

RESOLUTION NO. 15836

A RESOLUTION AMENDING THE THURSTON COUNTY COMPREHENSIVE PLAN FULFILLING THE REQUIREMENTS OF THE WASHINGTON STATE GROWTH MANAGEMENT ACT, AND TO PROVIDE FOR OTHER MATTERS PROPERLY RELATED THERETO.

WHEREAS, Thurston County is required to plan under Chapter 36.70A RCW, the Growth Management Act (GMA), which contains fourteen goals that are intended to guide the development and adoption of comprehensive plans, which relate to urban growth, rural development, reduced sprawl, transportation, housing, economic development, property rights, permits, natural resource industries, open space and recreation, environment, citizen participation and coordination, public facilities and services, historic preservation, and shoreline management act goals and policies; and

WHEREAS, Thurston County first adopted a Comprehensive Land Use Plan in 1975 and completed its last periodic update in 2004 with Resolution No. 13234; and

WHEREAS, the GMA requires the comprehensive plan to demonstrate and uphold the concepts of internal consistency, conformity, and concurrency; and

WHEREAS, the GMA also requires a process of early and continuous citizen participation for amending comprehensive plans; and

WHEREAS, other Comprehensive Plan amendments are being pursued by Thurston County to address its current GMA update requirement; and

WHEREAS, the Board of County Commissioners (Board) has made findings of fact relating to the Thurston County Comprehensive Plan Amendments referenced in this resolution supporting said amendments which are set forth below for adoption.

NOW, THEREFORE, BE IT RESOLVED BY THE BOARD OF COUNTY COMMISSIONERS OF THURSTON COUNTY, AS FOLLOWS:

SECTION 1. FINDINGS. For the purposes of effective land use planning, the Board adopts the following legislative findings of fact for adopted amendments:

A. GENERAL FINDINGS

1. Thurston County is required to plan under Chapter 36.70A RCW, the Growth Management Act (GMA), and has performed professional review, public notice, and comment with respect to these amendments; and

2. The GMA requires counties to adopt county-wide planning policies to guide the adoption of comprehensive plans. The principle purpose of these policies is to insure that the comprehensive plans of counties and the cities within them are coordinated and consistent with each other. The amendments to the Thurston County Comprehensive Plan adopted by this resolution were prepared, considered and adopted in compliance with the county-wide planning policies; and

3. The Thurston County Comprehensive Plan, as amended, collectively includes joint plans with the cities of Bucoda, Lacey, Olympia, Rainier, Tenino, Tumwater, Yelm, and other subarea plans, with chapters on land use, natural resource lands, housing, transportation, capital facilities, utilities, economic development, the natural environment, archeological and historic resources that

govern development throughout unincorporated Thurston County and comply with GMA requirements for comprehensive plans; and

4. The amendments as part of the periodic update to the Thurston County Comprehensive Plan adopted by this resolution were included on the 2017-2018 and 2018-2019 Comprehensive Plan Official Docket as required by Chapter 2.05 Thurston County Code (TCC), Growth Management Public Participation; and

5. The Board approved a Scope of Work for the Thurston County Comprehensive Plan Periodic Update on February 14, 2017 under Resolution 15436; and

6. The County uses several methods to ensure early and continuous public participation and open discussion in the review of proposed amendments including but not limited to direct mailing, email lists, internet information pages, and posted public notices; and

7. Two Open Houses were held in Spring of 2017, and a third online open house was held in June and July of 2019; and

8. More than fifty presentations were given to external community groups, including but not limited to Thurston Thrives Action Teams, Olympia Master Builders, Sierra Club, Agricultural Advisory Committee, Storm and Surface Water Advisory Board, Historic Commission, and South Thurston Economic Development Initiative; and

9. The amendments to the Thurston County Comprehensive Plan adopted by this resolution were the subject of a series of public hearings before the Thurston County Planning Commission and the Thurston County Board of County Commissioners (Board) and separate work sessions by each body as required by the GMA and the Thurston County Code; and

10. The Planning Commission held 17 public work sessions from May 2018 through August 2019 on the amendments contained in this resolution, and each work session was advertised and open to the public, with public input opportunities available at each occasion; and

11. The Planning Commission held a duly noticed public hearing on July 10, 2019 for the changes contained in this resolution; and

12. In formulating its recommendations, the Planning Commission considered public comments received through public hearings and the public process; and

13. The Planning Commission recommended 8-0 (1 absent) an approval of amendments to the Thurston County Comprehensive Plan on August 7, 2019; and

14. The Board held three work sessions regarding the Comprehensive Plan Update in September 2019; and

15. The Board held a duly noticed public hearing on October 15, 2019 for the changes contained in this resolution; and

16. In formulating its decision, the Board considered public comments received through the public hearings and the public process; and

17. Pursuant to 36.70A.106, the State of Washington Department of Commerce was notified of the proposed change on July 18, 2019; and

18. The adoption of the Thurston County Comprehensive Plan must be processed in compliance with the requirements of the State Environmental Policy Act (SEPA); and

19. A SEPA Determination of Non-Significance was issued August 30, 2019 (SEPA No. 2019102519) under SEPA (Chapter 43.21C RCW) for the changes contained in this resolution; and

20. This resolution will amend the Thurston County Comprehensive Plan and related plans; and

21. The Board believes adopting the amendments is necessary for the preservation of the public health, safety, and general welfare of Thurston County residents.

B. FINDINGS

GROWTH MANAGEMENT ACT GOALS

1. Chapter 36.70A RCW provides 14 goals “to guide the development and adoption of comprehensive plans and development regulations” under the GMA. The goals are not listed in order of priority; and

2. In formulating the Comprehensive Plan amendments adopted by this resolution, the Board has considered the goals contained in RCW 36.70A.020. The Board has weighed the goals as they apply to the subject matter of this resolution; and

3. The findings below and the record generated in the public hearing process and at the adoption of this resolution show that this measure is consistent with the GMA goals.

C. FINDINGS

EIGHT-YEAR PERIODIC UPDATE

1. The GMA requires Thurston County to follow a schedule of review and update its Comprehensive Plan and development regulations pursuant to RCW 36.70A.130(5), known as the “eight-year periodic update”. Amendments to the Thurston County Comprehensive Plan and associated development regulations were reviewed pursuant to the eight-year update schedule, and revisions were made to ensure internal consistency and compliance with GMA; and

2. Under the schedule established in RCW 36.70A.130(5), the deadline established for the County to comply with its next update required by RCW 36.70A.130(1) was June 30, 2016; and

3. The County reviewed and evaluated the Thurston County Comprehensive Plan and development regulations for the protection of critical areas in 2019 under Resolution 15741, and determined no revisions are required at this time. This is presumed valid to satisfy this portion of the requirements of the eight-year update; and

4. The mandatory elements under RCW 36.70A.070 include a land use element, a housing element, a capital facilities plan element, a utilities element, a rural element, a transportation element, an economic development element, and a park and recreation element. These elements of the Thurston County Comprehensive Plan are complete; and

5. The amendments as part of the periodic update to the Thurston County Comprehensive Plan adopted by this resolution were included on the 2017-2018 and 2018-2019 Comprehensive Plan Official Docket as required by Chapter 2.05 Thurston County Code (TCC), Growth Management Public Participation; and

6. The Board approved a Scope of Work for the Thurston County Comprehensive Plan Periodic Update on February 14, 2017 under Resolution 15436; and

7. Staff developed its draft Scope of Work after a full review of the current Comprehensive Plan and after consulting the State Department of Commerce's Periodic Update Checklist for Counties (2016); and

8. Under the Scope of Work adopted with Resolution 15436, the Board directed staff to take a targeted approach to updating the Comprehensive Plan that focuses on completing required elements of the plan to ensure compliance with state law, and included a few strategic optional updates that focus on addressing current information and needs within the County; and

9. In May 2019, management directed staff to approach the Comprehensive Plan Periodic Update using a core and continuing approach in an effort to complete mandatory core elements of the Comprehensive Plan as required under RCW 36.70A.070, and to allow for additional time of public review for a number of continuing items; and

10. Core items of the Scope of Work include mandatory elements required under RCW 36.70A.070, and a few additional elements that were ready to proceed. The core items include updates to background and format of 11 chapters, including Chapter 1-Introduction; Chapter 2-Land Use; Chapter 3-Natural Resources; Chapter 4-Housing; Chapter 5-Transportation; Chapter 6-Capital Facilities; Chapter 7-Utilities; Chapter 8-Economic Development; Chapter 9-Environment and Recreation; Chapter 10-Historic and Archaeological Resources; Chapter 12-Plan Amendments; Glossary; Appendices A through F; one proposed land use amendment and associated rezone of the Evergreen State College and new zoning standards for a Major Educational Institution district; related maps; and a review of policies and development regulations for manufactured housing; and

11. Continuing items of the Scope of Work are on-going, and include updates to the mineral resource lands designation map (M-43); updates to policies on mineral resources; updates to acreages on mineral lands in land use and natural resources chapters; potential updates to the long-term forestry designation in the natural resources chapter; review and updates to the parks strategy and Level of Service; review and updates to the health chapter; review and updates to the Joint Plans for Lacey, Tumwater, Olympia, Yelm, Rainier, Tenino, Bucoda, and respective UGA codes in the Thurston County Code; and review and update of related development regulations; and

12. Draft changes to continuing items are in progress, and a work plan for completion has been established; and

13. Items that were considered both non-mandatory and low priority did not get included in the Scope of Work for the periodic update and are not in either core or continuing items.

D. FINDINGS

COMPREHENSIVE PLAN AMENDMENTS

I. General

1. New formatting, including but not limited to font style, headers, footers, table nomenclature, map nomenclature, page numbering, and citations are reflected in the chapter changes contained in this resolution; and

2. Table nomenclature contained in this resolution has been revised for consistency throughout the plan; and

3. The changes to background information, goals, policies, and objectives contained in this resolution have been reviewed for consistency with existing plans, state law, and court rulings; and

4. The changes to the Thurston County Comprehensive Plan adopted by this resolution consider growth and plan over a 20-year planning horizon, projecting out to 2040.

II. Administrative Chapters

1. The Title Page, Table of Contents, Chapter 1-Introduction, Chapter 12-Plan Amendments, Chapter 13-Glossary, and Appendices A through F include administrative information as part of the Thurston County Comprehensive Plan; and

2. Editing and organizational changes are made to delete outdated text and references, and to update and clarify language; and

3. The Glossary (Chapter 13) has been updated to include new terms and abbreviations used in the Plan; and

4. The 2004 version of Appendix E contains outdated content on traffic forecast volumes and a series of plots titled exhibits L-Q, Map 46, and Map 47. The information within the 2004 Appendix E, including exhibits and maps, is now reflected in Chapter 5-Transportation and Maps contained in this resolution. Appendix E and the content within is removed in its entirety and is retitled as “Maps”; and

5. The 2004 version of Appendix F contains state transportation facilities and data definitions. This appendix is removed in its entirety and is retitled as “Reserved”.

III. Chapter 2 – Land Use

1. The state Growth Management Act requires Thurston County to adopt a land use element as part of its Comprehensive Plan, consistent with RCW 36.70A.070(1); and

2. The state Growth Management Act requires Thurston County to adopt a rural use element as part of its Comprehensive Plan, consistent with RCW 36.70A.070(5); and

3. The land use and rural elements were last updated with adoption of Resolution 15019 on May 20, 2014; and

4. The land use element contains information on the general distribution, location, and use of land for agriculture, timber, production, housing, commerce, industry, recreation, open spaces, aviation airports, public utilities, public facilities, and other land uses; and

5. The land use element contains updates to population densities, building intensities, and estimates of future population growth; and

6. The population forecast and land supply is updated consistent with Thurston Regional Planning Council’s “Small Area Population Estimates and Employment Forecast Work Program” (2017) and “Buildable Land Report for Thurston County” (2014); and

7. The Thurston Regional Planning Council’s “Buildable Lands Report” found that the urban areas (cities plus unincorporated urban growth areas) within the county contain sufficient land supply to accommodate projected urban growth through 2035; and

8. The land use element contains updated information on the protection of quality and quantity of groundwater used for public water supplies, including new information regarding the streamflow restoration watershed planning process identified in RCW 90.64; and

9. The rural element was reviewed and includes lands that are not designated for urban growth, agriculture, forest, or mineral resources; and

10. The rural element applies Growth management Act goals and local circumstances, permits rural development, forestry, and agriculture in rural elements, includes measures that apply to rural development and protect the rural character of the area, and allows for limited areas of more intensive rural development; and

11. Information on essential public facilities has been relocated from Chapter 6-Capital Facilities to Chapter 2-Land Use; and

12. New background information and policy language is included in Chapter 2-Land Use that discourages siting of incompatible uses adjacent to military bases, pursuant to RCW 36.70A.530; and

13. Revisions contained within this resolution include one revised land use designation. The “Institutional” land use designation is now retitled “Major Educational Institution” for clarity and is consistent with findings under Section F of this resolution.

IV. Chapter 3 – Natural Resource Lands

1. The natural resources element contained in this resolution is updated for consistency with existing plans, policies, and state law; and

2. The natural resources element was last updated with adoption of Resolution 15019 on May 20, 2014; and

3. Policies for agriculturally designated lands limiting nonagricultural uses were reviewed and updated pursuant to RCW 36.70A.177; and

4. New information and policy language on the Voluntary Stewardship Program is included in the changes contained in this resolution. Thurston County opted into the voluntary stewardship program on January 12, 2012 under Resolution 14703, and a work plan was approved by the Washington State Conservation Commission on April 26, 2017.

V. Chapter 4 – Housing

1. The state Growth Management Act requires Thurston County to adopt a housing element as part of its Comprehensive Plan, consistent with RCW 36.70A.070(2); and

2. The housing element was last updated with adoption of Resolution 14401 on September 7, 2010; and

3. The housing element includes information to ensure the vitality and character of established residential neighborhoods and is consistent with relevant county-wide planning policies; and

4. The housing element includes new information and policy language that considers planning approaches to increase physical activity, the regional housing affordability issue, and other housing trends in Thurston County; and

5. The housing element contains inventory and analysis of existing and projected housing needs that is updated using the Thurston Regional Planning Council’s “Buildable Land Report for Thurston County” (2014); and

6. The Thurston Regional Planning Council’s “Buildable Lands Report” found that the urban areas (cities plus unincorporated urban growth areas) within the county contain sufficient land supply to accommodate projected urban growth through 2035; and

7. Revised policies encourage affordable housing for all economic segments of the population, promote a variety of residential densities and housing types, protect and improve health and livability of Thurston County neighborhoods, and encourage preservation of existing housing stock.

VI. Chapter 5 – Transportation

1. The state Growth Management Act requires Thurston County to adopt a transportation element as part of its Comprehensive Plan, consistent with RCW 36.70A.070(6); and

2. The transportation element was last updated with adoption of Resolution 13234 on November 22, 2004; and

3. The transportation element implements and is consistent with the land use element, relevant county wide planning policies, the Regional Transportation Plan, and other related plans; and

4. The transportation element includes an inventory of air, water, and ground transportation facilities and services; and

5. The transportation element includes revised level of service standards and projections through 2040 for arterials, transit routes, and highways reflected in Table 5-1 and Maps T-9 and T-10 as contained in this resolution; and

6. The transportation element includes revised text and policy language that includes actions and requirements for bringing into compliance locally owned transportation facilities or services below an established level of service standard; and

7. The transportation element includes a new text and policies for the pedestrian and bicycle component, and information on existing and future networks; and

8. The transportation element integrates data and policies from the 2040 Regional Transportation Plan.

VII. Chapter 6 – Capital Facilities

1. The state Growth Management Act requires Thurston County to adopt a capital facilities element as part of its Comprehensive Plan, consistent with RCW 36.70A.070(3); and

2. The capital facilities element and Appendix G Capital Improvement Program 2020-2025 were last updated on November 5, 2019; and

3. The capital facilities element adopted by this resolution is a reasonable plan for those capital facilities, which will be needed to accommodate the future levels of population projected for Thurston County. It is consistent with the growth phasing, densities, and distribution of growth anticipated in the land use element of the Comprehensive Plan; and

4. The capital facilities element contains levels of service planning assumptions of county facilities, which reflect community goals, and which will provide a reasonable level of service to the expected population; and

5. Level of service planning assumptions for parks and trails; roads; and sewer systems, water systems, solid waste, and stormwater have been relocated respectively to Chapter 9-Environment, Recreation and Open Space; Chapter 5-Transportation; and Chapter 7-Utilities; and

6. The capital facilities element estimates the amount of funding needed for planned facilities and identifies sources of funding for which there is reasonable assurance of availability.

VIII. Chapter 7 – Utilities

1. The state Growth Management Act requires Thurston County to adopt a utilities element as part of its Comprehensive Plan, consistent with RCW 36.70A.070(4); and

2. The utilities element was last updated with adoption of Resolution 13234 on November 22, 2004; and

3. The utilities element contains general location, proposed location, and capacity of existing and proposed utilities, including but not limited to electrical lines, telecommunication lines, natural gas lines, and county utility such as stormwater, solid waste, and sewer.

IX. Chapter 8 – Economic Development

1. The state Growth Management Act requires Thurston County to adopt an economic development element as part of its Comprehensive Plan, consistent with RCW 36.70A.070(7); and

2. The economic development element was last updated with adoption of Resolution 13234 on November 22, 2004; and

3. Chapter 8-Economic Development has been substantially revised in coordination with the Thurston Economic Development Council (EDC) to include goals, policies, objectives, and provisions for economic growth and vitality; and

4. The economic development element contains updated data on employment figures, economic data, and land supply data; and

5. The economic development element coordinates policies for consistency with the land use element, relevant county wide planning policies, and other related plans.

X. Chapter 9 – Environment, Recreation and Open Space

1. Chapter 9 has been renamed from “Natural Environment” to “Environment, Recreation and Open Space”; and

2. The state Growth Management Act requires Thurston County to adopt an park and recreation element as part of its Comprehensive Plan, consistent with RCW 36.70A.070(8); and

3. The park and recreation element was last updated with adoption of Resolution 14845 on January 8, 2013; and

4. The park and recreation element adopted by this resolution is consistent with the capital facilities element of the Comprehensive Plan.

XI. Chapter 10 – Archaeological and Historic Resources

1. Chapter 10-Archaeological and Historic Resources was last updated with adoption of Resolution 13234 on November 22, 2004; and

2. The historic element provides a framework for identification, documentation, protection, and rehabilitation of archaeological and historic resources; and

3. The historic element includes policies and practices for preservation of archaeological and historic resources; and

4. The historic element is consistent with other elements of the Comprehensive Plan, county wide planning policies, and related plans.

E. FINDINGS

COMPREHENSIVE PLAN MAPS

1. Several maps are listed within the table of contents of most recent version of the Thurston County Comprehensive Plan, but are not referenced in text or officially included in the Plan; and

2. Several maps within the most recent version of the Thurston County Comprehensive Plan display outdated data from as far back as 1986; and

3. New data and information exists for jurisdictional boundaries and subareas, land use, military and airport impact areas, historic resources, water and sewer, public purpose lands, open space, transportation facilities and forecasting, transit routes, bicycle and multi-use facilities, and more; and

4. Data for jurisdictional boundaries, critical areas and habitat, shoreline, water, sewer and more is made available to the public online the Thurston County Geodata website; and

5. Map nomenclature is changed as contained in this resolution to associate maps with their respective chapters; and

6. Formatting changes for consistent data display have been made to all maps as contained in this resolution.

F. FINDINGS

THE EVERGREEN STATE COLLEGE FUTURE LAND USE AMENDMENT

1. The applicant requested a site-specific Comprehensive Plan amendment on October 7, 2013 to change the land use and associated zoning of three parcels (12806410100, 12806410000, and 12807221100) approximately 999 acres generally located at 2700 Evergreen Parkway NW from Rural Residential/Resource One Unit per Five Acres (RRR 1/5) to an Institutional designation; and

2. The land use amendment was included within the Scope of Work for the Thurston County Comprehensive Plan Periodic Update, adopted February 14, 2017 under Resolution 15436; and

3. An “Institutional” land use designation existed within the 2014 version of Table 2-1A in Chapter 2-Land Use. This designation has been retitled to “Major Educational Institution” and has minor revisions reflected in the changes contained in this resolution; and

4. The changes contained in this resolution provide a land use designation that is consistent with the current use of the property, which is a public college; and

5. The parcels currently have water and sewer service provided by the City of Olympia under an agreement made during the initial planning of the college. Sewer capacities were initially designed to support a campus of 12,000 students. Current and anticipated enrollment is lower than designed capacity, therefore capacity issues are not anticipated; and

6. The parcels were found to show several environmental concerns, including prairie soils, steep slopes, wetlands, high groundwater hazard areas, and approximately 3,500 feet of shoreline which will be subject to further review with a site-specific critical areas review upon development application; and

7. The land use amendment and associated rezone is accompanied with new zoning standards in Title 20 of the Thurston County Code, implemented under Ordinance 15837; and

8. An open house was held on October 9, 2018 on the land use amendment and associated rezoning of The Evergreen State College; and

9. Citizens within five-hundred feet of the land use amendment were notified of the open house by direct mail, and a notification was sent to the Thurston County Planning Department e-mail list on September 25 and October 8, 2018; and

10. Citizens within five-hundred feet of the site-specific land use amendment were notified of both the planning commission and board public hearings, pursuant to TCC 2.05.030(E)(5); and

11. The Board finds a Major Educational Institution land use designation applied to the property will provide the owner with flexibility.

G. FINDINGS

MINOR LAND USE AND ZONING CORRECTIONS

1. Thurston County Geodata annually conducts a review of the land use and zoning layer to identify and address misalignments from the parcel boundaries that warrant correction; and

2. Misalignments between land use, zoning, and parcel boundaries may occur when the parcel fabric is updated; and

3. Corrections of split land use and zoning designations were made on parcels to conform land use designation and zoning boundaries with current parcel boundaries, and to provide uniform land use and zoning across the property; and

4. All corrections of split land use designations are displayed on map L-1 Future Land Use contained in this resolution; and

5. All corrections contained in this resolution are implemented in the Official Zoning Map, Thurston County Washington, adopted under Ordinance 15837.

H. FINDINGS

MANUFACTURED HOUSING

1. The Growth Management Act requires a review of county policies and development regulations for consistency with RCW's regulating manufactured homes; and

2. A review of policies related to manufactured housing was included within the Scope of Work for the Thurston County Comprehensive Plan Periodic Update, adopted February 14, 2017 under Resolution 15436; and

3. Policies related to manufactured housing have been reviewed to ensure that manufactured housing is regulated for the purposes of siting in the same manner as site-built housing, pursuant to RCW 35.21.684, 35.63.160, 35A.21.312, and 36.01.225; and

4. The County has determined that no revisions are required at this time to ensure compliance with RCW 35.21.684, 35.63.160, 35A.21.312, and 36.01.225.

SECTION 2. COMPREHENSIVE PLAN AMENDMENTS. In accordance with the provisions of this resolution, the Title Page, Table of Contents, Chapters 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 12, 13, and Appendices A, B, C, D, E, and F of the Thurston County Comprehensive Plan are hereby repealed and replaced as shown in Attachment A to this resolution.

SECTION 3. COMPREHENSIVE PLAN MAPS. In accordance with the provisions of this resolution, Maps M-1, M-2, M-3, M-4, M-5, M-6, M-7, M-8, M-9, M-10, M-11, M-13, M-14, M-15, M-15A, M-17, M-18, M-20, M-21, M-22, M-25, M-26, M-27, M-28, M-30, M-31, M-32, M-33, M-34, M-35, M-36, M-37, M-38, M-40, M-41, M-42, M-44, M-45, M-46, M-47, M-48 of the Thurston County Comprehensive Plan are hereby repealed and replaced with maps I-1, I-2, I-3, L-1, L-3, N-1, N-3, T-1, T-2, T-2a, T-3, T-4, T-5, T-6, T-7, T-8, T-9, T-10, U-1, E-1, E-2, E-3, and H-1 as shown in Attachment B to this resolution.

SECTION 4. THE EVERGREEN STATE COLLEGE LAND USE PLAN AMENDMENT. In accordance with the provisions of this resolution, the Future Land Use Map (Map L-1) of the Thurston County Comprehensive Plan is hereby amended as shown in Attachment C.

SECTION 5. MINOR LAND USE ZONING AND CORRECTIONS. In accordance with the provisions of this resolution, the Future Land Use Map (Map L-1) of the Thurston County Comprehensive Plan includes reflected minor land use corrections and is hereby amended as shown in Attachment B.

SECTION 6. MANUFACTURED HOUSING. The Board of County Commissioners declares that the policy language found in the Thurston County Comprehensive Plan, as Amended, continue to comply with RCW 35.21.684, 35.63.160, 35A.21.312, and 36.01.225, and shall not require revisions at this time.

SECTION 7. SEVERABILITY. If any section, subsection, sentence, clause, phrase or other portion of this resolution or its application to any person is, for any reason, declared invalid, illegal or unconstitutional in whole or in part by any court or agency of competent jurisdiction, said decision shall not affect the validity of the remaining portions hereof.

SECTION 8. CORRECTIONS. Upon approval of the Prosecuting Attorney's Office, the Clerk of the Board is authorized to make any necessary corrections to any map, mapped boundary, section, subsection, sentence, clause, phrase or other portion of this resolution for scrivener or clerical errors, references, ordinance numbering, section/subsection numbers, and any reference thereto.

SECTION 9. EFFECTIVE DATE. This resolution shall take effect immediately upon adoption.

ADOPTED: November 12, 2019

ATTEST:

LaBonta J. Bowman
Clerk of the Board

BOARD OF COUNTY COMMISSIONERS
Thurston County, Washington

[Signature]
Chair

APPROVED AS TO FORM:

JON TUNHEIM
PROSECUTING ATTORNEY

[Signature]
Travis Burns,
Deputy Prosecuting Attorney

[Signature]
Vice-Chair
[Signature]
Commissioner

ATTACHMENT A

COMPREHENSIVE PLAN CHAPTERS & APPENDICES

ADOPTED: NOVEMBER 12, 2019

THURSTON



2040

Thurston County Comprehensive Plan

THURSTON COUNTY BOARD OF COMMISSIONERS

John Hutchings | Chair

Gary Edwards | Commissioner

Tye Menser | Commissioner

Ramiro Chavez | County Manager



Updates prepared by: Thurston County Community Planning

Adopted November 2019

THURSTON COUNTY COMPREHENSIVE PLAN



First adoption April 1995

Amended/Updated: December 1995, 1996, 1997, 1998, 1999, 2000, 2001, 2002, 2003, 2004, 2009, 2010, 2013, 2014, 2015, 2018, 2019

THURSTON COUNTY BOARD OF COMMISSIONERS

John Hutchings Chair
Gary Edwards Commissioner
Tye Menser Commissioner

Ramiro Chavez County Manager

Updates prepared by: Thurston County Community Planning & Economic Development

2019 THURSTON COUNTY PLANNING COMMISSION

Scott Nelson, Chair
Jim Simmons, Vice Chair
Vacant
Don DeHan
Ed Fleisher
Doug Karman
Raul de Leon
Donna Nickerson
Tyle Zuchowski

1995 Planning Commission

Dorn Barr, Chair
e.j. Curry, Vice Chair (opposed)
Robert T. Bower
MG Thomas F. Cole
Carolyn Dobbs
Bob James (opposed)
Charles Sadler
Pat Schoelkopf
Frank Swinkey

2019 Thurston County CPED, Community Planning Staff

| | |
|-------------------------|-----------------------------|
| Joshua Cummings | CPED Director |
| Jennifer Davis | Planning Manager |
| Brad Murphy | Senior Planner |
| Christina Chaput | Senior Planner |
| Maya Teeple | Associate Planner |
| Ian Lefcourte | Associate Planner |
| Kaitlynn Nelson | Associate Planner |
| Amber Stonik | Associate Planner |
| Shannon Shula | Associate Planner |
| Andrew Deffobis | Associate Planner |
| Marisa Whisman | Associate Planner |
| Charissa Waters | Associate Planner |
| Emily Pitman | GIS Analyst II |
| Polly Stoker | Administrative Assistant II |

1995 Thurston County Advance Planning and Historic Preservation Staff

| | |
|-------------------------|------------------------------------|
| Lynn Dosheery | Senior Planner, Lead Project Staff |
| Kathy McCormick | Senior Planner |
| Steven Morrison | Senior Planner |
| Shanna Stevenson | Senior Planner |
| Linda Donaldson | Associate Planner |
| Holly Gilbert | Associate Planner |
| Lance Holmstrom | Associate Planner |
| Jackie Kettman | Associate Planner |
| Thera Black | Assistant Planner |
| Ron Towle | Graphics Coordinator |
| David Read | GIS Analyst |
| Ken Brown | Graphics Technician II |
| Jude Ballantyne | Recording Secretary |
| Rosalie Bostwick | Word Processing Coordinator |
| Louise Bobier | Office Specialist V |
| Jeannette Lael | Office Specialist III |
| Sarah Phillips | Office Specialist II |
| Mary Jo Clayton | Office Specialist I |
| Ran Kirk | Office Specialist I |

Harold Robertson AICP, Planning Director

Kathleen Burgess Deputy Director

Marie Cameron Growth Management Coordinator

THURSTON COUNTY COMPREHENSIVE PLAN

TABLE OF CONTENTS

| TABLE OF CONTENTS: CHAPTERS | | PAGE |
|---|---|------|
| <u>CHAPTER ONE -- INTRODUCTION</u> | | |
| I. | VISION FOR THURSTON COUNTY..... | 1-1 |
| II. | AUTHORITY FOR PLANNING..... | 1-2 |
| III. | THE COMPREHENSIVE PLAN IS USED BY THURSTON COUNTY..... | 1-4 |
| | A. The Role of the Comprehensive Plan, Joint Plans and Other Specialized Plans..... | 1-4 |
| | B. The Role of the Comprehensive Plan..... | 1-5 |
| | C. Time Horizon..... | 1-5 |
| IV. | HOW THIS DOCUMENT IS USED BY OTHERS..... | 1-6 |
| V. | HISTORY OF AMENDMENTS TO THE COMPREHENSIVE PLAN..... | 1-6 |
| VI. | SETTING | 1-8 |
| | A. Geography & Climate..... | 1-8 |
| | B. Population & Demographics..... | 1-9 |
| | C. Income & Economy | 1-12 |
| <u>CHAPTER TWO -- LAND USE</u> | | |
| I. | INTRODUCTION | 2-1 |
| II. | URBAN GROWTH AREAS..... | 2-2 |
| | A. History and Purpose of Thurston County's Urban Growth Areas..... | 2-2 |
| | B. Growth Management Act Requirements for Urban Growth Areas..... | 2-3 |
| | C. Market Factor | 2-4 |
| | D. Water Availability (Hirst Decision) | 2-4 |
| | E. Subarea Planning | 2-5 |
| III. | POPULATION AND GROWTH TRENDS..... | 2-5 |
| | A. Population Allocation and Forecast..... | 2-5 |

Adopted November 2019

| | | |
|------|--------------------------------------|------|
| B. | Density and Building Intensity | 2-8 |
| IV. | LAND USE DESIGNATIONS | 2-9 |
| A. | General Land Use Guidelines..... | 2-9 |
| B. | Rural Area Designations..... | 2-11 |
| V. | LANDS FOR PUBLIC PURPOSES..... | 2-31 |
| A. | Essential Public Facilities | 2-31 |
| B. | Olympia Airport Area | 2-34 |
| C. | Joint Base Lewis-McChord | 2-37 |
| VI. | LAND USE DECISION-MAKING..... | 2-37 |
| VII. | GOALS, OBJECTIVES AND POLICIES | 2-38 |

CHAPTER THREE -- NATURAL RESOURCE LANDS

| | | |
|------|---|------|
| I. | INTRODUCTION | 3-1 |
| II. | PLANNING CONTEXT FOR NATURAL RESOURCE INDUSTRIES | 3-2 |
| III. | AGRICULTURE RESOURCES | 3-2 |
| A. | Community Vision | 3-2 |
| B. | Background | 3-3 |
| C. | Farming Diversity and Markets | 3-3 |
| D. | Existing Programs to Support Agriculture | 3-5 |
| E. | Agricultural Lands of Long-Term Commercial Significance | 3-8 |
| IV. | AQUACULTURE RESOURCES | 3-13 |
| A. | Community Vision | 3-13 |
| B. | Background | 3-13 |
| V. | FOREST RESOURCES..... | 3-16 |
| A. | Community Vision | 3-16 |
| B. | Background | 3-16 |
| C. | Forest Lands in Thurston County..... | 3-17 |
| D. | Designating Forest Lands of Long-Term Commercial Significance | 3-18 |
| VI. | MINERAL RESOURCES..... | 3-20 |

| | | |
|------|--|------|
| A. | Community Vision | 3-20 |
| B. | Background | 3-20 |
| C. | Balancing Conflicts | 3-21 |
| D. | Designating Mineral Resources of Long-Term Commercial Significance | 3-22 |
| VII. | GOALS, OBJECTIVES AND POLICIES | 3-25 |

CHAPTER FOUR -- HOUSING

| | | |
|------|---|------|
| I. | INTRODUCTION | 4-1 |
| II. | PLANNING CONTEXT FOR HOUSING | 4-2 |
| A. | Demographic Shifts | 4-2 |
| B. | Planning Context | 4-4 |
| III. | MEETING HOUSING NEEDS..... | 4-6 |
| IV. | HOUSING AFFORDABILITY..... | 4-8 |
| A. | Home Owners and Renters | 4-8 |
| B. | Homeless and Special Needs Housing..... | 4-13 |
| C. | Fair Share Housing Targets | 4-16 |
| V. | HOUSING DIVERSITY | 4-17 |
| VI. | GOALS, OBJECTIVES AND POLICIES | 4-19 |

CHAPTER FIVE -- TRANSPORTATION

| | | |
|------|---|-----|
| I. | INTRODUCTION | 5-1 |
| II. | PLANNING CONTEXT FOR TRANSPORTATION | 5-2 |
| A. | Growth Management Requirements | 5-2 |
| B. | County Wide Planning Policies..... | 5-5 |
| C. | Regional Transportation Plan..... | 5-5 |
| D. | Transportation Improvement Program | 5-5 |
| III. | HIGHWAYS AND ROADS | 5-5 |
| A. | Design and Locational Standards..... | 5-6 |

Adopted November 2019

| | | |
|------|---|------|
| B. | Transportation System Capacity & Level of Service..... | 5-6 |
| C. | Existing County Roadway System..... | 5-11 |
| D. | Roadway Classifications..... | 5-11 |
| E. | Future Roadways | 5-12 |
| F. | Access Management..... | 5-12 |
| G. | Safety (Target Zero)..... | 5-12 |
| H. | Roadway Maintenance and Preservation Needs | 5-13 |
| I. | Roadway Improvements..... | 5-13 |
| IV. | TRANSIT SERVICE..... | 5-23 |
| A. | Transit Services | 5-23 |
| B. | The Future of Transit Services in Thurston County | 5-23 |
| V. | BICYCLES AND PEDESTRIANS..... | 5-24 |
| A. | Bikeway Classification | 5-24 |
| B. | Current Network..... | 5-29 |
| C. | Future Network | 5-29 |
| VI. | RAIL AND AIR TRANSPORTATION SYSTEM | 5-33 |
| A. | Rail Transportation..... | 5-33 |
| B. | Air Transportation..... | 5-34 |
| VII. | GOALS, OBJECTIVES AND POLICIES | 5-34 |

CHAPTER SIX -- CAPITAL FACILITIES

| | | |
|------|---|------|
| I. | INTRODUCTION | 6-1 |
| II. | PLANNING CONTEXT FOR CAPITAL FACILITIES..... | 6-2 |
| A. | County Wide Planning Policies..... | 6-2 |
| B. | Joint Jurisdictional and Department Planning..... | 6-3 |
| III. | GOALS, OBJECTIVES AND POLICIES | 6-5 |
| IV. | CAPITAL FACILITIES SUMMARY..... | 6-11 |
| A. | Regional Parks, Trails, Open Spaces and Preserves | 6-11 |
| B. | Solid Waste | 6-12 |
| C. | Stormwater Facilities | 6-13 |
| D. | Water and Sewer Systems..... | 6-14 |

Adopted November 2019

| | | |
|-----|---|------|
| E. | Transportation | 6-17 |
| F. | General County Government Facilities and Services | 6-19 |
| V. | FINANCING THE COUNTY CAPITAL FACILITIES | 6-20 |
| A. | Impact Fees | 6-21 |
| B. | Real Estate Excise Tax | 6-21 |
| C. | Sales Tax | 6-21 |
| D. | Conservation Futures Property Tax Levy | 6-21 |
| E. | Motor Vehicle Fuel Tax (Gas Tax) | 6-21 |
| F. | Utility Rates | 6-21 |
| G. | Utility Local Improvement District (ULID) | 6-22 |
| H. | Central Services Building Reserve | 6-22 |
| I. | Funding Projects | 6-22 |
| VI. | LEVEL OF SERVICE STANDARDS | 6-23 |

CHAPTER SEVEN -- UTILITIES

| | | |
|------|---|------|
| I. | INTRODUCTION | 7-1 |
| II. | PLANNING CONTEXT FOR CAPITAL FACILITIES | 7-2 |
| A. | County Wide Planning Policies | 7-2 |
| B. | Regulatory Authorities | 7-2 |
| C. | Level of Service (LOS) Standards | 7-3 |
| III. | PRIVATE UTILITIES | 7-4 |
| A. | Electricity | 7-4 |
| B. | Natural Gas | 7-6 |
| C. | Standard Telephone | 7-6 |
| D. | Cellular Telephone | 7-7 |
| E. | Cable | 7-8 |
| IV. | COUNTY-OWNED/OPERATED UTILITIES | 7-8 |
| A. | Solid Waste | 7-8 |
| B. | Stormwater Utility | 7-9 |
| C. | Water and Sewer | 7-12 |
| V. | GOALS, OBJECTIVES AND POLICIES | 7-13 |

CHAPTER EIGHT -- ECONOMIC DEVELOPMENT

| | | |
|------|---|------|
| I. | INTRODUCTION | 8-1 |
| II. | PLANNING CONTEXT FOR ECONOMIC DEVELOPMENT | 8-2 |
| A. | County Wide Planning Policies..... | 8-2 |
| B. | Supporting Planning Entities | 8-3 |
| III. | THURSTON COUNTY ECONOMY | 8-5 |
| A. | Workforce Sectors & Employment | 8-5 |
| B. | Tax Revenue | 8-7 |
| C. | Economic Conditions and Performance | 8-9 |
| IV. | FUTURE ECONOMIC OPPORTUNITIES | 8-18 |
| A. | Employment Projections | 8-18 |
| B. | Employment and Income Trends | 8-19 |
| C. | Economic Development Opportunities..... | 8-22 |
| V. | GOALS, OBJECTIVES AND POLICIES | 8-28 |

CHAPTER NINE – ENVIRONMENT, RECREATION, AND OPEN SPACE

| | | |
|------|--|------|
| I. | INTRODUCTION | 9-1 |
| II. | PLANNING CONTEXT FOR ENVIRONMENT, OPEN SPACE, AND RECREATION | 9-2 |
| III. | ENVIRONMENT | 9-2 |
| A. | Critical Areas..... | 9-3 |
| B. | Habitat and Species | 9-3 |
| C. | Water Resources | 9-4 |
| D. | Air Quality | 9-8 |
| IV. | NATURAL HAZARDS..... | 9-8 |
| A. | Flood Hazards..... | 9-8 |
| B. | Other Natural Hazards..... | 9-9 |
| C. | Climate Change | 9-9 |
| V. | PARKS, TRAILS, AND OPEN SPACE | 9-11 |
| A. | Tools for Conservation and Open Space..... | 9-11 |

Adopted November 2019

| | | |
|-----|---|------|
| B. | County Parks, Trails and Open Spaces | 9-13 |
| C. | Intergovernmental Coordination | 9-14 |
| D. | Thurston County Parkland Classification | 9-15 |
| E. | Level of Service | 9-16 |
| VI. | GOALS, OBJECTIVES AND POLICIES | 9-17 |

CHAPTER TEN – ARCHAEOLOGICAL AND HISTORIC RESOURCES

| | | |
|------|--|------|
| I. | INTRODUCTION | 10-1 |
| A. | Archaeological and Historic Preservation | 10-2 |
| II. | PLANNING CONTEXT FOR ARCHAEOLOGICAL AND HISTORIC RESOURCES | 10-3 |
| A. | County Wide Planning Policies..... | 10-3 |
| B. | Identification of Archaeological and Historic Resources..... | 10-4 |
| C. | Historic Preservation Programs | 10-5 |
| D. | Protection of Historic and Archaeological Resources..... | 10-7 |
| III. | GOALS, OBJECTIVES AND POLICIES | 10-8 |

CHAPTER ELEVEN – HEALTH AND HUMAN HEALTH

| | | |
|------|---|-------|
| I. | INTRODUCITON | 11-1 |
| A. | Purpose Statement | 11-1 |
| B. | Authority and Origins of Planning in Public Health..... | 11-1 |
| C. | Relationship to Other Chapters of the Thurston County Comprehensive Plan and Relevant County Policies..... | 11-3 |
| II. | BACKGROUND AND CONTEXT..... | 11-5 |
| A. | Determinants of Health | 11-5 |
| B. | Current Understanding of Interactions between Built Environment and Health...11-6 | |
| C. | Public Health Priorities in Thurston County | 11-6 |
| III. | THURSTON COUNTY COMMUNITY HEALTH INDICATORS | 11-9 |
| IV. | GOALS, OBJECTIVES AND POLICIES | 11-19 |

CHAPTER TWELVE -- PLAN AMENDMENTS

| | | |
|------|--|------|
| I. | GENERAL PROVISIONS..... | 12-1 |
| A. | Compliance with State Law..... | 12-1 |
| B. | Timing..... | 12-1 |
| II. | TYPES OF COMPREHENSIVE PLAN AMENDMENTS | 12-1 |
| III. | APPEALS | 12-2 |
| A. | Growth Management Hearings Board Review..... | 12-2 |
| B. | Judicial Review..... | 12-2 |

CHAPTER THIRTEEN -- GLOSSARY

| | | |
|-----|------------------|-------|
| I. | DEFINITIONS..... | 13-1 |
| II. | ACRONYMS | 13-13 |

CHAPTER FOURTEEN -- APPENDICES

| | | |
|----|---|----------|
| A. | Thurston County History | 14-(A)-1 |
| B. | Reserved | 14-(B)-1 |
| C. | Descriptions of Related Plans, Studies and Regulations..... | 14-(C)-1 |
| D. | List of Plan Amendments..... | 14-(D)-1 |
| E. | Maps | 14-(E)-1 |
| F. | Reserved | 14-(F)-1 |
| G. | Capital Improvement Program..... | |

TABLE OF CONTENTS: TABLES, EXHIBITS AND MAPS

PAGE

TABLES**Land Use:**

| | | |
|-----------|--|------|
| Table 2-1 | Population Allocation and Forecast by Thurston County Jurisdiction, 2017-2040..... | 2-5 |
| Table 2-2 | Residential Capacity in Urban Areas of Thurston County..... | 2-8 |
| Table 2-3 | Percentage of Land Allocated for Rural Uses | 2-12 |

Natural Resource Lands:

| | | |
|-----------|---|------|
| Table 3-1 | Acres of Land Enrolled in Agricultural Protection Programs..... | 3-8 |
| Table 3-2 | Acreages of Long-Term Agriculture Designation within Thurston County..... | 3-11 |
| Table 3-3 | Acreages of Forestland in Thurston County | 3-17 |
| Table 3-4 | Washington State Private Forest Land Grades..... | 3-18 |

Housing:

| | | |
|-----------|--|------|
| Table 4-1 | Median Family Income for Thurston County..... | 4-10 |
| Table 4-2 | Thurston County Housing Units by Indicators of Substandard Conditions..... | 4-12 |
| Table 4-3 | Current and Future Fair Share Housing Distributions | 4-16 |

Transportation:

| | | |
|-----------|----------------------------------|-----|
| Table 5-1 | Level of Service for Roads | 5-7 |
| Table 5-2 | Vehicle Level of Service | 5-8 |

Capital Facilities:

| | | |
|-----------|--|------|
| Table 6-1 | Interjurisdictional Shared Needs for Public Purpose Lands..... | 6-4 |
| Table 6-2 | Proposed Water & Sewer Projects | 6-15 |
| Table 6-3 | Twenty-Year Generalized Project Projections 2020-2040..... | 6-22 |
| Table 6-4 | Level of Service Standards and Comparison to Previous CFP..... | 6-24 |

Utilities:

| | | |
|-----------|---|------|
| Table 7-1 | Level of Service Standards for Solid Waste..... | 7-9 |
| Table 7-2 | Level of Service Standard for Stormwater | 7-10 |
| Table 7-3 | Level of Service Standard for Water and Sewer | 7-13 |

Economic Development:

| | | |
|-----------|---|------|
| Table 8-1 | Average Annual Wages and Employment by Industry..... | 8-9 |
| Table 8-2 | Acres of Farmland and Count of Farms sorted by Farm Size | 8-12 |
| Table 8-3 | Sales and County of Farms Sorted by Farm Sales..... | 8-13 |
| Table 8-4 | Low and High Dollar Per-Acre Estimates for Agriculture and Forest Lands | 8-17 |

Environment, Recreation, and Open Space:

| | | |
|-----------|--|------|
| Table 9-1 | Level of Service Standards for Parks | 9-16 |
|-----------|--|------|

Archaeological and Historic Resources:

| | | |
|------------|--|-------|
| Table 10-1 | Identified Historic Site Resources in Thurston County, April 2004..... | 10-6 |
| Table 10-2 | Thurston County Historic Properties Inventory..... | 10-11 |

Health and Human Services:

| | | |
|-------------|---|-------|
| Table 11-1 | Chronic Health Conditions Requiring Medical and/or Behavioral Health Care, Thurston County | 11-9 |
| Table 11-2 | Away from Home Food Purchasing, Thurston County Adults 2008..... | 11-13 |
| Table 11-3 | Away from Home Food Purchasing by Location of Residence, Thurston County Adults 2008..... | 11-13 |
| Table 11-4 | Eating Patterns among Middle and High School Students, Thurston County and Washington State 2010 | 11-13 |
| Table 11-5 | Eating Patterns among Middle School Students, Thurston County 2010..... | 11-14 |
| Table 11-6 | Physical Activity at Home and Work, Thurston County Adults 2008 | 11-14 |
| Table 11-7 | Recent Physical Activity by Location of Residence, Thurston County Adults 2008..... | 11-15 |
| Table 11-8 | Physical Activity, Thurston County Middle and High School Students..... | 11-15 |
| Table 11-9 | Physical Activity, Thurston County Middle School Students 2010 | 11-16 |
| Table 11-10 | Adult Tobacco Use, Thurston County and Washington State | 11-17 |
| Table 11-11 | Tobacco Use, Thurston County Middle School Students | 11-17 |
| Table 11-12 | Tobacco Use, Thurston County Middle and High School Students..... | 11-17 |

Plan Amendments

| | | |
|------------|--|------|
| Table 12-1 | General Steps for Annual Comprehensive Plan Amendments | 12-3 |
|------------|--|------|

EXHIBITS**Land Use:**

| | | |
|-----------|---|------|
| Exhibit A | Olympia Airport with Overlay Zone | 2-36 |
|-----------|---|------|

Transportation:

| | | |
|-------------|-----------------------------------|------|
| Exhibit A | Private Road..... | 5-14 |
| Exhibit A-1 | Paved Private Road | 5-14 |
| Exhibit A-2 | Gravel Private Road | 5-15 |
| Exhibit B | Local Road..... | 5-16 |
| Exhibit B-1 | Rural Local Road | 5-16 |
| Exhibit B-2 | Rural Residential Local Road..... | 5-17 |
| Exhibit B-3 | Urban Local Road..... | 5-18 |
| Exhibit C | Collector Road | 5-19 |
| Exhibit C-1 | Major Collector | 5-19 |

Adopted November 2019

| | | |
|-------------|------------------------------------|------|
| Exhibit C-2 | Minor Collector | 5-20 |
| Exhibit D | Arterial Road..... | 5-21 |
| Exhibit D-1 | Urban Arterial Road..... | 5-21 |
| Exhibit D-2 | Rural Arterial Road | 5-22 |
| Exhibit E | Multiuse Trail | 5-25 |
| Exhibit F | Bike Lane | 5-26 |
| Exhibit G | Bike Route..... | 5-27 |
| Exhibit H | Shared Travel Land | 5-28 |
| Exhibit I | Urban Pedestrian Facilities..... | 5-30 |
| Exhibit J | Rural Pedestrian Facilities | 5-31 |
| Exhibit K | Enhanced Pedestrian Crossings..... | 5-32 |

Health and Human Health:

| | | |
|-----------|---|------|
| Exhibit K | Significant Factors in the Health of a Community..... | 11-5 |
|-----------|---|------|

MAPS**Introduction:**

| | |
|---------|--------------------------------|
| Map I-1 | Unincorporated Thurston County |
| Map I-2 | Physiography |
| Map I-3 | Existing Land Use |

Land Use:

| | |
|---------|---|
| Map L-1 | Future Land Use |
| Map L-3 | Military and Airport Noise Impact Areas |

Natural Resource Lands:

| | |
|---------|---|
| Map N-1 | Long Term Agriculture and Forestry |
| Map 43 | Designated Mineral Resource Lands |
| Map N-3 | Mineral Resource Inventory (AESI, 2017) |

Transportation:

| | |
|----------|--|
| Map T-1 | Federal Functional Classification |
| Map T-2 | County Functional Classification |
| Map T-2a | Grand Mound Functional Classification |
| Map T-3 | Transit Routes |
| Map T-4 | Existing and Planned Bicycle and Multiuse Trail Facilities |
| Map T-5 | Rail, Port, and Airport Facilities |
| Map T-6 | 2015 Modeled Traffic Volumes |
| Map T-7 | 2040 Modeled Traffic Volumes |
| Map T-8 | Freight and Goods Transportation System |
| Map T-9 | Level of Service (LOS) Standard, Two-Hour P.M. Peak |
| Map T-10 | 2040 Level of Service Projections |

Utilities:

Map U-1 Water, Sewer and Solid Waste

Environment, Recreation, and Open Space:

Map E-1 Water Resource Inventory Areas (WRIAs)

Map E-2 Lands for Public Purposes

Map E-3 Open Space Tax Land

Historic:

Map H-1 Historic Sites

CHAPTER 1

INTRODUCTION

I. VISION FOR THURSTON COUNTY

People have chosen to live and work in Thurston County for many reasons. The county provides a diversity of environments and lifestyle choices such as urban, rural, and small town, all within a short distance of one another. The wholesome quality of life offered by the county includes a clean environment, job opportunities, easy access to work, recreation and shopping, regional health facilities, education and cultural activities, a variety of human services and a peaceful, uncrowded atmosphere.

Thurston County is anticipating continued high growth. That growth presents a challenge for the future. The county seeks to maintain and enhance its quality of life while achieving the benefits of growth and minimizing any negative side effects. The vision for Thurston County defines the future toward which the county is moving. It identifies how the county will respond to growth and change. This vision is expressed in terms of the following value statements.

Support and Preserve the Human Environment: Promotion of the human environment encompasses a range of activities including social and health services, job opportunities, education, public safety, recreation, and cultural events. Variety and accessibility of services and activities are important aspects of a quality human environment.

Continue Commitment to Public Participation: Thurston County has a strong tradition of open government and public participation in its policy making. County officials are highly committed to the principle that people affected by decisions should be given every opportunity to be involved in the decision-making process. Early and continuous public participation is encouraged through the amendment process for this Plan and associated regulations. See Chapter 12 for a description of the plan amendment process, and visit the Thurston County web page at www.thurstonplanning.org for more information on how you can participate.

Preserve the Natural Environment, Water Quality and Open Spaces; Conserve the Natural Resource Base: We recognize our role as stewards of our natural resources and trustees for the future quality of human life. The quality of our county environment is a special feature that draws people to our area. We must monitor, protect, and enhance that environment. Maintenance of the quality of our water resources is an important concern because of human health, recreation, fisheries and aquaculture activities. Conservation of our farm and forest land base is important to ensure that these lands will be available to future generations. Our open spaces are valuable as visual and physical buffers, wildlife habitat and recreation sites. Open spaces can separate land uses and provide relief from homogeneous developments.

Promote Economic Health and Diversified Economic Activities: Economic activities provide jobs and income for county residents and tax base for our public services. A local economy that encompasses a wide spectrum of commercial and industrial endeavors provides wider job opportunities suited to all skill levels in the work force. Recognition and support also needs to be extended to the job creating opportunities in natural resource based economic activities including

forestry, agriculture, aquaculture and mining as well as in residential and other construction activities. Tourism's economic impact is of increasing importance and value to the county.

Enough land needs to be available for a variety of economic activities to operate in convenient and appropriate locations. Roads, sewer, water, and other services required by economic activities need to be planned. Responsive and understandable permit processes are also important to a positive business climate. Development requirements should consider the long-term effects of any new development. Such requirements and processes need to resolve key questions of impact on the community's natural resources and ability to provide services to the development.

It is an important premise of this plan that the whole document relates to the county's economic development. For example, the county's educational, health, and recreational facilities, and its environmental quality, all play an important role in the area's economic health and attractiveness for economic development.

Promote Variety and Accessibility of Living Environments: The diverse environments ranging from urban to rural, small town, shoreline, agriculture, and forest contribute to choices in lifestyles available to county residents.

Manage Growth Effectively: Effective management of growth can protect the variety of living styles in the county, keep service costs to a minimum and preserve the natural environment. Concentration of urban growth in existing centers will protect rural and resource areas from urban sprawl. At the same time, urban areas can provide diversity through varied densities, land uses, parks, open spaces, and environmentally sensitive areas.

Maintain and Improve a Safe, Effective Transportation System: Our transportation system is a key to the economic vitality of the region. Safe bike and pedestrian facilities, public transportation and linkages between all modes (bus, train, air) are important elements of the system.

II. AUTHORITY FOR PLANNING

Thurston County adopts this Comprehensive Plan under the authority of the Washington State Growth Management Act (GMA), RCW 36.70A. Other legislation, including the Planning Commission Act (RCW 35.63), provide additional authority for and the procedures to be followed in guiding and regulating the physical development of the county.

GROWTH MANAGEMENT GOALS

The following goals from the Act (RCW 36.70A.020) are used to guide the development and adoption of this Comprehensive Plan and its associated development regulations:

1. *Urban growth.* Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
2. *Reduce sprawl.* Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.
3. *Transportation.* Encourage efficient multimodal transportation systems based on regional priorities and coordinated with county and city comprehensive plans.
4. *Housing.* Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.
5. *Economic development.* Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities.
6. *Property rights.* Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.
7. *Permits.* Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.
8. *Natural resource industries.* Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forest lands and productive agricultural lands, and discourage incompatible uses.
9. *Open space and recreation.* Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks.
10. *Environment.* Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.
11. *Citizen participation and coordination.* Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.
12. *Public facilities and services.* Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.
13. *Historic preservation.* Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.
14. *Shoreline management.* Address the goals and policies of the Shoreline Management Act (RCW 36.70A.480).

III. HOW THE COMPREHENSIVE PLAN IS USED BY THURSTON COUNTY

A. THE COMPREHENSIVE PLAN, JOINT PLANS AND OTHER SPECIALIZED PLANS

The content of the Comprehensive Plan is guided by the Growth Management Act and the Thurston County County-Wide Planning Policies, a regional framework adopted by the Board of County Commissioners, in collaboration with the seven cities and towns within Thurston County.

The Comprehensive Plan contains goals and policies to govern the unincorporated areas of Thurston County. In turn, the Plan guides several other kinds of specialized plans: Joint plans, subarea plans, and functional plans. Map I-1 shows Thurston County jurisdictional boundaries.

Joint Plans

Joint plans serve as the Comprehensive Plans for the unincorporated areas within the urban growth boundaries for the cities and towns within the county. They are integral parts of this Comprehensive Plan, although they appear in separate documents. Joint plans are further discussed in Chapter 2 – Land Use.

Subarea Plans

Subarea plans are detailed plans for specific geographic areas of the county. These types of plans are discussed in Chapter 2 – Land Use.

Special Purpose (Functional) Plans.

Functional plans cross subarea or urban growth boundaries and pertain to a certain subject such as sewers, stormwater, open space, or historic resources. As with the sub-area plans, functional plans use goals and policies and the urban-rural framework from the Comprehensive Plan to guide their development and implementation. Examples of functional

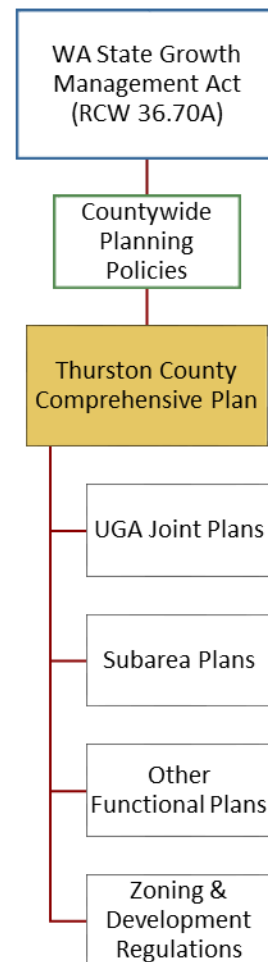


Figure 1-1. Planning Hierarchy

plans include the *Transportation Improvement Plan*, *Stormwater Management Program Plan*, and the *Parks, Recreation, Trails and Natural Resource Preserve Plan*. Some of these plans are developed for the county as a whole; others apply to parts of the county.

- SEE CHAPTER 2 – LAND USE FOR GOALS, OBJECTIVES, AND POLICIES ON THE COUNTY'S PLANNING SYSTEM
- SEE APPENDIX C FOR A LIST OF RELATED PLANS

B. THE ROLE OF THE COMPREHENSIVE PLAN

The Comprehensive Plan provides a legally recognized framework for making decisions about land use in Thurston County. The Plan directs the county's future physical growth through several mechanisms.

Guidance for Development Regulations. The County's development regulations, such as the zoning ordinance, must be consistent with the policies in this Comprehensive Plan.

Guidance for Capital Facilities Planning. The County's Capital Facilities chapter and Capital Improvement Program must include the public facilities needed to accommodate the population growth anticipated in the Comprehensive Plan. It also must ensure that levels of service adopted within the Plan can be maintained. Secondly, the Comprehensive Plan provides the framework for decisions about public facilities and services (such as where facilities should be located to support planned growth).

Guidance for Specific Land Use Permit Applications. In reviewing applications for land use permits, such as special use permits or large residential developments, the staff or hearings examiner refer to the Comprehensive Plan or more specific related plans, such as joint plans, in determining whether the application should be approved.

Guidance for Related Plans. Plans that are adopted by reference within this Comprehensive Plan (see discussion of joint plans and specialized plans below) must be consistent with the policies contained within this Plan, which serve as the overall framework for all County land use policies.

Guidance for Related Inter-Local Agreements. Occasionally the County and other jurisdictions within the County enter into voluntary agreements for various purposes, such as to coordinate policies of mutual interest, the use of shared facilities, and the accomplishment of mutual goals. Examples include annexation agreements with cities and the LOTT agreement for the regional sewage treatment facility. Such agreements are useful tools for implementing Comprehensive Plan policy when interjurisdictional cooperation is necessary or just more efficient.

Guidance for Various County Programs. Many of the policies within this Plan refer to County programs or projects needed to fulfill the goals of the Plan, such as the Purchase of Development Rights program.

C. TIME HORIZON

The Comprehensive Plan is meant to be a long-term guide for development in the county. The GMA requires the county to plan for and accommodate the population growth projected over the next 20 years. This plan shows how the county will accommodate the 20-year projected growth. In determining the extent and distribution of uses permitted on the land, this plan focuses primarily on the physical characteristics of the land. To assure that the Comprehensive Plan, joint plans and subarea plans keep pace with any changing conditions and citizen desires, periodic review and evaluation of the land use designations and policies should be undertaken.

IV. HOW THIS DOCUMENT IS USED BY OTHERS

Besides guiding the County's own decisions, this plan is intended to aid a broad range of public and private users, including community groups, builders, developers, Thurston County officials and other government agencies.

It Informs the Public: As the framework for other plans and regulations that govern the location and intensity of land uses throughout unincorporated Thurston County, the plan indicates, in a general sense, how and where development will change the County's landscape. The plan also indicates to the public how likely Thurston County would be to approve changes in plans, zoning, or other regulations that apply to an area or a specific parcel.

It Informs Other Public Entities: It is intended that cities and other public agencies use the Comprehensive Plan as they develop plans and make project decisions. The cities, in cooperation with Thurston County, will use the plan in updating their own comprehensive plans, growth policies, joint plans with the county and proposals to annex county territory. Federal, state, and regional agencies also will use the plan in making project decisions. Special districts, such as school and fire districts, use the plan in preparing their functional plans for delivering services.

Why It Uses "Should" Instead of "Shall": The Comprehensive Plan is a broad policy document intended to guide more specific land use decisions in the future. Regulations, such as zoning and building codes or road construction standards, are detailed rules applied uniformly, with little discretion. Therefore, although the Comprehensive Plan carries legal weight when applied to specific land use decisions, it uses the word "should" rather than the nondiscretionary "shall" found in regulations.

V. HISTORY OF AMENDMENTS TO THE COMPREHENSIVE PLAN

Thurston County's first Comprehensive Plan was adopted in 1975. This initial plan set the stage for the introduction of countywide zoning and environmental protection regulations--critical features of land development in that period of very high population growth; the County's population grew by more than 60 percent during the 1970's. The 1975 Plan also introduced policies for economic development, the provision of public services, transportation, natural resource protection, and other features typical of comprehensive plans.

The first major overhaul of the Comprehensive Plan was adopted in 1988 after four years of preparatory work, extensive public review, and policy development. Among the changes introduced in 1988 was a greater emphasis on concentrating population growth in existing urban areas where the necessary public services and facilities could be provided more cost-efficiently. That plan included the State's first urban growth management boundaries which were established for the north county cities. Another innovative approach to growth management in the Plan was the concept of joint planning between the County and cities. Joint planning enabled the County to better coordinate land development policies in areas likely to be annexed by cities or towns in the foreseeable future. This early experience with coordinated, cooperative planning with its neighboring jurisdictions put the County ahead of the pack when the Growth Management Act was passed in 1990, requiring coordination in planning.

The 1988 planning process also involved a close examination of natural resource lands issues, particularly, how best to preserve scarce agricultural lands and forest lands. These proved to be

difficult issues to address. The 1988 Plan added detail to the County's housing strategies, included a chapter on Historic Resources, reinforced economic development efforts, and expanded policies to correspond to increasing information about environmental protection needs. The Plan stepped up the County's sophistication in public services and facilities planning, paying attention to maximizing efficiencies and reducing costs. While the 1975 Plan's transportation chapter focused on needed road improvements, the 1988 Plan recognized the relationship between land use and a variety of transportation needs. In summary, the 1988 Comprehensive Plan left the County well-positioned to respond to the requirements of the 1990 Growth Management Act; whereas many jurisdictions were required to make quantum leaps in policy direction in a very short timeframe.

The 1995 update of the Comprehensive Plan brought the Plan into full compliance with the Growth Management Act (GMA). All the changes made were either to respond to GMA requirements or to update the 1988 material. The work needed to comply with the GMA began with the adoption of County-Wide Planning Policies (by the cities and county) to ensure a consistent planning approach throughout the County. Next came the classification and designation of natural resource lands, moving forward in an area of high importance and interest in Thurston County. That work was integrated into a rural zoning analysis that resulted in a stronger delineation of urban lands from rural lands in the County's zoning regulations, also required under the GMA. At the same time, the County developed the GMA-required critical areas ordinance for the protection of important and vulnerable environmental features. Additional chapters of the plan were added to comply with the elements required under GMA.

Under the framework of the County-Wide Planning Policies, the County developed joint plans with each city and town that proposed an urban growth area that extends into the unincorporated county. Joint Plans provide the Comprehensive Plan for these urban growth areas and are adopted as a part of this Comprehensive Plan, although they appear in separate documents.

The 1995 Comprehensive Plan was developed in the context of the timelines provided under the GMA. Public participation improved the direction of the Plan through comments made at Open Houses held both at the beginning of the Plan development, and after the first draft was reviewed by the Thurston County Planning Commission. Public hearings were held before both the Planning Commission and the Thurston County Board of Commissioners to further involve the public in the Plan's development. Separate joint plan adoption processes provided additional opportunities for the public to direct the County's growth.

In 2003, major amendments to Chapter 3 – Natural Resource Lands and Chapter 9 -- Environment, Recreation, and Open Space updated county policies for natural resource protection. The 2004 amendments to the Comprehensive Plan and associated development regulations updated the remaining chapters of the plan under the GMA. In 2007, Chapter 2 – Land Use was further updated for GMA compliance.

The 2019 periodic update included revised goals and policies to address affordable housing, transportation, including bicycle and pedestrian infrastructure. This update also included major amendments to Chapter 8 – Economic Development.

The Comprehensive Plan is periodically amended according to an annual amendment process and an eight-year review cycle required by the Growth Management Act (RCW 36.70A.130). Annual and periodic reviews ensure that the Plan keeps pace with changing legal requirements and community needs. The plan amendment process is described in Chapter 12 – Plan Amendments.

The participation of the County's citizens in shaping the County's physical and social landscape has been, and will continue to be, the most important feature of Thurston County's planning history.

VI. SETTING

A. GEOGRAPHY & CLIMATE

Thurston County, situated at the southern end of Puget Sound, includes land forms varying from coastal lowlands in the north county, to cascade foothills in the southeast (See Map I-2). Generally, the county is a region of prairies and rolling lowlands, broken by minor hills and a few peaks which rise to elevations of about 2,600 feet. There are over 90 miles of Puget Sound coastline, three major river basins, and over 100 lakes and ponds in Thurston County.

The county contains a total area of 737 square miles, or 471,713 acres. Approximately 688 square miles (440,545 acres), or 93 percent of the total area, lies in unincorporated Thurston County. The remaining seven percent is divided among the seven incorporated cities and towns of Olympia, Lacey, Tumwater, Bucoda, Rainier, Tenino, and Yelm (See Map I-1). Timber harvest and other natural resource uses historically covered much of the region, and still dominate land use across rural parts of the county (See Map I-3). Residential uses spread from urban areas along transportation routes, up through the Puget Sound peninsulas in the northern end of the county, and around many lakes. Major landowners in the unincorporated county include the State of Washington (including Capitol Forest), the federal government (including Joint Base Lewis-McChord and Nisqually Wildlife Refuge), and private timber companies.

Thurston County's climate is influenced by Puget Sound and the marine air masses that move through the region from the Pacific Ocean. Summers are warm and generally dry, while winters are mild and wet. Yearly rainfall averages vary across the county; they are highest in the northwest at up to 90 inches per year near Summit Lake, and decrease towards the southeast to about 40 inches per year around Lake Lawrence. Mean annual temperature in Olympia is 50.5 degrees Fahrenheit.

The effects of climate change, already observable in 2019, will have an increasing impact through the 20-year planning horizon and beyond (see sidebar). Locally, Thurston County is vulnerable

IMPACTS OF A CHANGING CLIMATE

Thurston County may experience increasing impacts in the coming decades:

Temperature

Average temperature in the Puget lowlands has increased by 1.3° F since the 1890s, and could increase an additional 4-6° by the 2050s. The hottest days could be 6.5 degrees warmer than currently.

Precipitation

Warmer winters could lead to less snowfall in upper elevations like the Black Hills, and rainstorms of greater intensity. The number of heavy rain events in the winter could increase from two days per year to seven. In the summer, rainfall may decrease by 22%, leading to drier conditions.

Sea-Level Rise

Rising sea levels could flood low-lying areas, particularly during storms and high tides, and permanently inundate the Nisqually Estuary.

SOURCE: THURSTON CLIMATE ADAPTATION PLAN: VULNERABILITY ASSESSMENT (TRPC, 2016)

Adopted November 2019

to impacts from warmer summers, winters, and water temperature, increasing drought, intensifying precipitation, sea-level rise, and population change related to climate-driven migration. The *Thurston Climate Adaptation Plan* (TRPC, 2018) lays out actions to help the region prepare for and remain resilient to this change. Climate change is discussed further in Chapter 9 – Environment, and adaptation actions are integrated throughout many chapters of the Comprehensive Plan.

B. POPULATION & DEMOGRAPHICS

Population in Thurston County has grown steadily since it was formed in 1852, and has been among the fastest growing counties in the state since the 1960s (See Figure 1-2). Unincorporated areas of the county, including urban growth areas, have consistently made up around half of the total population of Thurston County. Although the rate of growth has slowed since 1980, overall population has more than doubled, increasing by an average of 4,500 new residents each year since 1990.

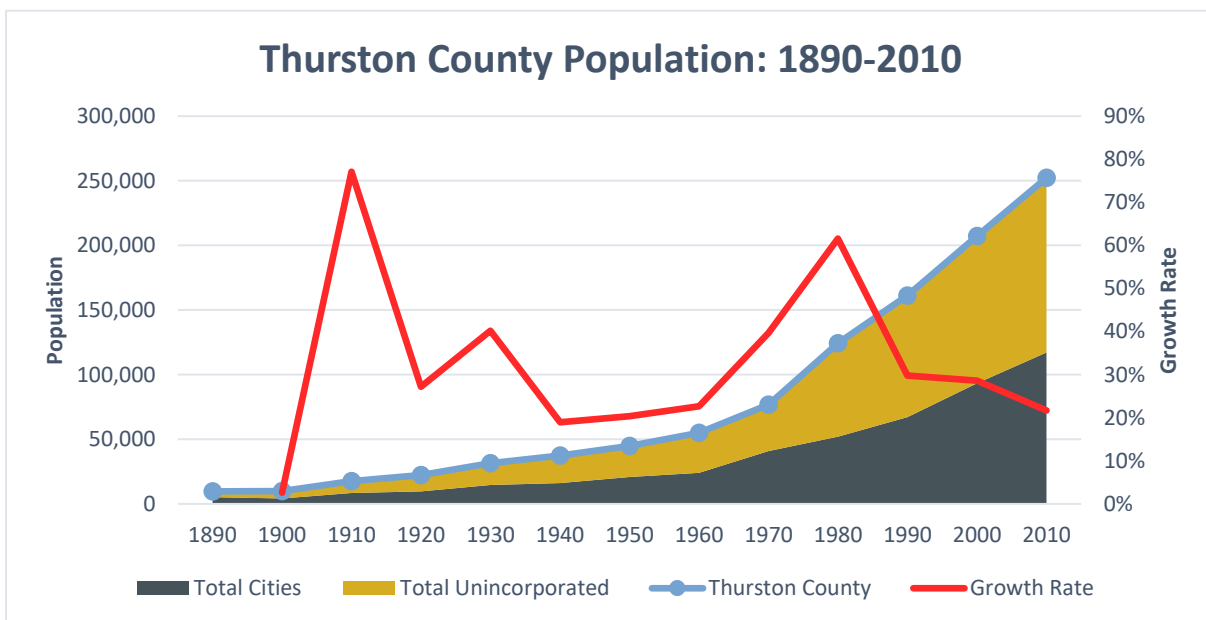


Figure 1-2. Thurston County Population: 1890-2010

SOURCE: U.S. CENSUS BUREAU; WASHINGTON STATE OFFICE OF FINANCIAL MANAGEMENT

Most of the County's population growth is due to in-migration, and the majority of new residents settle in cities and urban growth areas, which have seen the highest rates of growth.

In 2017, Thurston County's population was approximately 276,900. Projections show more

More information on Thurston County
Population data is available in
[The Profile](#)
updated annually by Thurston Regional
Planning Council

Adopted November 2019

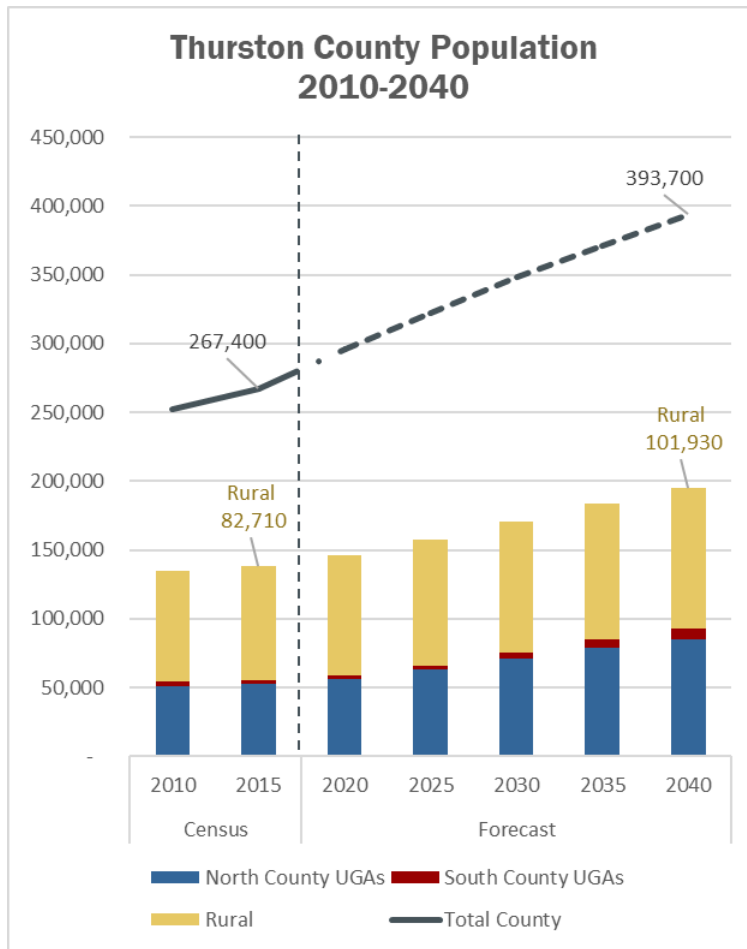


Figure 1-3. Thurston County Projected Population: 2010-2040
 SOURCE: THURSTON REGIONAL PLANNING COUNCIL (TRPC)
 POPULATION & EMPLOYMENT FORECAST, 2017

to an aging population will be a major trend over the 20-year planning period. Figure 1-4 shows how Thurston County's population is distributed by age at three points across a 50-year time span: 1990, 2015, and 2040. The Baby Boom generation (those born between 1946 and 1965), who were in their 30s and early 40s when the Growth Management Act was passed, are nearing or entering retirement, while the Millennial generation (roughly, those born between 1980 and 1995) are approaching their prime working years. Net migration of working-age people moving into Thurston County,

than 390,000 people living in the county in the year 2040¹, an increase of 42 percent (see Figure 1-3). Just over half of that growth is projected to be in the cities, with another third estimated for the unincorporated urban growth areas. Approximately 14 percent of population growth is estimated to be in the rural parts of the county.

Thurston County's population is highly educated – greater than 90 percent of residents graduate high school, and more than a third go on to earn a Bachelor's degree or additional graduate work. The presence of Joint Base Lewis-McChord has a strong effect on Thurston County, and 14 percent of the County's residents are veterans. Approximately 11 percent of all residents speak a language other than English at home² – Spanish, Vietnamese, Korean, Tagalog, German, and Hindi are among the most commonly spoken foreign languages.

Thurston County has a slightly older population than Washington state overall; preparing for and responding

➤ CHAPTER 2 – LAND USE DESCRIBES POPULATION GROWTH TRENDS IN URBAN AND RURAL AREAS OF THE COUNTY

¹ Thurston Regional Planning Council, Population & Employment Forecast, 2017

² 2016 American Community Survey, 5-Year Estimates

Adopted November 2019

rather than the natural increase of current residents (births minus deaths), has helped to fill out the age curves. People aged between 20 and 64 attributed for more than 60 percent of the growth between 1990 and 2015 (see Figure 1-5).

In 2040, a child born in 2019 will be in his or her 20s, entering the workforce, starting a family, looking to buy a first home; Millennials will be in their mid-40s to 50s and today's mid-career professionals (in their 40s) will be retired or close to retirement (unless retirement age is pushed to 70+), while Baby Boomers will be over 75. The proportion of residents aged 65 or older is projected to increase to nearly a fifth of the population by 2040, while growth among age groups of prime working age is projected to slow.

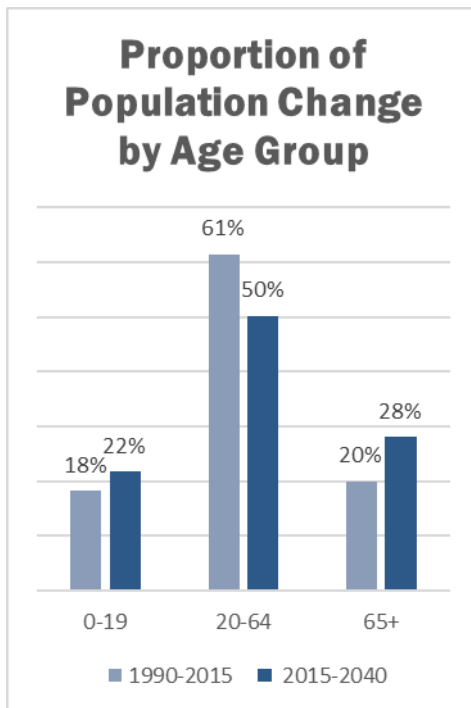


Figure 1-5. Proportion of Population Growth by Age Group, 1990-2040

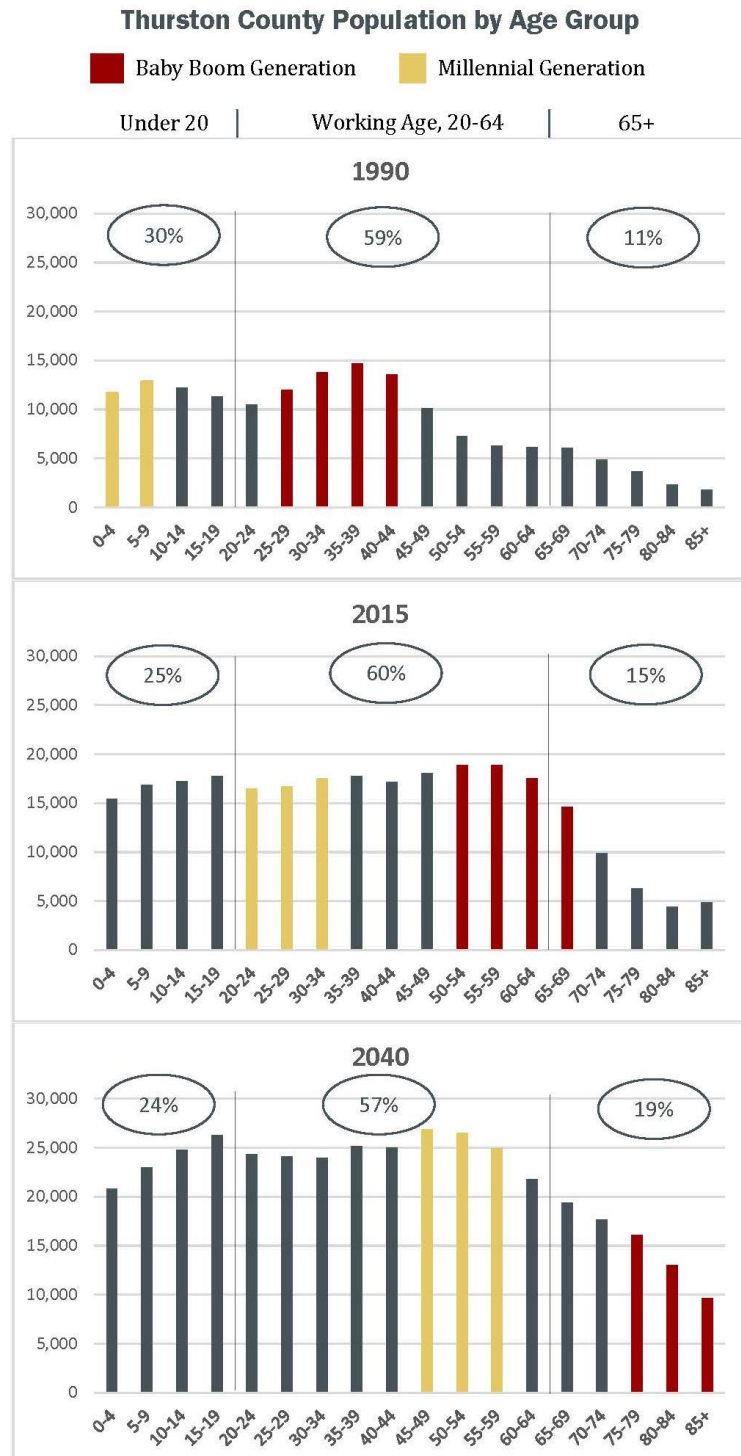


Figure 1-4. Thurston County Population by Age Group: 1990, 2015, 2040

SOURCE: U.S. CENSUS BUREAU, TRPC POPULATION & EMPLOYMENT FORECAST, 2017

C. INCOME & ECONOMY

Thurston County's median household income was \$63,286 as of 2016³. Although this is a 15 percent increase from 2005, Thurston County's average income is now less than that of the Washington State as a whole for the first time since 1990 (see Figure 1-6). The statewide household income trend has been driven by a dramatic increase in wages in King County, in response to growth of the tech sector.

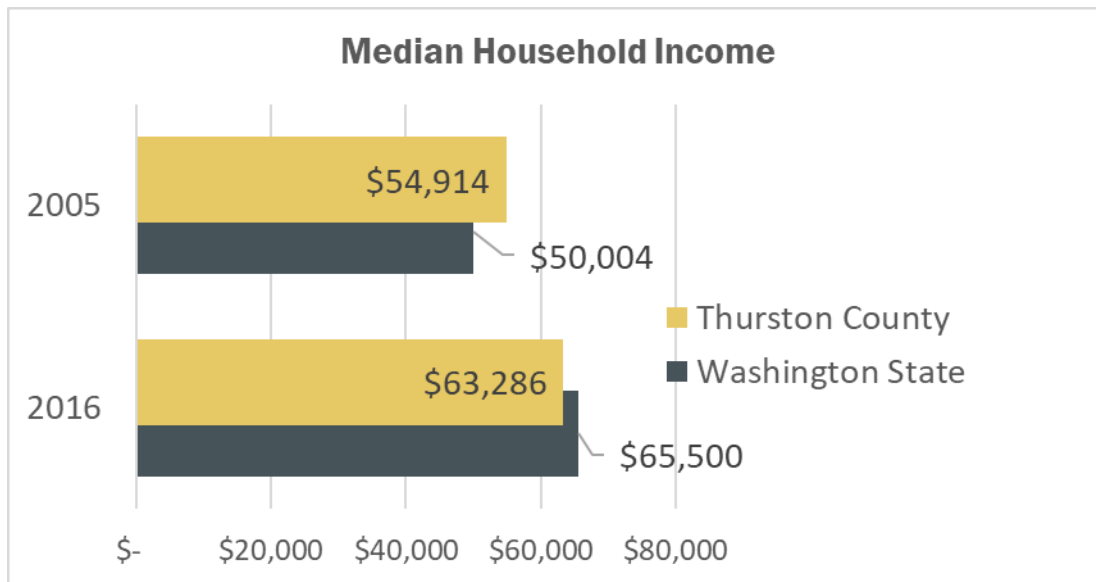


Figure 1-6. Median Household Income: 2005-2016

SOURCE: WASHINGTON OFFICE OF FINANCIAL MANAGEMENT; US CENSUS BUREAU

Thurston County has the fifth-highest median household income of all counties in Washington State, falling behind King, Snohomish, Clark, and Kitsap counties, but ahead of Pierce, Mason, and Lewis counties. This geographic variation in income can be paired with a comparison of relative cost of living (see Figure 1-7). Thurston County has a lower cost of living than many of the counties to its north along the Interstate-5 corridor, particularly when it comes to housing costs. This trend has driven some of the migration into the county; since 2010, the largest source of residents moving into Thurston County are from the Seattle, Bellevue, and Tacoma areas, many of whom are attracted by the lower cost of living⁴.

- CHAPTER 8 – ECONOMIC DEVELOPMENT COVERS COUNTY ECONOMIC TRENDS
- CHAPTER 4 – HOUSING DISCUSSES HOUSING AFFORDABILITY

³ Washington Office of Financial Management; US Census Bureau

⁴ Housing and Urban Development 2016 Comprehensive Housing Market Analysis

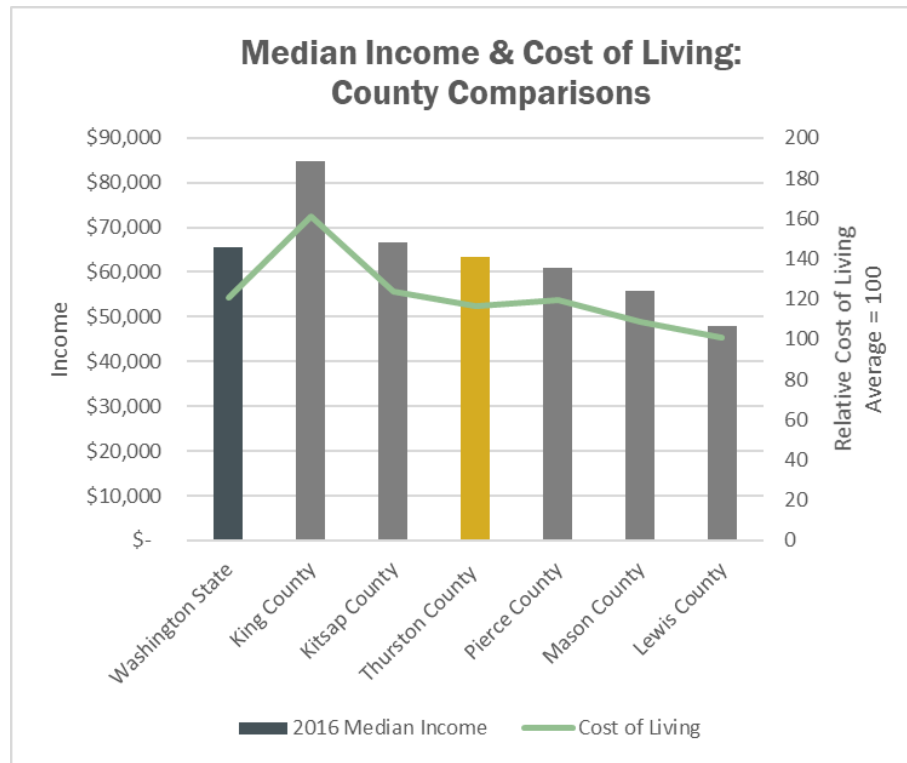


Figure 1-7. Median Income and Cost of Living, County Comparisons

SOURCE: WASHINGTON OFFICE OF FINANCIAL MANAGEMENT; SPERLING'S BEST PLACES, 2017

Although lower cost of living may be a factor in Thurston County's population growth, the number of jobs has not increased at the same rate – since 2005, the population of Thurston County has grown by 17 percent, but the number of jobs has only increased by 5 percent (see Figure 1-8). Higher wages and increased job opportunities may lead more people to live in Thurston County while commuting to employment elsewhere. Since 1990, the share of Thurston County residents whose workplace is outside the county has increased by 5 percent.⁵

Income levels vary within Thurston County. According to the 2012 to 2016 American Community Survey, residents of Rainier

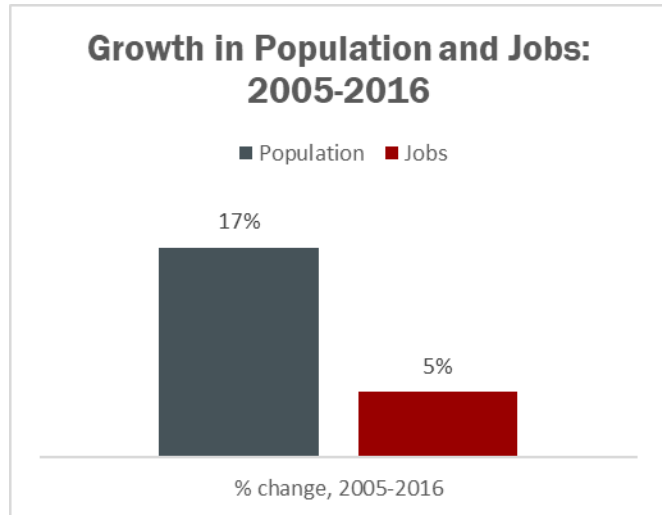


Figure 1-8. Comparison of Thurston County Population and Job Growth: 2005-2016

SOURCE: TRPC POPULATION & EMPLOYMENT FORECAST, 2017

⁵ From 19% to 24%, source: US Bureau of the Census, American Community Survey and Census Transportation Planning Products

Adopted November 2019

(\$66,620) and Tumwater (\$62,050) have the highest median incomes, while Bucoda (\$35,000) has the lowest (see Figure 1-9).

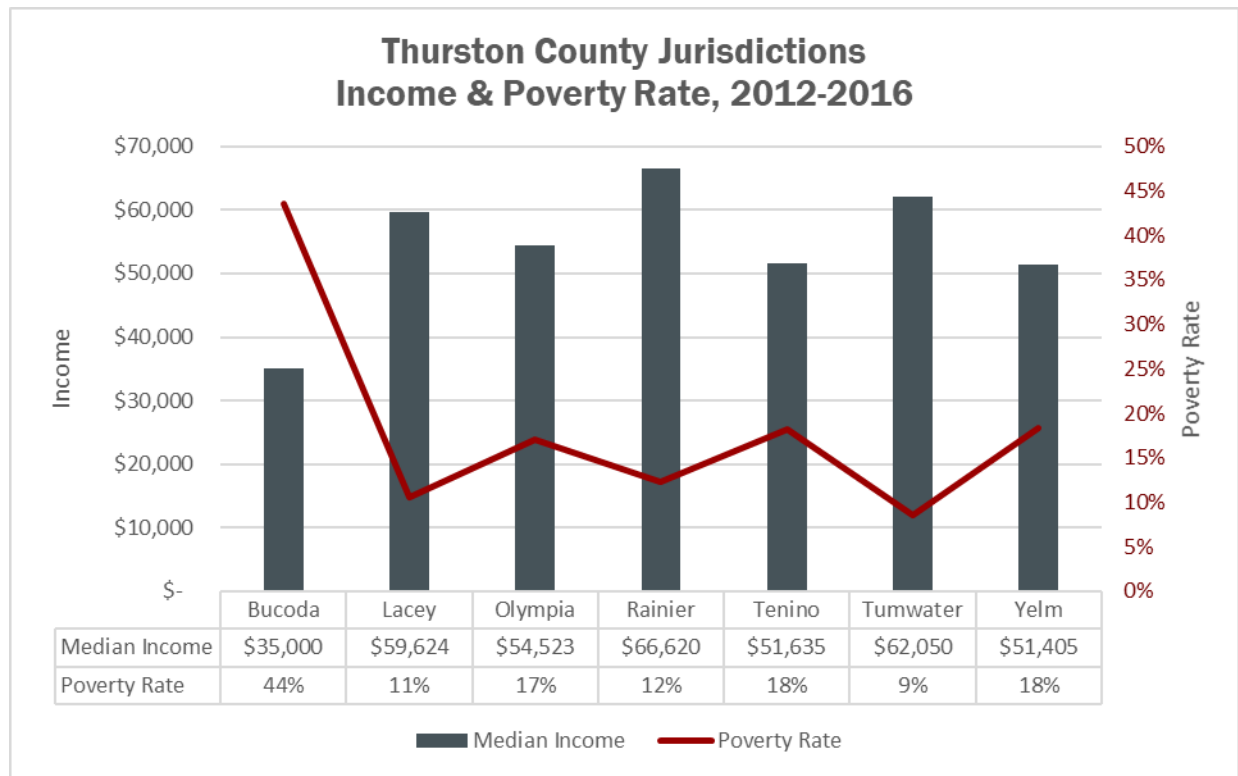


Figure 1-9. Thurston County Jurisdictions, Income and Poverty Rate: 2012-2016

SOURCE: US BUREAU OF THE CENSUS, AMERICAN COMMUNITY SURVEY

While average incomes have gone up, the proportion of Thurston County residents living below the federal poverty level also has increased to 12 percent in 2016 from 10 percent in 2005. Geographically, low-income families and individuals live throughout the county, but are most concentrated in the areas around Bucoda, Tenino, Yelm, Rochester, and west Olympia.

Poverty levels are higher among certain populations in the county. Single mothers have the region's highest rate of poverty among families – 34 percent of female-headed households with no husband present and children under 18 are living on incomes below the federal poverty limit, compared to just 5 percent of married-couple families with children under 18.

In Thurston County, approximately 33,500 people have a disability. A person with a disability is defined as: “a person who has a physical or mental impairment that substantially limits one or more major life activities.”⁶ Of these individuals, U.S. Census Data shows that in 2016, 35 percent were 65 years of age or older and 16 percent had incomes that were below the poverty level.

⁶ Americans with Disabilities Act <https://adata.org/faq/what-definition-disability-under-ada>

Adopted November 2019

Poverty rates are also higher than average among minority groups, including American Indian and Alaskan natives (25 percent) and Hispanics (21 percent). Those who rent their homes are four times as likely to be living in poverty as those who own their home (17 percent versus 4 percent).



Considering the combination of trends described above – including rapid population growth, an aging general population, increased income disparity, and climate change – Thurston County is likely to continue to undergo dramatic change over the next several decades. The background information, goals, and policies included in this Comprehensive Plan are intended to help the county prepare for and address these changes, and achieve the community’s vision, while protecting the qualities people value about Thurston County to ensure they are available to future generations.

CHAPTER 2

LAND USE

I. INTRODUCTION

This chapter of the Comprehensive Plan depicts the future pattern of public and private use of the land in unincorporated Thurston County, and serves as both the Land Use and Rural Elements as they are defined by the Washington State Growth Management Act (GMA).

The Land Use Chapter includes county-wide population projections and the methodology used to derive these projections, population densities, and future land use designations, as well as the process and criteria for making those designations. The Land Use Chapter works in concert with the other chapters of the Comprehensive Plan to meet the requirements of the GMA (see sidebar).

The Land Use Chapter also identifies the location of urban growth areas (UGAs) around incorporated cities and towns. However, this chapter does not include land use designations for the UGAs. The respective city/county joint plans provide that information. Likewise, the Grand Mound Subarea Plan contains the future land use map for the Grand Mound UGA.

GROWTH MANAGEMENT REQUIREMENTS

The Growth Management Act requires a Land Use Element:

“...designating the proposed general distribution and general location and extent of the uses of land, where appropriate, for agriculture, timber production, housing, commerce, industry, recreation, open spaces, general aviation airports, public utilities, public facilities, and other land uses. The land use element shall include population densities, building intensities, and estimates of future population growth. The land use element shall provide for protection of the quality and quantity of ground water used for public water supplies. Whenever possible, the land use element should consider utilizing urban planning approaches that promote physical activity. Where applicable, the land use element shall review drainage, flooding, and stormwater run-off in the area and nearby jurisdictions and provide guidance for corrective actions to mitigate or cleanse those discharges that pollute waters of the state, including Puget Sound or waters entering Puget Sound.”

RCW 36.70A.070(1)

Some Land Use topics are covered more fully in other chapters of the Comprehensive Plan:

- ❖ Public utilities are covered in Chapter 7 – Utilities
- ❖ Review of drainage, flooding, and stormwater are covered in Chapter 7 – Utilities and Chapter 9 – Environment
- ❖ Measures protecting water quality and quantity are covered in Chapter 9 – Environment
- ❖ Measures promoting physical activity are covered in Chapter 11 – Health

II. URBAN GROWTH AREAS & SUBAREAS

A. HISTORY AND PURPOSE OF THURSTON COUNTY'S URBAN GROWTH AREAS

In 1983, Thurston County, along with the cities of Olympia, Lacey and Tumwater, blazed the trail for growth management in Washington State by signing an inter-local government agreement called the "Urban Growth Management Agreement." That early agreement included an Urban Growth Management Boundary around the three cities to serve as a limit for the cities' expansion for 20 years.

The purposes of the county's original growth areas remain relevant today:

To provide for higher intensity development around the county's incorporated cities and towns and unincorporated community centers in order to concentrate development in areas where minimal impact to the environment, natural resources and rural atmosphere will occur.

To minimize public costs and conserve energy by using services and facilities efficiently through concentration of development and integration of jobs, shopping, services and housing.

To phase urban growth and infill with the provision of urban public services and facilities.

One of the main effects of an urban growth area is to provide a limit for the extension of urban utilities, especially sewer service. To that end, overall residential density in urban growth areas should be high enough to support urban public services and to provide affordable housing choices.

Growth Management Requirements, continued from previous page...

A Rural Element, including:

- ❖ Lands not designated for urban growth, agriculture, forest or mineral resources
- ❖ Land uses that are compatible with rural character ... and provide for a variety of rural densities
- ❖ Measures to protect rural character by:
 - Containing or otherwise controlling rural development
 - Assuring visual compatibility of rural development with the surrounding area
 - Reducing the inappropriate conversion of undeveloped land into sprawling, low-density development
 - Protecting critical areas, and surface and groundwater resources
 - Protecting against conflicts with the use of agriculture, forest and mineral resource lands
- ❖ Limited areas of more intensive rural development

RCW 36.70A.070(5)

Adopted November 2019

There should be a variety of housing types, with most densities ranging from 4 to 16 dwelling units per acre.

Map I-1 identifies the urban growth areas for each city or town in Thurston County. The UGAs must accommodate the urban growth projected over the next 20 years including a reasonable market factor. Policies and actions emphasize the provision of urban land uses and services and include provisions specifically aimed at reducing low density residential sprawl. Joint plans established with each city and town include planning policies for each UGA. Joint plans are contained in separate documents, but are incorporated as part of the Thurston County Comprehensive Plan.

Detailed land use designations for all UGAs around cities and towns are provided in the following joint plans (Map I-1 is keyed to the numbering below):

1. Olympia/Thurston County Joint Plan
2. Lacey/Thurston County Joint Plan
3. Tumwater/Thurston County Joint Plan
4. Yelm/Thurston County Joint Plan
5. Rainier/Thurston County Joint Plan
6. Tenino/Thurston County Joint Plan
7. Bucoda/Thurston County Joint Plan

B. GROWTH MANAGEMENT ACT REQUIREMENTS FOR URBAN GROWTH AREAS:

The following points summarize the GMA requirements for urban growth areas (36.70A.110 RCW):

- ❖ For each city or town, the county must designate an urban growth area, within which urban growth shall be encouraged and outside of which growth can occur only if it is not urban in nature.
- ❖ An urban growth area may include territory outside of a city or town only if the territory already is characterized by urban growth or is adjacent to territory already characterized by urban growth.
- ❖ The urban growth areas in the county must be sufficient to permit the urban growth that is projected to occur in the county over the next 20 years.
- ❖ Urban growth areas must permit urban densities and include open spaces.
- ❖ Urban growth should be located first in areas already characterized by urban growth that have existing public facility and service capacities to serve such development, and second in areas already characterized by urban growth that will be served by a combination of both existing public facilities and services and any additional public facilities and services needed.

