must satisfy the noise protection standards found in Chapter 18.40 OMC. The Staff Report, at page 5, notes that the Applicant has provided a Noise Report by SSA Acoustics (Exhibit 8) demonstrating that the WCF and its equipment compound will comply with both daytime and nighttime sound limits, and that the requirements of OMC 18.40.080.B will be met.

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- OMC 18.44.080 requires that new WCF locations be examined based upon a 20. hierarchy of siting alternatives, with city-owned properties or rights-of-way being preferred, then other publicly-owned properties or rights-of-way, and then privately-owned properties. The proposed site is a privately-owned property and therefore the lowest ranked hierarchy. Nonetheless, the Applicant has demonstrated that the proposed site is the best available site for the necessary coverage and, more importantly, all higher ranked options were not available within the coverage area.
- 21. The proposed freestanding WCF is an allowed use within the HDC-2 zoning district subject to a Conditional Use Permit.
- The proposal must satisfy the development standards found in OMC 18.44.100. 22. The Staff Report, at page 6, analyzes the various requirements under this subsection of the WCF Ordinance.
- 23. OMC 18.44.100. A provides general standards for wireless communication facilities including screening, landscaping, lighting and various other requirements. Staff finds that the project, as conditioned, will have a 6-foot high solid wood fence with nearby landscaping sufficient to adequately screen the WCF. The project is not within 300 feet of a neighborhood zone or historic district nor is the property registered as historic. The Applicant has demonstrated that the project will comply with all interference protection standards and ANSI standards. The project therefore complies with OMC 18.44.100.A. The Hearing Examiner concurs.
- 24. OMC 18.44.100.C.1 imposes several additional standards on wireless communication facilities including: a demonstration that there are no existing structures that can accommodate the proposed use; the facility is designed for maximum co-location; the facility is designed to minimize adverse impacts including visual impacts and match adjacent facilities; and

- 25. OMC 18.44.100.C.2 imposes maximum height limitations on freestanding WCF's in all zoning districts. Staff finds that the project's proposed height of 120 feet is in compliance with this requirement.
- 26. OMC 18.44.110 allows the City to require supplemental technical review if deemed necessary. Staff notes that the Applicant has hired a licensed professional engineer and other professional consultants, all of whom have prepared reports and documents which provide adequate analysis of the site and that third party review is not needed. Nonetheless, the project approval has been conditioned upon post-construction field testing within 30 days of the facility becoming fully operational.

Findings Relating to Conditional Uses, Chapter OMC 18.48.

27. As noted in the Staff Report at page 7, the Hearing Examiner may impose additional conditions on the proposed use if deemed necessary for the protection of the surrounding properties, the neighborhood, or the general welfare of the public pursuant to OMC 18.48.040. Staff feels that no additional conditions are required and recommends that the application be approved subject to the conditions proposed by Staff and as found in the Staff Report. The Hearing Examiner generally concurs with the exception of proposed Condition No. 12 relating to the relocation of overhead utility lines for adjoining properties. The Hearing Examiner finds that the project is located in close proximity to an existing power pole from

which utility lines, including telecommunication lines, emanate outward in multiple directions to adjoining properties, and that at least some of these lines will have to be relocated as a result of the project. The Hearing Examiner further finds that the affected adjoining property owners should not be unnecessarily impacted and that any disruption to their utilities should be minimized to the fullest possible extent. To address these concerns, proposed Condition No 12 should be rewritten as follows:

"12. Applicant shall coordinate with private utility providers to arrange for the relocation of overhead utility lines on the site as necessary, with all relocation occurring prior to building permit submittal. A private utility permit shall be obtained, if needed. All relocation of existing overhead utility lines shall be done in a manner which minimizes impacts and inconvenience to adjoining property owners, and with the least amount of disruption to any services. Affected adjoining property owners shall be notified in advance and alerted as to any possible disruptions in service."

- 28. The project is located within the High Density Corridor Design Review District and subject to design requirements outlined in Chapter 18.130 OMC, but Staff has concluded that these design standards do not apply to the proposed WCF.
- 29. The project has been reviewed for compliance with the City's historic preservation ordinance, Chapter 18.12 OMC and its requirements for the protection of cultural resources. The project is required to sign and Inadvertent Discovery Plan (IDP) prior to construction permits.

 As conditioned, the project will comply with Chapter 18.12 OMC.
- 30. As noted on page 8 of the Staff Report, the project has been reviewed for compliance with the EDDS relative to traffic, water, stormwater, wastewater and solid waste, and has been found to be conceptually compliant so long as the Applicant demonstrates on construction plans that it will not change the parking island size or cause the lane of travel through the public right-of-way alley to narrow, or prevent a solid waste truck from turning left toward State Street at the island. All emergency access shall be maintained and plans must be