- ❖ At least every 10 years, the county must reevaluate Urban Growth Areas and the densities permitted within them.

In addition to these requirements, the GMA required all jurisdictions in the county to jointly develop a set of County-Wide Planning Policies to guide joint planning between the County and cities for urban growth areas. The policies in this chapter are consistent with the County-Wide Planning Policies.

C. MARKET FACTOR

Pursuant to RCW 36.7A.110(2), the Growth Management Act allows counties to include a “reasonable land market supply factor” when sizing urban growth areas.

RCW 36.7A.110(2). An urban growth area determination may include a reasonable land market supply factor and shall permit a range of urban densities and uses. In determining this market factor, cities and counties may consider local circumstances. Cities and counties have discretion in their comprehensive plans to make many choices about accommodating growth.

The County will require cities to bring forward evidence to justify that this “market factor” is to account for land that is not likely to be available during the next 20-year period. A “market factor” is not a substitution for population projections, which are addressed separately in Section III.

D. WATER AVAILABILITY (HIRST DECISION)

Permit applicants for new homes and other development that need drinking water must show they have legal access to a safe source of water. Applicants can demonstrate legal access by showing they have permission to connect to a public water supply that has capacity to serve them or that they have water rights for the water source they propose to use. Historically, developers could also meet this requirement by proposing to drill or develop an exempt well, which allows development to occur without a formal water rights permit where the total water withdrawal was less than 5,000 gallons per day.

A 2016 decision by the Washington State Supreme Court (Hirst) establishes that local governments must ensure that potable water is legally available to serve new development. New development can only occur when it obtains water from approved systems with water rights, or from exempt wells where the county can ensure they do not reduce the flow in a water course below the minimum instream flow. In 2018, Washington state legislature signed into law Senate Bill 6091 that establishes standards for what constitutes proof of an adequate water supply; this includes participation from the County in the watershed planning process and implementation of fees that go towards that process.

➤ SEE CHAPTER 9 –
ENVIRONMENT, RECREATION,
AND OPEN SPACE FOR MORE
INFORMATION ON WATER
AVAILABILITY

Adopted November 2019

Historically, Thurston County and many others have allowed rural development to go forward using exempt wells. Many projects were approved that did not require the developer to evaluate their effects on instream flows.

E. SUBAREA PLANNING

Subarea planning is used in Thurston County to study and plan for distinct unincorporated communities within the county. The County maintains active subarea plans for the communities of Rochester, Grand Mound, and Nisqually Valley. These plans are incorporated by reference into the Comprehensive Plan.

In 2019, all three subarea plans were in the process of being reviewed and updated.

III. POPULATION AND GROWTH TRENDS

A. POPULATION ALLOCATION AND FORECAST

As mentioned above, the GMA requires the County to plan to accommodate the population projected by Washington State Office of Financial Management (OFM). The County-Wide Planning Policies direct the Thurston Regional Planning Council (TRPC)¹ to develop small-area population projections based on the framework of the countywide population projection provided by OFM (see Table 2-1). These small-area projections are often referred to as “population distributions” because they split up the projected population growth, distributing it among the county’s cities, towns, and rural areas. TRPC derives its own countywide population projections using a computer model that includes analysis of employment trends and more up-to-date population changes than what OFM uses.

Table 2-1. Population Allocation and Forecast by Thurston County Jurisdiction, 2017-2040

| | 2017 Population | 2040 Population Forecast | Change, 2017- 2040 | Percent Change |
|----------------------------------|--------------------|--------------------------------|-----------------------|----------------|
| Thurston County Total | 276,900 | 393,700 | 116,800 | 42% |
| Incorporated Cities | 137,030 | 197,190 | 60,160 | 44% |
| Lacey UGA | 35,470 | 59,040 | 23,570 | 66% |
| Olympia UGA | 12,270 | 16,770 | 4,500 | 37% |
| Tumwater UGA | 3,320 | 8,960 | 5,640 | 170% |

¹ The Thurston Regional Planning Council is a 20-member intergovernmental board made up of local government jurisdictions within Thurston County, plus the Confederated Tribes of the Chehalis Reservation and the Nisqually Indian Tribe.

Adopted November 2019

| | | | | |
|---|----------------|----------------|---------------|------------|
| Yelm UGA | 1,390 | 5,630 | 4,240 | 305% |
| Rainier UGA | 110 | 640 | 530 | 482% |
| Tenino UGA | 15 | 110 | 95 | 633% |
| Grand Mound UGA | 1,325 | 1,990 | 665 | 50% |
| Total UGAs | 53,900 | 93,140 | 39,240 | 73% |
| Rural County | 85,220 | 101,930 | 16,710 | 20% |
| Total Unincorporated² Thurston County | 137,050 | 184,080 | 55,190 | 39% |

SOURCE: TRPC SMALL AREA POPULATION ESTIMATES AND POPULATION AND EMPLOYMENT FORECAST WORK PROGRAM, 2017. ESTIMATES REFLECT CITY BOUNDARIES ON APRIL 1. A DECREASE IN UGA POPULATION OVER THE PLANNING PERIOD IS LIKELY DUE TO ANNEXATION.

The population distributions are intended to ensure that each city and town's Comprehensive Plan and any applicable Joint Plan accommodates the projected population growth. These population distributions are individually discussed in each of the Joint Plans adopted by the county. TRPC updates its population and land supply forecasting data under the GMA-required Buildable Lands Program. Numbers reflected in this plan should be treated as a point-in-time accounting of population distribution, and more current information may be obtained from TRPC.

As shown in Figure 2-1, around half of the projected population growth between 2017 and 2040 is likely to be located within incorporated cities, and another third in designated urban growth areas. Within the county's jurisdictions, the Lacey UGA is set to receive the largest proportion of population growth, in part because it is the largest UGA with the most developable area. The Lacey and Yelm UGAs are the fastest growing areas of the county, relative to their size, although all areas of the county are likely to experience significant population growth over the next two decades.

² Includes portions of Nisqually and Chehalis Indian Reservations in Thurston County.

Adopted November 2019

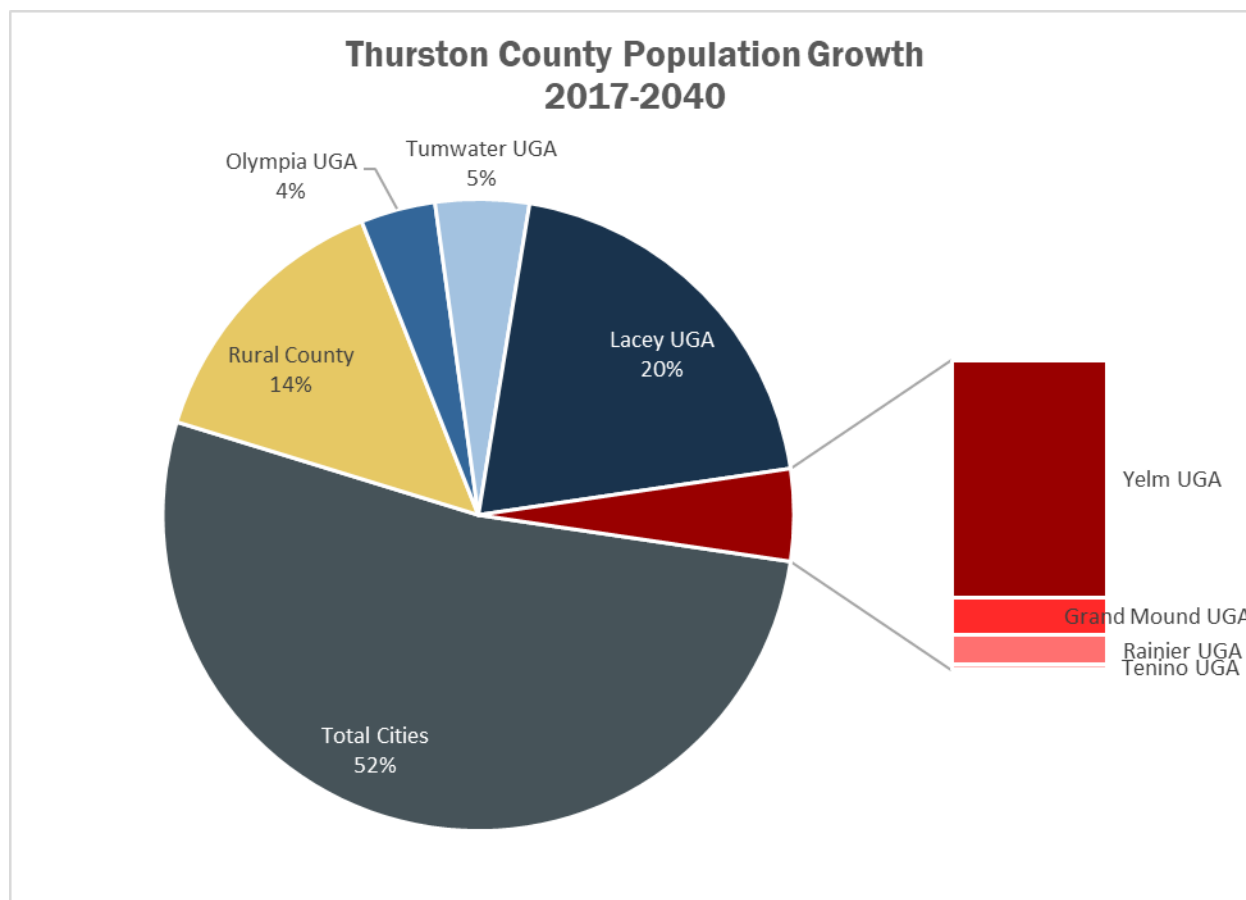


Figure 2-1. Thurston County Population Growth, 2017-2040: Proportion by Jurisdiction

RCW 36.70A.215 establishes a “Buildable Lands Program” requiring jurisdictions to track their ability to accommodate population growth. TRPC is the lead agency in Thurston County for the Buildable Lands Program, and provides data to the County for comprehensive and joint plan amendments required by RCW 36.70A.130 (1) and RCW 36.70A.130(3). The 2014 Buildable Lands Report found that there is sufficient land supply to accommodate projected population growth (to year 2035) in Thurston County’s urban areas (cities plus unincorporated urban growth areas), both overall and within each urban jurisdiction (see Table 2-2). Even considering the number of new dwelling units projected to be built over the 20-year planning period, the excess capacity falls within the established regional market factor of 10% to 25%.³

³ Smaller jurisdictions tend to have higher market factors due to the statistical difficulties in estimating supply and demand for small areas. For more information on how market factors and excess capacity is calculated, refer to the *2014 Buildable Lands Analysis for Thurston County* (TRPC, 2014).

Adopted November 2019

Table 2-2. Residential Capacity in Urban Areas of Thurston County

| | 2010 Dwelling Units | DEMAND 2010-2035 | SUPPLY 2010+ | Excess Capacity |
|---------------------------|---------------------|------------------|---------------|-----------------|
| Bucoda | 240 | 220 | 350 | 37% |
| Lacey & UGA | 31,740 | 13,820 | 17,560 | 21% |
| Olympia & UGA | 26,950 | 13,460 | 16,880 | 20% |
| Rainier & UGA | 770 | 530 | 750 | 29% |
| Tenino & UGA | 750 | 800 | 1,200 | 33% |
| Tumwater & UGA | 10,570 | 8,600 | 11,010 | 22% |
| Yelm & UGA | 3,050 | 7,200 | 10,310 | 30% |
| Grand Mound UGA | 380 | 310 | 430 | 28% |
| TOTAL Urban Areas | 74,450 | 44,940 | 58,490 | 23% |

SOURCE: BUILDABLE LANDS REPORT FOR THURSTON COUNTY, TRPC, 2014.

NOTE: This capacity analysis is based on adopted policies as of 2012, and may be revisited depending on the results of the ongoing county and regional response to federal endangered species listings and state-wide legal changes related to rural water availability.

B. DENSITY & BUILDING INTENSITY

The most densely built areas of the County are, by design, the urban growth areas and cities. According to the 2014 Buildable Lands Report, the average density of residential development approved in urban areas of the county between 2006 and 2010 increased to 8.25 dwelling units per acre – up from 6.08 units per acre in the period from 2001 to 2005. Density is generally higher in incorporated cities than in UGAs, but varies across jurisdictions. Among UGAs, development in the Olympia UGA is achieving the highest average density at 7.79 units per acre, while Grand Mound averaged 6.52 units per acre. The UGAs for Yelm, Tenino, and Rainier are zoned for lower densities.

For new subdivisions, the cities achieved an average net residential density of 8.40 dwelling units per acre, where the unincorporated urban growth areas achieved 7.01 dwelling units per acre (between the years 2005 and 2009). This was an increase over the previous five years (2000-2004), when net residential density was 7.61 units per acre in the cities, and 5.95 units per acre in the unincorporated growth areas, though not as substantial an increase in density as in the earlier period from 1995-2000.

Outside designated urban areas, density of new development is typically 1 unit per 5 acres or less. An exception to this standard are rural portions of the county designated as limited areas of more intensive rural development (LAMIRDs). The LAMIRDs accommodate small lot development and subdivisions that occurred prior to the adoption of the Growth Management Act in 1990 (e.g., around lakes, along some marine shorelines or at crossroads). A second exception is cluster-type developments that allow for smaller individual lots in exchange for greater area set aside for open

space or resource use. The goals and policies in this plan seek to maintain rural character and resource uses as well as minimize and contain existing areas or uses of more intensive rural development in the rural area while directing urban growth to appropriate areas.

IV. LAND USE DESIGNATIONS

This section of the Land Use Chapter describes each of the land use designations depicted on the Future Land Use Map (Map L-1). Mineral lands of long-term commercial significance are designated on a separate map (M-43), and open space lands are shown on Map E-3. Parks and trails owned by the County are also identified in the Thurston County Parks Plan, which is maintained as a separate planning document. The policies in Section VII provide further guidance in determining the appropriate land use designations for lands in rural areas. Development of lands within UGAs around cities and towns are guided by the land use designations within the adopted city/county joint plans.

In interpreting this plan, the following descriptions of the land use designations and the associated policies in Section VII of this chapter should be given the greatest weight and importance. The accompanying Future Land Use Map (Map L-1) is intended to be a visual representation of the descriptions and policies. Where there are apparent inconsistencies between the text and the map, the text shall control.

A. GENERAL LAND USE GUIDELINES

Determining how and where to designate land uses throughout the county is a complex process that involves an evaluation of geographic and scientific information, legal and social parameters, and citizen preferences. The following table describes the general guidelines used to make designation decisions:

| Location Criteria | |
|---|--|
| Land Capability/ Environmental Constraints | <p>This guideline describes the characteristics of the land and its ability to support development at the intensity of use associated with each of the land use designations. It includes consideration of such factors as topography, permeability and stability of soils, geologic hazards, flood proneness and hydrologic conditions.</p> <p>When the term “environmental constraints” is used under this guideline, it refers to the presence of natural features of the land that would either: (1) limit an area’s ability to accommodate development (e.g., flood hazards, geologic instability); or (2) be very sensitive to development or be destroyed by development (e.g., wetlands, Mima Mounds, eagle habitat, sensitive aquifers, public drinking water supplies or other critical areas).</p> <p>Technology can moderate the effects of some constraints. For example, building foundations may be constructed on unstable grounds, and sensitive resources such as oyster growing waters may be protected from the impacts of</p> |

Adopted November 2019

| | |
|--------------------|---|
| | development by controlling pollutants from entering stormwater and keeping sewage drainage away from these waters. Generally, however, the presence of widespread constraints or important sensitive areas should indicate caution in making certain land use designations. Caution is needed because the potential intensity level of the classification may not be able to be achieved due to constraints posed by the natural feature or condition; or the natural feature or condition could be lost or degraded. |
| Natural Resources | This guideline describes the kinds of natural resources that may exist on lands in each designation, or indicates when a certain designation may be inappropriate if important natural resources exist on the land or if it is too close to and may adversely impact a nearby natural resource area, such as agriculture, forestry, aquaculture, or mineral deposits. |
| Public Services | This guideline describes the levels or types of public services associated with each land use designation are described under this guideline. It also addresses any special public service needs or impacts to be avoided in association with each land use designation. |
| Existing Land Uses | This guideline describes the types and levels or intensities of land uses that should exist (or not exist) in or near areas being considered for each land use classification. |

General Decision-Making Guidelines

| | |
|--|---|
| Citizen Preference Identified through Public Process | Desires of the citizenry for certain types of land uses over other types should be an important consideration in making land use decisions. Citizen preference is important, for example, when deciding to give weight to one factor over another, or in deciding among conflicting factors. |
| Impacts on Economy, Employment, Tax Base | A variety of factors associated with these impacts should be considered when making land use designation decisions. For example, a county-wide balance should be maintained between residential and industrial/commercial/agricultural/ forestry areas in order to enhance and provide diversity to the county's tax base and employment opportunities |
| Easy to Identify Boundaries | The boundaries of land use designations should follow easily identified features on the land, such as utility corridors or observable terrain changes. When areas with severe limitations for development (e.g., soils, geology, flooding) do not coincide with such identifiable landmarks, the boundaries should be drawn with land capability in mind. |

B. RURAL AREA DESIGNATIONS

The purpose of rural areas as defined by the County in compliance with the GMA is:

- ❖ To support the rural aspects of Thurston County.
- ❖ To protect areas with environmental constraints and preserve and buffer natural resource areas of agriculture, forestry, aquaculture, mineral deposits and fish and wildlife habitats from encroachment by or irreversible conversion to more intense uses.
- ❖ To allow low intensity residential uses which do not require a high level of public services and facilities.
- ❖ To protect and promote natural resource-based industries.
- ❖ To protect “rural character” as defined in RCW 36.70A.030(14) as “the patterns of land use and development established by a county in the rural element of its comprehensive plan:
 - (a) In which open space, the natural landscape, and vegetation predominate over the built environment;
 - (b) That foster traditional rural lifestyles, rural-based economies, and opportunities to both live and work in rural areas;
 - (c) That provide visual landscapes that are traditionally found in rural areas and communities;
 - (d) That are compatible with the use of the land by wildlife and for fish and wildlife habitat;
 - (e) That reduce the inappropriate conversion of undeveloped land into sprawling, low-density development;
 - (f) That generally do not require the extension of urban governmental services; and
 - (g) That are consistent with the protection of natural surface water flows and ground water and surface water recharge and discharge areas.”

Rural areas are characterized by a balance between the natural environment and human uses with low density residential dwellings, farms, forests, mining areas, outdoor recreation and other open space activities. Commercial uses will be small in scale and will provide convenience services to the rural neighborhood. Industrial uses will generally be those that are related to and dependent on natural resources such as agriculture, timber or minerals. Home-based occupations and industries will be allowed throughout the rural area provided they do not adversely affect the surrounding residential uses. Rural area residential densities will commonly be one dwelling unit per five, ten, or twenty acres. As previously noted, the rural county also contains pockets of higher density development. Some of those areas have been designated as LAMIRDs, which allows additional limited higher density development. Specific densities for each area designated in the Comprehensive Plan are implemented through the Official Zoning Map of Thurston County and the Thurston County zoning code and other development regulations, which are consistent with this

Adopted November 2019

plan. Rural area lands are designated according to the land use guidelines above. See Table 2-3, below, for the percentage of land allocated to different rural uses.

Table 2-3**Percentage of Land Allocated for Rural Uses⁴**

| Land Use Category | Total Acres | Percent Designated |
|--|---|----------------------------|
| Designated resource use (designated agriculture, forestry, and mineral lands) ⁵ | 156,685 <i>(with mineral lands overlay: 162,309)</i> | 39.8% (41.3%) ⁶ |
| Rural (residential density 1 dwelling unit per 20 acres) | 14,176 | 3.6% |
| Rural (residential density 1 dwelling unit per 10 acres) | 4,978 | 1.3% |
| Rural resource and residential (residential density 1 unit per 5 acres) | 176,943 | 44.9% |
| Urban Reserve (residential density 1 unit per five acres) | 1,752 | 0.4% |
| Limited Areas of More intensive Rural Development (LAMIRDs) (densities greater than 1 dwelling unit per 5 acres) | 10,082 | 2.6% |
| Public Parks, Trails, and Preserves and Educational Institution Lands | 9,393 | 2.4% |
| Military Reservation | 18,404 | 4.7 % |
| Rural commercial and industrial use | 870 | 0.2% |
| Totals | 393,283 | 100% (101.5%) |

⁴ Excludes all lands within Urban Growth Areas, areas covered by water, public and railroad rights-of-way. Source: Thurston County Geo Data & Buildable Lands Work Program, Thurston Regional Planning Council.

⁵ Low density residential uses are permitted in some of these areas, at densities ranging from 1 unit per 20 acres to 1 unit per 80 acres. Note that agriculture, forestry, and mining activities occur throughout the county, not just on land dedicated for these purposes. See Chapter 3..

⁶ Accounts for mineral lands designation, which is an overlay on other land use designations.

The actual use of land may be different than the use for which it is designated. For example, nonconforming residential uses may exist in commercial or industrial areas, agriculture is a permitted use in all rural residential areas, and some designated mineral land is not yet mined. The designation categories are described in detail, below.

1. Rural resource and low density residential designations

About 90.3 percent of rural Thurston County is designated for resource and low density residential uses appropriate for maintaining rural character (see Table 2-3). These areas include designated forestry and agricultural lands of long-term commercial significance (see Chapter 3 for further discussion of designated resource lands and other natural resource uses). Other lands allow for rural residential use as well as for natural resource activities such as agriculture, forestry, and mining. The purpose, characteristics, and location guidelines for each rural resource and low density residential category are described below.

| FORESTRY | |
|--------------------------------|--|
| Purpose | <p>To conserve forest lands of long-term commercial significance.</p> <p>To maintain and enhance resource-based industries.</p> <p>To discourage residential encroachment and other incompatible development from long-term forest lands.</p> <p>To promote and protect forestry and its dependent rural community through the enhancement, protection, and perpetuation of the ability of private and public landowners to grow and harvest timber.</p> |
| Definition and Characteristics | <p>This designation includes lands meeting the Growth Management Act definition for forest lands of “long-term commercial significance.” They are lands characterized by existing commercial resource production and have soils and other physical characteristics that are specially suited for timber production. Existing designated Forestry areas include much of the Bald Hills in southern Thurston County and the Black Hills in the western part of the county.</p> <p>Within designated forest lands, residential densities are limited to one unit per 80 acres, except for smaller ownerships (less than 640 acres in size) where residences, if clustered, can achieve a density of one unit per 20 acres. Additionally, legal lots from 10 to 39.99 acres in size, under</p> |

Adopted November 2019

| FORESTRY | |
|-----------------------|---|
| | the same ownership since August 23, 1993, may be divided one time into a maximum of two lots. |
| Locational Guidelines | The criteria for locating designated Forestry areas are based on the physical growing conditions of the land as well as the proximity to population areas and the possibility of more intense uses of the land. The full set of criteria is listed in Chapter Three - Natural Resource Lands. |

| AGRICULTURE | |
|--------------------------------|--|
| Purpose | <p>To conserve agricultural lands of long-term commercial significance used for the production of crops, livestock or other agricultural products.</p> <p>To discourage residential encroachment and other incompatible development from long-term agricultural lands.</p> <p>To encourage the continued viability of agriculture.</p> <p>To encourage property owners to maintain property in agriculture uses.</p> <p>To promote and protect agriculture and its dependent rural community through the enhancement, protection, and perpetuation of the ability of the private sector to produce food and fiber.</p> |
| Definition and Characteristics | This designation includes lands meeting the Growth Management Act definition for agricultural lands of “long-term commercial significance.” They are lands characterized by existing commercial resource production and have soils and other physical characteristics that are specially suited for agricultural production. Existing designated Agriculture areas include portions of the Nisqually, Chehalis and Skookumchuck River Valleys, among other areas. Within the designated lands in the Nisqually Valley, residential densities are limited to one unit per 40 acres, unless residences are clustered, allowing a density of one unit per five acres. Within all other designated agricultural lands, residential densities are limited to one unit per 20 acres. |

Adopted November 2019

AGRICULTURE

Locational Guidelines

The criteria for locating designated Agriculture areas are based on the Washington State Department of Commerce's guidelines for the classification and designation of resource lands, as well as existing county policies and an analysis of local conditions. The full set of criteria is listed in Chapter Three - Natural Resource Lands.

RURAL – ONE DWELLING UNIT PER TWENTY ACRES

Purpose

- Protect public health and safety by minimizing development and avoiding incompatible uses in environmentally sensitive and hazardous areas such as the Black River Corridor, the Nisqually Bluff, and parcels completely covered by critical areas.
- Provide greater opportunities for protecting critical areas and creating open space corridors.

Definition and Characteristics

Primary land uses are open space, outdoor recreation, residential, agriculture, forestry and compatible mineral extraction approved through a special use process. Residences are allowed at a density of one dwelling unit per twenty acres but they may be further limited due to physical constraints and natural hazards, including the presence of critical areas.

Locational Guidelines

Land Capability and Environmental Characteristics. This designation is appropriate for lands that are within the Black River Corridor, along the Nisqually Bluff or severely constrained by environmentally sensitive or hazardous areas.

Natural Resources. The area may contain forests, mineral deposits, critical areas and soils suitable for agriculture.

Public Services. Allowed uses do not require provision of urban services or utilities. However, the area may be located along arterials, within areas containing pre-existing small-lot development, and/or relatively close to existing centers of employment and/or personal services.

Adopted November 2019

RURAL – ONE DWELLING UNIT PER TWENTY ACRES

| | |
|--|---|
| | <p><i>Existing Land Uses.</i> The majority of the land is comprised of parcels twenty acres or larger in size, although some smaller parcels may be present. Residences, agriculture, forestry, mineral extraction, open space, or undeveloped land may be present.</p> |
|--|---|

RURAL – ONE DWELLING UNIT PER TEN ACRES

| | |
|--------------------------------|---|
| Purposes | <ul style="list-style-type: none"> • To minimize flooding and development at risk of flooding in the Salmon Creek Basin. • To avoid increasing saltwater intrusion in areas underlain by aquifers with elevated chloride levels. |
| Definition and Characteristics | <p>Primary land uses are resource-oriented (e.g., mineral extraction approved through a special use process, agriculture and forestry), open space, and residential. Additional compatible uses that support or rely upon agriculture, forestry, mineral extraction, and open space may be allowed. Residential densities are limited to one dwelling per ten acres but may be further limited due to physical constraints and natural hazards, including the presence of critical areas.</p> |
| Locational Guidelines | <p><i>Land Capability and Environmental Characteristics.</i> This designation is appropriate for lands that are environmentally constrained, such as lands that are underlain by aquifers contaminated with chloride and lands within the flood prone Salmon Creek Basin.</p> <p><i>Natural Resources.</i> The area may contain forests, mineral deposits, , soils suitable for agriculture, and critical areas.</p> <p><i>Public Services.</i> Allowed uses do not require provision of urban services or utilities. However, the area may be located along arterials, within areas containing pre-existing small-lot development, and/or relatively close to existing centers of employment and/or personal services.</p> <p><i>Existing Land Uses.</i> The area is predominantly in parcels ten acres or larger in size, although some smaller and some larger parcels may be present. Residences,</p> |

Adopted November 2019

RURAL – ONE DWELLING UNIT PER TEN ACRES

| | |
|--|--|
| | agriculture, forestry, mineral extraction, open space, or undeveloped land may be present. |
|--|--|

URBAN RESERVE – ONE DWELLING UNIT PER FIVE ACRES

| | |
|--------------------------------|--|
| Purpose | To preserve development options in areas adjacent to existing urban growth areas, cities and towns until such time as the areas are included in urban growth areas (UGAs) and urban utilities and services become available. |
| Definition and Characteristics | Primary land uses are agriculture and forestry, open space, and low density residential. Permitted uses and development options are limited so as to avoid interfering with potential conversion of the area to urban use. |
| Locational Guidelines | <p><i>Land Capability and Environmental Characteristics.</i> This designation is appropriate for lands that located adjacent to an urban growth area or city that appear to be capable of supporting urban development. Some critical areas or other minor physical constraints to development may be present.</p> <p><i>Natural Resources.</i> The area may have moderate potential for agriculture, forestry, or mineral extraction. However, the area should not include long-term agriculture or forestry lands.</p> <p><i>Public Services.</i> Allowed uses do not require provision of urban utilities and services. Public utilities and services should be feasible to extend upon inclusion of the area within an UGA.</p> <p><i>Existing Land Uses.</i> Scattered residences, agriculture, forestry, mineral extraction, open space, or undeveloped land may be present.</p> |

RURAL RESIDENTIAL AND RESOURCE -- ONE UNIT PER FIVE ACRES

| | |
|--------------------------------|---|
| Purpose | <ul style="list-style-type: none"> • To maintain the rural character of the county. • To buffer environmentally sensitive areas and resource management areas from incompatible activities. • To maintain a balance between human uses and the natural environment. |
| Definition and Characteristics | <p>Primary land uses in the one unit per five acre areas are resource-oriented (farming, forestry, mineral extraction), open space, and low density residential. Residential use may be limited due to physical land capability constraints, including the presence of critical areas. Innovative techniques are used by the County to provide a variety of rural densities within this designation.</p> |
| Locational Guidelines | <p><i>Land Capability and Environmental Characteristics.</i> This designation is appropriate for lands that may have severe soil limitations, critical areas and/or very limited ground water. Lands subject to this designation may be located within the adjacent uplands to an aquaculture management district or “natural” shoreline under the Shoreline Management Program.</p> <p><i>Natural Resources.</i> The area has moderate potential for farming or forestry management or may be adjacent to long-term resource lands.</p> <p><i>Public Services.</i> The area is too far from the urban area to enable cost-effective provision of public services. Uses do not require extension or provision of urban services.</p> <p><i>Existing Land Uses.</i> The land is generally in parcels five acres or larger in size.</p> |

MCALLISTER GEOLOGICALLY SENSITIVE AREA

| | |
|---------|---|
| Purpose | <p>To maintain areas of rural living where the natural environment is in balance with human use.</p> <p>To provide for residential, commercial, and agricultural uses of a type and density which will minimize the</p> |
|---------|---|

| MCALLISTER GEOLOGICALLY SENSITIVE AREA | |
|--|--|
| | potential for contamination or significant loss in recharge capacity of a vulnerable groundwater aquifer and potable water source of great importance to the general public. |
| Definition and Characteristics | That portion of the McAllister Springs recharge area outside the urban growth area boundary. These lands are characterized by natural resource-based uses, such as agriculture and forestry, residential uses at a density of one unit per five acres, and limited home-based industries and home occupations. |
| Locational Guidelines | This designation is limited to lands within the McAllister Springs recharge area outside of the north county Urban Growth Area boundary. |

2. Limited areas of more intensive rural development (LAMIRD) designations

Under the GMA, zoning districts allowing residential densities in the rural area greater than one dwelling unit per five acres are generally considered to promote sprawling, low-density development inconsistent with the Goal 2 of the GMA. To recognize existing residential development in the rural areas that is too intensive to be considered rural, in 1997, the Washington State Legislature adopted amendments to the GMA that provided for “limited areas of more intensive rural development”, or LAMIRDs. (RCW 36.70A.070(5)(d)). Areas that meet the requirements established by the GMA can retain their higher density zoning. Areas that do not qualify for designation as a LAMIRD must be designated for a rural density of no more than one dwelling unit per five acres.

RCW 36.70A.070(5)(d)(i) defines LAMIRDs as:

“Rural development consisting of the infill, development, or redevelopment of existing commercial, industrial, residential, or mixed-use areas, whether characterized as shoreline development, villages, hamlets, rural activity centers, or crossroads developments.”

When designating residential LAMIRDs, the GMA requires the County to establish logical outer boundaries that contain the development that existed as of July 1, 1990 (the date Thurston County was initially required to plan under the GMA). This “built environment” may include structures located above or below ground, such as buildings and water and sewer lines. Residential LAMIRDs also may include limited undeveloped lands that are located within the logical outer boundary, but they should not allow a new pattern of low density sprawl. Thurston County used the

Adopted November 2019

LAMIRD criteria adopted by the Washington State Legislature in 1997 to designate LAMIRD boundaries. Data used to establish these boundaries included aerial photographs from 1990, building permits, and water service systems that were in place by July 1, 1990.

A relatively small percentage (2.6%) of rural Thurston County is designated as residential LAMIRDs. These areas, which allow residential land use at densities greater than 1 unit per 5 acres (see Table 2-3), accommodate lots developed prior to July 1, 1990, and provide some limited infill potential as allowed under the GMA. These areas of more intensive rural development include unincorporated communities such as Boston Harbor and Rochester, crossroads communities, neighborhood developments, areas around rural lakes, and some marine shoreline areas. The purpose, characteristics, and locational guidelines for each LAMIRD category are described below.

| RESIDENTIAL LAMIRD – ONE DWELLING UNIT PER TWO ACRES | |
|--|---|
| Purpose | <ul style="list-style-type: none"> To recognize residential development in the rural county that was predominately developed at a density of one dwelling unit per two acres prior to July 1, 1990. To minimize and contain these areas of more intensive rural development to prevent new patterns of low-density sprawl. |
| Definition and Characteristics | These areas are characterized by residential development at a density of approximately one dwelling unit per two acres. A limited amount of undeveloped land may exist within the logical outer boundary. |
| Locational Guidelines | <p>New or expanded areas of this designation should be avoided (see the following Goals and Policies section). Areas designated in this category meet the following criteria:</p> <p><i>Natural Resources.</i> The area has low resource management potential, although small farms and forestry activities may be present nearby.</p> <p><i>Public Services.</i> Uses do not require extension or provision of urban services. The area may be served by a community water system.</p> <p><i>Existing Land Uses.</i> The area has existing residential developments at a density of approximately one dwelling</p> |

RESIDENTIAL LAMIRD – ONE DWELLING UNIT PER TWO ACRES

| | |
|--|--|
| | unit per two acres. There may be some larger residential lots to allow for limited potential for infill development. |
|--|--|

RESIDENTIAL LAMIRD – ONE DWELLING UNIT PER ACRE

| | |
|--------------------------------|---|
| Purpose | <ul style="list-style-type: none"> To provide for residential development in rural areas that was predominately developed at a density of one dwelling unit per acre prior to July 1, 1990. To minimize and contain these areas of more intensive rural development, to prevent new patterns of low-density sprawl. |
| Definition and Characteristics | These areas are characterized by residential development at a density of approximately one dwelling unit per acre. A limited amount of undeveloped land may exist within the logical outer boundary. |
| Locational Guidelines | <p>New or expanded areas of this designation should be avoided (see the following Goals and Policies section). Areas designated in this category meet the following criteria:</p> <p><i>Natural Resources.</i> The area does not have highly productive resource management potential, although small farms and forestry activities may exist nearby.</p> <p><i>Public Services.</i> Uses do not require extension or provision of urban services. The area may be served by a community water system.</p> <p><i>Existing Land Uses.</i> The area has existing residential developments at a density of approximately one dwelling unit per acre. There may be some larger residential parcels to allow for limited potential for infill development.</p> |

Adopted November 2019

| RESIDENTIAL LAMIRD – TWO DWELLING UNITS PER ACRE | |
|--|---|
| Purpose | <ul style="list-style-type: none"> To recognize residential development related to marine and/or freshwater shorelines in rural areas that was predominately developed at a density of approximately two dwelling units per acre prior to July 1, 1990. To minimize and contain these areas of more intensive rural development to prevent new patterns of low-density sprawl. |
| Definition and Characteristics | These areas are characterized by residential development at a density of approximately two dwelling units per one acre. A limited amount of undeveloped land may exist within the logical outer boundary. These areas may have some existing commercial or resort-related land uses. |
| Locational Guidelines | <p>New or expanded areas of this designation should be avoided (see the following Goals and Policies section.) Areas already designated in this category meet the following criteria:</p> <p><i>Natural Resources.</i> Area does not have farm or forestry management potential and is not within the uplands adjacent to an aquaculture management district.</p> <p><i>Public Services.</i> Uses do not require extension or provision of urban services. Although, the area may be served by a community water system.</p> <p><i>Existing Land Uses.</i> The area has existing residential shoreline development at a density of approximately two dwelling units per acre. There may be some larger residential parcels to allow for limited potential for infill development. Current land uses may include seasonal and year-round residences and resort/recreational activities. The area may be a marine or freshwater shoreline, including lakefront.</p> |

3. Public land designations

Publicly-owned land designations, including parks, major institutions, and the Joint Base Lewis-McChord Military Base, make up about seven percent of the rural area. Additional publicly-owned and public purpose facilities are inventoried in Map E-2 and are discussed below.

| PUBLIC PARKS, TRAILS AND PRESERVES | |
|------------------------------------|--|
| Purpose | <p>To identify and protect unique and outstanding examples of publicly owned fish and wildlife habitat conservation areas or unique geologic features.</p> <p>To identify publicly owned (federal, state, and county) parks and trails that may be used for passive and active recreation.</p> <p>To acknowledge the ongoing responsibility of the county, state and federal government to protect critical areas and other resource values and provide for public recreation on lands within this designation.</p> |
| Definition and Characteristics | <p>The public preserves designation comprises two types of lands: publicly owned conservation lands and publicly owned parks and trails. Conservation lands are owned by a federal, state or county governmental entity and are maintained as closely as possible to their natural state. The resources present on these lands are unique or rare, and are at risk of loss or damage. Parks and trails may include conservation lands, but also include areas of both passive and active public recreation.</p> |
| Locational Guidelines | <p><i>Land Capability/Environmental Constraints.</i> Lands within this designation have unique or rare resource values and are publicly-owned conservation areas, or provide opportunities for public recreation.</p> <p><i>Natural Resources.</i> The resource values of conservation lands within this designation include important fish and wildlife habitat and unique geologic features.</p> <p><i>Public Services.</i> These areas are too far from the urban area to enable cost effective provision of public services. Uses do not require extension or provision of urban services.</p> |

PUBLIC PARKS, TRAILS AND PRESERVES

| | |
|--|--|
| | <i>Existing Land Uses.</i> The primary use of conservation lands is resource preservation, not public recreation. Examples of such lands include wildlife refuges, and state and county natural area preserves. The primary use of parks and trails may be public recreation, although some sites may also include conservation areas. Uses are consistent with the Comprehensive Plan for Parks and Recreation. |
|--|--|

MILITARY RESERVATION

| | |
|--------------------------------|---|
| Purpose | To recognize the Joint Base Lewis-McChord (JBLM) military base and its military mission of training and national defense. |
| Definition and Characteristics | This designation comprises that portion of the JBLM military base located in Thurston County. These lands are owned by the federal government for the purpose of military training and national defense. Secondary uses are timber production and open space. |
| Locational Guidelines | This designation should include only those lands within the boundaries of the JBLM military base. |

MAJOR EDUCATIONAL INSTITUTION

| | |
|--------------------------------|--|
| Purpose | To recognize major colleges, universities, and educational facilities in rural areas of the county, and encourage development on existing campuses that are planned, designed and managed in a way that minimizes impact on the adjacent area. |
| Definition and Characteristics | This designation covers educational facilities and their supporting uses within the county. Unincorporated county currently has one major educational facility: The Evergreen State College (TESC). Additional development within this designation may occur if it meets the overall purposes above. |

MAJOR EDUCATIONAL INSTITUTION

Locational Guidelines

This designation is intended for major educational institutions within the county.

4. Commercial and industrial land designations:

The rural area contains limited commercial and industrial land uses (.2%) that provide economic opportunity and services to rural area residents.

NEIGHBORHOOD CONVENIENCE COMMERCIAL

Purpose

To provide for the location of very small businesses that serve nearby residents with everyday convenience shopping goods and services.

Definition and Characteristics

Neighborhood convenience areas are characterized by a high degree of compatibility with surrounding residential areas. Compatibility is achieved through the use of small buildings, small overall area devoted to commercial use, and design and layout which screens residential areas from lights, storage and parking areas.

Typical neighborhood convenience uses are small groceries, gas stations and other small-scale businesses, including residences in conjunction with such businesses.

Most neighborhood convenience areas will consist of only one business. However, the various types of neighborhood convenience uses serving a given area should be clustered together in small planned centers or around existing single businesses to avoid the development of commercial strips or many small businesses strung out along arterial roads.

Neighborhood convenience in rural areas should not exceed one acre in size. They commonly serve a population of less than 5,000.

Examples of neighborhood convenience stores or centers include Gull Harbor, and Meridian Road at Yelm Highway.

Locational Guidelines

Land Capability and Environmental Characteristics. The area should have minimal environmental constraints and be capable of supporting commercial development. Land should be relatively level and free of critical areas.

Adopted November 2019

NEIGHBORHOOD CONVENIENCE COMMERCIAL

Natural Resources. The area has minimal natural resource management potential. Development of the area will have little detrimental impact on nearby agriculture, forestry, aquaculture, mineral deposits or other natural resource uses.

Public Services. Neighborhood convenience commercial areas should be located on collector or arterial roads. New designations should be sited at intersections and at locations that are or can be freed of congestion problems resulting from topography or poor road design. Their siting should not result in significant traffic impacts on local streets serving residential areas. Utility service, including on-site, should be at a level appropriate to serve the intensity of proposed commercial activity.

Existing Land Use. For the siting of new neighborhood convenience businesses, there should be residential development in the area not served by such businesses. In rural areas, neighborhood convenience uses may be located as needed for convenience, and should be more widely separated than in urban growth areas. New neighborhood convenience businesses to serve areas where one or more such businesses already exist should be located adjacent to the existing businesses in small centers or clusters, rather than having businesses strung out along major roads.

RURAL COMMERCIAL CENTER**Purpose**

To provide for the commercial needs of an identified rural community.

To provide for redevelopment and infilling of rural commercial areas in a unified center configuration, not as strip commercial development.

To provide for limited expansion of a commercial center to serve the growth of the surrounding rural community over time, contained within the logical outer boundary of the commercial center.

| RURAL COMMERCIAL CENTER | |
|--------------------------------|--|
| Definition and Characteristics | <p>Rural Commercial Centers serve an identified rural community and have a range of uses to meet the everyday needs of the community. Development within these centers shall be functionally and visually compatible with the surrounding rural area and uses in order to protect the rural character. Typical uses in Rural Commercial Centers are small offices, retail sales, grocery stores, drug stores, video stores, garden supplies, nurseries, hardware, lumber sales, service stations, taverns, boat and auto sales, mini-storage facilities, and public facilities and services.</p> <p>The Rural Commercial Centers within the County vary in size, based upon the size of the rural community served. Existing Commercial Centers include Rochester, South Bay/Schinke Road, Steamboat Island Road Interchange at Highway 101, among others. Expansion of a Rural Commercial Center is addressed in the goals and policies section below.</p> |
| Locational Guidelines | <p><i>Land Capability and Environmental Characteristics.</i> The boundaries of Rural Commercial Centers should be logical (see policy below), and the area should have minimal environmental constraints and be capable of supporting commercial development. Land should be relatively level and free of critical areas.</p> <p><i>Natural Resources.</i> The area has minimal natural resource management potential. Development of the area will have little detrimental impact on nearby agriculture, forestry, aquaculture, mineral deposits or other natural resource uses.</p> <p><i>Public Services.</i> Rural Commercial Centers should be located at major crossroads within the rural community that they serve and should take direct access off of collector or arterial roads. Expansion of Centers should only take place where traffic congestion will not result from topography or poor road design and where traffic will not have significant impacts on the surrounding rural area and uses. Utility services, including on-site septic systems and community water systems, should be at a level appropriate to serve the proposed uses.</p> |

Adopted November 2019

RURAL COMMERCIAL CENTER

| | |
|--|---|
| | <p><i>Existing Land Use.</i> Uses within the Rural Commercial Center designation shall be compatible with rural character, which includes both functional and visual components. The functional component describes land put to uses that are dependent on a rural setting. For example, localized commercial uses that serve a rural population or other rural activities are dependent upon a rural location close to their constituencies. On the other hand, a commercial business that is oriented to a larger than rural market or service area is not dependent upon a rural location. If a proposed commercial business will interfere with the surrounding rural area or uses by significant traffic, light, noise, etc., then that business is incompatible with rural character.</p> <p>The visual component describes the visual attributes of the traditional rural landscape. If the visual character of the rural landscape is unduly disrupted or altered by a proposed commercial use, then that use is incompatible with rural character.</p> |
|--|---|

HIGHWAY COMMERCIAL

| | |
|--------------------------------|---|
| Purpose | To provide for the location of facilities and services needed by the traveling public (food, gas, lodging). They are to be located at or in the vicinity of major highway and freeway interchanges. |
| Definition and Characteristics | Uses typical of highway commercial areas are motels, gas stations, restaurants, travel trailer parks, and convenience stores for the traveling public. They should be located where they can be reached conveniently and safely at major highway and freeway interchanges. Existing Highway Commercial locations in rural areas include the south side of the Mud Bay/Highway 101 interchange and Martin Way/I-5 interchange in the Nisqually Valley. |
| Locational Guidelines | <i>Land Capability and Environmental Characteristics.</i> The area should have minimal environmental constraints and be capable of supporting commercial development. Land should be relatively level and free of critical areas. |

Adopted November 2019

| HIGHWAY COMMERCIAL | |
|--------------------|---|
| | <p><i>Natural Resources.</i> The area has minimal natural resource management potential. Development of the area will have little detrimental impact on nearby agriculture, forestry, aquaculture, mineral deposits or other natural resource uses.</p> <p><i>Public Services.</i> The area has state highway or freeway interchange access and is or can be freed of congestion problems resulting from topography or poor road design. Siting should not result in significant traffic impacts on streets serving residential areas. Utility service is available or can be provided to the level required by proposed uses.</p> <p><i>Existing Land Use.</i> In most cases, the area may already be committed to commercial use. For proposed new Highway Commercial areas, the land should be undeveloped or largely undeveloped.</p> |

| RURAL RESOURCE INDUSTRIAL | |
|--------------------------------|---|
| Purpose | <p>To provide areas for natural resource based industrial uses, located near agriculture, forest and mineral resource lands.</p> <p>To provide areas where industrial uses may locate that involve the processing, fabrication, wholesaling and storage of products associated with natural resource uses</p> <p>To provide areas where industrial uses may locate that are functionally and visually compatible with the character of the rural area.</p> |
| Definition and Characteristics | <p>This industrial designation applies within the rural area of the County. A wide range of natural resource-related uses may be accommodated which are dependent upon agriculture, forest practices or mineral extraction or industries that are dependent upon a rural setting. Industrial areas and development shall be functionally and visually compatible with the surrounding rural area and uses in order to protect the rural character. (Note that additional industrial areas are located in the Rochester-Grand Mound area, as well as the Yelm Urban Growth Area.</p> |

| RURAL RESOURCE INDUSTRIAL | |
|---------------------------|---|
| | These areas are described in the corresponding Subarea or Joint Plan.) |
| Locational Guidelines | <p><i>Land Capability and Environmental Characteristics.</i> Land should be capable of supporting industrial development with minimal environmental constraints. Particularly important is the ability to support uses without significant adverse effects on surface or ground water. Land should generally be level and free of critical areas.</p> <p><i>Natural Resources.</i> The area should be located so that development will not detrimentally impact agriculture, forestry, aquaculture or other natural resource uses. The area to be designated industrial should itself have minimal potential for natural resource management/utilization.</p> <p><i>Public Services:</i></p> <p><u>Utilities.</u> Utility services should be at levels appropriate to serve the rural area and the intensity of proposed industrial activity. Industrial development will be limited to uses not requiring public sewer and where the land can support the industrial uses with on-site septic systems and water without adversely affecting surface or groundwater.</p> <p><u>Transportation.</u> Rural industrial areas should rely either on rail service or be within close proximity of a freeway interchange or state highway. Such areas shall have direct access to arterial or collector roads and shall not result in significant adverse traffic impacts on surrounding rural areas and uses.</p> <p><i>Existing Land Use.</i> Uses within this designation shall be compatible with rural character, which includes both functional and visual components. The functional component describes land put to uses that are dependent on a rural setting. For example, sawmills should be close to forest lands. An industry that has no orientation to rural or resource based activities is not dependent upon a rural location. If rural lands and/or rural uses on those lands will be interfered with by the traffic, light, noise, etc. from a proposed industrial use, then that use is incompatible with rural character.</p> |

RURAL RESOURCE INDUSTRIAL

| | |
|--|--|
| | <p>The visual component describes the visual attributes of the traditional rural landscape. If the visual character of the rural landscape is unduly disrupted or altered by a proposed use, then that use is incompatible with rural character. Site design, landscaping, design and construction of internal and access roads and building scale should reinforce the set boundaries and rural nature of the industrial area to further discourage future industrial expansion beyond the industrial boundary.</p> |
|--|--|

V. LANDS FOR PUBLIC PURPOSES

The GMA requires the County to identify lands useful for public purposes, such as utility corridors, transportation corridors, landfills, sewage treatment facilities, stormwater management facilities, recreation, schools, and other public uses [RCW 36.70A.150]. These areas are described throughout the Comprehensive Plan, and in more detail as follows:

The Transportation Chapter (Chapter 5) identifies the type and quality of county roads, bike paths, railways, and other transportation corridors;

Capital Facilities (Chapter 6) inventories and prioritizes acquisition of public purpose lands, and identifies needs for shared facilities with other jurisdictions;

The Utilities Chapter (Chapter 7) identifies major utility providers; and

The Environment, Recreation and Open Space Chapter (Chapter 9) includes a map of important open spaces/greenspaces and addresses stormwater and waste management.

In addition, the County identifies and plans for public recreation facilities in the Comprehensive Parks, Recreation, Trails and Natural Resource Preserve Plan 2013, which is adopted separately from this Comprehensive Plan. See Appendix C for a list of the other planning documents that address public facility planning in Thurston County.

The current location and distribution of major public purpose lands in the rural area are inventoried on Map E-2. Some of these lands are designated and/or zoned for specific public purposes, such as parks and public preserves. Other public lands are identified for planning purposes, as the location of lands owned by other agencies, jurisdictions, or private companies may change over time. Joint Plans further identify public purpose lands in the UGAs.

A. ESSENTIAL PUBLIC FACILITIES

The Thurston Regional Planning Council provided the Interjurisdictional forum for developing the required process for identifying and siting essential public facilities. A process endorsed by the

Thurston Regional Planning Council in January 1994 is included in the Special Use Chapter of the Thurston County Zoning Ordinance and below:

DESIGNATION OF ESSENTIAL PUBLIC FACILITIES:

Essential public facilities are public facilities and privately owned or operated facilities serving a public purpose that are typically difficult to site. They include:

1. State education facilities; state or regional transportation facilities; prisons, jails and other correctional facilities; solid waste handling facilities; airports; and inpatient facilities such as group homes, mental health facilities and substance abuse facilities; sewage treatment facilities; and communication towers and antennas.
2. Facilities identified by the State Office of Financial Management as essential public facilities, consistent with RCW 36.70A.200; and
3. Facilities identified as essential public facilities in the county's zoning ordinance.

SITING ESSENTIAL PUBLIC FACILITIES:

Essential public facilities may be allowed as permitted or conditional special uses in the zoning ordinance. Essential public facilities identified as special uses in the applicable zoning district shall be subject, at a minimum, to the following requirements.

1. County classification of essential public facilities as follows:
 - a. Type One: Multi-county facilities. These are major facilities serving or potentially affecting more than one county. These facilities include, but are not limited to, regional transportation facilities, such as regional airports; state correction facilities; and state educational facilities.
 - b. Type Two: These are local or inter-local facilities serving or potentially affecting residents or property in more than one jurisdiction. They could include, but are not limited to, county jails, county landfills, community colleges, sewage treatment facilities, communication towers, and inpatient facilities (e.g., substance abuse facilities, mental health facilities, and group homes). [NOTE: Such facilities which would not have impacts beyond the jurisdiction in which they are proposed to be located would be Type Three facilities.]
 - c. Type Three: These are facilities serving or potentially affecting only the jurisdiction in which they are proposed to be located.

In order to enable the county to determine the project's classification, the applicant shall identify the approximate area within which the proposed project could potentially have adverse impacts, such as increased traffic, public safety risks, noise, glare, emissions, or other environmental impacts.

2. Early notification and involvement of affected citizens and jurisdictions as follows:

Adopted November 2019

- a. Type One and Two facilities. At least 90 days before submitting an application for a Type One or Type Two essential public facility, the prospective applicant shall notify the affected public and jurisdictions of the general type and nature of the proposal, identify sites under consideration for accommodating the proposed facility, and identify opportunities to comment on the proposal. Applications for specific projects shall not be considered complete in the absence of proof of a published notice regarding the proposed project in a newspaper of general circulation in the affected area. This notice shall include the information described above and shall be published at least 90 days prior to the submission of the application.

The Thurston Regional Planning Council may provide the project sponsor and affected jurisdiction(s) with their comments or recommendations regarding alternative project locations during this 90-day period.

(The purpose of this provision is to enable potentially affected jurisdictions and the public to collectively review and comment on alternative sites for major facilities before the project sponsor has made their siting decision.)

- b. Type Three facilities. Type Three essential public facilities are subject to the county's standard notification requirements for special uses.
3. Essential public facilities shall not have any probable significant adverse impact on critical areas or resource lands, except for lineal facilities, such as highways, where no feasible alternative exists (adapted from County-Wide Policy 5.2(a)).
4. Major public facilities which generate substantial traffic should be sited near major transportation corridors [adapted from County-Wide Policy 5.2(b)].
5. Applicants for Type One essential public facilities shall provide an analysis of the alternative sites considered for the proposed facility. This analysis shall include the following:
 - a. An evaluation of the sites' capability to meet basic siting criteria for the proposed facility, such as size, physical characteristics, access, and availability of necessary utilities and support services;
 - b. An explanation of the need for the proposed facility in the proposed location;
 - c. The sites' relationship to the service area and the distribution of other similar public facilities within the service area or jurisdiction, whichever is larger; and
 - d. A general description of the relative environmental, traffic, and social impacts associated with locating the proposed facility at the alternative sites that meet the applicant's basic siting criteria. The applicant shall also identify proposed mitigation measures to alleviate or minimize significant potential impacts.
 - e. The applicant shall also briefly describe the process used to identify and evaluate the alternative sites.

6. The proposed project shall comply with all applicable provisions of the comprehensive plan, zoning ordinance, and other county regulations.
7. In acquiring and developing parks, trails and other recreation facilities, the County should explore every opportunity to create revenue centers within the park system to generate funding for ongoing park maintenance and operation needs.

B. OLYMPIA AIRPORT AREA

The Olympia Regional Airport is located within the Tumwater UGA, and its development and the use of adjacent areas is primarily guided by the Tumwater/Thurston County Joint Plan and accompanying development regulations for the Tumwater Urban Growth Area. However, airport approach and departure areas influence lands outside the Tumwater UGA, creating an airport hazard overlay area addressed in this Comprehensive Plan. The guidance provided below gives direction as to the types and intensities of land uses most compatible with the noise effects and safety concerns of a growing municipal airport. This section of the Plan is also intended to identify those uses most compatible with the safety needs of low flying aircraft. The airport area is designated for the following purposes:

- ❖ To identify areas around the Olympia Airport where high concentrations of people should be discouraged for health and safety reasons and where uses compatible with high noise levels are encouraged.
- ❖ To enable future development of the Olympia airport and air service to Thurston County without major disruption or incurring safety hazards.

1. **Definitions and Characteristics**

The “airport hazard overlay area” includes those lands within the airport approach areas and the airport traffic pattern area (see Map L-3). These lands are directly within the immediate sphere of influence of the Olympia Airport, both in terms of immediate operations and long-range development plans.

The airport hazard overlay area should be characterized by land uses that are compatible with an airport or its activities. Such land uses outside the Urban Growth Area include agriculture, open space oriented recreation and low intensity residential (densities of 1 dwelling unit per 2 acres or lower densities). High to moderate levels of noise will occur and, therefore, land uses compatible with such noise impacts are encouraged in airport areas. Uses that require tall structures, which produce extensive visual pollution through smoke, glare or dust and which may create hazards for low overflying aircraft are incompatible with the airport area.

2. **Guidelines for Development in Airport Hazard Overlay Areas**

Land underlying the airport approach areas should be kept in very low intensity uses, including very low residential density (not to exceed 1 dwelling unit per 2 acres) to protect against possible accidents.

Adopted November 2019

Preferred zoning in the airport area (outside of the Urban Growth Area) should be that which permits uses of the land that are best able to coexist with potential noise problems. Agriculture and open space uses are most desirable in this area

No radio interference or obstructions should penetrate air navigation surfaces. Such penetrations include smoke emissions, steam or glare that would cause safety hazards.

Final plats within 2 miles of the airport hazard overlay area, should contain statements notifying prospective purchasers the property may be affected by airport operations (see Exhibit A).

New, non-residential uses that would involve a concentration of people (e.g., recreational facilities, schools, child and adult care facilities, hospitals, and other types of gathering places) should not be located within the Inner and Outer Approach/Departure Zones and Inner Turning Zone (Zones 2, 3 and 4 in Exhibit A) in the rural area.

Structures and trees within the airport hazard overlay area should not penetrate airspace surfaces as defined by Title 14 of the Code of Federal Regulations, Part 77, except as necessary and incidental to airport regulations.

Airport Overlay Zone



C. JOINT BASE LEWIS-MCCHORD

Joint Base Lewis-McChord (JBLM), the largest military installation on the west coast, is located east of Lacey and north of Yelm, straddling the Thurston and Pierce County boundary. JBLM was established in 2010, with the combination of Fort Lewis and McChord Air Force Base into a single unit. The base encompasses over 90,000 acres, approximately one-fifth of which is located within Thurston County. While most of JBLM's infrastructure, including the McChord Airfield, is located in Pierce County, areas of the base within Thurston County are used for training operations, including at night. Some land within the county near JBLM is regularly exposed to noise levels that may be incompatible to some land uses (see Map L-3).

| Noise Zone ⁷ | Decibel Level (dBA) | Land Use Recommendation |
|-------------------------|---------------------|--|
| I | < 65 | Generally acceptable with any residential or noise sensitive uses. |
| II | 65-75 | Normally not recommended with residential or noise-sensitive uses. |
| III | > 75 | Not recommended for residential or noise-sensitive uses. No areas of Zone III in Thurston County. |

Most of the land adjacent to JBLM in Thurston County is in the unincorporated rural county, and is designated for low density residential or resource use, which is generally compatible with these operations. Open space, agriculture, and low-density uses adjacent to military activities can provide a buffer that protects surrounding areas from the nuisance and safety risks of military operations.

In 2015, the South Sound Military and Communities Partnership (SSMCP) conducted a JBLM Joint Land Use Study; one of the goals of that effort is protecting public health, safety, and welfare of the civilian and military communities by promoting safe and compatible growth. Recommendations from the JLUS study include encouraging land uses that are compatible, acceptable, and feasible in the vicinity of the military airfield ranges, increasing communication between military and jurisdictional planners, seeking creative solutions to preserve habitat for threatened and endangered species, as well as addressing noise concerns from aircraft and training operations.

VI. LAND USE DECISION-MAKING

The process used to determine major land use policies and decisions can be as important as the decisions themselves. The process can make the difference between policies that will be used because they are widely accepted, or those that will be ignored.

In making land use decisions, one of county government's ongoing challenges is to balance the various special interests of the community within the context of protecting the health, safety, and

⁷ Source: Air Installation Compatible Use Zone Study (2014) and JBLM Joint Land Use Study, Existing Conditions Report (2015)

Adopted November 2019

welfare of the community at large. Therefore, an issue of particular concern is how to take into account the variety of community interests as the policies are being developed.

How constituents are notified of new policy making projects and how they are able to influence the decisions are very important in this regard. Thurston County was among the first in Washington State to give residents the opportunity to develop their own detailed subarea plans.

The kinds of plans prepared by a local government and the degree of coordination between them can make the difference between land use decisions that seem to go in one direction through one planning process and another way through other plans. One of the objectives in this chapter deals with how plans are to be related and which plan provides the framework for the others.

Another important aspect of the land use decision making process is how land use plans are coordinated with permit and regulatory requirements and other programs.

An additional concern is how to achieve balance between being able to rely on land use plans to direct future development for a reasonable length of time into the future, yet keeping them updated as conditions change.

Related to the issue of reliability of plans is coordination between the county and other jurisdictions so that all are working toward common goals for future development. This is particularly important within county areas subject to annexation by cities.

The last section of the goals, objectives and policies in this chapter provides direction for four aspects of decision-making:

1. How citizens participate;
2. What kinds of plans the county will prepare to guide its physical development and how they will interrelate;
3. How to keep the comprehensive land use plan and its implementing documents up to date, understandable and reliable; and
4. How governments should coordinate, particularly for lands around the cities and towns where future annexations will occur.

VII. GOALS, OBJECTIVES AND POLICIES⁸

• GOAL 1: TO PROVIDE FOR RURAL AREAS THAT:

⁸ Additional Goals, Objectives, and Policies throughout this Plan further elaborate on rural land use issues. For example, resource protection is discussed in Chapters 3 and 9, utilities and public services are discussed in Chapters 5, 6, and 7, and economic development in the rural area is discussed in Chapter 8. All the policies within this Plan are internally consistent.

Adopted November 2019

- MAINTAIN A SUSTAINABLE BALANCE BETWEEN HUMAN USES AND THE NATURAL ENVIRONMENT IN ORDER TO PROTECT RURAL CHARACTER;
- MAINTAIN THE LAND AND WATER ENVIRONMENTS REQUIRED BY NATURAL RESOURCE-BASED ECONOMIC ACTIVITIES, FISH AND WILDLIFE HABITATS, RURAL LIFESTYLES, OUTDOOR RECREATION, AND OTHER OPEN SPACE; AND
- DEVELOP AT LOW LEVELS OF INTENSITY SO THAT DEMANDS WILL NOT BE CREATED FOR URBAN LEVELS OF PUBLIC SERVICES AND FACILITIES.

OBJECTIVE A: Rural Land Use and Activities - County development requirements and programs provide for a balance between human uses and the natural environment in rural and resource areas, the conservation of rural resources, and for low levels of demand for public services and facilities.

POLICIES:

1. Priority rural area land uses should be small scale farms, forestry and mining areas, outdoor recreation and other open space activities, scattered residences, and rural residential developments.
2. Residential development in rural areas should be allowed on lands that can physically support it and at densities that will not require urban levels of service or significantly impact rural character or environmental quality. Densities should be low enough to discourage leapfrogging of UGA development, and not undermine the natural environment or natural resource management.
3. Residential areas of more intensive rural development shall be minimized and contained to avoid additional low-density sprawl in the rural area. Those areas of higher density development that meet the statutory criteria established in RCW 36.70A.070(5)(d) should be designated as limited areas of more intensive rural development (LAMIRDs). The criteria for designating LAMIRDs include establishing boundaries that:
 - a. Ensure preservation of the character of the existing neighborhood and community;
 - b. Follow physical boundaries such as water bodies, streets and highways, and land forms;
 - c. Prevent abnormally irregular boundaries;
 - d. Ensure that public facilities and services are provided in a manner that does not permit low-density sprawl; and
 - e. Shall not extend beyond the logical outer boundary of the July 1, 1990 built environment, with limited ability for additional infill.

Adopted November 2019

4. Residential use near designated long-term agriculture or forestry areas, designated mineral lands, and other natural resource lands should be developed in a manner that minimizes potential conflicts and reduces unnecessary conversion of farm and forest land. When mechanisms such as clustering and buffering are used, these mechanisms should be scaled, located, and designed to maintain rural character and environmental quality.
5. Agriculture and forestry should be accommodated on rural lands in addition to designated long-term resource lands. The development of rural areas for residential uses should not preclude the use of land for agriculture or timber production. Mineral extraction consistent with the provisions of this plan should be permitted through a special use process.
6. Home-based occupations and industries should be allowed throughout the rural area provided they do not adversely affect the surrounding residential uses or rural character.
7. Isolated commercial and industrial businesses in the rural area, legally established on or before July 1, 1990, that may not be principally designed to serve the existing or projected rural population and nonresidential uses, but do provide job opportunities for rural residents, should be allowed to expand or change use provided the expansion or conversion does not constitute new urban development in the rural area, is contained on the same lot as the existing use, is visually compatible with the surrounding rural area, and detrimental impacts to adjacent properties will not be increased or intensified.
8. New industrial uses in rural areas (other than small scale home-based industries) should generally be those appropriate to the lower densities and land uses of rural areas, such as:
 - a. Industries related to and dependent on natural resources of agriculture, aquaculture, timber, and minerals and
 - b. Industries that are functionally and visually compatible with the character of the rural area and dependent upon a rural setting.
9. Neighborhood convenience commercial uses should be permitted throughout rural areas, located at road intersections and taking access from collector or arterial roads. Generally, other types of commercial uses should locate in the urban area, the rural towns, or in rural commercial centers.
10. Rural commercial centers should be designated as limited areas of more intensive rural development (LAMIRDs) using the criteria established in RCW 36.70A.070(5)(d). Rural commercial centers should be designated only for identified rural community areas, like Rochester and Steamboat Island Road at Highway 101. These centers should serve a larger rural community than neighborhood convenience and have a greater variety of uses, while maintaining a rural character.
11. Municipal sewer utilities should not be extended into rural areas except to protect basic public health and safety, and the environment. See also Goal 1, Objective B, Policy #7, below.
12. Buildings and roads should be located on sites in ways that minimize the need for cutting, grading or the removal of native plant material.

Adopted November 2019

- a. Clearing, grading, and development activities should respect natural features, processes and wildlife habitat.
 - b. Neighboring properties, stormwater drainage facilities and surface water bodies should be protected from sedimentation and increased runoff during and after construction.
 - c. As much natural vegetation as possible, especially large trees, should be preserved as development occurs.
13. Archaeological and historic resources should be identified and protected to the greatest extent possible.
14. Special uses that may be permitted in the rural area should be constrained in size and scale so as to maintain rural character. The primary purpose of special uses should be to serve the rural area residents of Thurston County.
15. To the extent possible, future land use designations, or changes to existing land use designations, should take into account the availability of water rights and an adequate water supply as this information becomes available and as directed through the streamflow restoration watershed planning process identified in RCW 90.94.
16. The County should maintain open space corridors between urban growth areas and areas of more intensive rural development to prevent sprawl and to preserve wildlife corridors. Mechanisms to permanently protect such corridors, such as purchase of development rights, zoning, and critical area regulation should be pursued. (See Chapter 9, Environment, Recreation and Open Space for additional policies regarding open space corridors.)
17. The County should discourage incompatible uses adjacent to general aviation public use airports. Incompatible land uses may include residential, multi-family, height hazards, uses that attract large concentrations of people, wildlife hazards, and special uses such as schools, hospitals and nursing homes, and explosive/hazardous materials. The County should consult with the Washington State Department of Transportation Aviation Division when amending policies or regulations that would affect public airports.

OBJECTIVE B: Housing and Residential Densities in Rural Areas - County requirements and programs for housing in rural areas should encourage residential development that is compatible with small scale as well as commercially-significant farming, forestry, aquaculture, open space, outdoor recreation, rural service levels, and generally with the rural character where human use does not overbalance the natural environment. Use of innovative techniques in addition to zoning designations provides a variety of densities in rural areas.

POLICIES:

1. A variety of rural densities should be provided to accommodate the wide variety of rural land uses that comprise the rural character.
2. Thurston County may not expand beyond the logical outer boundary that existed in 1990 or intensify beyond the 1990 rural residential land use designations or zoning districts that permit densities greater than 1 dwelling unit per 5 acres. Areas of more intensive rural residential development shall be minimized and contained to avoid additional low density sprawl that is not compatible with rural character and service levels.
3. Within rural areas, proposed new residential development should not negatively affect land based and marine aquacultural activities and farm and forestry activities. Aquaculture activities should not be considered a nuisance if they are operating in a reasonable manner and within applicable regulations. In addition, buffers between the residential uses and aquaculture districts should be provided by the residential development.
4. Residential development adjacent to agriculture or forestry uses should be designed in a manner that minimizes potential conflicts and reduces unnecessary conversion of farm and forest land. Such mechanisms as clustering and buffering should be employed to reduce potential conflicts.
5. Individual septic systems should be the method for handling residential sewage in rural areas. Only in areas of identified health hazards or water quality problems should sewer systems be permitted. In such cases, the county should be the sewer and water provider.
6. Community water systems are required in unsewered areas where residential density exceeds one unit per acre, and for densities of one unit per two acres in areas of excessive porosity.
7. Urban governmental services, as defined in the Growth Management Act, should generally not be extended outside urban growth areas, except in those limited circumstances shown to be necessary to protect basic public health and safety and the environment and when such services are financially supportable at rural densities and do not encourage urban development. This policy does not apply to rural governmental services as defined in the Growth Management Act, including domestic water supply, fire and police protection services, transportation and public transit services, and other public utilities associated with rural levels of development.
8. Residential neighborhoods should be protected from incompatible land uses.
 - a. Neighborhood identity should be preserved by maintaining natural boundaries and recognizing significant archaeological and historic resources.
 - b. Vegetated buffers should be provided between arterials and residential developments, and between residential and non-residential land uses.

Adopted November 2019

9. The County should protect significant archaeological and historic resources through cluster development, overlay zoning, transfer of development rights, tax incentives, and other appropriate mechanisms.
10. Rezoning of any parcel with a rural designation to a different designation should only occur when:
 - a. circumstances have substantially changed since the current land use designation/zoning was adopted and the definition, characteristics or locational guidelines for the current district no longer apply;
 - b. the rezone would promote the general welfare of the affected community;
 - c. the rezone would maintain or enhance environmental quality; or
 - d. Thurston County pursues a legislative rezone.
11. If rezoning is requested for a portion of a land use designation:
 - a. the impact of a proposed rezone on landowners remaining in the original designation should be evaluated and considered;
 - b. the proposed rezone should only be allowed if there is projected to be minimal adverse impact on neighboring landowners and on the continued use of a rural district for natural resource-based industries or conservation purposes;
 - c. regular, easily definable boundaries should be maintained; and
 - d. the rezoning should not increase the demand for urban levels of service.

OBJECTIVE C: Compatibility with Joint Base Lewis-McChord – Ensure future development minimizes risk to life, property, and the well-being of County residents from military training operations, and maintains compatibility with current and future missions at JBLM.

POLICIES:

1. The county should partner with JBLM and the South Sound Military and Communities Partnership to anticipate and meet population growth and service demands related to military missions.
2. Siting of uses adjacent to Joint Base Lewis-McChord should take into account noise impacts from the base.
3. Development and infrastructure proposals located near Joint Base Lewis-McChord should be reviewed for potential compatibility challenges with training operations, including: noise sensitive uses in areas of known exposure to aviation and range noise; physical infrastructure that could interfere with low-level flight operations; and sources of electrical emissions that could interfere with military communications or navigation systems.

Adopted November 2019

4. Wherever feasible, the county should use open space and conservation planning to buffer surrounding uses from nuisance and safety risks associated with military operations, and support the recovery of Endangered Species Act-listed species that would otherwise limit the scope of training on JBLM lands.
5. The county should partner with JBLM to make information on the potential impacts of training operations available to residents.
6. The county should work with JBLM to ensure ongoing, mutual communication about mission or operational changes that could affect the surrounding community, or about infrastructure or development projects that could affect training operations.

- **GOAL 2:** TO DESIGNATE URBAN GROWTH AREAS THAT CUMULATIVELY PROVIDE AREA AND DENSITIES SUFFICIENT TO PERMIT THE URBAN GROWTH THAT IS PROJECTED TO OCCUR IN THE COUNTY OVER THE SUCCEEDING 20 YEARS.

OBJECTIVE A: Designating Urban Growth Areas - Include in urban growth areas territory that is located outside of a city or town only if such territory is already characterized by urban growth or is adjacent to territory already characterized by urban growth.

POLICIES:

1. Urban growth areas should contain areas characterized by urban growth.
2. Urban growth areas should be served by or planned to be served by municipal utilities.
3. Urban growth areas should contain vacant land near existing urban areas that is capable of supporting urban development.
4. Urban growth areas should be designated so as to be compatible with the use of designated natural resource lands and critical areas.
5. Urban growth areas should follow logical boundaries and consider citizen preferences.
6. The county should attempt to reach agreement with each city and town on the location of an urban growth area within which the city or town is located.
7. Expansion of an urban growth boundary should ensure provision of transportation, municipal water and an adequate water supply for the succeeding 20 years in a manner that does not degrade the Puget Sound or waters flowing into it. North County jurisdictions⁹ must ensure that the area can be served by municipal sewer, and South County

⁹ "North county jurisdictions" refers to growth areas around Lacey, Olympia and Tumwater

Adopted November 2019

- jurisdictions¹⁰ must demonstrate that the expansion area can be served by sewage disposal methods that provide for the effective treatment of waste water in a manner that does not degrade waters flowing into the Puget Sound in the succeeding 20 years.
8. Expansion of an urban growth area boundary should meet one of the following two criteria:
 - a. There is insufficient land within the existing urban growth area to permit the urban growth that is forecast to occur in the succeeding 20 years; or
 - b. There can be shown an overriding public benefit to public health, safety and welfare by moving the urban growth boundary.
 9. The area that is designated for the expansion of any urban growth area should be contiguous to an existing urban growth boundary.
 10. Reductions in any urban growth boundary should ensure that sufficient land will remain within the reduced urban growth area to permit the urban growth that is forecast to occur in the succeeding 20 years including a reasonable market factor.
 11. A variety of densities and housing types should be provided in urban growth areas, with planned densities of four units per acre or higher, except where limited by physical constraints. The exact locations of housing densities are to be determined by joint plans or subarea plans.
 12. Expansion or reduction of any urban growth area should be compatible with the use of designated natural resource lands, designated archaeological and historic resources, and with critical areas.
 13. The designation of or change to urban growth areas should be consistent with the Thurston County County-Wide Planning Policies.
 14. In order to protect the supply of adequate water to rural area residents and natural resource industries, the County should consider mitigation methods for rural area water supplies that are purchased or transferred from the rural area for use in a city or urban growth area.

OBJECTIVE B: Planning Framework for Urban Growth Areas - Adopt and maintain a joint plan for each urban growth area around a city or town. For urban growth areas around unincorporated centers, the policy framework for urban growth should be embodied either in this Comprehensive Plan or subarea plan.

¹⁰ "South county jurisdictions" refers to growth areas around Yelm, Rainier, Tenino, Bucoda, and the Grand Mound Urban Growth Area.

POLICIES:

1. The adopted joint plans will serve as the basis for County planning decisions and as the pre-annexation comprehensive plans for the cities to use when annexations are proposed within urban growth areas.
2. Compatible level of service standards for public services and facilities should be jointly adopted and maintained among jurisdictions within urban growth areas.
3. The County should support development consistent with joint plans.
4. For those UGAs that include incorporated and unincorporated areas, growth management agreements between the county and the municipalities should establish common standards for roads and utilities. The agreements should also establish that land use patterns adopted within the joint plan will be honored for a mutually agreeable period following adoption of the plan or annexation.
5. The County should coordinate its planning and development regulations with the cities for urban growth areas.

OBJECTIVE C: Accommodating Projected Growth - Concentrate medium and higher-intensity residential, commercial and industrial development in urban growth areas in a way that ensures livability and preservation of environmental quality, open space retention, varied and affordable housing, and high quality urban services at the least cost.

POLICIES:

1. Encourage infilling in areas already characterized by urban growth that have the capacity and provide public services and facilities to serve urban development.
2. Through the Buildable Lands Program, the County should ensure that average residential densities in urban growth areas are sufficient to enable the county as a whole to accommodate its 20-year population projection including a reasonable market factor.
3. Where urban services and utilities are not yet available, require development to be configured so urban development may eventually infill and become urban.
4. Consider the use of innovative development techniques within urban growth areas, such as cluster housing and the transfer of development rights.
5. Land use plans within UGAs should balance change with recognition of the distinct identities of neighborhoods and support variety and choice in living and working environments.
6. Residential development in UGAs should include a variety of housing types. Overall densities should be high enough to support efficient public services and provide affordable housing choices, but there should be a variety of densities based on land capability,

Adopted November 2019

environmental sensitivity, and constraints in providing services. In areas where urban growth and sewer extensions are scheduled to take place later, residential development should be kept at very low densities for the short-term or developed in a manner that will not preclude later infilling at higher densities.

7. Mining, forestry, farming, and related natural resource industries may occur in urban growth areas, but in the long-term can expect to be replaced by more intensive urban land uses and activities.
8. Industrial and commercial development of all types may occur in urban growth areas, particularly the larger and more intensive types of development which require higher levels of public services and facilities. Within the urban growth areas around the incorporated towns, the industrial and larger commercial development should take place inside the towns themselves in order to support their roles as the economic centers of their areas.
9. The highest levels of public services and facilities should be provided in urban growth areas, but may be provided at lesser levels in the smaller towns' urban growth areas. Some services and facilities may only be provided after areas incorporate or are annexed to adjacent cities or towns. These urban services and facilities may include water supply; sanitary and storm sewers; police and fire protection; paved streets with curbs, sidewalks and street lights; and public transit and bicycle paths. Other services may include community and neighborhood parks, government offices, libraries, medical facilities, manned fire stations, and animal control.
10. Open space lands contributing to the livability of UGAs should be preserved, including those providing scenic amenity, community identity and buffers within and between urban and rural areas.
11. Reductions in any urban growth boundary should ensure that the reduced urban growth area will include effective sewer and water and transportation service areas, and will retain the ability to accommodate projected population growth for a 20-year period including a reasonable market factor.
12. Significant archeological and historic resources contributing to the sense of place, providing links to our past, and enhancing quality of life should be protected and preserved.
13. The County should weigh the need to accommodate projected growth in a particular area against the potential impacts of that growth on critical areas. Some areas of the County are not appropriate for urban growth due to the occurrence and/or sensitivity of critical areas or the possibility of creating a public safety hazard.

OBJECTIVE D: Annexations and Incorporations - The county should review annexations and incorporations for consistency with this Comprehensive Plan, effective subarea plans and impacts on county land use, traffic circulation, public services and facilities and integrity and continuity of service areas and boundaries.

POLICIES:

1. Annexations should be supported within designated urban growth areas of cities and towns.
2. Annexations of unincorporated islands should be actively encouraged and creation of new unincorporated islands should be discouraged.
3. Annexations may not occur outside of designated urban growth areas.
4. Cities and towns may require an annexation commitment as a condition of utility service within designated urban growth areas.
5. New city and town incorporations should provide adequate facilities and services for urban growth consistent with the Comprehensive Plan.

- **GOAL 3:** LAND USE PLANNING AND DECISION MAKING SHOULD ENSURE THE HIGHEST DEGREE OF PUBLIC HEALTH, SAFETY, AND GENERAL WELFARE WITHIN A QUALITY LIVING ENVIRONMENT WITHOUT UNDULY JEOPARDIZING THE RIGHTS OF THE INDIVIDUAL.

OBJECTIVE A: Citizen Participation in the Planning Process - An effective system to ensure participation by individuals and groups in planning and decision making should be maintained.

POLICIES:

1. The development and amendment of the Comprehensive Plan, including subarea plans and joint plans with cities shall involve residents of the area in the drafting of the plans.
2. Citizen opinion should be ascertained in advance of decision-making on major land use issues.
3. Meetings should be held in neighborhoods on major land use issues affecting those neighborhoods.
4. New land use policies and regulations should involve participation by the public and should reflect community interests and preferences for new development.
5. The county should provide adequate staff support to help persons seeking development permits and participating in permit review processes.
6. Development permits should be processed in a timely and fair manner to ensure predictability.
7. Communications between the county and citizen groups should be facilitated by providing information on programs, regulations, and development projects impacting various areas of the county.

Adopted November 2019

8. The County should provide for public involvement early and continuously throughout the process of developing and amending plans and regulations and shall utilize a variety of public participation and information strategies.
9. The county should maintain lists of individuals, neighborhood groups, organizations and professional groups interested in land use should be maintained for use by all county departments to send notification of proposed programs, issues and actions relating to land use. Persons and groups should be advised of the listing service and given opportunity to participate.

OBJECTIVE B: Plans and Programs for the County's Physical Development - A system of coordinated plans should direct the county's physical development and provide the framework for a variety of implementing mechanisms.

POLICIES:

1. The Comprehensive Plan should serve as the master plan to guide the county's physical development and the preparation of the county's subarea plans, joint plans and plans for special services, functions or issues.

The public should be notified when the Comprehensive Plan is being prepared, revised or amended. The Comprehensive Plan should be prepared with participation by interested individuals and groups.
2. Subarea plans can be used to identify the area-specific land use and transportation plans for geographic subareas of the county. Subarea plans should be developed consistent with the Comprehensive Plan as needed to accommodate unique features or needs of a discrete portion of the rural area, using the following principles:
 - a. Involvement of property owners and residents of the subarea, as well as any other interested persons and groups should be sought in the preparation of subarea plans;
 - b. The future land use pattern and transportation system prepared for subareas should be based on and consistent with, the goals, policies, and guidelines for land use and transportation planning established in the Comprehensive Plan;
 - c. The County should work with interested citizens to prepare the subarea plans. The Planning Commission should review the draft plans for consistency with the Comprehensive Plan's framework and guidelines, and for compatibility with neighboring areas.
 - d. Existing subareas should be periodically re-evaluated, and new subarea plans may be developed as needed.
3. Joint plans between the county and incorporated cities and towns should promote consistency and certainty about how the area will be planned and developed in the future. The plans should be prepared and used according to the following principles:

Adopted November 2019

- a. Participation in Joint Plan preparation should be sought by residents of the city/town, affected unincorporated area, and any other interested individuals and groups;
 - b. Joint plans should be adopted as part of the comprehensive plans of the cities, towns and county;
 - c. The future land use pattern and transportation systems identified in joint plans should be honored as development in the county and annexations to the cities/towns take place; and
 - d. Joint plans should provide for phasing of development and the orderly extension of city/town services and annexations.
4. Special function plans related to the county's physical development should be prepared for issues, services or functions provided by or subject to approval of county government. They should be developed according to the following principles:
 - a. Special function plans (e.g., plans for parks, sewage, solid waste, stormwater management, etc.) should be based on the framework for the county's physical development established in the Comprehensive Plan and joint plans. The goals, objectives, and policies set forth in the Comprehensive Plan should be followed; as should the intensity levels and location of land uses and transportation networks in subarea plans still in effect and in joint plans; and
 - b. Special function plans may be prepared for the county as a whole, or for parts of the county, with boundaries to be based on the scope of the issue or service.
5. The County should continue to evaluate and periodically update subarea boundaries and plans for consistency with the Comprehensive Plan and the GMA.

OBJECTIVE C: Implementation of the Comprehensive Plan - Implement the Comprehensive Plan through county programs and regulations.

POLICIES:

1. The Thurston County Comprehensive Plan should be reviewed, evaluated, and revised periodically and as changing circumstances require. Such review includes an annual amendment process and the 8-year periodic review required under the GMA [RCW 36.70A.130(5)(b)].
2. Land use decisions should conform to adopted Comprehensive and Subarea plans still in effect.
3. Certainty, understanding, and efficiency of the permitting process should be promoted.
4. Granting of variances from development regulations should be minimized.

Adopted November 2019

5. Regulations should be monitored to determine whether they are accomplishing their intended purposes.
6. Nonregulatory approaches, such as public education, should be considered in addition to regulation when exploring remedies to problems.
7. New planning policies and implementing regulations should reflect the need or problems they are intended to address.
8. Budgetary support should be provided to ensure that regulations are adequately administered and enforced, including investigation and prosecution of violations; implementation of permit conditions, zoning and other requirements; and coordination among county departments in the administration of permit conditions and other requirements.
9. Policies and procedures for civil enforcement should precede implementation of criminal enforcement.

OBJECTIVE D: Intergovernmental Cooperation - Systems to promote and ensure intergovernmental awareness and cooperation on county-wide goals should be instituted and maintained.

POLICIES:

1. Thurston County should cooperate with all governmental jurisdictions, including the Commander of the Joint Base Lewis-McChord military base, Indian Tribes within the county, and neighboring counties so that county-wide goals are achieved.
2. Land use decisions involving county lands adjacent to other jurisdictions should take into consideration the current land use and long-range goals of the neighboring jurisdictions. The County should provide adequate notification and opportunity to comment to adjacent jurisdictions prior to final action on a Comprehensive Plan or development regulation amendment. At a minimum, the County should provide notification to state agencies as listed by Department of Commerce, and the Joint Base Lewis-McChord Base Commander, at least 60 days prior to final action on a Comprehensive Plan or development regulation amendment.

CHAPTER 3

NATURAL RESOURCE LANDS

I. INTRODUCTION

The Natural Resource Lands chapter of the Comprehensive Plan addresses goals and policies for the four main resource lands in Thurston County: agriculture, aquaculture, forestry, and minerals. Natural resource lands are key to Thurston County's economy, community, and history. These areas provide valuable products and raw materials that support jobs, create tax revenues, and are important components to the local and regional economies. Additionally, natural resources also provide aesthetic, recreational, and environmental benefits to the public. Protection and enhancement of these natural resource lands is paramount to the county and its citizens.

Thurston County implements GMA's statewide goal (see sidebar) through policies and programs tailored to our local community's vision for the County's natural resources. This chapter is separated into sections by the four major natural resource industries:

- ❖ Agriculture
- ❖ Aquaculture
- ❖ Forestry
- ❖ Mineral resources

2019 Update: Critical Issues

- ❖ Increasing population, development, and incompatible uses near resource industries or lands;
- ❖ An aging population in the agricultural industry;
- ❖ Pressure on rural resource lands from increasing urban growth;
- ❖ Regulatory obstacles, such as lack of supporting infrastructure.

GROWTH MANAGEMENT REQUIREMENTS

The Growth Management Act (GMA) sets the following goal for natural resource industries:

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

RCW 36.70A.020 (8)

To support this goal, counties planning under GMA must:

- ❖ designate agricultural lands, forestlands, and mineral resource lands "not characterized by urban growth and that have long-term significance" for the commercial production of that resource.
- ❖ adopt development regulations "to assure the conservation of [designated] agricultural, forest, and mineral resource lands."

RCW 36.70A.170

RCW 36.70A.060

II. PLANNING CONTEXT FOR NATURAL RESOURCE INDUSTRIES

Natural resource industries are discussed within the regional County Wide Planning Policies that guide coordination of planning across the cities within Thurston County as well as the County itself.

- 2.2 The boundaries of designated urban growth areas should be compatible with the use of designated resource lands and critical areas.
- 2.4 Expansion of Urban Growth Boundaries must demonstrate that urbanization of the expansion area is compatible with the use of designated resource lands and critical areas.
- 2.5 Reduction of an Urban Growth Boundary must be compatible with the use of designated resource lands and critical areas.
- 3.1.g Concentrate development in urban growth areas and protect rural areas by designating rural areas for low intensity, non-urban uses that preserve natural resource lands, protect rural areas from sprawling, low-density development and assure that rural areas may be served with lower cost, non-urban public services and utilities.
- 7.2 Support the recruitment, retention and expansion of environmentally sound and economically viable commercial, public sector and industrial development and resource uses, including the provision of assistance in obtaining funding and/or technical assistance.
- 7.5 Build a vital, diverse and strong local economy, including job opportunities that support community and household resilience, health, and well-being, by nurturing urban and rural agricultural and food oriented businesses, and protecting resource lands.
- 10.7 Provide for public access to natural resource lands, while ensuring that uses and economic activity which are allowed within those lands are sustainable.

III. AGRICULTURAL RESOURCES

A. COMMUNITY VISION:

The residents of Thurston County envision a diverse and thriving agricultural industry that is able to respond quickly to changing market conditions. They recognize the essential role of land conservation and local food and crop production in maintaining the quality of life and long-term sustainability of the community. In addition, they recognize the multiple benefits provided by farmland, including wildlife habitat and flood control. The community also recognizes that maintaining viable agricultural resources requires a partnership with the farming community.

The community as a whole takes responsibility for conserving prime farm lands, promoting local markets, minimizing incompatible land uses, and providing other community support. This includes support for regulatory processes that are sensitive to the needs of farmers and that

recognize the need to protect the environment. Farmers take responsibility to preserve soil fertility and ground and surface water quality, and to promote a land stewardship ethic for existing and future generations.

B. BACKGROUND:

Agriculture in Thurston County has an important and varied role. Although Thurston County is not often noted as a farming county, local commercial agriculture accounts for almost 15 percent of the County's land use and produces over \$120 million worth of farm products a year.¹ According to data collected for the Thurston County Voluntary Stewardship Program, land used for agricultural activities within the County is estimated at 125,600 acres, and accounts for nearly 25 percent of land use when non-commercial agriculture is included.² A thriving local agricultural industry is essential to the long-term sustainability of the community. It preserves nonrenewable resource land, enhances regional self-reliance for food and jobs, maintains diversity of the local economy, reduces dependence on petroleum products, and increases the quality of life. Many local farms provide additional benefits to the larger community such as flood control, wildlife habitat protection, nutrient cycling, and scenic open space. Some farms also provide seasonal recreation opportunities, such as corn mazes, U-pick farms, pumpkin patches, hay rides, Christmas fairs, and petting zoos. As the county's population continues to grow, the need for conservation measures to protect agricultural resources intensifies because of increased development pressure on farmlands and greater local demand for agricultural products. This interconnection between urban and rural residents within the county and local farmers points to the need for community-wide awareness, appreciation, and support for farming.

C. FARMING DIVERSITY AND MARKETS:

Thurston County products range from nursery stock to hay, from strawberries to dairy products, representing the diversity of our local resources. According to the 2017 USDA Agricultural Census, Thurston County has 25 percent pastureland, 35 percent cropland, 13 percent other, and 27 percent woodland (Figure 3-1). Most of the top-ranked producer counties in Washington do not have the same agricultural diversity as Thurston County. This diversity is possible due to the unique soil and water resources that occur here and the variety of markets available for farm products. For example, sandy, well-drained soil types in areas throughout the county give rise to very successful seedling tree enterprises. These soils allow for the planting and harvesting of plants during wet weather, when other soils are impossible to work. This characteristic allows crops to be grown here that are difficult to grow on heavier soils. In addition, clean water from relatively shallow aquifers provides for the irrigation needs of a variety of different crops.

¹ USDA. (2012). Census of Agriculture: Thurston County Profile. *United States Department of Agriculture*.

² Thurston County. (March, 2017). Voluntary Stewardship Program: Appendix H – Thurston County Baseline Conditions & Existing Information. *Thurston County*, p. 26.

Adopted November 2019

Thurston County has a diversity of types of farms. They include larger-scale commercial farms, organic farms, historic family farms, smaller-scale, close-to-market produce farms, orchard farms, and part-time farming operations. Community-Supported Agriculture (CSA) farms have become popular within the county, providing a direct relationship between the consumer and the farm on which an agricultural product is raised. Over 60 local farms sell their produce directly to consumers, through Farmers Markets, U-Pick, special orders, and roadside farm stands.³ Fish farming operations have also located here, finding substantial quantities of clean water, an important factor in the successful rearing of fish (see Aquaculture section, below). Along with chickens, cows, and sheep, Thurston County farmers raise alpacas, llamas, emus, and other diverse

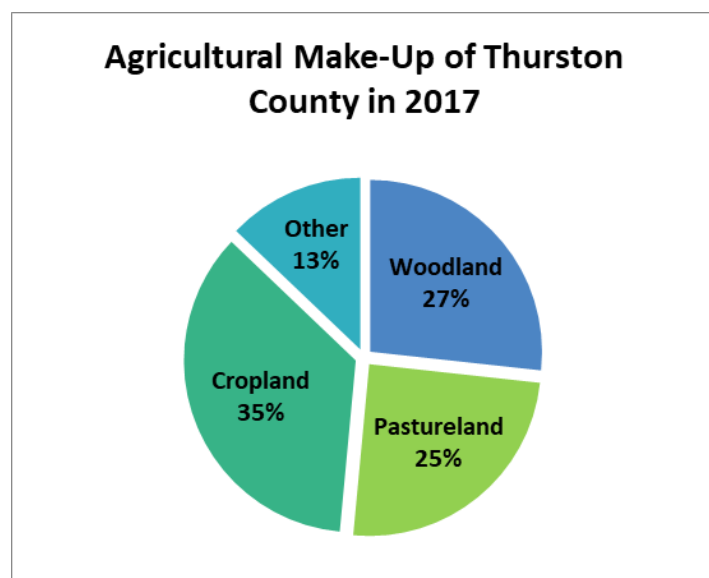


Figure 3-1. Agricultural Makeup of Thurston County
SOURCE: UNITED STATES DEPT. OF AGRICULTURE, CENSUS OF AGRICULTURE, 2017

types of livestock. Several turf-growing companies have also located in Thurston County partly because of the county's proximity to a major marketing area and because of the availability of good farm ground. Proximity to markets has been a factor in sustaining the county's egg and poultry producers (Thurston County leads the state in egg production with an inventory of 1,433,800 "layers", or 20 percent of the states total, in the 2017 USDA Census of Agriculture).

Farmers in Thurston County are affected by changing conditions: markets, federal, state and local regulations, land costs, water rights issues, and land uses surrounding farming areas. Long-term trends show a loss in farmland (6,500 acres since 2000; 90,000 since 1950); an aging farm population with an average

age of 59; development pressure (126,000 new residents by 2040) that leads to increase in land cost; and continued loss of large farms and contiguous farmland.⁴ Thurston County lost more than 14,000 acres of farmland over the past five years, down to 62,250 in 2017 from 76,638 in 2012.⁵ Figure 3-2 illustrates the decline in average farm size since 1997. In the year 2017, there were fewer large farms than previous years. Since 2012, there has been a decrease in the number of farms on less than 10 acres.

³ South Sound Community Farm Land Trust. (2017). South of the Sound Community Farm Land Trust 2017 Farm Map.

⁴ Bramwell, S., Moorehead, S., Meade, A., Sero, R., Gray, S., and Miles Nowlin. (2017). "South Puget Sound Agricultural Producer Needs Assessment". Washington State University.

⁵ USDA. (2017). Census of Agriculture: Thurston County Profile. United States Department of Agriculture.

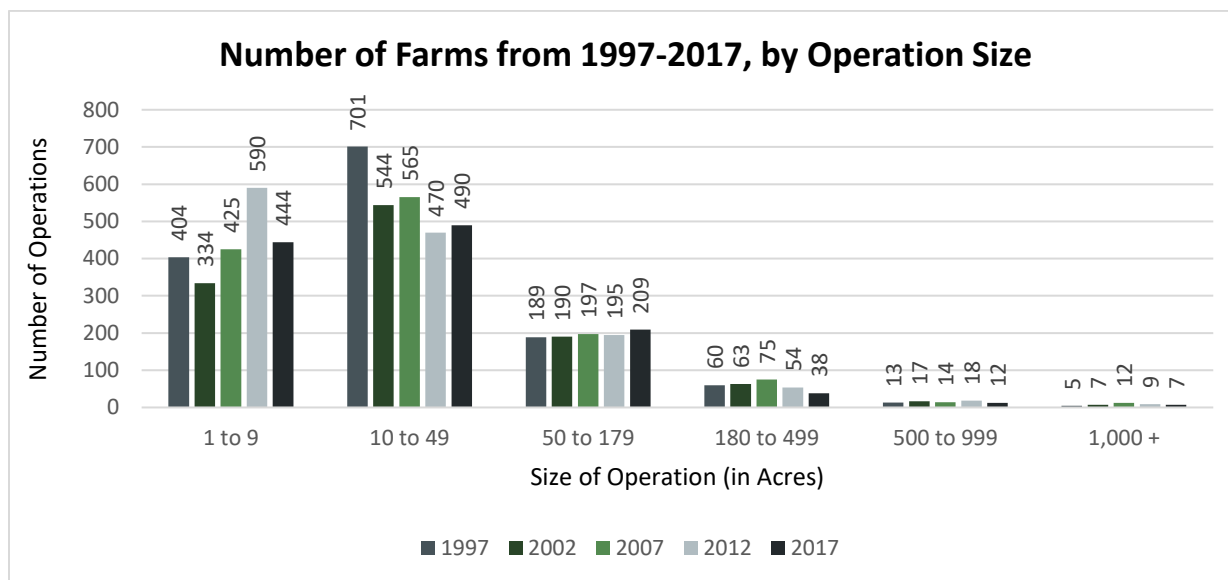


Figure 3-2. Number of Farms from 1997-2017, by operation size.

SOURCE: UNITED STATES DEPT. OF AGRICULTURE, CENSUS OF AGRICULTURE, 2017.

According to the *South Puget Sound Agricultural Producer Needs Assessment* (WSU, 2017), top identified need areas include regulatory reform; capital, equipment, and infrastructure; access to productive resources including land and water; research, education, networking and information resources; and market access.

Farmers in Thurston County, regardless of farm size or commodity produced, share a common sense of stewardship and love of the land. Farmers and residents that benefit from fresh, local agricultural products want farming to continue in this county. Due to market and regulatory issues which are outside the control of local farmers, there is a need for a comprehensive approach to maintain the commercial viability of local agriculture. Farmers need to be flexible and capable of growing a diversity of crops to remain competitive, and there needs to be a program of community support for local agriculture. There is also a need for protection of an affordable land base, soil fertility, and ground and surface water quality and quantity, in order to maintain and enhance resource opportunities for existing and future generations.

D. EXISTING PROGRAMS TO SUPPORT AGRICULTURE

An overriding philosophy in this Plan is that in order to preserve agricultural land for future generations, the business of agricultural production must remain economically viable. Agricultural producers serve a vital role in the care and management of prime agriculture lands as well as make significant economic, cultural, and environmental contributions to the quality of life in Thurston County. This Plan places great emphasis on protecting the economic viability of agriculture businesses to encourage agricultural producers to continue to serve as stewards of the land and contributors to the quality of life in the future.

Food, feed, forage, fiber, and oil seed crops are all best produced on farmland soils that provide superior physical and chemical characteristics. Historically, valuable agricultural lands have been diverted and eliminated by urbanization in the form of low-density suburban sprawl located outside cities and their urbanized environments. Thurston County has a number of programs that exist to support agricultural viability and minimize the conversion of farmland to other uses:

Open Space Tax Program

In 1970, the Washington State Legislature passed the Open Space Tax Act, recognizing the need to protect farmlands from high property taxes in an effort to stem conversion of farmland to urban and suburban land uses. Thurston County administers the Act through a local farm and agricultural tax classification that provides eligible farmers the ability to have their productive and idled farmland taxed at its current use, instead of its “highest and best use.” This significant property tax savings helps reduce pressures to convert farmland, and helps relieve speculative land values which drive up property tax assessments. While many farmers are currently enrolled in this program, some are not or do not know how to enroll. In 2017, approximately 8 percent of the County’s lands were enrolled in an Open Space program related to agriculture. Of those lands enrolled, 88 percent was enrolled as current use agriculture, and the remaining 12 percent was enrolled as open space, which can include idled farmland. The policies and action recommendations provide for encouraging enrollment and publicizing the program.

Another threat to increased farmland tax values is taxes or assessments for sewer, water, public utility districts, local improvement districts, and utility local improvement districts. The policies discourage the inclusion of farmland in these districts.

Voluntary Stewardship Program (VSP)

The Voluntary Stewardship Program was created under the Growth Management Act ([Chapter 36.70A RCW](#)) in 2011 to give counties the option to use locally driven watershed-based plans and incentive-based tools to protect critical areas located on agricultural lands. Prior to 2011, the main tool for counties to ensure protection of critical areas on agricultural land was regulation. Regulation of agricultural land can threaten farm viability and lead to legal battles. The VSP provides an alternative approach to balance the protection of critical areas with agricultural viability.

It is this land ethic that drives the newly developed Voluntary Stewardship Program (VSP) in Thurston County. Instead of enacting further critical areas regulation on agricultural lands, the VSP allows the county and a technical assistance provider to work closely with landowners to develop voluntary, site-specific stewardship plans. The VSP is a watershed-wide, incentive-based approach to protect and voluntarily enhance critical areas while maintaining and improving the long-term viability of agriculture.

In addition to protecting critical areas, the VSP is a collaborative effort that is working to fill some of these needs and provide a comprehensive approach to maintain the long-term viability of local agriculture. In order to remain viable, agriculture requires adequate water and land with good soil to produce healthy crops of food, fiber, and fuel. The VSP is one of the methods that the County is

using to reduce threats to the economic viability of local agriculture, reduce farmland conversion, and ensure food security.

Conservation Futures

Conservation Futures is a land preservation program authorized by RCW 84.34.200 that protects, preserves, maintains, improves, restores, and limits the future use of threatened areas of open space, timberlands, wetlands, habitat areas, culturally significant sites, and agricultural farmlands within Thurston County. Thurston County established a Conservation Futures program in 1989. Conservation Futures funds, acquired through a property tax levy, may be used for the following approaches to agricultural land conservation:

❖ **Purchase of Development Rights (PDR)**

Thurston County established a Purchase of Development Rights Program (PDR) in 2011. This program authorizes Thurston County and other qualified conservation programs to purchase development rights with the intent to preserve farmland. Land owners are compensated when they agree to conserve their land. Generally, property owners retain ownership and continue to reside on their lands under the PDR program. The PDR program is open to all lands that meet the definition of agricultural lands, as defined by the Open Space Tax Program (RCW 84.34.020).

❖ **Fee Simple Purchase**

This program is the acquisition of land by a land trust or conservation agency. The land may be leased or sold to farmers who agree to use the land for agricultural purposes. Land trusts own the land in a fee simple purchase, and have the greatest control over how the land is managed. Some tools to create affordable access include allowing long-term leases or sale of land in exchange an agreement to use sustainable agricultural practices.

❖ **Agricultural and Conservation Easements**

Conservation easements are a voluntary legal agreement between a landowner and a land trust, where the use of the property is permanently limited in order to protect agricultural or conservation value. In the case of an agricultural conservation easement, continued agricultural use is required, but land owners may continue to occupy the land.

Transfer of Development Rights (TDR)

Thurston County's Transfer of Development Rights Program (TDR) allows agricultural land owners to realize the value of their land without having to sell the property for development. The County's Transfer of Development Rights Programs allows property owners of land in the Long-term Agriculture zoning district (Sending Area) to gain credit for unused development rights that can be sold and transferred to another property in an urban area (Receiving Area). This approach helps to preserve the rural character and agricultural economy of Thurston County.

Table 3-1. Acres of Land Enrolled in Agricultural Protection Programs

| Program | Acres Enrolled |
|---------------------------------------|----------------|
| Open Space Tax Program | 38,809 |
| Voluntary Stewardship Program | N/A |
| Transfer of Development Rights | 181 |
| Purchase of Development Rights | 942 |
| Fee Simple Purchase | 302 |
| Agricultural & Conservation Easements | 2,095 |

DATA RETRIEVED FROM: THURSTON COUNTY ASSESSOR'S PARCEL DATA (MARCH 14, 2018), TRPC (2017)

As of 2017, approximately 38,809 acres of land were enrolled in Open Space as Current Use Agriculture or Farm and Agricultural Conservation Land, 181 acres enrolled in TDR, 942 acres in PDR, 302 acres of land under a fee simple purchase, and 2,095 acres of land under an agricultural/conservation easement.⁶

E. AGRICULTURAL LANDS OF LONG-TERM COMMERCIAL SIGNIFICANCE:

The Growth Management Act (RCW36.70A.170) requires counties to designate agricultural lands of long-term commercial significance. In 2006, the Washington State Supreme Court clarified the definition of "agricultural land" by stating:

[w]e hold that agricultural land is land: (a) not already characterized by urban growth (b) that is primarily devoted to the commercial production of agricultural products enumerated in RCW 36.70A.30(2), including land in areas used or capable of being used for production based on land characteristics, and (c) that has long-term commercial significance for agricultural production, as indicated by soil, growing capacity, productivity, and whether it is near population areas or vulnerable to more intense uses. We further hold that counties may consider the development-related factors enumerated in WAC 365-190-050(1) in determining which lands have long-term commercial significance. Lewis County v. Hearings Bd., 157 Wn2d 488 (2006) at page 502.

Criteria used to designate agricultural land of long-term commercial significance are based on: (1) the Washington State Supreme Court's Definition of agricultural lands found in *Lewis County v. Hearings Bd., 157 Wn.2d 488 (2006)*; (2) the Washington State Department of Commerce (COM) guidelines for the classification and designation of resource lands; (3) existing Thurston County policies; and (4) an analysis of local conditions. These criteria include:

⁶ TRPC (2017). "Farmland Zero Net Loss". *Thurston Regional Planning Council*.

1. Soil Type:

The classification and identification of agricultural lands of long-term commercial significance is based upon the land capability classification system of the United States Department of Agriculture Handbook No. 210. Those classes of agricultural lands are based upon consideration of growing capacity, productivity, and soil composition. They have been incorporated into map units of the Department's soil surveys. The following list of prime farmland soils in Thurston County is based on the Soil Conservation Service's Soil Survey of Thurston County, Washington, 1990. Designated lands should include predominantly prime farmland soils. Future designations of agricultural lands of long-term commercial significance should incorporate the most recent soils list from the USDA Natural Resources Conservation Service. The enumerated list of prime farmland soil types below is not intended as exclusive criteria.

| SCS Map Unit # | Soil Description |
|----------------|---|
| 14 | Bellingham silty clay loam (where drained)* |
| 26 | Chehalis silt loam |
| 29 | Dupont muck (where drained)* |
| 31 | Eld loam |
| 36 | Everson clay loam (where drained)* |
| 37 | Galvin silt loam, 0 to 5 percent slope |
| 38 | Giles silt loam, 0 to 3 percent slope |
| 41 | Godfrey silty clay loam (where drained)* |
| 50 | Kapowain silt loam, 0 to 3 percent slope |
| 64 | Maytown silt loam |
| 69 | Mukilteo muck (where drained)* |
| 70 | Mukilteo muck (drained)* |
| 71 | Newberg fine sandy loam |
| 72 | Newberg loam |
| 73 | Nisqually loamy fine sand 0-3 percent slope (where irrigated) |
| 75 | Norma fine sandy loam (where drained)* |
| 76 | Norma silt loam (where drained)* |
| 86 | Prather silty clay loam, 3 to 8 percent slope |
| 88 | Puget Silt loam (where drained)* |
| 89 | Puyallup silt loam |
| 97 | Salkum silty clay loam, 3 to 8 percent slope |
| 100 | Scamman silty clay loam, 0-5 percent slope (where drained)* |
| 104 | Semiahmoo muck (where drained)* |
| 105 | Shalcar muck (where drained)* |
| 106 | Shalcar Variant muck (where drained)* |
| 107 | Skipopa silt loam, 0-3 percent slope |

| SCS Map Unit # | Soil Description |
|----------------|--|
| 115 | Sultan silt loam |
| 120 | Tisch silt loam (where drained)* |
| 126 | Yelm fine sandy loam, 0 to 3 percent slope |

** Large areas which are known to qualify as Class I wetlands, (wetlands with threatened or endangered species) and which are not already in agricultural use, should be excluded from designation.*

2. The Availability of Public Facilities and Services:

Since lands within Urban Growth Areas, as established within this Comprehensive Plan, are intended to be served by public facilities and services within a twenty-year period, agricultural lands of long-term commercial significance should be located outside of these boundaries.

3. Land Capability and Tax Status:

Designated agricultural lands should include only areas that are primarily devoted to the commercial production of agricultural products enumerated in RCW 36.70A.030(2), including land in areas used or capable of being used for production based on land characteristics. Aerial photograph interpretation can identify areas used for agriculture. Historic use information, current use information (including enrollment in the open space tax program) and soil types can help identify lands capable of being used for agriculture; however, these are not the only methods for determining land capability for agriculture.

4. Relationship or Proximity to Urban Growth Areas:

Since lands within Urban Growth Areas, as established within this Comprehensive Plan, are intended to be developed at urban densities over a twenty-year period, agricultural lands of long-term commercial significance should be located outside of those boundaries. Furthermore, designated agricultural lands should be separated from urban residential densities by a natural or man-made feature, (e.g., railroad, road, or river), in order to avoid potential land use conflicts.

5. Predominant Parcel Size:

For Thurston County, the predominant parcel size is 20 acres or more, which, in conjunction with soil type, provides economic conditions sufficient for managing agriculture lands for long-term commercial production.

6. Land Use Settlement Patterns and Their Compatibility with Agricultural Practices:

Except within urban growth areas, adjacent residential development should be minimal and at rural densities of one unit per five acres. Recent subdivision activity near or adjacent to designated agricultural lands is an indication of settlement patterns that may have an effect on the long-term viability of agriculture. The most compatible land uses within and adjacent to long-term agricultural lands include forestry, mining, parks and preserves, and open space.

7. Proximity of Markets:

Local or regional markets should be available. Designated agricultural lands should have access to road, rail, or air transportation routes to markets.

8. Agricultural Diversity:

A diversity of agricultural activities should exist, or the area should be sufficiently large to support diverse agricultural activities. No single designated agricultural area should be smaller than 320 acres, or 200 acres if near another designated area. This helps assure land use compatibility for long-term resource use, and a diversity of agriculture uses in one area. Boundaries should follow landmarks visible on the ground when possible, to provide visual distinction of land use areas.

9. Environmental Considerations:

Designated agricultural lands should be outside of Natural Shoreline Environments if they are not already being used for agriculture. The Shoreline Master Program regulations severely limit the ability to convert such areas to agricultural uses, and from one agricultural use to another.

The above criteria were applied to all agricultural lands of Thurston County and appropriate areas were designated as areas of long-term agricultural significance. These lands are shown on Map N-1. Lands of long-term agricultural significance are also identified as “Long-Term Agriculture” or “Nisqually Agriculture” on future land use map (Map L-1). Future lands that meet these criteria may also be considered for designation at the request of the farmland owner.

Also included on Map N-1 are two areas of designated agricultural lands located in the Nisqually Valley. These areas merit special consideration due to the unique values the Nisqually Valley holds. The following excerpt from the Nisqually Subarea Plan highlights those unique values:

"The Nisqually Planning Area serves as the eastern gateway to Thurston County. The 40 million yearly travelers along the I-5 Corridor will recognize it as one of the few undeveloped river valleys between Olympia and Everett. It is distinguished by the broad open areas of the Nisqually Wildlife Refuge north of I-5 and the rural farms south of the freeway. This picturesque rural setting is framed with a wooded hillside extending the length of the western McAllister Bluff which loops back into the valley. ...It is this combination of farm and forest, hillside and valley, or clusters of development and adjacent open areas which gives this planning area its distinctive character."

Farmland within the McAllister Springs aquifer recharge area was not found to meet long-term designation criteria due to the proximity of urban land uses to the north and the sensitivity of the aquifer to pesticide and fertilizer use, which may limit the viability of some types of farming operations. Low density zoning is maintained in this area, as are special provisions to protect water quality from the adverse impacts of a variety of land uses.

Table 3-2. Acreages of Long-Term Agriculture designation within Thurston County

| Land Use Designation | Acreage |
|-----------------------|--------------|
| Nisqually Agriculture | 984 acres |
| Long-Term Agriculture | 14,894 acres |

DATA RETRIEVED FROM: THURSTON COUNTY ASSESSOR'S PARCEL DATA, MARCH 14, 2018

Currently, there are 15,878 acres of designated agricultural lands: 984 acres are designated Nisqually Agriculture, and 14,894 acres are designated Long-Term Agriculture (Table 3-2).

Redesignation of Agricultural Areas: While the emphasis of this Plan is to prevent the loss of agricultural lands, the County is subject to trends and events that it has little ability to control. The process and procedures used to identify and designate agricultural land are based on the best available information, and not site-specific conditions. While the areas designated for long-term agricultural use meet the primarily physical criteria for long-term commercial use, other factors, and site specific conditions may arise that can render commercial agriculture activity completely non-viable. If farming economics changes so as to affect the long-term potential for farming in a substantial portion of an agriculture district, the land use designation should be reconsidered. In addition, if site-specific evidence conclusively indicates that land does not meet the criteria for designation as agricultural land, the land use designation should be reconsidered.

Piecemeal redesignation of lands within the designated agricultural areas should not be allowed. The farm areas designated as agricultural lands of long-term commercial significance were chosen because there was a critical mass of operating farms with significant investments in land, buildings, and other improvements, productive farm soils, and absence of incompatible land uses. The piecemeal redesignation of individual properties from agricultural use to residential use can have a domino effect. Conflicts between new residents and surrounding farmers make it harder for the farms to continue. These conflicts also add pressure to those surrounding farmers to seek redesignation of their land. Therefore, the reevaluation of agricultural land should occur only for whole areas of land designated as agricultural land of long-term commercial significance.

Redesignation of the agriculture areas to other land use designations should be taken up only when changes in economic conditions, surrounding land use or regulatory conditions are negatively affecting farms throughout the district, over a period of several years, or site-specific scientific evidence conclusively indicates the land does not meet the criteria for designation as agricultural land. The losses of an individual farm should not be reason, by itself, for eliminating or endangering the remaining acres of Thurston County's best resources of agricultural land in the future.

The following criteria are provided to capture, in a general way, the limited nature of the circumstances under which the County should reevaluate a whole area designated as agricultural land of long-term commercial significance.

- A. Changes in surrounding land use severely inhibit or severely interfere with continued agriculture use;
- B. Changes in market conditions severely reduce the economic viability of agriculture use; or
- C. Changes in regulatory requirements severely reduce the economic viability of agriculture use; or
- D. Site specific scientific evidence conclusively indicates the land does not meet the criteria for designation as agricultural land.

These circumstances should create severe losses of agricultural production lasting several years, covering a wide range of crops or products, and affect a majority of the producers in the area, before a reevaluation of agricultural lands is undertaken. One issue of concern is the ability of farmers to secure and maintain water rights for changing agricultural operations. More attention to this issue is needed at the state and local level.

IV. AQUACULTURE RESOURCES

A. COMMUNITY VISION:

The residents of Thurston County recognize that aquaculture is of statewide and national interest. Properly managed, aquaculture can result in long-term over short-term economic and environmental benefit. Aquaculture, like other natural resource industries, is an important component of the county's rural character and economy. The residents of Thurston County envision a thriving and robust aquaculture industry and take responsibility for ensuring that its potential can be fully realized. They also strive to initiate and maintain a constructive and progressive partnership with the aquaculture industry.

The aquaculture industry, comprised of responsible users of Thurston County's marine and fresh water resources, promote wise stewardship of tidelands and other areas associated with their aquaculture activity. The aquaculture industry supports regulations that are operationally-feasible, scientifically sound, and fairly enforced. They are committed to environmental protection through full implementation of environmental codes of practice.

B. BACKGROUND:

A thriving shellfish industry is located along the county's Puget Sound shorelines. The warm, nutrient rich tide flats of southern Puget Sound is an exceptionally valued shellfish growing area. Shellfish growers have taken advantage of this, producing more oysters than anywhere else in Puget Sound. In addition to oysters, Thurston County is also home to clam (including geoduck), mussel, and scallop farming and fish hatcheries. Geoduck production began to increase in 2000 and has maintained a mostly upward trajectory, surpassing production of the Pacific oyster.⁷ Thurston County is also home to sand lance spawning, smelt spawning, and herring spawning and holding areas.⁸ With an average value of sales at \$18,326,000, Thurston County is ranked 4th in the state and 17th nationally for aquaculture production.⁹ Aquaculture within Thurston County accounts for 17

⁷ Washington Sea Grant. (December, 2015). Shellfish Aquaculture in Washington State. *University of Washington*.

⁸ WDFW. (2016). Forage Fish GIS data.

⁹ USDA. (2012). Census of Agriculture: Thurston County Profile. *United States Department of Agriculture*.

percent of “livestock” sales for the County.¹⁰ Washington State is a national leader in shellfish production.

AQUACULTURE MAKES UP ALMOST ONE QUARTER OF LIVESTOCK SALES IN THURSTON COUNTY

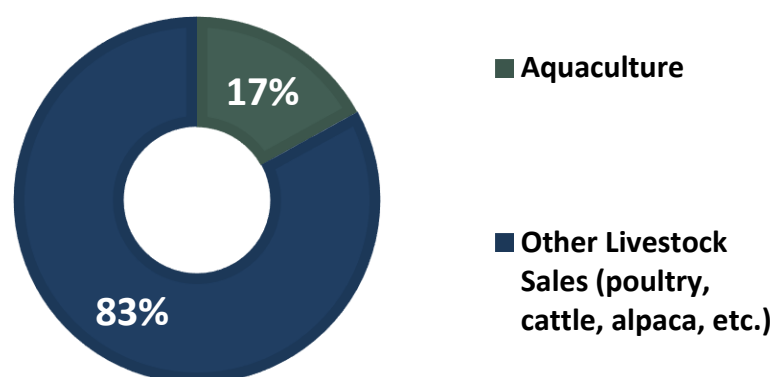


Figure 3-3. Livestock Sales in Thurston County (USDA, 2012)

SOURCE: UNITED STATES DEPT. OF AGRICULTURE, CENSUS OF AGRICULTURE, 2012

In addition to marine based aquaculture operations, several tribal, public, and privately owned land based fish farms reside in Thurston County, including salmon and trout hatcheries. In 2017, there were 3 WDFW salmon hatcheries in Thurston County that hatch Coho, Chinook, and Steelhead. These operations rely on the plentiful and clean water from shallow aquifers to raise fish, many pumping millions of gallons a day. Unlike surface waters that have fluctuating temperatures dependent on the season, groundwater remains a constant 50 degrees, allowing for the consistent and sustained growth of the fish.

There are also several natural populations of Chinook and Steelhead within Thurston County, including 3 federally threatened populations. Wild salmon runs have continued to decline due to human influences (loss & fragmentation of habitat, pollution, dams, overfishing) and changes to the natural environment (fluctuating marine conditions, increase in predators, climate change).¹¹

Protection of commercial and recreational shellfish resources: There are over 40 commercial shellfish operations and associated industries in Thurston County. Shellfish is also harvested recreationally in public parks and on private beaches, and by the Tribes for their resource needs. Shellfish harvesting is an important aspect to quality of life in the County. Protection of this commercial and cultural resource is a growing concern in Thurston County. As our population

¹⁰ WSU. (2014). “Agriculture: A Cornerstone of Thurston County’s Economy”. *Washington State University*.

¹¹ RCO. (2010). Salmon Recovery in Washington. Retrieved from: https://www.rco.wa.gov/salmon_recovery/

continues to grow and the downstream impacts of development continue, additional pressure is put on the shellfish industry as those impacts threaten some shellfish growing areas.

Shellfish do not need clean water to grow, but they must have clean water to be safely eaten. Because shellfish are filter feeders, they filter all particles out of the water, including bacteria, chemical, biotoxins, and viruses. Accumulated contaminants can make people sick.¹² The Washington State Department of Health (DOH) monitors water quality for shellfish harvesting. Thurston County references DOH's Annual Inventory of Commercial and Recreational Shellfish Areas to determine what lands are designated as harvestable for shellfish.

Protection of water quality, both groundwater and surface water, is particularly important for commercial and recreational shellfish harvesting. Downgrades in water quality affect commercial growers and public health, and the County continues to experience downgrades of shellfish growing areas. The County forms a shellfish protection district when there is a downgrade, and works to restore the resource to a harvestable level.

The County is concerned with protecting existing and future aquaculture operations from incompatible development. Aquaculture operations may conflict with other adjacent uses, such as public access, recreation, shoreline residential development, and natural protected areas. County policies discourage encroachment from incompatible uses to avoid nuisance conflicts and water quality degradation. The policies also provide that normal aquaculture practices should not be considered a nuisance unless they threaten the public health and safety. Clearly there is a need for balance on this issue, since aquaculture operations operate in areas where the environment is particularly fragile, and where other kinds of activities occur. Because of this, the policies recommend that adverse impacts from aquaculture operations be minimized. Development of guidelines to help guide aquaculture operations in avoiding potential conflicts is also proposed. Aquaculture operations within Thurston County are eligible to participate in the Voluntary Stewardship Program (see section III on Agriculture).

Tribes and shellfish: Tribes are a co-manager of shellfish resources. The Squaxin Island and Nisqually tribes are important stewards of all shellfish that occur in their usual and accustomed harvest areas in the waters of Thurston County, and have rights to harvest 50 percent of the resource for their own use. The rights and responsibilities of tribes are an important consideration when planning for the protection and development of the shellfish resource, and when regulating land uses upstream from shellfish areas.

Upland fish farms: In addition to shellfish growing areas, Thurston County is also home to a handful of fin fish farms on upland sites. Land-based fish rearing facilities, seaweed and net pen rearing facilities also require good water quality to operate. Supporting this unique aquacultural activity, while minimizing potential water pollution and land use conflicts, is an important goal of the Comprehensive Plan.

¹² Thurston County. (February, 2001). Shellfish Facts. *Thurston County Environmental Health*.

V. FOREST RESOURCES

A. COMMUNITY VISION:

The citizens of Thurston County recognize the multiple public benefits of public and private forest land, including economic benefits, wildlife habitat, scenic resources, and recreational opportunities. Supporting economically viable forest land slows the conversion of rural areas to other non-resource uses and supports a rural economy of both large and small forestry operations. The community wishes to avoid discouraging forestry by avoiding regulations that place an undue burden on forest landowners, while recognizing the responsibility of forest landowners to be good stewards of the County's forests and other environmental resources.

B. BACKGROUND:

Forest lands are a paramount economic resource for Thurston County and the State of Washington. This valuable resource must be conserved and protected to ensure timber and forest production into the future. It is the State's policy to encourage forestry and restocking of forests (RCW 84.33.010). Good forestry management and environmental stewardship has many benefits, including:

- ❖ Improved water quality;
- ❖ Improved air quality;
- ❖ Carbon sequestration;
- ❖ Reduced soil erosion;
- ❖ Less storm and flood damage;
- ❖ Protection of wildlife habitat;
- ❖ Biodiversity;
- ❖ Scenic and recreational open spaces.

➤ *CHAPTER 9 INCLUDES
INFORMATION ON THE
COUNTY'S PARKS AND
RECREATION FACILITIES*

Forestry production activities have had a long history in Thurston County evolving from the timber "mining" days of the late 19th and early 20th centuries to the sustained yield forestry management that occurs today. Currently, approximately 60 percent of Thurston County is covered by forest, and over 30 percent of the County is managed for forestry by private or public operators. Additional forest land is maintained on Fort Lewis. DNR-managed trust lands in the county, such as Capitol Forest, are managed to conserve forest resource lands. DNR-managed lands also provide extensive recreation opportunities that help to generate revenue for local county services, public schools, and universities. Recreation opportunities (Chapter 9) exist both in state and privately owned timber lands in the County. Forest lands offer a variety of recreational experiences, including:

- ❖ Boating
- ❖ Camping
- ❖ Fishing
- ❖ Hiking
- ❖ Horseback riding

- ❖ Hunting
- ❖ Mountain Biking
- ❖ Target Shooting
- ❖ Off-road Vehicles
- ❖ Winter Activities
- ❖ Rock Climbing
- ❖ Geocaching

A variety of other economic products are harvested from forests in Thurston County additional to timber, including hard woods, salal, ferns, moss for the floral industry, and mushrooms for a growing local and export food market.

C. FOREST LANDS IN THURSTON COUNTY:

Most of the forest land within Thurston County is considered forest lands of long-term commercial significance (see Section D below). Long-Term Forestry (see Table 3-3) is the single largest land use designation in the County and makes up approximately 29 percent of county lands. Forestry also occurs in the Rural Residential Resource 1/5 designation within the County. More than 50,000 acres of forest and timber land enrolled in the Open Space Tax Program are not designated as Long-Term Forestry.¹³

Table 3-3. Acreage of Forestland in Thurston County

| <i>Zone</i> | <i>Acres of Land</i> | <i>Percentage of Land Base</i> |
|--------------------------------------|----------------------|--------------------------------|
| Long-term Forestry (LTF) | 144,024 acres | 29 % |
| Designated Forest Land (outside LTF) | 50,302 acres | 10 % |
| Timberland (outside LTF) | 2,458 acres | 0.5 % |
| <i>Total</i> | <i>196,784 acres</i> | <i>40 %</i> |

DATA RETRIEVED FROM: THURSTON COUNTY ASSESSOR'S PARCEL DATA, MARCH 14, 2018

Minimizing Conflicts Between Forestry and Other Land Uses: An overarching concern of forest landowners in the County, especially rural foresters, is encroachment and the potential impact that adjacent land uses may have on forestry operations. The policies provide that normal forestry practices should not be considered a nuisance unless they threaten the public health and safety. This is consistent with RCW 7.48.305, which states that forest practices undertaken in conformity with all applicable laws and established prior to surrounding non-forestry uses, are presumed to not constitute a nuisance unless the activity has a substantial adverse effect on the public health and safety. Forest operations must remain economically viable to withstand encroachment of rural development. However, the policies also recognize that forestry operations need to minimize the

¹³ Data retrieved from Thurston County Assessor as of March 2018

Adopted November 2019

potential adverse impacts on other uses and the environment. Thus, the policies try to strike a balance between forestry management and other activities and environmental concerns.

D. DESIGNATING FOREST LANDS OF LONG-TERM COMMERCIAL SIGNIFICANCE:

The Growth Management Act requires cities and counties to classify and conserve forest lands of long-term commercial significance. The Act defines "long-term commercial significance" as determined by the growing capacity, productivity, and soil composition of the land for long-term commercial production, in consideration of the land's proximity to population areas, and the possibility of more intense uses of the land. The Washington State Department of Commerce recommends that classification of forest lands be based on the private forest land grades of the Department of Revenue (WAC 458-40-530; see Table 3-4), among other criteria. Thurston County employed this land grade system, in addition to physical, biological, economic, and land use factors, to help determine which areas should be designated as forest lands of long-term commercial significance.

Table 3-4. Washington State Private Forest Land Grades

| <u>Species</u> | <u>Site Index (Growth Potential)</u> | <u>Land Grade¹⁴</u> |
|-----------------|--------------------------------------|--------------------------------|
| Douglas Fir | 136 ft. and over | 1 |
| | 118 - 135 ft. | 2 |
| | 99 - 117 ft. | 3 |
| | 84 - 98 ft. | 4 |
| | under 84 ft. | 5 |
| Western Hemlock | 136 ft. and over | 1 |
| | 116 - 136 ft. | 2 |
| | 98 - 115 ft. | 3 |
| | 83 - 97 ft. | 4 |
| | 68 - 82 ft. | 5 |
| | under 68 ft. | 6 |
| Red Alder | 117 ft. and over | 6 |
| | under 117 ft. | 7 |

The predominant species growing in Thurston County is Douglas Fir. There is no occurrence of land grade 1, and very little of land grade 4. Most of the county is evenly split between land grade 2 and land grade 3. For designating forest lands of long-term commercial significance, Thurston County initially identified those areas where forest land grade 2 predominates.

¹⁴ Land Grade 1 = highest, Land Grade 7 = lowest.

In addition to physical growing conditions, however, the state also requires that the county consider the effects of proximity to population areas and the possibility of more intense uses of the land, as indicated by:

1. The availability of public services and facilities conducive to the conversion of forest land.

In Thurston County, this is defined as the areas where the extension of public services and facilities is not planned for at least 20 years. Since lands within the Urban Growth Area boundaries, as established within this Comprehensive Plan, are intended to be served by public facilities and services within a 20-year period, forest lands of long-term commercial significance should be located outside of these boundaries.

2. The proximity of forest land to urban and suburban areas and rural settlements: forest lands of long-term commercial significance are located outside the urban and suburban areas and rural settlements.

In addition to being outside Urban Growth Areas, long-term forest lands should be far enough from urban areas that land use conflicts are avoided.

3. The size of the parcels: forest lands consisted of predominantly large parcels. For Thurston County, this means parcel sizes of predominantly 640 acres or larger.
4. The compatibility and intensity of adjacent and nearby land use and settlement patterns with forest lands of long-term commercial significance.

For Thurston County, this means that residential development should be minimal within the surrounding area and generally at a rural density of one unit per five acres to limit land use conflicts with forestry operations, such as trespassing, vandalism, shooting, and dumping. Other compatible land uses within and adjacent to commercial forestry include agriculture, mining, parks, preserves, and other open space. Each area designated as forest land of long-term commercial significance should total approximately 5,000 acres or more.

5. Property tax classification: property is assessed as open space or forest land pursuant to Chapter 84.33 or 84.34 RCW.

Thurston County considered properties enrolled in the Classified or Designated Timber programs, as well as public land managed for timber production.

6. Local economic conditions which affect the ability to manage timber lands for long-term commercial production.

Economic conditions should be conducive to long-term timber management. In Thurston County, unfavorable economic conditions include locations with high administrative costs due to complaints from nearby landowners, locations requiring extensive security control efforts, and locations in which allowable forest practices such as burning and chemical applications will significantly interfere with other permitted land uses. Favorable economic

conditions include land grade 2 forest soils, which provide (in conjunction with large parcel sizes) the growth potential to manage timber lands for long-term commercial production.

7. History of land development permits issued nearby.

For Thurston County, this means that recent residential development is an indicator of a pattern or direction of growth that may be encroaching on the forest land.

The above criteria were applied throughout unincorporated county areas to designate forest lands of long-term commercial significance. Designated long-term commercially significant forest Lands (as of August 23, 1993) are shown on Map N-1. Currently designated forest lands of long-term commercial significance are identified as “Long-Term Forestry” on the Future Land Use Map, Map L-1. Future lands meeting these criteria may also be designated.

VI. MINERAL RESOURCES

A. COMMUNITY VISION:

The citizens of Thurston County recognize mining as an important part of the local and regional economy. Mineral resources such as sand and gravel supply materials for road maintenance and construction projects throughout the region. The community seeks a balance between the need for mineral resources and the need to protect the environment and the community from any adverse impacts of mining through best management practices, reclamation, and restoration. Good stewardship of mining operations takes a partnership among mining operators, county citizens, and regulatory agencies.

B. BACKGROUND:

Thurston County is fortunate to possess ample deposits of valuable mineral resources, consisting primarily of sand, gravel and bedrock, but also including some coal and metal ore deposits. The deposits are perhaps doubly significant considering their proximity to major population areas and construction projects that use sand and gravel.

The Growth Management Act defines "minerals" as gravel, sand, and valuable metallic substances (RCW 36.70A.030(12)). Other minerals may be designated as appropriate.

Although rich in sand and gravel, the County has relatively few areas of high-quality basalts used in construction activities. Shot rock is important for highway construction and flood control rip rap. The sandstone quarries at Tenino have provided valuable building material for the State Capitol and other structures around the County. There are no known valuable metallic minerals within the County. These resources occur throughout the county with the largest concentrations found in the west and south. A major portion of the county’s mineral resources coincides with designated forest resource lands. The quantity of commercially significant sand and gravel has been estimated at 6.1

billion tons (3.8 billion cubic yards), and bedrock resources are estimated to be unknown. This is much more than sufficient to meet long-term demand for the foreseeable future.¹⁵

Thurston County's planning efforts for mineral lands are guided by GMA statute and rules, which set forth three primary steps:

1. *Identify* all mineral resources (primarily sand, gravel and bedrock) and *classify* these resources based on estimates of quantity and quality, and commercial value;
2. *Designate* mineral resource lands which have long-term commercial significance, and which are not already characterized by urban growth. Designation must also consider relevant geologic, economic, land use and environmental criteria identified in the GMA rules; and
3. *Conserve* designated mineral resource lands through policies and development regulations to ensure that extraction is feasible and is not inadvertently precluded by development, or because surrounding land uses will conflict with and interfere with future extraction.

C. BALANCING CONFLICTS:

The mineral extraction process does pose potential conflicts with surrounding uses, particularly rural residential uses and critical areas. When the County designates mineral lands of long-term commercial significance, the location and value of the resource as well as its proximity to existing residential areas are evaluated. During the permit process for new mining activity, the County considers:

- ❖ Groundwater protection;
- ❖ Air and water quality;
- ❖ Travel impacts;
- ❖ Surrounding residential densities;
- ❖ Habitat impacts;
- ❖ Other concerns.

To avoid these impacts, the county implements conditions and BMPs through the Special Use Permit process and Mineral Extraction Code. This ensures that mining operations are in keeping with public health and safety and environmental protection. Just as sand and gravel is a natural resource, so too is the groundwater and air quality the county depends on. The Special Use Permit process also ensures that mineral extraction is generally located away from incompatible land uses.

¹⁵ AESI, *Mineral Resource Lands of Long-Term Commercial Significance Inventory Study*, August 2017. In 2016, Thurston County contracted with Associated Earth Sciences, Inc. (AESI) to identify and classify mineral resources in the County and create a base inventory map showing the location of mineral resources. AESI developed a draft inventory and classification system largely based on data from DNR and USGS, with some supplementary information from Washington Department of Transportation and private studies. This inventory (Map N-3) identified 189,475 acres of land containing long-term commercially significant mineral resources, which were eligible to be considered for designation.

Noise, traffic and road impacts are also considered during the Special Use Permit Process. The movement of large amounts of mineral resource necessitates good roads capable of handling significant numbers of heavily-loaded trucks. Loaded trucks en route from the extraction site may lose a very small but potentially hazardous portion of their load, and track dirt or mud onto public roadways.

Existing, non-operating or abandoned mining sites pose a concern to many county residents. These sites may leave aquifers vulnerably exposed and invite illegal waste dumping. The reclamation process is an important process managed by DNR, and is required for all active and future mining operations. Several old and abandoned pits exist in the county from before mining was permitted and reclamation was required. The reclamation program helps to ensure that all lands and waters within the state are protected after mining is complete.

The policies for mineral resource lands of long-term commercial significance aim to ensure the long-term viability of the mining industry while protecting public health and the environment. The policies call for:

- ❖ Mining to minimize adverse impact on the environment.
- ❖ Mining to minimize effect on surface and groundwater, and air quality.
- ❖ Mineral extraction sites to be restored as mining occurs.
- ❖ Non-operating or abandoned sites to be addressed.
- ❖ Mineral extraction to be located in rural, low density areas.

D. DESIGNATING MINERAL RESOURCES OF LONG-TERM COMMERCIAL SIGNIFICANCE

Within Thurston County, minerals of potentially long-term commercial significance include sand and gravel deposits, coal deposits, and a few rock resources, such as columnar basalt (shot rock) and sandstone.

GMA GUIDANCE FOR DESIGNATION OF MINERAL RESOURCE LANDS

Counties must designate mineral resource lands in order to achieve the natural resource industries goal of the Growth Management Act. The major requirements under State guidelines include the following:

- ❖ Must approach designation as a countywide process, and not review mineral lands solely on a parcel-by-parcel basis;
- ❖ May consider a longer planning period than the typical 20 years, to assure the availability of minerals for future uses and not preclude their access due to incompatible development;
- ❖ Should base their classification of mineral lands on underlying geology and distance to market, and should use information from the Department of Natural Resources (DNR), the United States Geological Service, and relevant information from property owners;
- ❖ Should determine if adequate mineral resources are available for projected needs from designated mineral lands;
- ❖ Must consider mining a temporary use at any given location, that could be followed by another land use after mining is;
- ❖ Should designate mineral lands as close as possible to their likely end use area;

In classifying mineral resource lands, counties should consider the following minimum guidelines:

- ❖ Geology: depth and quality of resource and characteristics of resource site
- ❖ Projected life of the resource
- ❖ Resource availability and needs in the region
- ❖ Accessibility and proximity to point of use or market
- ❖ Energy costs of transporting materials
- ❖ Proximity to population areas
 - General land use patterns
 - Availability of utilities, including water supply
 - Surrounding parcel sizes and uses
 - Availability of public roads and public services
 - Subdivision and zoning of small lots

- WAC 365-190-040; 070

To determine the location of mineral resource lands of long-term commercial significance, the County applies state minimum guidelines provided by the Washington State Department of Commerce under WAC 365-190-070 (see sidebar). Based on those guidelines and additional considerations to protect public health, safety, and the environment, the County has developed the following criteria to designate mineral resource lands of long-term commercial significance.

MINIMUM DESIGNATION CRITERIA

1. Mineral Deposits. Designated mineral resource lands should contain deposits consisting of sand and gravel, coal, sandstone, basalt, or other igneous rock, based on U.S. Geological Survey maps or site-specific information prepared by a geologist, or as indicated by State Department of Natural Resources (DNR) mining permit data.
2. Location. Designated mineral resource lands shall be separated by a distance of at least 1,000 feet from public preserves, which include parks, national wildlife refuges, state conservation areas, wild life areas, and other government owned preserves, but excluding hunting areas. In addition, designated mineral resource lands shall be at least 1,000 feet from urban growth areas and rural residential areas with existing densities predominantly one dwelling unit per five acres or higher, in order to minimize land use conflicts during the long-term operation of the mine.

To qualify for a mineral resource designation, at least 60% of the area within 1,000 feet of a proposed site must be made up of parcels 5 acres in size or larger, excluding parcels owned by the applicant.

3. Minimum Site Size. An area proposed for the mineral resource lands designation should be at least 5 acres in size.
4. Marketability. Mineral resource lands shall contain non-strategic minerals which are minable, recoverable and marketable in the present or foreseeable future as determined by a licensed professional geologist.
5. Mineral resource lands shall not include agriculture lands of long-term commercial significance, or historical/cultural preservation sites.
6. Mineral resource lands may include lands designated for long-term forestry.

Designation process

Lands or portions of a legal lot or parcel meeting the above criteria may be designated mineral resource lands through a Comprehensive Plan Amendment process. Such designation should not be used as a basis for granting a special use permit. Every proposal for mineral extraction must complete additional environmental review at the project level and obtain the required permits. Where applicable, mineral lands of long-term commercial significance that are designated in the comprehensive plan must also be designated under Chapter 20.30B of the Thurston County Code prior to applying for a special use permit for mineral extraction uses. The presence of critical areas

on the site may prohibit or restrict mineral extraction operations, as addressed at the site-specific permit level. Mine operators must go through all required review and permitting prior to beginning any mining activity on designated land. Map M-43 identifies existing mining sites meeting the designation criteria, although this map is provided for reference only. An updated map of designated mineral resource lands of long-term commercial significance is the "Official Designated Mineral Resource Lands" map accompanying the official zoning map, available at the County. This map is immediately updated following approval of a new designated site.

Long-term commercially significant (designated) mineral deposits should be conserved for long-term resource extraction. To this end, the following measures shall be implemented:

- ❖ Resource use notice shall be provided to new developments within 1,000 feet of:
 1. Designated mineral lands and,
 2. Existing mining operations outside designated mineral lands, informing prospective property owners of the long-term resource use nearby.

These measures are intended to assure that the use of lands adjacent to designated mineral lands shall not interfere with the continued use, in accordance with best management practices (BMPs), of the designated lands for mineral extraction.

VII. GOALS, OBJECTIVES AND POLICIES

AGRICULTURAL RESOURCES – GOALS, OBJECTIVES AND POLICIES

GOAL 1: PRESERVE AGRICULTURAL LAND IN ORDER TO ENSURE AN ADEQUATE LAND BASE FOR LONG-TERM FARM USE. (THIS APPLIES TO ALL AGRICULTURAL LAND, INCLUDING AREAS OUTSIDE OF AGRICULTURE OF LONG-TERM COMMERCIAL SIGNIFICANCE)

OBJECTIVE A: Conserve (no net loss) and enhance agricultural lands for long-term farming use.

POLICIES:

1. Residential uses adjacent to farms should be developed in a manner which minimizes potential conflicts and reduces unnecessary conversion of farmland. The use of "cluster" development patterns should not result in increased density adjacent to existing farms, and should ensure that resource use parcels intended for agricultural use can be reasonably farmed.
2. Commercial farmland owners should be encouraged to retain their lands in commercial farm production and enroll their land in the Open Space- Farm and Agriculture Tax Program.

Adopted November 2019

3. Farmland owners no longer meeting commercial requirements for current use agriculture should be encouraged to enroll their land in the Open Space Tax Program as Farm and Agricultural Conservation Land.
4. In order to reduce development pressure on the farm and rural areas, future development should be directed toward designated growth areas where existing and planned services can more easily accommodate growth. Outside these growth areas, densities should remain low.
5. Agricultural lands within the Nisqually Valley should be given a high priority for protection by means customized to the Valley's unique characteristics. Agricultural lands within the Nisqually Subarea should be protected from the encroachment of existing and potential residences within the valley and along the adjacent wooded hillsides.
6. The County should continue to develop innovative strategies for the conservation of farmland. Strategies such as rural cluster subdivisions, Purchase of Development Rights (PDR), Transfer of Development Rights (TDR), conservation easements, and the Voluntary Stewardship Program should continue to be implemented throughout the county.
7. The County should work with conservation groups and farmland owners to encourage participation in voluntary programs for the conservation of agricultural and working lands.
8. Purchase of Development Rights (PDR) and Transfer of Development Rights (TDR) Programs should be utilized as incentives for farmers to stay in agriculture on agricultural lands within the County to ensure that agricultural and working lands stay available for such uses.

OBJECTIVE B: Encourage and educate the community about the value of the county's agricultural resources.

POLICIES:

1. The county should encourage the schools and the media to provide more information on the special problems, potential, and importance of local agriculture to all citizens.
2. The county should work with community groups to support the continued viability of agriculture and encourage community support for it.

OBJECTIVE C: Provide regulations that are supportive to long-term agricultural use.

POLICIES:

1. Farmers often need to work with a variety of federal, state, and local government regulations and agencies. Thurston County staff should be trained to assist farmers in working their way through this often time-consuming and complex process.

Adopted November 2019

2. The county should encourage farmer participation in the Voluntary Stewardship Program to promote the long-term viability of agricultural activities in participating watersheds while protecting and enhancing critical areas as so to help relieve the regulatory burden.
3. The County should provide the agricultural community with an advocate, or “agricultural liaison”. The advocate will provide technical assistance, and facilitate objectives of the County’s Working Lands Strategic Plan, as well as the Voluntary Stewardship Program.
4. Noxious weeds pose a significant economic threat to agriculture. The County Noxious Weed Control Board should have the opportunity to recommend control options as part of their integrated pest management program in accordance with the proposed Ground Water Management Plan, the Thurston County Pest and Vegetation Management Policy, and any other applicable county policies.
5. Thurston County shall not be precluded from regulating agricultural chemicals if adequate protection of the resources and public health are not being met by existing regulatory agencies.
6. Within Thurston County, agricultural activities should be given protection from nuisance claims in accordance with State law, RCW 7.48.305.
7. The County should continue to work with flood agencies and neighboring jurisdictions to address ongoing flooding problems of the Chehalis River and other areas that adversely affect agricultural operations.

GOAL 2: CONSERVE AGRICULTURAL LAND OF LONG-TERM COMMERCIAL SIGNIFICANCE.

OBJECTIVE A: Prioritize agricultural lands of long-term commercial significance for conservation.

POLICIES:

1. Designated agricultural lands should be zoned at very low densities to ensure the conservation of the resource for continued agricultural use.
2. Non-agricultural development within designated agricultural areas should be limited to non-prime farmland soils where possible.
3. Non-agricultural development within designated agricultural areas should be compactly developed, in order to conserve the largest area possible for continued agricultural use.
4. The county discourages the establishment or expansion of local improvement districts, utility local improvement districts, or sewer, water or public utility districts into designated agricultural areas of long-term commercial significance.

Adopted November 2019

5. Except within urban growth areas, land uses that are adjacent to long-term commercial agriculture areas should be of compatible use, such as sawmill operations, warehousing, agri-businesses, and low density residential.
6. Adequate water rights should be reserved for designated agricultural land of long-term commercial significance.
7. The designation of agricultural land of long-term commercial significance should be reevaluated if changes in surrounding land use or farming economics create severe losses lasting several years, covering a wide range of crops or products, and affect a majority of the producers in the area.
8. A resource use notice should be placed on any new subdivision or residential building permit located within 500 feet of designated agriculture land of long-term commercial significance, which states that a variety of commercial agricultural activities may occur that may not be compatible with residential development. The notice should also state that a person's right to recover under a nuisance claim against agricultural activities may be restricted.

OBJECTIVE B: Provide programs that help farmers of agricultural land of long-term commercial significance realize the capital from the land's development potential without converting it to non-agricultural uses.

POLICIES:

1. Educate and encourage farmers to utilize Transfer of Development Rights (TDR) and Purchase of Development Rights (PDR) programs as economic incentives to stay in agriculture.
2. Educate and encourage farmers to work with land trusts and conservation agencies to use fee simple purchase and conservation easements as economic incentives to stay in agriculture.
3. Encourage farmers to participate in the VSP to maintain and improve the long-term viability of their agricultural operations.

AQUACULTURE RESOURCES – GOALS, OBJECTIVES AND POLICIES

GOAL 3: PROTECT AND PRESERVE AQUACULTURE GROWING AREAS TO ENSURE AN ADEQUATE RESOURCE BASE FOR LONG-TERM USE.

OBJECTIVE A: The County should provide land use and water management programs to conserve and enhance commercial marine aquaculture areas and land based aquaculture for long-term economic use.

POLICIES:

1. Impacts to shellfish growing areas classified for harvest by the Department of Health should be addressed throughout County ordinances.
2. Uses of lands that are near designated marine aquacultural areas should be compatible, such as forestry and low density rural residential. Those uses should not increase stormwater runoff or otherwise degrade water quality for aquacultural use.
3. Facilities for land based and marine aquacultural operations should be protected from incompatible adjacent or nearby land uses.
4. Land based and marine aquacultural activity should not be considered a nuisance if carried out in a reasonable manner and within applicable regulations. Restrictions should not be imposed on aquacultural activities unless they are necessary for preserving the public health, welfare, and safety.
5. Proposed residential and other uses in aquacultural areas should be developed in a manner that minimizes potential conflicts with aquaculture operations.
6. Aquacultural activities should be undertaken in a way that minimizes adverse impacts, such as views from upland property and general environmental quality.
7. Aquacultural operations that draw on groundwater supplies should not degrade the quality nor substantially reduce the quantity of groundwater.
8. Water quality in the county's marine and inland waters, and groundwater in the county should be protected from degradation. Degraded waters should be restored within the drainage basins of designated commercial marine aquaculture areas, or areas of significant recreational shellfish harvesting.
9. Landowners in drainage basins feeding aquaculture growing waters should be eligible for the Open Space Tax Program, if they undertake conservation measures to protect water quality.

RELATIONSHIP TO THE SHORELINE MASTER PROGRAM:

The Shoreline Master Program is the county document which governs development on the shorelines in compliance with the State Shoreline Management Act (RCW 90.58). Within the master program there are policies and regulations relating to aquaculture. The Comprehensive Plan goals, objectives and policies are intended to complement those in the master program; both documents should be consulted in reference to developing in the shoreline area.

FOREST RESOURCES - GOALS, OBJECTIVES AND POLICIES

GOAL 4: CONSERVE FOREST LANDS IN ORDER TO MAINTAIN A VIABLE FORESTRY INDUSTRY WHILE PROTECTING ENVIRONMENTAL VALUES.

OBJECTIVE A: Forest lands should be conserved and enhanced for long-term economic use.

POLICIES:

1. Residential development adjacent to forestry uses should occur in a manner which minimizes potential conflicts and reduces unnecessary conversion of forest land through use of such mechanisms as clustering, buffers, etc.
2. The county supports and encourages the maintenance of forest lands in timber and current use property tax classifications consistent with RCW 84.33 and 84.34.
3. Within Thurston County, forest practices should be given protection from nuisance claims in accordance with state law.
4. The county should provide outreach and information to forestland owners about county regulatory and permitting processes.
5. The County should seek funding opportunities to be used to purchase development rights from willing forest landowners to preserve the resource for future generations.
6. The County should work with conservation groups, commercial family forest land owners, and others to encourage voluntary participation in a Purchase of Development Rights (PDR) Program for the conservation of managed working forest lands.

OBJECTIVE B: Provisions should be made for forest lands to accommodate public recreation and conservation of fish and wildlife habitats, scenic vistas, and nearby property values.

POLICIES:

1. Public trails, camping facilities, and other low intensity recreation uses are encouraged in forest lands.
2. The county endorses the concept of cooperative resource management as developed in the Timber, Fish and Wildlife agreement, which is an agreement among industrial timber landowners, environmental groups, state resource agencies, and Indian tribes for managing the state's public and private timber lands and public resources.
3. Some mature forest stands should be purchased in the metropolitan fringe areas of the county for their historic and aesthetic values for parks and other recreational uses, unless they are designated as forest lands of long-term commercial significance.
4. When timber harvesting is for conversion to other uses, the county should ensure that harvesting is done in a manner compatible with land uses of the surrounding area and maintenance of water quality, environmentally sensitive features, and fish habitat.

5. Owners of forest lands planned for conversion to another use should provide buffers between their property and adjacent forestry uses.
6. Forestry activities should not alter wetlands or stream corridors.

GOAL 5: CONSERVE FOREST LANDS OF LONG-TERM COMMERCIAL SIGNIFICANCE IN ORDER TO ENSURE AN ADEQUATE LAND BASE AND DISCOURAGE INCOMPATIBLE USES.

OBJECTIVE A: Forest lands of long-term commercial significance should be conserved (no net loss) and enhanced for productive economic use.

POLICIES:

1. The primary land use activities in forest lands of long-term commercial significance should be commercial forest management, agriculture, mineral extraction, recreation, accessory uses, and other non-forest related economic activities relying on forest lands.
2. Land use activities within or adjacent to forest lands of long-term commercial significance should be sited and designed to minimize conflicts with forest management, and other activities on forest land.
3. Commercial forest land considered desirable for acquisition for public recreational, scenic and park purposes should first be evaluated for its impact on a viable forest industry and local government revenue and programs.
4. The county discourages the establishment or expansion of coal improvement districts, utility local improvement districts, or sewer, water or public utility districts in lands designated as long-term commercial significance which result in the imposition of assessments, rates, or charges on designated forest land.
5. Clustering of residential development on adjacent rural lands is encouraged. The open space in clustered development should be adjacent to the forest lands of long-term commercial significance.
6. The county should encourage the continuation of commercial forest management by supporting land trades that result in consolidated forest ownerships and are in the public interest.
7. The county should encourage the continuation of commercial forest management by working with forest managers to identify and develop other incentives for continued forestry.
8. The County should strongly discourage residential development within the Long-Term Forestry designation. However, nothing in this policy should be construed to prevent the owner of designated Long-Term Forestry from living on his/her land, provided that applicable building requirements are met.

9. Subject to any state or local regulation of critical areas, the county encourages the multiple economic use of forest land for a variety of natural resource and other land use activities particularly suited for forest lands because of physical and topographical characteristics; remoteness from populated areas; availability of water supplies; the quality of the forest environment; or where the efficient provision of statewide or regional utilities, energy generating and/or transmission facilities, or public facilities require access across or use of such forest lands.
10. Designated forest lands of long- term commercial significance should be protected from nuisance claims from neighboring development through a resource use notice placed on any new subdivision or residential building permit located within 500 feet. The notice should state that a variety of forestry activities may occur that may or may not be compatible with residential development, and a person's right to recover under a nuisance claim against forestry operations may be restricted.

GOAL 6: PROTECT RURAL FOREST LANDS ENROLLED IN A CURRENT USE TAX ASSESSMENT PROGRAM FROM PRESSURES TO CONVERT TO OTHER USES.

OBJECTIVE A: Provide measures to protect owners of rural forest lands from development pressures.

POLICIES:

1. Development regulations should accommodate and encourage clustering of residential development on rural lands adjacent to rural forest lands. The open space in clustered development should buffer rural forest land from development.
2. Land use activities adjacent to forest land in rural areas should be sited and designed to minimize conflicts with forest management and other permitted activities on forest land.
3. A Purchase of Development Rights (PDR) Program should be utilized as an incentive for property owners to conserve forest lands within the county to ensure that working forest lands continue to stay available for such uses.

MINERAL RESOURCES – GOALS, OBJECTIVES AND POLICIES

GOAL 7: MINERAL RESOURCE LANDS OF LONG-TERM COMMERCIAL SIGNIFICANCE SHOULD BE ALLOWED TO BE USED BY EXTRACTION INDUSTRIES, WITH MINIMAL HARM TO THE ENVIRONMENT.

OBJECTIVE A: The county should provide regulatory mechanisms that balance and minimize the conflicts between extractive industries, other land uses, and general environmental concerns.

POLICIES:

1. Mineral extraction industries should be allowed to locate where prime natural resource deposits exist.

2. Designated mineral resource lands of long-term commercial significance should be conserved for mineral extraction, and the use of adjacent lands should not interfere with the continued use of the designated mining sites that are being operated in accordance with applicable best management practices and other laws and regulations.
3. Designated mineral resource sites that are being operated in accordance with applicable best management practices and other laws and regulations should be given increased protection from nuisance claims from landowners who have been notified of the presence of the long-term mineral extraction site.
4. Restoration of mineral extraction sites should occur as the site is being mined. The site should be restored for appropriate future use and should blend with the adjacent landscape and contours.
5. Prime and unique farmland (as defined by the Natural Resources Conservation Service) shall not be used for mineral or soil mining purposes.
6. New residential uses shall be discouraged from locating near prime designated mineral deposit sites until mineral extraction is completed unless adequate buffering is provided by the residential developer.
7. Extraction industries shall not adversely impact adjacent or nearby land uses, or public health and safety.
8. Proposed mining activities shall not alter significant geologic features such as Mima mounds.
9. Areas where existing residential uses at densities of greater than 1 unit per five acres predominate shall be protected against intrusion by mineral extraction operations.
10. Mineral extraction activities shall not negatively affect nor endanger surface and ground water flows and quality.
11. County information on the location and quality of mineral resource deposits should be updated as information becomes available from the Department of Natural Resources, United States Geological Survey or other licensed geologist. This information can be useful in planning for future designations of mineral resource lands of long-term commercial significance.

CHAPTER 4

HOUSING

I. INTRODUCTION

The Housing Chapter of the Comprehensive Plan provides a framework for promoting a diverse housing supply, protecting and improving the health and livability of Thurston County neighborhoods, and making adequate provisions for the current and projected housing needs of all economic segments of the community. Safe and affordable housing is essential to realizing Thurston County's vision as a vibrant community.

Thurston County is experiencing tremendous growth. Most of this population growth is from people moving into Thurston County from elsewhere. This growth is due to a strong Puget Sound economy coupled with a high quality of life. The tremendous population growth has increased the competition for housing, which results in higher prices. To address the changing needs of the community, the County is working to foster housing that is affordable to those at all income levels – from those who are homeless, to workforce families, and to those earning higher wages.

Housing is connected to many other planning elements. Directly, the economy affects how much houses cost and whether people can afford those costs. As such, building a strong economy with good paying jobs is one piece of tackling housing challenges. Inexpensive and reliable transit systems can decrease the cost of transportation and free up family funds to purchase housing. Clean and safe housing is vital to personal and community health. As with all elements in the comprehensive plan, the chapters build upon each other.

2019 Update: Critical Issues

- ❖ Rising cost of rents, with low vacancy rates causing more demand than supply;
- ❖ Median home sale prices continue to rise, making it difficult for a first-time homebuyer to purchase a home under \$300,000;
- ❖ Growing cost-burden among both renter and homeowner households. Cost burden is when a household earns less than 80 percent of the county median income and pays 30 percent or more of their income for housing;
- ❖ Increasing number of homeless families and households;
- ❖ The need to provide housing for current and future populations while protecting rural character and quality of life; and
- ❖ An aging housing stock, with aging infrastructure and higher maintenance costs.

GROWTH MANAGEMENT REQUIREMENTS

The Growth Management Act (GMA) requires Comprehensive Plans to include a Housing Element, and sets the following goals:

- ❖ Encourage affordable housing for all economic segments of the population
- ❖ Promote a variety of residential densities and housing types
- ❖ Encourage preservation of existing housing stock

RCW 36.70A.020 (4)

II. PLANNING CONTEXT FOR HOUSING

Over the next few decades, the demand for housing needs to be balanced with other Growth Management Act and County requirements to reduce urban sprawl, use land more efficiently, concentrate growth within UGAs, protect critical areas and preserve rural character. More information on these subjects can be found in the other chapters of the Comprehensive Plan.

A. DEMOGRAPHIC SHIFTS

Housing demand is largely driven by economic conditions and demographics.

Demographic characteristics influence housing market demand, including:

- ❖ Number of households;
- ❖ Household size
- ❖ Tenure (owner v. renter); and
- ❖ Preference for styles and amenities.

Some factors contributing to the demographic shifts in Thurston county are¹:

- ❖ More jobs in the service sector with lower salaries;
- ❖ More people are living longer, with changing housing needs;
- ❖ Fewer people live in traditional single-family houses;
- ❖ More single parents with children;
- ❖ More people live alone; and
- ❖ Vulnerable populations, such as disabled or homeless individuals, require affordable alternatives to traditional homes.

Shrinking household size has a considerable effect on the housing market. According to the Thurston Regional Planning Council (TRPC), the average household size in Thurston County decreased from 3.1 people per household in 1960 to 2.46 in 2010. TRPC forecasts that household size will continue to decrease over the next 20 years (Figure 4-1). By 2040, household size is projected to be 2.38.

¹ TRPC The Profile: Average Household Size

Adopted November 2019

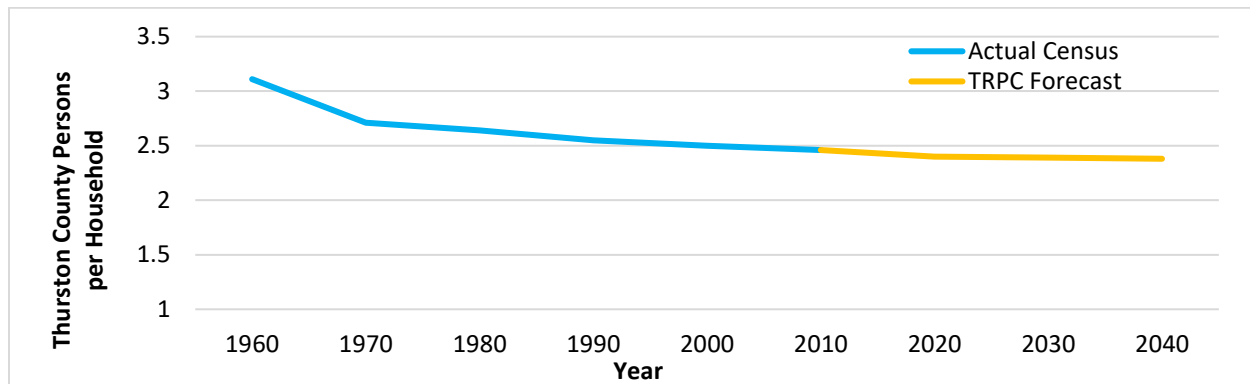


Figure 4-1. Thurston County Persons per Household Forecast.

SOURCE: THURSTON COUNTY REGIONAL PLANNING COUNCIL, U.S. BUREAU OF THE CENSUS, AMERICAN COMMUNITY SURVEY, 2017.

An increase in senior households will also impact the region's housing needs. Between 2015 and 2040, Thurston County's population of residents 65 and older is projected to increase from 15 percent of the county's total population to 19 percent.

Existing neighborhoods should begin planning for a variety of housing choices now, so that housing options will be available as the baby boomer generation enters retirement age. The AARP reports that 80% of older adults want to remain in their homes and communities rather than move to retirement communities or supportive housing.² Seniors also prefer smaller households that are easier to maintain. This is especially important in rural communities with a need for diverse housing options. Housing for seniors must also consider access to transit and walkability as residents decrease their driving. While some transportation options exist, such as Dial-A-Lift, more will be needed as rural communities age (these challenges are discussed more in Chapter 5, Transportation). Offering a variety of appropriate housing options that meet the needs of aging baby boomers is one of the biggest challenges facing Thurston County.

Vulnerable populations such as low-income seniors and disabled individuals are especially at risk to changes in the housing market. Many low income and disabled individuals rely on Supplemental Security Income (SSI). This is a United States government program that provides stipends to low-income people who are either 65 or older, blind, or disabled. Overall, an estimated 38 percent of current and future households will be low income³, and require more affordable housing options, as discussed later in this chapter. One strategy to help efficiently house an aging population is infill redevelopment which provides relatively dense, affordable housing in urban areas with access to transit and support services.

² AARP Aging in Place A Toolkit for Local Governments, 2012

³ TRPC Current Affordable Housing Need and Fair Share Housing Distributions for Thurston County, 2013



Thurston Rural Transit provides access options for residents in the rural county. It is essential to provide reliable transit access for affordable housing to keep total household costs low, especially for lower income seniors.⁴

- **CHAPTER 1 – INTRODUCTION**
DESCRIBES OVERALL POPULATION AND DEMOGRAPHIC TRENDS
- **CHAPTER 11 – HEALTH**
DESCRIBES THE LINK BETWEEN COMMUNITY AND WELL-BEING

B. PLANNING CONTEXT

This chapter has been developed in accordance with state Growth Management (GMA) goals, and is coordinated with other chapters of the Comprehensive Plan. The goals are accomplished by making adequate provisions for existing and projected housing need, preserving and improving the current inventory of affordable housing, and identifying sufficient land for housing.

County-Wide Planning Policies

GMA further requires interjurisdictional coordination and development of county-wide policies for affordable housing and its regional distribution. The County-Wide Planning Policies (CWPPs) were first adopted in 1993 and were amended in 2015. CWPPs related to affordable housing include:

- 8.1 Increase housing choices to support all ranges of lifestyles, household incomes, abilities, and ages. Encourage a range of housing types and costs that are commensurate with the employment base and income levels of jurisdictions' populations, particularly for low, moderate and fixed-income families.
- 8.2 Accommodate low and moderate-income housing throughout each jurisdiction rather than isolated in certain areas.

⁴ AARP Aging in Place: A State Survey of Livability Policies and Practices, 11

- 8.3 Explore ways to reduce the costs of housing.
- 8.4 Establish and maintain a process to accomplish a fair share distribution of affordable housing among the jurisdictions.
- 8.5 Work with the private sector, Housing Authority, neighborhood groups, and other affected citizens, to facilitate the development of attractive, quality, low and moderate-income housing that is compatible with the surrounding neighborhood and located within easy access to public transportation, commercial areas and employment centers.
- 8.6 Regularly examine and modify policies that pose barriers to affordable housing.
- 8.7 When possible, provide assistance in obtaining funding and/or technical assistance for the expansion or establishment of low cost affordable housing for low, moderate and fixed-income individuals and families.

HOUSING AND QUALITY OF LIFE

The quality, quantity, and location of housing directly affects the people residing in Thurston County. The further away people live from their employment, the greater the transportation impact on infrastructure, traffic, and environmental pollution. Poor quality homes negatively affect mental and physical health. The density and location of housing can also influence local business patterns.

These are just some ways that housing affects quality of life.

Regional Approach

The actions of each jurisdiction in the county affect the others. What's more, people move from jurisdiction to jurisdiction. As such, no one jurisdiction is independent of the others when it comes to housing and providing adequate housing to a growing population. Cooperation reduces costs and creates a partnership approach to an issue that connects the county. For example, infill development inside municipalities and urban growth areas will relieve housing pressure and help preserve rural character in the county.

Thurston County has multiple partnerships in place to explore a regional approach to affordable housing issues. These include, but are not limited to:

- ❖ The Regional Consolidated Plan;
- ❖ The Thurston County Homeless Crisis Response 5 Year Plan;
- ❖ The Thurston Thrives Housing Action Team Strategy Map; and
- ❖ Sustainable Thurston

Thurston Thrives is an initiative launched by the Thurston County Board of Health.

The purpose of the initiative is to bring together businesses, governments, foundations, non-profits and neighborhoods, to impact the root causes undermining community health. The Housing Action Team (HAT) is the lead for housing issues in Thurston Thrives. The Thurston Thrives Housing Goals are influential in the Goals, Objectives and Policies of the Comprehensive Plan. The two main goals of the HAT are to:

1. Increase high-density, well-designed, mixed income housing; and
2. Increase stability for struggling homeowners, renters, and homeless people.

Sustainable Thurston is a community conversation.

Sustainable Thurston identifies a vision for a vibrant, healthy, and resilient future, as well as the actions and responsibilities to achieve it. The 2013 Sustainable Thurston Regional Housing Plan outlines several housing goals, including the two below:

1. Provide sufficient housing for low- and moderate-income households within each jurisdiction; and
2. Encourage housing density and diversity in neighborhoods to add vibrancy and increase equitable access to opportunity.

Joint Plans

Joint Plans, developed cooperatively by Thurston County and its cities and towns, except the Grand Mound Urban Growth Area, provide the goals and policies for meeting housing needs for the unincorporated county within Urban Growth Areas.

III. MEETING HOUSING NEEDS

The goal of adequate housing for all income groups is not easy to achieve, especially in areas designated, appropriately, for rural land uses and densities. As a result, a higher percentage of future populations and housing units will be focused into urban areas, as they have:

- More social, health, and housing services;
- More transportation services and alternatives;
- Closer proximity to jobs, shopping, and businesses; and
- A greater variety of housing options than in more isolated rural areas.

Housing projected in urban areas by 2040:

- Expected New Housing Units: 46,000
- Expected Total Housing Units: 129,000

Housing projected for rural areas by 2040:

- Expected New Housing Units: 7,000
- Expected Total Housing Units: 42,000

46,000 of the 53,000 new housing units will be built in urban areas. Population and housing projections suggest that 7,000 new housing units will be developed in rural Thurston County between 2017 and 2040 – about 13 percent of all units needed countywide.⁵

The construction of housing units requires land. A key issue for housing in Thurston County is the amount of developable property left to accommodate an increasing population. Potential capacity is the number of residential units (single-family homes, apartments, manufactured homes, etc.) that could potentially be developed on any given piece of land in Thurston County under current adopted land use regulations.

⁵Thurston Regional Planning Council, Buildable Lands Report, 2014.

Adopted November 2019

Thurston Regional Planning Council has examined the amount of buildable land supply in the GMA-mandated Buildable Lands Report. The 2014 report found that there is sufficient land supply to accommodate projected population growth (to the year 2035) in Thurston County's urban areas (cities, plus unincorporated urban growth areas) and in unincorporated rural areas. The majority of these new housing units will be single-family homes.

The past two decades have seen a steady decrease in the percent of new housing units built in the rural parts of the county. This trend has come in response to changes in zoning and development regulations related to GMA, as well as changing lifestyle preferences. Compared with UGAs, there is more vacant land available for development in the rural area (23 percent of all residential capacity), with 9 percent of that capacity on individual, undeveloped lots (see Figures 4-2 & 4-3). However, rural lots tend to be larger in size (greater than 5 acres), while there are relatively few remaining undeveloped small lots, such as those subdivided prior to GMA or in designated "Limited Areas of More Intense Rural Development" (LAMIRDs), which tend to be more affordable.

The greatest proportions of housing capacity for **urban areas** are partially-used subdividable lands (11 percent) and vacant subdividable lands (11 percent).

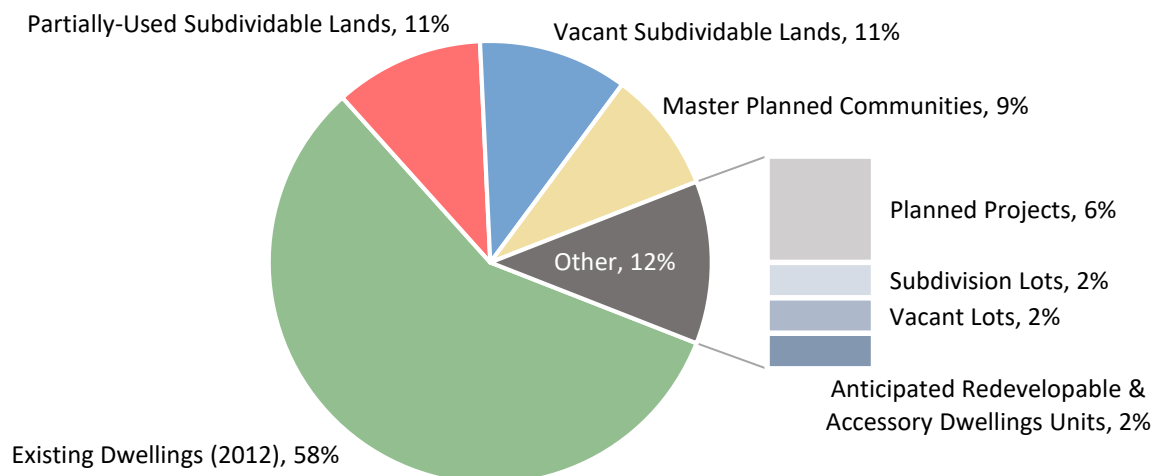


Figure 4-2. TRPC Buildable Lands, Estimates of Capacity for Dwellings by Type, Urban Areas.

SOURCE: THURSTON COUNTY REGIONAL PLANNING COUNCIL, BUILDABLE LANDS REPORT, 2014.

The greatest proportion of housing capacity for **unincorporated rural areas** is vacant subdividable lands (14 percent).

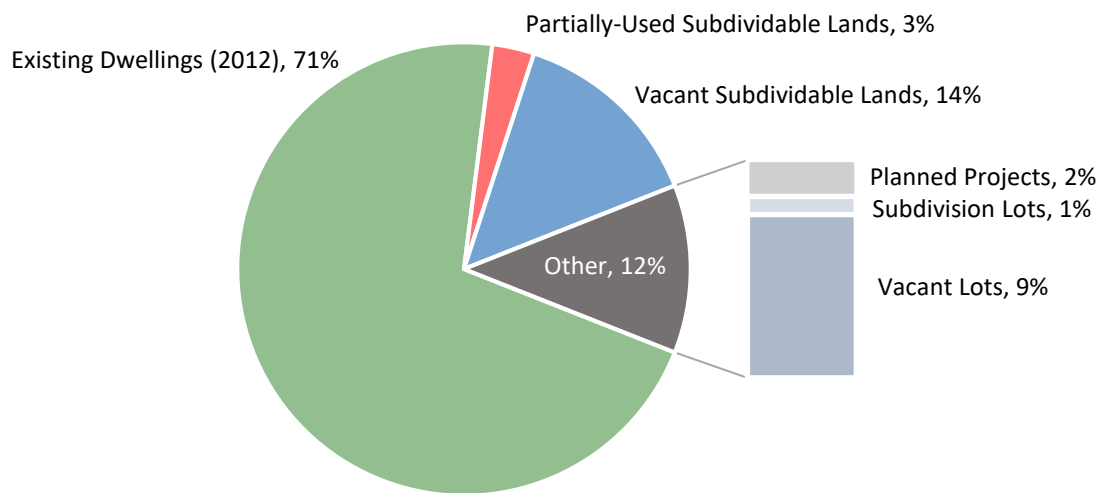


Figure 4-3. TRPC Buildable Lands, Estimates of Capacity for Dwellings by Type, Rural Areas.
 SOURCE: THURSTON COUNTY REGIONAL PLANNING COUNCIL, BUILDABLE LANDS REPORT, 2014.

IV. HOUSING AFFORDABILITY

According to federal guidelines, affordable housing traditionally means that the total costs of housing, including utilities, is no more than 30 percent of gross household income. However, households are often faced with a tradeoff between housing and transportation costs – housing is often cheaper in rural areas with higher transportation costs, as discussed in the following sections.

Many communities are now beginning to describe affordable housing as the combined housing plus transportation costs. **The Sustainable Thurston Regional Housing Plan states that together, housing and transportation costs should be less than 45 percent of total income.**

A. HOME OWNERS AND RENTERS

Homeownership is considered the best way to help build wealth and pass that wealth on to future generations, as children of homeowners are⁶:

- ❖ More likely to finish high school;
- ❖ Twice as likely to graduate from college;
- ❖ 59 percent more likely to become homeowners themselves, starting an upward spiral; and
- ❖ Additionally, there are many more tax incentives for homeowners than renter households.

In Thurston County, the 2015 American Community Survey shows that 63.8 percent of countywide residents are homeowners, and 36.2 percent are renters. This is a slight decrease in homeownership rates from 2010, when 66.6 percent of county residents were homeowners.

⁶ Joint Center for Housing Studies of Harvard University. Housing and Wealth Accumulation: Intergenerational Impacts, 2001.
<http://citeseerx.ist.psu.edu/viewdoc/download?doi=10.1.1.163.2559&rep=rep1&type=pdf>

Adopted November 2019

Homeownership: Housing Affordability Index

How much it costs to purchase a house ultimately effects the rate of homeownership in Thurston County. The Housing Affordability Index, calculated by the Runstad Center for Real Estate Studies, tracks the ability of a middle-income family to carry the mortgage payments on a median-price home. An index of 100 reflects a balance between the family's ability to pay and the mortgage payment. Higher indices indicate that housing is more affordable.

For example, an index of 126 means that a median-income family has 26 percent more income than the bare minimum required to qualify for a mortgage on a median-price home. An index of 80 means that a median-income family has less income than the minimum required.⁷

The median home sale price in Thurston County for 2017 was \$283,700. The 2017 sale price is 8.7 percent higher than the 2016 sale price.⁸ At the same time, the Thurston County housing affordability index was 154.9 for the first quarter of 2017. However, the housing affordability index for first-time homebuyers was 77.5. This means that the typical first-time homebuyer has 22.5 percent less income than needed to qualify for a median-priced home.

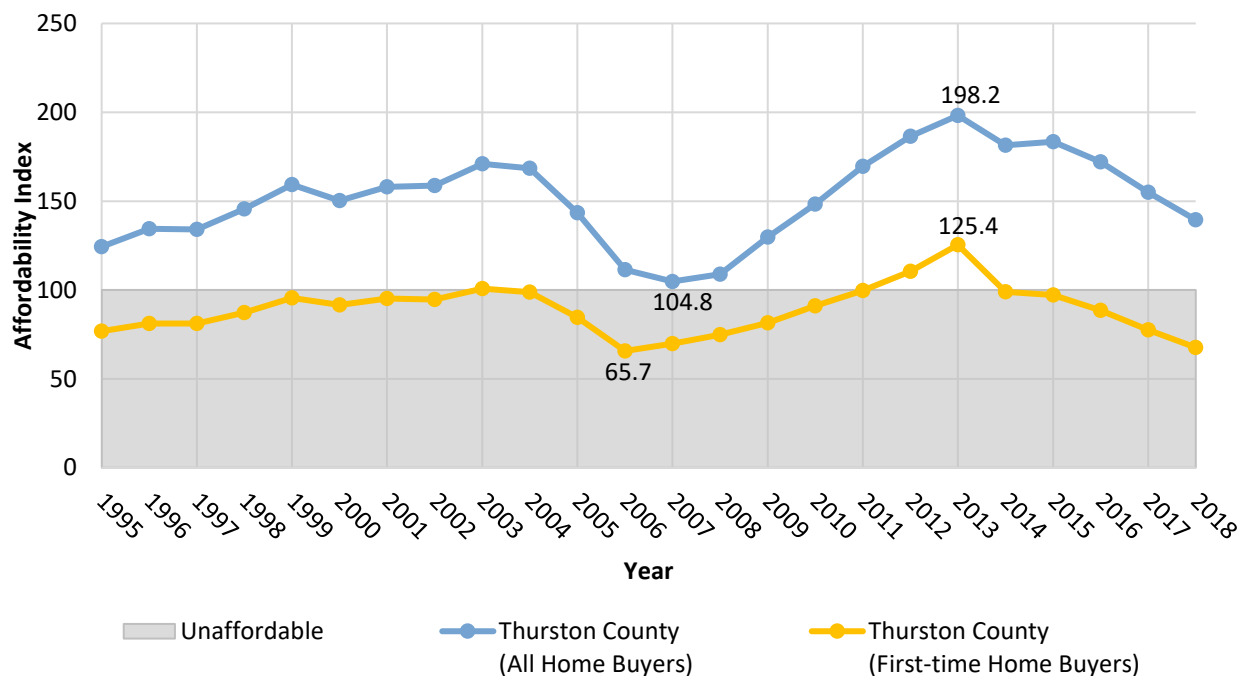


Figure 4-4. Housing Affordability Index.

SOURCE: THURSTON COUNTY REGIONAL PLANNING COUNCIL, UW RUNSTAD CENTER FOR REAL ESTATE STUDIES, HOUSING AFFORDABILITY INDEX, 2014.

Figure 4-4 shows the Housing Affordability Index trend of Thurston County over the past 20 years. Although prices have not reached the high costs of pre-recession home prices, the first-time

⁷ Thurston Regional Planning Council, The Profile: Housing Affordability

⁸ Zillow market overview, 1/18/18.

homebuyer index is nearly at the same level it was in 2007. This means it is getting increasingly difficult for a first-time homebuyer to find affordable housing in Thurston County.

Renters

Renters also feel the impact of high housing costs. The median rental price in Thurston County in 2017 was \$1,650, according to the Zillow market overview. The average apartment rental price was slightly less at \$1,036.

The TRPC Thurston County Profile shows that rental prices are at historically high levels in our community. This can be attributed in part to the low vacancy rate countywide, at 2.7 percent for a 2-bedroom apartment in 2017 according to TRPC data. Vacancy rates below 5 percent can lead to housing price inflation as the demand outstrips the supply.⁹

The increasing demand for housing, coupled with the decreasing inventory, can make it hard for low-income renter households to find affordable rental housing. While Washington State's 2017 minimum wage was one of the highest in the Country at \$11 per hour, a person earning minimum wage in Thurston County would have to work 75 hours per week for a 2-bedroom rent in Thurston County; this is equivalent to an hourly wage of \$20.60 to afford a rent of \$1,071.¹⁰

Low-Income Households

People most likely to have difficulty finding housing are within the following income ranges, as defined by the U.S. Department of Housing and Urban Development (HUD) national guidelines (see Table 4-1). These income ranges are based on percentages of county median incomes. The 2017 Thurston County Area Median Family Income (AMI) is \$76,300. A person earning \$38,150 a year in Thurston County is considered very low income, and would make the equivalent of nearly \$20 an hour.

Table 4-1. Median Family Income for Thurston County.

SOURCE: UNITED STATES DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT, HUD USER MEDIAN FAMILY INCOME DOCUMENTATION SYSTEM, 2017.

| 2017 Thurston County Median Family Income = \$76,300 | | | | 30% of |
|---|---------------|---------------------|----------------------|-------------------------------|
| | Income Ranges | Gross Annual Income | Gross Monthly Income | Gross for Housing & Utilities |
| Extremely Low Income 0-30% of median income | 30% median | \$22,890 | \$1,907 | \$572 |
| Very Low Income 31%-50% of median income | 50% median | \$38,150 | \$3,179 | \$954 |
| Low to Moderate Income 51%-80% of median income | 80% median | \$61,040 | \$5,087 | \$1,526 |

⁹ Association of Washington Cities. Open Data: Challenges on our streets.

¹⁰ National Low Income Housing Coalition, Out of Reach 2017.

Transportation

For low- and moderate-income households, transportation, location, and access to services are integral to determining housing affordability.

Studies show that people who live or work in more accessible areas with transportation options¹¹:

- Have better access to goods, services, and activities;
- Tend to own fewer vehicles;
- Drive less; and
- Rely more on alternative modes such as public transit.

The AAA 2017 estimate of car ownership for a mid-sized vehicle is about \$8,460 per car, per year, or \$706 per month. The

Sustainable Thurston Regional Housing Plan estimates that a rural household will spend \$2,400 more per year on gas alone than an urban household. If a household is very low income, with a gross annual income of \$38,510, this cost for transportation becomes a barrier. As a result, rural low-income households are disproportionately impacted by the added cost of transportation. Strategies which develop dense housing close to big employers, such as infill redevelopment, can help alleviate these transportation burdens.

Buy Down Effect

The “Buy Down” effect is when a person or household with an income that can afford more expensive housing chooses to live in less expensive housing. This further reduces the number of low cost units available to those who need them most. Rural senior renters are especially vulnerable to rising rents and may have few choices but to put up with old, poorly maintained dwellings.

Housing Gap

While 36 percent of the total Thurston County population are renters, the Washington State 2015 Housing Needs Assessment estimates that approximately 22 percent, or 19,270 of county renters, are considered low-income.

Figure 4-5, the Affordable Housing Gap, estimates how many units of housing are available for the low-income households in Thurston County. For every 100 extremely low-income families, only 15 units are available and affordable in Thurston County. Affordable housing, especially housing affordable to the lowest income households, may not meet the household’s needs. It may be too

Affordable Housing Gap

Affordable and Available Housing Units for Every 100 Households

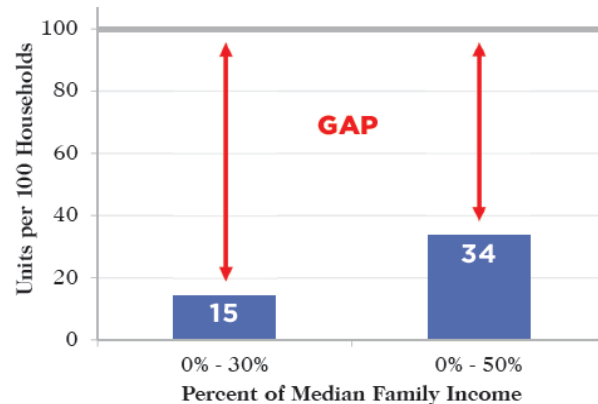


Figure 4-5. Housing Gap

SOURCE: WASHINGTON STATE AFFORDABLE HOUSING ADVISORY BOARD, HOUSING NEEDS ASSESSMENT, 2015

¹¹ Sustainable Thurston: Housing Plan

small or too far away from jobs. At the bottom end of the market we start having problems with substandard housing (explored in the next section).

Overall, there is insufficient affordable housing stock in Thurston County to meet the needs of low-income households (households earning 50 percent or less of the median income).¹²

Substandard Housing

Safe, quality, and decent housing contributes to a higher quality of life. Building and property maintenance codes can be used to promote safe and decent housing. Examples include the International Property Maintenance Code and the National Healthy Housing Standards. However, not all housing is maintained at a high level. As such, substandard housing is also a consideration when discussing affordable housing.

Typically, as housing costs go down, so do amenities and basic features. When housing options are few and far between, the property managers have less incentive to maintain their units because it's easy to find renters who have few alternative options. This contributes to poor housing conditions. Substandard housing poses a risk to the health and physical well-being of occupants and visitors (discussed more in Chapter 11 Health).

Poor housing conditions disproportionately affect low income families. Substandard housing usually means:¹³

- ❖ Dilapidated;
- ❖ Without operable indoor plumbing or a usable flush toilet or bathtub inside the unit;
- ❖ Without electricity or with inadequate or unsafe electrical service;
- ❖ Without a safe or adequate source of heat; or
- ❖ Should but does not have a kitchen.

Table 4-2. 2015 Thurston County Housing Units by Indicators of Substandard Conditions.

SOURCE: THURSTON THRIVES HOUSING ACTION TEAM, DATA SNAPSHOT, 2013.

| Total # of Units | Lack Complete Plumbing | | Lack Complete Kitchen Facilities | | Overcrowded (>1.5 Persons/Room) | |
|------------------|------------------------|------------|----------------------------------|------------|---------------------------------|------------|
| | Number | % of Total | Number | % of Total | Number | % of Total |
| 102,631 | 691 | 0.7% | 1,098 | 1.1% | 485 | 0.5% |

Cost Burden

Households who pay more than they can afford for housing costs are at a greater risk of falling into poverty. Additionally, when households spend the majority of income on housing costs, they may not be able to afford other basic necessities.¹⁴ "Cost burden" is when a household earns less than 80 percent of the county median income and pays 30 percent or more of their income for housing.

Being severely cost burdened, paying 50 percent or more of income for housing, contributes to a risk of homelessness. While not all cost burdened households are low income, low-income

¹² TRPC Current Affordable Housing Need and Fair Share Housing Distributions for Thurston County, 2013

¹³ Thurston Thrives Housing Action Team: Data Snapshot, 2013

¹⁴ Community Action Council of Lewis, Mason & Thurston Counties, 2017 Community Needs Assessment

Adopted November 2019

households are less likely to find affordable housing. According to the Employment Security Department¹⁵:

- ❖ In 2015, 49 percent of all renter households in the county were cost burdened.
- ❖ Approximately 24 percent of all renters in Thurston County were severely cost burdened.
- ❖ In the rural South County, approximately 53 percent of rural renters are cost burdened.
- ❖ Additionally, 17 percent of all homeowners countywide are cost burdened.

Figure 4-6 estimates the number of cost burdened renter households and homeowner households in Thurston County. This chart bases the Median Family Income on \$75,000 per year, and estimates that in Thurston County in 2015 there were approximately 5,185 renter households who made \$22,500 or less per year (0-30 percent Median Family Income), and were disproportionately severely cost burdened.

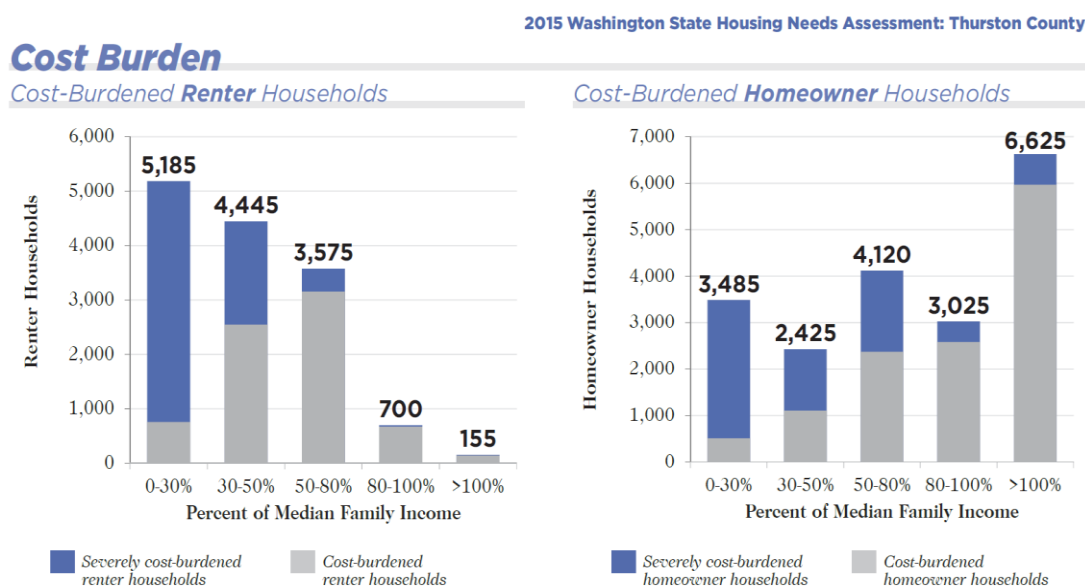


Figure 4-6. Cost Burden by Household Type.

SOURCE: WASHINGTON STATE AFFORDABLE HOUSING ADVISORY BOARD, HOUSING NEEDS ASSESSMENT, 2015.

B. HOMELESSNESS AND SPECIAL NEEDS HOUSING

Homelessness

Being severely cost burdened dramatically increases the risk of experiencing homelessness. Without the ability to alleviate cost burden with adequate affordable housing inventory, reducing the number of households in need of homeless services becomes increasingly difficult.

¹⁵ Employment Security Department, Thurston County Profile 2017

While Thurston County has made great strides in building new housing for people experiencing homelessness and funding comprehensive supportive service systems, new people continue to fall into homelessness.

In 2017, 579 people were identified as homeless, according to the annual Thurston County Homeless Census Point in Time (PIT) count.¹⁶ The 2017 PIT found that:

- ❖ 2 in 3 people experiencing homelessness in Thurston County are actively trying to find housing;
- ❖ 60 percent have been looking for more than 6 months;
- ❖ Of those looking for housing, 1 in 5 have monthly income over \$1,000; and
- ❖ The largest barrier to housing identified was income, at 59 percent.

By 2019, the number of people experiencing homelessness increased to 800. Thurston County has developed a regional Homeless Housing Five-Year Plan, which identifies specific goals, objectives and strategies to address homelessness in the county.

These strategies and tasks will be subject to annual review as coordinated by the Thurston Thrives Housing Action Team, and proposed amendments will be subject to review and approval by the County Commissioners. The three overarching goals of the Five-Year Plan are to increase housing inventory; standardize best practices; and regionalize public homeless policy.

There are several key drivers of homelessness. The most direct driver is an increase in rents.¹⁷ Unfortunately, rents in Thurston County are increasing much faster than worker incomes are increasing (see Chapter 8, Economic Development). Employment, substance abuse, medical challenges, and lack of new housing units also contribute to homelessness.

- *IN 2015, THE HOMELESS CENSUS POINT IN TIME IDENTIFIED 476 HOMELESS INDIVIDUALS*
- *IN 2017, THAT NUMBER GREW TO 579*

Special Needs Housing

Special needs populations, as identified in the Thurston County Consolidated Plan and as defined by HUD, have particular difficulty securing housing due to unusual circumstances. Special needs and vulnerable households include, but are not limited to:

- ❖ Elderly;
- ❖ People of Color;
- ❖ LGBTQIA;
- ❖ At-risk youth;
- ❖ People with Developmental Disabilities;
- ❖ People experiencing homelessness;
- ❖ Extremely low-income households and families;
- ❖ People with Mental Illness; and

¹⁶ Thurston County 2017 Homeless Point in Time County Process and Survey Results

¹⁷ Washington Department of Commerce, Drivers of Homelessness, 2018

❖ Victims of Domestic Violence.

Rising costs and limited housing choices are especially hard on low-income households and other vulnerable populations with special needs. Waiting lists for housing assistance are already long and growing longer, and in some cases completely closed. It is vital for special needs housing to be located in areas that are adjacent to the services that residents need.

Housing for special needs citizens may or may not incorporate supportive services, and may be permanent or transitional housing. Housing should be sited close to support services in the cases where special needs citizens require them. An opportunity to solve this challenge is through infill redevelopment. Types of best-practice housing services for special needs citizens provided by housing and homeless organizations in our community include¹⁸:

- ❖ **Rapid Rehousing** quickly moves homeless people into permanent housing by providing temporary rent subsidies and housing-focused case management. The household does not have to leave when services end.
- ❖ **Emergency housing** provides temporary shelter for people experiencing homelessness.
- ❖ **Transitional housing** provides temporary rental assistance (up to 2 years) while families that have become homeless seek permanent housing. Participants pay 30 percent of their income for rent.
- ❖ **Permanent housing** provides housing assistance programs, such as housing choice vouchers or project-based voucher units, for assisting very low-income families, the elderly, and the disabled to afford decent, safe, and sanitary housing in the private market.
- ❖ **Permanent supportive housing** is subsidized, non-time-limited housing with support services for homeless households with a household member with a permanent disability.



Special needs housing is often located in more urban areas with better access to social and support services, transportation, shopping, jobs, and other essential services. Lacey, Tumwater, and Olympia are the primary locations for this type of housing and their related support services.

Those in the rural areas with special needs migrate to the urban areas where the resources are centrally located. It would be unrealistic to think that the bulk of these resources and facilities could be located in more isolated rural areas. This further reinforces the need for a regional approach to strategies and funding.

Not surprisingly, the need far exceeds the County's ability to provide services or assistance and the challenges are worsening.

¹⁸ Washington Department of Commerce, Overview of the Homeless Housing System and Funding, 2017

C. FAIR SHARE HOUSING TARGETS

The regionally developed Fair Share Affordable Housing targets are required by the County Wide Planning Policies. They are projected by TRPC by giving equal shares of affordable housing to each jurisdiction based on projected growth, assuming 38 percent of future households will be low income. The categories are based on the HUD income levels previously discussed.

The following table estimates the needs for affordable housing which have been unmet by the current housing stock. As shown, there is still a lack of affordable housing units for Thurston County residents who make below 50 percent of the median household income. Rural Thurston County is projected to need an additional 6,954 dwelling units, including 1,863 affordable units by 2035.

Table 4-3. Current and Future Fair Share Housing Distributions.

SOURCE: THURSTON COUNTY REGIONAL PLANNING COUNCIL, AFFORDABLE HOUSING NEED AND FAIR SHARE HOUSING DISTRIBUTIONS, 2013.

| Jurisdiction | Dwelling Units (2010) | Households (2010) | Current Affordable Housing Need ¹ | Dwelling Unit Growth 2010-2035 | 2010-2035 Fair Share Distribution ² |
|------------------------------|-----------------------|-------------------|--|--------------------------------|--|
| Thurston County | 108,096 | 100,650 | 24,263 | 51,765 | 19,695 |
| Bucoda & UGA | 243 | 222 | 24 | 222 | 97 |
| Lacey & UGA | 31,738 | 29,479 | 8,517 | 13,825 | 5,955 |
| Olympia & UGA | 26,864 | 25,356 | 6,784 | 13,180 | 5,169 |
| Rainier & UGA | 767 | 703 | 100 | 532 | 150 |
| Tenino & UGA | 745 | 696 | 111 | 804 | 327 |
| Tumwater & UGA | 10,568 | 9,992 | 1,540 | 8,600 | 2,660 |
| Yelm & UGA | 3,050 | 2,804 | 1,102 | 7,203 | 3,273 |
| Grand Mound UGA | 376 | 338 | 84 | 309 | 155 |
| Chehalis Indian Reservation* | 22 | 20 | 5 | 32 | 11 |
| Nisqually Indian Reservation | 199 | 186 | 23 | 105 | 35 |
| Rural Remainder | 33,524 | 30,854 | 5,972 | 6,954 | 1,863 |

¹ Based on cost-burdened households (households earning less than 80 percent of the County's median household income and spending more than 30 percent of their income housing), adjusted for transportation costs, accessibility to low-wage jobs and current affordable housing stock.

² 38 % of total growth based on expected household income levels, adjusted for transportation costs and accessibility to low-wage jobs. 38 percent of Thurston County's households earn less than 80 percent of the County's median income.

* Excludes those portions in Grays Harbor County.

Although County land use designations and zoning regulations provide for a diversity of housing types, the county's rural areas do have limitations when it comes to providing affordable housing, especially to lower income households. These limitations, recognized in the GMA, include:

- Lower levels of public services and facilities than in urban growth areas;
- The need to maintain a balance between human uses and the natural environment to preserve environmental quality; and
- The need to keep residential densities low in order to maximize opportunities for continued farming, forestry, and other natural resource-based activities.

This being the case, it is very likely that the county will not be able to accommodate its full share of the Fair Share Affordable Housing targets within the rural area. Therefore, the county will need to identify any potential shortfalls and work with the cities and towns to explore ways to accommodate a portion of the county's targeted share within urban growth areas. The Goals, Objectives, and Policies section below outlines ways to accomplish this.

V. HOUSING DIVERSITY

Although some limitations exist in the types and number of new housing units that can be provided in the rural areas, housing diversity can still be achieved in a variety of ways. Variation in the type, location, and cost of housing increases housing choices for citizens. As discussed previously, sufficient land has been allocated throughout Thurston County to accommodate the anticipated population growth. The County (including the urban growth areas) allows a wide range of housing types including:

- Single family
- Manufactured housing
- Duplex
- Mixed residential/commercial
- Special needs housing
- Homeless Encampments
- Recovery Housing
- Pregnant and Parenting Housing
- Farm housing
- Group homes
- Subsidized housing
- Foster care facilities
- Transitional housing
- Accessory dwelling units (ADUs)
- Crisis Response Shelter
- Transitional Housing for Youth

Co-housing, community land trusts, and other housing alternatives are not precluded in the rural area. At the same time, Joint Plans provide more housing diversity near services in urban growth areas.

The following land use designations, as depicted on the Future Land Use Map (L-1), allow one or more of the housing types listed above:

- All five Rural Residential categories;
- McAllister Geologically Sensitive Area;
- Neighborhood Convenience Commercial; and
- Mixed Use - Rochester-Grand Mound Area.

This housing diversity, especially in combination with the even greater housing dissimilarity in urban areas, will address the changing housing requirements associated with our fluid demographics.

Adopted November 2019



Sustainable Thurston: Regional Housing Plan, 2013. A thriving community requires a rich diversity of housing choices. Everything from low-density rural to high-density multifamily is valuable for building an inclusive community.

Housing Stock and Preservation

Between 2011 and 2015, there were 110,904 units of housing countywide, according to the 2015 American Community Survey.

In 2015, 68 percent of the housing stock was in single family and 22 percent was in multifamily units. By 2040, TRPC estimates that around 40 percent of the demand for new homes will be multifamily units, making the total housing stock around 73 percent multifamily units countywide by 2040.¹⁹

Population growth requires new housing units be built. Yet, preserving the existing housing stock is integral to providing decent and affordable housing for current and future county residents. Aging housing stock also means aging infrastructure, and the potential for increased costs of repair and upkeep. Of the 110,904 housing units built prior to 2016:

- A total of 23,994 units were constructed prior to 1970;
- Of those, 9,534 units were built prior to 1950; and
- Nearly 6 percent of all housing stock was built prior to 1940.

Overall, more than 20 percent of the housing stock in 2015 was almost 50 years old, as shown in Figure 4-7.