1	updated to ref	lect the accurate width of th	ne access easement.	The Applicant must coordinate			
2	with private utility providers for onsite utilities and relocate them if deemed necessary. Subject						
3	to these conditions, Staff finds that the project complies with the EDDS. The Hearing Examine						
4	concurs.						
5	31.	Staff recommends approve	al of the application	subject to conditions set forth in th			
6	Staff Report.						
7	32.	The Applicant does not ob	ject to the conditio	ns proposed by City Staff.			
8	Based	upon the foregoing Finding	gs of Fact, the Hear	ing Examiner makes the following:			
9		CONC	CLUSIONS OF LA	<u>\W</u>			
10	1.	The Hearing Examiner ha	s jurisdiction over t	he parties and the subject matter.			
11	2.	Any Conclusions of Law	contained in the for	egoing Background or Public			
12	Hearing Secti	ons are incorporated herein	by reference and a	dopted by the Hearing Examiner as			
13	his own Conc	lusions of Law.					
14	3.	Any Findings herein which	h may be deemed a	Conclusion are hereby adopted as			
15	such.						
16	4.	The requirements of SEPA	A have been met.				
17	5.	A Conditional Use Permit	is required for the	proposed use at this site.			
18	6.	As conditioned, the project	ct is consistent with	the City Comprehensive Plan.			
19	7.	As conditioned, the project	ct is in compliance	with the City's requirements for tree			
20	soil and nativ	e vegetation protection and	replacement, Chap	ter 16.60 OMC.			
21	8.	The project, as conditione	ed, is consistent wit	h the City's landscaping regulations,			
22	Chapter 18.36	6 OMC, including the speci	fic requirements fo	r WCF's, OMC 18.36.190.			
23	9.	, ,	•	h the City's noise protection			
24			is community with	and only a name protection			
25		OMC 18.40.080.	CITY	OF OLYMPIA HEARING EXAMINE			
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- 3. **Landscape Estimate**. Provide the following information with the landscape plan: cost estimate for the purchase, site preparation, installation of all landscaping.
- 4. **Vegetation Materials & Installation Bond**. A vegetation bond (or other assurance) shall be posted following City acceptance of the landscaping installation. The bond amount shall be 125% of the cost estimate submitted with the landscaping plan and approved by the City.
- 5. **Hours of Operation/Construction Noise**. Pursuant to OMC 18.40.080.C.7, construction activity detectable beyond the site boundaries shall be restricted to the hours between 7:00 a.m. and 6:00 p.m.
- 6. **Co-location**. All new freestanding wireless communications facilities (WCF) shall be designed for maximum co-location installations. Additional co-locations shall require an eligible wireless modification and building permit application to ensure compliance with FCC standards.
- 7. **Signage**. The only signage permitted upon the antenna support structure, equipment cabinets or fence shall be minimum information for the purpose of meeting FAA/FCC regulation for identifying the antenna support structure, as well as the party responsible for the operation and maintenance of the facility with current contact information, security and safety signs.
- 8. **Lighting**. If required by the Federal Aviation Administration (FAA), lighting shall not exceed the FAA minimum standards. Any lighting required by the FAA must be of minimal intensity and the number of flashes per minute. Any security lighting or flood lighting for the facility shall be constructed and used as to not unduly illuminate the surrounding properties.

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	9.	Federal Communications Commission and Interference Protection.	All
facilitie	es shall	be required to continue to comply with all applicable federal regulations,	includin
interfei	rence pr	otection.	

- 10. **Structural Analysis Report**. A Structural Analysis Report shall be submitted with the building permit application. Per OMC 18.44.100.C.1.F, all support structures shall be certified to comply with the safety standards contained in the Electronics Industries Association/Telecommunications Industries Association (EIA/TIA) document 222-F, or current standard, "Structural Standards for Steel Antenna Towers and Supporting Structures," or current standard, as amended, by a Registered State of Washington Professional Engineer.
- 11. **Post Construction Field Testing**. Within thirty days of becoming fully operational, all facilities shall be field tested by a third party reviewer, at the Applicant's expense, to confirm the theoretical computations of RF emissions.
- 12. **Private Utilities**. Applicant shall coordinate with private utility providers to arrange for the relocation of overhead utility lines on the site as necessary, with all relocation occurring prior to building permit submittal. A private utility permit shall be obtained, if needed. All relocation of existing overhead utility lines shall be done in a manner which minimizes impacts and inconvenience to adjoining property owners, and with the least amount of disruption to any services. Affected adjoining property owners shall be notified in advance and alerted as to any possible disruptions in service.
- 13. **Solid Waste**. The Applicant shall ensure that any permanent construction does not change the parking island size or cause the lane of travel through the public right-of-way alley to narrow, nor the ability for the solid waste truck to turn left toward State Street at the

island. See Table 3 in Chapter 8 of the EDDS for side load and front load truck dimensions and profiles for turning. This shall be documented on a site plan with the building permit submittal.

- 14. **Parking Island Trees**. Trees are required in the adjacent parking island. Tree species to be determined by City Forester at time of building permit review.
- 15. **Emergency Access**. The Applicant shall ensure that the construction of the facility does not limit access for emergency operations.
- 16. **Permits & Plans**. When building permits are applied for the projects will be reviewed under the appropriate currently adopted version of the International Building Code (IBC) International Mechanical Code (IMC) International Fuel Gas Code (IFGC) as amended by Washington State.

A City of Olympia building permit will be required for the proposed work, application for the electrical permit should be submitted following the submittal of the building permit using the building permit as the parent permit, electrical permits are through the City of Olympia.

All structural plans and calculations must be designed, stamped and signed by a Washington State licensed Structural Engineer.

Depending on specific conditions and proposed footings design a geotechnical report may be required.

17. **Survey**. The following revisions should be shown on the building permit submittal. Add bearings and distances to the exhibit map that are consistent with the legal descriptions. Reconcile description for the access easement which is described as 12 feet but labeled as 20 feet on the map.

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