¹⁹ TRPC 2012 Population Forecast Allocations <http://www.trpc.org/documentcenter/view/635>

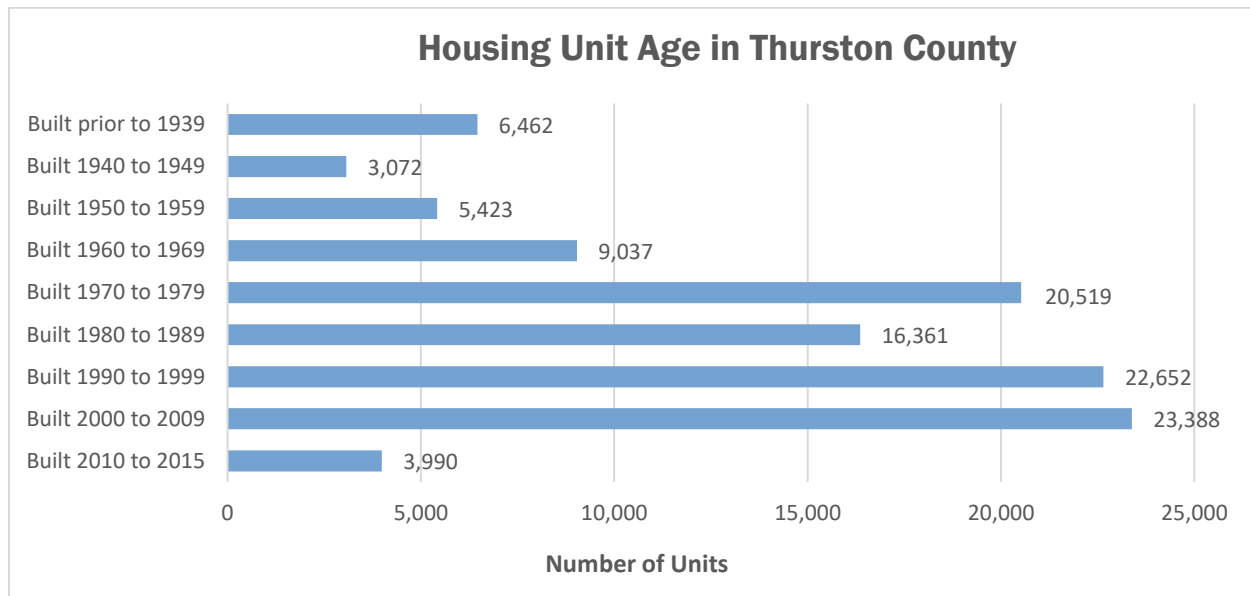


Figure 4-7. Housing Unit Age.

SOURCE: U.S. CENSUS BUREAU, AMERICAN COMMUNITY SURVEY, 2015.

In today's market, the demand for affordable housing, especially for low- and moderate-income households, is much greater than the supply. Keeping and maintaining existing affordable housing is often a more effective strategy than trying to create an equivalent quantity of comparably priced new housing. Especially while trying to simultaneously expand the inventory of affordable units.

Therefore, it is important to maintain and preserve the housing stock resources we already have. The Goals, Objectives, and Policies section in this chapter outlines ways to accomplish this.

VI. GOALS, OBJECTIVES AND POLICIES

GOAL 1: ENOUGH HOUSING SHOULD BE AVAILABLE TO MEET THE HOUSING NEEDS OF THE EXISTING AND PROJECTED POPULATION OF THE COUNTY INCLUDING RENTAL AND PURCHASE OPPORTUNITIES FOR ALL INCOME LEVELS.

OBJECTIVE A: Adequate residential land is available to meet existing and projected housing needs for all income levels.

POLICIES:

1. The county should identify sufficient land for existing and projected residential needs including, but not limited to, government-assisted housing, housing for low-income families, single family housing, manufactured housing, and residential care facilities.
2. The county should develop an inventory of publicly held land within the urban growth areas that could be used for developments that provide affordable housing, and develop a process for disposing of county surplus properties for affordable housing purposes (sale, lease, donation).

Adopted November 2019

3. The county should promote the use of surplus public facilities within the urban growth areas (buildings, land, fixtures) for developments that provide affordable housing, including special needs housing, permanent supportive house, service centers, or transitional housing, where appropriate.
4. The county should support the cities with infill development within the urban growth areas, where transportation, public facilities and utilities already exist.

OBJECTIVE B: The adopted Fair Share Affordable Housing targets need to be implemented to ensure adequate housing opportunities for the county's low- and moderate-income households.

POLICIES:

1. The county should coordinate with the cities, towns and the Housing Authority of Thurston County to develop and implement a regional process to monitor achieving the Fair Share Affordable Housing targets throughout the county. Regional modeling and assumptions should be used to ensure consistent analysis and record keeping.
2. The county should work with the cities and towns to accommodate part of the county's Fair Share Affordable Housing target within the Urban Growth Areas. The county should develop incentives (such as acquiring land for affordable housing, land trades, supporting grants, or paying for density transfers) for the cities and towns, recognizing that affordable housing is best located within urban areas due to the greater accessibility to transportation systems, jobs, support services, shopping, and businesses.
3. As stated in the County Wide Planning Policies, when possible, the county should provide assistance in obtaining funding and/or technical assistance for the expansion or establishment of low cost affordable housing for low-, moderate- and fixed-income individuals and families.

OBJECTIVE C: The County should work to provide incentives and reduce barriers to affordable housing for low- and moderate-income households.

POLICIES:

1. The county should reduce, where appropriate, regulatory barriers and other requirements which add unnecessary costs and thereby discourage affordable housing construction. The following are strategies for consideration:
 - a. Review regulations to find those that cause much higher costs than originally expected and determine if they can be revised, replaced, or eliminated.
 - b. Make regulations and permit processing more predictable, to remove some uncertainty for both builders and lenders.
2. The county should consider affordable housing incentives, such as those suggested in RCW 36.70A.540 including, but not limited to:
 - Bonus density within urban growth areas.
 - Height and bulk bonuses.
 - Fee waivers or exemptions.
 - Parking requirement reductions.

- Expedited permitting conditioned on provision of low- to-moderate-income housing.
- Mixed use projects.
- Lower utility hookup fees and rates.
- Tax exemptions in target areas.
- Housing levies.

OBJECTIVE D: The county should encourage home ownership opportunities for county residents.

POLICIES:

1. The county should consider ways to promote the benefits of homeownerships, including but not limited to:
 - a. Coordinating with and referring to Washington State Housing Finance Commission home ownership programs; and
 - b. Identifying, developing, and initiating educational programs, such as, forums, classes, public presentations, TCTV slide shows or videos, tying in with SPSCC or other home ownership/housing classes.
2. The county should encourage self-help housing efforts and promote programs in which people gain home equity in exchange for work performed in renovation or construction.
3. The county should encourage other home ownership approaches, which promote low- and moderate-income and special needs housing. This could be in the form of education, technical support, and working with financial institutions to determine how to make these options financially viable.

OBJECTIVE E: The county should support regional cooperation and participation in affordable housing issues, including exploring public and private partnerships to incentivize housing development.

POLICIES:

1. The county should continue participating in a multi-jurisdictional public/private task force to develop proposals for expanded low- and moderate-income housing funding and services, including exploring the possibility of a regional affordable housing strategy.
2. The county should work with the private sector, nonprofits, neighborhood groups, and other affected citizens to facilitate the development of attractive, quality, low- and moderate-income housing that is compatible with the surrounding neighborhood and located with easy access to public transportation, commercial areas, and employment centers.
 - a. Ensure adequate infrastructure is available to support population growth and provide access to education, work, and community life.
 - b. Facilitate the development of high-density, well-designed, mixed-income housing.
3. The county should consider participating in a regional housing trust fund or other county-wide funding source, such as a regional housing levy. The fund may be used for several purposes including, but not limited to:

Adopted November 2019

- a. Providing “gap” financing to promote home ownership for low-income households. (“Gap” is the difference between what the purchaser can afford and what the market can produce.)
 - b. Establishing a revolving loan fund for property purchase or renovation.
 - c. As a leverage for obtaining additional public funds.
4. The county should continue participating in multi-jurisdictional backing for Housing Authority of Thurston County bond sales.

GOAL 2: TO PROMOTE SAFE AND DECENT HOUSING DIVERSITY THAT MEETS THE CHANGING POPULATION NEEDS AND ARE IN CLOSE PROXIMITY TO JOBS, TRANSPORTATION, AND DAILY ACTIVITIES.

OBJECTIVE A: A variety of housing types should be available to address the changing needs and demographics of our community, within the framework of established urban-rural land use policies.

POLICIES:

1. The county should encourage that within rural areas, a variety of diverse residential development types and housing mixtures should be available, such as detached single-family housing, cluster housing, duplexes, and a residence in conjunction with commercial uses in neighborhood convenience centers.
2. The county should permit accessory dwelling units (ADUs) in all residential zones within Urban Growth Areas around cities and towns provided that development standards and design criteria are satisfied. Accessory units do not include recreational vehicles of any kind because they are not served by private utilities nor are they certified for full-time residency by HUD. Joint plans for the urban growth areas around cities and towns further address this accessory dwelling unit policy.
3. The county should permit manufactured housing in the same locations and at the same density as other housing, not just in mobile home parks. Development and design standards in each residential zoning district apply equally to manufactured homes and other residences.
4. The county should permit in agricultural areas and on working farms (as defined in RCW 84.34.020) in rural residential/resource-1 unit/5 acre areas, farm housing units for farm employees and their families over and above the maximum number of units permitted on a lot by zoning.
5. The county should encourage rural housing affordable to low- and moderate-income citizens to be located near public transit routes to provide alternative transportation opportunities to those with more limited incomes.
6. The county should support diverse housing alternatives and ways for older adults and people with disabilities to remain in their homes and community as their housing needs change.

OBJECTIVE B: The county should support housing options for special needs populations in the county.

POLICIES:

1. The county should allow residential care facilities (such as group homes) in residential areas through the special permit process, with public review that considers the adequacy of public services, parking, and impacts on adjacent properties. Occupancy and staffing levels should be compatible with zoned densities and the availability of transportation and services.
2. The county should encourage social, housing, and health service organizations which offer support programs for those with special needs, by providing technical assistance, when possible, and assisting in efforts to seek funds or coordinate between agencies and groups, for areas including, but not limited to, the construction and operation of emergency housing.
3. The county should encourage applications (for example, with letters of support) from eligible non-profits to Federal and State funding sources to build new or rehabilitate existing housing to meet low-income housing needs.
4. The county should consider participating in partnerships between public, private and nonprofit organizations to create increased housing and home ownership opportunities for households with special needs and for low- and moderate-income households.
5. The county should support the implementation and continued revision of the Thurston County Homeless Housing Five Year Plan and associated goals and action items.

OBJECTIVE C: Ensure that adequate provisions are in place so that special needs populations are not discriminated against in choice of housing.

1. The county should direct treatment of a residential structure occupied by persons with disabilities the same as a similar residential structure occupied by a family or other unrelated individuals.
2. The county should direct treatment of a residential structure occupied by group care for children that meets the definition of “familial status” (as defined in the Washington Laws Against Discrimination, RCW 49.60.222-225) the same as a similar residential structure occupied by a family or other unrelated individuals.
3. The county should encourage housing opportunities for all citizens regardless of race, color, religion, sex, national origin, disability, economic status, familial status, age, sexual orientation, and income, or other arbitrary factors.
4. The county should support the implementation of renter and landlord education and awareness programs, to empower landlords and tenants with information, education and best practices for better housing choices. This could include, but is not limited to:
 - a. Maintain a singular web-based “Fair housing information” site, with an accessible link from all local jurisdictions websites. List resources for landlord education, tenants’ rights, and fair housing laws locally and statewide.

- b. Support exploring the feasibility of providing landlords insurance for high risk renters.

GOAL 3: TO PRESERVE AND MAINTAIN EXISTING AFFORDABLE HOUSING, ENHANCE THE QUALITY OF SUBSTANDARD HOUSING, AND TO PROVIDE DECENT AND AFFORDABLE HOUSING IN THURSTON COUNTY.

OBJECTIVE A: The County should support efforts to preserve, maintain, rehabilitate, and/or expand the supply of affordable housing in the county.

POLICIES:

1. The county should work with all jurisdictions to create an inventory of existing subsidized and low-cost non-subsidized housing and identify housing that may be lost due to redevelopment, deteriorating housing conditions, or public policies and actions.
2. The county should encourage the rehabilitation of substandard housing and maintenance of older housing. Consider identifying geographic target areas or a series of priority areas for focused attention and resources.
3. The County should consider participating in efforts to retain existing subsidized housing, such as:
 - a. Encouraging the extension of existing contracts to avoid conversion of subsidized housing to market-rate units (for example, letters of support to landlords).
 - b. When appropriate, the County should work with partners to develop sources of funding and strategies to enable housing groups to buy projects.
4. The county should seek opportunities to identify, protect, and rehabilitate historic properties to meet housing goals.
5. The county should maintain quality of construction and ongoing compliance with standards for habitation, and should increase housing enforcement, specifically to run-down housing.
6. The county should support programs to improve energy efficiency, health conditions and public recognition of improvements in low-income rental housing.

CHAPTER 5

TRANSPORTATION

I. INTRODUCTION

Thurston County's transportation system connects communities, provides routes for commerce, and creates opportunities for recreation and exercise. The transportation system costs a great deal to maintain – and in terms of monetary value, is the most valuable County asset. Growth in Thurston County is resulting in more congested roads and generating noise that impacts commuters and residents. People still lose their lives on county roads, and each death or injury ripples out to family members, friends, and the broader community. To limit adverse impacts and maximize benefits, the system must be planned thoughtfully and coordinated with land-use patterns and intensities, considering user needs today and tomorrow.

To that end, Chapter 5 of the Thurston County Comprehensive Plan sets goals, objectives, and policies for roadway design and level of service (vehicle congestion) and for bicycle and pedestrian facilities. Additional sections and regulations relate to the county's rail, air, and bus network.

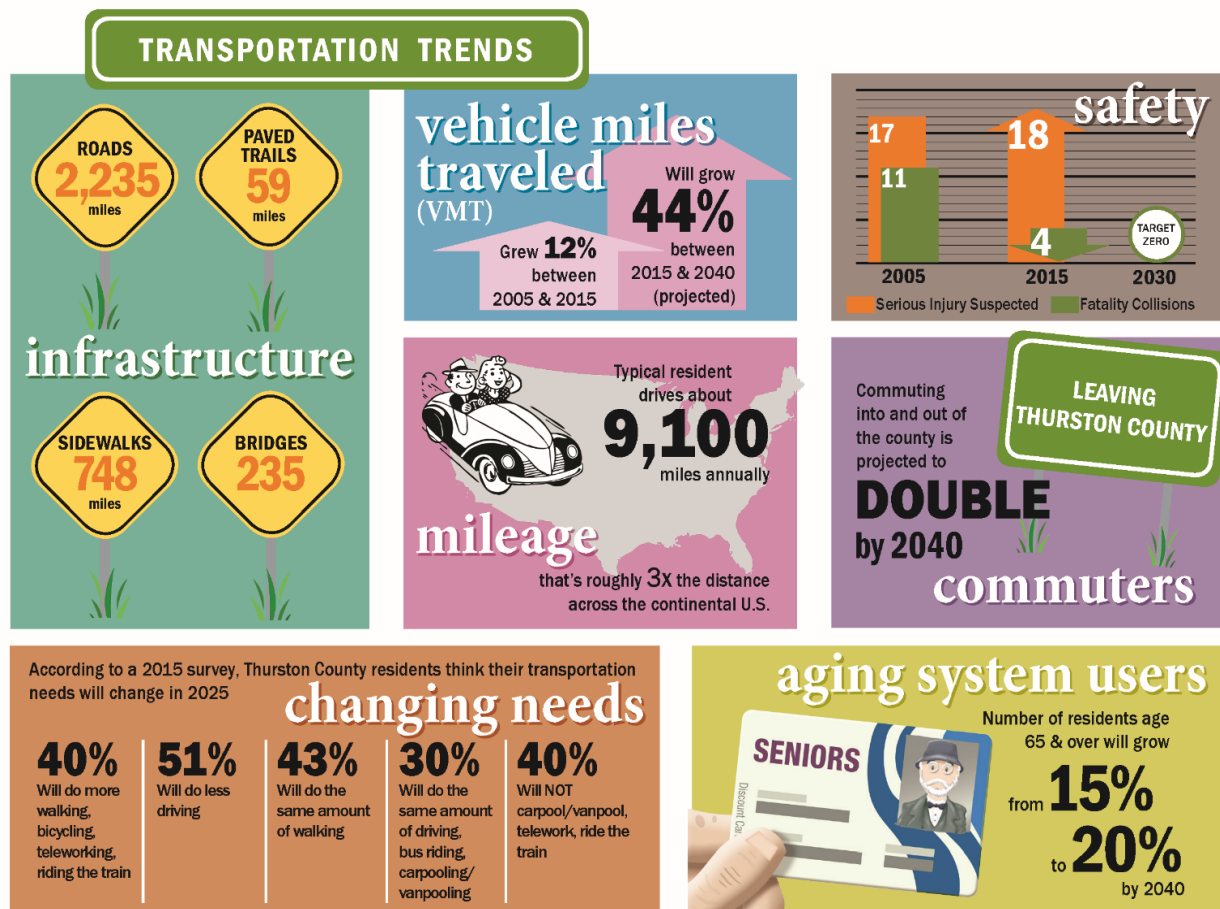
2019 Update: Critical Issues

Where we live and work – and how we travel – impact how Thurston County's transportation system meets the needs and expectations of a changing population. The county's population is projected to grow by nearly 40 percent between 2018 and 2040. Commuting into and out of Thurston County is projected to double over the same period.

Over the next few decades, some people may continue to drive alone, while others may ride a bus, bicycle, or use another alternative to get to jobs, schools, or other destinations. No matter changes in transportation modes, the system must work efficiently, equitably, and safely for all users.

From 2006 to 2016, construction costs increased almost 53 percent.¹ This means a \$1 million project in 2006 costs more than \$1.5 million as of 2016. Inflation, coupled with no increase in the federal gas tax (a grant source on which Thurston County relies) means fewer funds for transportation investments.

¹ Washington State Department of Transportation Construction Cost Index



Critical issues confronting decision-makers planning for the county's transportation network include how to:

- ❖ Finance the maintenance, preservation, and expansion of the transportation network as the traffic volume grows.
- ❖ Maintain acceptable operating service levels and a safe transportation network.
- ❖ Reduce automobile dependence and serve the needs of people who rely on public transportation services.
- ❖ Minimize environmental impacts associated with transportation systems.
- ❖ Adapt to new transportation technologies (e.g., electric and driverless vehicles).
- ❖ Preserve and promote options for passenger rail in the Puget Sound Corridor.

II. PLANNING CONTEXT FOR TRANSPORTATION

A. GROWTH MANAGEMENT REQUIREMENTS

This chapter of the Thurston County Comprehensive Plan serves as the Transportation Element, as defined by the Washington State Growth Management Act (GMA), [36.70A.070](#). The chapter meets all GMA requirements by including: descriptions of the highway and road system; local transit services; bicycle and pedestrian ways; and, rail and air systems in Thurston County. The chapter

also references relevant information in the Capital Facilities chapter (Chapter 6) and the Capital Improvement Program (Appendix G), as well as the following maps: Federal Functional Classification (T-1); County Functional Classification (T-2); Grand Mound Functional Classification (T-2a) Transit Routes (T-3); Existing and Planned Bicycle and Multiuse Trail Facilities (T-4); Rail, Port, and Airport Facilities (T-5); 2015 Modeled Traffic Volumes (T-6); 2040 Modeled Traffic Volumes (T-7); Freight and Goods Transportation System (T-8); Level of Service (T-9); 2040 Level of Service Projections (T-10).

The Growth Management Act (GMA) includes a transportation planning goal to encourage efficient multimodal systems that are based on regional priorities and coordinated with county and city comprehensive plans. The GMA also requires this plan and its chapters to implement and be consistent with the land use elements of plans and include at a minimum:

1. Per RCW 36.70A.070(6)(a)(i), the plan must include land use assumptions used to estimate travel.

The assumptions in this chapter are consistent with those used in the Regional Transportation Plan and this plan's Land Use chapter (Chapter 6). The regionally-adopted population and employment forecasts reflect locally adopted land use plans, and have been approved for use by the Office of Financial Management. The 2040 land use forecasts are based on the general policy concept of concentrating high-density residential development and commercial development in cities and urban growth areas where it can be accommodated with urban services and infrastructure, and maintaining low-density residential patterns outside of those areas to preserve rural resource lands and lifestyles, and to minimize sprawl.

2. Per RCW 36.70A.070(6)(a)(ii), the plan must include estimated traffic impacts to state-owned transportation facilities resulting from land use assumptions.

The Regional Transportation Plan analyzes traffic impacts for the entire regional network, including state facilities. The traffic forecast volumes provided in Map T-7 include modeled traffic impacts to state-owned transportation facilities.

3. Per RCW 36.70A.070(6)(a)(iii)(A), the plan must include an inventory of existing air, water, and land transportation facilities and services, and future facility and service needs.

Maps and tables associated with this chapter show transportation facilities and services. Refer to the adopted joint plans for proposed transportation facilities within the urban growth areas around the cities and towns. Refer to the Grand Mound Subarea Plan for proposed facilities within the Grand Mound urban growth area. Six-year capacity needs are included in the Capital Improvement Program (CIP) in unincorporated areas both inside and outside of urban growth boundaries.

4. Per RCW 36.70A.070(6)(a)(iii)(B), the plan must include regionally coordinated level of service (LOS) standards for state highways, locally owned arterials, and transit routes to serve as a gauge to judge performance of the system.

LOS standards for regionally significant state facilities are consistent with those adopted by local agencies. LOS standards for highways of statewide significance (HSS) are not subject to locally-adopted standards. The list of regionally-significant transportation projects includes those needed to maintain the adopted LOS standard; such projects are included in the Capital Improvement Program, as appropriate.

5. Per RCW 36.70A.070(6)(a)(iii)(E), the plan must include traffic forecasts for at least ten years that identify vehicle trips generated by forecasted population, employment and adopted land use plans.

Twenty-five-year traffic forecasts have been completed as part of the Regional Transportation Plan, and a sample of information is presented in Map T-7. The list of transportation system improvements in the CIP reflect the results of that forecast.

6. Per RCW 36.70A.070(6)(a)(iv)(B), the plan must include a multi-year transportation financing plan that identifies system expansion and management needs that meet current and future demands and analyzes needs against probable funding resources. If probable funding falls short of meeting needs, the Comprehensive Plan must discuss the strategy for assuring that LOS standards will be met.

Short-term (six-year) and anticipated long-term (20-year) needs and possible funding sources are identified in the Capital Facilities chapter (Chapter 6) and the Capital Improvement Program (Appendix G). The proposed financing plan beyond six years, to meet future demands, is identified in the Regional Transportation Plan. All known improvements needed to provide for capacity at adopted LOS standards are included in the Capital Facilities chapter. CF Goal 1, Objective G, Policies 1-6 contain a detailed discussion for addressing funding shortfalls.

7. Per RCW 36.70A.070(6)(a)(v), the plan must include a description of intergovernmental coordination efforts, including an assessment of the County transportation plan and land use assumptions on the transportation systems of adjacent jurisdictions.

Land use and transportation goals, policies, and CIP projects are based on the Regional Transportation Plan. If adjacent jurisdiction plans are in compliance with the Regional Transportation Plan, then the Thurston County Comprehensive Plan will not adversely impact adjacent jurisdictions. Intergovernmental coordination policies are included this chapter's Goal 9, Objective A.

8. Per RCW 36.70A.070(6)(a)(vi), the plan must include a description of any existing and planned transportation demand management (TDM) strategies to reduce reliance on single-occupancy vehicles.

TDM strategies in this chapter include promoting use of public transportation, bicycling, walking, and alternative commute options. These strategies, which are consistent with the Regional Transportation Plan, are codified in this chapter's Goal 3, Objective C policies.

9. Per RCW 36.70A.070(6)(a)(vii), the plan must include a bicycle and pedestrian component. Section IV: Bicycles & Pedestrians, and accompanying policies under Goal 3, Objectives E and F, satisfy this requirement.
10. Per RCW 36.70A.070(5)(iii)(D), the plan must include a policy for transportation concurrency.

Thurston County has adopted a Concurrency Ordinance (Thurston County Code, Chapter 17.10) and will monitor the impacts of developments on the capacity of transportation facilities. This chapter's Goal 2, Objective B includes concurrency policies.

B. COUNTY WIDE PLANNING POLICIES

This Comprehensive Plan reflects the County Wide Planning Policies' emphasis on building an efficient, multimodal transportation system. As such, this chapter's intergovernmental policies (Goal 9, Objective A) lay out the commitment to coordinate regional and local transportation plans through the Thurston Regional Planning Council and its periodic update of the Regional Transportation Plan.

C. REGIONAL TRANSPORTATION PLAN

The Regional Transportation Plan (RTP) – which helps guide local agency decisions on transportation and land use through 2040 – supports a transportation system that offers safe, efficient, affordable travel choices for people and goods. The Comprehensive Plan's Transportation Element (Chapter 5) and the Capital Facilities Element (Chapter 6) are important implementation tools for carrying out the regional plan. To that end, this chapter's goals, objectives, and policies adapt policy language from the Regional Transportation Plan.

D. TRANSPORTATION IMPROVEMENT PROGRAM

The Transportation Improvement Program (TIP) outlines Thurston County's priorities for planned transportation projects over the next six calendar years. The TIP is developed to meet the requirements of RCW 36.81 and WAC 136.15 and WAC 136.16, and is included in the RTP.

III. HIGHWAYS AND ROADS

Roadways have three basic roles in serving our overall transportation needs in Thurston County. These are:

- ❖ To provide for safe travel (Safety).
- ❖ To provide for the movement of people and goods (Mobility).
- ❖ To provide access to land (Access).

These three concepts of safety, mobility, and access are the key to designing and locating the various classes of roadways. Arterial highways and roads serve as the primary providers of mobility within the county. Land access is provided primarily by local urban and rural roadways. Intermediate to these classes of roadways is a collector/distribution function performed by

collector roadways. Each of these roadways allows safe travel from one destination to another, usually by several different modes.

A. DESIGN AND LOCATIONAL STANDARDS

Roadways in Thurston County should be constructed with a context-sensitive approach, which addresses objectives and considerations not only for the transportation facility but also for the surrounding area and its land uses, developments, economic and other activities, and environmental conditions.

Urban growth area roads should serve higher-density development and balance the needs of drivers, cyclists, pedestrians, and adjacent residential and commercial building occupants. Rural roads that serve less-dense but generally higher-speed traffic are constructed to a different standard. Inside of urban growth area boundaries, urban road standards will be applied in accordance with the appropriate joint plans and/or agreements.

Roadway classifications should reflect the appropriate emphasis on access or mobility. A roadway intended as a major carrier of traffic should have its efficiency of traffic flow maintained by limiting access. Designated as an arterial or collector, access to this roadway is limited to intersections and widely spaced driveways. Conversely, if access is to be maximized, then local access roads should be designated.

B. TRANSPORTATION SYSTEM CAPACITY & LEVEL OF SERVICE

Thurston County used the regional transportation model² to conduct the analysis in this chapter at a scale useful for identifying broad issues relating to transportation. The model allows analysis of factors such as:

- ❖ How system efficiency changes over time, or the comparison of network usage versus investments in capacity projects.
- ❖ How much we travel, generally expressed as travel volumes, or number of trips that the model predicts will utilize each part of the model network, including vehicle lanes, trails, and transit routes.
- ❖ How we travel, or mode, such as walking, bicycling, single occupancy vehicle, shared rides, school bus, or transit.
- ❖ How far we travel, generally expressed as vehicle miles traveled.
- ❖ How long it takes to travel, measured as average speed.

Maps T-6 and T-7 show current conditions (2015) and future conditions (2040).

Thurston County uses Level of Service³ (LOS) – a qualitative measure of traffic congestion – to describe how well a transportation facility is operating from a traveler’s perspective, in terms of

² The regional transportation model is a mathematical representation of supply and demand for travel in the region and represents the choices that people here make to travel. The regional transportation model is maintained by the Thurston Regional Planning Council (TRPC).

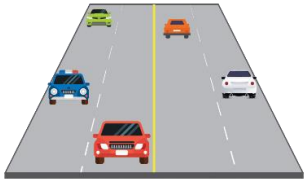
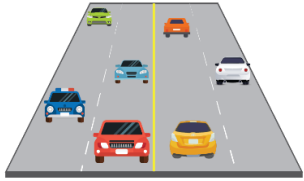
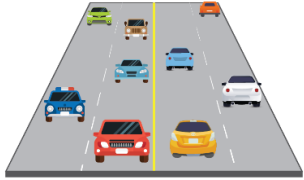
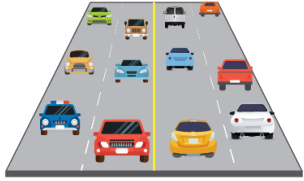


³ LOS is derived from a Volume-to-Capacity (V/C) ratio analysis, a numeric calculation of how much traffic a facility was designed to carry compared to how much traffic it actually carries. The closer a facility comes to carrying 100 percent of the traffic it was designed to carry, the lower the LOS measurement.

travel times, freedom to maneuver, traffic interruptions, comfort, and convenience. There are six LOS measurements – much like an academic grading system (A-F) (See Table 5-1 and sections a through c, below). They represent conditions from “free-flowing” (A) to “gridlock” (F) (See Table 5-2). Thurston County’s LOS standards are consistent with the regionally adopted measurement, based on a two-hour p.m. peak period. These typically reflect the busiest hours of the day on any particular roadway during average conditions. This means roads are assessed for average conditions rather than worse-case conditions, such as during the holiday shopping season. Map T-10 illustrates future level of service projections.

Table 5-1. LOS Standards for Roads

| Facility | LOS Units | LOS Standard |
|--------------|--|--|
| Roads | Letter designations based on motorist delays & traffic flow (<i>A=no delays to F=delays of over one minute</i>) Table 5-2 (p. 5-8) describes the letter system. | Urban: <i>Olympia, Lacey, Tumwater UGAs--D</i> (E for high density residential corridors) <i>Yelm UGA--C</i> resid. zones; D commercial & Lt. Indus. zones; F urban core <i>Tenino & Rainier UGAs—D</i> <i>Grand Mnd. UGA--D</i> Rural: C |

Table 5-2. Vehicle Level of Service

| Level of Service | Description | Flow Conditions |
|------------------|--|--|
| A | Highest driver comfort; free-flowing traffic |  |
| B | High degree of driver comfort; little delay |  |
| C | Acceptable level of driver comfort; some delay |  |
| D | Some driver frustration; moderate delay |  |
| E | High level of driver frustration; high delay |  |
| F | Highest level of driver frustration; excessive delay |  |

Urban and Rural Operating Conditions

The distinction between urban and rural operating conditions is a critical policy issue. What may be an acceptable level of congestion on urban streets – with their slower speed limits, frequent turning movements, and frequent signal spacing – may be completely inappropriate on rural roads, where there are higher travel speeds, fewer turns, and no signals. Thus, Thurston County takes a context-sensitive approach to LOS, roadway design, and mobility solutions. Higher-density urban population centers are areas where transportation alternatives will be used most heavily, making the most of investments in transit, car/vanpool programs, and bike and pedestrian paths. Low-density urban sprawl and rural development cannot be served efficiently by alternatives and results in almost total auto dependence and higher costs, both in dollars and degraded quality of life for the entire community. The following sections describe the LOS standard – and exceptions – for rural and urban areas, as shown in Map T-9.

a. Strategy Corridors

LOS E is the standard for the T-shaped urban corridor that connects downtown Olympia with densely developed centers in west Olympia (Capitol Mall/Harrison Avenue), Tumwater (Capitol Boulevard/Trosper Road), and Lacey (Woodland District and Hawks Prairie). Such roadways feature a wide range of services – from hospitals, to shopping centers, to industrial warehouses – so traffic volumes are comparatively heavy and congestion is common.

The capacity of a transportation system is traditionally thought of as the space needed on our streets to move cars. Thurston County looks at capacity more broadly and sees it as the ability to move people, goods, and services.

The street system can move more people when more trips are made by walking, biking, or riding the bus. On streets that have unacceptable levels of congestion, and where widening is not appropriate, Thurston County will consider using transportation technology or building facilities to support walking, biking, or transit that improves the efficiency of the roadway system.

This is needed most in many parts of the county, where roads cannot be widened further. These streets are considered “Strategy Corridors,” and are already at the maximum width, have environmental constraints, or are adjacent to areas that are built out fully.

The region and Thurston County has designated the main fully built-out urban arterials and collectors (such as Pacific Avenue, Capitol Way, Martin Way, etc.), as well as other heavily traveled roads that continue through unincorporated urban growth areas into the rural county (e.g., Yelm Highway), as “Urban Strategy Corridors” where level of service may exceed adopted standards (See Map T-9).

Thurston County defines as “Rural Strategy Corridors” (See Map T-9) places where the adopted LOS C standard may be exceeded. Such roads, which include Old Highway 99, South Bay Road, and Rainier Road, are essentially built out today at two travel lanes and paved shoulders. In lieu of road widening, alternatives (e.g., intersection improvements, connections to regional trails, extending/increasing transit service) shall be applied to mitigate congestion.

b. Urban Areas

LOS D is the standard for roads amid the urban growth areas (UGAs) slated for eventual incorporation by Thurston County's cities and towns. LOS D also is the standard for roads in the "Rural/Urban Transition Area" (census urbanized area) that surrounds the Olympia, Lacey, and Tumwater UGAs (See Map T-9). Such urbanizing areas generally have higher population densities and more commercial services than rural Thurston County, so drivers might experience moderate delays during peak hours.

LOS D applies to county roads within the Grand Mound Urban Growth Area. Please refer to joint plans for LOS standards for roads within each city's or town's incorporated urban growth area.

c. Rural Areas

LOS C is the standard for roads amid rural, unincorporated Thurston County outside of the current census urbanized area and identified strategy corridors (See Map T-9).

2. Concurrency

The Growth Management Act requires that adequate transportation facilities be available when the impacts of development occur, or that a financial plan is in place to assure that needed facilities are in place within six years of the development.

The concept of concurrency means that as our community grows, the level of service (level of congestion) that we consider acceptable for a specific street is maintained. To achieve this requires that we add "capacity" to the street. Concurrency measurements are assessed for average conditions rather than worse-case conditions, such as during the holiday shopping season.

Jurisdictions are required to adopt and enforce ordinances that prohibit development approval if the development causes the level of service on a transportation facility to drop below adopted standards outlined in the transportation chapter of the comprehensive plan. However, concurrency requirements do not apply to transportation facilities and services of statewide significance, per RCW 36.70A.070(6).

The County has adopted a Concurrency Ordinance (Thurston County Code, Chapter 17.10) and will monitor the impact of approving development on the capacity of transportation facilities

a. Consistency

The Growth Management Act requires that city and county transportation plans and the Regional Transportation Plan be consistent. The Growth Management Act defines consistency as meaning that no feature of a plan be incompatible with any other feature of a plan. This requirement recognizes that transportation and land use decisions affect one another and will affect the ability of the region to provide efficient transportation services and reach goals for reducing dependency on automobiles.

The requirements for consistency also recognize that transportation systems cross jurisdiction boundaries. This emphasizes the importance of having compatible road and bikeway standards as

well as having coordinated transit service goals and shared responsibility for preserving rail corridors.

Concurrency requirements do not apply to transportation facilities and services of statewide significance, per RCW 36.70A.070(6).

C. EXISTING COUNTY ROADWAY SYSTEM

Thurston County, as a whole, has a good roadway network. However, many roadways within and near the urban growth areas experience varying degrees of congestion. The most severe levels of congestion are experienced mainly within the incorporated cities and towns. For the most part, rural roadways operate with minimal congestion. Map T-2 illustrates the existing network of arterial roadways serving rural unincorporated Thurston County.

Of more immediate concern is the condition of existing roads. While Thurston County has an effective pavement-management program that keeps most rural road surfaces in good driving condition, there are many assets (e.g., guardrail, traffic signals, sidewalks, etc.) that continue to age and compete for limited maintenance or preservation resources. Thurston County has miles of road that do not meet current design standards. These are typically old facilities that have narrow travel lanes, as well as minimal or no shoulders that serve more residents and higher traffic volumes.

Thurston County also is responsible for more than 100 bridges, many of which are nearing the end of their design life. Many others should be retrofitted to better accommodate the needs of salmon and other wildlife. As population increases in rural Thurston County, pressure increases to retrofit these old facilities and bring them up to modern design standards. Unfortunately, this is a very expensive need, one for which there is a significant funding shortfall.

For a five-year period, from 2011 to 2016, there were 131 serious and fatal collisions on unincorporated roads in Thurston County. This represents about a 25 percent reduction from the preceding five-year period. The reduction correlates to national trends. Now, nationally, fatal crashes are trending higher, and this is reflective of in Thurston County data, too.

The predominant crash type on Thurston County roads leading to fatalities and serious injuries is lane departures. Other crash factors contributing to deaths and serious injuries include intersection conflicts, as well as behavioral issues such as impairment, speeding, distraction, and lack of driving experience. Contributing factors also include conflicts between vehicles and vulnerable travelers such as pedestrians, cyclists, and motorcyclists, and between cars and heavy trucks.

Thurston County has been experiencing increasing traffic volumes on rural roadways, especially near urban areas. The Regional Transportation Plan identified this as an area for further evaluation to ensure that Thurston County has appropriate levels of mobility on its roads in conjunction with appropriate land use zoning for projected growth well into the future.

D. ROADWAY CLASSIFICATIONS

There is a functional hierarchy of roadway classes that provides varying degrees of access and mobility. Exhibits A through D illustrate the classes of county roadways in the rural area. These images are consistent with current county road standards. In unincorporated urban growth areas,

the County will make efforts to adopt the street standards of the applicable adjacent jurisdiction. In the Grand Mound Urban Growth Area, refer to the County Road Standards. In all other areas, rural road standards will apply since the low residential densities currently allowed in these areas do not require urban road standards.

E. FUTURE ROADWAYS

An adequate network of roadways will be needed to accommodate both existing and future development. To meet future needs, the roadway system will need to be located and designed in a way that effectively serves the community. In addition, future roadways should provide for appropriate vehicle capacity, be safe for all users, and be efficient in the use of County funds. A list of all transportation improvements planned for the next six years can be found in the joint plans and the Capital Improvement Program (Appendix G). These improvements are consistent with the Regional Transportation Plan.

Map T-2 shows the existing and future rural roadway system in Thurston County. The network of arterials and collectors is based on the land use designations contained in the Land Use chapter. These designations are used to project expected population and employment distribution and provide a logical basis for planning a future roadway system for Thurston County.

F. ACCESS MANAGEMENT

According to the Transportation Research Board's Access Management Manual, the purpose of access management is to provide vehicular access to land development in a manner that preserves the safety and efficiency of the transportation system. Given the importance of the corridor to both movement of traffic and access to residential and commercial land uses, proper access management will be tantamount to the success of the corridor and to the realization of safety and efficiency benefits of the corridor to adjacent communities.

G. SAFETY (TARGET ZERO)

The ability to travel safely – regardless of mode – is recognized as the most basic of transportation needs. Reflecting this need, Washington State has adopted Target Zero – a goal to reduce traffic deaths and serious injuries on Washington's roadways to zero by the year 2030. Thurston County supports this goal of zero deaths and serious injuries, because every life counts. A fundamental element of this goal is that it is data driven, identifying the critical factors that contribute to fatal and serious injury crashes on Thurston County roads. Then use those factors to identify proven, recommended strategies along with new ones for reducing traffic deaths and serious injuries in a number of common areas. Coordination, collaboration, and communication among traffic safety partners (e.g., Sheriff's Department, Health & Human Services and Prosecuting Attorney's office) are key to the implementation of the strategies. However, if Thurston County is to actually reach Target Zero by the year 2030, it will take a continued concerted effort on many fronts. Reaching our Target Zero goal will only be accomplished through federal, state, and local partnerships leveraging innovation, research, and changes in the traffic safety culture of our state.

H. ROADWAY MAINTENANCE AND PRESERVATION NEEDS

Maintenance is considered a routine activity associated with repairing a physical asset or keeping the physical asset functional during the asset's useful life. Maintenance of the roadways includes such activities as repairing potholes, cleaning streets and culverts, or repairing a sign that is knocked down.

Preservation is the replacement or repair of an asset after it has reached its useful life to accomplish the same overall function. Some good examples of preservation are the replacement of a bridge, the repaving of a roadway, or the replacement of a sign when it is worn and faded and no longer adequately visible.

It is important to understand the strong relationship between maintenance of an asset and the cost of preserving or replacing the asset. If the asset is well maintained, it will maximize the useful life of the asset and minimize the cost of keeping the asset functional when it comes time to replace it. We all understand this relationship for our automobiles where regular changing of the oil and good maintenance can lengthen the life of the car and reduce our cost of having transportation. A familiar phrase is "pay me now or pay me more later."

The County regularly evaluates its roadways for future maintenance needs to maintain the system at the lowest life-cycle cost, maximizing the County investment. Evaluations generally include condition, maintenance history, regulatory requirements, and other factors. Roadway maintenance and preservation is financed mainly by County road funds and motor fuel taxes through the County Road Administration Board.

I. ROADWAY IMPROVEMENTS

The Capital Facilities chapter (Chapter 6) outlines the funding capacity and resources to finance the roadway improvements. The County uses priority programming in the development and application of techniques designed to rank any array of potential projects in order of importance for the Capital Improvement Program and distribution of limited resources.

When development occurs in the urban area, developers are required to construct improvements or contribute funds toward measures that will improve the function and safety of streets, such as installing bike and pedestrian improvements, turn pockets or special lanes for buses, or roundabouts, or modifying traffic signals.

Exhibit A: Private Road

A Rural Private Road is characterized as being very low volume, low speed, and generally less than a mile in length. Such roadways are generally designed to accommodate emergency vehicles.

A.1: Paved Private Road

Exhibit A.2: Gravel Private Road



Exhibit B: Local Road

A Local Road is characterized as being low-volume, with speeds ranging from 25-50 miles per hour. Such roadways generally connect communities with the arterial-collector roadway system.

B.1: Rural Local Road

Pictured: 100th Avenue SW

B.2: Rural Residential Local Road

Pictured: Summerwood Drive SE.

B.3: Urban Local Road

Pictured: Lady Fern Loop NW

Exhibit C: Collector Road

A Collector Road is characterized as being medium/high volume, with speeds ranging from 35-50 miles per hour. Such multimodal roadways connect communities with the arterial roadway system, and they generally include paved shoulders, higher truck volumes, and fewer driveways.

C.1: Major Collector

Pictured: Dutterow Road SE

C.2: Minor Collector



Pictured: McKenzie Road SW

Exhibit D: Arterial Road

An Arterial Road is characterized as being of higher volume and speeds. Such multimodal roadways serve as community connections for goods, services, and employment. They generally include paved shoulders, higher truck volumes, and fewer driveways.

D.1: Urban Arterial Road

Pictured: Yelm Highway

D.2: Rural Arterial Road

Pictured: Bald Hill Road SE

IV. TRANSIT SERVICE

Public transportation can be a very efficient way to move people in urban communities and can stimulate compact urban development, according to the Regional Transportation Plan. Besides supporting urban mobility, public transportation is a critical part of the social safety net that ensures access and independence for many members of the community, including those who do not own or drive a car.

A. TRANSIT SERVICES

Intercity Transit (IT) – the primary public transit operator for Thurston County – was formed as a municipal corporation in 1980 as the Thurston County Public Transportation Benefit Area (PTBA). The agency is governed by a nine-member board of directors, the Intercity Transit Authority.

Intercity Transit's service area (Map T-3) includes the urban growth areas of Olympia, Lacey, Tumwater and Yelm – an area of roughly 94 square miles. The agency operates 20 bus routes, a door-to-door service for people with disabilities, a vanpool program, and specialized van programs. The agency also supports local employers' Commute Trip Reduction efforts.

Intercity Transit also makes regional transit connections with other local providers, including Mason Transit, Grays Harbor Transit, Pierce Transit, and Sound Transit bus service to King County. Regional and interstate connections are also provided with Greyhound buses in Olympia, Amtrak passenger rail in Lacey, and Sounder commuter service in Pierce County.

Rural Transit (RT), managed by the Thurston Regional Planning Council, operates routes that serve the rural communities of Rochester, Tenino, Bucoda, Rainier, Yelm, and the Confederated Tribes of the Chehalis Reservation. RT connects to IT in the urban core and to Twin Transit in Lewis County.

B. THE FUTURE OF TRANSIT SERVICES IN THURSTON COUNTY

Increasing the use of the existing transit system and developing in a manner that supports easy access to transit are important elements of a transportation system that meets the goals of growth management planning, the State Commute Trip Reduction Law (CTR), and the Regional Transportation Plan. The policies associated with this chapter's Goal 3, Objective D are consistent with the Regional Transportation Plan goal of providing a robust level of reliable, effective public transportation options to increase the share of all trips made by public transportation.

In coming years, Thurston County will continue to see increasing commuter demand for services. Major employers are operating programs to meet the requirements of CTR, and they need to be able to direct employees to transportation alternatives.

Intercity Transit considers new services as part of its Transit Development Plan (TDP) – a six-year combined comprehensive and capital improvement program for the transit system, outlining programs and facilities that IT is involved in or will pursue. To these ends, the Comprehensive Plan and Regional Transportation Plan share several policies, including: supporting Intercity Transit's Short- and Long-Range plan, which emphasizes trunk and primary routes serving core areas along designated strategy corridors, with supportive land use and appropriate design standards by local jurisdictions; and, supporting a broad range of public transportation programs and services that

ensure a full mix of options for meeting transportation needs as they evolve. The Short- and Long-Range Plan, adopted by IT in late 2018, also identifies strategies and a financial plan to achieve the transit agency's long-term vision for public transit service in Thurston County.

V. BICYCLES & PEDESTRIANS

This section and related elements of the Comprehensive Plan serve as a bicycle and pedestrian component, in compliance with RCW 36.70A.070(6)(a)(vii)(F). The Capital Facilities chapter (Chapter 6) and CIP (Appendix G) identifies short- and long-term road, parks, and open space capital projects that support bicycle and pedestrian activity. These Comprehensive Plan elements are consistent with Regional Trails Plan and Regional Transportation Plan goals to enhance community access and promote healthy lifestyles.

A. BIKEWAY CLASSIFICATION

The Washington State Department of Transportation has set standards for bikeways funded with state and federal monies. Exhibits E through H illustrate four classes of bikeway prepared by the Thurston Regional Planning Council and consistent with these standards.

Exhibit E: Multiuse Trail

A Multiuse Trail is a 10- to- 14-foot-wide paved or compact-gravel surface, not on a roadway, for pedestrians and bicycles.



Pictured: Chehalis Western Trail

Exhibit F: Bike Lane

A Bike Lane is 5-foot-wide paved or striped roadway lane, specifically for bicycles, and is typically found in urban areas.



Pictured: Yelm Highway SE

Exhibit G: Bike Route

A Bike Route is generally a 4-foot to 8-foot-wide paved roadway shoulder. Typically found in rural areas, these routes serve pedestrians, bicyclists, emergency pull-offs, and other roadway design functions.



Pictured: Rich Road SE

Exhibit H: Shared Travel Lane

A Shared Travel Lane – typically on lower-volume rural roads – accommodates vehicles and bicycles.



Pictured: Overhulse Road NW

B. CURRENT NETWORK

Thurston County's urban core has a dense network of on-street and off-street bicycle and pedestrian transportation facilities (e.g., bicycle lanes, sidewalks and trails) that connect residential and employment areas with regional destinations, schools and public transportation services. Major shared-use trails, such as the Chehalis Western Trail and Yelm-to-Tenino Trail, provide active-transportation links between the urban core and South County jurisdictions. Map T-4 shows on-street and off-street bicycle and pedestrian transportation facilities – including bike lanes and existing and planned shared-use trails that connect Thurston County jurisdictions.

Arterial and collector roads that are upgraded to current County standards will include paved shoulders. Paved shoulders have a number of uses, including safety, bicycle and pedestrian usage, improved drainage, emergency pull off, and better support of the pavement for the driving lane. Because of the multiple usage of paved shoulders, particularly roads with higher traffic volumes, some roads may warrant shoulder paving even if they are not on a recognized future bikeway.

C. FUTURE NETWORK

Compatible goals and policies in the Comprehensive Plan, Regional Transportation Plan, and Regional Trails Plan support the creation of a connected network of bicycle and pedestrian facilities that increase the share of trips made safely and conveniently by active transportation. As the number of cyclists and pedestrians increases, however, so does the potential for conflicts with fast-moving automobiles.

In response, the Comprehensive Plan contains policies intended to improve bicycle and pedestrian facilities along and across roadways. In addition, Thurston County and its regional partners are working to expand and improve off-road trails, including those along out-of-use rail corridors.

Bicycle improvements will be part of roadway improvements, when possible, since adding these as part of roadway work is the most cost-effective strategy. The Regional Transportation Plan emphasizes the multiuse trails that serve as the backbone of the region's non-motorized system. Urban bike lanes and rural bike routes are best identified at the local level, with coordination between agencies to ensure seamless connections at jurisdictional boundaries, and at critical junctions with the multiuse trail network. Additional Regional Transportation Plan policies, which are also codified in this Comprehensive Plan chapter, encourage active-transportation connections to shorten trips, as well as neighborhood planning efforts to refine and identify pedestrian corridors to promote walking.

Exhibits I through K show examples of pedestrian facilities in Thurston County.

Exhibit I: Urban Pedestrian Facilities

Generally, urban pedestrian facilities may include a 5-to-10-foot sidewalk, vegetated strip, street lighting, and transit stops.



Pictured: Yelm Highway SE

Exhibit J: Rural Pedestrian Facilities

Generally, rural pedestrian facilities constitute a wide shoulder along a rural road.



Pictured: Cooper Point Road NW

Exhibit K: Enhanced pedestrian crossings

Generally, seen on higher-volume, higher-speed, and multi-lane roads, enhanced pedestrian crossings can include various improvements such as signage, markings, lane narrowing, medians, beacons, and lighting.



Pictured: Crosswalk on Marvin Road SE

VI. RAIL AND AIR TRANSPORTATION SYSTEM

A. RAIL TRANSPORTATION

Rail transportation in Thurston County includes both freight hauling and passenger services. Goods and materials move to, from and through Thurston County and downtown Olympia's Port of Olympia marine terminal on Burlington Northern Santa Fe (both Amtrak and Union Pacific share use of these lines), Tacoma Rail Mountain Division, Puget Sound and Pacific (operating from Centralia through Thurston County to Grays Harbor), Yelm Prairie Line, and Union Pacific.

Passengers can travel regionally and between states on Amtrak coaches that serve the rail station on the Yelm Highway. Thurston County is served by a high-speed regional rail system that carries passengers throughout the Western Washington Corridor and from Eugene to Vancouver B.C. Existing railroads and other freight corridors in Thurston County are illustrated on Map T-8.

During the process to update the Thurston County Comprehensive Plan and the Regional Transportation Plan, the Thurston County community indicated they want more rail transportation services. The community may be faced with a number of problems and opportunities affecting rail transportation. These include:

1. Decline in local shipping by freight rail, which causes rail lines to be abandoned;
2. Passenger rail facilities that are nonexistent or need major improvements;
3. The need to identify and preserve critical right-of-way so Thurston County can participate in regional passenger rail;
4. Land use densities and types that are needed to support rail transportation services;
5. Timely preservation and acquisition of right-of-way that railroad companies are disposing of, after rail services are stopped;
6. Decisions as to what uses are appropriate and environmentally sound on railroad right-of-way that is acquired by public entities (e.g., nature trails, bikeways, historical/cultural activities, future roadway connections, future rail); and
7. Intergovernmental coordination in enhancing and planning for more rail transportation services throughout the State of Washington.

A substantial amount of work has been done to enhance rail transportation services and to address the specific issues and impacts on the Thurston County community. This Comprehensive Plan contains policies to guide preservation and enhancement of rail transportation services (Goal 6, Objective B). Additionally, the Regional Transportation Plan recommends updating and expanding the Regional Rail Strategy to ensure information is current, realistic strategies are in place to keep rail corridors intact if faced with abandonment, options are explored to expand passenger rail and freight rail services in Thurston County, and safety issues are identified and addressed.

B. AIR TRANSPORTATION

Air transportation in Thurston County includes both a small public airport owned and operated by the Port of Olympia and some private airstrips. The Port of Olympia's Airport Master Plan concludes that the Olympia Regional Airport has adequate capacity to meet projected air traffic growth through 2030.

Thurston County should continue to coordinate with other jurisdictions and the Port of Olympia to determine future plans for the Olympia Regional Airport that will affect adjacent land uses. To that end, this chapter's Goal 7, Objective B includes policies to help maintain compatible relationships between all of Thurston County's airfields and landing strips and surrounding land uses.

One such policy (7B.1) calls for coordination among the County, Port of Olympia, and the cities of Olympia and Tumwater to maintain consistency between adopted land use plans and long-range airport development strategies, and to encourage land use compatibility in affected areas adjacent to the airport.

VII. GOALS, OBJECTIVES AND POLICIES

GOAL 1: ENHANCE THE SAFETY AND SECURITY OF THOSE WHO USE, OPERATE, AND MAINTAIN THE TRANSPORTATION SYSTEM.

OBJECTIVE 1A: Reduce traffic fatalities and serious injuries on Thurston County roadways to zero by 2030.

POLICIES:

- T.1A.1. Adopt Washington state "Target Zero" safety goal.
- T.1A.2. Use a combination of education, enforcement, engineering, and evaluation to maintain and enhance the transportation system safety.
- T.1A.3. Add or widen shoulders, or use other measures as appropriate, on narrow, high-volume, and high-speed rural roads.
- T.1A.4. Support projects that improve passenger safety and security on public transportation and at associated facilities such as park-and-ride lots and transit centers.
- T.1A.5. Provide and support safe routes to schools programs and projects.
- T.1A.6. Develop and maintain a data-driven county road safety plans to identify priorities and proven, recommended, and new solutions to support the Target Zero safety goal.
- T.1A.7. Consider the safety of all users when designing transportation facilities, and design infrastructure to encourage safe user behavior.
- T.1A.8. Prioritize roundabouts instead of traffic signals at intersections to maintain traffic flow and improve safety performance

OBJECTIVE 1B: Enhance community emergency management by providing a safe and secure transportation system.

POLICIES:

- T.1B.1. As transportation facilities are upgraded, consider retrofitting them to improve their ability to withstand a major earthquake or other natural disaster.
- T.1B.2. Build in system resilience into transportation improvements to support emergency response and reduce community disruption during natural or man-made disasters.
- T.1B.3. Encourage coordination between transportation system providers and emergency response providers who rely on that system.
- T.1B.4. Develop or support policies to respond to spills and accidents of hazardous materials on County transportation facilities.
- T.1B.5. Develop and maintain a rapid-reaction strategy to assess safety of transportation facilities during an emergency.
- T.1B.6. Support Interstate 5 detour strategy with regional partners.
- T.1B.7. Map transportation infrastructure that is vulnerable to repeated floods and/or landslides, and designate alternative travel routes for critical transportation corridors when roads must be closed because of natural hazards.

Goal 2: Ensure the design, function, and capacity of transportation facilities are consistent with and support sustainable, economically vibrant, healthy urban, suburban, and rural communities.

OBJECTIVE 2A: Ensure long-range plans for transportation address county growth projections.

POLICIES:

- T.2A.1: Use urban design standards to encourage walking, bicycling, transit use, and other alternatives to driving alone.
- T.2A.2: Consider transportation investments that support economic development and economic sustainability throughout the County.
- T.2A.3: Support mobility, access, and economic goals in designated Strategy Corridors, with an appropriate combination of investments, policies, and land use measures.
- T.2A.4: Support policies, programs, and procedures that promote urban infill, and make transportation investments that support increased urban densities.
- T.2A.5: Provide transportation facilities to help maintain rural character outside of urban growth areas.

OBJECTIVE 2B: Ensure compatibility between transportation and land use.

POLICIES:

- T.2B.1. Continue implementation of city road design standards for urban growth areas.
- T.2B.2. Plan, design and construct multimodal, context-sensitive, complete streets and roads.
- T.2B.3. Avoid widening any local arterial or collector to more than two through lanes in each direction – except auxiliary turn lanes, where appropriate (five lanes maximum mid-block width) – to preserve an acceptable community scale and minimize transportation impacts on adjacent land uses.
- T.2B.4. Avoid widening rural Strategy Corridors to more than one through lane in each direction – except auxiliary turn lanes, where appropriate – to preserve an acceptable community scale and minimize transportation impacts on adjacent land uses.
- T.2B.5. Designate arterial and collectors as Strategy Corridors once they are fully built-out. Continue to consider alternatives to road widening aimed at improving mobility for people, goods, and services.
- T.2B.6. Continue and support development of an interconnected grid of local streets and roads to increase individual travel options and neighborhood connectivity, while improving efficient use of the overall regional network.
- T.2B.7. Continue to support and implement urban and rural access management principles to preserve the safety and efficiency of the transportation system.
- T.2B.8. Continue to implement the concurrency management ordinance to support adopted levels of service as required by state law. The concurrency ordinance includes alternatives such as: move a needed improvement on a transportation facility into the Capital Improvement Program; change the level of service; increase revenues; reprioritize existing projects; implement transportation demand management strategies; and, revise the Comprehensive Plan's Land Use chapter.
- T.2B.9. Coordinate with all cities, towns, and communities to implement appropriate context-sensitive urban improvements.

OBJECTIVE 2C: Design and invest in transportation projects that have a lasting, positive impact, reflect the goals of the people who live and work in the area, and contribute to a sense of place and community.

POLICIES:

- T.2C.1. Support awareness of our historic, cultural, and natural heritage through signs and other methods.

- T.2C.2. Support the creation of vibrant city centers and activity nodes along transit corridors.
- T.2C.3. Support safe and vibrant rural communities and centers that foster entrepreneurship, active transportation, civic pride, and a sense of place through development of Main Street or community action plans.
- T.2C.4. Support protection of the region's farms, forests, prairies, and open spaces while providing appropriate transportation services.
- T.2C.5. Engage and inform the community in transportation infrastructure planning and investments.

GOAL 3: PROVIDE MOBILITY FOR ALL RESIDENTS, REGARDLESS OF AGE, ABILITY, OR INCOME.

OBJECTIVE 3A: Ensure transportation system investments support the special travel needs of youth and elders, people with disabilities, people with literacy or language barriers, people with low incomes, and other affected groups.

POLICIES:

- T.3A.1. Ensure transportation facilities comply with the Americans with Disabilities Act.
- T.3A.2. Support public transportation stops and walkway approaches that are accessible for those with differing capabilities.
- T.3A.3. Present information and provide public participation opportunities for everyone, including people with physical disabilities, people with limited literacy skills, and/or people who do not speak or read English.

OBJECTIVE 3B: Provide for quality travel mode options appropriate to existing and future land uses, including walking, bicycling, public transportation, rail, and motor vehicles, including freight.

POLICIES:

- T.3B.1. Support development of transit transfer centers, activity centers, employment centers, schools, rail stations, and other projects that enable multiple modes of travel and safe, efficient connections among those modes of travel.
- T.3B.2. Promote public education on the rights and responsibilities of automobile drivers, bicyclists, and walkers, and ways to travel together efficiently and safely.

OBJECTIVE 3C: Increase the overall operating efficiency of the transportation system through the effective use of measures that reduce the need to drive and help achieve the Regional

Transportation Plan's targets for reducing vehicle miles traveled as well as the State commute trip reduction goals for the jurisdiction and region.

POLICIES:

- T.3C.1. Encourage use of public transportation, ridesharing, bicycling, and walking by improving access, convenience, and reliability.
- T.3C.2. Support and expand private- and public-sector programs and services that encourage employees to commute to work by means other than driving alone, or to change commuting patterns through teleworking, flex-time, or compressed work weeks.
- T.3C.3. Use transportation demand management techniques to provide alternatives during temporary congestion, such as during major construction.
- T.3C.4. Use new technologies or alternative designs – such as roundabouts as alternatives to traffic signals or stop signs – to safely and efficiently manage the flow of traffic.
- T.3C.5. Use access management techniques to improve roadway capacity and operating efficiency, and increase overall safety.
- T.3C.6. Incorporate alternative strategies to address congestion where road widening and traffic-control devices are not acceptable, particularly along Strategy Corridors.

OBJECTIVE 3D: Provide a robust level of reliable, effective public transportation options to increase the share of all trips made by public transportation.

POLICIES:

- T.3D.1. Support Intercity Transit's Short- and Long-Range Plan, which emphasizes trunk and primary routes serving core areas along designated Strategy Corridors, with supportive land use and appropriate design standards developed by local jurisdictions.
- T.3D.2. Support investments in regional commuter vanpool programs to provide cost-effective, flexible alternatives to commuting in single-occupancy vehicles.
- T.3D.3. Support inter-regional transportation partnerships for long-distance commute trips to and from Thurston County. Identify opportunities to coordinate with and support other regional transportation providers serving Thurston County.
- T.3D.4. Support safe, convenient, and cost-effective transportation services for youth, elders, people with disabilities, or other people with special needs.
- T.3D.5. Support increased awareness of public transportation options and how to use them through expanded education and public information tailored to various groups and interests.

- T.3D.6. Support a broad range of public transportation programs and services that ensure a full mix of options for meeting transportation needs as they evolve.
- T.3D.7. Support exploration of public transportation options for newly emerging urban centers, including innovative partnerships and programs, where fixed-route service is not currently feasible or sustainable.

OBJECTIVE 3E: Increase the share of all trips made by bicycling.

POLICIES:

- T.3E.1. Develop a continuous, safe, and convenient regional bicycle network that functions as an integral part of the overall transportation system.
- T.3E.2. Provide safe and convenient bicycle routes to all schools in the region, and encourage their use.
- T.3E.3. Invest in a regional network of contiguous and connected north-south and east-west dedicated shared-use trail corridors, as outlined in the Regional Trails Plan, to serve as the backbone of the non-motorized system.
- T.3E.4. Support bicycle parking facilities at transit centers, park-and-ride locations, train stations, and other multimodal facilities.
- T.3E.5. Support education programs for motorists and bicyclists to increase understanding of bicycling laws, and encourage safe and lawful sharing of the road.

OBJECTIVE 3F: Increase the share of all trips made by walking.

POLICIES:

- T.3F.1. Develop a continuous, safe, and convenient regional pedestrian network that functions as an integral part of the overall transportation system.
- T.3F.2. Develop and encourage connections for pedestrian and bicycle travel to shorten trip lengths to transit routes, schools, parks, trails, activity centers, and other destinations.
- T.3F.3. Provide street lighting, pedestrian buffers, trees, benches, and other elements that make walking safe and pleasant.
- T.3F.4. Encourage neighborhood or community planning efforts to refine and identify pedestrian corridors and promote walkability.
- T.3F.5. Ensure that street, road, and bridge projects are integrated with pedestrian amenities in neighborhoods and communities.

- T3F.6. Identify and construct high-priority multiuse path trailheads to maximize the visibility of trail users and vehicle drivers.

Goal 4: Protect investments that have been made in the transportation system.

OBJECTIVE 4A: Maintain and preserve the existing transportation system.

POLICIES:

- T.4A.1. Prioritize maintenance, preservation, operations, and repair the existing transportation system.
- T.4A.2. Develop a strategic asset management plan.
- T.4A.3. Use preventative maintenance programs to ensure lowest life-cycle costs.
- T.4A.4. Coordinate annually with local utility providers and local and state governments on road construction and maintenance activities.
- T.4A.5. Use street restoration standards, and coordinate utility and street projects, to minimize the impact of utility projects on streets. Where possible, leverage investments for both project types to deliver more cost-effective public facilities.

OBJECTIVE 4B: Use technology-based approaches to address transportation congestion, safety, efficiency, and operations.

POLICIES:

- T.4B.1. Explore innovative programs that reduce infrastructure life-cycle costs, improve safety, or increase efficiency of service delivery, including use of new materials, technologies, and resource partnerships.
- T.4B.2. Use transportation technologies to more effectively utilize the existing transportation system.
- T.4B.3. Use or support transportation technologies to better integrate transportation modes.
- T.4B.4. Make short-range technology investment decisions that support future technology implementation strategies.
- T.4B.5. Look for opportunities to integrate transportation technology considerations in all projects.
- T.4B.6. Recognize that transmittal of electronic information is an important function of a transportation system, and integrate this practice into transportation system evaluation, policies, and implementation strategies.

OBJECTIVE 4C: Develop performance measures that are realistic, efficient to administer, effective in assessing performance, and meaningful to the public.

POLICIES:

- T.4C.1. Incorporate two-hour p.m. peak traffic volumes into transportation and infrastructure planning or use current regional policies.
- T.4C.2. Use Transportation Level of Service (LOS) thresholds of LOS E or better in urban centers and corridors; LOS D or better elsewhere inside city limits, urban growth boundaries, and census urbanized areas; LOS C outside any census urbanized areas or meet regional policies, except on Strategy Corridors, where widening is not an option, level of services may fall below adopted levels.
- T.4C.3. Develop and use transportation performance measures to evaluate, monitor, and respond to the performance of County policies and investments.
- T.4C.4. Use transportation performance measures that reflect priority regional objectives, such as consistency of transportation and land use decisions, improved mobility and access, adequate maintenance and repair of the existing system, environmental protection, and safety.
- T.4C.5. Explore performance measures that reflect the contribution of all modes of travel.
- T.4C.6. Where feasible, use performance measures consistent with those used by other adjacent jurisdictions to enable comparisons.

OBJECTIVE 4D: Secure adequate funding to implement the goals and policies in this plan.

POLICIES:

- T.4D.1. Provide timely and comprehensive public information about transportation funding issues and opportunities to better enable citizens to participate in complex funding decisions.
- T.4D.2. Prioritize transportation system maintenance and preservation over expansion.
- T.4D.3. Consider benefits and costs in the allocation of transportation funds to ensure best long-term investment decisions.
- T.4D.4. Make strategic transportation investments that reinforce land use and transportation goals and policies of this plan.
- T.4D.5. Ensure that transportation investments are equitable to all segments of the community – in terms of costs such as relocations, adverse health impacts, and land use disruptions, and in terms of benefits derived from the system, such as levels of service or travel choices.

- T.4D.6. Support efforts to improve the availability, predictability, and flexibility of transportation revenues for all modes.
- T.4D.7. Use transportation funding policies and investments to make development decisions predictable, fair, and cost-effective.
- T.4D.8. Continue local policies that require new development to pay for its impacts on the transportation system.
- T.4D.9. Establish a revenue source for the Thurston County Transportation Benefit District.

Goal 5: Create and preserve a transportation system that supports and promotes economic vitality.

OBJECTIVE 5A: Ensure freight mobility and access within the region.

POLICIES:

- T.5A.1. Support freight access to and from highways and other major freight corridors, and between the region's intermodal facilities and industrial areas.
- T.5A.2. Support efforts to increase the amount of freight that is moved by rail to enhance efficiency, productivity, safety, and mobility on the region's roadways.
- T.5A.3. Explore strategies to reduce conflict and optimize safety for all transportation system users where industrial/commercial land uses are in highly urbanized areas.
- T.5A.4. Promote policies and design standards that enable delivery trucks to access businesses while minimizing impacts on the transportation system.
- T.5A.5. When creating new roadways or upgrading existing ones, design roadways to reduce weather-induced weight restrictions on streets, roads, and bridges that are important freight routes.

OBJECTIVE 5B: Support tourism in the region.

POLICIES:

- T.5B.1. Install and maintain signage for identified regional historic, cultural, and natural heritage and scenic routes such as the Bountiful Byway.
- T.5B.2. Consider economic vitality in the prioritization of transportation investments.

Goal 6: Support a rail network that provides viable options for passenger, freight, and shared-use rail.

OBJECTIVE 6A: Increase safety and efficient use of existing rail system.

POLICIES:

- T.6A.1. Use design techniques, technology (ITS), and operations coordination to minimize potential conflicts between trains and other modes of transportation.

OBJECTIVE 6B: Expand use of existing rail system to improve passenger and freight travel.

POLICIES:

- T.6B.1. Support appropriate opportunities for the potential shared use of freight rail lines for passenger rail opportunities.
- T.6B.2. Consider the acquisition of railroad rights-of-way threatened with abandonment in order to preserve these corridors for transportation use in the future.
- T.6B.3. Support future potential rail opportunities during long-range planning to include planning of sites that may have the opportunity for future rail, and reserve areas for future rights-of-way, as appropriate.
- T.6B.4. Support efforts to position the Thurston County region for a future commuter rail connection to central Puget Sound.
- T.6B.5. Support high-capacity transportation options such as upgraded interstate passenger rail service.

Goal 7: Support appropriate infrastructure to meet the aviation needs of residents and businesses in the region.

OBJECTIVE 7A: Encourage sufficient airfield capacity to accommodate existing and future demand.

POLICIES:

- T.7A.1. Support regional passenger air service at the Olympia Regional Airport.

OBJECTIVE 7B: Maintain compatible relationships between airfields and surrounding land uses and transportation facilities.

POLICIES:

- T.7B.1. Coordinate with the Port of Olympia, as well as with the cities of Olympia and Tumwater, to maintain consistency between adopted land use plans and long-range airport development strategies, and to encourage land use compatibility in affected areas adjacent to the airport.
- T.7B.2. Support multimodal access to the Olympia Regional Airport and to Sea-Tac International Airport.

Goal 8: Support appropriate marine infrastructure to meet the needs of residents and businesses in the region.

OBJECTIVE 8A: Encourage sufficient marine capacity to accommodate existing and future demand.

POLICIES:

- T.8A.1. Support a marine terminal for water-borne freight movement.
- T.8A.2. Coordinate among the Port of Olympia, the City of Olympia, and other stakeholders to maintain consistency between adopted land use plans and long-range marine terminal development strategies, including adequate truck and rail access.
- T.8A.3. When appropriate, participate in the partnerships regarding long-term strategies for integrating maritime passenger service into the regional transportation system as viable alternatives develop.

Goal 9: Ensure transportation facilities and programs function seamlessly across community borders and between regions.

OBJECTIVE 9A: Coordinate among local, regional, tribal, state, and federal governments in the planning and operation of the transportation system.

POLICIES:

- T.9A.1. Coordinate with jurisdictions on new regional connections that provide more direct routes and reduce vehicle miles traveled.
- T.9A.2. Work with government agencies to update and implement county-wide transportation planning policies to support existing land use plans.
- T.9A.3. Coordinate street and road projects of all our local jurisdictions and transit agencies, where appropriate.
- T.9A.4. Exchange information among local jurisdictions, tribal, state, and federal transportation authorities, and economic development interests to facilitate informed, reasoned decision-making processes.
- T.9A.5. Maintain government-to-government relations with tribal governments within the region to encourage coordination of land use and transportation plans.

Goal 10: Minimize transportation impacts on the natural environment and the people who live and work in the Thurston County region.

OBJECTIVE 10A: Reduce the impacts of transportation infrastructure on the natural environment during construction, retrofit, and maintenance.

POLICIES:

- T.10A.1. Protect water quality from the impacts of stormwater runoff by minimizing impervious surface areas by using low-impact development methods, where feasible, and effectively treating and managing unavoidable runoff.
- T.10A.2. During transportation planning, design, and construction, proactively address fish barrier removal, taking into consideration the habitat of fish-bearing streams and environmentally sensitive areas.
- T.10A.3. Develop a transportation system supporting compact, mixed-use development policies and non-motorized travel that curbs growth in miles of motor vehicle travel to increase energy efficiency, reduce environmental impacts, and encourage physical activity and community health.
- T.10A.4. Promote use of alternative fuels and technologies that reduce pollution and other environmental impacts from motorized vehicles.
- T.10A.5. Ensure federal Title VI requirements for environmental justice are met. Title VI protects minority populations and people with low incomes so that they do not incur disproportionately high and adverse human health or environmental effects from transportation programs, policies, and investments.
- T.10A.6. Comply with federal Clean Air Act transportation requirements.
- T.10A.7. Support policies and actions that reduce greenhouse gas emissions.

CHAPTER 6

CAPITAL FACILITIES

I. INTRODUCTION

Capital Facilities planning focuses attention on community goals, needs, wants, and financial capability. It can also improve community awareness of the types of needs and financial resources available within the community. The Capital Facilities chapter evaluates population to prioritize projects that either provide or maintain county infrastructure and services; summarizes facilities, inventory, and future needs; and provides a broader planning perspective to work in conjunction with the Capital Improvement Program (CIP). The CIP (Appendix G) plans for six year periods, and plans in this shorter time frame to use funding efficiently in order to maximize funding opportunities, demonstrate facility needs, integrate community desires, and qualify for federal and state grants and loans. The CIP also includes plans and priorities for a broad range of construction, repair, and upgrade projects necessary to support county operations and services to the public and provides possible financing methods by which these desired projects could be accomplished, even though it does not guarantee that projects will be implemented. The Thurston County Comprehensive Plan projects that by the year 2040, the population of Thurston County is projected to grow to 393,700, an increase of 116,800 or 42% from the 2017 population of 258,000. Which means that within the next six years, the population is expected to grow by almost 13%.¹ Table 6-3 provides generalized project projections for each of the programs for this planning period.

Capital Facilities Definition:
Facilities owned by Thurston County and other public entities necessary to support the county's current and forecast population growth. These include, but are not limited to, roads, bridges, sewers, parks, water supply and conveyance systems, stormwater management systems, water and wastewater disposal and treatment systems, schools, fire facilities, and county buildings.

2019 Update: Critical Issues

- ❖ Maintaining existing facilities;
- ❖ Prioritizing between maintenance projects and new infrastructure;
- ❖ Addressing existing deficiencies;
- ❖ Reliance on economic conditions to obtain funding through impact fees associated with building permits;
- ❖ Increases in regulatory requirements, especially for water and sewer;
- ❖ Unexpected variances to growth projections; and
- ❖ Coordination with other jurisdictions and agencies.

| Public Facilities | Public Services |
|---|---|
| <ul style="list-style-type: none"> ▪ Streets, roads, & highways; ▪ Sidewalks, road lighting systems & traffic signals; ▪ Domestic water systems; ▪ Stormwater & sanitary sewer systems; ▪ Parks & recreation facilities; and ▪ Schools. | <ul style="list-style-type: none"> ▪ Fire protection & suppression; ▪ Law enforcement; ▪ Public health; ▪ Education; ▪ Environmental Protection; and ▪ Other government services. |

¹ TRPC Small Area Population Estimates and Population and Employment Forecast Work Program, 2017.

II. PLANNING CONTEXT FOR CAPITAL FACILITIES

A. COUNTY WIDE PLANNING POLICIES

This chapter has been developed in accordance with state Growth Management (GMA) goals and is coordinated with other chapters of the Comprehensive Plan. The County Wide Planning Policies (CWPPs) were developed by Thurston County and ratified by each of the seven cities and towns within Thurston County, first adopted in 1992 and amended in 2015. CWPPs related to Capital Facilities include:

3.2 Coordinate Urban Services, Planning, and Development Standards through:

- a. Maximizing the use of existing infrastructure and assets, and leveraging the value of these in building vital, healthy, and economically viable communities.
- b. Making public investments that further multiple community goals, target identified priorities, and leverage additional investment.
- c. Considering both economies of scale and long-term maintenance cost when investing in infrastructure.
- d. Providing and maintaining municipal services (water, sewer, solid waste, public safety, transportation, and communication networks) in a sustainable, and cost-effective manner.

GROWTH MANAGEMENT ACT

The Growth Management Act (GMA) requires a Capital Facilities plan to coordinate with other plan elements and implement the Land Use Element of the Comprehensive Plan.

Goal 12 of the GMA, the Concurrency Goal, requires jurisdictions to “ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy”. The Capital Facilities Element is one way the County can plan for this.

State guidelines for implementing GMA (Chapter 365-196-415 WAC), state that policies should be adopted which call for the following:

1. An inventory of **existing capital facilities** owned by public entities, also referred to as "public facilities," showing the locations and capacities of the capital facilities;
2. A forecast of the **future needs** for such capital facilities based on the land use element;
3. The proposed **location and capacities** of expanded or new capital facilities;
4. At least a **six-year plan** that will finance such capital facilities within projected funding capacities and clearly identifies sources of public money for such purposes; and
5. A requirement to **reassess the land use element** if probable funding falls short of meeting existing needs and to ensure that the land use element, capital facilities plan element, and financing plan within the capital facilities plan element are coordinated and consistent. Park and recreation facilities shall be included in the capital facilities plan element.

- e. Coordinating planning and implementation of policies regarding urban land use, parks, open space corridors, transportation, and infrastructure within growth areas. Developing compatible development standards and road/street level of service standards among adjoining jurisdictions.
- f. Phasing extensions of urban services and facilities concurrent with development and prohibiting extensions of urban services and facilities, such as sewer and water, beyond urban growth boundaries except to serve existing development in rural areas with public health or water quality problems.
- g. Identifying, in advance of development, sites for schools, parks, fire and police stations, major storm water facilities, greenbelts, open space, and other public assets. Acquisition of sites for these facilities shall occur in a timely manner and as early as possible in the overall development of the area.

6.1 Develop financing methods for infrastructure which minimize the taxpayer's overall burden and fairly divide costs between existing and new development.

6.3 Cooperatively explore methods of coordinating financing of infrastructure in urban growth areas.

7.3 Provide in comprehensive plans for an adequate amount of appropriately located land, utilities, and transportation systems to support desirable economic development. Create and maintain regulatory certainty, consistency, and efficiency.

The policies are especially applicable to Urban Growth Areas (UGAs), though some apply throughout the unincorporated area of Thurston County.

B. JOINT JURISDICTIONAL AND DEPARTMENT PLANNING

The Capital Facilities chapter and the Capital Improvement Program enhance coordination between departments and agencies, reducing possible conflicts and overlapping projects. The County coordinates with other jurisdictions to prioritize lands needed for public facilities and areas of shared need through the joint planning process.

More information regarding how lands are identified for siting of essential public facilities can be found in the Land Use Chapter (Ch. 2) of the County's Comprehensive Plan. All capital facilities must have either a concurrency mechanism or an adequacy mechanism to trigger appropriate reassessment if services falls below the adopted level of service standards. If the adopted level of service is not achievable within the projected funding capacities the county is required to address the funding inadequacy. This may be accomplished by completing any combination of the strategies found in objective 1-G and other GMA compliant methods for addressing shortfalls. The adjustment to land use to achieve levels of service standards is a means to attain concurrency. Concurrency refers to the timely provision of public facilities and services relative to demand for them.

Transportation standards are the only facility required to have concurrency mechanism pursuant to GMA. Adequacy mechanism for other facilities have been developed to meet the requirements of GMA Goal 12.

Thurston County plans for, reviews, and permits rural and urban development that depend upon multiple local entities for support infrastructure. These other public entities include school districts, fire districts/authorities, water supply, wastewater and treatment facilities, and transit entities. Providing infrastructure support is the responsibility of the other public entities. Thurston County cannot control the planning or construction of capital facilities by other public entities within its borders, all of which have their own legislative bodies and operate independently from the County government. However, the capital facilities planned by these other entities should be, under the Growth Management Act, addressed in the County's Capital Facilities chapter.

Inclusion of capital facilities planning by these other entities will promote consistent and unified capital facilities planning throughout the County. However, the inclusion of their plans does not imply County approval or disapproval of the plans or the levels of service, which they adopt. Rather, their inclusion insures compliance with the GMA and enables a consistent approach to capital facilities planning throughout the County, taking into consideration the Capital Facilities plans of all public entities in the County. Most of the public entities have adopted their own 6- and 20-year Capital Facilities Plans. For more information, please refer to the Six-year Capital Improvement Program (Appendix G) for Thurston County and the other public entities' adopted Capital Facilities Plans. For goals and policies related to schools and coordinated planning with other public entities, see Section III of this plan.

Schools and Fire Districts create their own capital facilities plan, and thus are not included within the summary of Capital Facilities, in Section IV. The County collects impact fees for 4 of the 8 school districts and 1 of the 13 fire districts. Each individual Capital Facilities Plan for these 5 districts that the County collects impact fees from, is adopted by reference by the County. The CIP includes a list of projects and funding sources for other entities.

Other County Plans

- ❖ Regional Transportation Improvement Program
- ❖ Solid Waste Management Plan (2009)
- ❖ Thurston County Hazardous Waste Management Plan (2014)
- ❖ Stormwater Management Program Plan (2018)
- ❖ Parks, Recreation, Trails, and Natural Resource Preserve Plan (2013)
- ❖ Thurston Regional Trails Plan (2007)
- ❖ Drainage Design and Erosion Control Manual (2016)
- ❖ Joint City/County Plans
- ❖ Subbarea Plans

Table 6-1. Interjurisdictional Shared Needs for Public Purpose Lands

| Project Serving Shared Needs | County Department & Jurisdictions | Project Serving Shared Needs | County Department & Jurisdictions |
|---|---|---|---|
| Beneficial Re-Use of Closed Landfill (Park & Ride Facility) | Thurston Public Works Lacey WSDOT | Yelm – Tenino Trail (coordinated recreation use/ stormwater retention/utility corridor/highway access/ potential future rail use) | Thurston Public Works Yelm Rainier Tenino WSDOT TRPC |
| Mallard Pond Phase II | RS-SWU Lacey | Gate to Belmore Trail (coordinated recreation | Thurston Public Works Tumwater |

Adopted November 2019

| | | | |
|--|---|---|---|
| | | use/ potential future rail use) | Rail Transit (Future) State Parks RCO WDFW DOE TRPC |
| CLT Green Cove Creek Basin Project- Land Acquisition | Thurston Parks RS-SWU Olympia | Griffin Athletic Fields | Thurston Public Works Griffin School District |
| Grand Mound – WSDOT SRA Sewer Connection | Thurston Public Works WSDOT DOE | Park Acquisitions | Thurston Public Works Lacey Olympia Tumwater Yelm Tenino Rainier DNR WSDOT State Parks |
| WARC HazoHouse Replacement | Thurston Public Works Lacey DOE | Glacial Heritage Preserve | Thurston Public Works DNR |
| WARC Closed Loop Park | Thurston Public Works Lacey WSU Master Growers | Boston Harbor Boat Ramp | Thurston Public Works WDFW |
| Chehalis Western Trail (coordinated recreation use/ stormwater retention/utility corridor) | Thurston Public Works Lacey Olympia WDFW WSDOT DNR TRPC | Lake Lawrence Park (coordinated recreation use) | Thurston Public Works WDFW DNR |

III. GOALS, OBJECTIVES AND POLICIES

Additional programmatic or department-specific goals, objectives, and policies are listed within the relevant elements of the Comprehensive Plan.

GOAL 1: PROVIDE PUBLIC FACILITIES AND SERVICES AT REASONABLE COSTS, IN PLACES, AND AT LEVELS COMPATIBLE WITH PLANNED DEVELOPMENT INTENSITY AND ENVIRONMENTAL PROTECTION FOR THE NEXT 20 YEARS. SUCH SERVICES SHOULD NOT DECREASE CURRENT SERVICE LEVELS BELOW LOCALLY ESTABLISHED MINIMUM STANDARDS.

OBJECTIVE 1-A: Public Involvement in Planning. Public involvement will be provided in all phases of public facilities planning.

POLICIES:

1. The public will be notified of and given opportunities to participate in the drafting and final adoption of:
 - a. Standards for public facilities (such as road standards).

- b. Capital improvement plans and funding methods (e.g., Boston Harbor or Grand Mound Sewerage Planning, and six year Capital Facilities Plans).
 - c. The identification of levels of service standards or other determinants of need for public capital facilities, and establishment of new public facility management programs (e.g., stormwater).
2. All county departments should notify the public of the development of new plans, programs and regulations.

OBJECTIVE 1-B: Capital Facilities Planning. Within the County's financial capacity, adopt a carefully planned program of county services and facilities.

POLICIES:

1. Plan appropriate county facilities commensurate with the ability of the county to fund them.
2. Provide County facilities and services in a manner that supports future growth based on the land use element.
3. The land use element of the comprehensive plan must be periodically reassessed to ensure that land use is coordinated and consistent with the financing plan within the capital facilities element and to ensure probable funding does not fall short of meeting existing needs.

Correctly time and size capital facilities to provide adequate growth capacity and to avoid expensive remedial action.

OBJECTIVE 1-C: Environmental Impacts. When designing and locating public facilities, procedures will be followed to avoid all possible adverse impacts and follow mitigation sequencing to mitigate any unavoidable adverse impacts on the environment and other public facilities.

POLICIES:

1. Impacts on critical areas, natural resource lands, and transportation systems should be considered and adverse impacts avoided to the greatest extent possible and mitigate unavoidable adverse impacts.
2. Public facilities should be sited with the least disruption to critical areas and natural resource lands.

OBJECTIVE 1-D: Paying for Capital Facilities. Ensure that costs of county-owned capital facilities are within the county's funding capacity, and equitably distributed between users and the county in general.

POLICIES:

1. Use the Capital Improvement Program to integrate all of the County's capital project resources (grants, bonds, general county funds, donations, real estate excise tax, conservation futures levy, fees and rates for public utility services, and any other available funding).
2. Assess the additional operations and maintenance costs associated with the acquisition or development of new capital facilities. If accommodating these costs places an unacceptable

burden on the operating budget, capital plans may need to be adjusted.

3. Promote efficient and joint use of facilities with neighboring governments and private citizens through such measures as interlocal agreements and negotiated use of privately and publicly owned lands or facilities (such as open space, stormwater facilities or government buildings).
4. Explore regional funding strategies for capital facilities to support comprehensive plans developed under the Growth Management Act.
5. Develop agreements between the County and cities for transferring the financing of capital facilities in the Urban Growth Areas to the cities when they annex the contributing lands.
6. Users pay for capital facilities, except when it is clearly in the public interest not to do so.
7. Provide capital facilities at the lowest possible cost, but take into account both construction and operation/maintenance costs.

OBJECTIVE 1-E: Coordination with Growth. Capital facilities plans should be prepared and facilities constructed to support planned growth.

POLICIES:

1. Land use decisions as identified in the Comprehensive Plan and Joint Plans should be the determinants of development intensity rather than public utility decisions and public utility planning.
2. Where land use plans and zoning designate urban levels of land uses and subsequently adopted long-range plans for public utilities show that urban levels of utilities are not feasible, the plan and zoning designations should be reviewed.
3. Extension of services and construction of public capital facilities should be provided at levels consistent with development intensity identified in this Comprehensive Plan, sub-area plans still in effect, and joint plans.
4. Capital facilities within urban growth areas should be phased outward from the urbanizing core as that core becomes substantially developed, in order to concentrate urban growth and infilling.
5. New users of capital facilities should not reduce service levels for current users.
6. The County should coordinate capital facilities planning with cities and towns and identify shared needs for public purpose lands.

OBJECTIVE 1-F: Financing Plan. Develop a six-year financing program for capital facilities that meets the requirements of GMA, achieves county's adopted levels of service and is within its financial capabilities as determined by projected financial resources.

POLICIES:

1. Maintain and update, on at least a biennial basis, a six-year capital financing program for capital facilities that identifies projects, outlines schedules, and designates realistic funding and sources for all county capital projects.
2. Thurston County's annual capital budget and six-year transportation program required under RCW 36.81.121 will be fully consistent with the intent and substance of this Capital Facilities chapter, six-year financing program (CIP) and the Transportation Chapter of this Comprehensive Plan.
3. The year in which a project is carried out, or the exact amounts of expenditures by year for individual facilities may vary from that stated in the Comprehensive Plan due to:
 - a. Unanticipated revenues or revenues that become available to the county with conditions about when they may be used, or
 - b. Change in the timing of a facility to serve new development that occurs in an earlier or later year than had been anticipated in the Capital Improvement Program.
4. Specific debt financing proposals may vary from that shown in the Comprehensive Plan due to changes in interest rates, other terms of financing, or other conditions which make the proposals in the plan not advantageous financially.
5. The addition of an entirely new facility, not anticipated in the Capital Improvement Program, will require formal amendment to the Comprehensive Plan.
6. The transportation projects in the Capital Improvement Program and Transportation Chapter of this Comprehensive Plan will be consistent with the Regional Transportation Plan and Transportation Improvement Plan.

OBJECTIVE 1-G: Addressing Inadequacies. If the County is faced with capital facility funding shortfalls, use any combination of the following strategies to balance revenues and needs for public facilities required to serve existing and future development.

POLICIES:

1. Increase Revenues
 - a. Bonds
 - b. New or increased user fees or rates
 - c. New or increased taxes
 - d. Regional cost sharing
 - e. Developer voluntarily funds needed capital project
2. Decrease Level of Service Standards
 - a. Change Level of Service Standards, if consistent with Growth Management Act Goals
3. Reprioritize Projects to Focus on Those Related to Concurrency
4. Decrease the Cost of the Facility
 - a. Change project scope
 - b. Find less expensive alternatives
5. Decrease the Demand for the Public Service or Facility

- a. Institute measures to conserve or cut use of the facility, such as ride-sharing programs to cut down on traffic demands on roadways
 - b. Institute measures to slow or direct population growth or development, such as, moratoria on development, developing only in areas served by facilities with available capacity until funding is available for other areas, changing project timing and/or phasing
6. Revise the Comprehensive Plan's Land Use Chapter
 - a. Change types or intensities of land use as needed to balance with the amount of capital facilities that can be provided to support development

GOAL 2: PROVIDE SAFE AND CONVENIENT ACCESS TO EDUCATIONAL FACILITIES.

OBJECTIVE 2-A: Schools. Mechanisms and procedures should be established and maintained to ensure that new school facilities are coordinated with growth and their impacts on roads and neighboring uses are considered.

POLICIES:

1. All development proposals should consider enrollment impacts on schools.
2. Where the size of a single proposed development warrants, the developer should identify at the first stage of project review proposed school sites meeting school district standards such as topography, acreage requirements, location, and soil quality. Such sites should be dedicated for school use under terms negotiated by the developer and the school district.
3. Schools should be sited to consider transportation and health needs as follows:
 - a. Where practical, schools should be located along non-arterial roads in order to minimize potential conflicts between pedestrian and vehicular traffic. Where the school district finds that siting on arterials is the most practical, school development should include frontage and off-site improvements needed to mitigate the impacts of pedestrian and vehicular traffic.
 - b. Availability of sewer and water facilities should also be considered in siting schools, as well as location in areas not subject to exposure from hazardous/dangerous materials, poor air quality or safety hazards.
4. School siting and expansion should avoid prime agricultural land.
5. The County should notify affected school districts of new subdivision proposals, and new schools should be reviewed by the county through a site plan review zoning process where impacts on roads and neighboring uses are considered.
6. Facilitate the collection of School impacts fees through County code.

OBJECTIVE 2-B: Shared Facility Use with Schools. The County, school districts, and other governmental agencies should coordinate the use of facilities and operation of programs in order to use facilities efficiently and avoid duplication of public expenditures.

POLICIES:

1. Shared use of school facilities by the general public should be encouraged.

2. The County and the school district should cooperate in the planning and utilization of school and recreational facilities.

GOAL 3: PROVIDE ADEQUATE, WELL-LOCATED PUBLIC LANDS AND FACILITIES, ENSURE THE COUNTY DOES NOT PRECLUDE THE SITING OF ESSENTIAL PUBLIC FACILITIES, AND ADOPT SPECIAL DISTRICT CAPITAL FACILITY PLANS INTO THIS PLAN BY REFERENCE WHEN CONSISTENT WITH THE THURSTON COUNTY COMPREHENSIVE PLAN.

OBJECTIVE 3-A: Land for Public Purpose. Identify, in advance of development, appropriately sited lands needed for public purposes, including essential public facilities.

POLICIES:

1. The County should obtain or secure (e.g., by obtaining a right of first refusal for desired property) sites needed for County public facilities as early as possible in the development of an area, to ensure that the facilities are well located to serve the area and to minimize acquisition costs.
2. The County should support regional coordination efforts in identifying shared needs for lands for public purposes to maximize the efficient use of public capital resources.
3. The County should ensure that its development regulations do not preclude the siting of essential public facilities, subject to reasonable development standards and mitigation measures, within Thurston County.
4. The County should identify and site essential public facilities in accordance with the County Wide Planning Policies.
5. Facilitate the collection of Impact Fees for fire protection facilities through the County code.

OBJECTIVE 3-B: General County Government Facilities. County government buildings should be located to provide convenient access to residents being served, where appropriate public facilities and services are available or can be provided, and designed for efficient and frugal use of public monies.

POLICIES:

1. Standards for level of service must be realistic and attainable.
2. Level of Service standards for County Buildings should be based on:
 - a. Consideration of national, state, and professional standards for the applicable space.
 - b. Applicable federal and state laws.
 - c. Cost effectiveness and consideration of the ability of the county to fund ongoing costs of operations and maintenance.

3. Efficiency in design, sustainability, and use should be a goal for new facility development. Building design and function must promote flexibility to accommodate a variety of uses and interior spatial changes. New facilities should be built for a 50-year life span.
4. Alternatives to construction of new space should include such considerations as innovative use of alternative hours, telecommuting, night court, kiosks, distributed service locations, and pursue technologically feasible alternative.
5. Public-private partnerships should be examined for their potential to offset costs and improve efficiency.
6. Building condition assessments should be initiated and sustained to inform the major maintenance program.
7. Evaluation of capital costs and maintenance and operation costs should give priority to long-term energy efficiencies achieved through design and construction.
8. Costs, including capital expenses, amortization, depreciation, and maintenance and operation costs, should be funded through a Capital Reserve Fund and through charging space in County Buildings.

IV. CAPITAL FACILITIES SUMMARY

Many of the sections below have individual chapter elements with the appropriate goals and policies, detailed inventories, and Level of Service Standards. Those sections are adopted by reference in each applicable section.

Level of Service (LOS): These are established by applying national standards, regional averages, or service-level assessments for a particular facility or service.

A. REGIONAL PARKS, TRAILS, OPEN SPACES, AND PRESERVES

Overview:

Recreation, the pursuit of leisure activities, enjoyment of the outdoors, preservation of open space and habitat, and the natural environment are essential elements in maintaining a balance in the quality of life throughout Thurston County.

See Chapter 9, Environment, Recreation and Open Space for information on Level of Service standards for parks.

Existing Inventory:

Thurston County currently has 33 park sites, accounting for a total of 2,645 acres. These sites include twelve active parks (631 acres), only five of which are fully or partially developed; six preserves and three historic sites (1,158 acres); and 12 trails/trail properties, accounting for 47.8 miles of planned 58-mile recreational trail system. Approximately 34.3 miles of the trail system have been developed. The rest of the trail system is currently undeveloped. A current list of all existing facilities is located in Appendix G.

Future Needs:

Thurston County citizens have expressed a high level of interest in preserving open space and

unique natural areas and insuring there are adequate park and recreation facilities in the county to meet the needs of a diverse and growing population. The highest priority needs have been defined as interconnecting trail systems, water access sites, picnic areas, and nature preserves. Park classifications, details of park development and establishment of level of service standards are found in the Thurston County Comprehensive Plan (Chapter 9) Parks, Recreation, Trails and Natural Resource Preserve Section.

Thurston County has 288 acres of parkland and trails developed and operational. The net increase of land dedicated for park and trail purposes that meets the Level of Service (LOS) standard is 590 acres. This LOS standard amounts to a total of 406 acres of Urban/Regional Park land, 61 acres of Public/Private Enterprise Park land, and 123 acres of Greenways/Trail lands.

When the proposed land acquisitions in the Six-Year Capital Improvement Program for Thurston County Facilities are added to the current acreage, an adequate LOS is maintained to address the needs and demands of an increasing population. To insure proper planning for specific needs through the planning period, the County will monitor the adequacy of County park facilities by reviewing the Parks Plan annually and fully updating it every five years. As part of this long-range planning process, the county will explore acquisition of valuable active park, preserve, or other properties that may become available on an "opportunity to acquire" basis. Parklands to be acquired will be focused on meeting specific needs for types of park facilities not met by other jurisdictions and/or the private sector. The size and amount of specific recreational facilities will vary from area to area, and for a specific park sub-classification.

Capital Projects and Funding:

It is anticipated throughout the planning period that approximately \$40 million would be spent on various park and trail projects. These costs would be paid from park impact fees, and real estate excise tax funds. See Section V for descriptions of these funds. Specific park and trail projects anticipated in the six-year planning period including their associated funding sources, are shown in the Six-Year Capital Improvement Program for Thurston County, in Appendix G.

B. SOLID WASTE

Overview:

RCW 70.95.080 states that: "Each county within the state, in cooperation with the various cities located within such county, prepare a coordinated, comprehensive solid waste management plan." Thurston County coordinated with local jurisdictions to develop the Thurston County Solid Waste Management Plan of 1993 and subsequent plans of 2001 and 2009 and is currently revising the 2009 plan.

See Chapter 7, Utilities for information on Level of Service standards for solid waste.

This Solid Waste Capital Facilities plan identifies those capital projects required to: 1) meet the policy goals and objectives in the Thurston County Solid Waste Management Plan and Thurston County Comprehensive Plan; 2) comply with federal and state law; and 3) address facility safety, operational, capacity and obsolescence issues.

Existing Inventory:

Includes the Thurston County Waste and Recovery Center (WARC) formerly known as Hawks

Prairie Landfill, and two transfer locations; Rainier Drop Box and Rochester Drop Box . Further details about capacity and location of current solid waste facilities can be found in Appendix G.

Future Needs:

The forecast of municipal solid waste (MSW) needs is based upon the solid waste generation projections in the Thurston County Solid Waste Management Plan and the ability of the facility to meet the Level of Service (LOS) standards.

A project assessment process objectively ranks projects based on a project's ability to meet LOS units including regulatory compliance, health/safety goals and policies, sustainability, technical feasibility and associated project costs.

Projects are scheduled over a six-year period relative to their ranking. Changes in priorities occur only when an unforeseen circumstance causes a capital failure requiring immediate attention.

Capital Projects and Funding:

Solid waste capital projects are typically funded through two-revenue sources, including solid waste tipping fees and post-closure reserve funds. Tipping fees are charges and fees paid by the self-haul (public) and commercial customers that use Thurston County's solid waste facilities.

WAC 173-350-600 requires that municipal corporations establish a financial surety known as a Post Closure Reserve to fund environmental monitoring and maintenance at a closed landfill for a period of thirty years. Thurston County has established this reserve for its Hawks Prairie Landfill. Capital projects required to maintain the closed landfill cells are funded from the post closure reserve. Appendix G details the proposed projects and funding sources.

C. STORMWATER FACILITIES**Overview:**

Discharge of county's drainage systems to natural surface water systems results in the county being subject to the Federal Clean Water Act through the National Pollutants Discharge Elimination System (NPDES) permit program administered by Washington Department of Ecology. Chapter 7 and 9 of the Comprehensive Plan provide policy guidance related to stormwater management in Thurston County.

See Chapter 7, Utilities for information on Level of Service standards for stormwater facilities.

Existing Inventory:

The county maintains inventory information on nearly 103 miles of pipe systems; nearly 6290 catch basins; 3,246 culverts; and 26,765 pipes, ditches, and swales. The county also maintains a drainage inventory of the 77 county owned or operated stormwater facilities, as well as 991 privately owned residential or commercial stormwater facilities. The extensive amount of drainage inventory data makes traditional tabular or mapped presentation of the drainage features and feature attributes impractical. The Surface Water Utility maintains an inventory of these facilities using the software, VUEWorks.

Future Needs:

To meet the stormwater minimum Levels of Service (LOS) as defined in Chapter 7 of the Thurston County Comprehensive Plan, the County adherents to the county's Stormwater Management Program Plan and Drainage Design and Erosion Control Manual design standards. The list of stormwater projects to address the impacts of development is developed through a number of ongoing programs, including drainage complaint responses, basin characterization plans, and watershed planning.

Annually, projects are comprehensively reviewed and prioritized according to a ranking system. This ranking system takes into consideration several things including, but not limited to, location, regulations, water quality, protection of people and property, environment, habitat, and ecology. Further details can be found in *Thurston County Stormwater Utility Capital Project Rating Form Instructions and Worksheet*, available on the county stormwater utility website at <http://www.thurstoncountywa.gov/sw/swdocuments/project-rating-forms.pdf>. Once ranked, each project is given additional consideration as it relates to drainage basin planning and utility needs, as appropriate.

Capital Projects and Funding:

Stormwater improvement projects in the upcoming planning period are one of three types: flood control, water quality facilities, or riparian restoration. The short-term stormwater needs are designated to mitigate the highest priority impacts. These are included in Appendix G along with details of the proposed projects and their funding sources. It is anticipated the \$44.3 million will be spent on stormwater improvement projects over the planning period. These costs are funded through stormwater rates or a combination of rates, grants and/or loans. Further information about funding sources can be found in Section V of this Chapter.

D. WATER AND SEWER SYSTEMS**Overview:**

As a matter of policy, Thurston County does not provide municipal water and/or municipal sewer service to rural areas, with the exception of those areas where a public health related issue or water quality concern necessitates county involvement. Therefore, this plan does not provide for programmatic construction of capital facilities in association with rural sewer and water systems, which are not currently owned, operated, and maintained by the county. Cities are expected to provide water and sewer facilities to unincorporated areas within their respective urban growth areas.

See Chapter 7, Utilities for information on Level of Service standards for water and sewer systems.

Existing Inventory:

The county currently owns and operates a total of 8 utilities, including 3 water utilities (Boston Harbor, Tamoshan and Grand Mound) and 5 sewer utilities (Boston Harbor, Tamoshan/Beverly Beach, Olympic View and Grand Mound). Further information about existing facilities can be found in Appendix G.

Future Needs:

The future needs of water and wastewater facilities are based on the goals, objectives, and policies

stated in Chapter 7 (Utilities) of the Thurston County Comprehensive Plan, Water and Wastewater system plans, and the ability to meet the facilities LOS standard. A project assessment process objectively ranks projects based on a project's ability to meet Level of Service (LOS) units including regulatory compliance, health/safety goals and policies, sustainability, technical feasibility and associated project costs.

Capital Projects and Funding:

Water and wastewater facility capital projects are typically funded through utility rates. Further information about rates can be found in Section V of this Chapter. The capital projects anticipated over the next planning period are listed in Table 6-2 below. Appendix G details the near term proposed projects and funding sources.

Table 6-2. Proposed Water and Sewer Projects

| Project | Description |
|--|---|
| Grand Mound Sewer and Water Utilities | |
| Implement Biosolids Management Program | Implementation of Plan necessary to ensure a reliable disposal system in compliance with regulatory requirements. |
| Replace Water and Sewer SCADA Radio | Upgrade telemetry in the sewer and water systems to provide reliable communication between system components for optimum operations. |
| Provide Second Water Reservoir | Increase the capacity of the water system to supply domestic and fire flow. |
| New Cooling Systems for Grand Mound Vacuum Stations (North and South) | Both vacuum sewer stations were built without adequate cooling/ventilation and they each heat up to the point that they shut off. |
| Land Acquisition for Wells #3 and #4 | To lock up land for future wells needed to supply the growing community. |
| Sewer Manhole Rehabilitation | Preserve the manholes and increase the efficiency of flow through the system. |
| Grand Mound Wastewater Treatment Plant Expansion & Class A Reclaimed Water | Improve the class of wastewater produced to allow recharging of groundwater/creeks in exchange for maintaining allocation of water rights. |
| Grand Mound Waste Water Treatment Plant, Second Oxidation Ditch | Project will Expand the wastewater treatment plant by constructing a second oxidation ditch at the Grand Mound Wastewater Treatment Facility. The need is driven by development in Grand Mound. |

Adopted November 2019

| | |
|--|--|
| Grand Mound Way Watermain Loop | Project will provide water service to land not yet served within the UGA and will add to system redundancy and reliability to maintain water service and fire flow in event of damage or repairs to existing main. |
| Vacuum System Program | Upgrades to the sewer vacuum system in order to maintain proper sewage collection and disposal. |
| Implement Grand Mound Well and Pumps Program | Add water supply to the water system to meet increased demand as Grand Mound grows. |
| Tamoshan Sewer and Water Utilities | |
| Upgrade Tamoshan Wastewater Treatment Plant (WWTP) and Collection Repairs-Plant and Pump | Upgrade components of the WWTP and collection system so that the sewage can be collected and treated effectively and reliably to meet environmental and regulatory requirements. |
| Upgrade Tamoshan Water Reservoir System/Outlet Filter Screen | Improve water quality. |
| Upgrade Water Treatment System | Improve water quality and comply with regulatory requirements. |
| Improve Tamoshan Watermain | Keep pipes in good repair and provide redundancy and good water flow through the system. |
| Repair and Upgraders of Sewer Infiltration & Inflow (I&I) | Repair and/or replace leaking pipes so that the collection system and the treatment plant are not processing stormwater and groundwater. |
| Tamoshan Generators-Replacements; a) Water system; b) Sewer system (Beverly Beach) | Replace the generators to provide reliability during power outages. |
| Boston Harbor Water and Sewer System | |
| Boston Harbor Water System – Provide Generator Auto Switch | Allow automatic engagement of the generator when power fails. |
| Boston Harbor Water System - Green Sand Filter and Meter Upgrades | Improve water quality and meet regulatory requirements. |
| Boston Harbor Waste Water Treatment Plant Electrical Upgrades | The electrical system, including the controllers to the plant are in need of repair and replacement. |
| Boston Harbor Wastewater Treatment Plant Program | <ul style="list-style-type: none"> • Replace watermains that are old and below current standards; |

| | |
|------------------------------------|---|
| | <ul style="list-style-type: none"> • Loop mains together to improve water circulation and improve fire flow; • Replace generator for reliable service during power outages and other work to keep WWTP functioning properly |
| Boston Harbor Sewer I&I Upgrades | Repair and/or replace leaking STEP tanks and pipes so that the collection system and the treatment plant are not processing storm and groundwater |
| Boston Harbor Sewer System Program | Repair and replace components of the collection system such as STEP, pipes, discharge end locate and repair, and other improvements to ensure the collection system operates efficiently. |

E. TRANSPORTATION

Overview:

Thurston County's Comprehensive Plan lays the groundwork for the County's Transportation Capital Improvement Program. Transportation policies are set forth in Chapter 5 of the Comprehensive Plan and implemented through the Thurston Regional Transportation Plan and the Thurston County six-year Transportation Improvement Plan required by the Washington State Department of Transportation.

See Chapter 5, Transportation for information on Level of Service standards for transportation facilities.

Inventory of Existing Facilities:

Thurston County is responsible for maintaining over 1,000 miles of roads and associated facilities and 109 bridges. Thurston County's roadway network is principally made up of County roads as well as state highways which provide intercity and interstate connections. Map T-1 illustrates the existing roadway network of unincorporated Thurston County. In addition to roadway inventory the County maintains the following inventories to help determine the transportation condition and capacity:

- ❖ Traffic Sign Inventory
- ❖ Guardrail Inventory
- ❖ Bridge Index (summary of bridge conditions)
- ❖ Pavement Management Program (pavement condition survey)
- ❖ Thurston County Barrier Culvert Inventory (fish passage)

Further details about existing facilities can be found in Appendix G.

Future Needs:

Map T-9 illustrates the adopted LOS standards for unincorporated Thurston County. The 20-year forecasts have been completed within the Regional Transportation Plan and information is presented in Map T-10. Chapter 5 contains details about the level of service standards and the

future transportation needs.

Capital Projects and Funding:

The County plans to expend \$229 million on transportation projects over the next 20 year planning period. These projects are improvements or additions to transportation facilities such as roads, bridges, sidewalks, bike lanes, and other roadway features that are needed to meet population demands and have been prioritized. The categories below describe the types of projects and more details about specific near-term projects can be found in Appendix G and the Transportation Improvement Program.

Bridge Projects. Typically selected by using the State of Washington Inventory of Bridges and Structures (SWIBS) database. The database analyzes the structural adequacy and safety of the bridge, its serviceability and functional obsolescence, and how essential it is for public use. The State Bridge Committee selects bridges based on the SWIBS criteria for available federal funding.

Culvert Projects. Include those culverts that are in need of repair and/or replacement based upon condition, maintenance history, and other criteria.

Design Standard. Provide greater lane width, improve roadway curves, slope flattening, or increase load carrying capacity on new road construction projects. These do not typically add lanes except as needed for safety or capacity at certain intersections.

Fish Passage Enhancements. Fish passage barriers or deteriorating culverts are ranked in their order of benefits to salmonoid using the Salmon and Steelhead Enhancement and Restoration (SSHEAR) methodology developed by Washington Department of Fish and Wildlife (WDFW). Other priority methods may be used to secure funding depending on the funding opportunities.

Non-Motorized Improvements. The construction of new sidewalks, crosswalks, safe routes to school, and accessibility improvements.

Roadway Capacity. Those that assure transportation infrastructure is available to meet demand created by new development as required by the Growth Management Act. County concurrency projects include those not addressed by developers and primarily consist of projects identified as regional needs in the Thurston Regional Transportation Plan, 20-year Transportation Project List contained herein.

Road Preservation. The inventory of visual pavement distress/cracking, traffic volumes, and other factors to rate the pavement. Asphalt overlays are considered a restoration to the roadway versus routine maintenance such as patching or liquid asphalt sealing of the pavement surface.

Safety Improvements. A variety of investments that are intended to support the goals outlined in the Washington State Strategic Highway Safety Plan, Target Zero (explained in the Transportation Element). These could include spot improvements such as turn lanes at an intersection or systemic investments made throughout the roadway network. This category also includes repair of compromised roadways where it is determined unsafe to use due to natural disaster such as floods,

mudslides, or bank erosion.

Programs. Miscellaneous projects, studies, culverts, small bridge improvements, and other minor improvements.

F. GENERAL COUNTY GOVERNMENT FACILITIES AND SERVICES

Overview:

Thurston County provides a number of public services which are grouped under the heading of “general county government.” The typical type of facility needed for general county government function is general purpose office space. Other facilities that support “general county government” functions include hearing rooms and conference rooms, records storage, and parking. The primary county agencies that require these government facilities are the departments in the executive branch, such as Public Works, Community Planning and Economic Development, and the operating offices with elected officials, such as the Assessor, the Treasurer, and the Auditor. Additionally, the County operates Fairgrounds that includes agriculture buildings and space for special events.



Law and justice services and facilities are included in the “general county government” category. The law and justice system is a network of services including law enforcement, courts, detention facilities, alternative programs, and prevention programs.

Inventory of Existing Facilities:

The county maintains multiple buildings for administrative personnel, law and justice services, as well as equipment. A full list of existing facilities can be found in Appendix G.

Future Needs:

The population forecast suggests that additional services will be needed over the planning period; but these do not translate directly into proportionate increases in general government staff or facility needs. Therefore, the LOS standards for maintenance and operations of facilities are based on the goals and policies supportive of providing adequate County facilities found in this chapter.

Contemporary accessibility and security issues have introduced factors that were not contemplated in the original design and construction of the Courthouse. Newer County facilities in the Mottman, Tilley Road, and Lilly Road areas have better addressed some of these issues, but the approaches are not yet consistent or comprehensive.

As the Courthouse complex nears 40 years of age, its buildings and systems are reaching the end of their useful life and will require major maintenance and rehabilitation to continue as healthy, safe, efficient, accessible, and secure facilities. The County has developed maintenance plans for county buildings which identify major maintenance projects and the reserve contributions that will be necessary to fund such work.

In 2013 the County contracted with a consultant firm to provide a Space Needs Assessment Plan (SNAP). That study confirmed that some County government functions have outgrown the space available in the county buildings within the Courthouse campus. The study did establish space needs in terms of program and square footage. To gather more information, in 2015 the Board requested a broader analysis of the merits of renovating or replacing the Courthouse. The 2015 Courthouse Renovation or Replacement Comparative Feasibility study:

- ❖ Assessed the potential renovation needs of the existing Courthouse complex and explored suitable property near the existing Courthouse that could be used to expand as needed in the foreseeable future.
- ❖ Developed conceptual options for constructing a new Courthouse building or complex of buildings at various general locations within Olympia City limits.
- ❖ Generated cost estimates for the proposed projects and described potential financing options.
- ❖ County administration is considering these strategies for renovating or replacing the Courthouse and will be determining next steps in the coming years.

Capital Projects and Funding:

County owned facilities are aging, and some will require extensive remodeling or replacement in the near future, including Courthouse Buildings 1, 2, and 3. A thirty year major maintenance plan was established and began funding in 1998, with final buildings added in 2010. Major maintenance needs for these facilities have been estimated and funded through annual reserves set aside within a 30-year horizon. The County hired MENG Analysis in 2016 to conduct a thorough set of building condition assessments in order to further develop and refine the major maintenance plan. The County is reviewing the findings to develop strategies to prioritize and fund critical renewal projects in the coming years.

Appendix G includes the general county government facilities related near term projects scheduled at present and funding sources for the proposed projects.

V. FINANCING THE COUNTY CAPITAL FACILITIES

A general description of the revenue sources and which facilities rely on these funding sources are summarized below. The funding sources for each specific capital project is listed in the Six-year Capital Improvement Program for Thurston County (Appendix G). The funding sources include a variety of taxes, bonds, fees and charges, loans and grants. Some are specific to the program for which allocations are proposed to cover the cost of specific projects.

The Capital Facilities element is required before the county can impose certain taxes and impact fees per (RCW 82.02.050(2)) and in order to qualify for state funding or loans for capital facilities. Capital facilities are funded by a mixture of sources, including but not limited to taxes, bonds, impact fees, general facility charges, loans, and grants.

A. IMPACT FEES

Multiple types of impact fees have been adopted by the County to assist with funding prioritized projects. The county adopted impact fees in December 2012, effective April 2, 2013, for transportation, parks, and some school districts. In 2016 and 2017, the county authorized the collection of impact fees for fire districts and fire authorities. This allows the County to equitably recover the cost of impacts to capital facilities and services as a result of new development.

Used for expansion of facilities to meet (LOS) and may not be used for maintenance or operation of facilities. The extent that impact fees may be used for different categories is outlined in Thurston County Code 25.04.130, Use of Funds. These are one-time fees paid at the time of obtaining a building permit, priced depending on building type.

B. REAL ESTATE EXCISE TAX

½ of 1 percent paid by sellers upon the sale of real property within unincorporated county. This money must be spent on Capital Projects specified in the Capital Improvement Program.

C. SALES TAX

1/10th of one cent. Voters approved this tax in September of 1995 for construction, maintenance, and operation of juvenile detention facilities and adult jails.

D. CONSERVATION FUTURES PROPERTY TAX LEVY

4.64 cents per one thousand assessed value. This is a county wide property tax used for some current park land and open space acquisition costs. Rates may not be increased over 6.25 cents per one thousand assessed value on property. The levy is subject to a statutory limit of 1 percent increase per year.

E. MOTOR VEHICLE FUEL TAX (GAS TAX)

The fuel tax is collected and spent per the 18th Amendment of the Washington State Constitution, which mandates that revenue from fuel tax be used for highway purposes, including expenditures by the Washington State Ferries system. The tax is collected and distributed by the Washington State Department of Licensing (DOL), to fund Washington State Department of Transportation (WSDOT) projects.

All counties within the state receive a proportionate share of the state gas tax based on population, road miles, and other factors.

F. UTILITY RATES

Water and Sewer charge rates are established by Thurston County Code 15.12. Stormwater and surface water utility rates are listed in 15.06. Charges are adjusted based on projections of costs and requirements. The capital facilities portion of the rate is expected to gradually increase.

G. UTILITY LOCAL IMPROVEMENT DISTRICT (ULID)

Assessments may be established to fund capital facilities or portions thereof, when necessary, for Water or Sewer facilities. A ULID is a means of assisting benefitting properties in financing capital improvements through the formation of special assessment districts. Municipal governments can use the LID processes in Chapter 35.43 through 35.56 RCW. ULIDs are used to finance infrastructure improvements, not constructing them.

H. CENTRAL SERVICES BUILDING RESERVE

This is a restricted fund which each department pays into based on the square foot of space used by the department. These funds are used for repair and upgrade work that may be needed to maintain buildings in good operational condition.

I. FUNDING PROJECTIONS

The table below identifies a summary of funding for each facility and service for the next 20 year planning period.

Table 6-3. Twenty-year Generalized Project Projections 2020 - 2040

| Program | Project Categories | Estimated 20-Year Costs |
|----------------------|-----------------------------------|-------------------------|
| Parks and Recreation | Development | \$25,000,000 |
| | Major Improvements | \$10,000,000 |
| | Acquisition | \$5,250,000 |
| | Master Planning | \$500,000 |
| Parks Subtotal | | \$40,750,000 |
| Solid Waste | Land Acquisition | \$2,500,000 |
| | Capital Planning | \$1,500,000 |
| | Construction | \$50,000,000 |
| Solid Waste Subtotal | | \$54,000,000 |
| Stormwater | Land Acquisition | \$1,000,000 |
| | Capital Planning | \$3,400,000 |
| | New Construction | \$29,244,200 |
| | Facility Replacement Construction | \$10,723,000 |
| Stormwater Subtotal | | \$44,367,200 |
| Water and Sewer | Water Rights Acquisition | \$5,100,000 |
| | Capital Planning | \$1,530,000 |
| | Land Acquisition | \$3,570,000 |
| | Construction | \$38,760,000 |

| | | |
|---------------------------------------|---------------------|----------------------|
| Water and Sewer Subtotal | | \$48,960,000 |
| Transportation | Capacity | \$122,040,000 |
| | Design Improvements | \$57,120,000 |
| | Safety | \$21,420,000 |
| | Bridges | \$14,280,000 |
| | Other | \$14,280,000 |
| Transportation Subtotal | | \$229,140,000 |
| County Government Facilities | New Construction | \$212,000,000 |
| | Major Improvements | \$109,000,000 |
| | Acquisition | \$10,000,000 |
| County Government Facilities Subtotal | | \$331,000,000 |
| Total | | \$748,217,200 |

VI. LEVEL OF SERVICE STANDARDS

Level of service standards are quantifiable measures by which the availability or adequacy of the service or facility is evaluated. Typically, levels of service standards are established to provide a goal for the amount of service or facility that is expected to be available. Level of service standards may be “de facto”, which is what exists, regardless of the service goal; “adopted”, which is what the jurisdiction officially has established as a benchmark or goal; or “desired”, which is an unofficial goal for the service or facility. Level of service standards are commonly established in units appropriate to the service or facility, such as acres per capita or tons per capita. Adopted level of service standards are those approved by the Board of County Commissioners.

Factors that influence level of service standards are national, federal, and state mandates and standards, recommendations from citizens, and recommendations from advisory groups.

Table 6-4 below shows (see column labeled “CIP LOS”) the level of service that would be needed to support the growth projection of the six-year period covered by this CIP. Level of service standards for corresponding facilities, such as roads, parks and trails, sewer systems, water systems and stormwater are in their respective chapters.

In its last two columns, Table 6-4 also shows how this standard compares to existing level of service, established in 2001 or 2002, and/or other previously adopted standards.

Adopted November 2019

Table 6-4. Level of Service Standards and Comparison to Previous CIP

| Facility | Level of Service (LOS) Units | This CIP LOS Standard (2019-2024) | Existing Service Level (2001 unless noted otherwise) | Previously Adopted LOS Standard (2004-2009) |
|-------------------------|---|--|---|---|
| Coroner | Gross Sq. Ft. (GSF) "x" GSF for up to 200 autopsies per year (& medical exam. system) | 1994 Space Planning Report: 6,656 | 6,950 (gross SF) (2003) | Same as 2004 – 2009 CIP. |
| Courts--District | GSF per courtroom unit (<i>Ctrm., Judic. chamber, Conf. & Jury Rms.</i>) | 1994 Space Plng. Report: 3320/jury ctrm. unit; 2346/non-jury unit 2000: 3 Ctrms.; 3 judicial positions 2014: 4 Ctrms. ; 3.5 judicial positions. 2015 Courthouse Study projected 1,800-2,500/jury courtroom only. 1,500/non-jury courtroom only. 2015 Courthouse Study cited current need for 5 Courtrooms and 2045 need for 7 courtrooms. | Net SF: 2284/jury ctrm. unit 1178/non-jury unit 4 ctrms. | Same as 2004 – 2009 CIP. |
| Courts--Superior | GSF per courtroom unit (<i>Ctrm., Judic. chamber, Conf. & Jury Rms.</i>) | 1994 Space Plng. Report: 4502/stand. jury unit 5606/large jury unit 2622/non-jury unit 2000: 9 Ctrms.; 8.88 judicial positions 2014: 12 Ctrms. 13 judicial positions. 2015 Courthouse Study projected 1,800-2,500/jury courtroom only. 1,500/non-jury courtroom only. 2015 Courthouse Study cited current | Net SF: 3346/jury ctrm. unit 1390/non jury unit ctrms. | Same as 2004 – 2009 CIP. |

Adopted November 2019

| Facility | Level of Service (LOS) Units | This CIP LOS Standard (2019-2024) | Existing Service Level (2001 unless noted otherwise) | Previously Adopted LOS Standard (2004-2009) |
|--|--|---|--|--|
| | | need for 7 Courtrooms and 2045 need for 11 courtrooms. | | |
| Courts-- Juvenile & Family | GSF per courtroom unit (<i>Ctrm., Judic. chamber, Conf. Rms.</i>) | 1994 Space Plng. Report: 2,840/non jury courtroom unit (GSF) (1938 NSF [net sq. ft.] for non-jury courtroom unit) | 1940 net SF at new Juve bldg. 4 ctrms. | Same as 2004 – 2009 CIP. |
| Detention— Juvenile | Beds for target years (<i>based on arrest-sentencing trend for juvenile population</i>) | 1994 Space Plng. Report: 99 beds for 2005 112 beds for 2014 <i>(not counting beds for outside contracts)</i> 20-40 in day detention | 2005: 44 beds av. daily; 71 high; 25 Low; 80 bed capacity. 2005 Day Detention: 10 av. daily | Same as 2004 – 2009 CIP. |
| Jail—Adult (incl. Satellite) | Beds/inmates for target years (<i>based on peak population forecasts by Regional Jail Advisory Committee [RJAC] 8/28/96</i>) | 2005: 408 beds/487 inmates 2015: 777 beds/653 inmates TCCF Population Project No. 2 – reviewed 7/3/2003 | 2004: 404 av. daily 408 beds operational capacity. | Same as 2004 – 2009 CIP. |
| All Co. Gov't. Administration | "x" GSF per FTE employee | 219 GSF—for new construction. For existing facilities & rental space: meet the new construction standards to the extent possible. | 202 (1994) | Same as 2004 – 2009 CIP without the proposed new addition. |
| <p>GSF = Gross Square Feet (<i>includes internal office and external building circulation [hallways, stairwells and elevator shafts], mechanical, public restrooms, etc.</i>)</p> <p>NSF = Net Square Feet (<i>does not include the above items</i>)</p> | | | | |

CHAPTER 7

UTILITIES

I. INTRODUCTION

The Utilities chapter addresses both private and public utility services within Thurston County. Goals and policies within this chapter cover issues relating to private utilities, including those that provide power and telecommunications, as well as goals and level of service (LOS) standards for the County-operated utility functions of solid waste, stormwater, drinking water and sewer.

Virtually all land uses require one or more of the utilities discussed in this Chapter. Local land use decisions and regulatory mandates drive the need for new or expanded utility facilities. In other words, utilities follow growth. Expansion of the utility systems is a function of the demand for reliable service that people, their land uses, and activities place on the systems.

2019 Update: Critical Issues

- ❖ Responding to rapidly changing technology and consumer needs, while maintaining a system of aging infrastructure;
- ❖ Ensuring rural areas of the county have sufficient access to communication technology to support economic opportunity, such as home-based businesses;
- ❖ Supporting the development of infrastructure to enable the widespread integration of renewable energy sources;
- ❖ Balancing the desire for greater access to utilities, such as wireless services, with the impacts of locating the physical infrastructure for such utilities; and
- ❖ Ensuring sufficient waste and water management is in place to support a growing population.

GROWTH MANAGEMENT REQUIREMENTS

The Growth Management Act (GMA) requires a utilities element that shall, at minimum, consist of “the general location, proposed location, and capacity of all existing and proposed utilities, including but not limited to, electrical lines, telecommunication lines and natural gas lines.”

In addition, the State guidelines for implementing the GMA (Chapter 365-196-420 WAC) state that policies should be adopted which call for:

1. Joint use of transportation rights-of-way and utility corridors, where possible;
2. Timely and effective notification of interested utilities of road construction, and of maintenance and upgrades of existing roads to facilitate coordination of public and private utility trenching activities; and
3. Consideration of utility permits simultaneously with the proposals requesting service and, when possible, approval of utility permits when the project to be served is approved.
4. Cooperation and collaboration between the county and the utility provider to develop vegetation management policies and plans for utility corridors.

II. PLANNING CONTEXT FOR UTILITIES

This chapter has been developed in accordance with state Growth Management (GMA) goals, and is coordinated with other chapters of the Comprehensive Plan.

A. COUNTY WIDE PLANNING POLICIES

The County Wide Planning Policies include provisions to enable coordinated planning for both private and public utilities across jurisdictions in Thurston County. These policies focus on encouraging and accommodating development in urban areas in ways that can best support and be supported by utilities, and ensuring development in rural areas can be supported by minimal, non-urban utilities and services.

- 3.2a Maximize the use of existing infrastructure and assets, and leveraging the value of these in building vital, healthy, and economically viable communities
- 3.1h Where urban services & utilities are not yet available, require development to be configured so urban growth areas may eventually infill and become urban.
- 3.2d Provide and maintain municipal services (water, sewer, solid waste, public safety, transportation, and communication networks) in a sustainable, and cost-effective manner.
- 3.2g Phase extensions of urban services and facilities concurrent with development and prohibit extensions of urban services and facilities, such as sewer and water, beyond urban growth boundaries except to serve existing development in rural areas with public health or water quality problems.
- 3.2h Identify, in advance of development, sites for...major stormwater facilities... and other public assets. Acquisition of sites for these facilities shall occur in a timely manner and as early as possible in the overall development of the area.
- 3.4a Provide capacity to accommodate planned growth by assuring that each jurisdiction will have adequate capacity in...private utilities, storm drainage systems, municipal services... to serve growth that is planned for in adopted local comprehensive plans.
- 3.4b Protect groundwater supplies and maintain groundwater in adequate supply by identifying and reserving future supplies well in advance of need.

These policies are especially applicable to Urban Growth Areas, though some apply throughout the unincorporated areas of Thurston County.

B. REGULATORY AUTHORITIES

The primary regulatory agency for most private utilities in Washington State is the Washington Utilities and Transportation Commission (WUTC), a state agency. The WUTC ensures that services of regulated companies are safe, available, reliable and fairly priced. The Commission regulates the rates and charges, services, facilities, and practices of most of Washington's investor-owned gas, electric and telecommunication utilities.

As defined by the WUTC, some utilities are considered a critical service, namely electricity and standard telephone, and must be provided “upon demand.” In order to fulfill public service obligations, these utility providers must plan to extend or add to their facilities when needed. Natural gas is not considered a necessity, but rather a utility of convenience. All utilities regulated by the WUTC are prohibited from passing the cost of new construction onto the existing rate base.

Telecommunications services are regulated by several entities, including the Federal Communications Commission (FCC) and the WUTC. Thurston County has some regulatory authority over telecommunications services through franchises and the development approval process, however recent changes to FCC rules have limited local discretion over the location of communication infrastructure.

Local government has a role in regulating for certain private utilities, such as franchise agreements with cable companies. However, the effort behind meeting Growth Management Act requirements is not primarily regulatory, rather it is to promote coordination and cooperation between jurisdictions and utility providers.

Renewable Energy

The passage of State Initiative 937 in RCW 19.285, requires all large utilities to obtain fifteen percent of their electricity from new renewable resources such as solar and wind by 2020 and undertake cost-effective energy conservation.

Thurston County has also adopted an Energy Efficiency and Conservation Strategy, designed to combat climate change. The plan includes strategies to make Thurston County government buildings and operations more energy-efficient, as well as promote energy-efficiency in new construction, land-use, transportation, and the management of natural resources within unincorporated areas of the county.

The County Wide Planning Policies also include a policy for more renewable energies within Thurston County:

1.12 Champion energy efficiency and renewable energy strategies that contribute to energy independence, economic stability, reduced climate impacts, and long-term household and community health.

C. LEVEL OF SERVICE (LOS) STANDARDS

Level of service (LOS) standards are used to evaluate whether a facility or utility is meeting the basic needs and expectations of the community. Typically, LOS standards are established to provide a quantitative goal for the amount of service or facility that is expected to be available. Some LOS Standards are based on national and state standards, while others can be influenced by citizen input and recommendations. LOS Standards for public utilities help determine when investment in a facility is needed to meet community demand, and help drive projects to be included in the Capital Improvement Program (Appendix G).

III. PRIVATE UTILITIES

The following information is provided on the existing and proposed locations, as well as the capacity of private utilities to meet the GMA requirement. There is great variability in the level of detail provided for future utility facilities. This is because some utilities have done extensive future planning while others have done much less. More current and complete information may be available by contacting the relevant company.

State law mandates that electric and gas public service companies provide the same LOS on a uniform basis, regardless of location (Revised Code of Washington 80.28.110).

As of 2018, in Thurston County, private utilities are provided by the following companies:

| | |
|----------------------------|--------------------|
| <u>Electricity:</u> | Puget Sound Energy |
| <u>Natural Gas:</u> | Puget Sound Energy |
| <u>Standard Telephone:</u> | Various Providers |
| <u>Cellular Telephone:</u> | Various Providers |
| <u>Cable:</u> | Comcast |

A. ELECTRICITY

Utility Provider: Puget Sound Energy

The electrical service provider in Thurston County and the unincorporated areas is Puget Sound Energy (PSE). PSE serves over 1.1 million customers with electrical service in eight Washington counties¹. In Thurston County, PSE serves approximately 131,557 total electrical customers. Electric service is considered a critical service; thus, PSE is required to provide service to customers who apply and can be suitably furnished with available electricity.

PSE obtains and generates its electricity from several sources: renewables such as hydro, wind, solar, and co-generation; and electricity generated from coal, gas, and oil-fired plants. PSE is also a national leader in wind power and is recognized as the second largest utility owner of wind energy facilities in the United States.

PSE Power-delivery facilities in Thurston County, as of 2018¹:

- ❖ 1,332 miles of overhead distribution lines
- ❖ 1,883 miles of underground cable
- ❖ 33 distribution substations

Proposed Facilities

The following list is a summary of Puget Sound Energy proposed facilities for Thurston County. For more details on these proposed facilities, please see the *Puget Sound Energy 2017 Integrated Resource Plan (IRP)*, a forecast of conservation resources and supply-side resource to meet growing

¹ Puget Sound Energy Community Profile, Thurston County, 2019. <https://www.pse.com/about-us>

needs of PSE customers over the next 20 years². PSE delivery system infrastructure planning is done on a 10-year basis, and those plans are updated continually as conditions, technologies and customer behavior change.

Although the IRP is not specific to Thurston County, PSE anticipates future improvements will benefit their service network region wide.

Transmission: statewide

In the next decade, PSE anticipates building approximately 104-plus miles of new transmission lines (100 kV and above) and upgrading over 122 miles of existing transmission lines. In addition, PSE anticipates needing to add up to three 230 kV bulk power substations across their service area. These planned improvements do not include transmission needed to support the broader region or improvements needed as a result of providing interconnections for large generation resources. Future transmission projects in the Thurston County region include:

❖ Spurgeon Creek Transmission Substation Development (Phase 2)

Estimated Date of Operation: 2020

In Phase 2, this project will improve the reliability of transmission service to the cities of Lacey, Olympia, and Tumwater by looping the future transmission tap extension from Olympia via the Airport substation to Spurgeon Creek. This project also loops in the Olympia – St Clair #1 115 kV line into Spurgeon Creek.

❖ Woodland – St. Clair 115 kV (Phase 2)

Estimated Date of Operation: 2021+

This project will increase the transmission intertie capability and reliability between Pierce and Thurston counties by adding a third transmission intertie between Pierce and Thurston Counties with construction of the remaining 8 miles 115 kV line between Gravelly Lake and Woodland substations.

Distribution: statewide

In the next decade, PSE anticipates the need to build approximately 6 to 8 new distribution substations to serve load as existing substation capacity is exceeded and another 2 to 4 new substations to serve specific point loads. They also anticipate upgrading approximately 3 existing substations to replace aging infrastructure and adding additional capacity to serve local load growth. In total, the new or expanded substations will require 32 to 48 new distribution lines. PSE will continue work on improving reliability of its worst performing circuits as well as installing smart ready equipment for increasing the resiliency of the grid.

Ongoing Maintenance: statewide

Based upon current projections and past experience, in the next decade PSE expects to replace 1,800 miles of underground high molecular weight, failure-prone distribution cable, approximately 1,000 transmission and 10,000 distribution poles. Additionally, PSE anticipates replacement of

² PSE Integrated Resource Plan, 2017. <https://pse-irp.participate.online/>

several major substation components as a result of ongoing inspection and diagnostics. PSE anticipates replacement of its current aging and obsolete Automated Meter Reading (AMR) communication system as well as its electric customer meters with Advanced Metering Infrastructure (AMI) technology to enable smart grid enhancements and customer offerings in the future.

B. NATURAL GAS

Utility Provider: Puget Sound Energy

Puget Sound Energy (PSE) operates and maintains approximately 26,000 miles of natural gas mains and service lines in six counties covering 2,900 square miles. About 75 percent of the natural gas system consists of corrosion-resistant plastic piping and the remainder is cathodically-protected, coated steel pipe. In Thurston County, PSE serves approximately 53,460 natural gas customers through 973 miles of natural gas lines.

Natural gas is considered a utility of convenience and is therefore not a mandatory provision of service by PSE. PSE activities associated with the provision of natural gas service are regulated through federal and state legislation.

Proposed Facilities

Pressure Regulation Stations: statewide

In the next decade, PSE plans to build or upgrade approximately 7 Northwest Pipeline-supplied gate or limit stations and 16 district regulator stations to serve load as existing station capacity is exceeded.

Pipelines: statewide

In the next decade, PSE expects to add approximately 24 miles of high pressure main and 23 miles of intermediate pressure main as loads grow in our service area.

Ongoing Maintenance: statewide

As with the electric system, PSE is continually addressing aging gas infrastructure within the system in accordance with regulatory requirements and operating practices. In the next decade, PSE plans to replace 200 to 300 miles of gas main that is reaching the end of its useful life. PSE also anticipates replacing its current aging and obsolete Automated Meter Reading (AMR) communication system and gas customer modules with Advanced Metering Infrastructure (AMI) technology to enable smart grid enhancements and future customer offerings.

C. STANDARD TELEPHONE

Utility Provider: CenturyLink

CenturyLink, formerly Quest, is the main standard telephone service provider for unincorporated Thurston County. CenturyLink is an investor-owned corporation offering local telecommunication services to customers in 14 states. They also provide broadband data and voice (including long-distance) communications services outside their local service area, as well as globally. As communities grow, facilities are upgraded to ensure adequate service levels. Facilities are also upgraded with new technology to make additional services available.

There are three CenturyLink Communications central switching offices (CO) serving Thurston County. One is located in the unincorporated county, and the other two are located in Olympia and Lacey. The three CO's work together to provide service to that part of the unincorporated area that is part of CenturyLink's territory. From the switching stations are main cable routes, branch feeder routes and local loops that provide dial tone.

CenturyLink also maintains a broadband telecommunications network over a mix of optical fiber, coaxial cable and copper wire. CenturyLink states that it currently provides telecommunications service to Thurston County and is committed to continuing to provide services in the future.

Proposed Facilities

CenturyLink states that, as of 2018, it provides telecommunications service to a major portion of Thurston County and does not expect difficulties in continuing to provide that service to the future residents over the next 20 years.

Utility Provider: Tenino Telephone Company

Tenino Telephone Company has one switching station located at company headquarters in Tenino. The company serves not only the City of Tenino but also part of the unincorporated county around the city.

Utility Provider: Consolidated Communications

Consolidated Communications, formerly YCOM and Fairpoint, provides phone and internet services to rural and unincorporated Thurston County. Services are fed centrally out of Yelm, along with the regional central office and switching station.

Proposed Facilities

Tenino Telephone Company and Consolidated Communications both state that within their service areas they can increase capacity indefinitely and do not foresee any problems in providing telephone service to customers in their areas over the next 20 years. It is not anticipated that these service boundaries will change in the foreseeable future.

D. CELLULAR TELEPHONE

Since passage of the Federal Telecommunications Act of 1996, there has been rapid growth in the number of cellular telephone antennas in the unincorporated County. For up-to-date information please see Thurston Geodata's website at <http://www.geodata.org> for current locations of cellular structures.

Together these antennas provide cellular telephone service for the county. The cellular phone system consists of a series of these low-powered antennas in a honeycomb pattern of "cells" that invisibly blanket the service area. Each cell site has an effective signal radius of only a few miles depending on terrain and capacity demand. As a caller drives from one cell to another, the call is automatically handed off to another cell by a central computer. This central computer also connects the cellular phone transmission with the local telephone company system that completes the call.

At the state level, cellular telecommunications companies are regulated by the WUTC. Although cellular technology is increasingly used as a reliable backup communication system during times of emergency, for example during natural disasters, the WUTC defines cellular technology similarly to

natural gas, that is, as a utility of convenience, not necessity. Therefore, cellular phone providers are not required to provide service upon demand.

Proposed Facilities

Unlike other utilities, the cellular telephone industry does not plan facilities far into the future and analyzes market demand to determine expansion into new service areas. There are multiple cellular telephone providers in Thurston County, each of which will be proposing to add new antenna sites over the coming years.

E. CABLE**Utility Provider: Comcast Cable**

Cable television in Thurston County is served by Comcast.

Proposed Facilities

Comcast works closely with other utility companies and the county to stay informed on proposed developments so that cable can be part of developers plans. Each year, company engineers assess the need for system expansion based on telephone inquiries, permitting data from the county and technological advances in distribution equipment.

IV. COUNTY-OWNED/OPERATED UTILITIES

A brief overview of County-owned and operated utility facilities is included in this chapter.

- ❖ Solid Waste
- ❖ Stormwater
- ❖ Water and Sewer

This section also includes level of service standards for each utility

For more information on the individual plans for each, please contact the departments or see their website for a list of those plans. For proposed projects of county-owned and operated utilities please see the most recent adopted version of the Capital Improvement Plan (Appendix G).

A. SOLID WASTE

In Thurston County, solid waste services are provided by both the public and private sectors as described in the Thurston County Solid Waste Management Plan (SWMP). The SWMP is a coordinated, comprehensive solid waste management plan, in cooperation with the cities within the County. The purpose is to serve as a guiding document for local governments' solid waste services, including programs for waste reduction, collection, handling, recycling, and disposal. Another important document related to solid waste planning is the Thurston County Hazardous Waste Management Plan.

See Chapter 6, Capital Facilities for information on existing inventory, future needs, and capital projects for solid waste.

Collection of solid waste from residences and businesses is provided either by individual subscription service or by the incorporated jurisdictions through a private collection company or, in the case of the City of Olympia, by city collection crews. Thurston County government is

responsible for waste transfer and disposal. Thurston County Public Works, Solid Waste Division, manages the Waste and Recovery Center (WARC), which includes:

- ❖ A closed landfill;
- ❖ A moderate risk waste collection facility; and
- ❖ A contractor-operated transfer station along with separate collection areas for residential trash, yard waste, and recyclable materials.

The county's transfer station receives and manages most of the solid waste generated in the county, as well as a small amount of waste generated in nearby counties. The WARC, along with two drop-box facilities located in Rainier and Rochester, comprise the designated disposal system for all solid wastes generated in Thurston County. Solid waste accepted at these facilities is ultimately transferred for final disposal to a landfill located outside of the county.

Table 7-1. LOS Standard for Solid Waste

| LOS Level | LOS Units | LOS Standard |
|---|-------------------------|---|
| LOS A – Includes all 3 service level units. | 1. Regulatory | New or Existing Facility: Meets or exceeds federal, state, and/or local regulatory requirements. |
| LOS B – Includes a combination of any 2 service level units. | 2. Health/Safety | New or Existing Facility: Meets or exceeds federal, state, and/or local health / safety issues for public or employees. |
| LOS C – Includes 1 or no service level units. | 3. Policy | New or Existing Facility: Addresses a solid waste comprehensive plan goal or policy. |

B. STORMWATER UTILITY

The Stormwater Utility, a ratepayer-financed program, reduces flooding, erosion, and the amount of pollution in rainwater runoff. Property owners in unincorporated Thurston County pay Stormwater Utility rates as part of their property tax statement.

See Chapter 6, Capital Facilities for information on existing inventory, future needs, and capital projects for stormwater facilities.

The original Utility was formed in 1985 in the northern part of the County and in 2007 expanded to include all portions of unincorporated Thurston County. Since January of 2007, Thurston County has been required to comply with the updated federal and state water pollution control laws. The County was issued a municipal stormwater permit (Permit) by the Washington Department of Ecology, which requires the County to take a number of actions to manage where and how rainwater from storms, or “stormwater,” enters our streams, rivers, lakes, and groundwater within the regulated area.

While rain is a natural occurrence, the byproducts of our society – such as pavement, oil from vehicles, and yard chemicals – are picked up and carried to our vital water resources during storms. The Permit requires the County to develop, implement and annually update a Stormwater Management Program Plan designed to reduce discharges of pollutants from its municipal stormwater systems to protect water quality.

The Stormwater Utility has completed seven basin plans as of 2018, and has partnered with the cities on two others. Thurston County Stormwater Utility programs include:

- ❖ Planning for community growth through Basin Planning and Watershed Characterization studies of our local waters.
- ❖ Publishing the Drainage Design and Erosion Control Manual which contains rules developers must follow to manage rainwater runoff.
- ❖ Inspecting stormwater facilities in neighborhoods and at businesses to make sure they work right.
- ❖ Constructing stormwater facilities to improve water quality and reduce flooding and erosion in older neighborhoods built before development rules were in effect.
- ❖ Pollution prevention programs as well as construction of stormwater facilities and restoration projects, including floodplain, riparian and wetland restoration, to address regulatory obligations contained in Total Maximum Daily Load water cleanup plans.
- ❖ Monitoring the County's stormwater drainage system by detecting, eliminating, and preventing illicit discharge (illegal dumping) into the system.
- ❖ Developing, implementing, and annually updating a Stormwater Management Program Plan, designed to reduce discharges of pollutants from its municipal stormwater systems to protect water quality.

Current and future stormwater facilities plans are found in the Capital Improvement Program (CIP, Appendix G). Capital projects are intended to address emerging environmental or regulatory issues relating to flooding, water quality and/or habitat degradation.

Table 7-2. LOS Standard for Stormwater

| LOS Level | LOS Units | LOS Standard |
|---|--|---|
| LOS A - Includes all 3 service level units | 1. Local Flood Control: Provide capacity to store stormwater runoff volume and / or reduce peak flow from an "x" year storm event. | Facilities for new growth: Conveyance meets 25-year 24-hour event for public and private street piped systems and 100-year, 24-hour event for open channels and property protection. |
| LOS B - Includes a combination of any two service level units. | | Detention: Provide capacity to store stormwater runoff volume and reduce peak durations such that post-development stormwater discharge durations match pre-development durations for a range of pre-developed discharge rates from 50% of the 2-year peak flow up to the full 50-year peak flow. |
| LOS C - Includes 1 or no service level unit. | | |

| | | |
|--|---|--|
| | | <p>On-Site Mitigation (Low Impact Development) Meet the LID Performance Standard of 8% of the 2-year peak flow to 50% of the 2-year peak flow or use LID BMPs from a list, in preferential order, to meet the LID standard.</p> <p>Facilities to improve existing deficiencies: Meet the new growth standard wherever possible.</p> |
| | <p>2. Water Quality: Meet federal, state, or local water quality standards in streams, rivers, lakes, and Puget Sound</p> | <p>Facilities for new growth:</p> <p>Water Quality Design Storm Volume: The 91st percentile, 24-hour runoff volume estimated by an approved continuous runoff model.</p> <p>Water Quality Design Flow Rate: Preceding detention facilities: Flow rate at or below which 91 percent of runoff volume is routed through the facility as determined by a continuous runoff model.</p> <p>Downstream of detention facilities: Flow rate of 2-year recurrence interval release from detention facility designed to meet flow duration standard using an approved continuous runoff model.</p> <p>Provide basic treatment (80% TSS removal), enhanced treatment (50% metals removal), phosphorous, and/or oil treatment based on project type & size.</p> <p>Facilities to improve existing deficiencies: Meet the new growth standards wherever possible.</p> |
| | <p>3. Habitat: Maintain or restore in-stream flows, reduce peaks, minimize bank full flow durations, improve water quality to address habitat related issues (e.g. salmonid, shellfish, etc)</p> | <p>In-stream Flow Goals at Basin Build out Conditions</p> <p>Peak Flows: Maintain, or where possible, reduce durations.</p> <p>Bank full Flows: Maintain or where possible, reduce durations.</p> <p>Base Flows: Maintain, or where possible, increase.</p> |

C. WATER AND SEWER

As a matter of policy, Thurston County does not provide municipal water and/or municipal sewer service to rural areas, with the exception of those areas where a public health-related issue or water quality concern necessitates county involvement. Cities are expected to provide water and sewer facilities to unincorporated areas within their respective urban growth areas.

The county owns 3 water systems (Boston Harbor, Grand Mound, and Tamoshan), and 5 rural sewer systems (Grand Mound, Boston Harbor, Tamoshan/Beverly Beach, and Olympic View), and one sewer line system in the Lacey Urban Growth Area (Woodland Creek Sanitary Sewer).

See Chapter 6, Capital Facilities for information on existing inventory, future needs, and capital projects for water and sewer.

To see information on wells, see Chapter 9, Environmental, Recreation, & Open Space, under Environment, Water Resources.

There are occasions when other rural privately-owned water and sewer systems experience operating troubles or failures which have a high potential for affecting a risk to public health. In those cases, the county will often assist the local residents in the planning, engineering and construction of improvements to the existing water and sewer systems to solve these local problems.

Urban Growth Areas

Sewer and water systems are expected to be provided to unincorporated parts of areas identified and zoned for urban growth, with these systems constructed as the areas urbanize. The cities are typically responsible for extending these services within the unincorporated parts of urban growth areas. The Woodland Creek sewer line is operated and maintained by the City of Lacey by agreement between the city and the county. The county will own the system until the construction loan is paid off at which time the system will come under the ownership of the City of Lacey.

Grand Mound UGA: An urban growth area was established in the Rochester/Grand Mound area in the late 1970s. The UGA boundaries and zoning were updated in 1995. A Utility Local Improvement District (ULID) was formed through approval by the community in late 1996 to provide water and sewer system improvements in the Grand Mound UGA. Both water and sewer systems are in operation providing service to customers located within the UGA. In 2002, the county established policies to provide water service to properties located outside of the UGA.

Lacey UGA: An urban growth area was established in the Lacey area in the early 1990s. The UGA boundaries and zoning were updated in compliance with City and County Joint Planning for the Lacey UGA. Thurston County has received loan and grant funding from the Washington State Department of Ecology to convert 131 septic systems in the Woodland Creek and Covington Place developments to a STEP sewer system that connects to the City of Lacey sewer collection system. The County will own this STEP system until the loan is paid-off, when ownership will be turned over to the City of Lacey. Until then by mutual agreement with the City of Lacey, they will operate and maintain the system. The system was completed and has been operational since March 2014.

Table 7-3. LOS Standards for Water & Sewer

| Facility | LOS Units | LOS Standard |
|--|---|--|
| Water Systems <u>Rural:</u> Boston Harbor and Tamoshan; <u>Urban:</u> Grand Mound | Equivalent Residential Units (ERU): Cubic feet per month of water consumed as measured at the source, based on the following minimums: Rural: ERU=900 cf/mo Urban: ERU=700 cf/mo | Rural: Capacity to provide domestic water and fire flow services for residential and limited commercial uses. Urban: Capacity to provide domestic water and fire flow services for residential, commercial, and industrial uses. In addition, Rural and Urban water systems shall meet current federal, state and local drinking water standards, whenever possible. |
| Sewer Systems <u>Rural:</u> Boston Harbor, Tamoshan, Beverly Beach, and Olympic View <u>Urban:</u> Grand Mound Woodland Creek Estates | Equivalent Residential Units (ERU): Cubic feet per month of sewerage discharge as measured at the source, based on the following minimums; Rural: ERU=900 cf/mo Urban: ERU=700 cf/mo | Rural: Capacity to provide sewer collection and wastewater treatment services for residential uses. Urban: Capacity to provide sewer collection and wastewater treatment services for residential, commercial, and industrial uses. In addition, Rural and Urban systems shall meet federal, state and local permit requirements for receiving water standards, whenever possible. |

For proposed projects for county-owned and operated utility facilities please see the most recent adopted version of the Capital Improvement Program (Appendix G).

V. GOALS, OBJECTIVES, AND POLICIES

PRIVATE UTILITIES

GOAL 1: TO FACILITATE PRIVATE UTILITY SERVICES AT THE APPROPRIATE LEVELS TO ACCOMMODATE THE DEMAND ASSOCIATED WITH CURRENT AND FUTURE LAND USES. SUCH SERVICES SHOULD BE PROVIDED IN A MANNER THAT MAXIMIZES PUBLIC SAFETY AND MINIMIZES POTENTIAL ADVERSE ENVIRONMENTAL IMPACTS.

OBJECTIVE A: The county maintains current information on the existing and proposed facilities of private utilities.

POLICIES:

1. Expansion and improvement of private utility systems should be recognized primarily as the responsibility of the private utility providing the corresponding service. The county should generally participate in the development of, and rely upon, plans prepared by each utility undertaking facility and capital improvement planning.
2. The county should maintain current information in the Comprehensive Plan on the future plans of private utility providers and as new information from private utility providers becomes available.
3. The county should maintain copies of utility providers' long-range system improvement plans and make them available as public information.

OBJECTIVE B: The county promotes the joint use of transportation rights-of-way and other utility corridors.

POLICIES:

1. The county should promote, wherever feasible, the co-location of new utility distribution and communication facilities when doing so is consistent with utility industry practices and national electrical and other codes. Examples of facilities which could be shared are trenches, transportation rights-of-way, towers, poles, and antennas.
2. The county should provide timely and effective notice to all affected private utilities of road construction, including the maintenance and repair of existing roads, in order to promote the joint planning and coordination of public and private utility trenching activities.
3. The county should review county standards and procedures to ensure that they support joint use of transportation rights-of-way and utility corridors.
4. The county should standardize locations for utilities within road rights-of-way when feasible.

OBJECTIVE C: The county coordinates with the cities and towns throughout the county on private utility planning.

POLICIES:

1. The county should coordinate on an ongoing basis with the cities and towns on private utility planning to ensure consistency in long-range plans and regulations to promote efficient and effective provision of utility services.
2. The county should coordinate with the cities and towns in the planning of multi-jurisdictional private utility facility improvements.
3. The county should encourage decisions made regarding private utility facilities to be consistent with and complementary to regional demand and resources, and should reinforce an interconnected regional distribution network.

OBJECTIVE D: The county coordinates with private utility providers.

POLICIES:

1. The county should coordinate on an ongoing basis planning activities with private utility providers to ensure consistency between the facilities' plans of private utilities and the long-range plans and regulations of the County.
2. The county should seek input from private utility providers when developing new plans, regulations and procedures which affect private utility service and activities, such as street excavation, street obstructions, and fee schedule revisions.
3. The county should support outreach efforts of utilities to educate commercial and residential power customers about the benefits of clean and efficient energy technologies and practices.

OBJECTIVE E: Potential adverse impacts of utility facilities are minimized.

POLICIES:

1. The county should encourage utility facilities such as electric substations, natural gas gate stations, wireless communication facilities (cellular telephone towers), and telephone switching stations be designed to minimize aesthetic and other impacts on surrounding land uses. Landscaped screening, buffers, setbacks, and other design and siting techniques should be used to accomplish this objective. The extent of these requirements depend on the adjacent land uses and zoning.
2. The county should encourage the location of private utility facilities near compatible land uses as defined in the county's Special Use standards.
3. The county should encourage telecommunication providers to use existing structures, such as existing towers and buildings, where feasible.
4. The county should encourage that community input is solicited prior to county approval of private utility facilities which may significantly impact the surrounding community.
5. In order to minimize adverse impacts on water quality and human health, the County should continue to review, through the existing permitting process (a) the management, spraying and clearing of vegetation in utility corridors and in the sanitary control portions of public right-of-way corridors, and (b) the new construction and expansion of lines.
6. The county should encourage that utility corridors on public lands are made available for recreational use when such use does not negatively impact adjacent land uses, and does not pose a public health or safety hazard, or result in property damage on adjacent lands.
7. If federal laws on electromagnetic fields change, the County should review its policies and regulations accordingly.

SOLID WASTE

GOAL 2: PROVIDE FOR THE MANAGEMENT OF SOLID WASTE AND HAZARDOUS WASTES ON A COUNTY-WIDE BASIS, INCLUDING PLANNING FOR FACILITIES AND SERVICES.

POLICIES:

1. The county should require that handling and disposal of solid and hazardous waste be done in ways that minimize land, air, and water pollution and protect public health.
2. The Thurston County Solid Waste Management Plan and the Thurston County Hazardous Waste Management Plan will identify the services that should be provided in the county.
3. The county should promote an integrated solid waste management strategy that places priority on waste reduction, reuse, and recycling of solid waste above resource recovery, incineration, and disposal in landfills.
4. The county has the responsibility for transfer and disposal of all solid wastes generated in the county and therefore, should continue to maintain its existing solid waste facilities and construct improvements, as needed, to meet current and future demand for services.
5. The county should continue to promote safe disposal of household and small business hazardous wastes outside of landfills, as well as the use of safer, less hazardous products and the reduction of hazardous materials.
6. The county should seek practical solutions to problems of illegal dumping.
7. The county should require that all facilities that store, process or use hazardous materials or generate or treat hazardous wastes in their operations be sited in compliance with state and local laws, and consistent with the county's Solid Waste Management Plan; use best management practices for the protection of groundwater, surface waters, and air quality and be periodically monitored for compliance with such laws and practices.
8. The county should revise the Zoning Code to ensure consistency with the adopted Moderate Risk Waste Plan, the Northern Thurston County Ground Water Management Plan, the Critical Areas Ordinance and the Comprehensive Plan's policies.

STORMWATER UTILITY

GOAL 3: PROVIDE FOR STORMWATER MANAGEMENT IN A MANNER THAT PROTECTS ENVIRONMENTAL QUALITY AND AVOIDS INCREASING THE RISK OF PROPERTY DAMAGE FROM STORMWATER RUNOFF.

OBJECTIVE: Provide stormwater management in a manner that protects receiving waters and property, consistent with state and federal law.

POLICIES:

1. Maintain or improve the quantity and quality of water entering groundwater and surface waters through the implementation of the County's Drainage, Design, and Erosion Control Manual (DDECM) and the Stormwater Management Program Plan (SWMPP).
2. Protect steep slopes and unstable soils through the implementation of DDECM and Thurston County Critical Areas Regulations to reduce the potential for slope failure.
3. Require that land use and activities, including septic tank effluent, not generate polluted stormwater runoff that has the potential to release pollutants to the County's municipal stormwater system or degrade surface or groundwater, including shellfish harvest areas.
4. Address the cumulative impacts of existing land and resource uses within drainage basins when identifying priorities for managing stormwater runoff using the County's Stormwater Capital Improvement Program (CIP) and SWMPP.
5. Review and update the SWMPP, DDECM, and Stormwater CIP on a regular basis to reflect advancements in stormwater management.
6. Determine desired level of stormwater management service as well as adequate stormwater utility rate funding needed to meet regulatory obligations and desired service levels.
7. Work with the Thurston Conservation District Board to meet stormwater management objectives.
8. Ensure new and replacement drainage infrastructure can accommodate projected future climate conditions, such as higher peak flows associated with more frequent and intense precipitation events.
9. Increase education and enforcement efforts to ensure that commercial and residential building owners properly maintain low-impact development (LID) facilities that treat stormwater runoff on site.

NOTE: Other related policies dealing with water quality are found in Chapter 9 (Environment, Recreation & Open Space).

DRINKING WATER & SEWER UTILITY

GOAL 4: PROVIDE PUBLIC WATER AND SEWER UTILITY SERVICE AT THE APPROPRIATE LEVELS WHERE IT SERVES THE PUBLIC INTEREST.

OBJECTIVE A: Provide sewer systems in designated urban growth areas and in rural areas only under limited circumstances.

POLICIES:

1. Thurston County should allow sewer systems in designated urban growth areas. In rural areas, sewer systems should be allowed only to correct identified health hazards or water quality deficiencies of areas of existing development. Expansion or extension into rural areas must be consistent with the Growth Management Act.

2. Decisions on the design capacity and service area designation for such sewer systems in rural areas should be made with consideration of adopted zoning designations of adjacent areas.
3. Where sewer systems are being provided to unincorporated rural areas or the Rochester-Grand Mound area, Thurston County should be the primary sewer system provider through the County Services Act.
4. In unincorporated areas inside the Urban Growth Areas around cities, the cities should be the primary sewer provider. As an exception, the county could provide sewers in a UGA on an interim basis (if the cities are unable to provide the service) or to protect water quality.
5. Utility services within growth areas should be phased outward from the urbanizing core as that core becomes substantially developed, in order to concentrate urban growth and infilling.
6. The County should develop, and periodically review and update, a comprehensive sewerage general plan for all unincorporated rural areas where there are health and water quality problems related to sewage in areas of existing development, and in all urban growth areas where no sewerage planning has been done.

NOTE: Other related policies dealing with sewer systems and water quality are found in Chapter 9 (Environment, Recreation and Open Space).

OBJECTIVE B: Consider all factors and impacts in determining appropriate sewage treatment and disposal methods.

POLICIES:

1. Wastewater disposal methods should be determined by considering all factors, such as environmental impacts, long-term effects, technical feasibility, and cost effectiveness, especially the maintenance and improvement of water quality.
2. Wastewater collection, treatment, and disposal alternatives should be encouraged where feasible, where water quality can be protected and/or where appropriate operation and maintenance are provided.
3. Alternative methods of wastewater collection, treatment, and disposal should be discouraged in areas where sewer service is provided or planned. In other areas, they should be considered only when an acceptable plan for operation and maintenance is provided, and they will not adversely affect ground and surface water quality and/or public health.
4. The county should monitor the functioning of on-site wastewater disposal systems and require that they be maintained in a condition that will assure their longevity, protect public health, and prevent contamination of surface and ground water.
5. The county should periodically review and update the capacity and alternatives for wastewater treatment related to the limits of the LOTT treatment plant.

6. The county should review and revise policies for on-site wastewater disposal alternatives to comply with the above policies and adopted state wastewater disposal regulations.
7. The county should examine the building code for standards for low-water use fixtures, and should make available to residents literature comparing efficiency of low-water use fixtures and issues related to the no-flow alternative.

NOTE: Ecology does not allow discharge of chlorine.

OBJECTIVE C: Drinking water service inside urban growth areas are provided by cities or private utility systems which are the designated service providers through coordinated water system planning; the County provides drinking water systems in rural areas only under limited circumstances.

POLICIES:

1. In order to resolve documented health hazards, safety or pollution in areas of existing rural development, the county may serve as the water utility owner, or develop a proactive assistance program focused on keeping small distribution systems in private ownership.
2. In rural areas where the county provides sewer service, the county or a private utility system should also be the water provider.

NOTE: See Chapter 9 (Environment, Recreation and Open Space) for other policies related to management of water systems and water resources.

CHAPTER 8

ECONOMIC DEVELOPMENT

I. INTRODUCTION

Thurston County serves as the regional center for much of the economic and business activity of Washington's South Puget Sound and surrounding rural communities. This includes education, health, business services, retail, finance, cultural attractions, and government.

The Economic Development Chapter describes employment and workforce in the county, labor sectors, wages, sales revenue, and sets policies to address changing conditions.

2019 Update: Critical Issues

- ❖ Responding to business challenges through innovative programs and policies;
- ❖ Providing a friendly regulatory environment and valuable resources to support the diverse rural economy;
- ❖ Strengthening collaboration between jurisdictions, education institutions, businesses and the Thurston Economic Development Council;
- ❖ Ensuring a local and educated work force to target growing industry sectors; and
- ❖ Supporting the development of infrastructure to meet the needs of growing and new businesses.

GROWTH MANAGEMENT REQUIREMENTS

The Growth Management Act (GMA) requires an economic development element "establishing local goals, policies, objectives, and provisions for economic growth and vitality and a high quality of life." The State included a goal in the GMA to guide the development and adoption of comprehensive plans and associated regulations:

- ❖ Encourage economic development throughout the state that is consistent with adopted Comprehensive Plans;
- ❖ Promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons;
- ❖ Promote the retention and expansion of existing businesses and recruitment of new businesses;
- ❖ Recognize regional differences impacting economic development opportunities; and
- ❖ Encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities.

RCW 36.70A.020(5)

II. PLANNING CONTEXT FOR ECONOMIC DEVELOPMENT

Thurston is the most populated county in the five-county Pacific Mountain Workforce region which also includes Lewis, Grays Harbor, Pacific, and Mason Counties. The economy of the county is highly integrated with that of the cities within its borders, particularly the urbanized areas within and surrounding Olympia, Lacey, and Tumwater. Thurston County also exists within the greater Puget Sound economy that includes Seattle and King County, which means Thurston County residents have the opportunity to commute to nearby counties for employment.

A. COUNTY WIDE PLANNING POLICIES

Economic development is included within the goals adopted under the County Wide Planning Policies in 1993. These goals address issues for the seven jurisdictions, as well as Thurston County itself.

- 7.1 Encourage an economy that is diverse, can adapt to changing conditions, and takes advantage of new opportunities.
- 7.2 Support the recruitment, retention and expansion of environmentally sound and economically viable commercial, public sector and industrial development and resource uses, including the provision of assistance in obtaining funding and/or technical assistance.
- 7.3 Provide in comprehensive plans for an adequate amount of appropriately located land, utilities, and transportation systems to support desirable economic development. Create and maintain regulatory certainty, consistency, and efficiency.
- 7.4 Acknowledge and look for opportunities to engage with regional economic drivers such as state government, the Port of Olympia, and Joint Base Lewis-McChord. Coordinate economic development efforts as well with other jurisdictions, the Economic Development Council, Chambers of Commerce, and other affected groups.
- 7.5 Build a vital, diverse and strong local economy, including job opportunities that support community and household resilience, health, and well-being, by:
 - a. Supporting workforce training and offering opportunities for education and entrepreneurial endeavors.
 - b. Supporting creativity, arts, and culture.
 - c. Providing opportunities for a range of business types to succeed.
 - d. Emphasizing policies that support locally owned businesses including home-based, entrepreneurial, and nonprofit business and organizations.
 - e. Encouraging the development of local services for food, clothing and other basic human needs.
 - f. Nurturing urban and rural agricultural and food-oriented businesses.
 - g. Protecting resource lands.

- h. Encouraging the utilization and development of areas designated for industrial use, consistent with the environmental policies in these county wide policies.
- i. Connecting economic health with personal health and well-being and the advancement of environmental health.
- j. Adding incentives for business to demonstrate their environmental sustainability including reduction in greenhouse gas emissions

B. SUPPORTING PLANNING ENTITIES

Thurston Thrives is a network that brings together community partners of Thurston County.

Thurston Thrives was founded by the Thurston County Board of Health in 2013. The Thurston Thrives Economy Goals are influential in the Goals, Objectives and Policies of the Comprehensive Plan. The two main goals are to ensure:

1. More transformational jobs are created; and
2. Everyone builds social and economic wealth.

Sustainable Thurston is a community conversation.

The purpose of the conversation is to identify a vision for a vibrant, healthy, and resilient future. The resulting Sustainable Thurston Final Plan emphasizes development and activity that build community prosperity while preserving the natural assets. Sustainable Thurston includes a “Sustainable Economy” chapter, which outlines the following high-level goals:

- ❖ Ensure adequate supply of shovel-ready land along primary transportation corridors and invest in commercial and industrial redevelopment;
- ❖ Coordinate economic development efforts to attract and retain businesses and jobs;
- ❖ Foster industry clusters to create jobs, and increase revenue circulation locally;
- ❖ Create an innovation culture to encourage entrepreneurship;
- ❖ Provide robust infrastructure to support economic development; and
- ❖ Foster a progressive education system to match worker skills with employer needs.



"Balancing Land Use with Nature" by Olympia Noire. Thurston 2040 Photo Contest Winner. "We are guaranteed a brighter, more vibrant future through proper land use balanced with ecosystems that work in harmony with nature."

Additional Partnerships

A wide variety of public, private and non-profit organizations are actively engaged in fostering improved economic health and diversification of Thurston County's economic base. Community partners include all Thurston County municipalities, the Thurston Economic Development Council (EDC), local Chambers of Commerce, Port of Olympia, Pac Mountain Workforce Development Council, local colleges and universities, the Thurston Asset Building Coalition, Intercity Transit – who delivers workers to their places of employment, and dozens of other organizations.

Recently, through a partnership between the EDC and South Puget Sound Community College (SPSCC), a new Center for Business and Innovation (CBI) was established at the new SPSCC Lacey Campus. The CBI offers a one-stop center for business economic development, with services including:

- ❖ Training for current or prospective women-owned businesses;
- ❖ Business scale-up training for small and emerging businesses;
- ❖ Real estate and market data research and support;
- ❖ Entrepreneurship courses and degree certificates; and
- ❖ Government contracting support and education.

The training and entrepreneurship courses are especially relevant to the GMA goal of promoting economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons. These empowerment programs are vital to promoting growth among micro-enterprises operated by women, minorities, veterans and other under-represented populations. The CBI also

Adopted November 2019

hosts the South Sound Food Network (SSFN) and South Thurston Economic Development Initiative (STEDI) serving the greater Thurston County rural and agricultural communities. Additional services are available to help connect military (Lacey Veterans' Center), provide seed funding to micro-enterprises and prepare students and dislocated workers for current employment opportunities – whether through “Maker Space” access or via personal development workshops and internships offered through Pac Mtn WDC and Thurston Chamber Business to Business (B2B) training programs. These and many other initiatives are part of the Sustainable Thurston initiative coordinated by the TRPC.



*"Headed To The Pumpkin Patch" by
Christina Shugart Eugy.
Thurston 2040 Photo Contest
Winner.*

"When I think of agriculture in Thurston County I think of our family visiting Rutledge Farm and riding in a wagon to the pumpkin patch to pick our pumpkins for carving and baking. It's become a family tradition, rain or shine. Of course, we always go through the maze too!"

III. THE THURSTON COUNTY ECONOMY

A. WORKFORCE SECTORS & EMPLOYMENT

Thurston County is greatly influenced by its position as the seat of state government. As of 2016, more than 37,000 people were employed in government occupations, representing approximately 34 percent of the overall workforce. The total county population was 272,700 in 2016.

Health care and retail also provide a significant number of local jobs, 13 percent and 11 percent respectively, and are the fastest-growing industry sectors in Thurston County.

The growth in trade and service sectors is linked to several factors:

- ❖ Expansion of state employment which provided a local market for the trade and service sectors;
- ❖ Local consumers are making more local purchases due to regional shopping facilities built in the county;
- ❖ Shopping centers and medical facilities are serving more consumers from outside the county; and

Adopted November 2019

- ❖ The shift in the national economy from traditional manufacturing to a service-based information economy.

Manufacturing continues to occupy a comparatively small role in the economy. Total employment in manufacturing is just 3 percent, illustrating the county's lack of diversity in its economic base. This reliance on one sector is cause for caution. Many other regions have felt insulated with their stability coming from one dominant sector, only to find years later serious changes affecting that stability.



*"Transportation By Sea" by Christina Shugart Eudy.
Thurston 2040 Photo Contest
Winner.*

"There is an abundance of water around Thurston County and my favorite way to travel is by boat. We are so very fortunate to have this option of transportation."

Fortunately, Thurston County has experienced relatively stable employment in the years leading up to and immediately following the Great Recession. The tables below show the unemployment rate and actual number of people in the civilian workforce versus the number employed or unemployed from 2000 through 2016. Thurston County had an unemployment rate of 4.7 percent in 2017.¹

¹ Employment Security Department of Washington State, Labor Force (LAUS) Statistics, 2017

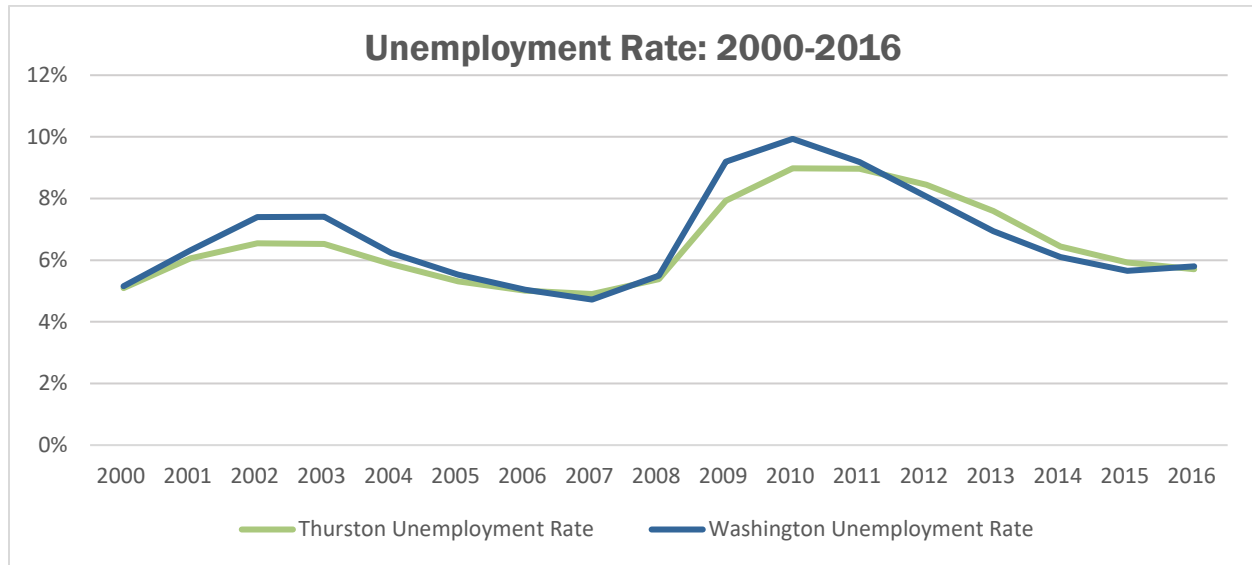


Figure 8-1. Unemployment Rate: 2000-2016.

SOURCE: EMPLOYMENT SECURITY DEPARTMENT/LMPA, U.S. BUREAU OF LABOR STATISTICS, LAUS.

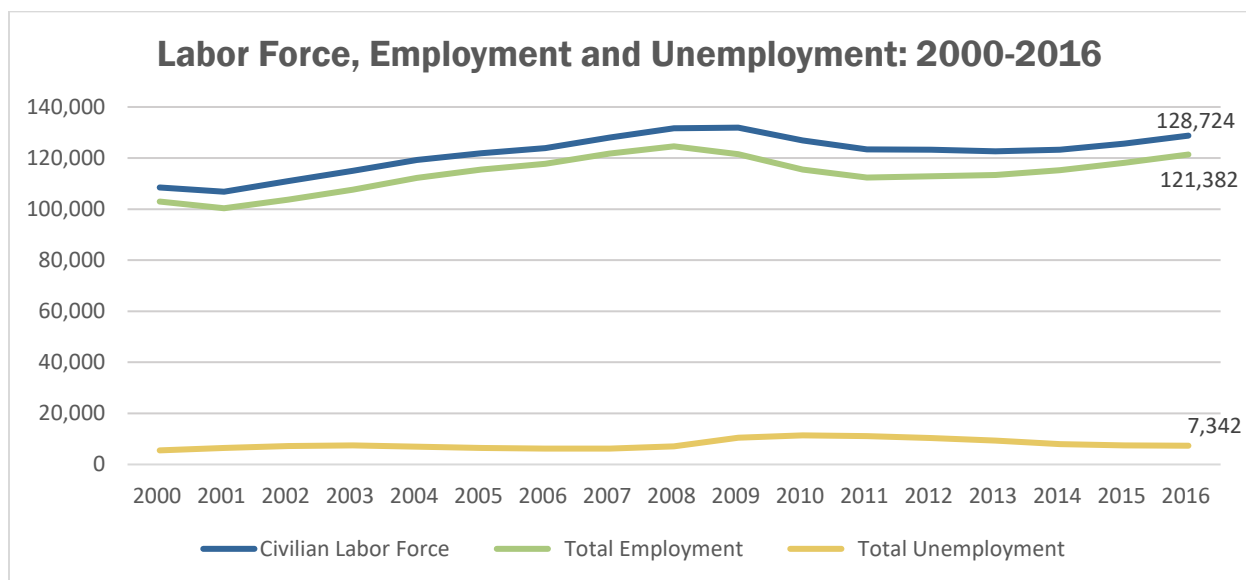


Figure 8-2. Thurston County Civilian Labor Force, Employment, and Unemployment: 2000-2016

SOURCE: EMPLOYMENT SECURITY DEPARTMENT/LMPA, U.S. BUREAU OF LABOR STATISTICS, LAUS

B. TAX REVENUE

Internationally, nationally, and now locally, economies continue to change significantly. These changes are mainly driven by advances in technology. Often, the effects of declines in private-sector economic performance linger in the public-sector, which relies on the restoration of normal taxable

Adopted November 2019

revenue conditions to fully function. As seen during the Great Recession, a significant economic drop can lead to fiscal belt-tightening in government. In Washington State, property tax increases are capped at 1 percent annually and no income tax is collected, leaving sales tax as the most viable source of potential revenue growth).

The graphs below show the relative tax revenue generated in Thurston County over time, and the per capita equivalent of tax revenue generation based on population size.

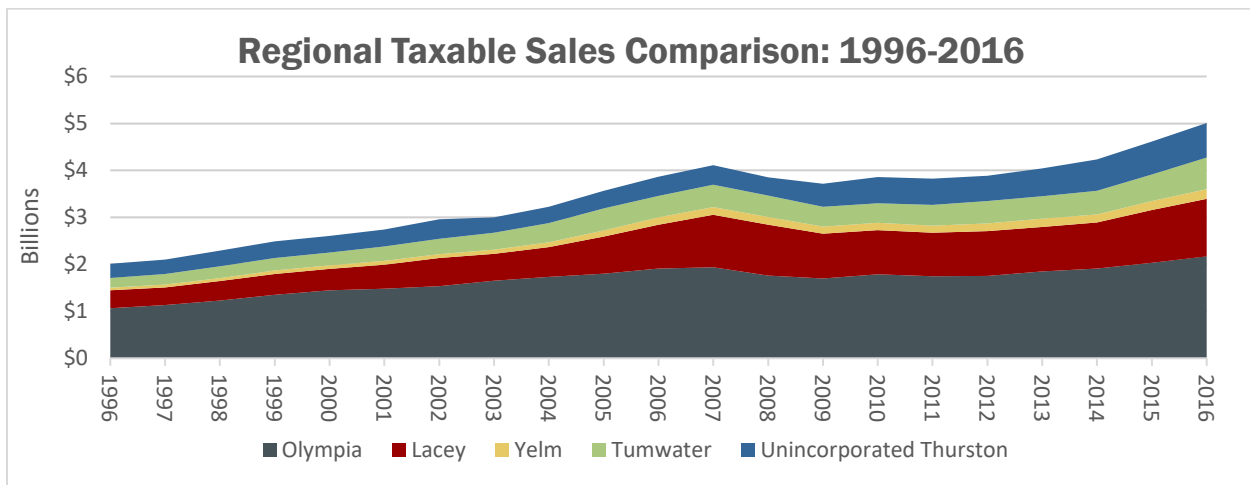


Figure 8-3. Taxable Sales Revenue in Thurston County: 1996-2016..

SOURCE: WASHINGTON DEPARTMENT OF REVENUE.

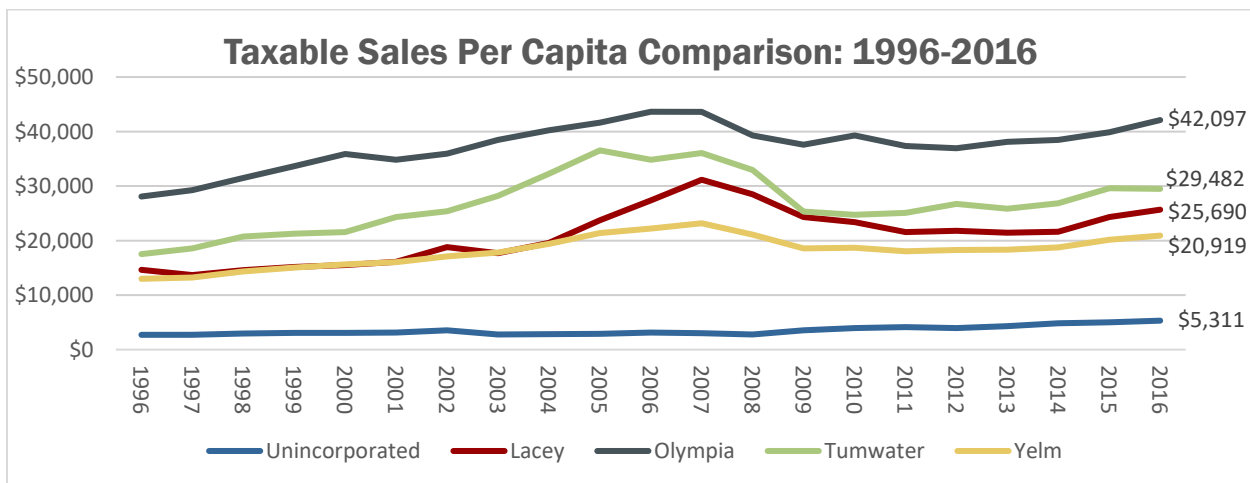


Figure 8-4. Taxable Sales Per Capita: 1996-2016.

SOURCE: WASHINGTON DEPARTMENT OF REVENUE, JRO + CO.

Adopted November 2019

Table 8-1. Average Annual Wages and Employment by Industry.

SOURCE: WASHINGTON STATE EMPLOYMENT SECURITY DEPARTMENT, COVERED EMPLOYMENT (QCEW), 2017.

| Industry Description | Firms | | Total 2017 wages paid | | Average annual employment | | Average annual wage | |
|--|--------------|------------|------------------------|------------|---------------------------|------------|---------------------|----------|
| | Count | % | Total | % | Total | % | Average | Rank |
| Total | 7,923 | 100 | \$5,564,735,410 | 100 | 113,126 | 100 | \$49,191 | - |
| GOVERNMENT | 172 | 2.2 | \$2,298,053,114 | 41.3 | 37,909 | 33.5 | \$60,620 | 7 |
| Healthcare and social assistance | 1,628 | 20.5 | \$725,929,779 | 13.0 | 14,542 | 12.9 | \$49,920 | 11 |
| Retail trade | 682 | 8.6 | \$392,800,826 | 7.1 | 12,590 | 11.1 | \$31,199 | 18 |
| Accommodation and food services | 475 | 6.0 | \$175,030,489 | 3.1 | 8,983 | 7.9 | \$19,485 | 19 |
| Administrative and waste services | 563 | 7.1 | \$209,998,906 | 3.8 | 5,610 | 5.0 | \$37,433 | 16 |
| Construction | 1,015 | 12.8 | \$293,345,530 | 5.3 | 5,297 | 4.7 | \$55,380 | 8 |
| Professional and technical services | 943 | 11.9 | \$293,617,472 | 5.3 | 4,364 | 3.9 | \$67,282 | 4 |
| Other services, except public administration | 655 | 8.3 | \$157,735,783 | 2.8 | 3,790 | 3.4 | \$41,619 | 12 |
| Manufacturing | 188 | 2.4 | \$181,956,495 | 3.3 | 3,407 | 3.0 | \$53,407 | 10 |
| Wholesale trade | 400 | 5.0 | \$177,948,962 | 3.2 | 2,685 | 2.4 | \$66,275 | 5 |
| Transportation and warehousing | 147 | 1.9 | \$95,615,544 | 1.7 | 2,355 | 2.1 | \$40,601 | 13 |
| Finance and insurance | 265 | 3.3 | \$159,547,444 | 2.9 | 2,312 | 2.0 | \$69,008 | 3 |
| Educational services | 109 | 1.4 | \$82,284,900 | 1.5 | 2,126 | 1.9 | \$38,704 | 14 |
| Agriculture, forestry, fishing and hunting | 174 | 2.2 | \$75,144,764 | 1.4 | 2,023 | 1.8 | \$37,145 | 17 |
| Arts, entertainment, and recreation | 97 | 1.2 | \$26,965,647 | 0.5 | 1,416 | 1.3 | \$19,044 | 20 |
| Real estate and rental and leasing | 248 | 3.1 | \$52,231,405 | 0.9 | 1,362 | 1.2 | \$38,349 | 15 |
| Information | 134 | 1.7 | \$81,496,382 | 1.5 | 1,310 | 1.2 | \$62,211 | 6 |
| Management of companies and enterprises | 14 | 0.2 | \$64,339,290 | 1.2 | 827 | 0.7 | \$77,798 | 2 |
| Utilities | 10 | 0.1 | \$19,107,174 | 0.3 | 193 | 0.2 | \$99,001 | 1 |
| Mining | 6 | 0.1 | \$1,585,504 | 0.0 | 29 | 0.0 | \$54,673 | 9 |
| NOT ELSEWHERE CLASSIFIED | 0 | 0.0 | \$0 | 0.0 | 0 | 0.0 | \$0 | 21 |

Industries in Thurston County with the greatest number of employees are not the industries with the highest average annual wages. Government, which ranks first in average annual employment, ranks 7th in average annual wage. Retail ranks third in the average annual employment but has pays \$31,199, much less than county average of \$49,191. The highest compensated industries, Utilities, Management of Companies and Finance and Insurance account for only 2.9 percent of total employment. While Public Administration (government) is by far the largest single driver, more than 75 percent of GRP is produced by other sectors.²

C. ECONOMIC CONDITIONS AND PERFORMANCE

The following figures illustrate the composition of Thurston County's Gross Regional Product (i.e. the market value of all goods and services produced in a specific region and/or the sum of all local

² Thurston Economic Development Council, Mineral Lands Supply and Demand via JobsEQ 2017

Adopted November 2019

earnings, profits, taxes and government subsidies). The first figure shows how GRP has steadily grown over time (3.5 percent since 2016³), albeit with a flattening during the Great Recession.

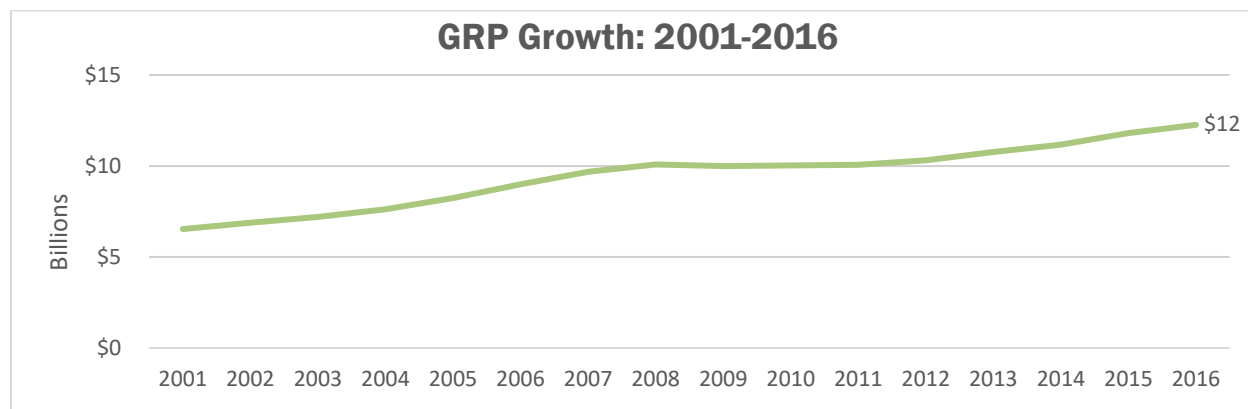


Figure 8-5. Thurston Gross Regional Product: 2001-2016.

SOURCE: JOBS EQ; THURSTON EDC, JRO+CO.

The figure below shows the relative contributions of industry sectors to the Thurston County GRP.

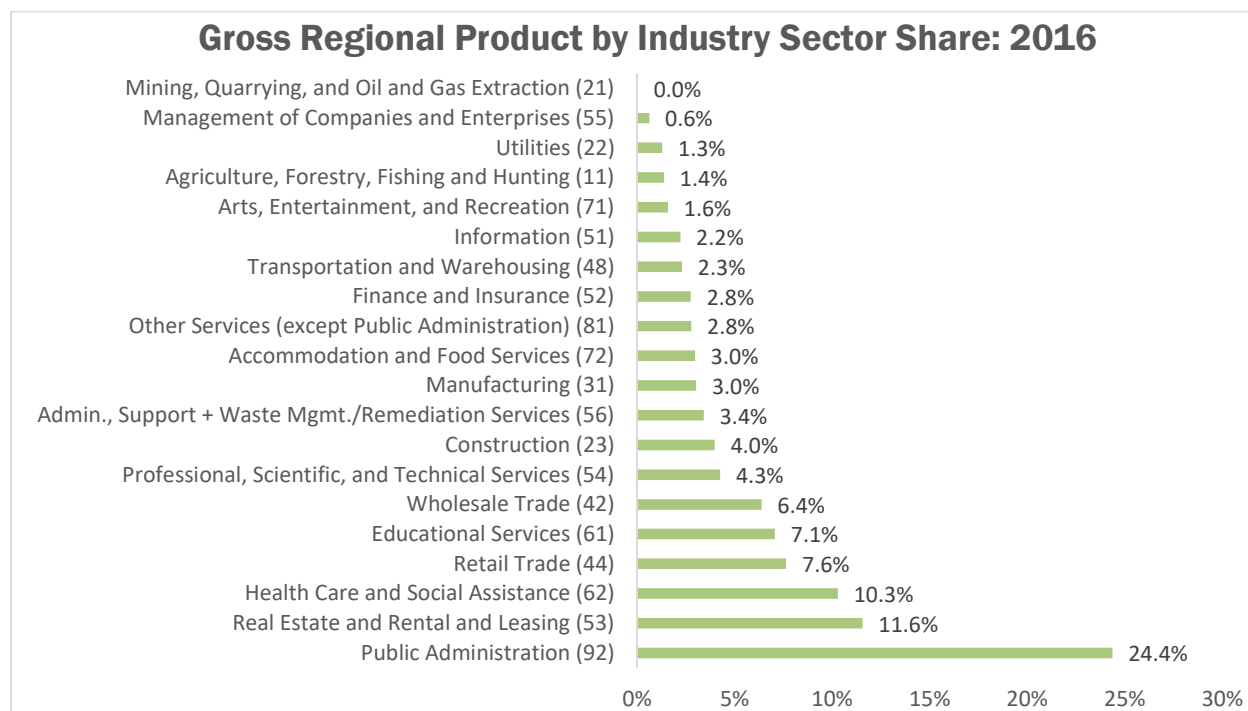


Figure 8-6. Thurston County Components of Gross Regional Product.

SOURCE: JOBS EQ; THURSTON EDC, JRO+CO.

³ Thurston Economic Development Council, The Short Report, Thurston Economic Vitality Index 2017

Farming and Agriculture

Thurston County has a strong history and identity with farming, natural resources and agriculture. Farms serve as economic engines that provide for a diversified employment base. The combined industries of agriculture, forestry, fishing and hunting directly provided an average annual employment of 2,023 jobs in 2017.⁴ However, there are likely even more workers in farming and farming adjacent positions that are currently working but are not recorded by the employment security department. This group of unrecorded farm workers includes owners and operators of small farms, contractors, people working farms while on social security, and more. While agriculture, forestry, fishing and hunting generate roughly one and a half percent of the County's gross regional product, the importance of these industries to the County warrants special consideration.

Thurston County farmers have access to several policies and programs that aid agriculture. Preserving agriculture land is especially important because approximately 14,388 acres (nineteen percent) of farmland was converted to other uses from 2012 to 2017.⁵ This conversion is attributed to a high percentage of farmland within or close to urban areas. In 2009, 10,958 acres (16 percent) of farmland was within or adjacent to urban growth areas and an additional 40,359 acres (59 percent) of farmland were within one to three miles of urban growth areas.⁶

One way to protect agricultural land is through current use valuation with the Open Space Tax Act. In 1970, the Washington State Legislature adopted the Open Space Tax Act to "... maintain, preserve, conserve, and otherwise continue in existence adequate open space lands for the production of food, fiber, and forest crops, and to assure the use and enjoyment of natural resources and scenic beauty for the economic and social well-being of the state and its citizens." The Legislature recognized that the market value of land used for farming, timber production or open space uses is often much lower than its market value for other higher uses, like residences or businesses. Since property taxes must be based on the highest and best use under state law, owners of farmland or open space often have difficulty continuing their natural resource uses while paying higher use taxes. Land-owners often find that they have to convert their land to the higher uses. This reduces the overall supply of farmlands, forest lands and open space. In order to address that problem, the Legislature provided a way for County Assessors to base property tax assessments on the current use value of lands used for natural resource production or protection. Property owners who voluntarily commit to continuing these uses may apply for current use classification in the Open Space Tax Program and have their property assessments based on current use values, resulting in lower property taxes. However, as of 2009, only 51 percent of eligible farmland in Thurston County was enrolled in the current use valuation.⁷

⁴ Washington State Employment Security Department, Covered Employment (QCEW), 2017.

⁵ United States Department of Agriculture, Census of Agriculture, National Agricultural Statistics Service Quick Stats, 2017

⁶ South of the Sound Community Farmland Trust, Thurston County Farmland Inventory, 2009.

⁷ South of the Sound Community Farmland Trust, Thurston County Farmland Inventory, 2009.

Adopted November 2019

A second tool to protect agriculture is through designating agricultural lands of long-term commercial significance. Thurston County designates areas as Long-Term Agriculture and Nisqually Agriculture to protect land for agricultural use. As of 2018, 14,894 acres were zoned as Long-Term Agriculture.⁸

A third tool to protect agriculture is through the voluntary stewardship program (VSP). The VSP is an alternative approach for counties to protect critical areas on agricultural lands. Instead of enacting further critical areas regulation on agricultural lands, the VSP allows the county to work closely with stakeholders to develop voluntary, site-specific stewardship plans. One of the benefits of the VSP planning process is that it's a local, grassroots planning effort. It also integrates programs that may already exist in the county, such as the Open Space Tax Program, Transfer and Purchase of Development Rights, and Agritourism (see Chapter 9 – Environment, Recreation and Open Space) of the Comprehensive Plan for more details). The mission of the VSP is to create a voluntary stewardship plan which protects critical areas while maintaining and enhancing the viability of agriculture. Increasing economic productivity of farms is important to the long-term retention of farms because many unprofitable farms are sold to developers, who convert the farm land into residential homes. In this way, the VSP helps preserve agricultural lands, long-term agricultural lands and the rural character of the County.

Preserving agricultural lands is a priority because Thurston County has lost over 75 percent of its working agricultural lands since the mid-1950s.⁹ As overall farmland has decreased, there have been changes in the composition of individual farms. Table 8-2 below provides a snapshot of the size and count of farms in Thurston County from 2017. For example, in 2017 there were 38 farms that operated between 140 and 179 acres. Those 38 farms represented 3 percent of all the individual farms, of all sizes, in Thurston County. The total area operated by these 38 farms was 6,001 acres (6 percent of all operated farm area).

Table 8-2. Acres of farmland and count of farms sorted by farm size category.

SOURCE: UNITED STATES DEPARTMENT OF AGRICULTURE, CENSUS OF AGRICULTURE, 2017.

| FARMS BY SIZE | ACRES | | FARMS | | AVERAGE |
|--------------------|--------|-----|--------|-----|------------|
| | Acres | % | Number | % | Acres/Farm |
| 1.0 TO 9.9 ACRES | 2,047 | 4% | 444 | 37% | 4.6 |
| 10.0 TO 49.9 ACRES | 11,096 | 14% | 490 | 41% | 22.6 |
| 50.0 TO 69.9 ACRES | 4,166 | 5% | 73 | 6% | 57.1 |
| 70.0 TO 99.9 ACRES | 4,078 | 7% | 51 | 4% | 80.0 |
| 100 TO 139 ACRES | 5,432 | 6% | 47 | 4% | 115.6 |
| 140 TO 179 ACRES | 6,001 | 6% | 38 | 3% | 157.9 |
| 180 TO 219 ACRES | (D) | (D) | 11 | 1% | (D) |
| 220 TO 259 ACRES | 2,129 | 3% | 9 | 1% | 236.6 |
| 260 TO 499 ACRES | 5,475 | 9% | 18 | 2% | 304.2 |

⁸ Thurston County Parcel Data, 2018.

⁹ Washington State University Extension, Agriculture in Thurston County, 2013.

Adopted November 2019

| | | | | | |
|---|--------|------|-------|------|--------|
| 500 TO 999 ACRES | 8,997 | 14% | 12 | 1% | 749.8 |
| 1,000 TO 1,999 ACRE | 7,621 | 12% | 6 | 1% | 1270.2 |
| 2,000 OR MORE ACRES | (D) | (D) | 1 | <1% | (D) |
| Total (From USDA Census Source) | 62,250 | 100% | 1,200 | 100% | 51.9 |
| Total (Calculated, missing data not included) | 54,995 | 88% | 1,200 | 100% | 45.8 |

(D) = Withheld to avoid disclosing data for individual operations.

The local farming industry has trended towards smaller farms. Since 2012, the average farm size has decreased from 57 acres to 52 acres in 2017, a 10 percent change.¹⁰ Over that same time period the number of farms has decreased from 1,336 to 1,200. Of those 1,200 farms, 78 percent (934) are less than 50 acres.¹¹ Further, only 20 percent of the farms in Thurston County consist of more than 50 acres and only seven farms are greater than 1,000 acres. More than half (52 percent) of all operated farm area is located on just four percent of the farms. Therefore, while most farms are small, most of the farmland is on a relatively few, big farms.

Similar data of agriculture is available based on farm sales. Table 8-3 below provides a snapshot of the sales and number of farms in Thurston County from 2017. For example, in 2017 there were 168 farms that generated between \$1,000 and \$2,499 in annual farm sales. The 168 farms represented 14 percent of all the farms in Thurston County. The total sales generated by these 168 farms was \$267,000 (less than 1 percent of all farm sales).

Table 8-3. Sales and count of farms sorted by farm sales category.

SOURCE: UNITED STATES DEPARTMENT OF AGRICULTURE, CENSUS OF AGRICULTURE, 2017.

| FARMS BY ANNUAL SALES | SALES | | FARMS | | AVERAGE |
|------------------------|-------------|-----|--------|-----|-----------|
| | \$ | % | Number | % | \$/Farm |
| LESS THAN \$1,000 | 76,000 | 0% | 426 | 36% | 178 |
| \$1,000 TO \$2,499 | 267,000 | 0% | 168 | 14% | 1,589 |
| \$2,500 TO \$4,999 | 601,000 | 0% | 170 | 14% | 3,535 |
| \$5,000 TO \$9,999 | 1,119,000 | 1% | 162 | 14% | 6,907 |
| \$10,000 TO \$19,999 | 1,505,000 | 1% | 105 | 9% | 14,333 |
| \$20,000 TO \$24,999 | 615,000 | 0% | 28 | 2% | 21,964 |
| \$25,000 TO \$39,999 | 1,310,000 | 1% | 41 | 3% | 31,951 |
| \$40,000 TO \$49,999 | 518,000 | 0% | 12 | 1% | 43,167 |
| \$50,000 TO \$99,999 | 1,047,000 | 1% | 15 | 1% | 69,800 |
| \$100,000 TO \$249,999 | 5,644,000 | 3% | 34 | 3% | 166,000 |
| \$250,000 TO \$499,999 | 3,809,000 | 1% | 12 | 1% | 317,417 |
| \$500,000 OR MORE | 159,580,000 | 91% | 27 | 2% | 5,910,370 |

¹⁰ United States Department of Agriculture, Census of Agriculture, County Profile, 2017

¹¹ United States Department of Agriculture, Census of Agriculture, National Agricultural Statistics Service Quick Stats, 2012

| | | | |
|---------------------|------------------|------------|---------|
| Total (From Source) | 176,091,000 100% | 1,336 100% | 146,743 |
|---------------------|------------------|------------|---------|

Most of the farms in Thurston County (77 percent) are on the smaller end of farm sales (less than \$10,000). In contrast, 91 percent of total farm sales (\$159 million) is generated by only 2 percent of all the farms (27 farms) in Thurston County. Of the total \$176 million in countywide farm sales, crop sales generated approximately \$56 million (32 percent) and livestock sales generated roughly \$119 million (68 percent). The infrastructure and land use to process and store these farm goods is essential. The Thurston Regional Planning Council predicts that Thurston County has sufficient buildable industrial and commercial lands to meet the processing and warehousing needs of the farming community through 2035.¹²

The supply for warehousing is especially important as the global economy continues the trend of more online retailers and less local retailers (both big box stores and small local businesses). This trend is part of a large transformation in the goods-based consumer retail industry due to more people shopping online.¹³ Big name retailers are declaring bankruptcy and closing hundreds of stores, as American buying habits change and more purchases are made online. This creates a trickle-down effect on local communities where some brick-and-mortar retail bases slowly erode. The rising shift to online retail means less local sales tax revenue.¹⁴ The continued shift in retail behavior warrants special consideration and further research to identify planning tools and strategies to address the potentially shrinking brick-and-mortar retail marketplace.

Tourism and the Rural Economy

Tourism, also referred to as the “visitor industry,” is another important component of the local economy. While tourism is not neatly classified into a specific sector like the industries above, its impacts can be measured by aggregating sales activity in other sectors. As the chart below shows, Thurston County has enjoyed considerable growth in visitor spending and earnings over the years. Some of this is expected – for example, as the seat of state government, we benefit from hosting legislative sessions, state agency retreats and other government-driven overnight stays and daytime spending.

Growth in revenues can be attributed to strategic investments. Examples include the advent of the Bountiful Byway in south county and new arts and entertainment offerings in Thurston County cities. The Port of Olympia has plans to welcome passenger cruise lines, further extending the types of visitor spending within our community.

¹² TRPC, Buildable Lands Report for Thurston County, 2014

¹³ American Planning Association, Retail Realities, 2018

¹⁴ American Planning Association, Retail Realities, 2018



Figure 8-7. Thurston County Visitor Spending & Earnings.

SOURCE: DEAN RUNYAN AND ASSOCIATES, EXPERIENCE OLYMPIA AND BEYOND.

The rural economy is a key contributor to the tourism economy. Increased access and marketing of the amenities and destinations in rural Thurston County has strengthened agritourism. The farming community has developed many craft items such as beer, wine and spirits to draw visitors. Other farms have developed onsite shops and U-Pick programs. The Thurston Bountiful Byway, established in 2014 by the Thurston County Board of Commissioners, is a guide for the exploration of many rural destinations including trails, parks, art galleries, craft farms, historic destinations, farms, wildlife sanctuaries and bed and breakfasts. Local rural businesses have tapped into the increasing consumer demand for quality, organic and locally-produced goods. This consumer demand is especially relevant for farms and other craft goods because 43 percent of visitor spending in Thurston County was for food service or food stores.¹⁵ In this way, the rural character of the County directly contributes to the economic health of the County.

Thurston County is well suited for this intimate agritourism experience because roughly 45 percent of farms are less than 10 acres.¹⁶ Smaller, rural residential farms are 8.7 percent more likely to offer agritourism than larger, non-family farms. Agritourism is worth exploring because local commercial agriculture accounted for almost 15 percent of the County's land use and produced over \$120 million worth of farm products a year in 2012.¹⁷

¹⁵ Experience Olympia, Annual Report, 2017

¹⁶ United States Department of Agriculture, Census of Agriculture, County Profile, 2012

¹⁷ Schilling, B.J. and Sullivan, K.P., 2014. Characteristics of New Jersey agritourism farms. *Journal of Food Distribution Research*, 45(2), p.161



Clipping from Thurston Bountiful Byway Map. The map highlights agritourism paths and amenities.

SOURCE: THURSTON BOUNTIFUL BYWAY FROM EXPERIENCE OLYMPIA, 2018.

Other Natural Resources

Another component of the rural economy is construction and mineral extraction. Thurston County has significant deposits of sand, gravel and bedrock. The occupations related to the mining, processing, and use of these minerals employ roughly 9,600 workers.¹⁸ In 2017, the extraction, processing and support activities for mineral mining in Thurston County created \$56 million in sales.¹⁹ Of that amount, \$2.5 million were sold to local businesses. Other natural resource sectors are also vital to Thurston County. In 2017 the agriculture, forestry, fishing and hunting industries employed two thousand people and paid out \$75 million in wages.²⁰ The economic significance of these industries is reflected in local land use patterns. 33.4 percent of Thurston County's area is devoted to forestry or agricultural uses today.²¹

Natural resources are a historically and economically important to Thurston County. As discussed in Chapter 3, Natural Resources, there are many County Wide Planning Policies that connect natural resources and economic development. Chapter 3 dives deeper into the regulations, distributions and quantity of natural resources.

Employment Location Quotients are calculated by comparing that sector's share of regional employment with its share of national employment. A LQ of 1 means the regional economy is equal to the national economy. A LQ of more than 1 means the regional economy is more concentrated. The agriculture, forestry, fishing and hunting sector in Thurston County has an employment LQ of 2.04, by far the biggest of all sectors as of 2016.²² The mining, quarrying, and oil and gas extraction sector has a LQ of 0.06.

¹⁸ Washington State Employment Security Department, Thurston County Profile, 2017

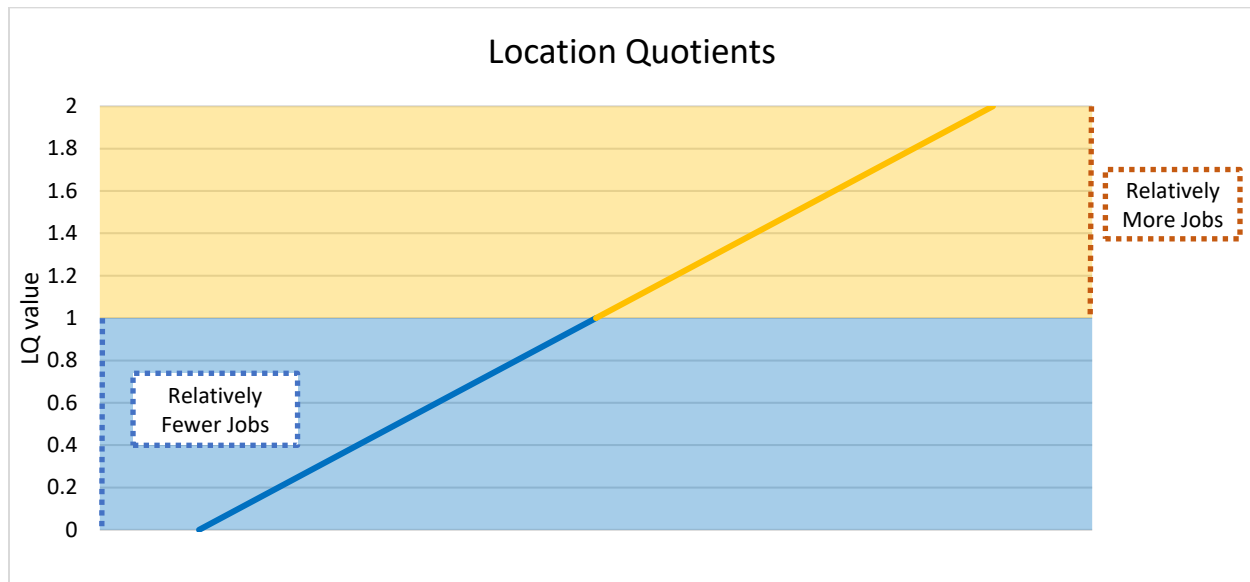
¹⁹ Thurston Economic Development Council, Mineral Lands Supply and Demand via JobsEQ, 2017

²⁰ Washington State Employment Security Department, Covered Employment (QCEW), 2017

²¹ TRPC, Buildable Lands Report for Thurston County, 2014

²² U.S. Bureau of Labor Statistics, Quarterly Census of Employment and Wages, 2017

$$\text{Location Quotient} = \frac{\left(\frac{\text{Thurston Industry Employment}}{\text{Thurston Total Employment}} \right)}{\left(\frac{\text{National Industry Employment}}{\text{National Total Employment}} \right)}$$



In 2012, Earth Economics²³ estimated the low and high dollar per-acre value for different land cover types in Thurston County. Dollar values were estimated for each ecosystem service across each land cover type. Combining the available ecosystem service values (water regulation, habitat, recreation) for one land cover yields a total value for that land cover in dollars per acre per year. In many ways, these lands act as natural infrastructure for the community, and this value is partially represented below.

Table 8-4: Low and High Dollar Per-Acre Estimates for Agriculture and Forest Lands

| Ecosystem Services | Agricultural Land | | Forest | |
|-------------------------------------|--------------------------|-------------|---------------|-------------|
| | Low | High | Low | High |
| <i>Aesthetic and Recreational</i> | \$2.06 | \$29.63 | \$0.21 | \$2,174.8 |
| <i>Biological Control</i> | \$14.18 | \$14.18 | \$9.69 | \$10.04 |
| <i>Disturbance Regulation</i> | \$2.10 | \$2.10 | \$1.4 | \$5.14 |
| <i>Erosion Control</i> | \$5.82 | \$5.80 | \$112.58 | \$112.58 |
| <i>Food Provision</i> | | | | |
| <i>Gas and Climate Regulation</i> | \$11.02 | \$128.16 | \$14.55 | \$1,066.61 |
| <i>Habitat Refugium and Nursery</i> | | | \$1.22 | \$538.95 |

²³ Flores, L., Batker, D., Milliren, A., and J. Harrison-Cox. (2012). "The Natural Value of Thurston County: A Rapid Ecosystem Service Valuation". *Earth Economics*.

Adopted November 2019

| | | | | |
|------------------------------|----------------|-----------------|------------------|-------------------|
| <i>Nutrient Cycling</i> | \$8.80 | \$22.32 | \$74.28 | \$1,135.64 |
| <i>Pollination</i> | \$2.59 | \$427.34 | \$67.84 | \$413.73 |
| <i>Raw Materials</i> | | | \$1.87 | \$1.87 |
| <i>Science and Education</i> | | | \$39.72 | \$68.37 |
| <i>Soil Formation</i> | \$2.27 | \$5.82 | | |
| <i>Waste Treatment</i> | | | \$169.01 | \$169.01 |
| <i>Water Regulation</i> | | | \$10.35 | \$588.57 |
| <i>Water Supply</i> | | | \$1,395.98 | \$1,770.14 |
| <i>Medicinal Resources</i> | | | | |
| Total | \$48.84 | \$635.38 | \$1,898.7 | \$8,055.45 |

SOURCE: SUMMARIZED TABLE FROM THE NATURAL VALUE OF THURSTON COUNTY, EARTH ECONOMICS, 2012.

IV. FUTURE ECONOMIC OPPORTUNITIES

A. EMPLOYMENT PROJECTIONS

Thurston Regional Planning Council (TRPC) projects the number of jobs in Thurston County will increase by more than 65,000 between 2014 and 2040.²⁴ By 2040, the unincorporated area of the county is predicted to have only 16 percent of jobs county wide, down from 19 percent in 2014.

Jobs that are located in rural areas tend to be home-based employment or resource-based. Jobs related to natural resource industries, particularly forestry and agriculture, have declined substantially in Thurston County over the past several decades, and are projected to continue to shrink between now and 2040. This decline will be felt most in the unincorporated area, which is home to 10 percent of all the natural resource jobs, even though they only make up 2 percent of jobs available county wide.

Within the urban areas, 72 percent of new jobs are expected to locate in areas zoned for commercial uses (including mixed-use zoning districts). These include most jobs in state and local government, the exception being some schools and The Evergreen State College. It also includes jobs in shopping areas, professional offices, including doctor and dentist offices, and other types of services. Some light-industrial types of jobs locate in these areas, including mini-storage facilities.

Eight percent of new jobs are expected in areas zoned for predominately industrial uses. The majority of these jobs are in manufacturing and warehousing, but there are also many other types of business such as recreation that locate in warehouse-style building. The remaining 20 percent will locate in areas zoned for residential uses.

²⁴ TRPC, Population and Employment Forecast, 2014

The TRPC Buildable Lands Program found that there is sufficient commercial and industrial land to accommodate future job growth for the next twenty years.²⁵

However, despite the amount of land available for job growth, challenges still exist. For example, Thurston County, the City of Tumwater and the Port of Olympia are all working on prairie habitat management plans for large swatches of land across the southern parts of the county. Depending on the results of those efforts, some rezoning may be required to address issues in urban growth areas. Olympia is the most land-challenged municipality and will likely rely on redevelopment of existing lands or properties to meet its future growth demand.

Commercial and industrial development in rural areas is limited by the Growth Management Act to small-scale uses that serve rural area residents. As growth occurs, the County will continue to work with TRPC and its partners to assess commercial and industrial land supplies and adjust course as necessary.

B. EMPLOYMENT AND INCOME TRENDS

As Thurston County works to strengthen its economic position, two specific trends will be particularly important to track and address.

1. Job growth relative to population growth, presents a fundamental policy question:
 - a. Is Thurston County a “bedroom community” that exports workers and revenue, **or**
 - b. Is Thurston County an “employment center” that retains jobs and revenue?
2. How household income has grown in King County relative to the rest of the state.

Trend One: Job growth relative to population growth.

The graph below shows how the county may be trending towards becoming a bedroom community. From 2000 through 2016, Thurston County’s population has grown by approximately 65,340 (24.0 percent). Over that same time period Thurston County added approximately 18,500 net jobs (13.2 percent). In sum, Thurston County is adding more people than jobs, and has been since 2000. This trend suggests that Thurston County is becoming a “bedroom community”.

The reasons contributing to this discrepancy are myriad: higher-paying jobs outside of Thurston County, increased retirements associated with “baby-boomers” and/or in-migration of out-of-state retirees, a dearth of relevant industry expansion (e.g. tech, logistics, manufacturing), reduction in labor force participation, and/or local resistance to growth and a corresponding lack of developable lands. However, 26.8 percent of workers who lived in Thurston County, worked outside the county in 2016.²⁶ This value has been roughly consistent for a decade. The vast majority of these workers travel to neighboring Pierce County. Other top destinations include King, Lewis, Mason and Grays Harbor Counties.²⁷

²⁵ TRPC, Buildable Lands Report for Thurston County, 2014

²⁶ U.S. Census Bureau, American Census Survey Commuting Characteristics 2012-2016.

²⁷ U.S. Census Bureau, Residence County to Workplace County Commuting Flows for the United States and Puerto Rico Sorted by Residence Geography: 5-Year ACS, 2009-2013

Adopted November 2019

Ultimately, communities that “shed” jobs must adjust to declines in taxable revenue and spending (i.e. workers that purchase goods near their place of employment). This loss of taxable revenue reduces local social service investment capacity and charitable giving, while also increasing collateral spending and loss of economic security (i.e. transportation infrastructure, reduced wages due to extended commute times and/or transportation costs, etc.). Commuting factors are especially important because commuting in the Puget Sound region is conducted along the I-5 highway. As the region continues to experience high population growth, traffic will impact travel times. If the volume of jobs in Thurston County does not grow, fewer people will live in the county because of growing commute times.

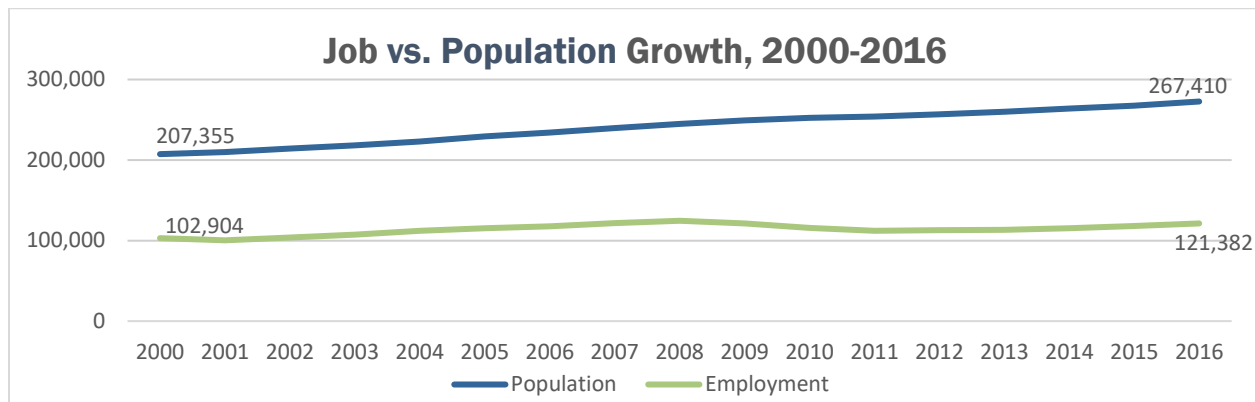


Figure 8-8. Thurston County Population & Employment Growth: 2000-2016.

SOURCE: OFM, JRO + CO.

Trend Two: Thurston County household income relative to King County.

Up until the Great Recession, Thurston County household incomes tracked just below the King County average, and at or above the statewide average. Following the recession, King County incomes spiked dramatically, driven primarily by growth in the tech sector. The increase has been so strong that King County pulled the entire statewide household income average *above* Thurston County for the first time in 2016. This growth has, in turn, led to an increased northbound commute as Thurston County and other South Sound residents seek higher wages (approximately 25,000 Thurston County residents travel to Pierce and King County for work as of 2016). Conversely, Thurston County and the South Sound have become increasingly popular migration destinations for retirees and others in search of lower housing costs.

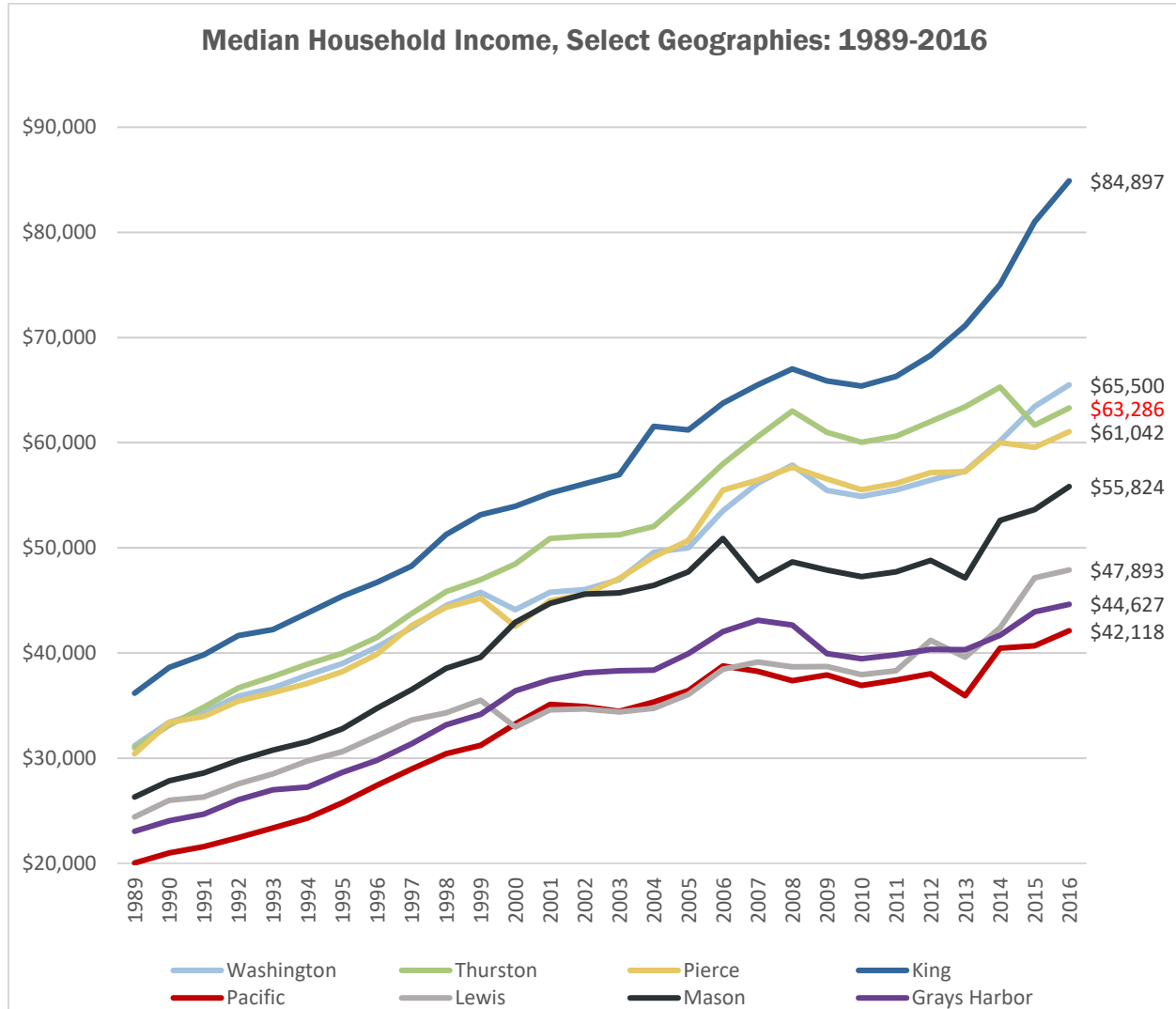


Figure 8-9. Median Wage: 1989-2016.

SOURCE: WASHINGTON OFFICE OF FINANCIAL MANAGEMENT, US CENSUS BUREAU.

Another way of viewing Thurston County's workforce is by "class of worker", as shown in the chart below. Class of worker categorizes people according to the type of ownership of the employer organization. Class of worker helps specify whether an employed person is salaried or self-employed and helps specify if the person works in the private sector or in government (i.e., the public sector).²⁸ Thurston County has a relatively high percentage of government workers, as mentioned earlier in the chapter. In addition, the County also has a high percentage of private wage and salary workers. However, Thurston County has a smaller proportion of self-employed workers than the state. The proportion of self-employed workers may change over time as interest in

²⁸ U.S. Census Bureau, 2016 American Community Survey Content Test Evaluation Report: Class of Worker, 2017.

Adopted November 2019

entrepreneurship grows and dislocated workers search for new opportunities with new technological advances, which enable more individuals to work from home.

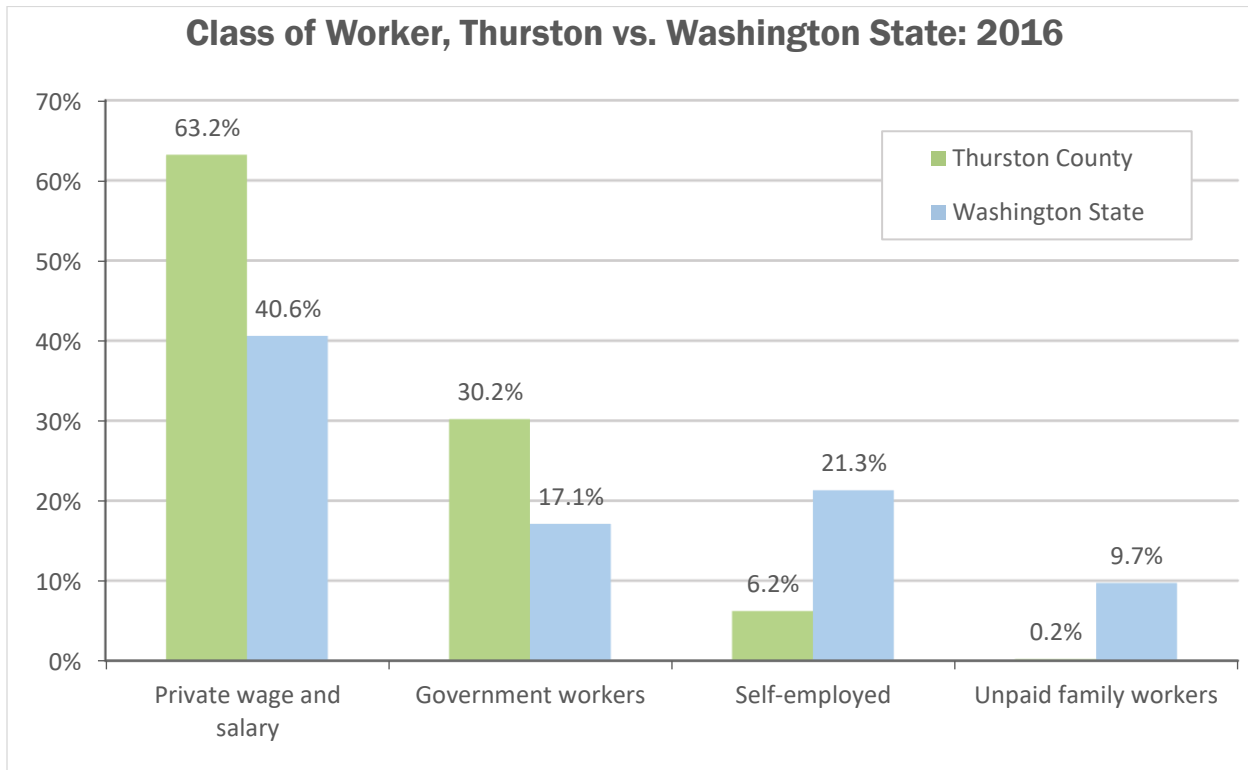


Figure 8-10. Class of Worker.

SOURCE: U.S. CENSUS BUREAU, AMERICAN COMMUNITY SURVEY, 2016.

C. ECONOMIC DEVELOPMENT OPPORTUNITIES

Thurston County is located in the greater Puget Sound economic region. As such, the County has ample opportunities for economic development. For example, *Forbes Magazine* ranked the Olympia-Tumwater MSA (Thurston County) #32 for the best places in the nation for business and careers.²⁹ Thurston County, as part of the Pac Mtn Workforce System, has identified multiple “target industry clusters.” In brief, these are the industry clusters that employ large percentages of local workers, pay above average wages, show signs of growth and produce significant taxable revenue. They include:

- ❖ Health Sciences
- ❖ Tourism and Recreation
- ❖ Information and Technology
- ❖ Advanced Manufacturing
- ❖ Wood Products
- ❖ Agriculture and Food Manufacturing

The table below shows how employment has increased in each representative sector since the target industries were identified, and work initiated to develop a qualified workforce as well as

²⁹ Forbes, The Best Places for Business and Careers, 2017

Adopted November 2019

address supply chain gaps (e.g. products or services that were previously purchased outside of Thurston County).

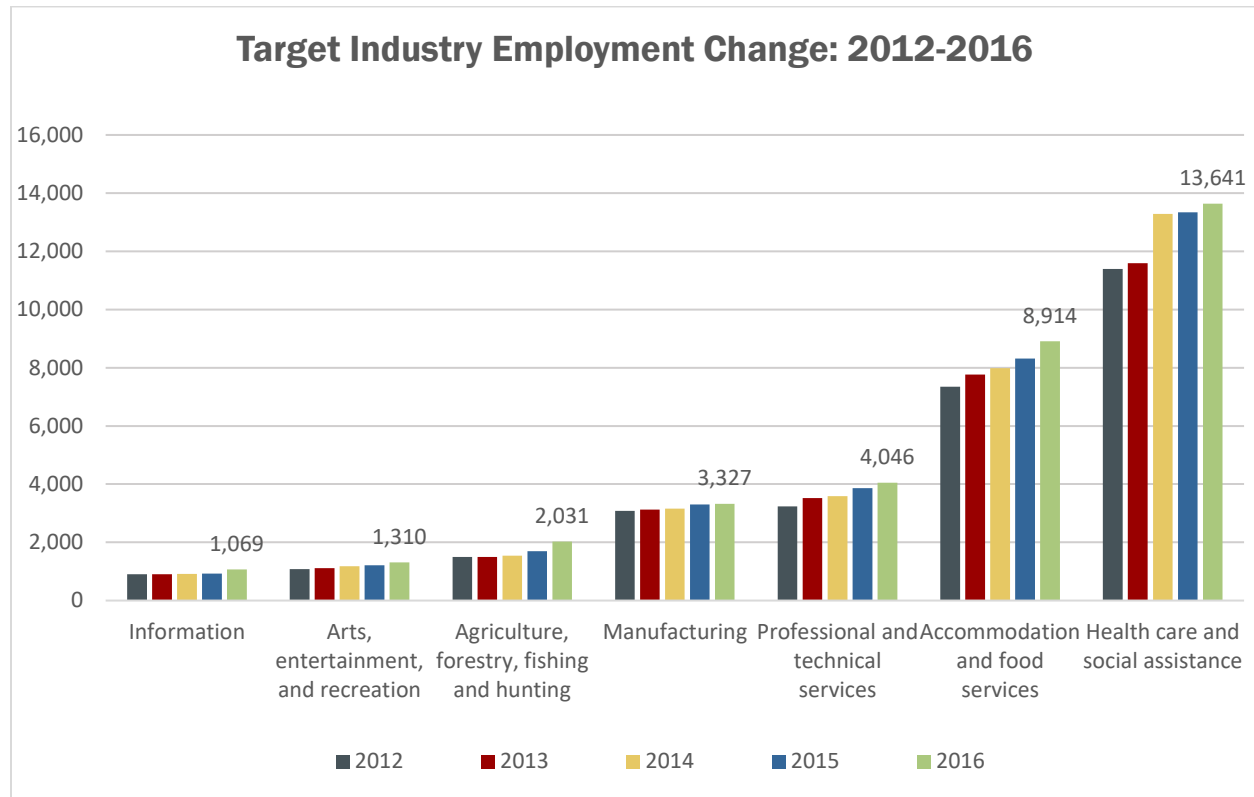


Figure 8-11. Thurston County Target Industry Employment Change.

SOURCE: WASHINGTON EMPLOYMENT SECURITY DEPARTMENT.

Moving forward, Thurston County will continue to work with local jurisdictions and regional partners including the Pac Mtn Workforce Development Council (Pac Mtn) to track industry performance and adjust economic development policies. The following tables show how these types of opportunities might be identified using real-time industry data. The first chart shows relative percentages of goods and services purchased in-Thurston vs. out-of-Thurston, and the second provides a snapshot-in-time forecast for potential employment growth by industry sector. These findings can be further broken-down by sub-industry sector, enabling pin-pointing of specific areas for future action (e.g. particular goods and services are purchased outside of Thurston County that could be produced in the county). For example, more than 80 percent of Thurston County's demand for goods and services from the agriculture, forestry, fishing and hunting industry is met by providers from outside of Thurston County. This represents a strong opportunity to expand agriculture within the County and meet that demand locally.

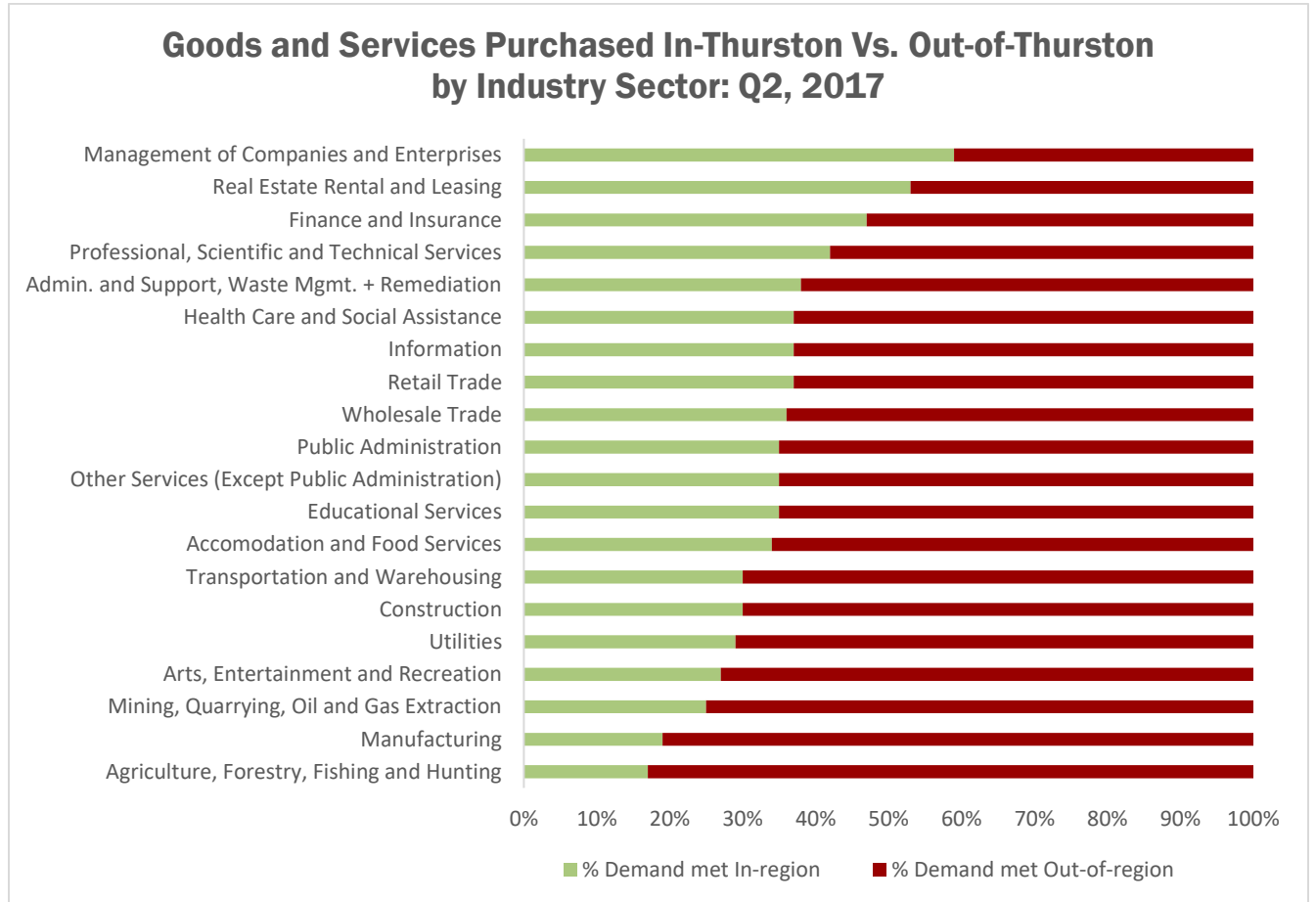


Figure 8-12. Supply Chain Gaps by Industry Sector.
SOURCE: JOBS EQ, THURSTON EDC, JRO+CO, 2017.

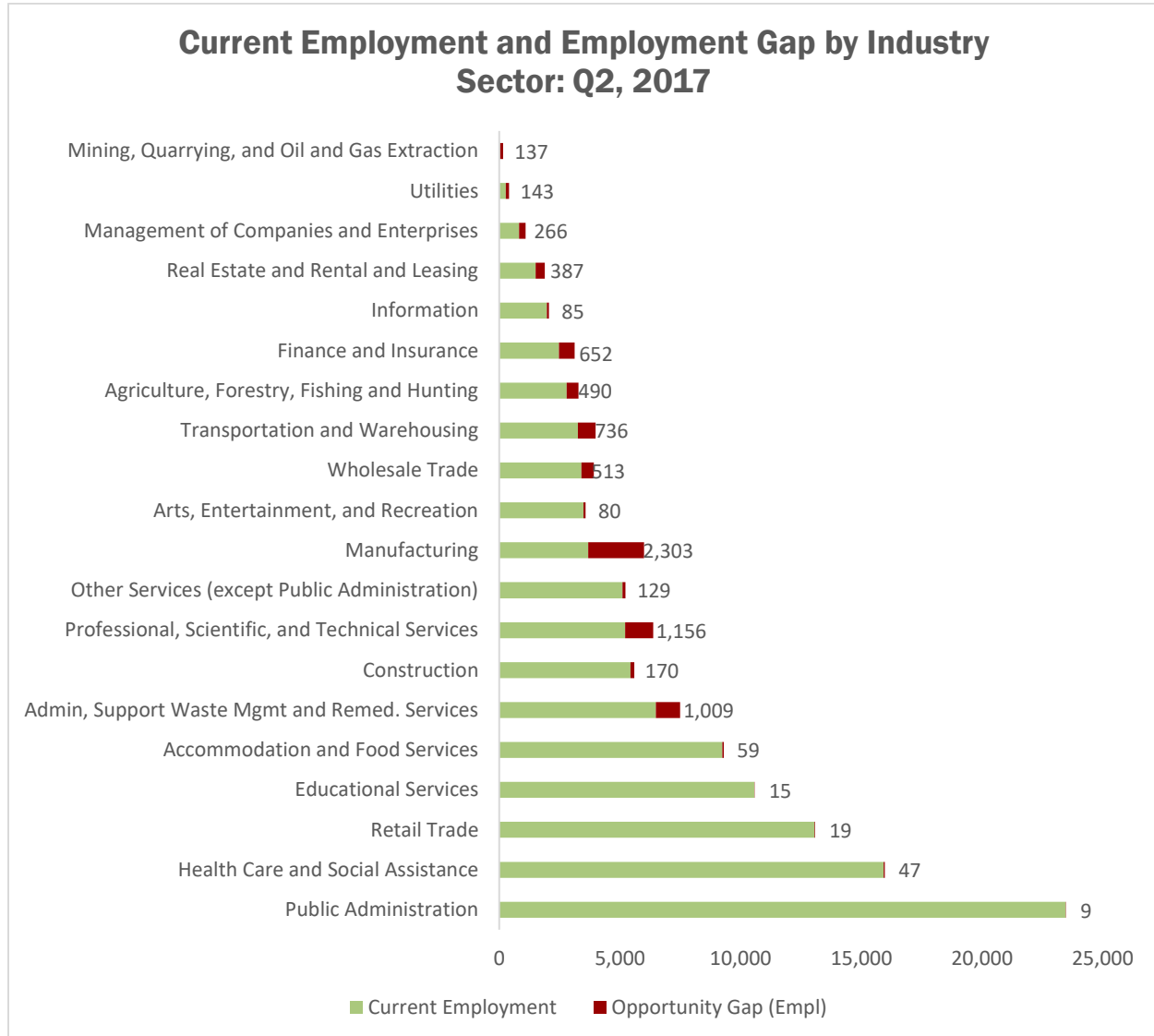


Figure 8-13. Employment Gap by Industry Sector.

SOURCE: JOBS EQ; THURSTON EDC, JRO+CO, 2017.

Stable and ample employment opportunities are essential to community wellbeing, a fact confirmed and clarified during the Thurston Thrives community health initiative. Economic development efforts help contribute to a vibrant community, but more importantly, can provide upward mobility for those most in need. The graph below shows the prevalence of poverty in Thurston County by different family cohorts. Understanding where poverty is most concentrated allows local organizations to develop effective strategies for addressing it and other social welfare challenges.

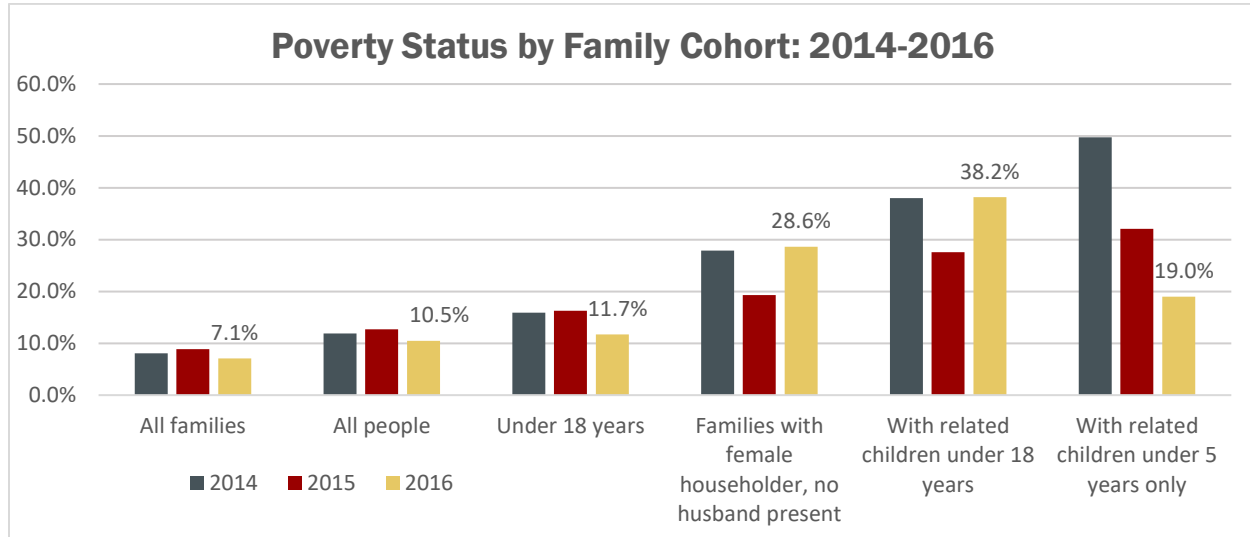


Figure 8-14. Poverty by Family Cohort: 2014-2016.

SOURCE: U.S. CENSUS BUREAU, AMERICAN COMMUNITY SURVEY.

A lack of affordable housing can lead to difficulty in attracting and retaining a workforce.

As noted above, Thurston County is viewed as a more affordable housing market for those living in King County and other high-cost markets. As depicted below in the Washington State University Affordable Housing Index, this may be true for households with existing capital equity, but not so for first-time buyers.³⁰

Active planning of economic development and housing is vital for a thriving community. Healthy and happy workers are more productive workers.³¹ Safe and decent housing is essential to household well-being.³² As such, the County implements policies to increase quality and affordable housing. These policies are necessary because typically there are three ways that affordable housing for low- and moderate-income households occur;

- ❖ Housing specifically developed to be affordable;
- ❖ Subsidized housing; or
- ❖ Old housing that has dilapidated.

³⁰ The Housing Affordability Index measures the ability of a middle-income family to carry the mortgage payments on a median price home. When the index is "100," there is balance between the family's ability to pay and cost. Higher indices indicate housing is more affordable. First-time buyer's index assumes the purchaser's income is 70% of the median household income. Home purchased by first-time buyer is 85% of the area's median price. All loans are assumed to be 30-year term at prevailing interest rate. The "all buyer" index assumes down-payment of 20%; first-time buyer index, 10%. Also assumes 25% of income can be used for principal and interest payments.

³¹ Taris, T.W. and Schreurs, P.J., 2009. Well-being and organizational performance: An organizational-level test of the happy-productive worker hypothesis. *Work & Stress*, 23(2), pp.120-136.

³² Bratt, R.G., 2002. Housing and family well-being. *Housing studies*, 17(1), pp.13-26.

Adopted November 2019

Dilapidated housing can pose physical and mental health risks to occupants. In addition, dilapidated housing can negatively impact the value of nearby homes. As with most planning topics, economic development is intertwined with many other planning topics. More information on housing can be found in Chapter 4. The key point is that healthy housing increases worker productivity.

Housing Affordability, Middle Income Families: Q1, 2010 to Q2, 2017

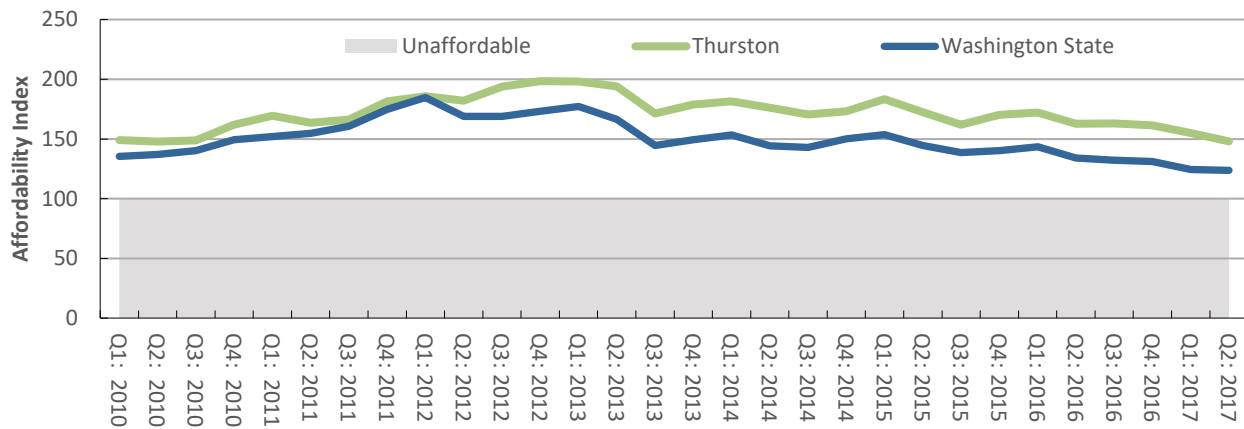


Figure 8-15. Housing Affordability for Buyers with Home Equity.

SOURCE: WASHINGTON CENTER FOR REAL ESTATE RESEARCH, WSU.

Housing Affordability, First Time Buyers: Q1, 2010 to Q2, 2017

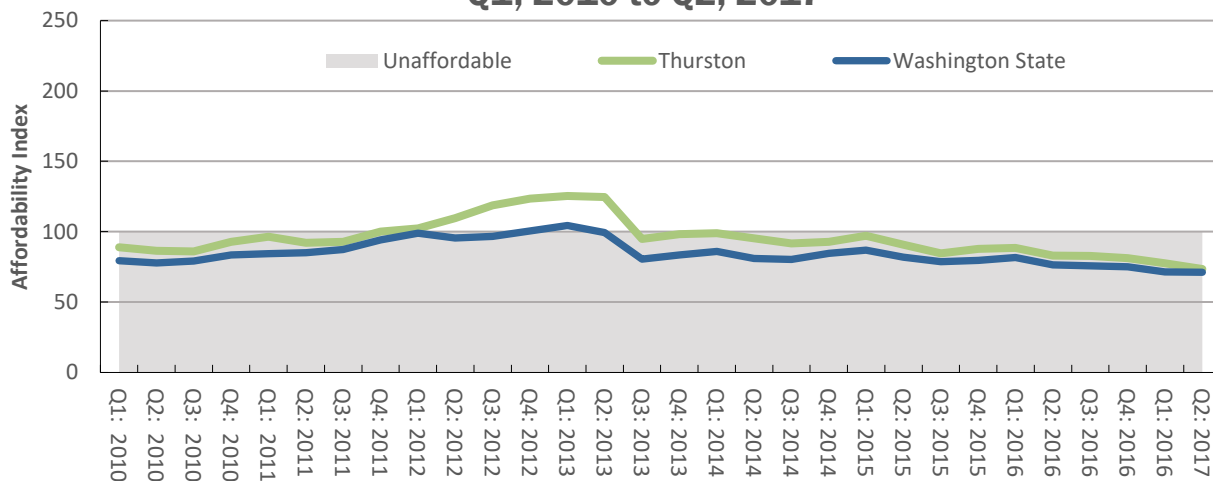


Figure 8-16. Housing Affordability for First-Time Buyers.

SOURCE: WASHINGTON CENTER FOR REAL ESTATE RESEARCH, WSU.

V. GOALS, OBJECTIVES AND POLICIES

The focus of the following goals and policies is to support and foster economic growth and diversity within the principles of resource stewardship and environmental sustainability. Economic growth in the industrial and commercial sectors will be found primarily within Urban Growth Areas. This is where urban services and utilities, transportation systems, population concentrations, and the capacity (present and future) to serve and support these businesses are located.

GOAL 1: SUPPORT SUSTAINABLE BUSINESS AND INDUSTRIAL DEVELOPMENT WHICH (1) STRENGTHENS AND DIVERSIFIES THE ECONOMIC BASE; (2) CREATES JOBS AND ECONOMIC OPPORTUNITIES FOR ALL CITIZENS; AND (3) DEVELOPS AND OPERATES IN A MANNER THAT MAINTAINS A HIGH-QUALITY OF LIFE AND ENVIRONMENT.

OBJECTIVE A: Expand new, and strengthen existing, Economic Development Programs, especially programs that:

- ❖ Help locate and expand sustainable and environmentally sound business and industry;
- ❖ Contribute to full utilization of the county's business and industrial land base; and
- ❖ Strengthen and diversify the economic base.

POLICIES:

1. The county should support economic development efforts that identify the types of jobs, industries, and businesses to be targeted for focused attention to maximize the return on economic development efforts.
2. The county should ensure adequate amounts of properly zoned and located land required by those businesses and industries identified for targeted attention (in Policy 1 above) in economic development plans adopted by the county.
3. The county should partner with county wide economic development partners, including the EDC, Thurston Chamber and Port of Olympia, to develop and implement targeted economic development initiatives in rural portions of the county.
4. The county should support efforts to form and operate a federally-recognized Economic Development District, of which it would constitute one component of a multi-county entity qualified to receive federal aid, grants and other technical assistance.
5. The county should support private and public job training programs to meet the labor force needs of the targeted businesses and industries and increase access to employment resources for under skilled job seekers.
6. The county should support referral assistance programs through the Thurston County Economic Development Council (EDC) for persons and firms inquiring about business opportunities in Thurston County.

7. The county should assist in obtaining grants and loans that will support expansion or establishment of businesses and industries.
 8. The county should continue supporting targeted industry development initiatives to enhance our existing employer base, reduce supply chain gaps and maximize the return on economic development efforts.
 9. The county should encourage major institutions (such as schools, colleges, hospitals, etc.) to buy-local from Thurston County agricultural businesses.
 10. The county should work with the Economic Development Council to support the development of environmentally sound and economically viable employers as called for in the adopted County Wide Planning Policies.
 11. The county should support efforts to diversify Thurston County's economy through the encouragement of more manufacturing-based industries and enhancement of other target industry clusters including: information-technology, healthcare, tourism, food production-manufacturing and wood products-forestry.
 12. The county should support targeted business education and training programs that assist small and emerging businesses, as well as micro-enterprises operated by women, minorities, veterans and other under-represented populations.
 13. The county should collaborate with non-profits, regional education institutions, and private entities to develop "maker spaces" that empower workers and entrepreneurs.
- The county should fully explore state and federal tax opportunities for economic development.

OBJECTIVE B: Land use permits and procedures should expand existing businesses, establish new businesses which diversify the economy, and support home occupations and small-scale home-based industries.

POLICIES:

1. The county should allow limited changes or expansions to nonconforming businesses in the rural area provided (a) any detrimental impacts to adjacent properties will not be increased or intensified; (b) changes or expansions comply with performance standards; (c) changes do not result in a formerly small operation dominating the vicinity; and (d) any expansion or change of use is in keeping with the rural character.
2. The county should encourage business development in the Grand Mound Urban Growth Area, which is served by the county water and sewer system.
3. The county should provide for certainty, consistency, and timely processing of land use permits.
4. They county should facilitate agritourism through streamlined permitting, reduction of regulatory barriers and hands-on help from county staff.

5. The county should provide some zones that allow both manufacturing and retail in order to permit manufacturers to engage in limited retailing of their products within industrially zoned areas.
6. The county should explore land use options that allow for research and development, light manufacturing and office functions in a single location.
7. The county should provide help to persons requiring development assistance to understand and work through regulations and permit processes by offering timely assistance in a helpful, non-adversarial environment.
8. The county should allow home occupations to be permitted everywhere in the county, provided these businesses do not adversely impact rural character.
9. The county should allow home-based industries to be permitted only in residential districts with densities of two units per acre or lower and in the Rochester Subarea.
10. The county should ensure that home businesses maintain or enhance the residential character of their areas, and should not:
 - a. Detract from the residential character of the surrounding area; and
 - b. Result in a de facto cluster or strip commercial and/or nonresidential uses nor start the conversion to that condition.
11. The county should ensure that standards for home-based industries should address such issues as screening, buffering, noise, lighting, and increased setbacks to assure compatibility with neighboring properties. Standards should also provide for considerations of safety on private roads and equitable sharing of private road maintenance costs.
12. The county should review all county development-related requirements and procedures for the purpose of simplifying and lessening the bulk of requirements and providing a helpful environment for persons requiring development assistance.
13. The County should review all new development regulations to determine their impact on existing businesses.

OBJECTIVE C: Utility planning should be done by identifying the funding for, and locations of, new utilities and upgrades which serve commercially and industrially zoned areas.

POLICIES:

1. The county should continue to work jointly with the appropriate jurisdictions and private sector to annually develop capital facility plans and funding strategies for utilities, transportation, and other services to serve industrial and commercial areas.
2. The county should work with other appropriate jurisdictions to determine the feasibility of shared public capital facilities and shared funding of those facilities, especially as they benefit economic development efforts.

OBJECTIVE D: Commercial and industrial land should be designated in adequate amounts and appropriate locations to meet current and future needs, maintain a quality environment, and provide economic opportunity to rural residents while preserving character in the rural area.

POLICIES:

1. The county should ensure that the size of rural commercial areas are appropriate to the land use and to the area being served as follows:
 - a. Neighborhood Convenience Commercial. These are single stores or a group of very small stores (including residences in conjunction with the businesses) located throughout rural areas of the county. They should be located on no more than one acre and would serve rural populations of less than 5,000 (although they would not be considered non-conforming uses if the population grew beyond that threshold).
 - b. Arterial Commercial. For limited urban growth areas where large acreage sites and visibility on arterial roads is needed; not to be a strip configuration. Existing strips should be upgraded and infilled prior to establishing new arterial commercial sites.
 - c. Highway Commercial. For freeway or major highway interchanges to accommodate businesses serving travelers.
 - d. Rural Commercial Center. For identified rural communities to serve the everyday needs of the surrounding rural residential community.
2. The county should periodically conduct public outreach to review the need for, and consider adding, appropriately-scaled commercial zones to areas that have grown in population, but do not yet have basic services within a reasonable travel time.
3. The county should designate industrial areas in sufficient quantity and quality to meet current and future needs.
4. The county should evaluate industrial land use designations made through Joint Plans to assure that adequate supplies of industrial lands are available for both short- and long-term use and that this plan's revised guidelines for locating industrial lands are met.
5. The county should ensure that industrial areas are large enough to accommodate a number of industrial uses in clusters so that the area may be developed in a coordinated fashion and be provided with a variety of parcel sizes.
6. The county should ensure that industrial and commercial areas are able to be served by required utilities, transportation, and other services at a level appropriate to the uses within the industrial/commercial area.
7. The county should support land use regulations and land use designations that serve and/or add value (such as lumber mills, hay distributors, etc.) to the rural economy (especially for agriculture and forestry).
8. The county should ensure that commercial and industrial areas are located where there is a low risk of potential adverse impacts to environmental quality. For example, commercial

and industrial areas should be sited where aquifer protection can be assured. Also, the county should analyze the lands designated for commercial and industrial uses to determine which, if any, pose hazards to aquifers such that aquifer protection is jeopardized.

9. The county should encourage that, in rural parts of the county, priority business activities should be:
 - Home occupations and home-based industries;
 - Neighborhood convenience stores and rural commercial centers;
 - Industries associated with agriculture and/or the natural resource base;
 - Industries that are dependent upon a rural setting without urban services;
 - Agritourism and Tourism.
10. The county should promote the strategy that priority business activities should be commercial, tourism and industrial uses in urban growth areas.
11. The county should encourage commercial centers, that are sized to be consistent with rural character, rather than narrow strip development to protect the environment, provide efficient land use, and improve traffic safety and travel.

OBJECTIVE E: Land use activities and planning programs should be supported that promote tourism as an activity for generating expanded employment and revenue in Thurston County.

POLICIES:

1. The county should encourage cultural and social activities, emphasizing natural attractions, historic places, agritourism and activities unique to our area.
2. The county should provide and publicize public access to waterbodies that are tourist attractions, provided public access is consistent with environmental needs.
3. The county should designate scenic drives and special setback and clearing regulations implemented for them.
4. The county should support signage, maps, and other means of identifying areas and features of interest.
5. The county should support the development of facilities that enable tourist activities to take place, such as convention centers (within urban growth areas), bed and breakfast facilities, private and public parks, campgrounds, recreational areas, overnight facilities and facilities associated with local economic activities that would attract tourists. In the rural area, small-scale tourist activities should be in keeping with rural character.

6. The county should review land use regulations for their impact on private or public development of tourist facilities.
7. The county should support a public/private effort to identify strategies and programs that will promote tourism in Thurston County including support of a public/private effort to investigate the viability of expanding existing county tourism facilities. The County should also support a public/private approach, coordinated with state tourism resources, to identify cultural, social, natural, and historical sites and activities to promote as part of county tourism efforts.
8. The county should continue to support the Bountiful Byway and periodically review development standards to ensure farmers and other rural resource land owners are able to operate appropriate commercial activities (e.g. farm stands, wine and spirit boutiques, etc.)
9. Support a public/private approach, coordinated with state tourism resources, to identify cultural, social, natural, and historical sites and activities to promote as part of county tourism efforts. The county should encourage others to develop a map/brochure that illustrates tourist-oriented sites, facilities, and activities such as:
 - Public access to waterbodies
 - Scenic drives and vistas or view points
 - Historic points of interest
 - Festivals and annual special events
 - Camping facilities
 - Parks and trails
 - Recreation sites and facilities
 - Other points of interest
 - State government points of interest
 - Tour packages
 - Museums
 - Historic sites
10. The county should designate scenic drives and implement special setback and protective clearing regulations for them. The county should also investigate techniques and/or incentives that might be used to compensate property owners for these restrictions.

OBJECTIVE F: Development standards for industrial and commercial areas and activities should be provided to promote optimal working environments, worker health and safety, and compatibility with adjoining areas while ensuring sustainable and environmentally sound developments.

POLICIES:

1. The county should provide standards that should generally be performance-oriented and should address buffers, traffic access, noise, screening, landscaping, and signs.
2. The county should encourage screening with mature plantings, fences, and buffers should isolate such uses as junkyards.
3. The county should encourage commercial activities involving trucking within sites that are adequate for loading, unloading, and maneuvering trucks.
4. The county should periodically review and update Zoning Ordinance standards for industrial and commercial areas to be consistent with Comprehensive Plan policies.

CHAPTER 9

ENVIRONMENT, RECREATION, AND OPEN SPACE

I. INTRODUCTION

The environment and open space are among Thurston County's most important assets. They perform many functions that sustain and enrich us, such as providing recreational opportunities, a vital source of potable water, economic opportunities, and habitat for fish and wildlife. This chapter establishes a framework of goals, objectives, and policies that indicate how the county will protect its environmental quality, natural beauty, and parks and trails while minimizing the impacts of natural hazards, consistent with state law and the County Wide Planning Policies.

2019 Update: Critical Issues

- ❖ Retain and enhance open spaces, recreational opportunities, fish and wildlife habitat, and water.
- ❖ The need for additional public recreation areas and open space to accommodate for growth in the County, and acquiring and maintaining those facilities.
- ❖ Protect quality of life, including water availability, and water, air and environmental quality.
- ❖ Plan, prepare, and mitigate for the impacts of climate change and natural hazards.

GROWTH MANAGEMENT REQUIREMENTS

The Growth Management Act (GMA) sets the following goals for open space and environment:

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

Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.

RCW 36.70A.020 (9-10)

The GMA requires a park and recreation element, consistent with the Capital Facilities plan (Chapter 6), that includes:

- ❖ Estimates of park and recreation demand;
- ❖ An evaluation of facilities and service needs; and
- ❖ An evaluation of intergovernmental coordination opportunities to provide regional approaches to meeting park and recreational demand.

RCW 36.70A.070 (8)

II. PLANNING CONTEXT FOR ENVIRONMENT, OPEN SPACE, AND RECREATION

The Growth Management Act calls for protecting the environment, retaining open space, and enhancing recreational opportunities. GMA also requires the development of regulations, based on best available science, to protect critical environmental resources and avoid natural hazards.

County Wide Planning Policies

The County Wide Planning Policies call for all jurisdictions in the county to recognize their dependence on natural systems and maintain a balance between human uses and the natural environment:

- 10.1 Recognize our dependence on natural systems and maintain a balance between human uses and the environment.
- 10.2 Establish a pattern of intensity that is in concert with the ability of land and resources to sustain such use, reduce the effects of the built environment on the natural environment, conserve natural resources, and enable continued resource use.
- 10.3 Protect soil, air, surface water, and groundwater quality.
- 10.4 Take action to conserve resources, increase use of renewable resources, and decrease dependence on non-renewable resources.
- 10.5 Acknowledge that changing weather and climate patterns will impact the human, natural and built environments and plan for impacts such as increased wildfire, flooding, and sea-level rise.
- 10.6 Protect and restore natural ecosystems, such as, forests, prairies, wetlands, surface and groundwater resources, that provide habitat for aquatic and terrestrial plants and animals.
- 10.7 Provide for public access to natural resource lands, while ensuring that uses and economic activity which are allowed within those lands are sustainable.
- 10.8 Provide for parks and open space and maintain significant wildlife habitat and corridors.

III. ENVIRONMENT

Thurston County has a rich diversity of terrain and natural features. The county contains approximately 128 miles of marine shoreline along four peninsulas jutting into Puget Sound. This shoreline includes high bluffs, beaches, spits, points, barrier berms, and a delta at the mouth of the Nisqually River. The central portion of the county consists mainly of prairies with remnant stands of Oregon white oak and conifers that are bounded by the Black Hills to the west and the Cascade foothills to the southeast. Other notable natural features in the county include expansive floodplains; the Mima Mounds; important fish and wildlife habitats; and McAllister Springs, a major public drinking water source.

Development regulations for the protection of critical areas, habitat, and species are included in the Critical Areas Ordinance, Title 24 of the Thurston County Code. Updates to the animal and plant species listed under the Federal Endangered Species Act can be found by consulting with the U.S. Fish and Wildlife Service and the National Marine Fisheries Service.

A. CRITICAL AREAS

Thurston County is home to five critical areas that are protected under the Washington State Growth Management Act. Critical areas may impact development on a property. Maps of critical areas are available online through the county's GeoData Center.

Many of the county's natural features perform vital environmental functions that are sensitive to human impacts or pose hazards to life and property. For example, wetlands store and cleanse stormwater, which mitigates flooding and improves water quality. Wetlands also provide important wildlife habitat. These functions are easily destroyed or degraded by development and other activities. The steep slopes and unstable soils that occupy about thirteen percent of the county are subject to erosion, slippage, or settling in the event of earthquakes, rain saturation, or improper building practices.



B. HABITAT AND SPECIES

The county has several locally important habitat types, including cottonwood floodplains, grasslands, prairies, Oregon White Oak habitat, and springs and seeps. These diverse habitat types support a wide variety of fish, birds, mammals, amphibians and other wildlife, including state and federally protected species. For example, the Nisqually Wildlife Refuge supports over 300 species of wildlife.

As of 2019, Thurston County is developing a Habitat Conservation Plan (HCP) in order to obtain an Incidental Take Permit (ITP) pursuant to 10(a)(2)(B) of the Endangered Species Act. The ITP is proposed to cover most development permits and county capital facility projects over a 30-year period for anticipated impacts to covered species in the HCP.

Habitat Conservation Plans are planning documents required as part of an application for an incidental take permit. They describe the anticipated effects of the proposed taking; how those impacts will be minimized and mitigated; and how the HCP is to be funded.

Federally listed species proposed for coverage in the HCP:

- ❖ *Rana pretiosa* (Oregon spotted frog) – listed as Threatened in 2014

- ❖ *Euphydryas editha taylori* (Taylor's checkerspot butterfly) – listed as Endangered in 2013
- ❖ *Pooecetes gramineus affinis* (Oregon Vesper Sparrow) – under review for listing as of 2019
- ❖ *Thomomys mazama; pugetensis* (Olympia pocket gopher) *tumuli* (Tenino pocket gopher), and *yelmensis* (Yelm pocket gopher)- listed in 2014 as Threatened

C. WATER RESOURCES

The county's water resources include four marine inlets (Budd, Eld, Henderson, and Totten) and the Nisqually Reach. The county also contains 108 lakes totaling approximately 6,343 acres. Alder Lake, a 2,877-acre reservoir on the Nisqually River that covers Pierce, Thurston and Lewis counties, is the largest of the county's lakes with nearly 1,117 acres in Thurston County. Black Lake, which spans 576 acres, is the county's largest natural lake.

Thurston County includes portions of four major drainage basins, or watersheds (see Map E-1). The state identifies these as Water Resource Inventory Areas, or WRIAs. The largest watershed (WRIA 22 and 23) drains the southwest portion of the county through the Black, Skookumchuck, and Chehalis rivers, which eventually flow to the Pacific Ocean. The Deschutes River (WRIA 13) drains the central portion of the county before flowing through Capitol Lake to Puget Sound. The Nisqually River (WRIA 11) drains a narrow area along the county's eastern boundary en route to the Nisqually Reach of Puget Sound. Several small streams, including Woodland, Kennedy, Woodard, Green Cove, Perry and McLane creeks, flow directly to Puget Sound.

Water Quality. Groundwater in the county is of generally high quality, with some exceptions. Nearly all of the groundwater in Thurston County starts as rain that falls within the county. For the most part, the county's soil is evenly sloped and clay-rich. This allows rainfall to soak into the local aquifers (i.e., layers of underground materials with empty space where the groundwater collects). However, different parts of the county have very different aquifers. Much of the northern and southeastern portions of Thurston County contain four major aquifers stacked on top of each other with clay-rich confining layers between them. McAllister and Allison springs flow from these aquifers and serve as major water sources for the north county public water system. Much of southwestern Thurston County is underlain by a single shallow aquifer with no confining layers, making it susceptible to contamination. Aquifers in the vicinity of the Black Hills, Bald Hills, the Maytown uplands near Tenino, and Michigan Hill in the southwestern portion of the county are not reliable sources of potable water.

Contamination affects all of the county's water supplies differently. Scattered leaks and spills of fuels and solvents have contaminated small areas of some aquifers. In several areas, wells have been contaminated by pesticides or nitrates, forcing their abandonment. A few areas in the county have nitrate levels that are significantly above background levels. Nonpoint sources of pollution, such as stormwater, failing septic systems, and improperly managed animal keeping, can pollute runoff and surface waters. Polluted stormwater carries organic pollutants, pathogens, toxic materials, nutrients, sediment, and bacteria to Puget Sound and other surface waters.

Water quality is regularly monitored at the largest lakes and many streams in Thurston County. Water quality monitoring measures the presence and levels of a variety of types of pollutants, including organic pollutants, pathogens, nutrients, suspended solids, inorganic pollutants, thermal pollution and more. Some water quality monitoring parameters include but are not limited to: temperature, acidity, pH, oxygen, fecal coliform, nitrates, chemicals and other bacteria. Additionally, parameters needed to calculate the Carlson trophic state indices (TSI) are monitored, namely clarity, chlorophyll a and total phosphorus. Trophic state indices are used to express the degree of productivity, or plant and algae growth, in these lakes. Algal blooms occur in marine waters and on many county lakes, primarily in the warmer months when light, temperature and nutrients in the water provide for optimal growth,

although they can occur any time of year. The algal blooms can produce biotoxins and impact public health. Environmental factors leading to toxin production are not well understood, however it is more likely that toxins are in higher concentrations during blooms. Nutrients

associated with land use activities such as nitrogen and phosphorous influence water quality and the trophic state of lakes. Additionally, Polychlorinated biphenyls (PCBs), and mercury have contaminated fish in the lower Puget Sound (marine area 13). These contaminants have a variety of anthropogenic sources that are described in the Human Health Chapter (chapter 11).

➤ *SEE CHAPTER 11 – HUMAN HEALTH FOR SOURCES OF HUMAN-CAUSED CONTAMINANTS*

Land development can increase stormwater runoff from impervious surfaces. The impervious surface coverage in Thurston County is increasing as our region experiences population growth and new development, adding things like roads, driveways, and roofs. Watersheds with large areas of impervious surfaces tend to have more runoff, which increases erosion and washes pollutants directly into streams and lakes. Watersheds or basins that have an impervious land cover of more than 10 percent are generally assumed to have degraded water quality. Two watersheds in Thurston County were near or above this level in 2014: Henderson Inlet, with approximately 17.3 percent impervious surface coverage, and Budd Inlet/Deschutes River with 9.4 percent. Overall the percent impervious cover in Thurston County grew from 3.0 percent in 1991 to 5.2 percent in 2014 (TRPC).¹ Climate change and its effects on precipitation raises the risk of increasing waste and stormwater runoff that could overwhelm the systems that handle this outflow. Furthermore, extreme rain events and a resulting increase in stormwater runoff can scour streams, damage bridges, and block culverts with debris.

Pollution Standards: Total Maximum Daily Load (TMDL) studies are used to evaluate water sources by describing overall pollutant quantities (loads). TMDLs have been completed for four watersheds in Thurston County. The TMDL process requires states to identify sources of pollution in waters

¹ Thurston Regional Planning Council, Land Cover & Impervious Surfaces, 2014

that fail to meet standards for the federal Clean Water Act and to develop Water Quality Improvement Reports to address those pollutants.

- ❖ **Chehalis River Basin:** The Chehalis River and its largest tributaries have a history of not meeting water quality standards for temperature, dissolved oxygen, and fecal coliform, while many waterbodies in the upper watershed also have difficulties meeting pH, total phosphorus, and turbidity criteria. The Upper Chehalis watershed (WRIA 23) has been identified as a major source of fecal coliform bacteria to the Lower Chehalis watershed (WRIA 22) that includes Grays Harbor. The Upper Chehalis River Fecal Coliform Bacteria Total Maximum Daily Load report states that within the Upper Chehalis watershed, fecal coliform concentrations more than the Washington State water quality criteria are common. To improve water quality the Upper Chehalis watershed will work on (1) implementing and improving best management practices for nonpoint sources, (2) replacing failing on-site sewage treatment systems, and (3) developing a monitoring strategy to evaluate the effectiveness of the TMDL implementation measures.
- ❖ **Henderson Inlet Drainage Basin:** The TMDL found that pollutant loads to some streams need significant improvements. *The 2017 Henderson Inlet Fecal Coliform Total Maximum Daily Load Water Quality Effectiveness Monitoring Report* states that significant declines in pollution and improvements in water quality were seen in spite of an increase in population and an increase in development within watershed. The study concludes that investments made in stormwater infrastructure, shoreline protection, septic system programs and other efforts are making a difference. This fecal coliform reduction occurred despite an increase in human population in the watershed and an increase in density within the urban growth areas.
- ❖ **Nisqually River Watershed:** The TMDL report for the Nisqually River Watershed also found that pollutant loads to some streams need to be significantly improved before the stream can meet water quality standards.
- ❖ **Totten, Eld Inlets Tributaries:** Totten and Eld Inlet and several of its tributaries are on the 303(d) list of water bodies not meeting water quality standards for at least one water quality parameter. Some waterbodies are not currently on the 303(d) list, but they do not meet water quality standards. The parameters of concern include fecal coliform bacteria, dissolved oxygen, pH, and temperature (Ecology TMDL 2006).
- ❖ **Deschutes Basin:** This basin has been separated into two TMDLs; one focused on freshwater and one focused on marine water.
 - **Deschutes River Basin and Tributaries:** Portions of the Deschutes River, Percival Creek, and Budd Inlet tributaries do not meet water quality standards and are on the Clean Water Act Section 303(d) list for one or more of the following parameters: fecal coliform bacteria, temperature, dissolved oxygen (DO), pH, or fine sediment. The TMDL implementation plan was submitted to the U.S. Environmental Protection Agency for approval in 2015.

- **Budd Inlet:** The marine waters of Budd Inlet currently do not meet water quality standards for dissolved oxygen. The Department of Ecology is currently modeling what happens under different scenarios in order to assess how the dissolved oxygen depletion can be reversed. Information from the modeling work will be used in the TMDL.

Water Quantity. Most Thurston County residents rely on groundwater for their drinking water, with over 4,000 water wells drilled from 2000-2010 (Dept. of Ecology). Except for minor surface withdrawals, groundwater provides all the water used by industry and agriculture. In addition, during the dry season, groundwater sustains stream flows for dependent fish, aquatic life, and other wildlife.

In some places within the County, the lowering of groundwater levels in the upper aquifer can contribute to dry periods for small ponds and streams. The Deschutes River, Chehalis River, Yelm Creek, and Scatter Creek are all influenced to some degree by groundwater withdrawals.

The state Department of Ecology sets instream flow rules that identify the minimum flow of water needed to support fish and other aquatic life, recreation, and navigation. Once established, instream flow rules serve as a water right that is intended to protect stream flow from being lost to future users. Most of the major rivers and tributaries in Thurston County are covered by some form of instream flow rule, which means some areas are considered “closed” to new rights for water withdrawals, or new rights may only be available for use in certain seasons.

- ❖ **Chehalis Watershed (WRIAs 22/23):** Base flows were established in 1988 for the mainstem Chehalis River, as well as several major tributaries in Thurston County, including Cedar, Porter, and Prairie Creeks. Seasonal closures are established for the Black and Skookumchuck Rivers, Waddell, Salmon, and Scatter Creeks – some of these closures were established as far back as the 1940s. (WAC 173-522)
- ❖ **Deschutes Watershed (WRIA 13):** An instream flow rule was set in 1980 for the mainstem of the Deschutes River, which is seasonally closed to new water rights from April 15 to October 15. In addition, many smaller streams have closures, including McLane, Woodard, Woodland, and Percival Creeks, as well as Long, Patterson, and Hicks Lakes. (WAC 173-513)
- ❖ **Kennedy-Goldsborough (WRIA 14):** Minimum instream flow rules were set in 1984 for Kennedy and Perry Creek, which have seasonal closures. Schneider Creek and Summit Lake also are seasonally closed to new water rights. (WAC 173-514)
- ❖ **Nisqually Watershed (WRIA 11):** A minimum instream flow was set for several locations along the mainstem of the Nisqually River in 1981. McAllister Creek, Lake Saint Clair, Eaton and Yelm Creeks are closed year-round to new water appropriations. Several tributaries of the Nisqually have seasonal closures, including Red Salmon, Toboton, and Lackamas Creeks. (WAC 173-511)

Although exempt groundwater withdrawals (typically serve single-family homes) don’t require a water right permit, they are always subject to state water law. In some instances, exempt groundwater withdrawals are regulated when they interfere with prior or senior water rights,

including instream flow rules. Thurston County analysis of Ecology records show there are more than 34,000 exempt wells in Thurston County. Although water use by each of these homes is small, collectively they may reduce water quantity in rivers and streams. Under the 2018 Streamflow Restoration Act the County is working with other partners to understand the water needs of future rural residents, and create a plan for each WRIA to address any impacts in ways that will result in the overall improvement of stream health.

Projected population growth in both urban and rural areas may require additional groundwater withdrawals to serve new residents. Care must be taken to ensure that these withdrawals do not that jeopardize the survival of fish or other aquatic life.

D. AIR QUALITY

The county's air quality is generally good due to climate, physiography, and the limited number of particulate producing industries. In the 1980's, the urbanized area of the county was designated as a non-attainment area for PM₁₀, meaning it was considered to have air quality worse than the National Ambient Air Quality standards as defined in the Clean Air Act. In resource, the Olympic Region Clean Air Agency (ORCAA) launched an aggressive campaign to curb emissions through the use of more efficient woodstoves and restrictions on outdoor burning. Air quality in the county has improved measurably over the last 3 decades. Air quality is affected by the hot and dry summer conditions, often times accompanied by wildfires, that are predicted to worsen with climate change.

There are two air quality monitoring stations in Thurston County that monitor fine particulates and ozone. The region's air quality has met national air quality standards for the last decade. Burning information and air quality reports are regularly available through ORCAA.

IV. NATURAL HAZARDS

Thurston County periodically faces the forces of natural hazards, such as earthquakes, landslides, severe storms, floods, wildland fires, and other less common hazards. In addition to hazard mitigation, adaptation is necessary for the county to reduce risks to increased natural hazards due to climate change.

A. FLOOD HAZARDS

Thurston County's most common and costly natural hazard is flooding. Approximately 47.46 square miles of the county (about seven percent of the unincorporated area) lie within 100-year floodplains (areas with a 1 in 100 chance of being flooded each year). Between 1962 and 2016, Thurston County has received 16 federal disaster declarations in some part related to flooding, costing over \$206 million.

In 1999, Thurston County adopted the Thurston County Flood Hazard Management Plan to establish countywide management strategies to minimize or eliminate the risks to life and property from flooding. In 2000, the county enrolled in the Community Rating System (CRS) through the National Flood Insurance Program. The CRS provides a framework for flood hazard mitigation and

other activities to reduce the county's risk of flood damage. The county's initial rating (2003) was Class 5, one of the highest ratings for a county in the nation. Currently, the County is rated a Class 2 (2016), and is one of only six jurisdictions in the nation to achieve this rating. This rating enables residents and property owners within the unincorporated county to receive a forty percent reduction in flood insurance rates.

B. OTHER NATURAL HAZARDS

Thurston County has endured many other natural hazards additional to flooding, including earthquakes, landslides, severe storms, wildland fires, volcanic events, and others. In past centuries, lahar flows composed of mud, rock and trees have spewed from the mountain and buried the lower elevation areas along the entire length of the Nisqually River. If future flows breach Alder Dam on the Nisqually River, the impact could be devastating. Additionally, saturated soils, especially in areas with groundwater perched above a shallow till, can contribute to slope failure. Projected population increases will likely lead to infiltration of additional rainwater into soils and could worsen groundwater flooding or potential landslides. Areas with significant potential for landslides include marine bluffs, steep slopes and bluffs along streams, and steep slopes in Black Hills and Bald Hills.

Earthquakes have also caused significant damage in Thurston County. In 2001, the county was shaken violently by a 6.8 earthquake centered near the mouth of the Nisqually River. While most of the county escaped with only minor damage, development on poorly consolidated fill and soils subject to liquefaction were severely damaged. Soil liquefaction occurs when saturated or partially saturated soil substantially loses strength and stiffness in response to heavy stress, like shaking from an earthquake. When soil liquefaction occurs, the ground behaves like a liquid, which can cause buildings to be damaged.

In 2003, Thurston Regional Planning Council worked with 15 communities and special districts in Thurston County convened to develop and adopt one of Washington State's first multijurisdictional hazard mitigation plans. "The Hazards Mitigation Plan for the Thurston Region" (updated in 2017) provides a coordinated approach for addressing the natural hazards occurring in the county:

- ❖ Lists mitigation goals and objectives, and countywide recommendations to reduce or prevent impacts from hazards.
- ❖ Provides a statistical profile on Thurston County.
- ❖ Comprehensively assesses hazards that threaten Thurston County and its communities, divided by: earthquake, storm, flood, landslide, wildland fire, and volcanism.
- ❖ Describes implementation, evaluation, and maintenance.

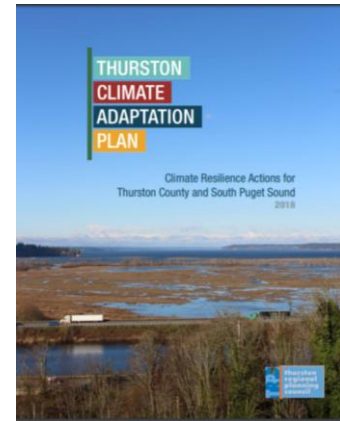
C. CLIMATE CHANGE

Thurston County faces a changing climate that may worsen many of the natural hazards we face today – storms, floods, droughts, wildfire – and increase regional climate-related stressors such as warmer summers, winters and water, intensified drought and precipitation, and sea-level rise.

Many of these impacts are already beginning to be felt or are likely to manifest within the 20-year planning horizon.

Thurston County partnered with tribes, municipalities, universities, nonprofits, businesses and others to develop the “Thurston Climate Adaptation Plan” (TRPC, 2018). This plan identifies and prioritizes actions to respond to the region’s most severe climate risks, including:

- ❖ General actions,
- ❖ Drought and water quality actions,
- ❖ Flood and erosion actions,
- ❖ Plant and animal actions,
- ❖ Transportation and energy actions, and
- ❖ Wildfire and extreme heat actions.



To address the causes climate change, Thurston County has been working with local partners to develop strategies and actions that will help our community reduce its carbon emissions and remain resilient to climate impacts. Given that everyone’s emissions contribute to global climate change, Thurston County adopted the following emissions-reduction targets (*Resolution #15644*):

- ❖ Achieve 45 percent reduction of 2015 levels by 2030; and,
- ❖ Achieve 80 percent reduction of 2015 levels by 2050.

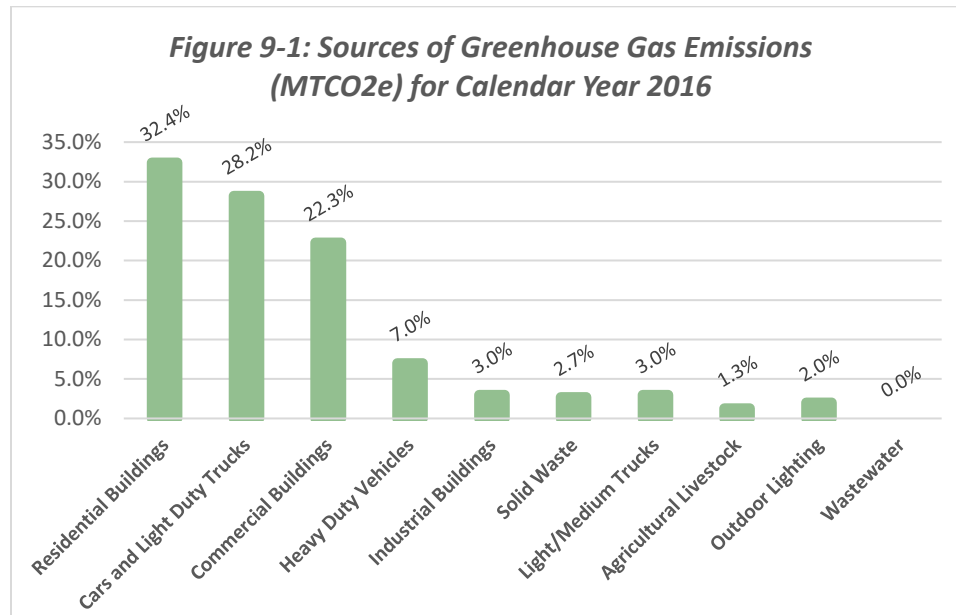
The science-based 2050 emissions target — which also has been adopted by California, King County, Olympia, and many other state and local governments — provides a medium chance of preventing the global average temperature from rising more than 2° Celsius (3.6° Fahrenheit) above pre-industrial levels. The United Nations Framework Convention on Climate Change’s “Paris Agreement,” which was brokered by more than 150 nations in late 2015, includes the 2°C target but also stresses the importance of pursuing a more aggressive 1.5°C (2.7°F) target to mitigate the most dangerous climate change risks.

According to an inventory completed by Thurston Climate Action Team, as of 2016, Thurston County’s annual carbon footprint was 2.97 million tons², the equivalent of 10.9 metric tons of carbon emissions per person. Within Thurston County, the top three sources of greenhouse gas emissions are:

1. Built environment (58%) – the energy used in heating, cooling, and lighting residential and commercial buildings
2. Transportation (38%) – the energy used to power passenger vehicles, freight, and other commercial cars and trucks

² Reported as metric tons of carbon dioxide equivalents (MTCO₂e)

3. Waste (2.7%) – includes methane emissions from landfills, as well as emissions from wastewater and other solid waste management activities



(Source: Thurston Climate Action Team, 2018)

V. PARKS, TRAILS, AND OPEN SPACE

Parks, open space, green spaces, and recreation areas provide valuable opportunities to the citizens of Thurston County and help to create livable communities. These spaces allow opportunities for people to:

- ❖ Connect with nature in close-to-home areas
- ❖ Engage in heart-healthy exercises like walking, hiking, swimming, biking and kayaking
- ❖ Share community spaces
- ❖ Learn about sustainability

These areas also help to conserve significant environmental and historical resources. Many of these parks and recreation opportunities have regional benefits and attract visitors from outside of the County. Open spaces also have purposes that serve beyond recreation, including habitat conservation, stormwater management, and flood hazard reduction.

A. TOOLS FOR CONSERVATION AND OPEN SPACE

Open space conservation helps to preserve clean water, clean air, healthy forests and beaches within Thurston County while also conserving land for future use. Open space provides for many

active uses, such as recreation, habitat conservation, flood hazard reduction, agriculture, or forestry. Several tools exist to help conserve open space.

Some programs, such as the open space tax program, may be tailored to protect a specific resource, such as agriculture or forestry. However, these properties often also have several of the other benefits, as mentioned above, and are often open to the public for recreational use. Land enrolled or acquired through these methods helps to ensure land is protected from development associated with future growth.

➤ *SEE CHAPTER 3 –
NATURAL RESOURCES
FOR CONSERVATION
TOOLS AS THEY RELATE
TO AGRICULTURE &
FORESTRY*

- ❖ **Open Space Tax Program:** In 1970, the Washington State Legislature passed the Open Space Tax Act, recognizing the need to protect farmland and forestland from high property taxes in an effort to stem conversion of these lands to urban and suburban land uses. As of March 2018, approximately 35 percent (or 171,932 acres) of county land were enrolled in an Open Space program. These programs provide eligible properties to have their land taxed at its current use, instead of its “highest and best use.” These programs can offer significant property tax savings, which helps reduce pressures to convert land, and helps relieve speculative land values which drive up property tax assessments. There are four main open space categories: Open Space - Farm and Agricultural Tax Classification; Open Space - Open Space; Designated Forest Land; and Open Space - Timberland.
- ❖ **Voluntary Stewardship Program (VSP):** The Voluntary Stewardship Program was created under the Growth Management Act ([Chapter 36.70A RCW](#)) in 2011 to give counties the option to use locally driven watershed-based plans and incentive-based tools to protect critical areas. Prior to 2011, the main tool for counties to ensure protection of critical areas on agricultural land was regulation. Regulation of agricultural landowners can threaten farm viability and lead to legal battles. The VSP provides an alternative approach to protect critical areas while maintaining agricultural viability. Thurston County’s Voluntary Stewardship Program work plan was formally approved by the Washington State Conservation Commission in April of 2017. Landowners are responsible for implementing the projects identified in their voluntary, site-specific stewardship plan, called an Individual Stewardship Plans (ISP). Landowners work closely with technical assistance provides to create the ISP and to identify funding sources to implement those plans.
- ❖ **Transfer of Development Rights (TDR):** Thurston County’s Transfer of Development Rights Program (TDR) program was established in 1995 to preserve farmland while allowing owners to realize the economic value of the property’s development potential. It provides an opportunity for land owners to sell their development rights without having to sell their entire property for development.
- ❖ **Purchase of Development Rights (PDR):** Thurston County established a Purchase of Development Rights Program (PDR) in 2011. This program authorizes Thurston County and other qualified conservation programs to purchase development rights with the intent to preserve farmland. Land owners are compensated with the agreement to conserve their

land. Generally, property owners retain ownership and continue to reside on their lands under the PDR program.

- ❖ **Fee Simple Purchase:** This tool is the acquisition of land by a land trust or conservation agency. The land may be leased or sold to farmers who agree to use the land for agricultural purposes. Land trusts own the land in a fee simple purchase and have the greatest control over how the land is managed. Some tools to create affordable access include allowing long-term leases or sale of land in exchange for an agreement to use sustainable agricultural practices.
- ❖ **Conservation Easements:** A conservation easement is a voluntary legal agreement between a landowner and a land trust. It may permanently limit the use of the land in order to protect conservation values. Conservation easement agreements specifically define restrictions or limitation on what will be attached to the property. They allow the owner to continue to own, and perhaps to occupy and use the land, including to sell or pass it on to their heirs. The owner profits by selling the easement to a land trust, or may receive a tax break by donating it. Because of its lower market value, land with an easement can be more affordable for conservation.

Different funding opportunities exist to aid some of the conservation tools mentioned above. Several of these tools often compete for the same funding sources, excluding the Open Space Tax Program. Funding and availability of funding varies with the type of conservation method being used. Some of the different funding options include:

- ❖ Conservation Futures
- ❖ Washington Wildlife and Recreation Program
- ❖ USDA Natural Resource Conservation Services – Agricultural Conservation Easement
- ❖ USDA Regional Conservation Partnership Program
- ❖ Real Estate Excise Transfer Tax
- ❖ Individual Impact Investors
- ❖ Portion of recording fee for farmland preservation

B. COUNTY PARKS, TRAILS AND OPEN SPACES

The Growth Management Act requires that the County include a parks and recreation element in its Comprehensive Plan. An inventory with existing park acreages and the means for financing improvements and acquisitions is shown in the County's Capital Improvement Program (Appendix G). The Capital Improvement Program is updated on an annual basis with the County's budget.

The *Parks, Recreation, Trails and Natural Resource Preserve Plan*, adopted separately from the Comprehensive Plan, provides a coordinated approach for the County's park and trail development, natural resource preservation, and provision of recreation services. The Parks, Recreation, Trails

and Natural Resource Preserve Plan identifies need and priorities of county residents' for additional parks, recreation facilities, trails, greenways, and natural resource preservation. Some of the critical issues projected over the next 20 years for parks, trails, recreation and open space include:

- ❖ Acquire, develop and maintain parkland to account and accommodate for projected growth of the county;
- ❖ Identify sustainable funding to support maintenance of existing and new parks;
- ❖ Improved coordination with health and wellness;
- ❖ Improved connectivity of major trail corridors, and improved connectivity of smaller corridors to access major trails;
- ❖ Environmental preservation in parks and trails, and good stewardship in operations.

Parks and Recreation Vision

Thurston County's attractive, well managed parks, trails, nature preserves, and recreation programs enhance the quality of life and nurture the health and wellbeing of our people, our community, our environment and our economy. In partnership with our citizens, we ensure that our parks, trails, preserves and programs are accessible and responsive to changing needs within our communities. We provide respite from urbanization; preserve the environment; foster understanding of our natural, cultural and historic assets; and provide opportunities for recreation that meet the needs of the community. The focus on preserving open space region-wide continues, with a strong emphasis on connecting people to the land, water, and each other.

Citizens have identified many values for Thurston County's parks and recreation programs. These include: access, health and well-being, community and family, and preservation. Responses from citizens on what they value in parks, trails and recreations programs are outlined in the county's *Parks, Recreation, Trails and Natural Resource Preserve Plan* (2013).

C. INTERGOVERNMENTAL COORDINATION

Thurston County provides regional parks, natural resources, preserves, and recreational programming needs of county residents. The County recognizes the importance of coordinating its efforts with other municipalities, private industry and non-profits with similar missions in order to meet the service needs of the County. Parks development involves intergovernmental coordination to provide for parks and recreational facilities. This includes considerations like acquisition of new property, creating and maintaining regional park facilities, and park and facility financing. The joint plans for the cities' urban growth areas include park elements for providing parks in urban growth areas and at the neighborhood scale.

State and federal agencies manage nearly 50,000 acres in the county comprised of state parks, natural area preserves, such as the Woodard Bay Natural Resource Conservation Area on Henderson Inlet, many recreational sites within the state's Capitol Forest, the state and federal

Nisqually Wildlife Refuge, the Black River Wildlife Refuge, and other wildlife habitat mitigation and management sites. The state also owns or operates several boat ramps in the county. In addition, private and non-profit groups have purchased land and easements to preserve important natural areas in the county.

D. THURSTON COUNTY PARKLAND CLASSIFICATION

Thurston County's park system currently includes 33 park sites, totaling 2,646 acres. These parks include a range of park types and are classified by the recreational opportunities they provide:

- ❖ **Regional Parks** (such as Burfoot Park) provide a combination of leisure recreation and active enterprise opportunities to residents and visitors. These parks also serve large geographic areas, tourists and visitors.
- ❖ **School Parks** (such as Griffin Athletic Fields) combine the resources of two public agencies to provide recreational, social, cultural and educational opportunities.
- ❖ **Developed Parks, Historic Sites and Preserves** are small parks, monuments and older cemeteries that are owned by Thurston County.

Thurston County's regional parks are complemented by community, neighborhood, and special-use parks owned and operated by the cities of Lacey, Olympia, Tumwater and other jurisdictions within the county. Thurston County collaborates with other local jurisdictions to offer a wide variety of park and recreation opportunities. Non-regional parks within the county include:

- ❖ **Community parks** draw people from the immediate community (generally within a 10-15 mile radius).
- ❖ **Neighborhood parks** provide recreation space for an immediate neighborhood or cluster of neighborhoods (generally within a one mile radius).
- ❖ **Mini-parks** (or pocket parks) are typically play lots or playgrounds providing space for parental-supervised recreation for toddlers and young children.
- ❖ **Special Use Parks** meet the demands for a particular activity or special event. Examples include dog parks, skateboard parks, farmers markets, and sports complexes.
- ❖ **Preserves**, such as Glacial Heritage Preserve, focus on restoring wilderness, special natural habitat, and open space.
- ❖ **Trails**, such as the Chehalis-Western Trail, Yelm-Tenino trail, and Gate-Belmore Trail link urban and rural areas within the County, providing the ability to travel by non-motorized means. The County has 54.5 miles of trail; 87 acres of trail is developed.

E. LEVEL OF SERVICE

Thurston County currently has 33 park sites, accounting for a total of 2,646 acres. An inventory of existing park acreages and the means for financing improvements and acquisitions is shown in the County's Capital Improvement Program, Appendix G.

These sites include 12 active parks (631 acres), five of which are fully or partially developed (288 acres), six preserves and three historic sites (1,158 acres) and 12 trail properties, of which approximately 34.3 miles of trail are developed.

Thurston County Park's Level of Service (LOS) is 3.5 acres per 1,000 residents. Based on the 2040 population data, this 3.5 acre/1,000 residents LOS creates a need for 1,378 acres of operational park land. Since Thurston County currently has 288 acres of developed and operational parkland and trails, the net increase of developed land needed for park and trail purposes to meet the LOS standard is 1,089 acres (Table 9-1).

When the proposed land acquisitions and park development in the county's six-year Capital Improvement Program are added to current acreage, an adequate LOS is maintained to address the needs of an increasing population. To ensure proper planning for specific needs through the planning period, the County will monitor the adequacy of County park facilities by reviewing the Parks Plan annually and fully updating it every five years. As part of this long-range planning process, the county will explore acquisition of valuable active park, preserve or other properties that may become available on an "opportunity to acquire" basis. It is anticipated that the County will spend approximately \$40 million on various park and trail projects throughout the planning period (see Chapter 6).

Based on public input, the county has identified the highest priorities as development and acquisition of multiple use trails, water access sites, picnic sites and natural resource preserves.

Table 9-1. LOS Standards for Parks

| Facility | Level of Service (LOS) Units | Level of Service (LOS) Standard |
|---------------------------|--|---|
| Parks & Trails | <p>LOS 1: Develop all or part of previously acquired property, or complete development projects that are underway, focusing on those that fill deficiencies in priorities defined by the public, i.e., trails, water access, athletic facilities.</p> <p>Main emphasis is on development of existing undeveloped park properties.</p> <p>LOS 2: Acquire additional park lands to ensure that a 3.5 acre/1,000 population of developed park and recreation facilities LOS can be maintained through 2021.</p> | <p>LOS 1: Development (by 2040): An additional 1,089 acres will be developed to provide additional water access, and athletic facilities.</p> <p>The County continues to look for additional revenue sources to develop existing park sites.</p> <p>LOS 2: Acquisition: Acquire opportunity properties to insure an adequate land base in the future for maintaining the 3.5 acres/1,000 population LOS. Currently, the inventory of undeveloped land is adequate to meet this LOS.</p> |

VI. GOALS, OBJECTIVES AND POLICIES

GEOLOGIC HAZARD AREAS

GOAL 1: MINIMIZE THE LOSS OF LIFE AND PROPERTY FROM LANDSLIDE, EARTHQUAKE, VOLCANIC, OR OTHER GEOLOGICAL EVENTS, AND MINIMIZE OR ELIMINATE LAND USE IMPACTS ON GEOLOGICALLY HAZARDOUS AREAS.

OBJECTIVE: To designate and manage geologic hazard areas to avoid loss of life and damage to structures by guiding development away from geologic hazard areas and by regulating uses and activities that occur within or near such areas in a manner that minimizes the potential for damage or loss of life.

POLICIES:

1. The county should designate and provide for the protection and management of geologic hazard areas based on best available science and cumulative impact assessments of existing and planned land and resource uses within and near geologic hazard areas.
2. The county should restrict development and resource use within or near areas susceptible to significant damage from erosion, landslides, earthquakes or lahar flows, as necessary to protect life, property, and wildlife habitats (e.g., streams and marine waters downslope).
3. The county should cooperate with other jurisdictions and agencies to implement the "Natural Hazards Mitigation Plan for the Thurston Region," TRPC 2017, or as hereafter amended.
4. The county should protect the public from natural hazards, minimize the need for emergency rescues and replacement of public facilities damaged by natural forces, and avoid public subsidy of private development located in areas vulnerable to damage from natural events by minimizing the amount of development at risk.
5. The county should collaborate with other jurisdictions and agencies to gain a better understanding of hazards in the county and devise appropriate mitigative measures to minimize the loss of life and property.

GROUNDWATER AND AQUIFER RECHARGE AREAS

GOAL 2: PROTECT GROUNDWATER QUALITY AND QUANTITY.

OBJECTIVE: To provide for the identification and protection of sensitive aquifer recharge areas, protect groundwater quality, and prudently conserve groundwater resources.

POLICIES:

1. The county should designate and provide for the protection and management of groundwater and aquifer recharge areas based on best available science and cumulative impact assessments of existing and planned future land and resource uses within and near aquifer recharge areas.
2. The county should protect groundwater quality and prevent aquifer contamination, degradation, and depletion through the comprehensive management of groundwater in conformance with the Clean Water Act, the Northern Thurston County Ground Water Management Plan, the South Thurston County Aquifer Protection Strategy, and all other applicable federal, state and local water quality regulations.
3. The county should determine, based on watershed plans, if there are areas where low summer stream flows or elevated instream water temperature may, now or in the future, imperil anadromous or native resident fish. If such areas are identified, the county should devise and implement development restrictions and management practices as necessary to sustain the fish.
4. The county should prioritize water quantity projects in areas where the supply of groundwater is limited. Special consideration should be given to areas where additional groundwater withdrawals would diminish summer stream flows and elevate instream water temperatures and thereby jeopardize the survival of anadromous or native resident fish.
5. The county should regulate land uses within designated wellhead protection areas to prevent degradation of groundwater quality.
6. The county should support efforts by water utilities to acquire or provide long-term management of wellhead protection areas.
7. The county should encourage that coordinated, reliable water systems be used to provide water in the urban growth areas. Urge jurisdictions to develop compatible, coordinated water system design standards for their growth areas.
8. The county should discourage construction and use of individual private wells in urban growth areas where community or public water sources are reasonably and economically available.
9. The county should encourage the use of community or public water in unsewered areas where residential density is in excess of one unit per acre. Community or public water systems should also be provided in residential developments with densities in excess of one unit per two acres and excessive soil permeability.
10. The county should ensure that community and public water systems and supplies are managed to meet state and local health standards.

Adopted November 2019

11. The county should regularly monitor and protect the water quality of watersheds feeding into water bodies used for drinking water (e.g., Summit Lake). If pollution is identified, the county should devise and implement programs to improve water quality.
12. The county should encourage the safe recycling and reuse of water and treated wastewater for irrigating plants, supplementing streamflow, and other purposes in order to recharge aquifers, conserve groundwater supplies, and reduce contamination of receiving waters.
13. The county should encourage the use of no- and low-water use appliances and fixtures, particularly in conjunction with septic systems, to reduce the potential for groundwater contamination.
14. The county should educate and promote the use of integrated pest management and the reduction of pesticide and fertilizer use by residents, businesses, and governmental agencies in designated wellhead protection areas and in areas identified as a source of contamination to important wildlife habitats and shellfish beds.
15. The county should develop a strategy for conserving water in periods of drought that includes public education and notification.

To the extent that resources permit, the county should implement the relevant portions of adopted Watershed Plans prepared in accordance with RCW 90.82.

SURFACE WATER

GOAL 3: PROTECT AND IMPROVE THE WATER QUALITY AND BIOLOGICAL HEALTH OF LAKES, WETLANDS, RIVERS, STREAMS, AND PUGET SOUND.

OBJECTIVE 1: To manage surface water in a manner that will protect or improve the quality of water sustaining human use, wildlife, and aquatic life.

POLICIES:

1. The county should provide for the protection and management of surface water, consistent with the Clean Water Act, based on best available science and cumulative impact assessments of existing and planned future land and resource uses within the watersheds.
2. The county should retain substantially in their natural condition: ponds, wetlands, rivers, lakes and streams, and their associated buffers and riparian areas.
3. The county should protect streams from the adverse impacts of activities occurring within their watersheds to avoid degradation of their water quality and biological health. These impacts include, but are not limit to, elevation of stream water temperature and low flows in summer and stream channel damage and sedimentation from excessive flows during winter.

4. The county should protect and maintain the valuable natural functions of wetlands by maintaining an undisturbed or restored native vegetation buffer around the wetland and by prohibiting filling, draining, and clearing within wetlands and their associated buffers.
5. The county should designate and protect riparian habitat areas to help maintain water quality consistent with best available science. (Also see related policies under Goal 5, Important Fish, Wildlife, and Plant Habitat).
6. The county should prevent development and activities in streams, riparian areas, and wetlands and any associated buffers that would damage water quality or habitat functions, except to the minimum extent necessary when there is no reasonable alternative for accommodating an essential use (e.g., an essential road or utility crossing).
7. The county should consider establishing a wetland mitigation bank to provide an alternative to individual stream and wetland mitigation projects associated with essential public projects. Enhancement of degraded wetlands is preferred over creation of new wetlands.
8. The county should require, to the extent legally permissible, restoration of degraded buffers and wetlands associated with lakes, streams, rivers, and Puget Sound as a part of new land uses and development activity.
9. The county should cooperate with adjoining jurisdictions to develop complementary regulations pertaining to streams, upland wildlife habitat, and other Critical Areas that span jurisdictional boundaries.
10. The county should evaluate the performance of county regulations in maintaining surface water and monitor the performance of restoration and enhancement projects to provide a basis for periodic refinement of county regulations and management practices.
11. The county should promote the use of integrated pest management, reduction of pesticide and fertilizer use, and best management practices for animal waste by residents, businesses, and governmental agencies in areas identified as a source of contamination of surface water, particularly if it affects the harvest of shellfish.
12. The county should provide technical assistance and education, to the extent resources allow, to operators of small businesses and industrial uses, and residents located near surface water bodies regarding proper storage, handling and disposal of hazardous materials.
13. The county should encourage the Thurston Conservation District Board to continue their voluntary efforts regarding education, conservation planning, and use of best management practices on existing farms, golf courses, parks, schools, residences, and other facilities that use pesticides and fertilizers near surface water bodies.

OBJECTIVE 2: Lake Management - To provide for a comprehensive, long-term approach to lake management that accommodates all appropriate uses and benefits, consistent with the maintenance or enhancement of water quality.

POLICIES:

1. The county should work with property owners and interested parties to develop an integrated aquatic management plan for lakes, consistent with best available science and the Clean Water Act, which addresses pollution sources, such as stormwater runoff and on-site disposal system effluent, and the cumulative impacts of existing and planned future land and resource uses within the watersheds.
2. The county should strive to reduce the spread of Eurasian milfoil and other exotic aquatic weeds through monitoring, public information and other means.

OBJECTIVE 3: *Marine Waters and Shoreline Management* - To preserve and protect marine shorelines and near shore areas as valuable natural resources and habitats, consistent with state and federal law.

POLICIES:

1. The county should regulate uses and activities along the marine shoreline and within the waters of Puget Sound, consistent with the State Shoreline Management Act and the Clean Water Act, based on best available science and cumulative impact assessments of existing and planned future land and resource uses in upland watersheds.
2. The county should identify and protect, consistent with best available science, important, sensitive marine habitats, such as juvenile salmon migration corridors, kelp and eelgrass beds, shellfish beds, and herring and smelt spawning areas.
3. The county should protect special shoreline features, such as dry accretion beaches, and undeveloped bays and lagoons.
4. The county should provide information to property owners regarding various protection options for their marine shoreline consistent with the State Shoreline Management Act. Encourage the use of "bioengineered" shoreline stabilization as an alternative to bulkheading or other forms of shoreline armoring where necessary to protect existing structures from erosion.

FREQUENTLY FLOODED AREAS

GOAL 4: PROTECT LIFE AND STRUCTURES FROM FLOOD HAZARDS AND RETAIN THE FLOOD STORAGE, TRANSMISSION CAPACITY, AND HABITAT VALUE OF FLOODPLAINS.

OBJECTIVE: To provide the highest degree of flood protection at the least cost.

POLICIES:

1. The county should provide the highest degree of flood protection at the least cost through identification and accommodation of natural flooding and channel migration processes that pose hazards to life or property. Protection and management should be based on best

available science and cumulative impact assessments of existing and planned future land and resource uses within the floodplains, channel migration zones, and watersheds.

2. The county should prohibit development and emplacement of fill in floodways and floodplains, except to the minimum extent necessary to accommodate public infrastructure and utilities that cannot be accommodated elsewhere and to stabilize channels against erosion in order to protect existing agricultural lands, public roads and bridges, public infrastructure, utilities and significant private structures, and to achieve habitat enhancement. Any development in the floodways should be designed to avoid habitat degradation. Stream bank stabilization, if necessary, should be of a type that maintains or enhances habitat functions. Rip-rap and other hard armoring should only be used if there is no effective alternative, based on sound engineering principles, to protect existing structures or public facilities.
3. The county should provide for land uses such as forestry, open space, public recreation, existing agriculture and water-dependent uses in areas subject to river flooding to minimize risks to life and structures and help retain or enhance habitat functions. Other uses and development in the floodplain should be restricted to minimize public safety risks (e.g., through compensating design features) and loss of habitat function.
4. The county should minimize disruption of long-term stream channel migration processes that allow formation of essential habitat features by prohibiting construction of new structures in channel migration zones and minimizing streambank stabilization.
5. The county should actively participate in the multi-jurisdictional flood hazard reduction efforts within the Chehalis River Basin.
6. The county should regulate uses in and around areas where groundwater periodically surfaces as necessary to avoid property damage and protect groundwater quality.
7. The county should maintain the county's enrollment in the Community Rating System through the National Flood Insurance Program.

IMPORTANT FISH, WILDLIFE, AND PLANT HABITAT

GOAL 5: PROTECT, CONSERVE, AND ENHANCE THE ECOLOGICAL FUNCTIONS OF IMPORTANT FISH, WILDLIFE, AND PLANT HABITATS.

OBJECTIVE: Identify important fish, wildlife, and plant habitats and develop strategies for protecting or restoring important habitats, particularly if they are at risk of significant degradation.

POLICIES:

1. The county should protect fish and wildlife habitats that are important to the long-term viability of locally important species in Thurston County, which are unique or rare, or which contain state priority species or species listed under the federal Endangered Species Act.

2. The county should identify and protect (e.g., through easements, fee acquisition, or regulations) land providing essential connections between riparian habitat areas, open spaces, and significant wildlife habitats sustaining state priority, federally listed, or locally important wildlife species. Include wildlife corridors that lead away from riparian areas to facilitate wildlife migration to upland habitats and minimize the potential for increased fecal contamination of streams from wildlife sources.
3. The county should encourage protection of areas containing special plants and special plant communities listed by the state Department of Natural Resources Heritage Program.
4. The county should establish and protect riparian habitat areas to maintain or enhance the functions sustaining aquatic life and terrestrial wildlife, consistent with best available science.
5. The county should establish priorities for performing stream/subwatershed assessments to tailor and refine riparian habitat widths, consistent with best available science, to provide appropriate water quality and habitat protection while minimizing the burden on affected property owners. Priority should be given to those areas at greatest risk of degradation, for example, due to potential impacts from existing and planned development, the sensitivity of dependent species, or the sensitivity of the watershed's hydrology to development.
6. The county should evaluate streams/riparian areas supporting anadromous fish, sensitive native resident fish, or state priority wildlife species to determine their long-term viability to sustain such fish and wildlife at buildout of the drainage basin under current regulations, consistent with best available science. The county should build upon the information and analysis produced through the Watershed Resource Inventory Area projects as necessary to assess current and projected stream and riparian conditions. In performing the assessments, consider factors such as stream gradient, channel dimensions, valley configurations, historical conditions, current stream conditions, the width, continuity and quality of riparian areas, the presence of any associated wetlands, aquatic and terrestrial habitat utilization and sensitivity, the intensity of adjacent uses, current zoning, the cumulative impacts of existing and planned future land and resource use, subwatershed hydrology (e.g., based on soil characteristics, tree cover, land use types and characteristics, impervious surface coverage, and the performance of existing stormwater facilities), and water quality.

If any streams/riparian areas that currently support anadromous fish, sensitive native resident fish, or state priority wildlife species would not be expected to sustain such fish and wildlife at buildout of the subwatershed under current zoning and development regulations, the county should identify and pursue viable remedial actions to preserve or enhance the habitat functions (e.g., maintaining water quality). Remedial actions may include, for example, limits on effective impervious surface coverage and retention of substantial tree cover in the subwatershed, higher stormwater standards, reduced housing density, limits on stream crossings by roads or utility lines to maintain the continuity of riparian areas, expanded riparian areas, and restoration.

7. The county should identify priorities for fish and wildlife habitat protection/acquisition and other remedial actions necessary to maintain or restore the riparian or important upland habitat. Consider giving highest priority for habitat protection/acquisition to the following:
 - a. streams/riparian areas with sensitive fish or wildlife species in watersheds with existing or planned levels of development that threaten fish and wildlife survival;
 - b. streams/riparian areas that support significant numbers of anadromous or sensitive native resident fish in drainages with moderate levels of development which, based on best available science, have potential to be maintained or restored if prompt action is taken;
 - c. streams/riparian areas largely in a natural condition that support the county's largest or most sensitive populations of Chinook, coho or chum salmon, steelhead, cutthroat trout or other native fish, particularly if they are listed as endangered or threatened species; and
 - d. streams/riparian areas that support sensitive populations of priority wildlife species or significantly affect shellfish beds subject to harvest restrictions or closures.
8. The county should provide for removal of existing "man-made" barriers to anadromous fish migration in streams (e.g., impassible culverts) and prohibit installation of new barriers.
9. The county should preserve adequate water quantity and quality for fish migration, spawning, incubation and rearing, including peak and summer flow levels, dissolved oxygen and chemical content, sediment load, and temperature.
10. The county should maintain and improve surface water quality, consistent with the Clean Water Act, such that pollution does not imperil public health or the survival of fish, shellfish, or other aquatic life or prevent the harvest of shellfish. Surface waters within the drainage basins of Geological Sensitive Areas, and areas of significant recreational or commercial shellfish harvesting should be maintained or restored to the highest quality possible.
11. The county should prohibit uses and activities that degrade lakes, streams and shellfish beds or result in the loss of the natural functions of waterbodies, wetlands, and groundwater aquifers.
12. The county should require that sewage treatment plant owners explore opportunities for the beneficial use of treated wastewater before any new point discharges are authorized.
13. The county should prohibit any new wastewater discharges, including those from sewage treatment plants, into waters where shellfish are harvested, if the discharges would significantly harm the shellfish or their harvest potential.

14. The county should cooperate with adjoining jurisdictions to develop complementary regulations pertaining to streams, fish, wildlife, plant habitats, and other Critical Areas that span jurisdictional boundaries.
15. The county should prevent development and activities in streams, riparian areas, wetlands, other protected wildlife habitats and any associated buffers that would damage their functions, except to the minimum extent necessary when there is no reasonable alternative for accommodating an essential use (e.g., an essential road or utility crossing).
16. The county should encourage stream and wetland restoration activities consistent with best available science through partnerships between the county, conservation district, other agencies, and landowners. Provide incentives for landowners to retain, enhance, or restore important wildlife habitat such as reduced permit fees, expedited permit review, and reduction in property taxes.

NATURAL HAZARDS

GOAL 6: PROTECT INFRASTRUCTURE, PROPERTY, AND THE ENVIRONMENT FROM NATURAL HAZARDS AND THEIR POTENTIAL IMPACTS.

OBJECTIVE 1: The County should reduce greenhouse gas emissions using the science-based, regionally-adopted targets.

POLICIES:

1. The County should promote energy efficiency in homes and businesses so that energy consumption in buildings is reduced.
2. The County should promote renewable energy in homes and businesses so that the share of all energy consumed that is cleaner (non-greenhouse gas emitting) increases.
3. The County should promote more efficient, healthier transportation and land use to reduce motorized vehicle miles traveled and thus fuel consumed as well as greenhouse gas emissions per mile.
4. The County should encourage smart local purchases so that emissions related to solid waste are reduced.
5. The County should establish a standard for approving transportation, zoning, land use and industrial or residential developments based on the impacts these changes or projects will have on the greenhouse gas emissions of the region.
6. The County should support tracking countywide greenhouse gas emissions, and continue to participate in regional efforts to reduce greenhouse gas emissions.

OBJECTIVE 2: The County should improve community resilience to climate change

POLICIES:

1. The County should plan and prepare for climate change impacts so as to reduce damage from such events as droughts, flooding, tree disease, wildfires and other hazards which have immediate and long-term health implications and are expected to increase as the climate of our region changes.
2. The County should consider ways to ensure local food production and security in the face of changing climate conditions.

OBJECTIVE 3: Thurston County should identify areas of increased hazard and climate impacts, develop mitigation strategies, implement such strategies to reduce repetitive losses.

POLICIES:

1. Create hazard recovery plans and prioritize the restoration of vital public safety facilities and other essential community assets (e.g., hospitals and major bridges).
2. Pursue funding to implement highest priority actions identified in the adopted Hazards Mitigation Plan for the Thurston Region.
3. Factor climate impacts into the planning of operations and the coordination of disaster response and recovery activities among first-responders, including public health, law enforcement, fire, and emergency medical services personnel.
4. Develop and implement a comprehensive drought-response strategy that sets action levels for different drought stages.
5. Evaluate and secure sustained funding to restore and protect riparian vegetation along freshwater and marine shorelines.
6. Increase funding, education, and incentives for private landowners to manage lands in ways that enhance ecological and economic resilience (e.g., protecting and restoring forests, prairies, and shoreline/riparian areas).
7. Incorporate projected sea-level rise and flooding information into the designation of regulatory hazard areas.

GREENSPACES

GOAL 7: IDENTIFY AND PROTECT IMPORTANT GREENSPACES USEFUL FOR RECREATION, TRAILS, WATER RESOURCE PROTECTION OR WHICH CONTAIN IMPORTANT WILDLIFE HABITATS.

OBJECTIVE 1: *Important Greenspaces Designation* – To provide for identification of important greenspaces within and adjacent to Thurston County, consistent with state law.

POLICIES:

1. The county should periodically update the public lands and open space maps (Maps E-2 and E-3) to accurately reflect current conditions and knowledge regarding sites, open space

corridors (including corridors within and between urban growth areas), and ecological units which are useful for recreation, trails, or water resource protection, contain important wildlife habitats and species, or provide connections to Critical Areas that would be useful for wildlife travel or dispersal.

2. The county should coordinate greenspaces planning with important greenspaces stakeholders (e.g., tribes, federal agencies, state departments, county departments, adjacent jurisdictions, private conservation organizations, local land trusts, resource land owners, county residents and other interested parties.)
3. The county should support greenspaces planning efforts by important greenspaces stakeholders within or adjacent to Thurston County.
4. The county should provide for extensions of urban trails that have been identified by an adjacent jurisdiction, consistent with the public lands and open space maps (Maps E-2 and E-3) . However, important wildlife habitats, including riparian areas, should have priority over trails. Therefore, locate, design, and construct trails to avoid significantly degrading important wildlife habitats or disrupting their use by state priority or federally protected wildlife species.

OBJECTIVE 2: *Protection Options* - Use a variety of protection options in order to protect the greatest number of priority greenspaces.

POLICIES:

1. The county should establish a system for identifying and prioritizing greenspaces for acquisition or other form of protection in order to maximize public benefits. The following types of lands should be considered for acquisition:
 - a. lands important to public health and safety, such as critical aquifer recharge areas for public drinking water supplies, wellhead protection areas, flood prone areas, geologically hazardous areas, and sensitive and priority watersheds defined in adopted basin plans;
 - b. lands containing environmental features with significant educational, scientific, wildlife habitat (especially areas important to the preservation of anadromous fish), natural or historic values;
 - c. lands that provide access to fresh and marine waters;
 - d. lands with recreational values, such as sites with potential to accommodate picnicking, boating, fishing, swimming, camping, trail use, nature observation, play areas and sports fields, or open space corridors within and between urban growth areas, consistent with the public lands and open space maps (Maps E-2 and E-3) ; and
 - e. lands that provide scenic amenity or community identity.

2. The county should identify and evaluate the protection options for each important greenspace. Preservation options should include, but not be limited to: critical area designation (where appropriate), clustered development, enrollment in the open space tax program, conservation easements, purchase or transfer of development rights, and public acquisition.
3. The county should provide for identification and preservation of important greenspaces in coordination with the acquisition and development of future county parks, trails, preserves, and water resource protection areas.
4. The county should encourage private property owners to protect important greenspaces through the clustering of development on the least sensitive portion of the property.
5. The county should encourage private property owners with priority resources, according to the Public Benefit Rating System, to enroll their properties in the Open Space Tax Program.
6. The county should support efforts by land trusts and conservation organizations to acquire either fee simple property for preserves or conservation easements on private lands serving important habitat or water quality functions, protecting critical areas, or identified on the open space map (Map E-3).
7. The county should support efforts to protect lands identified in the Washington Department of Natural Resources Natural Heritage Data Base, through either private initiatives or public acquisition.
8. The county should support efforts by other governmental agencies to acquire and develop parks, trails or preserves within or adjacent to Thurston County, consistent with adopted park plans, the public lands and open space maps (Maps E-2 and E-3) , and the preservation of important wildlife habitat.
9. The county should examine, and act on as appropriate, opportunities to develop operating agreements and/or leases for land in proximity to urbanizing areas that are appropriate for preservation as open space, nature study areas or conservation areas.
10. The county should develop liaison with the Nature Conservancy, land trusts and other organizations and agencies interested in acquisition of lands for conservation and preservation.
11. The county should require, to the extent legally permissible, that areas for active recreation or open space be dedicated as part of the development approval process for residential developments containing ten or more acres that are zoned for more than one residential dwelling unit per acre, based on the demand expected to be generated by the developments for such areas.
12. The county should consider amending the open space program enrollment criteria to enable enrollment of parcels of less than five acres that contain important wildlife habitat, consistent with Chapter 84.34 RCW.

13. The county should encourage the use of special incentives to preserve and protect high quality or sensitive environmental resources that regulations do not adequately protect or to minimize the burden of affected private property owners. The means to be used (in order of priority) include: open space taxation, the assistance of federal or state resource agencies, the initiatives of private conservation organizations and local land trusts, or public acquisition.

COUNTY PARKS RECREATION, AND OPEN SPACE

Action needs for parks are provided in the Capital Improvement Program and the Parks, Recreation, and Open Space Plan.

Goals:

- A. Secure adequate funding for the operation, maintenance, and improvement of the county's recreational programs, parks, trails, and nature preserves through the implementation of sustainable funding strategies.
- B. Operate and maintain the parks, trails, nature preserves, and recreation programs in a safe, clean, and environmentally responsible manner.
- C. Expand educational and interpretational opportunities of the natural, cultural, historical, and artistic heritage within the county's parks, trails, and nature preserves.
- D. Provide connectivity, where feasible, between open spaces, parks, preserves, trails and wildlife corridors.
- E. Promote community by expanding the county's regional trail system to connect the county's urban and rural communities.
- F. Promote and celebrate community by providing opportunities for independent play as well as organized recreation, special events, and group/family activities.
- G. Provide opportunities for recreation, learning, and growth for individuals with developmental and/or physical disabilities through Specialized Recreation.
- H. Coordinate county parks and recreation programs with the county Health Department's health and wellness programs to foster the well-being of our citizens.
- I. Improve public access to the county's freshwater and marine shorelines through acquisition, easements, and lease arrangements.
- J. Acquire and develop park lands to maintain a level of service that keeps pace with population growth and demographic change in the county.

- K.** Be responsible stewards of the county's natural, historic, cultural and artistic resources for current and future generations by acquiring and protecting areas of significance.
- L.** Work with other park, recreation and open space providers (including public, non-profits and private entities) to ensure a coordinated and cost-effective approach to meeting the region's recreation and natural resource preservation needs.
- M.** Protect the recreational and environmental value of existing parks, trails and preserves.
- N.** Create a safe, productive, and rewarding workplace which emphasizes teamwork, communication, and interdepartmental coordination.

Acquisition Policies:

- 1.** Ensure that the ability to operate and maintain both existing and new assets is factored into decisions on acquisition of parkland, trails and greenways, cultural resources, nature preserves and other properties.
- 2.** Acquire land and corridors proactively to deliver needed services. This includes acquiring the following:
 - a.** Environmentally sensitive lands and resources that preserve wildlife habitat;
 - b.** Sites of historical and cultural significance;
 - c.** Marine shoreline and river access sites;
 - d.** Lands surrounding parks, preserves and trails to protect natural, recreational and cultural values, and
 - e.** Park land in configurations that maximize accessibility and minimize conflicts with surrounding land uses.
- 3.** Maintain ability to react to property acquisition opportunities that emerge.
- 4.** Use trails and greenways where practicable to link county, city, and regional parks and preserves.

Planning, Development, and Improvement Policies:

- 1.** Assess county needs and demands through annual review of the Parks and Recreation Comprehensive Plan. Update the plan every five years. During the five-year update of the plan, evaluate undeveloped properties to assess merits for meeting county needs and/or their sale/exchange value.

2. Use green design and low-impact methods in developing parks and facilities, including county adopted Integrated Pest Management principles.
3. Solicit community input in the development of parks, trails, facilities, programs and services.
4. Ensure park design and development guidelines conform to local ordinance and accepted state and federal standards.
5. Provide educational/interpretive signs to foster public stewardship of the environmental, historical and cultural features of parks, preserves and trails. Use universal design standards for signs and facilities.
6. Work with other parks/recreation and open space providers (public, private and non-profit organizations) to ensure a coordinated and cost-effective approach to meeting the region's park, recreation and preservation needs.
7. In collaboration with other jurisdictions, explore potential recreational uses of undeveloped public lands.

Recreational Programming Policies:

1. Ensure county recreation programs offer recreational and leisure opportunities for citizens with physical and/or developmental disabilities.
2. Operate recreation facilities and programs under county control in an entrepreneurial manner when possible.
3. Meet recreation needs and avoid duplication of services through sound planning and coordination with other recreation providers in our community.
4. Promote community and regional events that use county park facilities as a base for county sponsored events and activities.
5. Include environmental, historic and cultural education, and opportunities for the arts, as integral components of the park and recreation experience. Provide special events that celebrate the cultural heritage of Thurston County.
6. Promote health and wellness through Parks and recreation programs.
7. Collaborate with the local hospitality community to promote local events and activities and enhance outreach in support of Thurston County's Agri-Tourism efforts.

Operation and Maintenance Policies:

1. Develop a comprehensive program that identifies maintenance needs for all parklands, trails, nature preserves, facilities and equipment.

2. Maintain property and assets in a manner that:
 - a. Maintains safety and reduces public liability.
 - b. Supports ecological functions and minimizes disturbances to natural vegetation and wildlife habitats.
3. Manage and conserve natural preserves based on sound scientific principles. Manage vegetation through use of Integrated Pest Management Program.
4. Use on-site caretakers in park and recreation facilities as a security and maintenance resource whenever feasible. Encourage residents, community organizations and other volunteers to share responsibility for parks by giving them a role in park stewardship.
5. Define park use rules and regulations through the county's park ordinances. Park use rules and regulations should maximize access and ensure safety and the protection and preservation of public assets.
6. Follow training and safety awareness standards as prescribed by the American Public Works Association Manual adopted by Thurston County Public Works.
7. Expand cooperation with other parks/recreation agencies to operate and maintain facilities, including alignment of equipment purchases when practicable.

Financial resources and regional partnership Policies:

1. Ensure stable funding for parks and recreation services, operation and maintenance. Diversify revenue base by pursuing additional funding sources including enterprise initiatives, support from tribes and foundations, grants and partnerships. Work with regional partners to assess feasibility of creating a Metropolitan Park District.
2. Work with local, state and federal jurisdictions to evaluate impacts of proposed legislation on parks and recreation, and/or to draft new legislation that supports the department mission.
3. Work with other parks and recreation providers within Thurston County to identify opportunities for mutual gain. When feasible, use interagency agreements for financing acquisition, facility development, and operation and maintenance to reduce costs and retain financial flexibility.
4. Work with other public and private park and recreation providers to avoid duplication of services, improve facilities, and reduce costs through coordinated planning and development.

AIR QUALITY

GOAL 8: PROTECT AND IMPROVE THE COUNTY'S AIR QUALITY AND MINIMIZE OR ELIMINATE ODOR AND NOISE FROM NEW LAND USES THAT WOULD REDUCE THE LIVABILITY OF RESIDENTIAL AREAS OR SIGNIFICANTLY DEGRADE IMPORTANT WILDLIFE HABITAT.

OBJECTIVE: To protect the livability of established neighborhoods and to protect sensitive wildlife habitats.

POLICIES:

1. The county should support federal, state, and regional clean air policies and air quality standards and regulations.
2. The county should assess the impacts of new land uses and activities on air quality, including pollution, particulate matter, odor and noise. The county should direct those uses that are likely to generate health or nuisance problems away from residential neighborhoods, schools, hospitals, and facilities housing residents who are particularly susceptible to air quality problems (e.g., long-term health care centers), and wildlife refuges.
3. The county should maintain the peace and quiet of residential neighborhoods by:
 - a. limiting noisy, polluting, or heavy traffic generating land uses and activities in close proximity to such areas;
 - b. through the use of screens, open space, or other buffers; and
 - c. through enforcement of noise and air emission standards.
4. The county should minimize the noise impacts from noise-producing sources, such as airports and military firing ranges, by designating noise impacted lands for use as forestry, agriculture, public reserves, industrial and, as a last priority, low density residential. Require that the deed, title, or covenants for lots in new residential subdivisions contain statements notifying prospective purchasers that the property will be affected by noise.
5. The county should continue to coordinate with local and regional government agencies to reduce air pollution by adopting land use and transportation plans that help reduce the amount of vehicle emissions.
6. The county should provide education and information to the public to promote reduction of air pollutants and particulate matter.

MANAGEMENT APPROACHES

GOAL 9: ENCOURAGE COMPREHENSIVE, SCALE-APPROPRIATE APPROACHES TO ENVIRONMENTAL RESOURCE MANAGEMENT AND COORDINATION OF MANAGEMENT ACTIONS.

OBJECTIVE 1: *Management Approaches*- To encourage and facilitate coordination of resource management to enable efficient use of public funds, maximize environmental and public benefits through coordinated and complementary actions, and to facilitate work at the appropriate scale (e.g., subwatershed).

POLICIES:

1. The county should establish management approaches that reflect our dependence on natural systems and maintain a balance between human uses and the natural environment.
2. The county should establish a pattern and intensity of land and resource use that are consistent with the limitations imposed by natural constraints (e.g., flooding, steep slopes prone to landslides, and saturated soil conditions), sustain environmental functions (e.g., aquifer recharge, water storage and cleansing performed by wetlands), and minimize public safety risks.
3. The county should assess the cumulative impacts of past, current, and planned future land and resource uses on the county's natural environment and implement management and protection programs that address these impacts.
4. The county should incorporate in management approaches, outreach and education programs; the use of incentives and voluntary programs; regulation; restoration; construction; maintenance; county or land trust acquisition; and adaptive management, including establishing performance goals and monitoring programs, to enable evaluation of the effectiveness of implemented regulations and programs.
5. The county should provide for management at the appropriate scale (e.g., subwatershed), take into account the many factors and interests involved, and draw upon best available science.
6. The county should select a management approach that best addresses the degree of risks or hazards to the public, the uniqueness and sensitivity of the resource, and the long-term public benefit and the cost and financing feasibility.
7. The county should designate and manage Critical Areas in a manner that will sustain dependent human and wildlife use and avoid loss of life and damage to structures.
8. The county should identify and designate in the Critical Areas regulations geographic areas with unusual physical features or high sensitivity to human impacts that require management approaches specially designed for each area.

OBJECTIVE 2: *Water Resource Management Approaches* – To coordinate water resources planning, funding and implementation within Thurston County to ensure high quality surface and groundwater, preserve the functions of water resources, ensure compatibility between land and water uses and minimize the costs of parallel programs.

POLICIES:

1. The county should manage county-wide water resources through a coordinated water resources program that integrates county groundwater, stormwater, lakes, stream and wetland programs related to water quantity and quality.
2. The county should consider the hydrologic continuity between ground and surface water when managing water resources.
3. The county should address water resource concerns by the appropriate scale, such as a catchment, subwatershed or sub-basin for surface waters and by aquifers for groundwater.
4. The county should support watershed planning processes conducted under RCW 90.82 as a framework for comprehensive water resource management.
5. The county should involve affected stakeholders in groundwater, watershed and stormwater basin planning.
6. The county should support and implement the county-adopted water resource plans addressing watersheds, stormwater, sewerage, groundwater, water supply and solid waste, including the Northern Thurston County Ground Water Management Plan and the South Thurston County Aquifer Protection Strategy.
7. The county should protect public water supplies from contamination to avoid the cost of developing new water sources.
8. The county should manage water resources for multiple beneficial uses. Use for one purpose should preserve opportunities for other uses, while maintaining overall water quality. When conflicts arise, the natural system should be given priority, particularly if the use would be detrimental to anadromous fish or public safety.
9. The county should monitor both surface water and groundwater to evaluate program effectiveness, establish long-term trends for both water quality and water quantity, and provide for the early detection of pollution, to minimize the damage and the cost of resource restoration, and to provide a basis for adaptive management.

CHAPTER 10

ARCHAEOLOGICAL AND HISTORIC RESOURCES

I. INTRODUCTION

Washington's historic and archaeological resources are similar to our state's rich natural resources in many ways. Archaeological and historic resources are limited and warrant protection. Like wetlands, forestlands, shorelines, agricultural lands, and other natural resource lands, cultural resources are lost forever if destroyed. The Archaeological and Historic Resources Chapter of the Comprehensive Plan protects these resources and helps sustain Thurston County's quality of life.

The Archaeological and Historic Resources element supports several other GMA goals. For example, the rehabilitation of historic housing can be less costly than constructing new buildings, which supports the affordable housing goal. Historic preservation is an important component of downtown revitalization projects, which helps the economic development goal. In these ways and more, historic preservation builds harmony between different pieces of the comprehensive plan.

Archaeological and Historic Resources benefit the county in many ways;

- ❖ Enhance a community's image for residents, tourists, and business recruitment efforts;
- ❖ Teach about the diversity of cultures in our communities;
- ❖ Conserves natural and manmade resources;
- ❖ Provide approaches to increase densities and avoid sprawl; and
- ❖ Provide community pride that encourages civic stewardship.

2019 Update: Critical Issues

- ❖ Keeping the historic inventory and Historic Register up to date;
- ❖ Providing adequate resources and incentives to maintain historic resources;
- ❖ Ensuring historic places remain protected despite increasing pressures from growth and natural hazards; and
- ❖ Coordinating historic preservation with economic development plans and programs.

GROWTH MANAGEMENT REQUIREMENTS

The Archaeological and Historic Resources element is not required by the GMA. However, historic preservation is an important tool aiding the protection and enhancement of the unique attributes that make Thurston County so special.

The State, recognizing the importance of historic preservation efforts, included a planning goal in the GMA to guide historic preservation:

- Historic preservation. Identify and encourage the preservation of lands, sites, and structures, that have historical or archaeological significance.

RCW 36.70A.020(13)

A. ARCHAEOLOGICAL AND HISTORIC PRESERVATION

Thurston County's rich legacy of archaeological and historical cultural resources extends back thousands of years. The Coastal Salish people were the earliest to live in the area. These were the ancestors of the current Nisqually Tribe, Squaxin Island Tribe and Confederated Tribes of the Chehalis Reservation. See Appendix A for a description of the first settlers of Thurston County.

The British Vancouver Expedition explored the area in 1792, followed by the American Wilkes Expedition in 1841. The Hudson's Bay Company also explored the area in the 1800s, by land and sea, collecting hundreds of plant specimens. In 1846, the first non-Native American settlers located around the falls of the Deschutes in Tumwater, and later in Olympia.¹ The promise of free land through the Donation Land Claim Act in 1850 attracted settlers who established homesteads in the open prairies as well as along the rivers of the county.

In 1854, the Nisqually, Squaxin Island, Muckleshoot and Puyallup peoples signed the Medicine Creek Treaty. The tribes transferred their rights to 2.5 million acres of Western Washington tribal lands in exchange for the guarantee of reservation lands and hunting and fishing rights. The Confederated Tribes of the Chehalis have never signed a treaty with the United States and were awarded reservation lands in 1864 by Executive Order.

Olympia first developed along the waterfront, then extended south. Olympia's development was significantly accelerated by its place as the southern terminus of the "Mosquito Fleet," a company of steamships that provided shipping and transportation in Puget Sound beginning in the 1850s. Other communities developed around logging and lumber processing, farming, sandstone quarrying and other industries. The arrival of the railroad through the county in 1873 spurred development along its route. Similarly, the development patterns of the county were impacted by the arrival of highways in the early twentieth century and later, Interstate 5 in the 1950s. The county's 20th and early 21st century development transitioned from natural resources to a government, service and residential sector economy.

Thurston County Historic Commission

The Thurston County Historic Commission is a 12-member board which has four appointed members from each County Commissioner District. The board also has a varying number of alternate members who have equal authority to the other appointed members. It was established in 1984 as Chapter 2.106 of the Thurston County Code. The Commission administers the Thurston County Historic Preservation program and is a Certified Local Government (CLG), meeting state and national standards for preservation boards. The Commission is charged by ordinance with providing public education programs and promoting preservation of historic and archaeological resources through the inventory, register and review process. The Commission also administers the Special Property Tax Valuation program which provides an abatement of property taxes for certified renovations. Properties listed on the Thurston County Historic Register may also be eligible for Historic Building Code privileges, which gives latitude in interpretation of non-life-safety building code issues.

¹ City of Tumwater, A Brief History, 2018

II. PLANNING CONTEXT FOR ARCHAEOLOGICAL AND HISTORIC RESOURCES

Preservation plans and policies interact with many other planning topics and regulations. Preservation can intersect with recreation, housing, transportation, economic development, and more. For example, a policy could state that new developments should complement and not detract from historic structures by use of compatible mass, scale, materials, and setting to ensure harmony of design. A community could also encourage new developments that enhance and reinforce historic community identity. These are just some of the many possible links between archaeological and historic resources and other comprehensive plan elements.

A. COUNTY WIDE PLANNING POLICIES

The County Wide Planning Policies support coordinated planning for archaeological and historic resources across jurisdictions in Thurston County. Historic preservation is specifically mentioned in the general policies section. Values and outcomes related to archaeological and historic resources are also included.

- 1.2 Preserve and promote awareness of our historic, cultural, and natural heritage.
- 1.9 Build and maintain distinct communities, preserving and enhancing the character and unique identities of the existing urban, suburban, and rural communities in a way that protects what matters most, while offering additional opportunities to improve on what can be better.
- 1.11 Support education, employment, commercial opportunities, cultural, social, and recreational opportunities in appropriate places and at a scale that supports community health and well-being.



Thurston County Historic Photo Album

Bob White mill locomotive in the Rainier area. Source: Washington State Historical Society.

B. IDENTIFICATION OF ARCHAEOLOGICAL AND HISTORIC RESOURCES

The most important step for successful preservation is the identification of historic and cultural resources. A community can only preserve a resource if the community knows the resource exists. As such, survey and inventory activities are an ongoing effort.

Beginning in the mid-1980s the Washington State Office of Archaeology and Historic Preservation (now the Department of Archeology and Historic Preservation (DAHP)) undertook a comprehensive survey of historic resources in Thurston County. In 2003, the Thurston Regional Planning Council updated the information, creating an accessible database and map of these resources.

Existing Archaeological Resources

Known archaeological resources in the county include a significant village site at Mud Bay and other sites. These locations have yielded fire cracked rock, bone, charcoal, shell and netting. Other significant sites, particularly along the inlets of Puget Sound, that have yielded similar resources include cryptocrystalline silica flakes and points. These types of resources are particularly evident around Black Lake and the Black Lake Portage. The Washington State DAHP maintains a confidential record of known archaeological sites.

The Nisqually Tribe, Squaxin Island Tribe and Confederated Tribes of the Chehalis all have cultural resource staff. Not all tribe properties or sites are published. Knowledge about their location and significance is a tribal matter. Significant historic archaeological sites include those at the Chambers Homestead near Rainier Road and the site of the Northstar School in the Delphi area.

Existing Historic Resources

The range of historic resources in the county is diverse. They include cemeteries, barns, outbuildings, farmsteads, schools, granges, homes, trees, natural features, markers, resorts, halls, a lighthouse, a water springs, parks, quarries, churches, cabins, landscapes, water towers, ditches, main streets, neighborhoods and townsites. These sites have been identified through on-site surveys and nominations. As of 2018, there are 133 sites on the Thurston County Historic Inventory of which 54 are on the local register, 21 on the Washington Heritage Register and 17 are on the National Register. This dynamic list is updated regularly with new information.

***Thurston County
Historic Photo Album***

Oregon Trail Marker in Bush Prairie. 8820 Old Highway 99, between Tenino and Olympia. Located in front of the CH20 Company. 1916

Source: Thurston County Historic Commission.

C. HISTORIC PRESERVATION PROGRAMS

Historic Inventory

Historic Inventory properties are selected after field and research analysis conducted on the individual properties and the area in which they are located. Surveying of cultural resources is the first step of the historic preservation process and is authorized as part of the Thurston County Historic Preservation Ordinance. (Chapter 2.106, Thurston County Code.)

Listing on the inventory is not the same as being listed on a historic register. The Thurston County Historic Register requires owner consent before listing.

Listing on the inventory indicates that, in the opinion of a professionally qualified surveyor, the property has historic and/or architectural significance in the context of the area in which it is located. How a structure or property reflects important facets of local, state, or national history is not always signified by its appearance. The historic significance is only determined after careful research of the building and after constructing a “historic context” of an entire area. For example, in an area where lumber processing was an important historic industry, buildings although not architecturally outstanding, which relate to this historic context will be more historically significant to a community.

Listing on the inventory can mean that consideration will be given to the effects of land use actions on the listed property under the Washington State Environmental Policy Act (SEPA). Mitigation of those effects may be required before a land use action can proceed. Inventoried properties may also be eligible for a local, state or national register.

Thurston County Historic Register

The Historic Register is an official list of places (sites, buildings, objects, districts, and structures) important to the history of Thurston and worthy of recognition and preservation. The Register was established in 1984 by the Board of Thurston County Commissioners. Owner consent is required for registration.

The Thurston County Historic Register recognizes properties that are at least 50 years old (or of lesser age if of exceptional importance), and that have demonstrated architectural or historic importance related to the history of the Thurston County. Historic properties must also have “integrity,” that is, they have not undergone changes which substantially alter their historic appearance. The process for designation and removal of register properties is in TCC 2.106.040.

Washington Heritage Register

The Washington Heritage Register (WHR) recognizes historic and cultural properties that are significant to local communities and to the state. The program is administered by the Washington State Department of Archaeology and Historic Preservation (DAHP). As a Certified Local Government (CLG), Thurston County may comment on applications to the WHR. Consideration must be given to the effects of land use actions on WHR properties under SEPA. Properties nominated to the National Register automatically receive listing in the Washington Heritage Register. Property owners may object to WHR placement.

National Register of Historic Places

The National Register (NR) is a listing of the country's most significant historic properties. The NR is administered by the Department of the Interior, National Park Service and locally by the Washington State DAHP. As a Certified Local Government, Thurston County comments on applications to the National Register. The State Historic Preservation Officer has an opportunity to review and comment on the project whenever a federally funded, permitted, or licensed project has the potential to affect a NR designated or NR eligible property. Although, historically, this opportunity has usually been honorary. Consideration must also be given to the effects of land use actions on NR properties under SEPA. Property owners may object to NR placement.

Table 10-1. Identified Historic Resources in Thurston County, April 2004¹

| Jurisdiction | Survey/ Inventory | Local Register | State Register | National Register | Total ² |
|------------------------------|----------------------|-------------------|-------------------|----------------------|--------------------|
| Bucoda | 2 | 0 | 1 | 1 | 3 |
| Lacey | 241 | 6 | 4 | 2 | 242 |
| Olympia | 589 | 215 | 35 | 27 | 572 |
| Rainier | 2 | 0 | 2 | 1 | 3 |
| Tenino | 26 | 0 | 3 | 2 | 27 |
| Tumwater | 188 | 15 | 7 | 7 | 179 |
| Yelm | 168 | 6 | 0 | 0 | 170 |
| Thurston County (uninc.) | 138 | 41 | 21 | 17 | 133 |
| Thurston County Total | 1354 | 283 | 73 | 57 | 1329 |

¹Does not include archaeological resources.

²The total number of properties does not equal the sum of the jurisdictions because some properties are listed on more than one register.

NOTE: Check the Thurston County website for updated information on Thurston County Historic Resources and with the Washington State Department of Archaeology and Historic Preservation for archaeological resources.

*See Appendix A for a summary of identified historic resources in Thurston County extracted from the Thurston County Cultural Resources Inventory. These sites are mapped in Map H-1.

Special Property Tax Valuation

The Washington State Legislature has enacted legislation that allows owners of Thurston County Historic Register Buildings or contributing buildings in a Historic District to receive Special Property Tax Valuation. The properties must have undergone an approved rehabilitation within the two years prior to the date of application. In addition, the actual cost of substantial improvement to the eligible historic property must be 25 percent or more of the assessed value of the historic

structure prior to rehabilitation. If those conditions are met, the property may be excluded from the assessed value of such property for a period of ten years.

Allowable costs are those attributable to work within the original envelope of the building, permit and development fees and other expenses incurred during rehabilitation period. Costs associated with acquiring the property or enlarging a structure are not allowable.

Interested property owners must apply to the Thurston County Assessor by October 1st of each year. The Assessor forwards the application to the Historic Commission which determines if the rehabilitation meets the cost and preservation standards. The owner signs an agreement with the Historic Commission which stipulates maintenance standards for the property. The Commission certifies the rehabilitation to the Thurston County Assessor who then subtracts the approved costs from the assessed value of the property every year for ten years, reducing the property tax obligation. The property owner must receive written approval from the Historic Commission before making changes to the property and new owners must sign the same agreement to keep the special valuation in effect. There is also an application fee for this program.

Public Education

The Thurston County Historic Commission annually sponsors a public history event to commemorate the founding of Thurston County on January 12, 1852. The Commission has produced three reference books *Thurston County Place Names: A Heritage Guide* (1992), and *Postmarked Thurston County* (1988), a history of local post offices,. The Commission has also produced videos on county history, origin of county place names and offers a website which features county historic markers. The County has placed historic interpretative markers at several locations including the Scatter Creek, Maytown and Grays Harbor rest stops along Interstate 5 and State Hwy 8 at the Nisqually Wildlife Refuge. Other markers are at the Mud Bay Park and Ride, at a special interpretative center for the Bush Family on Bush Prairie, at the Grand Mound Site of Women's First Vote in Washington, and at the Indian Summer Park. The Commission also administers a Historic Road Name program for recognizing the historic names of roads in the county through special signage on existing road signs.

D. PROTECTION OF HISTORIC AND ARCHAEOLOGICAL RESOURCES

Archaeological Resources

Locational information about known archaeological resources is available from the DAHP on a confidential basis. This is regulated by RCW 42.17.310(1)(k). Memoranda of Agreement can be made between local governments and DAHP to provide restricted access to this information for bona fide uses. Affected tribes within Thurston County – Squaxin Island, Chehalis and Nisqually – should also be contacted to comment on proposed land use or other actions or projects which could involve traditional areas or archaeological resources, as they often have more or different information than DAHP.

Review of Changes to Historic Properties

By ordinance TCC 2.106.050, changes to properties listed on the Thurston County Historic Register must be reviewed by the Thurston County Historic Commission. Compliance with the recommendations of the Commission is voluntary, however if the property is altered in a way that no longer makes it eligible for the historic register, it can be removed.

Project Review

The Washington State Environmental Policy Act (SEPA) is intended to help “preserve important historic, cultural and natural aspects of our national heritage.” Development proposals evaluated under SEPA consider adverse impacts to environmentally sensitive or special areas, such as historic resources. Using federal funds for projects also requires consideration of project impacts under Section 106, 36 CFR Part 8 of the National Historic Preservation Act and 43 CFR Part 10, Native American Graves Protection and Repatriation Act regulations. The acts require federal agencies to take into account the impacts of their undertakings on historic properties and aboriginal lands and affords Thurston County a reasonable opportunity to comment on such undertakings. The Section 106 process seeks to accommodate historic preservation concerns early in the planning process through consultation among agencies and other interested parties regarding the impacts of projects on historic and culturally significant properties. The goal is to identify properties potentially impacted by a project, assess the impacts and seek ways to avoid, minimize or mitigate any adverse impacts including physical changes to resources. Additionally, the goal is to avoid the disturbance or infringement on cultural landscapes.

The Thurston County Historic Commission has adopted a mitigation policy under which the Commission makes specific mitigation recommendations. These range from incorporating the historic structures into new development to photographic documentation of resources.

Relationship of Historic Preservation to other Thurston County Goals, Objectives and Policies

Preservation of the county’s archaeological and historic resources is an integral part of the county’s land use, housing, transportation, capital facilities and natural environment goals, objectives and policies along with the consideration of the protection of other valuable county natural and human-related resources.

III. GOALS, OBJECTIVES AND POLICIES**GOAL 1. THE COUNTY PROMOTES AND ENCOURAGES PRESERVATION OF ITS ARCHAEOLOGICAL AND HISTORIC RESOURCES**

OBJECTIVE A: Programs are established and maintained for recognizing and protecting important archaeological and historic resources.

POLICIES:

1. The county should identify and evaluate archaeological and historic resources for their significance for preservation.
2. The county should encourage participation of diverse groups in the historic preservation program.
3. The county should expand and update the historic resources inventory as resources are available to identify a variety of property types and themes. The county should pursue grant funding or other sources to accomplish this work.

5. The county should encourage registration of archaeological and historic resources which meet standards for national, state or county registers, and the county should encourage their owners to protect, enhance, maintain and appropriately use the historic properties.
6. The county should provide incentives for preserving and restoring private archaeological and historic properties, such as flexibility in building codes, tax benefits and zoning provisions that permit special uses of historic and archaeological properties.
7. The county should maintain a plan for marking and interpreting appropriate sites which have archaeological and historic significance to the county.
8. The county should encourage public acquisition of the most outstanding archaeological and historic properties through a variety of means. Such sites include those having outstanding archaeological and historic value to the county or sites that are part of another public project. The county should acquire these properties through a variety of approaches, such as purchase, grants, donation and other means.
9. The county should encourage coordinated effort among jurisdictions and organizations to identify, promote and protect the county's archaeological and historic resources. Thurston County Historic Register and Inventory properties should be accorded the same status and protection when they are annexed to other jurisdictions.
10. The county should encourage cooperation with Indian Tribes to identify and preserve archaeological and historic resources through sharing of information and collaborative programs. The county should maintain and update as needed a Memorandum of Understanding with the Washington State Department of Archaeology and Historic Preservation for data exchange of archaeological records. The county should notify Indian Tribes and the Washington State Office of Archaeology and Historic Preservation when tribal artifacts and sites are encountered prior to their removal or further disturbance.
11. The county should encourage public understanding and support of historic preservation by promoting public awareness of the significance and extent of Thurston County's archaeological and historic resources and the value of their preservation.
12. The county should encourage a public information program to identify, protect and promote archaeological and historic resources and support related cultural tourism initiatives within the county.
13. The county should identify historic resources that may be vulnerable to climate impacts, such as increased flooding, sea level rise, and wildfire, and develop strategies for their preservation in the face of these increased risks.
14. The county should continue to support the Thurston County Historic Commission and its activities.

OBJECTIVE B: Important archaeological and historic resources are protected and preserved through the county's land use permitting process.

POLICIES:

1. The county should encourage land uses and development proposals that retain or enhance archaeological and historic cultural resources and discourage the destruction or incompatible alteration of these resources.
2. The county should consider allowing adaptive reuse of historic structures in need of significant rehabilitation.
 - a. Encourage adaptive reuse of structures such as factories, warehouses, office buildings, stores, and others, into affordable housing, mixed-use developments, live-work spaces, and/or senior housing.
 - b. Combine historic preservation tax incentives with housing tax credits and grant programs to package financially viable housing projects.
 - c. Include adaptive reuse and historic preservation in economic development plans for revitalization projects of downtowns, main streets, and older neighborhoods.
3. The county should encourage coordination of park and trail development with preservation, restoration and use of archaeological and historic sites.
 - a. Support development of transportation plans for bicycle and pedestrian paths adjacent to historic trails, roads, bridges, rail lines, and waterways.
 - b. Actively pursue citizen participation in design planning.
4. Archaeological and historic cultural sites on county properties should be preserved and enhanced, and provided with interpretive information and public access where possible and appropriate.
5. The county should identify significant views in the county.

Table 10-2. Thurston County Historic Properties Inventory

| Historic Name | Location Address | | Primary Significance | Register/Inventory | Construction Date |
|----------------------------------|---------------------------------|-----------|----------------------------------|---|-------------------|
| Bush Butternut Tree | 8400 Old Highway 99 | Olympia | Landscape Architecture | Local Register | 1845 |
| McVitte/Duckwitz/Hughes House | 18421 Bald Hills Road | Yelm | Exploration/Settlement | Local Register | 1860 |
| Packwood Farm | 141 Nisqually Cutoff Southeast | Olympia | Agriculture | Inventory | 1860 |
| George Washington Rutledge House | 13831 Southwest Littlerock Road | Olympia | Agriculture | Inventory | 1860 |
| Brewer House | 17915 Guava | Rochester | Agriculture | National Register State Register Local Register | 1860 |
| Ticknor Barn | 6710 Skookumchuck Road | Tenino | Agriculture | Inventory | 1860 |
| Thomas Rutledge House and Barn | 13423 Southwest Littlerock Road | Olympia | Agriculture | State Register Local Register | 1861 |
| Mima Prairie Cemetery | 15025 SW Mima Road | Olympia | Community Planning & Development | Local Register | 1864 |
| Colvin Farmstead | 16828 Old Highway 99 | Tenino | Agriculture | National Register State Register Local Register | 1877 |
| Emily French House | 3212 Cove Lane NW | Olympia | Architecture | Inventory | 1879 |

| Historic Name | Location Address | | Primary Significance | Register/Inventory | Construction Date |
|---|----------------------------------|------------|----------------------------------|---|-------------------|
| Scott/Wright Property Historic Features | 10910 Case Road SW | Olympia | Transportation | Local Register | 1880 |
| McLane Cemetery | Near 704 SW Delphi Road | Olympia | Community Planning & Development | Inventory | 1883 |
| Jamestown Granary | 7741 James Road SW | Rochester | Agriculture | State Register Local Register | 1884 |
| Littlerock United Methodist Church | 6336 Southwest 128th Avenue | Littlerock | Religion | Inventory | 1885 |
| Bell-Bennett House | 3800 South Bay Road NE | Olympia | Agriculture | Local Register | 1885 |
| Rich House | 9304 Rich Road Southeast | Olympia | Agriculture | Inventory | 1885 |
| Jaaska House and Warehouse | 11300 Independence Road | Rochester | Architecture | National Register State Register Local Register | 1888 |
| Delphi Cemetery | Delphi & Waddell Roads | Olympia | Community Planning & Development | Inventory | 1890 |
| Endicott Historic Black Walnut Tree | 9291 Delphi Road SW | Olympia | Landscape Architecture | Local Register | 1890 |
| Hercules Quarry #1 | 2712 Huston Street | Tenino | Industry | Inventory | 1891 |
| Hercules #2 /Eureka Quarry | 4220 Southeast Old Military Road | Tenino | Industry | Inventory | 1891 |

| Historic Name | Location Address | | Primary Significance | Register/Inventory | Construction Date |
|---------------------------|-----------------------------|-----------|----------------------|---|-------------------|
| Erickson Farmstead | 16015 Case Road SW | Rochester | Agriculture | Local Register | 1893 |
| Duncan Bigelow House | 2002 Friendly Grove Road | Olympia | Architecture | Local Register | 1893 |
| McKenzie House | 14415 George Road Southeast | Yelm | Agriculture | Local Register | 1893 |
| Jonas Erickson Farmstead | 13121 Independence Road SW | Rochester | Agriculture | National Register State Register Local Register | 1895 |
| Conine House | 14902 Vail Cut Off Road | Rainier | Architecture | Inventory | 1896 |
| Austin-Musser House | 3221 Musser Drive SW | Olympia | Architecture | Inventory | 1900 |
| Collins School | 9901 Yelm Highway SE | Olympia | Education | Local Register | 1900 |
| Glen Dodge Farm | 11308 Gate Road Southwest | Olympia | Agriculture | Inventory | 1900 |
| Austin House | 2542 Delphi Road SW | Olympia | Agriculture | Inventory | 1901 |
| Gunstone House | 12742 Case Road SW | Olympia | Architecture | Local Register | 1901 |
| Franks House | 3909 Oyster Bay Road NW | Olympia | Architecture | Inventory | 1902 |
| Poncin Estate Brown House | 9934 NE Point View Street | Olympia | Architecture | Inventory | 1902 |
| Taylor Farm | 2400 Southeast 180th | Tenino | Agriculture | Inventory | 1902 |
| Bordeaux House | 9146 Bordeaux Road | Olympia | Architecture | Inventory | 1903 |

| Historic Name | Location Address | | Primary Significance | Register/Inventory | Construction Date |
|------------------------------------|--|-----------|----------------------|---|-------------------|
| Nelson Farmstead | 3624 Waldrick Road | Olympia | Agriculture | Inventory | 1905 |
| Poncin Estate-Wulff House | 9929 Johnson Point Road | Olympia | Architecture | Inventory | 1906 |
| Tono Townsite (site only) | Tono Road, 3 miles southeast of Bucoda | Bucoda | Manufacturing | Inventory | 1907 |
| L.N. Rice House & Farm | 12247 Vail Road Southeast | Yelm | Agriculture | Inventory | 1908 |
| The Firs | 1816 Northwest 27th | Olympia | Architecture | Inventory | 1908 |
| Freedon Hall/Spurgeon Creek Grange | 9243 Yelm Highway | Olympia | Social History | Inventory | 1909 |
| Morgan Davies Barn | Skookumchuck Rd S of the jctn with Johnson Creek | Tenino | Agriculture | Inventory | 1910 |
| Delphi School | 7601 Delphi Road SW | Olympia | Education | National Register State Register Local Register | 1910 |
| Gate School | 16925 Moon Road Southwest | Rochester | Education | National Register State Register Local Register | 1910 |
| Salsich Lumber Company House | 10808 Vail Road | Yelm | Architecture | National Register State Register Local Register | 1910 |

Adopted November 2019

| Historic Name | Location Address | | Primary Significance | Register/Inventory | Construction Date |
|------------------------------|-------------------------------------|-----------|--------------------------|---|-------------------|
| Black Lake Grange/School | 6011 Southwest Black Lake Boulevard | Olympia | Education | National Register State Register Local Register | 1910 |
| Blankenship House | 513 Flora Vista Dr. NE | Olympia | Architecture | Inventory | 1910 |
| Yelm Irrigation Ditch | Vail Road; Morris Road | Yelm | Agriculture | Inventory | 1910 |
| Nisqually School | 341 Nisqually Cut-off Road SE | Olympia | Education | National Register State Register Local Register | 1911 |
| South Bay School/Grange #250 | 3918 Northeast Sleater Kinney Road | Olympia | Education | Inventory | 1911 |
| Swayne House | 6011 Swayne NE | Olympia | Architecture | Local Register | 1912 |
| Seifke House | 2249 Reservation Road Southeast | Olympia | Architecture | Inventory | 1913 |
| Maple Lane | 20311 Southwest Old Highway 9 | Rochester | Government | National Register State Register Local Register | 1914 |
| Bronson Resort | 4122 Southeast 119th | Olympia | Entertainment/Recreation | Local Register | 1915 |
| East Olympia School | 8126 Normandy Road | Olympia | Education | National Register State Register Local Register | 1916 |

| Historic Name | Location Address | | Primary Significance | Register/Inventory | Construction Date |
|----------------------------------|--|-----------|----------------------|---|-------------------|
| Curtis Dixon House | 14410 Southwest Littlerock Road | Rochester | Architecture | Inventory | 1916 |
| Lackamas School | 16240 Bald Hill Road Southeast | Yelm | Education | National Register State Register Local Register | 1916 |
| Grand Mound Oregon Trail Marker | 20639 Old Highway 99 (corner of Grand Mound Way) | Rochester | Social History | Inventory | 1916 |
| Bush Prairie Oregon Trail Marker | 8820 Old 99 SE | Olympia | Social History | Inventory | 1916 |
| Swanson House & Farm | 18947 - 133rd Avenue | Yelm | Agriculture | Inventory | 1917 |
| Skookumchuck Grange | 5345 Southeast Skookumchuck Road | Tenino | Social History | Inventory | 1917 |
| Engstrom House /Weber House | 3741 SW 143rd Ave | Tenino | Agriculture | Inventory | 1918 |
| Johnson Farm Watertower | 7936 Johnson Road | Olympia | Agriculture | Inventory | 1918 |
| Robert S. Smith House | 16224 Vail Road | Yelm | Agriculture | Inventory | 1919 |
| Deschutes Grange/Forest School | 16435 Southeast 148th Avenue | Yelm | Social History | Inventory | 1920 |
| Guerin House | 6441 Guerin Street Southwest | Olympia | Architecture | Inventory | 1920 |

Adopted November 2019

| Historic Name | Location Address | | Primary Significance | Register/Inventory | Construction Date |
|--|--|-----------|--------------------------|--------------------|-------------------|
| Deschutes Falls Park | 25005 SE Bald Hill Road | Yelm | Landscape Architecture | Inventory | 1920 |
| French Cafe | 2921 Waldrick Road Southeast | Olympia | Architecture | Inventory | 1922 |
| She-Nah-Nam-Monument | near 7th Avenue Southeast and Old Pacific Highway | Olympia | Social History | Inventory | 1922 |
| Lake Lawrence Resort | 15735 Topaz Road | Yelm | Entertainment/Recreation | Local Register | 1923 |
| Sticklin House | 3906 NW Country Club Road NW | Olympia | Architecture | Inventory | 1923 |
| Gregory/Query House | 3016 10th Avenue NE | Olympia | Agriculture | Local Register | 1925 |
| Westover House | 3512 Country Club Drive NW | Olympia | Architecture | Inventory | 1925 |
| Sunshine Hall | 20638 Gand Mound Way Southwest | Centralia | Social History | Inventory | 1925 |
| Kaiser House | 2410 Kaiser Road | Olympia | Architecture | Local Register | 1925 |
| Olympia Country and Golf Club Clubhouse | 3636 Country Club Northwest | Olympia | Social History | Local Register | 1925 |
| Weiks Farm/Evergreen Dairy | 12301 Endicott Road Southwest | Olympia | Agriculture | Inventory | 1926 |
| Ft. Henness Marker and Masonic Lodge Marker | 183rd & Apricot Street | Rochester | Social History | Inventory | 1926/1941 |

| Historic Name | Location Address | | Primary Significance | Register/Inventory | Construction Date |
|-----------------------------|-----------------------------------|---------|----------------------|---|-------------------|
| Bordeaux House/Butler Cove | 3422 Country Club Drive Northwest | Olympia | Architecture | Inventory | 1927 |
| Rignall Hall | 8131 Northwest Urquhart Street | Olympia | Social History | Inventory | 1927 |
| Martin/Bean House | 3430 Country Club Drive Northwest | Olympia | Architecture | Inventory | 1927 |
| Cobblestone Lodge | 19540 Johnson Road | Yelm | Architecture | National Register State Register Local Register | 1927 |
| Weyerhaeuser Log Dump | 6903 NE Whitham Road | Olympia | Industry | National Register State Register Local Register | 1928 |
| Townsite of Vail | 16506 Vail Loop Road | Rainier | Industry | Inventory | 1928 |
| Gull Harbor Lutheran Church | 4909 Boston Harbor Road NE | Olympia | Religion | Local Register | 1928 |
| Holly Hills Farm | 2615 Heritage Street NW | Olympia | Architecture | Inventory | 1928 |
| Shuman/Adams House | 12622 Littlerock Road SW | Olympia | Architecture | Local Register | 1928 |
| Ayer Ranch | 8527 Southeast Ayer Street | Olympia | Agriculture | Inventory | 1928 |
| Dewhurst Beach Cabin | 5141 Northeast Indian Road | Olympia | Architecture | Inventory | 1928 |

| Historic Name | Location Address | | Primary Significance | Register/Inventory | Construction Date |
|---------------------------------------|--------------------------------------|---------|----------------------|---|-------------------|
| SunnyBay Plantation | 5829 Gull Harbor Drive Northeast | Olympia | Architecture | Inventory | 1929 |
| Shincke House | 4613 Shincke Road NE | Olympia | Architecture | Local Register | 1929 |
| Chambers Prairie Blockhouse Marker | near 7101 Rainier Road SE | Olympia | Social History | Inventory | 1929 |
| Lucas/Schmidt House | 3620 Country Club Drive Northwest | Olympia | Architecture | Inventory | 1929 |
| South Union School/Grange | 10030 South Tilley Road | Olympia | Social History | Inventory | 1930 |
| Prosperity Grange | 3701 Steamboat Island Road NW | Olympia | Social History | Inventory | 1930 |
| Baciu House | 8646 Canal Road | Yelm | Architecture | Inventory | 1930 |
| Nisqually Grange #906 | 624 Old Pacific Highway Southeast | Olympia | Social History | Inventory | 1930 |
| Lackamas Gymnasium | 16312 Bald Hill Road Southeast | Olympia | Education | National Register State Register Local Register | 1930 |
| "Old Orchard" | 249 - 73rd | Olympia | Architecture | Inventory | 1930 |
| Carlyon Beach Clubhouse | 2719 Island Dr. NW | Olympia | Social History | Inventory | 1931 |
| Littlerock Grange Hall #913 | 5949 Maytown Road | Olympia | Social History | Inventory | 1931 |

| Historic Name | Location Address | | Primary Significance | Register/Inventory | Construction Date |
|---------------------------|--|-----------|------------------------|---|-------------------|
| Fort Eaton Marker | Yelm Highway east of Meridian Road Intersection | Olympia | Social History | Inventory | 1932 |
| Camp Millersylvania | 12245 Tilley Road South | Olympia | Landscape Architecture | Inventory | 1933 |
| Gardner House | 10911 7th Avenue SE | Olympia | Architecture | Local Register | 1933 |
| Long Lake Recreation Hall | 3054 Carpenter Road SE | Lacey | Social History | National Register State Register Local Register | 1933 |
| Cedar Creek CCC Nursery | 12200 Southwest Bordeaux Road | Olympia | Government | Inventory | 1934 |
| Ticknor School (Moved) | 3212 Skookumchuck Road SE now at 399 Park Avenue W | Tenino | Education | National Register State Register | 1934 |
| Dofflemyer Point Light | 211 NE 73rd | Olympia | Maritime History | National Register State Register Local Register | 1934 |
| Violet Prairie Grange | 17104 Southeast Violet Prairie Road | Tenino | Social History | Local Register | 1935 |
| Otto House | 6340 123rd Avenue South | Olympia | Architecture | Local Register | 1935 |
| Rochester Grade School | 10140 Southwest Highway 12 | Rochester | Education | National Register State Register | 1936 |

| Historic Name | Location Address | | Primary Significance | Register/Inventory | Construction Date |
|---|---------------------------------|-----------|--------------------------|--------------------|-------------------|
| Klontz House | 5212 Scott Road Northwest | Olympia | Architecture | Inventory | 1936 |
| Lillibridge House | 5417 Countryside Beach Drive NW | Olympia | Architecture | Inventory | 1937 |
| Holmes Island Water Tower | 7515 Holmes Island Road SE | Olympia | Architecture | Local Register | 1938/39 |
| Falkner House | 7503 Holmes Island Road SE | Olympia | Architecture | Local Register | 1938 |
| Boston Harbor School (moved) | 310 Northeast 72nd Avenue | Olympia | Education | Local Register | 1938 |
| Swede Hall | 18543 Albany Street Southwest | Rochester | Social History | Inventory | 1939 |
| Ada's Resort | 4005 120th Avenue | Tenino | Entertainment/Recreation | Local Register | 1939 |
| Kinnebrew House | 7924 61st Avenue NE | Olympia | Architecture | Local Register | 1939 |
| Hartley House | 3710 NW Country Club Dr | Olympia | Architecture | Inventory | 1939 |
| Nash House | 7608 Cooper Point Road | Olympia | Architecture | Inventory | 1939 |
| Sunny Bay Plantation - Ivan Moorhouse House | 6315 Gull Harbor Drive NE | Olympia | Architecture | Inventory | 1939 |
| McAllister Springs | 2345 SE Old Pacific Hwy | Olympia | Entertainment/Recreation | Local Register | 1949 |
| Reserve Fleet Site/Dock | 900 Northeast 47th | Olympia | Maritime History | Local Register | 1972 |

| Historic Name | Location Address | | Primary Significance | Register/Inventory | Construction Date |
|----------------------------|-------------------------------|-----------|----------------------|--------------------|-------------------|
| Bush Interpretative Site | 1400 SE 85th Avenue | Olympia | Social History | Local Register | 1997 |
| The Grand Mound | 20023 Old Hwy 9 SW | Rochester | Conservation | Inventory | Natural Feature |
| Schneider Prairie Oak Tree | 6716 Sexton Road | Olympia | Conservation | Local Register | Natural Feature |
| Chambers Farmstead | 7101 Rainier Road SE | Olympia | Agriculture | Inventory | Site |
| Linklater Ranch | 13911 Military Road Southeast | Tenino | Agriculture | Inventory | Site |

CHAPTER 12

PLAN AMENDMENTS

This Chapter provides information about the process for amending the Comprehensive Plan and related plans.

Appendix D includes, for reference, the adopting resolutions for all amendments to the Comprehensive Plan since its initial adoption in 1975. All amendments are incorporated into this revised Comprehensive Plan.

I. GENERAL PROVISIONS

A. COMPLIANCE WITH STATE LAW

1. All amendments to this Comprehensive Plan must conform to Washington State Constitution.
2. All amendments to this Comprehensive Plan must conform with the requirements of the Washington State Growth Management Act, Chapter 36.70A RCW.
3. All amendments to this Comprehensive Plan must conform with the requirements of other applicable state laws. Other state laws that may apply include the Planning Commission Act (Chapter 35.63 RCW), State Environmental Policy Act (Chapter 43.21C RCW), the Subdivision Act (Chapter 58.17 RCW), the Shoreline Management Act (Chapter 90.58 RCW), the Watershed Management Act (Chapter 90.82 RCW), and other laws regarding drinking water, water rights, municipal services, and pollution control.

B. TIMING

1. Proposed amendments to this Comprehensive Plan will be considered no more frequently than once per year, and all proposals will be considered concurrently so the cumulative effect of the various proposals can be ascertained. Information about the County's annual schedule for processing Comprehensive Plan amendments is available from the Community Planning & Economic Development Department. The table shown below describes, in general, the amendment review process.
2. The County may adopt amendments more frequently than once per year if an emergency exists, or if otherwise permitted by law.
3. In addition to the amendment schedule described above, the Comprehensive Plan will be updated pursuant to the timelines established in RCW 36.70A.130.

II. TYPES OF COMPREHENSIVE PLAN AMENDMENTS

The Thurston County Comprehensive Plan is composed of numerous separate plan documents, including this Comprehensive Plan which focuses on the rural area, joint plans for each Urban Growth Area in the County, subarea plans for specific geographic areas of the County, and

Adopted November 2019

functional plans, such as the Sewerage General Plan and the Grand Mound Water General Plan. Joint plan amendments require review by both the County and the city or town for which the urban growth area is established. In some cases, the city, town, or County proposes the change; in other cases, the amendment is proposed by a member of the public. All amendments are reviewed by the Thurston County Planning Commission, with final decision by the Board of County Commissioners.

The docketing process for considering amendments to the Thurston County Comprehensive Plan is in Growth Management Public Participation, Chapter 2.05, Thurston County Code. Docketing refers to the process of establishing and maintaining a list of proposals that may be considered by the Board for possible amendment of the Comprehensive Plan. Dockets are useful for providing information about amendment proposals that may be considered by Thurston County in advance of public hearing and other review procedures. This chapter also establishes the County's minimum public participation and notification requirements when amending the Comprehensive Plan and associated development regulations.

For information about the different processes for amending the Comprehensive Plan, contact the Community Planning & Economic Development Department or check the Community Planning website www.thurstonplanning.org.

III. APPEALS

A. GROWTH MANAGEMENT HEARINGS BOARD REVIEW

Challenges to amendments to the Comprehensive Plan or related plans that are within the jurisdiction of the Growth Management Hearing Board, shall be processed according to the law governing such challenges.

B. JUDICIAL REVIEW

Judicial appeals to review any decision concerning the amendment of the Comprehensive Plan, including related plans, must meet all procedural requirements provided by law. The plaintiff bringing any such action shall pay the full cost of transcription of the record prepared for judicial review.

Adopted November 2019

Table 12-1. General Steps for Annual Comprehensive Plan Amendments

| County-Initiated Amendments | Joint Plan Amendments* | Citizen Initiated Amendments |
|--|--|--|
| Staff Development of Proposals and Public Involvement | Staff Development of Proposals and Public Involvement and Cities/Towns Submit Amendments | Applicant Prepares Complete Application and SEPA document(s) |
| Placement on the Preliminary Comprehensive Plan Docket | Placement on the Preliminary Comprehensive Plan Docket | Placement on the Preliminary Comprehensive Plan Docket |
| Internal Staff Review and Initial County Commissioner Review | Internal Staff Review and Initial County Commissioner Review | Internal Staff Review and Initial County Commissioner Review |
| Public Review of Preliminary Docket | Public Review of Preliminary Docket | Public Review of Preliminary Docket |
| Final Docketing Decision by the Board | Final Docketing Decision by the Board | Final Docketing Decision by the Board |
| Thurston County Planning Commission (TCPC) Briefing | Thurston County Planning Commission (TCPC) Briefing | Thurston County Planning Commission (TCPC) Briefing |
| TCPC Public Hearing(s) and Recommendation | TCPC Public Hearing(s) and Recommendation | TCPC Public Hearing(s) and Recommendation |
| Board of County Commissioners (BOCC) Briefing | Board of County Commissioners (BOCC) Briefing | Board of County Commissioners (BOCC) Briefing |
| BOCC Public Hearing(s) and Action | BOCC Public Hearing(s) and Action | BOCC Public Hearing(s) and Action |

*Each city will conduct its own review and decision on joint plan amendments.

CHAPTER 13

GLOSSARY

I. DEFINITIONS

Affordable Housing. Housing that costs no more than 30 percent of a household's gross income, including the cost of utilities.

Agricultural Land. Land primarily devoted to the commercial production of horticultural, viticultural, floricultural, dairy, apiary, vegetable, or animal products or of berries, grain, hay, straw, turf, seed, Christmas trees not subject to the excise tax imposed by RCW 84.33.100 through 84.33.140, finfish in upland hatcheries, or livestock, and that has long-term commercial significance for agricultural production.

Air Navigation Surfaces. Air navigation surfaces are the imaginary airspace surfaces defined in Federal Aviation Regulations (FARs), Part 77, Objectives Affecting Navigable Airspace. The imaginary airspace surfaces are defined to assist in the identification, elimination and prevention of obstructions to navigation within the vicinity of airports. The surfaces are defined according to the classification of runways present at the airfield. The surfaces are defined according to the classification of runways present at the airfield. Obstructions may consist of man-made structures and natural features, as well as smoke emissions, steam, glare, lighting or any other condition that would constitute a safety hazard to air navigation within the defined limits of the airspace surfaces, as described in the FAR.

Airport Approach Areas. The airport approach area is an imaginary surface longitudinally centered on the runway centerline, extending outward and upward from the end of the runway, and is based upon the type of approach available or planned for that runway end.

Airport Traffic Pattern Area. The airport traffic pattern area is the airspace in the immediate vicinity of the airport runways used by aircraft to transition to and from the landing and take-off phases of flight.

Area Median Income. The midpoint of a region's income distribution.

Aquifer. An underground bed or stratum of earth, gravel, or porous stone that contains water in enough quantity to yield usable amounts of water to wells and springs.

Aquifer Recharge Areas. Those areas of Thurston County which have an aquifer under them and which allow water to enter the soil and geological materials in ways and in quantities that replenish natural ground water systems and aquifers.

Aquifer Sensitive Area. Lands over unprotected aquifers (see separate definition for unprotected aquifer).

Airfields, small. A small airfield is an aircraft landing and takeoff facility which is open for general public usage. The airfield may be privately or publicly owned. The definition of aircraft includes airplanes, and helicopters.

Assessed Valuation. The fair market value of both real (land and building), and personal property as determined by the Thurston County Assessor's Office for the purpose of setting property taxes.

Bike Spot Improvement Program. A program to prioritize needed improvements to increase the safety and efficiency of the County's bike lanes.

Bonds/Bonding. Bonding is the act of issuing debt to finance capital projects and other expenditures. Bonds used by the County are general obligation and revenue (both types are defined separately).

Capital Facilities. Those public facilities, including land, which are provided by public entities. Public facilities provided by Thurston County government include:

- ❖ buildings housing county government offices
- ❖ courts - district, superior and youth
- ❖ detention facilities - adult and youth
- ❖ drinking water systems (the county provides these on a limited basis only)
- ❖ parks and preserves (the county provides regional parks & preserves only)
- ❖ public health facilities
- ❖ recreational facilities (the county provides regional recreational facilities only)
- ❖ roads, bridges, bicycle and pedestrian ways
- ❖ sanitary sewer systems (provided by the county on a limited basis only)
- ❖ solid waste disposal facilities
- ❖ stormwater facilities

Car/Vanpool. A group of people who share the use and cost of a van or car for transportation to and from a destination on a regular basis.

Commercial Marine Aquaculture Areas. Those areas in the marine environment where water quality, quantity and other site characteristics exist for supporting shellfish, finfish, hatcheries, seaweed and other aquacultural products and in general, where commercial aquaculture operations are currently located.

Commute Trip Reduction Law. State law passed in 1991 as part of the Washington Clean Air Act. It calls for employers having 100 or more employees arrive at a site between 6:00 a.m. and 9:00 a.m. to reduce the number who drive alone to work 12 months a year. The law requires reduction in SOV (single occupancy vehicle) use by 15 percent by 1995, 25 percent by 1997, and 35 percent by 1999.

Concurrency. In growth management terms, capital facilities are to be finished and in place at the time or within a reasonable time period following the impact of the development generating the need for the facilities.

Conservation Futures Tax. A special county-wide property tax levy (assessed inside and outside cities), devoted to acquisition of parks and open space lands, and can also be used to purchase development rights for farm and agricultural land. The levy began in 1990. The tax rate is 6.25 cents per \$1,000 assessed valuation.

Cooperative Housing. Residents own limited equity in a corporation that owns the residential dwellings and land. Typically, the cooperative has the first right of refusal to buy back a unit from a seller in the cooperative.

Councilmanic General Obligation Debt. That amount of debt which may be obligated by the legislative body without voter approval. It is based on a percentage of the jurisdiction's assessed value as prescribed by state law.

Adopted November 2019

County-Wide Planning Policies (CWPP). A written policy statement or statements used solely for establishing a countywide framework from which county and city comprehensive plans are adopted pursuant to RCW 36.70A.210.

Critical Areas. Includes the following areas and ecosystems:

- a. Aquifer Recharge Areas;
- b. Geologic Hazard Areas;
- c. Important Fish and Wildlife Habitat Areas;
- d. Special Management Areas; and
- e. Floodplains, Streams and Wetlands.

Debt Capacity. The amount of money a jurisdiction can legally borrow. The limits are based on a percentage of the county's assessed value as prescribed by state law.

Debt Limits. The maximum amount of gross or net debt which is legally permitted. Debt is an obligation resulting from the borrowing of money or from the purchase of good and services.

Debt Service. Payment of interest and principal to holders of a government's debt instruments (e.g., bonds).

Development. The construction, reconstruction, conversion, structural alteration, relocation or enlargement of any structure; any mining, excavation, landfill or land disturbance, and any use or extension of the use of land.

Drainage Basin. That area in which all of the surface runoff resulting from precipitation is concentrated into a particular stream. Often used interchangeably with "watershed".

Dry Accretion Beaches. Spits, points, and barrier berms formed by gradually being built by the movement of sand and gravel along the beach. They are rare on Puget Sound and there are only eight in Thurston County.

Fair Share Housing. Each jurisdiction in the County accommodating its proportionate share (or target) of the County's total need for low- and moderate-income housing through the year 2015. The targets have been weighed to reflect each jurisdiction's current inventory of low- and moderate-income housing.

Flexitime. Work start or stop time is flexible allowing employees to start early and leave early or start late and leave work late. This strategy can reduce the number of cars on the road at peak commute time.

Floodplain. The channel and relatively flat area adjoining the channel of a natural stream or river which has been or may be covered by flood water.

Floodplain, 100-Year. Those lands which are subject to a one percent or greater chance of flooding in any year.

Floodway. Those portions of the floodplain adjoining and including the channel of a river or stream which discharges the flood water and flow of that river or stream. It is any place where the water is moving with velocity and a definite current, but does not include other portions of the floodplain where the water is just standing.

Adopted November 2019

Forest Land. Land primarily useful for growing trees, including Christmas trees subject to the excise tax imposed under RCW 84.33.100 through 84.33.140, for commercial purposes, and that has long-term commercial significance for growing trees commercially.

Funds. State law requires budgeting and tracking of revenues and expenditures in separate accounting units called "funds." The funds track all revenues, expenditures, assets, and liabilities associated with a specific function or group of functions. Thurston County's budget contains over 60 funds.

General Fund. The largest fund in Thurston County's budget. It includes nearly all the mandatory services provided by the county in its role as a subdivision of state government.

General Obligation Debt. Debt which will be repaid mainly by taxes and other general governmental revenues. This debt includes limited (councilmanic) and unlimited general obligation bonds, capital leases and other notes and contracts issued with the full faith and credit of the government.

Geologic Hazard Areas. Those areas that because of their susceptibility to erosion, sliding, earthquake, or other geological events, are not suited to siting commercial, residential, or industrial development consistent with public health or safety concerns.

Geologically Sensitive Area. An area officially designated by the County Commissioners acting as the Board of Health where surface or ground water is threatened by contamination. Special standards for septic systems may be applicable to these areas.

Ground Water. Water that occupies the free space in soil, sand, gravel or rock.

Hazardous Materials. Those materials which are a physical or health hazard. A physical hazard is a chemical for which there is scientifically valid evidence that it is a combustible liquid, a compressed gas, explosive, flammable, an organic peroxide, and oxidizer, pyrophoric, unstable (reactive) or water-reactive. A health hazard is a chemical for which there is statistically significant evidence based on at least one study conducted in accordance with established scientific principles that acute or chronic health effects may occur in exposed persons. The term "health hazards" includes chemicals which are carcinogens, toxic or highly toxic agents, reproductive toxins, irritants, corrosives, sensitizers, hepatotoxins, nephrotoxins, neurotoxins, agents which act on the hematopoietic system, and agents which damage the lungs, skin eyes, or mucous membranes.

High Capacity Transportation Services. Transportation services designed to carry large numbers of riders and faster than average speeds. Examples include express bus, passenger only ferries, and rail.

High Occupancy Vehicle (HOV). Vehicles that carry multiple occupants. HOV's include buses, vanpools, and carpools.

Hydraulic. The hydraulic function of a river or stream is its capacity to move water and suspended materials.

Hydrologic/Hydrological. Having to do with waters of the earth, their distribution on the surface and underground, and the cycle involving evaporation, precipitation, surface runoff, ground water storage, recharge, etc.

Impact Fees. A fee assessed on development activities to pay for the public facilities needed to serve that development. In Washington State, impact fees are authorized under the Growth Management Act, and are limited to roads, parks, schools and fire protection facilities outside fire districts.

Important Greenspaces. Those sites, corridors, ecological units or watersheds identified by Thurston County as useful for recreation, trails, water resource protection, or important habitats and species; and those lands which abut the county, have like characteristics and which have been so identified by an adjacent jurisdiction.

Important Fish and Wildlife Habitat Areas. Those state priority habitats and species and those local habitats and species recognized as such by the Thurston County Critical Areas Ordinance.

Infill. The development of new housing or other buildings on scattered vacant sites in a built up area.

Instant Ridematch Services. A computerized telephone ride match service that links carpoolers for one time rides or longer term ridesharing.

Joint Land Use Study (JLUS). A cooperative planning effort between Joint Base Lewis-McChord and surrounding jurisdictions, including Thurston County.

Joint Plans. Detailed land use plans for urban growth areas outside cities and towns. They are jointly prepared and adopted by both the county and city or town to serve as the comprehensive plan for the urban growth area. The joint plans are discussed in more detail in Chapter I, Section III, and Chapter II, Section II.

Land Based Aquaculture. Raising of fish and other aquatic products in ponds, tanks or other facilities, usually relying on ground water.

Land Capability. A term used when referring to the capacity of land to support human activities at a given intensity. Such factors as slope stability, soil permeability, water supply, flood hazards, and availability of ground water are among the factors used to define land capability.

Land Trusts for Housing. The public or a trust maintains ownership of land upon which affordable housing is built. Home owners may sell the house but not the land. This keeps the housing affordable because the land is taken out of the speculative market. In some trusts, a participant's profit is limited to a certain percentage, the rest of which is plowed back into the program to help keep the land and housing costs down. This program facilitates first time home buyers with limited means. There are incentives to the prospective home owner, yet the land and housing costs are maintained within the range affordable to lower income households in the future.

Landing Strip. A landing strip is an aircraft landing and takeoff facility which is privately owned and for private use. The ownership and usage may be by individuals, corporations or local governmental agencies. The definition of aircraft includes airplanes, and helicopters.

Latecomer Fees. Fees paid by developers or future service users for their share of past improvements financed by others.

Law and Justice Fund. Established in 1991 and reauthorized by the state legislature in 1993. The fund includes state revenues that are shared with local governments for law and justice purposes, as well as

1/10 of 1 percent sales tax approved by Thurston County voters on November 1990 for law and justice purposes.

Lease-Purchase Housing Programs. A housing financing program where down payments can be reduced or eliminated by leasing a house, with specified financial and maintenance performance requirements, and where equity is accrued through payments of fair market rent. All or part of the funds paid during the lease period would apply toward the down payment and closing costs. Units are produced and/or managed at below market rates. The differential is pooled for use as closing grants.

Level of Service. The term has to do with the capacity of a facility to meet the demands placed upon it for service. A Level of Service is an established minimum capacity of public facilities that must be provided per unit of demand or other appropriate measure of need. Typically, measures of levels of service are expressed as ratios of facility capacity to demand by actual or potential users, such as tons of solid waste per person, traffic volume capacity per mile of road, or acres of park per capita.

Local Improvement Districts (LID). A mechanism to pay for improvements (i.e., streets, sidewalks, utilities) that directly benefit the property owner.

Long-Term Commercial Significance. The growing capacity, productivity, and soil composition of the land for long-term commercial production, in consideration with the land's proximity to population areas, and the possibility of more intense uses of the land.

Low Intensity Commercial Uses. Businesses that, because of their unique low intensity nature, do not create a need for major road, sewer, or water system improvements, and do not create a demand for other businesses to locate near them. Examples of such businesses include: warehouse and storage facilities, small wholesale businesses and small shake and sawmill operations.

Manufactured Housing. The table below distinguishes between the various forms of manufactured housing and other types of single family housing with which it is often confused:

| Housing Type | Definition | Construction Code | Illustration |
|----------------------|--|--|--------------|
| MANUFACTURED HOUSING | | | |
| Mobile Home | <ul style="list-style-type: none"> • Built on permanent, internal chassis in one or more pieces and moved to dwelling site • Built for use with or without a permanent foundation • Towed to building site on its internal chassis • Also known as Non-Insignia/Pre-HUD Home | Uncertain - Labor & Industries staff contacted so far doubt there were any govern. construction standards - will continue to check | |

| Housing Type | Definition | Construction Code | Illustration |
|------------------------------|---|------------------------|---------------------|
| | <ul style="list-style-type: none"> • Constructed prior to 1974 MHC&SSA² • Not bearing HUD insignia | | |
| Manufactured Home | <ul style="list-style-type: none"> • Built on permanent, internal chassis in one or more pieces and moved to dwelling site • Built for use with or without a permanent foundation • Towed to building site on its internal chassis • Constructed after 1974 MHC&SSA | HUD | Same as mobile home |
| Designated Manufactured Home | <ul style="list-style-type: none"> • Defined in State RCW 35.63.160 • Constructed after June 15, 1976 • At least 2 fully enclosed parallel sections, each at least 12' wide x 36' long • Not less than 3:12 roof pitch of composition, wood shake, coated metal, or similar roof material • Exterior siding similar in appearance to conventional site-built UBC houses • Also built on permanent, internal chassis and moved to dwelling site | HUD | Same as mobile home |
| FACTORY-BUILT HOUSING | | | |
| Modular Home | <ul style="list-style-type: none"> • No chassis • Must be mounted on permanent foundation prior to occupancy • Entirely or substantially prefabricated or assembled in modules away from building site | State UBC ³ | |

| Housing Type | Definition | Construction Code | Illustration |
|-------------------------------------|---|-------------------|--------------|
| | <ul style="list-style-type: none"> • Modules are commonly transported to final building assembly site by separate vehicle (i.e., flat bed truck) • Typically indistinguishable from site-built houses once installed | | |
| Panelized, Log, Prefab, or Kit Home | <ul style="list-style-type: none"> • No chassis • Must be mounted on permanent foundation prior to occupancy • Entirely or substantially prefabricated or assembled away from building site • Sections commonly transported to final building assembly site by separate vehicle (i.e., flat bed truck) • Typically indistinguishable from site-built houses once installed | State UBC | |
| SITE-BUILT HOUSING | | | |
| Stick or Site-Built Home | <ul style="list-style-type: none"> • No chassis • Assembled at the permanent dwelling site on a permanent foundation • Materials brought to permanent building site in substantially unassembled form, typically raw materials | State UBC | |

¹Source: Governor's Manufactured Housing Task Force Final Report, House Housing Committee and Senate Commerce and Labor Committee, December 1992; 1991-1992 Quick Facts, Manufactured Housing Institute; Title 35 RCW: Cities and Towns.

²Federal Manufactured Housing Construction and Safety Standards Act of 1974; Passed in 1974; Enacted in 1976. It was this law that changed the name of mobile homes to manufactured homes, even though the terms are often casually used interchangeably to this day.

³UBC = State of Washington Uniform Building Code.

Adopted November 2019

Mineral Resource Land. Land with identified and classified “mineral” resources, which may include sand, gravel, clay, shale, topsoil, stone, valuable metallic substances, or similar resources.

Mineral Extraction Industries. Extractive operations for sand, gravel, clay, shale, coal, topsoil, stone, or similar operations, including borrow pits (excavations for removing material for filling operations).

Mode. The type of transportation available for use such as rail, bus, vanpool, single-occupant auto, or bicycle.

Para Transit. Transit service that includes:

- a. Custom Bus (providing service on or near regular urban bus routes when bus service is not available. Passengers are picked up anywhere in Intercity Transit's Olympia-Lacey-Tumwater service area and are taken to an operating bus route connection); and
- b. Dial-A-Lift (providing door-to-door van service for qualifying individuals who are unable to walk to the bus stop or who cannot physically use lift-equipped buses).

Park and Ride Lots. A designated parking lot used by carpools, vanpools, or transit nations to park their cars. Ideally park and rider would offer direct connections to car areas and might have a grocery store and other commercial business that could satisfy the day-to-day needs of park and ride users.

Parking Management. Actions taken to alter the supply, operation, and/or parking demand in an area. One of the most effective ways to encourage the use of alternatives to solo driving.

Peak Periods. The hours when traffic is greatest. Generally there is a morning peak and an afternoon peak period during the work week, although some areas have a high midday peak.

Performance Standards. A set of criteria or limits that indicate what kind of performance is to be achieved in a development project's design or operation, as opposed to specification standards that require specific dimensions or other measurements.

Permeability. Ability of a porous medium to transmit fluids under a hydraulic gradient (1). The property or capacity of a porous rock, sediment, or soil for transmitting a fluid; it is a measure of the relative ease of fluid flow under unequal pressure (2).

P.M. Peak Period. The hour-long time period in the afternoon when traffic volumes are highest, usually between 4:00 p.m. and 6:00 p.m.

Private Utilities. Utilities include, but are not limited to electrical lines, telecommunication lines and natural gas lines. In Thurston County all utilities, as defined by the Growth Management Act, are privately owned. Water and sewer, while commonly called utilities, are defined by the Growth Management Act as "public facilities".

Public Transportation. Any form of transportation that serves the general public and moves a number of people. It can include buses, vanpools, ridesharing carpool programs using private cars, and include both fixed and non-fixed route services.

Public Transportation Benefit Area (PTBA). The geographic area that receives transit service and agrees to pay a portion of sales tax to support it. Thurston County's PTBA includes the whole county.

Real Estate Excise Tax. Thurston County levies $\frac{1}{2}$ percent on the value of all real estate sold in unincorporated areas. By law, the revenue from this tax must be used to fund capital improvements in the "capital facilities element" of the County's Comprehensive Plan. The only exception is for projects that were funded by the tax before the limitations were imposed (before 4/30/92).

Residential Care Facility. A licensed establishment operated with twenty-four (24) hour supervision for the purposes of serving those persons, who by reason of their special circumstances, require care while living as a single housekeeping unit. Residential care facilities for the purpose of this title, may include group homes, foster care homes, and congregate care facilities, but shall not include correctional facilities, nursing homes, Type III group care facilities (see zoning ordinance), or foster family homes.

Revenue Bonds. Bonds whose principal and interest are payable exclusively from rates and user fees that support government services such as sewer, water or solid waste utilities. In addition to a pledge of revenues, such bonds sometimes contain a mortgage on the utility's property.

Right-of-Way (ROW). A general term denoting land or an interest in land, usually in a strip, devoted to transportation purposes.

Riparian. Riparian land is land along a natural stream, river or marine shorelines. Riparian vegetation includes the trees and plant life associated with lands along streams, rivers and marine shorelines.

Road Fund. For major road construction and maintenance of county roads, rights of way, and bridges. Revenues to this fund include the "road fund property tax" (maximum \$2.25 per \$1,000 of assessed value in unincorporated areas), state and federal grants, and the county's share of the state gas tax.

Rural Areas. Areas characterized by farms, forestry and other natural resource activities, outdoor recreation and other open space uses, and sparse or low density development, located outside urban growth areas. Policies in the Land Use Chapter contain more detailed descriptions of these areas.

Shorelines of the State. These are the shorelines covered by the State Shorelines Management Act and the Shoreline Master Program for the Thurston Region. They cover lands adjacent to and wetlands associated with all marine waters, lakes over 20 acres in size, and streams and rivers with a mean annual flow of more than 20 cubic feet per second.

Solar Access. A property owner's right to have the sunlight shine on his land. This right is enforced through the zoning ordinance which establishes height and setback requirements. Sun shadow diagrams may need to be reviewed on new construction to determine if solar access will be impaired.

Special Assessment. A compulsory levy made against certain properties to defray part or all of the cost of a specific improvement or service deemed to primarily benefit those properties.

Special Geologic Features. Unique land forms created by geologic forces, such as mounded prairies, waterfalls and canyons.

Special Management Areas. Those geographic areas of Thurston County which contain a unique combination of physical features and require a special set of management techniques specifically designed for that area, or where the uniqueness of the area demands an even greater degree of environmental protection.

Special Needs Populations. Populations who have particular difficulty securing housing due to unusual circumstances such as the mentally disabled, the physically handicapped, the infirm elderly, people with HIV/AIDS, the chemically dependent (drugs, alcohol), battered women, single parents, low-income households, etc.

Special Shoreline Features. These include dry accretion beaches (defined separately) and undeveloped bays and lagoons.

Streams. Those areas of Thurston County where surface waters flow sufficiently to produce a defined channel or bed. A defined channel or bed is an area which demonstrates clear evidence of the passage of water and includes, but is not limited to, bedrock channels, gravel beds, sand and silt beds and defined-channel swales. The channel or bed need not contain water year-round. This definition is not meant to include irrigations, ditches, canals, storm or surface water runoff devices or other entirely artificial water courses unless they are used by salmon or used to convey streams naturally occurring prior to construction.

Subarea Plans. Detailed land use plans for Nisqually Valley and the Rochester-Grand Mound Growth Study Area. Subarea plans are used to address the unique needs or features of distinct geographic areas of the county.

Supplemental Security Income (SSI). A program that pays benefits to disabled adults and children who have limited income resources.

Telecommuting. Employers work at home or at sites closer to their homes, communicating to their employer via phone, fax, or computer.

Transportation Demand Management (TDM). A method of reducing auto trips through the management and pricing of parking, and other incentive and disincentive programs. TDM programs encourage commuters to use options other than the single-occupant auto or to travel during the least congested part of the day. Flextime, telecommuting, and four day work weeks are TDM measure.

Transportation Level of Services (LOS). A qualitative measure describing operational conditions within a traffic stream in terms of speed and travel time, delay, freedom to maneuver, traffic interruptions, comfort and convenience, and safety. Level A denotes the best traffic conditions while Level F indicates the worst.

Transportation System Management (TSM). Techniques include improving roads, intersections and other facilities to make the transportation system operate more efficiently and carry more vehicles and people. Examples of Transportation System Management techniques include high occupancy vehicle (HOV) lanes on freeways, HOV lanes on arterials, transit only lanes near intersections for buses, park and ride lots, and priority signals for buses. Some TSM improvements are intended to give transit, carpools/vanpools a travel time advantage in the peak commuting hours.

UA/TIB Grants:

Urban Arterial Grants. A state grant program for funding urban arterial road and street projects to reduce congestion and improve safety, geometric, and structural concerns. Funding is 7.12 percent of the 17 cents a gallon of the state gas tax and 1/3 of the 17th cent of the state gas tax.

Transportation Improvement Board Grants. The purpose of the TIB is to administer funding for local governments for transportation projects. Revenues are from the state fuel tax, local matching funds, and private sector contributions.

Unprotected Aquifer. An aquifer that is susceptible to contamination by activity on the land surface in the immediate vicinity. Every aquifer has the potential for contamination, but the unprotected one is most susceptible due to a covering of highly porous soils.

Urban Densities. The overall, permitted densities of residential, commercial, and industrial development that is adequate to accommodate the provision of urban governmental services in a reasonably cost-efficient manner.

Urban Governmental Services. Those governmental services historically and typically delivered by cities, and include storm and sanitary sewer systems, domestic water systems, street cleaning services, fire and police protection services, public transit services, and other public utilities associated with urban areas and normally not associated with non-urban areas. (RCW 36.70A.030)

Urban Growth. Growth that makes intensive use of land for the location of buildings, structures, and impermeable surfaces to such a degree as to be incompatible with the primary use of such land for the production of food, other agricultural products, or fiber, or the extraction of mineral resources. When allowed to spread over wide areas, urban growth typically requires urban governmental services. "Characterized by urban growth" refers to land having urban growth located on it, or to land located in relationship to an area with urban growth on it as to be appropriate for urban growth.

Urban Growth Areas. Those areas designated by a county pursuant to RCW 36.70A.110. They include the land area sufficient to accommodate the urban growth projected to occur in the county over the succeeding twenty-year period. Land uses within urban growth areas are usually governed by joint plans.

Utility Local Improvement District (ULID). Created only for improvement to sewer, water, and other utilities and differs from a LID in that all assessment revenues must be pledged for payment of debt service of bonds issued to finance the improvements. See "Special Assessments."

Voluntary Stewardship Program (VSP). The VSP is an alternative approach for counties to protect critical areas on agricultural lands. Thurston County opted into the VSP in 2012 and received approval from the State on the VSP Work Plan in 2017.

Watershed. The area drained by a given stream or river. Often used interchangeably with Drainage Basin. Watershed boundaries are ridges that divide one drainage basin from another.

Wellhead Protection Area (WHPA). The surface and subsurface area surrounding a water well or well field, supplying a public water system, through which contaminants are likely to move toward and reach such water well or well field.

Wetlands. Refer to Thurston County Critical Areas Ordinance (TCC Title 24) and Thurston County Agricultural Uses and Lands Critical Areas Ordinance (Chapter 17.15).

II. ACRONYMS

| ABBREVIATION | ACRONYM |
|--------------|--|
| AAA | American Automobile Association |
| AESI | Associated Earth Sciences, Inc. |
| AMI | Area Median Income |
| AMI | Advanced Metering Infrastructure |
| AMR | Automated Meter Reading |
| BOCC | Board of County Commissioners |
| CBI | Center for Business and Innovation |
| CFP | Capital Facilities Plan |
| CFR | Code of Federal Regulations |
| CLG | Certified Local Government |
| COM | Washington State Department of Commerce |
| CRS | Community Rating System |
| CSA | Community-Supported Agriculture |
| CTED | Washington State Department of Community, Trade and Economic Development |
| CTR | Commute Trip Reduction |
| CWPP | County-Wide Planning Policies |
| DDECM | Drainage, Design, and Erosion Control Manual |
| DNR | Department of Natural Resources |
| DO | Dissolved Oxygen |
| ECY | Washington Department of Ecology |
| EDC | Thurston Economic Development Council |
| FCC | Federal Communications Commission |
| FEMA | Federal Emergency Management Agency |
| FERC | Federal Energy Regulatory Commission |
| FLUM | Future Land Use Map |
| GDP | Gross Domestic Product |
| GIS | Geographic Information Systems |
| GMA | Growth Management Act |
| GRP | Gross Regional Product |
| HAT | Housing Action Team |
| HAZUS | Hazards United States (FEMA) |
| HSS | Highways of Statewide Significance |
| HUD | U.S. Department of Housing and Urban Development |
| IPCC | Intergovernmental Panel on Climate Change |
| IRP | Integrated Resource Plan |
| IT | Intercity Transit |

| | |
|---------------|--|
| ITS | Information Technology Systems |
| JBLM | Joint Base Lewis-McChord |
| JLUS | Joint Land Use Study |
| LAMIRD | Limited Areas of More Intensive Rural Development |
| LAUS | Local Area Unemployment Statistics |
| LMPA | Labor Market and Performance Analysis |
| LOS | Level Of Service |
| LOTT | Lacey, Olympia, Tumwater, and Thurston County Clean Water Alliance |
| LTA | Long-Term Agriculture |
| LTF | Long-Term Forestry |
| LUST | Leaking Underground Storage Tanks |
| MRL | Mineral Resource Lands |
| MSW | Municipal Solid Waste |
| MTCDE | Metric Tons of Carbon Dioxide Equivalent |
| NASS | National Agricultural Statistics Service |
| NPDES | National Pollutants Discharge Elimination System |
| NR | National Register |
| OAHP | Washington State Office of Archaeology and Historic Preservation |
| OFM | Washington State Office of Financial Management |
| ORCAA | Olympic Region Clean Air Agency |
| OSS | On-site Sewage Systems |
| PDR | Purchase of Development Rights |
| PIT | Thurston County Homeless Census Point-In-Time |
| PSE | Puget Sound Energy |
| PTBA | Thurston County Public Transportation Benefit Area |
| RCO | Washington State Recreation and Conservation Office |
| RCW | Revised Code of Washington |
| REET | Real Estate Excise Tax |
| RT | Rural Transit |
| RTP | Regional Transportation Plan |
| SCADA | Supervisory Control and Data Acquisition |
| SCS | Soil Conservation Service |
| SEPA | State Environmental Policy Act |
| SMP | Shoreline Master Program |
| SNAP | Space Needs Assessment Plan |
| SPSCC | South Puget Sound Community College |
| SR | State Road |
| SSCFLT | South Sound Community Farm Land Trust |
| SSFN | South Sound Food Network |
| SSHEAR | Salmon and Steelhead Enhancement and Restoration |
| SSI | Supplemental Security Income |

| | |
|---------------|---|
| SSMCP | South Sound Military and Communities Partnership |
| STEDI | South Thurston Economic Development Initiative |
| STEP | Septic Tank Effluent Pump |
| SWIBS | State of Washington Inventory of Bridges and Structures |
| SWMP | Thurston County Solid Waste Management Plan |
| SWMPP | Stormwater Management Program Plan |
| SWU | Stormwater Utility |
| TCC | Thurston County Code |
| TCEA | Thurston Community Economic Alliance |
| TCPC | Thurston County Planning Commission |
| TCPHSS | Thurston County Public Health and Social Services |
| TCTV | Thurston County TV |
| TDM | Transportation Demand Management |
| TDP | Transit Development Plan |
| TDR | Transfer of Development Rights |
| TESC | The Evergreen State College |
| TIP | Transportation Improvement Program |
| TMDL | Total Maximum Daily Load |
| TRPC | Thurston Regional Planning Council |
| TSI | Trophic State Indices |
| UGA | Urban Growth Area |
| ULID | Utility Local Improvement District |
| USDA | United States Department of Agriculture |
| USGS | United States Geological Survey |
| VSP | Voluntary Stewardship Program |
| WAC | Washington Administrative Code |
| WARC | Waste and Recovery Center |
| WDC | Workforce Development Council |
| WDFW | Washington Department of Fish and Wildlife |
| WHR | Washington Historic Register |
| WSDOT | Washington State Department of Transportation |
| WSG | Washington Sea Grant |
| WSU | Washington State University |
| WUTC | Washington Utilities and Transportation Commission |
| WWTP | Wastewater Treatment Plant |

APPENDIX A

THURSTON COUNTY HISTORY

NATIVE AMERICAN OCCUPATION

Salish Indian groups, ancestors of tribes now known as Nisqually, Squaxin Island and Chehalis Confederated Tribes gathered shellfish and frequented the inlets and prairies of Thurston County centuries before Euro-American exploration and settlement. The rivers of the County were long-established sites for salmon harvesting, the prairies of the county were popular hunting and plant harvesting sites, and the beaches were replete with shellfish, harvested by native peoples.

The open prairies provided a variety of the foods which were used by the Coastal Salish including bunch grasses, violet, camas, shooting star, sedge, kinnikinnick, mosses, lichens, bracken fern and salal.

The Nisqually are descendants of the Southern Coast Salish who lived in the Nisqually River Basin, on nearby prairies and along the beaches of Puget Sound for generations. They were traditionally more concentrated in the lower basin where several permanent houses were located. The oldest known village is over 5,000 years old. During the spring and summer months they ranged widely for food gathering and processing. Their name comes from "squalli," the grasses that grew in the lowland prairies, and they were the "Squalli-absch", "people of the grass country and the river."

The Nisqually were signatories of the Medicine Creek Treaty signed on December 26, 1854. The Indian War of 1855-56 and an Executive Order of January 20, 1857 reduced the tribal holdings. The 3,300 acres of reservation lands in Pierce County were condemned when Fort Lewis was established in 1917. The Nisqually adopted their constitution in 1946.

Historically, the Chehalis Indian people occupied a large area within the Chehalis River watershed, stretching from the foothills of the Cascade Mountains to the Pacific Ocean in Southwest Washington. The tribe has been located on a reservation within the Chehalis watershed since the 1850s, though important historic and archaeological sites are scattered throughout the tribe's aboriginal area. "Chehalis" is a collective name for several Salishan tribes that lived on the Chehalis River and its affluent, and on Grays Harbor. Two principal groups of the ancestors of the present Chehalis Confederated Tribe were the Salish peoples of the Lower Chehalis, who relied on sea resources and the Upper Chehalis who had a river-based economy. The Chehalis did not sign a treaty but by executive order in 1864 land was set aside for a Chehalis Reservation. The Confederated Tribes of the Chehalis Reservation was formed and approved by the federal government in 1939 and its constitution was amended in 1973.

The Squaxin people are a Southern Coast Salish people who traditionally lived in the forests and waters of southern Puget Sound and depended upon the fish, shellfish, animals and plants of that area for their economy. The Squaxin Island Reservation was established under the Treaty of Medicine Creek in 1854. The Squaxin tribal ancestors were confined to Squaxin Island during the Indian War 1855-56 and dispersed after the war. The tribe was organized in 1934 and adopted its Constitution in 1965.

Adopted November 2019

The first Euro-Americans to come to Thurston County were part of the British Vancouver Expedition under the command of Captain George Vancouver. Lt. Peter Puget, a member of the Vancouver Expedition and Vancouver explored the southernmost tip of Puget Sound in 1792. They returned to the mother ship The Discovery disappointed that they had not found the Northwest Passage. In 1824, another British expedition left Fort Astoria to explore the territory between the Columbia and the Fraser River. James McMillan led the party up the Chehalis River to the Black River. From there they followed the Indian portage routes through Black Lake to what is now Tumwater and then to Eld Inlet.

The first non-Native American settlers were the Hudson's Bay Company who began their northwest operations in 1824, and in 1829 moved their primary headquarters to a location near the Columbia River at Ft. Vancouver. The Hudson's Bay Company established several large farming areas in Thurston County including areas near Hawk's (Tyrell's) Prairie, near Yelm and at Tenalquot near Rainier. The company's primary operations in our area were at Ft. Nisqually, near present day Northwest Landing and a large farm just east of the Nisqually River in present day Pierce County.

In 1841, American Lt. Commander Charles Wilkes and his party of explorers were the first Americans to officially explore the region. His expedition mapped and named landmarks throughout the region. Members of his expedition lent their names to Budd, Totten, Henderson and Eld Inlets of Puget Sound in Thurston County. Wilkes traveled by water and also overland probably following pre-established Indian and Hudson's Bay trails.

The first permanent non-Native American settlers settled in Thurston County in 1845. Part of an overland train from Missouri, the Michael Simmons/George Bush Party determined to go northward from their wintering-over place on the Columbia River at Washougal that year. They were spurred to go north because the Oregon Provisional Government had passed laws excluding Negroes—whether they were slave, free, or of mixed race—from settling in Oregon. The punishment for men if they did not leave the Oregon Country within two years was whipping. George Bush, prominent member of the party was a man of mixed race as were his children. The party selected a site at the falls of the Deschutes near Puget Sound at New Market (what is now Tumwater), thus creating the first permanent American settlement on Puget Sound and in Thurston County in 1845. Seven others and their families who were with the party settled within a radius of six miles on the prairies around Tumwater. During 1846-47 they set up a gristmill and sawmill at the site utilizing the water power of the falls at Tumwater.

The Simmons/Bush party opened a flood-tide of settlement in the county and succeeding years brought more and more American settlers taking claims on the natural prairies and riverine areas around the county. The prairies had been periodically burned off by Indians to keep open land for camas and other root foodstuffs. The Skookumchuck River, Nisqually River, Scatter Creek, Black River, Deschutes River and Chehalis River all drew the early American settlers to their fertile banks.

American settlers also took advantage of the federal Donation Land Claim law, which granted large tracts of land—up to 640 acres—to those staking claim before 1850, and less acreage to those arriving before 1855.

Adopted November 2019

On January 12, 1852 Thurston County was created in the then Oregon Territory. Olympia was designated as county seat that same year. In November 1853 Washington became a separate territory from Oregon, and Olympia was designated as the temporary (made permanent in 1855) capital city. Thurston County, originally to be called Simmons County, in honor of Tumwater-area pioneer Michael Simmons, was named for Samuel Thurston when it was created in 1852. He was the first delegate to Congress from the Oregon Territory. He died in 1851 while on his way home from the nation's capital.

In the winter of 1854, newly appointed Territorial Governor Isaac Stevens negotiated his first treaty in the territory for removal of the Indians to reservations, clearing the title to land for new settlers. This Medicine Creek Council was held just north of what is now I-5 on the Nisqually Delta in December, 1854. The Nisqually, Squaxin Island, Muckleshoot and Puyallup peoples signed the Medicine Creek Treaty, ceding their rights to 2.5 million acres of Western Washington tribal lands in exchange for the guarantee of reservation lands and hunting and fishing rights. The Confederated Tribes of the Chehalis have never signed a treaty with the United States and were awarded reservation lands in 1864 by Executive Order.

The actions of the treaty coupled with increased settlement brought Native Americans and settlers into conflict resulting in the Puget Sound Indian War of 1855-56. Settlers gathered in blockhouses, pioneer log fortifications that became small towns during the period. Farming and development were at a standstill until the conclusion of the war in later 1856.

Early on, county settlers formed their own schools. Some of the earliest schools in the territory were located in Thurston County near Lacey and at Olympia.

Michael T. Simmons in 1849 was named the first postmaster in what was to become Washington. The post office was at Nisqually and later moved to Olympia in 1850. Other early post offices were located at Jamestown (near Grand Mound) in 1859, and at Coal Bank, later known as Tenino, in 1860.

Olympia was the prominent town on Puget Sound for many years into the 1860s as the territorial capital city. Olympia was also the location of the first newspaper of the territory and served as the Port of Entry for Puget Sound by the U.S. Custom's Service from 1851-1854.

The 1870s were the era of the railroad. The Northern Pacific Railroad reached Tenino in 1872, then known as Coal Bank, and made that town the hub of activity for southern Thurston County. The town of Tenino was platted in 1873. By the 1870s, Tumwater had developed rapidly along the falls of the Deschutes where many manufacturers were located earning it the title of "Lowell of the Pacific," referring to the industrial development in Lowell, Massachusetts. But both Olympia and Tumwater were by-passed by the mainline of the Northern Pacific Railroad when it was built through the county in 1873.

In 1873, three settlers--William Buckley, Samuel Colter and J. B. David-- selected a site for a railroad depot and christened it BUCODA after their own names. The railroad also ran through Yelm in 1873 and new stores and businesses sprung up along the tracks. Developers were hoping for a railroad out to Puget City on Johnson Point in 1870 when the townsite was first platted.

Adopted November 2019

In 1879 the first territorial prison opened at Bucoda. In that same year, Thomas Rutledge applied for a post office and moved a large mounting rock into his front yard. Rutledge received the post office but was denied the name “The Rock” for the location and instead designated the area “Little Rock.”

By the 1880s logging and industry increased throughout the county and new areas of settlement opened up. By 1889, 40 logging camps operated around Thurston County. New mills and settlers were at South Union, Independence and Bucoda. In southeast Thurston County, logging was underway at Lake Lawrence in 1892 and at the Shore Shingle Mill nearby. Loggers were also active around Summit Lake during the period.

The Nisqually area was known as Maxfield during the 1880s, after the McConnell’s who operated a hotel there. By 1887 the prison closed at Bucoda but in that same year Northwestern Coal Mine began operation at Bucoda and in 1888 a lumber mill was operating. In Tenino, the sandstone quarrying industry began in the 1880s and was in full swing by the decade of the 1890s.

With the advent of Washington Statehood in 1889, numbers of Thurston County communities were platted and began to be served by railroads, inevitably bringing development. Rochester was platted in 1890 by John L. Nye and Fred Sarjent. Sam Woodruff platted Gate in 1890. Fred and George Stocking platted the town of Grand Mound in 1890 as well.

The town of Littlerock was platted in the 1890s when a move was on to change the name of Littlerock to Viora. The Tacoma, Olympia and Grays Harbor Railroad came through the town in 1890 and a store and hotel were built to accommodate the traffic. With the coming of the railroad through Nisqually in 1891, it too was platted as a townsite. Although there were scattered settlers already in the area, a group of developers from Binghampton, New York, platted the town of Rainier in 1891 with big hopes for new development which fizzled but the town retains its New York-inspired street names. Olympia retained its title as capital of the new state and instituted wide-ranging improvements such as street cars, electricity and new stone and brick business blocks.

When Washington became a state in 1889, provisions were made to enable the purchase of tidelands for oyster production. As early as 1853 settlers began appreciating the qualities of the oyster. Indians often sold oysters to settlers and by 1868 a brisk trade with San Francisco in Olympia oysters was under way. Beginning about 1890 the native population of bivalves was augmented through oyster cultivation. Oyster boats and rafts for harvesting and washing became common. In 1900 oystermen began damming the natural tidelands to create more, extensive beds for oyster culture. The high point of oyster production occurred in the 1920s. Eventually, native stocks were depleted by pollution from nearby pulp mills and Japanese Pacific oysters were later introduced.

In 1891 Woodland officially became known as Lacey and in 1893 construction began on the first buildings of St. Martin’s College in that locale. The school officially opened in 1895. In Olympia, the county built a new courthouse in 1891 fronting on Sylvester Park. The grand, towered Romanesque building was later sold to the state and is known as the Old Capitol. After the sale to the state in 1901, the county built a new courthouse at the corner of 4th and Washington downtown.

The first years of the 20th century were an era of continued development throughout the county. The Bordeaux Brothers built the Mumby Mill at Bordeaux in the Black Hills in 1902. The Mud Bay

Adopted November 2019

Logging Company also commenced logging after 1900 in the Black Hills. The post office at Delphi was established in 1900, with the influx of Mud Bay loggers. At Independence, the Finnish and Swedish Lutheran residents each built Evangelical churches, the Swedish in 1902, and the Finnish in 1909. With the coming of the railroad—the Union Pacific and Milwaukee in 1908--a depot went up. The site of Independence became known as Helsing Junction named for the homeland of many residents at Helsinki.

By 1900 Rochester was a boomtown with a hotel, stores and a livery stable located along railroad tracks. In 1907 the Maytown Mill began operations springing up in an area that railroad men were unsure was going to become a town. According to some accounts, this is how the area got its name—a maybe town.

After a fire in 1902, the Mutual Lumber Company in Bucoda was re-built and resumed full operations. In 1907 the Washington Union Coal Co. a subsidiary of Union Pacific Railroad initiated its mining operations at Tono (a shorthand name for “Ton of Coal”).

Tenino, probably named for a Salish word meaning “junction,” incorporated in 1906 and was equipped with modern telephone and electrical utilities. The retail section of the town burned in 1906 and was rebuilt with sandstone buildings to illustrate the uses of the Tenino sandstone. The townsite of Boston Harbor was developed in 1907.

In 1907 the Milwaukee Road extended its rails from Tacoma through McKenna to Maytown and Centralia, and later south to Grays Harbor. As the railroad line was built, timberlands were tapped and every small town along its tracks boasted a mill or logging operation. The Point Defiance Line of the Northern Pacific Railroad line cut across the county in 1916. In the 1920s a new logging area opened up at Vail in the south county and a new rail line from the Vail operations to Henderson Inlet was built.

Along with lumber mills came the threat of fires. Yelm, Rochester, Bucoda, Rainier and Gate all suffered major fires. Communities rebuilt, and new mills took the place of the earlier manufacturing facilities which were often where the fires originated.

Although the inlets of Puget Sound had long been popular summer camping sites, with the creation of new roads for automobile travel, permanent homes were built in these areas in the early 20th century. At Butler Cove, prestigious homes were built in 1920s in conjunction with the golf course and country club. The 1920s were also a period of expansion around the lakes of the county when residents could travel by automobile to local resorts.

In the 1920s, community groups formed in many areas of the county including Rignall Hall at Hunter’s Point, the Friendly Grove Community, and at Freedom Hall (later Spurgeon Creek Grange). Many of the granges in the county were built during the 1920s including the Prosperity, Skookumchuck and Violet Prairie buildings, and still other granges took over schoolhouses after school districts consolidated.

At Gull Harbor, German immigrants settled to work in the area in the teens and 1920s. At the Sunnybay Plantation near Gull Harbor, the Olympia Cannery, located on the Olympia waterfront,

Adopted November 2019

developed a fruit ranch. In Grand Mound and Rochester, the strawberry fields were creating a brisk business during the 1920s as well.

The state established Primary State Highways starting in 1913. The concrete Pacific Highway (State Route 1), which began at the Canadian border and extended through Thurston County on its way to the Oregon border, was completed in 1922. The Olympic Highway (the route from Olympia to Port Angeles which was later State Highway 9) was designated as a primary highway in 1919. Tenino was on the main auto route transforming the town into a service stop with lunch counters, auto dealers and service stations.

During the 1910s and 1920s many Swedes and Swede-Finns emigrated to the county, working often in the lumber camps but slowly clearing the cut-over forest lands of the county into productive farmland. Many Swedes and Swede-Finns settled in the Independence Valley.

The depression of the 1930s affected Thurston County as it did most of the country. The county did benefit from a number of projects of the Franklin Roosevelt administration to promote building and jobs. The county built a new courthouse in 1930 on Capitol Way to replace the 1900 era building downtown. The Olympia Airport terminal and other improvements for the airfield were completed through Works Progress Administration funds. Throughout the county roads were built, records re-organized and public facilities were improved through various programs. Civilian Conservation Corps (CCC) camps near Lacey and Rainier were organized as well. Millersylvania Park was constructed through the work of the CCC. In Tumwater, the repeal of Prohibition spurred the construction of the new brewery in 1933. Upon its closure in 1932, a Tenino Bank issued wooden scrip, which became world renowned.

By the 1940s most of the lumber had been cut from the Black Hills and the operations of the Mud Bay Logging and Bordeaux Brothers had left the area. During World War II, several training areas were located in the county including at the Olympia Airport. The 37th Fighter squadron was part of the 55th Fighter Group between July 22, 1942 and August 23, 1943 at the site. The squadron began flying P-43 Lancers and later converted to P-38 Lightnings. The squadron had 180 enlisted men and 35 officers based at the airport. After the war, the airport was a site for surplus military aircraft. The airport was transferred back to the City of Olympia in 1947. Other military groups practiced blowing up bridges by dynamiting the logging trestles in the Capitol Forest, since they were no longer needed for logging. On the Olympia waterfront, steel barges were built on West Bay drive and materiel for the war effort was shipped through the Port of Olympia.

A flotilla of Navy ships, the "Mothball Fleet" as it was known, anchored off Gull Harbor from March 1946 to June 1972. The ships were used during the Korean War and Suez Crisis in 1956. Some of them were used as a storehouse for wheat beginning in 1953 and ending in 1959.

During the 1950s and 1960s, the new interstate highway system was built through the county redirecting traffic away from Nisqually, downtown Olympia, and Tenino. The new roadway also sliced through historic Tumwater, resulting in the razing or moving of most of the town.

Adopted November 2019

During the 1950s, a lawsuit by Olympia business people mandated that the headquarters of state agencies be located in Olympia—which has been interpreted to mean the larger Olympia, Lacey and Tumwater areas--spurring growth in state government and employment in the county.

In 1960s, Thurston County became the site of a significant impetus on the part of the treaty tribes to re-assert their fishing rights granted through the Medicine Creek Treaty of 1854. Frank's Landing near the Nisqually River was the site of national news throughout the era as tribal members asserted their fishing rights. The Boldt Decision by Federal Judge George Boldt upheld by the U.S. Supreme Court in 1973 guaranteed these rights.

Despite the decline in the traditional industries of logging and quarrying, the county has experienced significant growth, increasing from a population of 55,049 in 1960 to over 214,000 in 2004.

Lacey was incorporated in 1966, the newest town in the county and that same year the first of the area shopping centers, South Sound Center opened there. Newer areas of development include those around the lakes and bay shores where waterfront homes have been constructed in such areas as Johnson Point and Cooper Point.

The development of The Evergreen State College in the 1960s encompassed a large area of southern Cooper Point. Yelm has grown significantly through the influx of population and development. Growth around freeway interchanges in areas like Grand Mound have become a trend of development. In 1977, the county built a new courthouse complex on the west side of Olympia.

In 1990, the state instituted the Growth Management Act which mandated established growth areas in the county and appropriate zoning to preserve farmland, mineral land and forest land in the county. As part of the effort to ensure long term agriculture in the county, in 1997, Thurston County instituted a purchase of development plan to preserve 942 acres of Nisqually Valley farmland.

As an area of human habitation for thousands of years initially by Salish people and subsequently by the British and Americans, the history of Thurston County reflects its location in the verdant forests and prairies of Southwest Washington. Notable for its many Puget Sound inlets, the county has a history centered around development of its natural resources and its title as the seat of state government. The county's many archaeological and historic resources reflect this long era of human interaction with the distinctive qualities of the area. The history of the county is a continuum from the earliest Salish people to the present. Thurston County's goals, objectives and policies reflect the setting and heritage of the area.

APPENDIX B

RESERVED



APPENDIX C

DESCRIPTIONS OF RELATED PLANS, STUDIES & REGULATIONS

- I. COUNTY-WIDE PLANNING POLICIES
- II. THURSTON COUNTY PLANS RELATED TO LAND USE
 - A. City/County Joint Plans (Part of the Comprehensive Plan)
 - B. Other Plans Adopted as Part of the Comprehensive Plan
 - C. Special Purpose or Special Function Plans Adopted Separately from the Comprehensive Plan
- III. LAND USE RELATED REGULATIONS AND ORDINANCES
 - A. Land Use
 - B. Land Division
 - C. Roads--Bikeways
 - D. Historic
 - E. Septic Systems (Also Animal-Pasture Practices)
 - F. Water Systems
- IV. PLANS AND STUDIES OF LAND USE INTEREST OR FOR RESOURCE
 - A. Transportation
 - B. Recreation
 - C. Wetlands, Shorelines and Water Resources
 - D. Energy
 - E. Growth Management
 - F. Olympia Airport
 - G. Economic Development
 - H. Historic Resources
 - I. General

I. COUNTY-WIDE PLANNING POLICIES

The County-Wide Planning Policies are the framework for county and city comprehensive plans developed and adopted pursuant to the State Growth Management Act. The policies are to ensure that city and county comprehensive plans are consistent. The policies for Thurston County were developed by the Board of County Commissioners and representatives of elected city and town

Adopted November 2019

councils. Public hearings were held on the policies, and they were subsequently ratified by the city and town councils and adopted by the Board of County Commissioners. They include policies on the subjects of urban growth areas and their boundaries, orderly development and provision of services within growth areas, joint city and county planning within growth areas, siting county-wide and state-wide public capital facilities, analysis of fiscal impact, economic development and employment, affordable housing, transportation, environmental quality and process policies (population projections and urban growth areas and review of these policies). Copies are available at local libraries or from Thurston County.

II. THURSTON COUNTY PLANS RELATED TO LAND USE

The Comprehensive Plan is the umbrella planning document for all of Thurston County's land use related special plans and regulatory documents. It is the "master plan" because it contains the vision and direction for the county's future development in the form of statements of goals, objectives and policies for all aspects of the natural and built environment. It also identifies the parts of the county where growth and rural levels of development should occur, along with corresponding levels of supporting public services and facilities.

Three categories of plans are described in this section. First are joint plans, which are components of the Comprehensive Plan. They contain policies for urban growth areas in the county. Second are plans for special functions, issues or services that are formally adopted as part of the Comprehensive Plan. Third are special purpose and function plans that are adopted separately from the Comprehensive Plan. These plans are prepared for varying geographic areas. Some are county-wide in scope and some are for specific geographic areas. Each plan's geographic scope is identified in its description. Reference copies of many of the documents described below are available at local libraries.

A. CITY/COUNTY JOINT PLANS:

Thurston County's County-Wide Planning Policies require that joint plans be developed for all urban growth areas around a city or town. Joint plans are adopted within this Comprehensive Plan, although they appear in separate documents. Joint plans serve as the comprehensive plan for the unincorporated portions of each city or town's urban growth area. Joint plans are developed by and adopted by both the city or town and the county.

Joint plans are available for purchase or reference at the respective city hall or planning department.

B. OTHER PLANS ADOPTED AS PART OF THE COMPREHENSIVE PLAN:

Some plans, such as those for water and sewerage, are required by state law to be adopted as part of the Comprehensive Plan. These plans, as well as others adopted by the Board of County

Commissioners as part of the Comprehensive Plan, are listed here. These plans are an integral part of the Comprehensive Plan.

1. Subarea Plans. Subarea plans provide the detailed plans for land use by geographic sub-area of the county to address the unique features and needs of distinct areas. A high level of participation by area residents and property owners is sought in the preparation of these plans. Area residents worked with County staff or with other assistants to prepare draft plans or alternatives for presentation to the Thurston County Planning Commission.

Subarea plans that were adopted in the 1970's and early 1980's no longer govern land uses, but provide important historical perspectives for future planning efforts. "Retired" subarea plans are listed under section I(1), below. The county's three subarea plans currently in effect are described below.

- a. Nisqually Subarea Plan

In November 1989, the Thurston County Board of Commissioners rezoned that portion of Thurston County lying east of the northern county Urban Growth Boundary and north of Fort Lewis. This 14 square-mile area is referred to as the Nisqually Planning Area. Over the next two years, the seven-person Nisqually Planning Committee completed a draft land use and zoning plan for this area. The vision of this plan contained four major points: (1) Save the agricultural land; (2) protect the wooded hillside; (3) provide for some property owner compensation; and (4) preserve the existing rural character. The Plan contained a unique Nisqually Agriculture Zoning District which incorporated a number of flexible options, which included clustered development, transfer of development rights and purchase of development rights. Provisions for limited development and a significant buffer were incorporated in a Nisqually Hillside Overlay District. The hillside Plan and the companion zoning regulations were adopted in late 1992. This plan is periodically updated.

- b. Rochester Subarea Plan

The current Rochester Subarea Plan covers a portion of Southwest Thurston County near the Grand Mound Urban Growth Area, which has its own subarea plan. The current plan was prepared with the contributions of citizens in the area through a series of community meetings. The plan segregates land uses, such as industrial, commercial and residential, that were previously allowed under an earlier version of the plan, and it reduced residential density in some areas.

- c. Grand Mound Subarea Plan

The Grand Mound area is roughly 1,000 acres around the I-5/ State Route 12 interchange in Southwest Thurston County. Sewer and water facilities have been planned for the Grand Mound area since the eighties. Under the Washington State Growth Management Act, such facilities and services are appropriate primarily in

Adopted November 2019

urban areas. The community supported the creation of an urban growth area for Grand Mound, consistent with the earlier expectations for intensive, urban development in the area. Community involvement in the plan took place through a series of community meetings beginning in 1995. The plan segregates commercial, industrial and residential areas, and requires minimum densities to ensure that public services are provided in efficiently. (Resolution No. 12108, 12/20/99)

2. 1986 Boston Harbor Wastewater Facilities Plan

Prepared by consultant R.W. Beck and Associates with assistance from County staff and a Boston Harbor citizens' committee. This plan resulted in a recommendation for construction of wastewater collection and treatment facilities to relieve possible hazards to public health caused by on-site septic system failures. Recommended facilities were completed in 1990, serve existing residential development, Burfoot Park, and the Boston Harbor Elementary School, and will accommodate in-filling of the adopted service area. Available for reference from the Thurston County Department of Water and Waste Management.

3. 1997 Boston Harbor Water System Service Connection Policies and Procedures (Resolution 11407)

The Thurston County Board of Commissioners adopted the original Water General Plan for the County-operated Boston Harbor Water System on July 20, 1987. The 1987 General Plan was based on the Boston Harbor Water System Study by R.W. Beck and Associates.

The service area for the Boston Harbor Water System was expanded to allow service to an additional 34 parcels directly fronting on existing water system mains, through Resolution 11407 adopted April 7, 1997 by the Thurston County Board of Commissioners. The expansion was based on the Boston Harbor Water System Connection Capacity Study issued July 31, 1996 by D. R. Strong Consulting Engineers, which was approved by the Washington Department of Health. These documents are adopted as an amendment to the service area identified in the Boston Harbor Water General Plan and are incorporated by reference into the Thurston County Comprehensive Plan. Copies of the documents discussed above are available from the Thurston County Department of Water and Waste Management. (Resolution No. 12788, 7/8/02)

4. 1989 Tamoshan Comprehensive Water System Plan and Engineering Report.

Prepared by consultant Skillings and Chamberlain, Inc. for Thurston County, this plan was adopted as the Tamoshan Water General Plan on June 4, 1990, by the Thurston County Board of Commissioners. Adoption of the plan allowed for the upgrade of the County owned-and-operated Tamoshan water system. Completion of water system upgrades in 1992 provide for enhanced service to the Tamoshan subdivision. Available for reference from the Thurston County Department of Water and Waste Management.

5. 1990 Thurston County Sewerage General Plan For Unincorporated Urban Growth Management Area

Adopted November 2019

Prepared by Community and Environmental Programs with assistance from a citizens task force; consultant Skillings and Chamberlain, Engineers, Environmental Health Department. This document deals with sewer ownership, timing of sewer construction and hook-up, payment, and sewer and septic policies in the unincorporated areas. Available for reference from Thurston County Health Department.

6. 1990 Shoreline Master Program for the Thurston Region

Pursuant to Section 36.70A.480 RCW, the goals and policies of the Shoreline Master Program are included as an element of the Comprehensive Plan. The Shoreline Master Program also provides regulations for development along shorelines of the state. Refer to Section III.A.

7. 1993 Carlyon Beach Homeowners Association Wastewater Treatment Plant Engineering Report.

Prepared by consultant Economic and Engineering Services, Inc. for the Carlyon Beach Homeowners Association (CBHA). This system is privately owned and operated by the CBHA. An agreement with Thurston County assures immediate assumption of the system by Thurston County under specified conditions. On May 9, 1994, the Thurston County Board of Commissioners adopted the Carlyon Beach Sewerage General Plan (consisting of Sections II through VII of the CBHA Wastewater Treatment Plant Engineering Report). The adoption of this plan enables the expansion of the existing wastewater treatment facility and meets the requirements of Chapter 36.94 RCW authorizing the County to take over operation of the system under the contract. Available for reference from the Thurston County Department of Water and Waste Management.

8. 1996 Grand Mound Wastewater Comprehensive Plan

Prepared by consultant Earth Tech, Inc. for Thurston County, this plan updates and replaces the 1987 Grand Mound Sewerage General Plan. This updated Sewerage General Plan identifies a wastewater service area boundary coinciding with the Grand Mound Urban Growth Area. This plan evaluates a range of alternatives and makes recommendations for phased construction of wastewater collection, treatment and disposal systems for the urban growth area. Implementation of the plan will accommodate commercial, industrial and residential development at densities envisioned within the urban growth area. The plan was adopted by the Board of County Commissioners as the Grand Mound Sewerage General Plan on June 24, 1996. Reference copies are available at the Thurston County Department of Water and Waste Management.

9. 1996 Grand Mound Water System Plan (Amended 2005)

Prepared by consultant Earth Tech, Inc. for Thurston County, this plan parallels the Grand Mound Sewerage General Plan in service area and phasing of construction. This plan updates and replaces the 1992 Grand Mound Water System Plan. Adopted by the Board of County Commissioners on June 24, 1996, this plan sets the stage for development of a public water system jointly with the proposed wastewater system. The 2005 amendment adds 102 acres of residentially zoned properties north of the original water system service area boundary. All other provisions of the

Adopted November 2019

original 1996 plan remain unchanged. Reference copies are available at the Thurston County Department of Water and Waste Management.

10. 1999 Cooper Point Wastewater Facilities Plan

Prepared by consultant Earth Tech Inc. for Thurston County, this document is an area-wide wastewater facilities plan for the Cooper Point peninsula. The plan addresses the existing sewer developments at Tamoshan and Beverly Beach, as well as management issues related to area wide on-site systems. The recommended actions include installation of a limited-capacity sewer line to LOTT as a replacement for the existing treatment plants at Tamoshan and Beverly Beach; improved on-site system maintenance; and development of community alternatives where existing on-site systems fail on sites which cannot accommodate repair to modern design standards. Adopted by the Board of County Commissioners on December 20, 1999. Reference copies are available at the Thurston County Department of Water and Waste Management. (Resolution No. 12108, 12/20/99)

11. 2002 Cooper Point Wastewater Facilities Plan Amendment

This document prepared by Cosmopolitan Engineering Group amends the Cooper Point Facilities Plan adopted in 1999. The Plan Amendment includes an engineering report addressing replacement of the Tamoshan Wastewater Treatment Plant. Proposed service area accommodates consolidation of service for Tamoshan community and the nearby Beverly Beach community. The Tamoshan plant has been operated by Thurston County since 1976. Beverly Beach was developed with an independent, privately-owned sewer system and marine outfall. Continued operation of facilities at the Tamoshan site replaces the preferred alternative (LOTT pipeline) identified in the 1999 Facilities Plan. The Western Washington Growth Management Hearings Board ruled that the pipeline alternative in the 1999 Plan was inconsistent with the Growth Management Act. The 2002 Plan Amendment and other documents are available from the Thurston County Department of Water and Waste Management. (Resolution No. 12788, 7/8/02)

C. SPECIAL PURPOSE OR SPECIAL FUNCTION PLANS ADOPTED SEPARATELY FROM THE COMPREHENSIVE PLAN:

These plans deal with a specific issue, function or service such as stormwater, sewage, bicycle routes, or parks. Some address the issue on a county-wide basis, others are for a specific geographic area of the county. They have all been officially adopted by the Thurston County Board of Commissioners, and are used to guide the county's provision of the service or handling of the issue addressed by the plan.

1. 1987 Thurston County Comprehensive Bike Plan

Prepared by the Thurston County Parks Department in 1979 with citizen participation, updated in 1987, and folded into the 1988 Comprehensive Plan amendments. It gives design standards for bikeways in Thurston County. Included are maps of the present bikeway system. Available for purchase or reference from Thurston County Development Services Department.

2. 1981 Thurston County Comprehensive Solid Waste Management Plan

Adopted November 2019

This plan was originally prepared in 1975 and updated in 1981. The 1981 Plan was updated in 1993 to come into compliance with 70.95 RCW. The Plan was prepared, under the guidance of a nine-member solid waste advisory committee comprised of elected officials from Thurston County, Lacey, Olympia, Tumwater and Tenino; several citizens and business and solid waste industry representatives. This Plan examines solid waste management county-wide, and establishes a management framework for solid waste reduction, recycling, collection and disposal for a period of 20 years. By state law solid waste plans must be updated every five years.

3. 1986 Surface Water (Stormwater) Management Utility Development Plan, Thurston County/Lacey/Olympia/Tumwater

Prepared by consultant URS Corporation for the Thurston County Department of Public Works. This plan explores the procedural strategies, funding options and billing/collection methodologies for surface water utility development (stormwater). It also analyzes cost of services and provides an implementation plan. Available for reference from the Thurston County Development Services Department.

4. 1991 Moderate Risk Waste Plan

Prepared by the Thurston County Departments of Health and Planning with the assistance of an advisory committee. This document identifies problems associated with moderate risk waste (which are small quantities of hazardous wastes generated in homes and small businesses) and provides solutions to correcting these problems and funding implementation of the recommendations. Available for reference from Thurston County Health Department.

5. 1992 Northern Thurston County Groundwater Management Plan

Prepared by the Thurston County Health Department with the assistance of the Northern Thurston County Groundwater Advisory Committee. This document describes the hydrogeology and groundwater resources of northern Thurston County. It recommends actions to protect and preserve the resource and discusses costs and funding options. Available for purchase or reference from Thurston County Health Department.

6. 1992 Percival Creek Comprehensive Drainage Basin Plan

Prepared by the City of Olympia in conjunction with the City of Tumwater and Thurston County. Adopted by the Thurston County Board of Commissioners. This plan was prepared to resolve current and potential surface water problems in the Percival Creek system and surrounding drainage area. This plan provides the basis for capital facility projects, land use recommendations and several ongoing stormwater activities. Available for purchase or reference from the City of Olympia Public Works.

7. 1992 Indian/Moxlie Creek Comprehensive Drainage Basin Plan

Prepared by the City of Olympia in conjunction with Thurston County. Adopted by the Thurston County Board of Commissioners. This plan was prepared to resolve current and potential surface water problems in the Indian and Moxlie Creek systems and the surrounding drainage area. This

plan provides the basis for capital projects, land use recommendations and other activities. Available for purchase or reference from the City of Olympia Public Works.

8. 1993 McAllister/Eaton Creek Comprehensive Drainage Basin Plan

Prepared by Thurston County Department of Water and Waste Management and adopted by the Thurston County Board of Commissioners. This plan was prepared to resolve current and potential surface water problems in the McAllister and Eaton Creek systems and the surrounding drainage area. The plan also includes further analysis to address groundwater susceptibility. This plan provides the basis for capital projects, land use recommendations and other activities. The plan includes cost estimates and implementation schedule. Available for purchase or reference from the Thurston County Department of Waste and Water Management.

9. 1995 Woodland and Woodard Creek Comprehensive Drainage Basin Plan

Prepared by Thurston County in conjunction with the cities of Lacey and Olympia. Adopted by the Thurston County Board of Commissioners and the cities of Lacey and Olympia. This plan was prepared to resolve current and potential surface water problems in the Woodland and Woodard Creek systems and the surrounding drainage area. The plan provides the basis for capital projects, drainage design standards, water quality monitoring and other activities. Available for purchase or reference from the Thurston County Department of Water and Waste Management.

10. 1996 Chambers/Ward/Hewitt Comprehensive Drainage Basin Plan

Prepared by Thurston County in conjunction with the cities of Lacey and Olympia. Adopted by the Thurston County Board of Commissioners and the Cities of Olympia and Lacey. This plan was prepared to resolve current and potential surface water problems in Chambers, Ward and Hewitt Lakes, Chambers ditch, Chambers Creek, and the surrounding drainage area. The plan provides the basis for capital projects, drainage maintenance activities, water quality monitoring and other activities. Available for purchase or reference from the Thurston County Department of Water and Waste Management and the Cities of Olympia and Lacey.

11. Comprehensive Parks, Recreation, Trails and Natural Resource Preserve Plan 2020

Prepared by the Thurston County Parks and Recreation Department and adopted by the Thurston County Board of Commissioners, this plan is updated every five years. It is a policy plan that defines the priorities and level of service standards for park, recreation area, preserves and trail acquisition and development. It includes an inventory of all the park properties and a capital facilities plan. Copies of the plan are available from the Thurston County Parks and Recreation Department.

12. 1996 Thurston County Coordinated Water System Plan, Area-wide Supplement

Originally established by action of the Thurston County Board of Commissioners in 1986, this plan was an early building block of urban growth management in northern Thurston County which establishes guidelines for development and coordination of private and publicly operated water systems in the urbanizing area.

13. Integrated Pest and Vegetation Management Plans and IPM Prescriptions

Integrated pest management (IPM) plans have been prepared for several County departments pursuant to umbrella IPM policies and procedures adopted in 1993. The County policies stipulate that departments pursue an integrated approach to managing vegetation, insects and other pests, with an emphasis on non-chemical techniques. IPM plans and prescriptions are developed by the departments with assistance from the vegetation management coordinator, and are reviewed by the volunteer Pest and Vegetation Management Advisory Committee prior to submittal to the Thurston County Board of Commissioners. Prescriptions have been adopted for several specific plant and insect pests: These are applicable to department operations County-wide. Thurston County Board of Commissioners have adopted the following IPM plans and prescriptions:

- ❖ 1993 Thurston County Pest and Vegetation Management Policy
- ❖ 1993 Roads and Transportation Services Integrated Vegetation Management Program
- ❖ 1995 Hawks Prairie Landfill Integrated Pest and Vegetation Management Plan
- ❖ 1995 Parks and Recreation Department IPM Plan
- ❖ 1995 Storm and Surface Water Utility IPM Program
- ❖ 1995 Integrated Management Plan for Long Lake
- ❖ 1995 Lake Lawrence Management Plan
- ❖ 1996 IPM Prescription for White Water Lily
- ❖ 1996 Facilities Department IPM Prescription for Ants

These documents are available from the various departments or from the Department of Water and Waste Management. A number of related technical studies are also available from Water and Waste Management, particularly for Long Lake and Lake Lawrence.

14. Green Cove Creek Comprehensive Drainage Basin Plan, 1998

The Green Cove Creek Comprehensive Drainage Basin Plan was developed by staff from Thurston County and the City of Olympia, and a citizen advisory task force made up of basin residents. The stormwater-related problems identified in the plan and the recommended solutions represent a three-year study. Primary issues addressed include stream and wetland habitat degradation and storm water management. Copies of the Plan are available at the Department of Water and Waste Management. (Resolution No. 12108, 12/20/99)

15. Flood Hazard Management Plan, 1999

The Flood Plan is Thurston County's official long-term plan for dealing with flood events. The plan meets rules established by the Washington State Department of Ecology. Required elements address 1) short and long-term objectives; 2) potential impacts upon various natural resources; 3) evaluation of the costs and benefits of alternatives; and 4) recommendations for reducing the impacts of flooding. (Resolution No. 12108, 12/20/99)

16. LOTT Wastewater Resource Management Plan, 1999

LOTT is a wastewater management partnership composed of representatives from Lacey, Olympia, Tumwater and Thurston County. LOTT manages wastewater treatment and disposal services for

Adopted November 2019

the urbanized northern part of Thurston County. LOTT's most recent plan anticipates the increasing need for sewer capacity as the urbanized area develops. The plan provides for periodic system expansion as the need arises, with "satellite" treatment plants throughout the service area, and reclamation and recharge as new disposal options for wastewater. Copies of the document are available from the LOTT offices in Olympia. (Resolution No. 12108, 12/20/99)

17. South Thurston County Urban Growth Areas Abbreviated Coordinated Water System Plan, 2000

This Plan (CWSP) was adopted by the Board of County Commissioners and the Washington Department of Health under the Public Water System Coordination Act (RCW 70.116.) The Plan applies to the urban growth areas of Yelm, Rainier, Tenino and Grand Mound. Through the CWSP, these UGAs are designated as "Critical Water Supply Service Areas". The designation provides the city water systems (and County at Grand Mound) with priority to serve new development within their UGAs. A water service review process for new development is established in the Plan; Thurston County Environmental Health oversees this review process. The Plan also contains summary information on each water system.

18. Salmon Creek Comprehensive Drainage Basin Plan, Phase II, Alternatives Analysis and Recommendations, 2004.

The Plan recommends a series of engineering solutions, regulatory actions, and other actions to address localized flooding in the Salmon Creek Drainage Basin, located south of the City of Tumwater. The Plan is predicated on a "Phase I" computer model by URS Corporation and Pacific Groundwater Group showing water flow in the Basin.

19. Nisqually Watershed Management Plan, 2004

A watershed plan for Water Resource Inventory Area (WRIA) 11, Nisqually Watershed. The plan focuses on water availability, and also addresses water quality, habitat, and instream flows. Adopted jointly by the county and other jurisdictions within the watershed pursuant to the Watershed Management Act, RCW 90.82.

20. Addendum to the Nisqually Watershed Management Plan, 2019

On January 16, 2019, the Nisqually Planning Unit approved a Watershed Plan Addendum for WRIA 11 addressing the Streamflow Restoration Act (ESSB 6091). The Department of Ecology adopted the Addendum on February 1, 2019. The Addendum estimates consumptive water use by new domestic permit-exempt well connections within the watershed through 2040, and identifies mitigation actions to offset instream flow impacts of this use and provide Net Ecological Benefit.

21. Chehalis Basin Watershed Management Plan, 2004

A watershed plan for Water Resource Inventory Areas (WRIAs) 22 and 23, Chehalis Basin. The plan examines water quantity, water quality, instream flow, and habitat. Adopted jointly by the county and other jurisdictions within the watershed pursuant to the Watershed Management Act, RCW 90.82.

III. LAND USE RELATED REGULATIONS AND ORDINANCES

Plans and related policy documents are implemented through various regulations and permit programs. The Thurston County Zoning Ordinance, for example, provides the most direct implementation of the Comprehensive and Sub-Area Plans. Those regulations and permit programs flowing directly from, and based on, adopted county land-use-related plans are cited here. Reference copies of many of the documents described below are available at local libraries.

A. LAND USE:

1. 1980 Thurston County Zoning Ordinance

Adopted by the Thurston County Board of Commissioners, and updated as needed to provide consistency with the Comprehensive Plan, the Zoning Ordinance lists the allowed uses and development standards for each land use zone. In addition, the ordinance describes the processes necessary for a variety of permits. Available for purchase or reference from the Thurston County Development Services Department. Also available are the Thurston County Official Zoning Maps.

2. 1990 Shoreline Master Program for the Thurston Region

Prepared by Thurston Regional Planning Council with assistance from a citizens' committee. It is both a plan and regulation applicable to all jurisdictions in Thurston County having shorelines covered by the State Shoreline Management Act. Originally adopted in 1976, it was just updated in 1990. It has been adopted by each jurisdiction, including Thurston County. It provides policies, regulations and a permit system for the use of waters and lands along the shorelines of most lakes, rivers, streams, salt waters and associated wetlands. Available for purchase or reference from the Thurston County Development Services Department.

3. 1991 Drainage Design and Erosion Control Manual

Prepared by Thurston County Storm and Surface Water Program, along with the three cities of Lacey, Olympia and Tumwater, originally in 1991. Adopted by the Thurston County Board of Commissioners and City Councils in 1991 as an ordinance stating the requirements and standards for the design of stormwater systems and control of erosion on construction sites within the cities of Olympia, Lacey, Tumwater and unincorporated Thurston County. The City of Olympia Public Works Department lead an interjurisdictional effort to update and revise the Manual. The Thurston County Board of Commissioners adopted revisions in 2016.

4. 1993 Mineral Extraction Ordinance

In response to concerns raised by the public about the effects of mining activities on groundwater and residential neighbors, the Thurston County Board of Commissioners adopted new special use permit standards for mineral extraction (TCC 20.54) and established the Thurston County Mineral Extraction Code. The new Code establishes requirements for both new and existing mines for

hazardous spill prevention, wastewater control, noise reduction, and other measures aimed at reducing conflicts between mine operators and neighbors (TCC 17.20).

5. 1994 Critical Areas Ordinance

Thurston County is one of a handful of jurisdictions which had "Environmentally Sensitive Area" regulations prior to the 1990 State Growth Management Act. These are now called "Critical Areas" under the Act. Such areas include aquifer recharge areas, geologic hazard areas, important habitats and species, floodplains, streams and wetlands. Thurston County also included a category called special management areas to address locally unique conditions. These development regulations are intended to be used in combination with other County codes. It limits land uses within or adjacent to particular critical areas, and provide for buffers in others. It includes best management practices for various uses and activities as well as detailed mitigation measures for those few uses that might be conditionally allowed. It contains guidance as to when a special report will be required and the standards for the preparation of such reports. Provisions for enforcement, variances and a reasonable use exception are also included.

6. 1996 Thurston County Open Space Tax Program

Initially adopted in 1985, the County's Program was updated in 1996 with the participation of the Office of Community and Environmental Programs, the Agricultural Advisory Committee, the Planning Commission, and the Assessor's Office. This program establishes eligibility and other rules for the open space classification of property. This classification is based on current use values, rather than highest and best use. This classification provides substantial reductions in property taxes for owners willing to preserve priority features of their property. Copies are available from the Permit Assistance Center.

7. 1997 Forest Lands Conversion Ordinance

With cooperation from the Washington State Department of Natural Resources, Thurston County became the first in the state to accept the role for regulatory review of forest land harvesting on lands being converted to non-forestry uses. This role was authorized by the state legislature in amendments to the Forest Practices Act. The County ordinance ensures that environmental protection standards are applied consistently for lands being developed, whether timber harvesting is involved or not. In addition, the ordinance provides for some retention of trees on lands being developed in urban growth areas. (Resolution No. 12108, 12/20/99)

8. 1997 Growth Management Public Participation

Pursuant to requirements of the Washington State Growth Management Act, the County has established procedures for docketing proposals to amend the Comprehensive Plan and development regulations. The ordinance also provides minimum public involvement requirements for such proposals. (Resolution No. 12108, 12/20/99)

9. 1998 Grand Mound Development Guidelines

Adopted November 2019

Design guidelines applicable only within the Grand Mound urban growth area were developed through a community workshop process in 1998. The design guidelines apply to commercial, industrial and multifamily developments. The purpose is to encourage the development of visually attractive developments that will give Grand Mound its own cohesive identity and distinguish it from other interchange areas along the I-5 corridor. The guidelines are also intended to promote high quality development that will enhance property values and mitigate the impacts of urban development through enhanced architectural design. (Resolution No. 12108, 12/20/99)

10. 2017 Voluntary Stewardship Work Plan

The Thurston County Voluntary Stewardship Program (VSP) is an alternative approach to protect critical areas on agricultural lands. The VSP allows the County to work closely with stakeholder to develop voluntary, site-specific stewardship plans for agricultural uses in lieu of critical areas regulations. The County submitted a plan that was approved by the Washington State Conservation Commission on April 26, 2017.

B. LAND DIVISION:

1980 Thurston County Platting and Subdivision Ordinance

Adopted by the Thurston County Board of Commissioners and updated as needed to provide consistency with the Comprehensive Plan and other development regulations. This document describes the process of platting and land subdivision and states requirements for streets, drainage and utilities. Available for purchase or reference from the Thurston County Development Services Department.

C. ROADS--BIKEWAYS:

1998 Minimum Design Standards for Urban and Rural Street Construction in New Development, Thurston County

Prepared by the Thurston County Department of Roads and Transportation Services and adopted by the Thurston County Board of Commissioners. This document states general requirements and design standards for roads and bikeways. Available for purchase or reference from the Thurston County Development Services Department. (Resolution No. 12108, 12/20/99)

D. HISTORIC:

1986 Thurston County Historic Preservation Ordinance

Adopted by the Thurston County Board of Commissioners. This ordinance establishes a Historic Commission and register for historic properties in unincorporated Thurston County. It establishes a process for reviewing changes to historic properties where advice is given for retaining their historic character. It also specifies eligibility and designation of a review board for application of a

Adopted November 2019

1985 state law providing for a 10-year exemption of property taxes for substantially renovated historic properties. Available from the Thurston County Advance Planning and Historic Preservation.

E. SEPTIC SYSTEMS (ALSO ANIMAL-PASTURE PRACTICES):

1. Article IV of the Thurston County Sanitary Code, Rules and Regulations of the Thurston County Board of Health Governing Disposal of Sewage

These regulations, adopted by the Thurston County Board of Health, must be compatible with the State Laws regarding Sewage Disposal which are adopted by the State Board of Health. The most recent changes in State Law (WAC 246-272) become effective on January 1, 1995. Local regulations will be considered and adopted by the Thurston County Board of Health. Compliance with State Standards and other issues will be considered.

2. 1981 Geologically Sensitive Designation for the Lakes Area

Prepared by the Thurston County Health Department and adopted by the Thurston County Board of Health. This document contains standards for septic systems that will protect the fragile lakes environment. Available for reference from the Thurston County Health Department.

3. 1985 Geologically Sensitive Area Designation for the Henderson and Eld Inlet/Watershed Regions

Prepared by the Thurston County Health Department and adopted by the Thurston County Board of Commissioners in their capacity as the Board of Health. This document includes specific boundaries of the areas and requirements for on-site sewage disposal, animal keeping and pasture management practices to protect the water quality of these shellfish growing inlets. Available for reference from the Thurston County Health Department.

4. 1992 Nonpoint Source Pollution Ordinance

The Nonpoint Source Pollution Ordinance was adopted by the Thurston County Board of Health on November 9, 1992 as Article VI of the Thurston County Sanitary Code. The ordinance was prepared by Thurston County Environmental Health Division staff with considerable input from the agricultural community, watershed council representatives, and numerous other citizen groups and individuals. The purpose of the ordinance is to establish practices and procedures which protect surface water and ground water in Thurston County against nonpoint pollution. It addresses storage, disposal, and spillage of moderate risk waste and petroleum products. It also requires farm and animal owners to prevent contamination of ground and surface waters by utilizing appropriate waste handling and farm management practices. The ordinance is updated periodically. A copy of the current Nonpoint Source Pollution Ordinance can be obtained by calling Thurston County Environmental Health.

F. WATER SYSTEMS:Article III of the Thurston County Board of Health, Rules and Regulations of the Thurston County Board of Health Governing Small Public Water Supplies

Prepared and adopted by the Thurston County Board of Commissioners, acting as the Board of Health. This document sets standards for development of public water supply systems. Available for reference from the Thurston County Health Department.

IV. PLANS AND STUDIES OF LAND USE INTEREST OR FOR RESOURCE

Reference copies of some of the documents described below are available at local libraries.

A. TRANSPORTATION:1. 1987 Metropolitan Area Bicycle Plan

Prepared by the Thurston Regional Planning Council, Transportation Systems Planning. The plan specifies a process for bicycle planning as an element of the overall transportation planning process for the Thurston Metropolitan Area. (Cities of Lacey, Olympia and Tumwater and the adjacent areas in the unincorporated County.) The document gives an overview of the current system and recommends programs for future bicycle systems in the Thurston Metropolitan Area. Available for purchase or reference from Thurston County Advance Planning and Historic Preservation.

2. 1992 Urban Trails Plan

The Urban Trails Plan, prepared by the Thurston Regional Planning Council, and adopted by the cities of Olympia, Lacey, and Tumwater in 1992, defines over 110 miles of potential bike and other trails within the urban areas of the County. The Urban Trails Plan is available from the Thurston Regional Planning Council for reference.

3. 1998 Thurston Regional Transportation Plan, TransAction 2020

Prepared by Thurston Regional Planning Council (TRPC). Initially adopted by TRPC in March 1993 and updated in 1998. The development of the plan involves the Transportation Policy Board and governing bodies of Thurston County, including the cities, towns, Port of Olympia, and Intercity Transit. The Regional Plan is the guiding document for all other city and County transportation plans. Pursuant to the Washington State Growth Management Act, local and regional transportation plans must be consistent. Available for purchase or reference from Thurston Regional Planning Council. (Resolution No. 12108, 12/20/99)

4. 2003 SR 12 Access and Operations Study Grand Mound Area, Thurston County

Prepared for Thurston County and Washington State Department of Transportation to supplement the 1997 Grand Mound Transportation Study. The study evaluates options for new access points on

Adopted November 2019

SR 12 within or near the Grand Mound Urban Growth Area (UGA). The traffic needs were considered for the entire UGA and surrounding area as part of the studies analysis.

B. RECREATION:

1. 1986 Deschutes Corridor Recreation Plan

Prepared by Thurston Regional Planning Council with assistance from an advisory committee comprised of local citizens, government agency representatives, and a class from The Evergreen State College. The Plan recommends actions which will enhance recreational access to the lower Deschutes River Corridor. Available for purchase or reference from the Thurston County Development Services Department.

2. 1993 Thurston County Trails Plan

Developed by the Thurston County Parks and Recreation Department in 1993. The Plan defines over 75 miles of abandoned railroad corridors as recreation trails to link the urban trails system with the rural communities of Yelm, Rainier, Tenino, Littlerock, Gate and Rochester. Information on the Thurston County Trails Plan is available from the Thurston County Parks and Recreation Department.

C. WETLANDS, SHORELINES, AND WATER RESOURCES:

1. 1987 Nisqually River Management Plan

Prepared by the Washington Department of Ecology under the direction of an advisory committee from affected local governments, landowners and interested groups and individuals. This plan contains management plans for the Nisqually River system which provides for a balanced stewardship of the area's economic resources, natural resources, and cultural resources. Key issues include public access to the river, flood control, fish and wildlife protection and enhancement, desire to maintain existing rural landscape, and the balancing of private property owner rights with state-wide public interest rights. The plan was approved by the Washington State Legislature in June 1987. Available from the Washington State Department of Ecology.

2. 1983 Stormwater Management in North Thurston County, Volume I, Recommendations

This report is the result of a 15-month study done under the auspices of Thurston Regional Planning Council. It involved local government health, planning and engineering staff members from Olympia, Lacey, Tumwater, Thurston County and Port of Olympia; also two outside consulting firms (on engineering and finance), and a citizens' advisory committee. The project was initiated after elected officials of Lacey, Olympia, Tumwater and Thurston County all passed resolutions supporting investigations into options for coordinated stormwater management in North Thurston County. Available for reference from Thurston County Advance Planning and Historic Preservation.

3. 1983 Stormwater Management in North Thurston County, Volume II, Technical Appendices

Adopted November 2019

Prepared in conjunction with Volume I above. Volume II is the technical appendix to the Volume I, containing the findings of the project's engineering and financing consultants, in addition to staff research on legal and financial options for comprehensive stormwater management. Available for reference from Thurston County Advance Planning and Historic Preservation.

4. 1984 Grand Mound/Rochester Aquifer Study

Prepared by the Thurston County Health Department. This report contains a review of other similar areas, literature search, investigation of the Grand Mound geology, hydrology and surface soils. In addition, water quality testing data from selected wells is included. Available for reference from the Thurston County Health Department.

5. 1989 Totten-Little Skookum Inlet Watershed Action Plan

Initiated in 1987 with an Early Action Centennial Grant from the State Department of Ecology, this project focused on reducing nonpoint source pollution within the Totten-Little Skookum watershed and keeping this inlet free of shellfish harvesting closures which have affected adjacent inlets. A bi-county Watershed Committee was appointed which represented a cross section of stakeholders and was to develop the Action Plan. The Committee evaluated the existing conditions from various pollution sources and found those from poor animal keeping practices and failing on-site septic systems to be the most significant existing threats to the watershed. Future development within the watershed which reduces the amount of forest land could be a significant water quality problem in the future. Action Recommendations are based on identified problems. The Plan was adopted in 1989 and is being implemented by both Thurston and Mason Counties.

6. 1989 Eld Inlet Watershed Plan

The Eld Inlet Watershed Plan was also initiated in 1987 with an Early Action Centennial Grant from the State Department of Ecology. It focused on reducing nonpoint source pollution within the Eld watershed and recertifying those portions of the inlets which were conditionally closed for shellfish harvesting. A Watershed Committee was appointed which represented a cross section of stakeholders who were responsible for drafting the Action Plan. The Committees evaluated the existing conditions from various pollution sources. Within this watershed poor animal keeping practices and failing on-site septic systems were found to be the most significant existing threats to the watershed. Action Recommendations are based on identified problems. The Plan was adopted in 1989 and is being implemented by the County and other implementing entities.

7. 1989 Henderson Inlet Watershed Plan

The Henderson Inlet Watershed Plan was also initiated in 1987 with an Early Action Centennial Grant from the State Department of Ecology. It's focus was three-fold: (1) To reduce nonpoint source pollution within the Henderson watershed; (2) correct a problem stormwater outfall in Lacey which was identified as a major pollution source; and (3) recertifying those closed or conditionally closed areas for shellfish harvesting. A Watershed Committee was appointed which represented a cross section of stakeholders who were responsible for drafting the Action Plan. The Committee evaluated the existing conditions from various pollution sources. Within this watershed

they found that urban stormwater was a greater contributing factor than poor animal keeping practices or failing on-site septic systems. Action Recommendations are based on identified problems. The Plan was adopted in 1989 and is being implemented by the County and other implementing entities.

8. 1993 Thurston County Watershed Implementation: Eld, Henderson, and Totten/Little Skookum, 1990-1992

Prepared by the Thurston County Health Department. The document contains water quality data from Eld, Henderson, and Totten/Little Skookum Inlets and watershed areas. Water quality data is used to identify sources of bacterial contamination. Descriptions of efforts to reduce contamination from failing on-site sewage systems and agricultural practices are included. Available for reference from the Thurston County Health Department.

9. 1993 Budd Inlet/Deschutes River, Part II Water Quality Study

Prepared by the Thurston County Departments of Health and Community and Environmental Programs. This document characterizes the water quality in the Budd/Deschutes watershed and identifies the major nonpoint pollution sources impacting water quality. Available for reference from Thurston County Health Department.

10. 1993 South Thurston County Aquifer Protection Strategy

Adopted by the Thurston County Board of Commissioners in November 1993, this strategy serves as a guide to protecting groundwater resources in south Thurston County. The strategy designates a South Thurston County Groundwater Protection Area and identifies the major threats to groundwater in this area. The main thrust of the strategy is the establishment of a three-part effort of detection, correction, and prevention of groundwater degradation. Because ground and surface water sources tend to intermix in south county, the strategy also calls for integrating surface and groundwater protection efforts. A multi-departmental team involving county stormwater, groundwater, and surface water staff has been formed to implement the strategy. Funding this effort is a problem because of lack of dedicated funding sources.

11. 1992 Chehalis River Basin Action Plan

This Plan was prepared by the Lewis County Conservation District, with an advisory committee which included input from the Thurston Conservation District, the Grand Mound Sewer Project Committee and the counties of Grays Harbor, Lewis and Thurston. This Plan, called the Upper Chehalis Watershed Management Plan by the Washington Department of Ecology, is intended to reduce nonpoint pollution sources within the watershed. The Action Plan provides a number of recommendations for source control strategies including Agricultural Practices; On-Site Sewage Disposal; Development, Stormwater and Erosion; Forestry Practices; and Other Nonpoint Sources.

12. 1995 Black River Water Quality Investigation: 1992-93

Prepared by Thurston County Environmental Health. The document describes water quality conditions on the Black River and Black Lake; identifies major and minor sources which contribute

Adopted November 2019

to bacteria concentrations, low dissolved oxygen and other water quality problems; and recommends an action plan. Two dairies identified as prime sources during the study instituted improved practices with resulting improvement documented in the Black River downstream of the land uses. In the Black Lake basin, stormwater facilities were inventoried, local groundwater characterized, a hydrologic model developed and 133 on-site sewage systems near the lake were surveyed. Copies are available from the Resource Protection Section of Thurston County Environmental Health.

13. 1996 Thurston County Water Resources Monitoring Report: 1994-1995 Water Year

This report is produced annually by the Thurston County Environmental Health Division and Thurston County Storm and Surface Water Program, in cooperation with city and State agencies. Water quality, stream flow and lake levels, and precipitation is reported for 46 streams, rivers and lakes throughout the county. Objectives of the report are to compile baseline water quality and quantity information for streams and lakes in Thurston County; identify problem areas; and track trends in stream flow and water quality over time. Background information (vicinity map, water body size, basin size, fisheries resources, etc.) Are also provided for each stream and lake. Available from Resource Protection section of Thurston County Environmental Health.

D. ENERGY:

1. 1981 Thurston County Citizens' Energy Plan

Prepared by Thurston Regional Planning Council (TRPC) staff and a 40 member citizens' advisory committee appointed by TRPC. The purpose of this plan is to examine energy use so that future demands and their effect on the local economy could be anticipated. Available for purchase or reference from Thurston County Development Services Department.

2. 1983 Report on Land Use Planning Revisions for Solar Energy and Energy Conservation

Prepared by Thurston Regional Planning Council as a resource for local governments in response to issues raised by the Citizens' Energy Advisory Committee which worked on the 1981 Citizens' Energy Plan. Copies are available for purchase or reference from Thurston County Development Services Department.

E. GROWTH MANAGEMENT:

1. 1995 Memorandum of Understanding: Urban Growth Area Zoning and Development Standards

The County and cities of Lacey, Olympia and Tumwater forged an agreement to implement the joint plans for those cities= urban growth areas. The agreement commits the County to using the cities= zoning and development standards, with a few exceptions. In addition, the cities= committed to providing water and sewer service in the unincorporated urban growth areas without requiring

Adopted November 2019

conditions of approval related to physical development standards. (Resolution No. 12108, 12/20/99)

2. 1993 Housing Data Document for Affordable Housing and Growth Management

Prepared by Thurston Regional Planning Council, Thurston County Advance Planning, and Olympia Community Planning and Development Department as part of work for a DCTED planning only grant and Growth Management Act (GMA) planning efforts. Data is included for Thurston County, Olympia, Lacey, Tumwater, Tenino, Yelm, Bucoda, and Rainier. This provides 88 pages of housing-related data covering:

- ❖ All tables necessary to satisfy the housing element requirements of the GMA;
- ❖ Population information;
- ❖ Income and employment data;
- ❖ Housing stock and housing market data; and
- ❖ Cost of housing information.

Much of the data, but not all, is derived from the 1990 US Census. This material was used by all jurisdictions in Thurston County as a basis for housing planning. It is also used by the Housing Authority of Thurston County to support grant and funding applications, and is widely used by other social service organizations. This is available for purchase or reference at the Thurston Regional Planning Council office.

3. Regional Benchmarks Report for Thurston County, 2000.

Prepared by the Thurston Regional Planning Council (TRPC), this report provides information to county planning functions under the Growth Management Act's "buildable lands" program. The report is updated regularly.

4. The Profile (updated annually)

First published in 1982, this document, prepared by TRPC, is a compilation of statistics, trends, analyses and comparisons for Thurston County and its incorporated cities and towns. It contains information on land use, population, economics, housing, transportation, employment, education and environment.

F. OLYMPIA AIRPORT:

1978 Port of Olympia Airport Master Plan

Prepared by consultants CH2M Hill for the Port of Olympia. Adopted by the Port of Olympia in 1980. This master plan provides plans and development alternatives for airport properties while considering land use and the airport's effects on the environment. Available for reference from the Thurston County Development Services Department or the Port of Olympia.

G. ECONOMIC DEVELOPMENT:1. 1978 Agriculture in Thurston County. A Citizens' Report

Prepared by Thurston County Advance Planning and Historic Preservation for the Thurston County Agricultural Committee, whose members are appointed by the Thurston County Board of Commissioners. The report makes recommendations for ways to preserve agricultural lands. Goals from Section 2 and portions of Section 3, Action Recommendations for Voluntary Agricultural Areas, were adopted as amendments to the 1975 Comprehensive Plan on July 9, 1979. Agricultural policies in this Comprehensive Plan replace the 1979 amendments to the 1975 Plan.

2. 1987 Industrial Lands Inventory

Prepared by Thurston Regional Planning Council. This report lists and describes all areas zoned for industry in Thurston County. Available for purchase or reference from Thurston Regional Planning Council.

3. 1988/89 Industrial Lands Inventory Summary

Jointly prepared by Thurston Regional Planning Council and Thurston County Economic Development Council. An abbreviated version of the larger inventory. Available for purchase or reference from Thurston Regional Planning Council.

4. 1993 Industrial Lands Inventory

Prepared by Thurston Regional Planning Council. Computerized inventory of the 32 industrially-zoned sites in Thurston County. Provides tabular information and maps on 30 different data collections in the categories of land use, environmental features, infrastructure, tax assessor information, and jurisdictional boundaries. For information, contact the Thurston County Economic Development Council or Thurston Regional Planning Council.

H. HISTORIC RESOURCES:1. 1985 Thurston County Cultural Resources Inventory

Prepared by Shanna Stevenson, Historian, and Thomas Costantini, Architectural Designer, for the Washington Office of Archaeology and Historic Preservation. This document lists the cultural resources of significant historic status in Thurston County. Available for reference from the Thurston County Advance Planning and Historic Preservation or the Washington State Office of Archaeology and Historic Preservation. This inventory is periodically updated.

I. GENERAL:1. Retired Subarea Plans

A high level of participation by area residents and property owners was sought in the preparation of these plans, which were among the first plans to be developed in the County, during the 1970's and early 1980's. Area residents worked with the County Planning Department staff or with other assistants to prepare draft plans or alternatives for presentation to the County Planning Commission. These older Subarea Plans no longer govern land uses, but still provide important historical perspectives for future planning efforts. The following Subarea Plans are useful as background information:

- A. The Cooper Point Plan, 1972;
- B. Griffin Sub-Area Plan, 1976;
- C. Summit Lake Sub-Area Plan, 1977;
- D. Northeast Thurston Sub-Area Plan, 1978;
- E. Lacey Environs-East Olympia Sub-Area Plan, 1978;
- F. Black Lake-Littlerock-Delphi Sub-Area Plan, 1981;
- G. McKinley Area Plan, 1982; and
- H. Rochester Sub Area Plan, 1978.

(Resolution No. 12108, 12/20/99)

2. 1994 Transfer of Development Rights Feasibility Study

Prepared by Redman/Johnston Associates for the Thurston Regional Planning Council. This report provides a background about Transfer of Development Rights (TDR) and the use of TDR in other areas. The report provides an assessment of the regulatory climate within which the TDR Program would operate and an assessment of the market climate for purchase and transfer of development rights in Thurston County. The study also examines the market from the standpoint of the landowners in potential sending areas who would sell their development rights in Thurston County.

3. Homeless Housing Plan 2017-2022

The intent of this plan is to ensure that homelessness is a rare, brief and a one-time occurrence in Thurston County. By gathering the best of all practices and constructing the most effective service networks, this plan offers a new framework for a regional response to guide people who are experiencing homelessness or at risk to evidence based services and to housing stability as quickly as possible. Building upon the work of our local continuum of care and our Thurston Thrives community health improvement initiative, this plan represents our community's best efforts to identify key goals and strategies to end homelessness

APPENDIX D

LIST OF PLAN AMENDMENTS

Chapter Twelve describes the process for amending this Comprehensive Plan. This Appendix contains a list of the resolutions adopting amendments to this Plan. Reference copies of the resolutions are available from the Clerk of the Board. Adoption of Capital Facilities Plan updates usually occurs with the adoption of the annual County budget and may not be listed below.

| <u>Date Adopted:</u> | <u>Description of Amendment</u> | <u>Resolution Number</u> |
|-----------------------------|--|---------------------------------|
| May 12, 1986 | Boston Harbor Sewerage General Plan | 8344 |
| July 20, 1987 | Boston Harbor Water General Plan | 8687 |
| January 11, 1988 | Grand Mound Sewerage General Plan | 8833 |
| April 17, 1990 | Thurston County Sewerage General Plan | 9445 |
| June 4, 1990 | Tamoshan Comprehensive Water System Plan | 9472 |
| January 30, 1992 | Interim Capital Facilities Plan 1992-1997 | 9995 |
| November 16, 1992 | Nisqually Sub-Area Plan and Zoning | Ord. 10199 |
| April 20, 1993 | Grand Mound Water General Plan | 10316 |
| August 16, 1993 | Amendments to Resource Lands Element | 10400 |
| April 11, 1994 | Amendments to West Olympia Urban Growth Management Boundaries | 10605 |
| April 18, 1994 | Capital Facilities Plan 1994-1999 | 10617 |
| May 9, 1994 | Carlyon Beach Sewerage General Plan | 10634 |
| July 25, 1994 | Comprehensive Plan for Olympia and the Olympia Growth Area | 10683 |
| August 22, 1994 | City of Tenino Comprehensive Plan for Growth Management and the Joint Comprehensive Plan for Growth Management in the Tenino Urban Growth Area | 10702 |
| December 5, 1994 | Lacey and Thurston County Joint Plan for the Lacey Urban Growth Area | 10786 |
| December 12, 1994 | 1994 Olympia Joint Plan Updates | 10791 |

Adopted November 2019

| <u>Date Adopted:</u> | <u>Description of Amendment</u> | <u>Resolution Number</u> |
|-----------------------------|---|---------------------------------|
| February 27, 1995 | City of Yelm Comprehensive Plan Joint Plan with Thurston County | 10851 |
| April 17, 1995 | Town of Rainier Comprehensive Plan for Growth Management and Joint Comprehensive Plan with Thurston County for Growth Management in the Rainier Urban Growth Area | 10894 |
| April 17, 1995 | Tumwater/Thurston County Joint Plan | 10895 |
| April 17, 1995 | Thurston County Comprehensive Plan Growth Management Amendments | 10896 |
| June 12, 1995 | Bucoda Urban Growth Boundary Correction | 10949 |
| December 11, 1995 | 1995 Clean-Up Amendments | 11069 |
| June 24, 1996 | Grand Mound Subarea Plan, Grand Mound Wastewater Comprehensive Plan, and Grand Mound Water System/Project Report | 11219 |
| July 15, 1996 | Rochester Subarea Plan | 11236 |
| July 29, 1996 | Tenino Urban Growth Boundary Correction | 11255 |
| August 26, 1996 | Tumwater Urban Growth Boundary Correction | 11273 |
| December 23, 1996 | Annual Amendments: Thurston County Comprehensive Plan and the Joint Plans with Olympia, Tumwater, Lacey, and Yelm. | 11322 |
| December 15, 1997 | Annual Amendments: Thurston County Comprehensive Plan and Joint Plans with Olympia, Tumwater, Yelm, Tenino and Rainier | 11589 |
| December 21, 1998 | Annual Amendments: Thurston County Comprehensive Plan and Joint Plans with Olympia, Tumwater, Yelm, Tenino and Rainier | 11866 |
| December 20, 1999 | Annual Amendments: Thurston County Comprehensive Plan and Joint Plans with Olympia, Tumwater, Yelm, Tenino and Rainier | 12108 |
| November 13, 2000 | Annual Amendments: Thurston County Comprehensive Plan, Nisqually Sub-Area Land Use | 12356 |

Adopted November 2019

| <u>Date Adopted:</u> | <u>Description of Amendment</u> | <u>Resolution Number</u> |
|-----------------------------|--|---------------------------------|
| | Plan, and Joint Plans with the cities of Tumwater, Lacey, and Yelm. | |
| August 27, 2001 | Annual Amendments: Thurston County Comprehensive Plan and Joint Plans with the cities of Olympia, Lacey, Tumwater, and Yelm. | 12576 |
| July 8, 2002 | Annual Amendments: Thurston County Comprehensive Plan and Joint Plan with the city of Tumwater. | 12788 |
| November 10, 2003 | Annual Amendments: Thurston County Comprehensive Plan and Joint Plans with the cities of Tumwater, Lacey, and Olympia in partial satisfaction of the seven-year update requirement of the Growth Management Act. | 13039 |
| November 22, 2004 | SEVEN YEAR UPDATE: Thurston County Comprehensive Plan and Joint Plans with the cities of Tumwater, Rainier, Bucoda, and Tenino. Establishing an urban growth area for Bucoda. | 13234 |
| December 19, 2005 | Annual Amendment: Lacey joint plan land use map, housing and utilities chapter updates; Olympia transportation and housing chapter updates; and adding the Grand Mound Water Service Plan to the Thurston County Comprehensive Plan. | 13493 |
| December 20, 2006 | Annual Amendment: Yelm joint plan updates including planning parameters, land use chapter, housing chapter, and new population forecast; Grand Mound Subarea Plan update to transportation chapter. | 13734 |
| December 20, 2006 | Annual Amendment: Thurston County Comprehensive Plan mineral resource land map designation. | 13736 |
| December 20, 2006 | Annual Amendment: Thurston County urban growth area and future land use map; and Tenino joint plan urban growth area and zoning maps, updates to the background chapter, and population forecast updates. | 13737 |

Adopted November 2019

| <u>Date Adopted:</u> | <u>Description of Amendment</u> | <u>Resolution Number</u> |
|-----------------------------|--|---------------------------------|
| May 30, 2007 | Compliance Amendment: Amend the designation criteria in the Thurston County Comprehensive Plan to comply with a Growth Management Hearings Board order. | 13815 |
| June 18, 2007 | Compliance Amendment: Amend the Thurston County Comprehensive Plan land use chapter to add designations for Limited Areas of More Intensive Rural Development (LAMIRD) to comply with a Growth Management Hearings Board order. | 13833 |
| August 27, 2007 | Compliance Amendment: Amend the Thurston County Comprehensive Plan to add three new land use designations to comply with a Growth Management Hearings Board order. | 13885 |
| December 18, 2007 | Annual Amendment: Ground Mound Water System amendments; Olympia joint plan utilities and environment chapter and transportation chapter; Tumwater joint plan parks and recreation chapter; Yelm joint plan introduction chapter and transportation chapter. | 13986 |
| March 3, 2008 | Compliance Amendment: Resize the North County Urban Growth Area removing a portion of the Tumwater Urban Growth Area to comply with a Growth Management Hearings Board Order. | 14034 |
| December 29, 2008 | Annual Amendments: Amend the land use and zoning to designate agricultural lands; amend the land use and zoning for two site-specific amendments in the north county urban growth area; and redesignate and rezone properties removed from the Tumwater Urban Growth Area with Resolution No. 14035. | 14180 |
| July 15, 2009 | Compliance Amendment: Amend the agricultural lands of long term commercial significance designation criteria and amend the future land use map accordingly to comply with a Growth Management Hearings Board order. | 14254 |
| September 7, 2010 | Annual Amendment: Change the land use and zoning in the Tumwater Urban Growth Area; resize | 14401 |

Adopted November 2019


| <u>Date Adopted:</u> | <u>Description of Amendment</u> | <u>Resolution Number</u> |
|-----------------------------|---|---------------------------------|
| | the Urban Growth Area to remove properties impacted by high ground water; change the land use and zoning in the Maytown area; change the criteria for mineral lands designation; and update the joint plans with Olympia and Lacey. | |
| April 17, 2012 | Compliance Amendment: Amend the mineral lands designation criteria to comply with a Growth Management Hearings Board decision on Resolution No. 14401. | 14739 |
| January 8, 2013 | Annual Amendment: Change the land use and zoning in the Olympia Urban Growth Area to change the land use and zoning for the French Road and Chambers study areas; update the parks and recreation element; add a health and human services chapter, and reconsider two areas designated as Long Term Agriculture. | 14845 |
| January 8, 2013 | Compliance Amendment: Amend the Natural Resource lands Mineral Lands section, fulfilling the requirements of the Washington State Growth Management Act, regarding criteria for designating mineral lands of long term commercial significance, and to meet the requirements of the July 18, 2012 final decision and order of the Western Washington Growth Management Hearings Board, case number 10-2-0020c. | 14847 |
| May 20, 2014 | Annual Amendment: Amend the comprehensive plan land use plan map; Amend the comprehensive plan for Olympia and the Olympia Urban Growth Area Land Use Plan map; Amend the comprehensive plan for growth management and joint comprehensive plan with Thurston County for the City of Rainier; Amend the City of Lacey and Thurston County land use plan for the Lacey Urban Growth Area; Clarify methods for legislative and non-legislative comprehensive plan amendments. | 15019 |
| December 11, 2018 | Annual Amendment: Amend the comprehensive plan land use plan map for a site-specific zoning and land use amendment. | 15721 |

Adopted November 2019

| <u>Date Adopted:</u> | <u>Description of Amendment</u> | <u>Resolution Number</u> |
|-----------------------------|--|---------------------------------|
| December 14, 2018 | Annual Amendment: Amend the comprehensive plan Chapter 6, Capital Facilities Plan and addition of Appendix G, Capital Improvement Program. | 15691 |
| November 12, 2019 | PERIODIC UPDATE: Amend the land use plan map and zoning to implement designation of an existing Major Educational Institution designation within the land use chapter; amend Title 20 of the Thurston County Code to include a new zoning chapter for Major Educational Institution; updates to chapters of the plan including introduction, land use, natural resources, housing, transportation, capital facilities, utilities, economic development, natural environment, historic, plan amendments, and appendices; new population forecast; new building densities and forecast; new transportation forecast; updated level of service for transportation and parks, updated mapping. | 15836 |

APPENDIX E

MAPS



APPENDIX F

RESERVED



ATTACHMENT B

COMPREHENSIVE PLAN MAPS

ADOPTED: NOVEMBER 12, 2019

DISCLAIMER: Thurston County makes every effort to ensure that this map is a true and accurate representation of the work of County Government. However, the county and all related personnel make no warranty, express or implied, regarding the accuracy, completeness or convenience of any information disclosed on this map. Nor does the County accept liability for any damage or injury caused by the use of this map.

To the fullest extent permissible pursuant to applicable law, Thurston County disclaims all warranties, express or implied, including, but not limited to implied warranties of merchantability, data fitness for a particular purpose, and non-infringements of proprietary rights.

Under no circumstances, including, but not limited to negligence, shall Thurston County be liable for any direct, indirect, incidental, special or consequential damages that result from the use of, or the inability to use, Thurston County materials.

THURSTON COUNTY COMPREHENSIVE PLAN

2019 UPDATE

I-1 Thurston County Jurisdiction

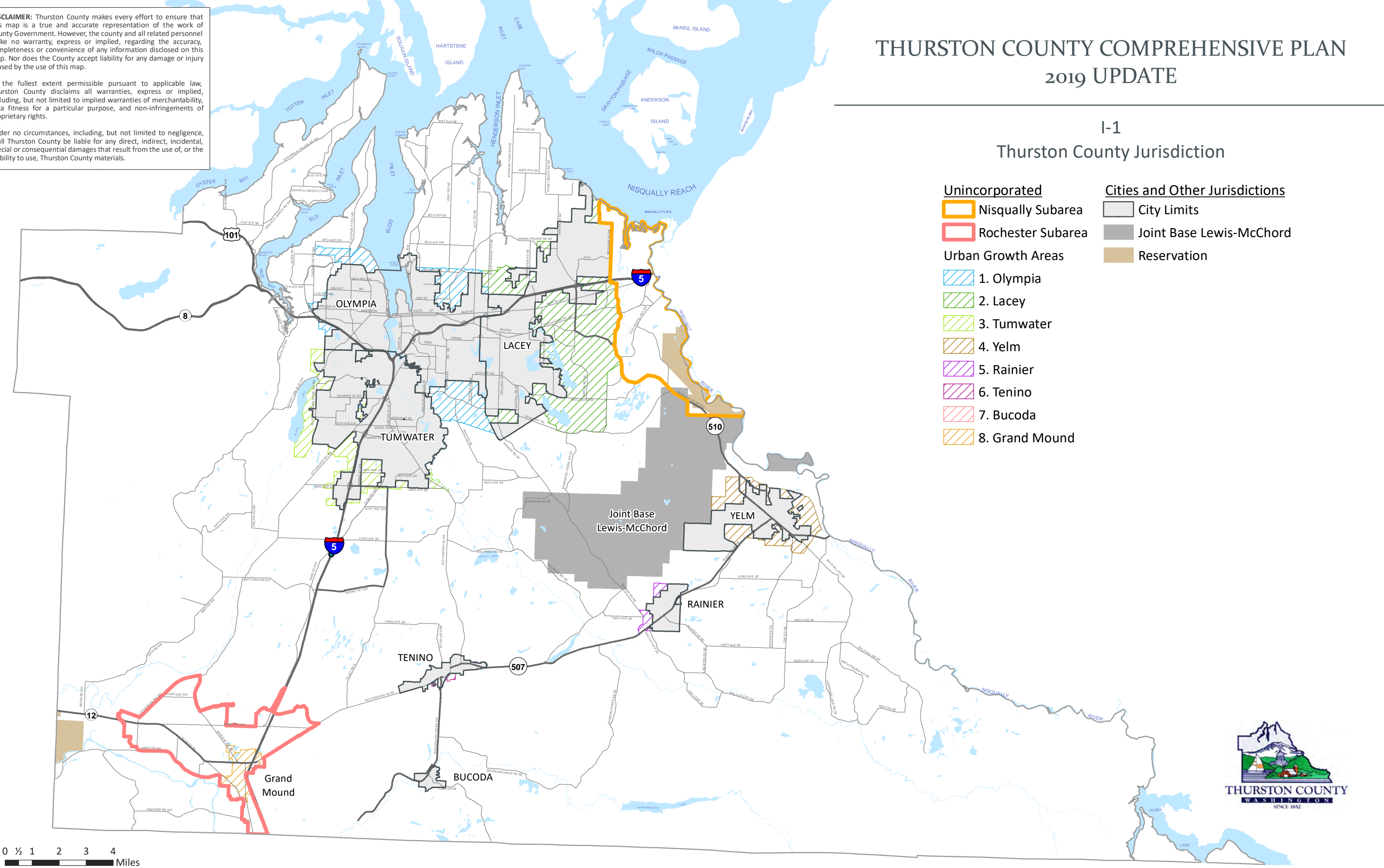
- Unincorporated**

 - Nisqually Subarea
 - Rochester Subarea

Urban Growth Areas

 - 1. Olympia
 - 2. Lacey
 - 3. Tumwater
 - 4. Yelm
 - 5. Rainier
 - 6. Tenino
 - 7. Bucoda
 - 8. Grand Mound
- Cities and Other Jurisdictions**

 - City Limits
 - Joint Base Lewis-McChord
 - Reservation



DISCLAIMER: Thurston County makes every effort to ensure that this map is a true and accurate representation of the work of County Government. However, the county and all related personnel make no warranty, express or implied, regarding the accuracy, completeness or convenience of any information disclosed on this map. Nor does the County accept liability for any damage or injury caused by the use of this map.

To the fullest extent permissible pursuant to applicable law, Thurston County disclaims all warranties, express or implied, including, but not limited to implied warranties of merchantability, data fitness for a particular purpose, and non-infringements of proprietary rights.

Under no circumstances, including, but not limited to negligence, shall Thurston County be liable for any direct, indirect, incidental, special or consequential damages that result from the use of, or the inability to use, Thurston County materials.

THURSTON COUNTY COMPREHENSIVE PLAN

2019 UPDATE

I-2 Physiography



DISCLAIMER: Thurston County makes every effort to ensure that this map is a true and accurate representation of the work of County Government. However, the county and all related personnel make no warranty, express or implied, regarding the accuracy, completeness or convenience of any information disclosed on this map. Nor does the County accept liability for any damage or injury caused by the use of this map.

To the fullest extent permissible pursuant to applicable law, Thurston County disclaims all warranties, express or implied, including, but not limited to implied warranties of merchantability, data fitness for a particular purpose, and non-infringements of proprietary rights.

Under no circumstances, including, but not limited to negligence, shall Thurston County be liable for any direct, indirect, incidental, special or consequential damages that result from the use of, or the inability to use, Thurston County materials.

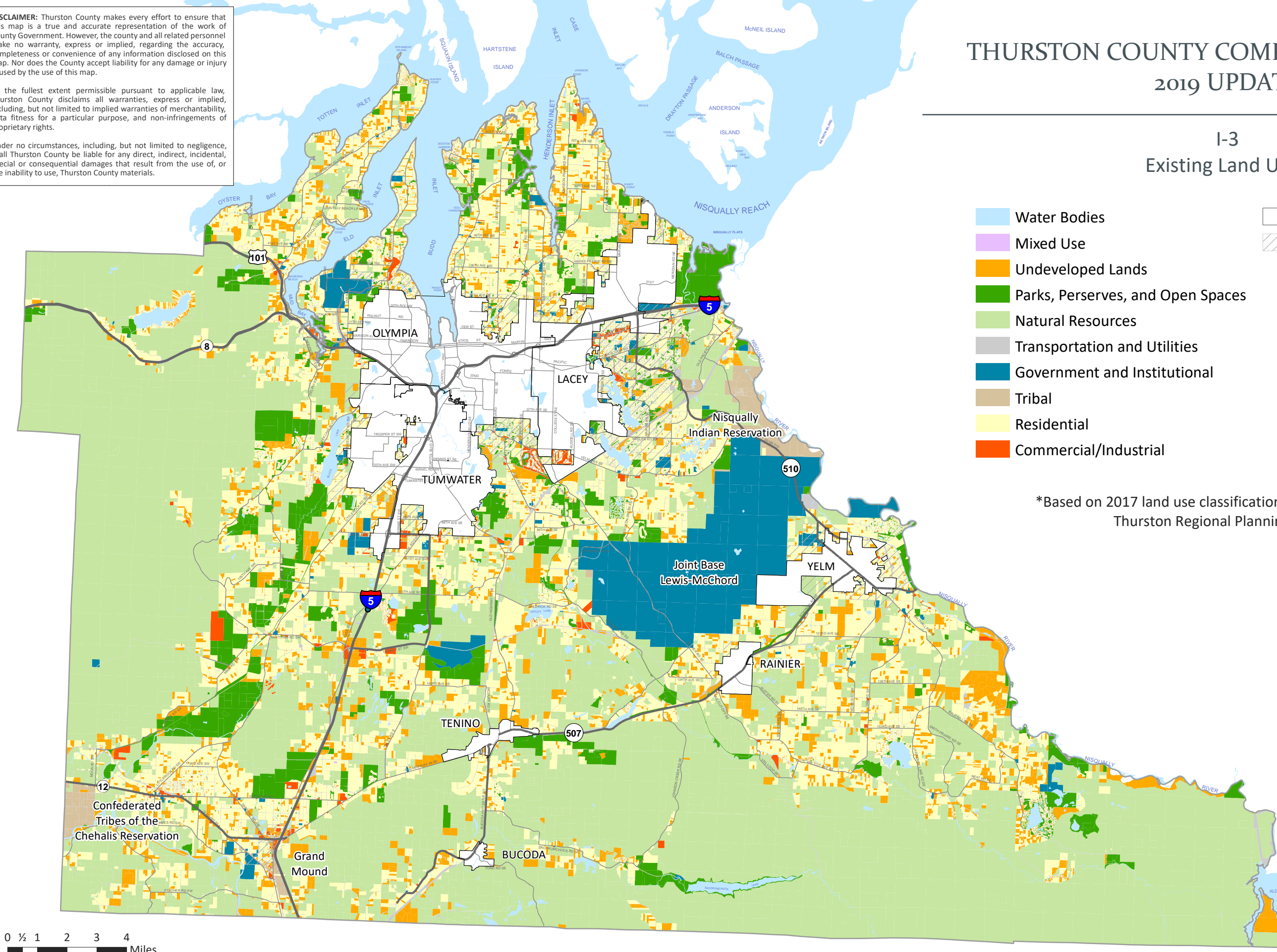
THURSTON COUNTY COMPREHENSIVE PLAN

2019 UPDATE

I-3 Existing Land Use*

- Water Bodies
 - Mixed Use
 - Undeveloped Lands
 - Parks, Perserves, and Open Spaces
 - Natural Resources
 - Transportation and Utilities
 - Government and Institutional
 - Tribal
 - Residential
 - Commercial/Industrial
- City Limits
 - Urban Growth Area (UGA)

*Based on 2017 land use classification analysis provided by Thurston Regional Planning Council



DISCLAIMER: Thurston County makes every effort to ensure that this map is a true and accurate representation of the work of County Government. However, the county and all related personnel make no warranty, express or implied, regarding the accuracy, completeness or convenience of any information disclosed on this map. Nor does the County accept liability for any damage or injury caused by the use of this map.

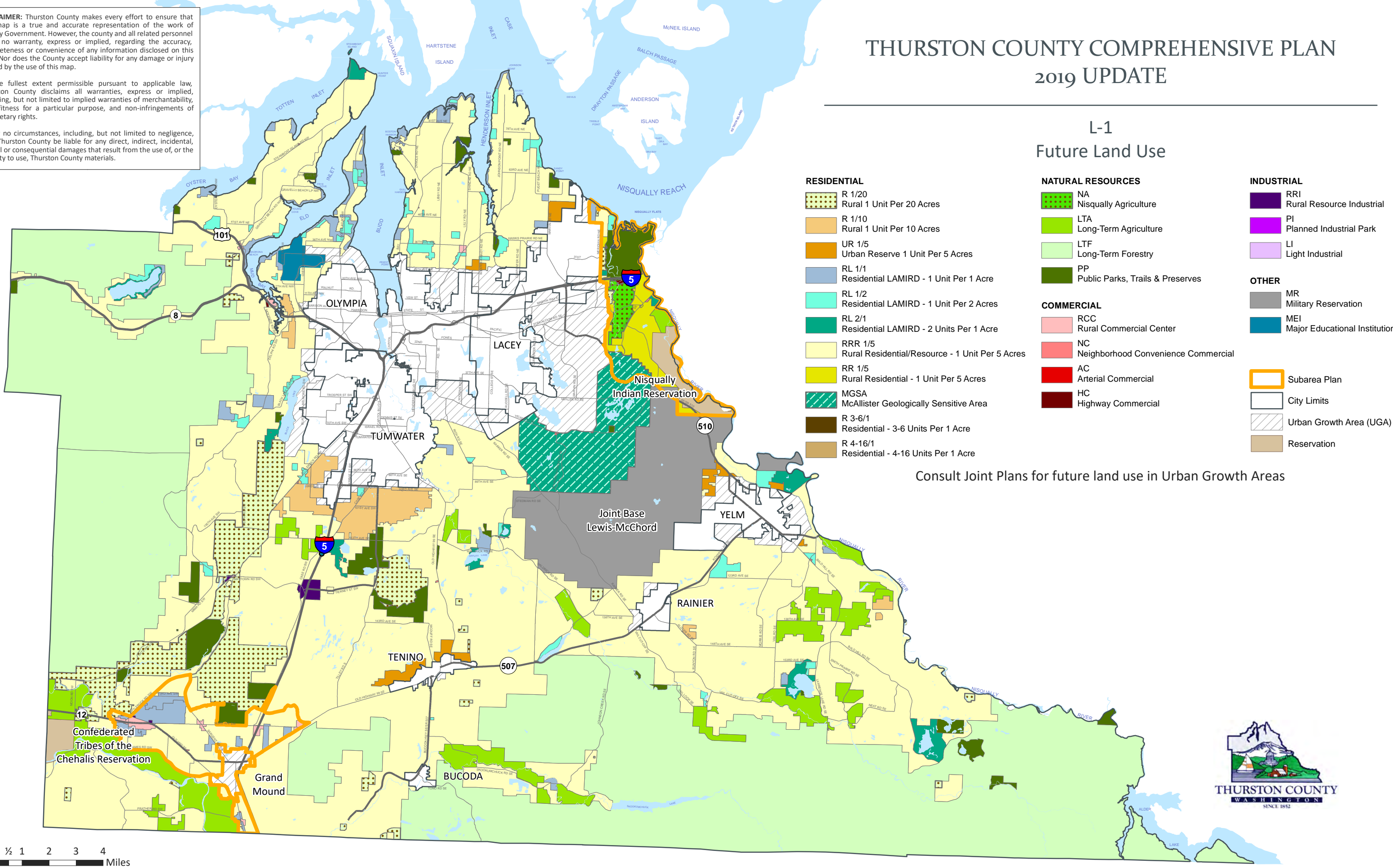
To the fullest extent permissible pursuant to applicable law, Thurston County disclaims all warranties, express or implied, including, but not limited to implied warranties of merchantability, data fitness for a particular purpose, and non-infringements of proprietary rights.

Under no circumstances, including, but not limited to negligence, shall Thurston County be liable for any direct, indirect, incidental, special or consequential damages that result from the use of, or the inability to use, Thurston County materials.

THURSTON COUNTY COMPREHENSIVE PLAN

2019 UPDATE

L-1 Future Land Use



0 1/2 1 2 3 4
Miles



DISCLAIMER: Thurston County makes every effort to ensure that this map is a true and accurate representation of the work of County Government. However, the county and all related personnel make no warranty, express or implied, regarding the accuracy, completeness or convenience of any information disclosed on this map. Nor does the County accept liability for any damage or injury caused by the use of this map.

To the fullest extent permissible pursuant to applicable law, Thurston County disclaims all warranties, express or implied, including, but not limited to implied warranties of merchantability, data fitness for a particular purpose, and non-infringements of proprietary rights.

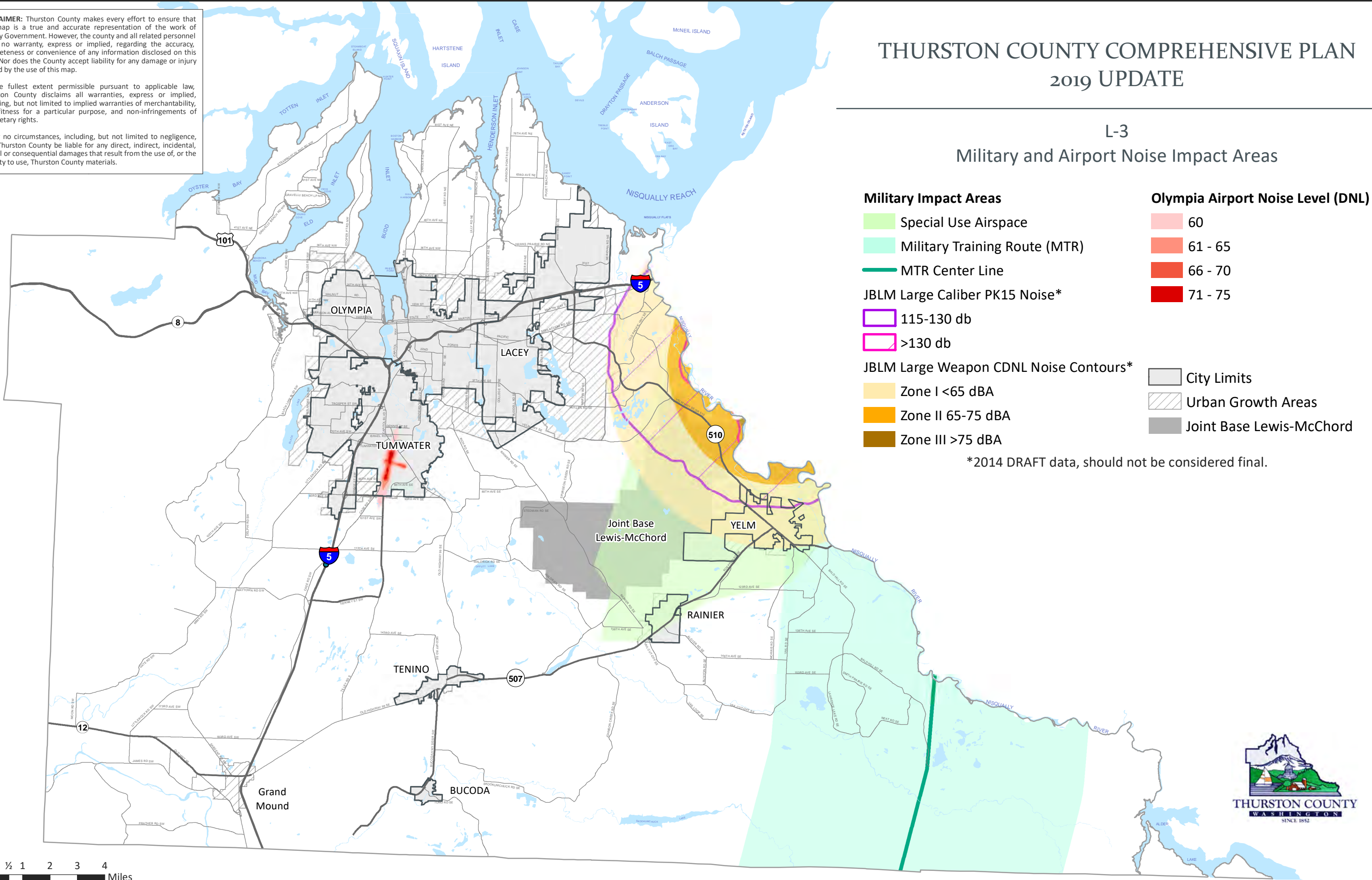
Under no circumstances, including, but not limited to negligence, shall Thurston County be liable for any direct, indirect, incidental, special or consequential damages that result from the use of, or the inability to use, Thurston County materials.

THURSTON COUNTY COMPREHENSIVE PLAN

2019 UPDATE

L-3

Military and Airport Noise Impact Areas



0 1/2 1 2 3 4 Miles

DISCLAIMER: Thurston County makes every effort to ensure that this map is a true and accurate representation of the work of County Government. However, the county and all related personnel make no warranty, express or implied, regarding the accuracy, completeness or convenience of any information disclosed on this map. Nor does the County accept liability for any damage or injury caused by the use of this map.






To the fullest extent permissible pursuant to applicable law, Thurston County disclaims all warranties, express or implied, including, but not limited to implied warranties of merchantability, data fitness for a particular purpose, and non-infringements of proprietary rights.

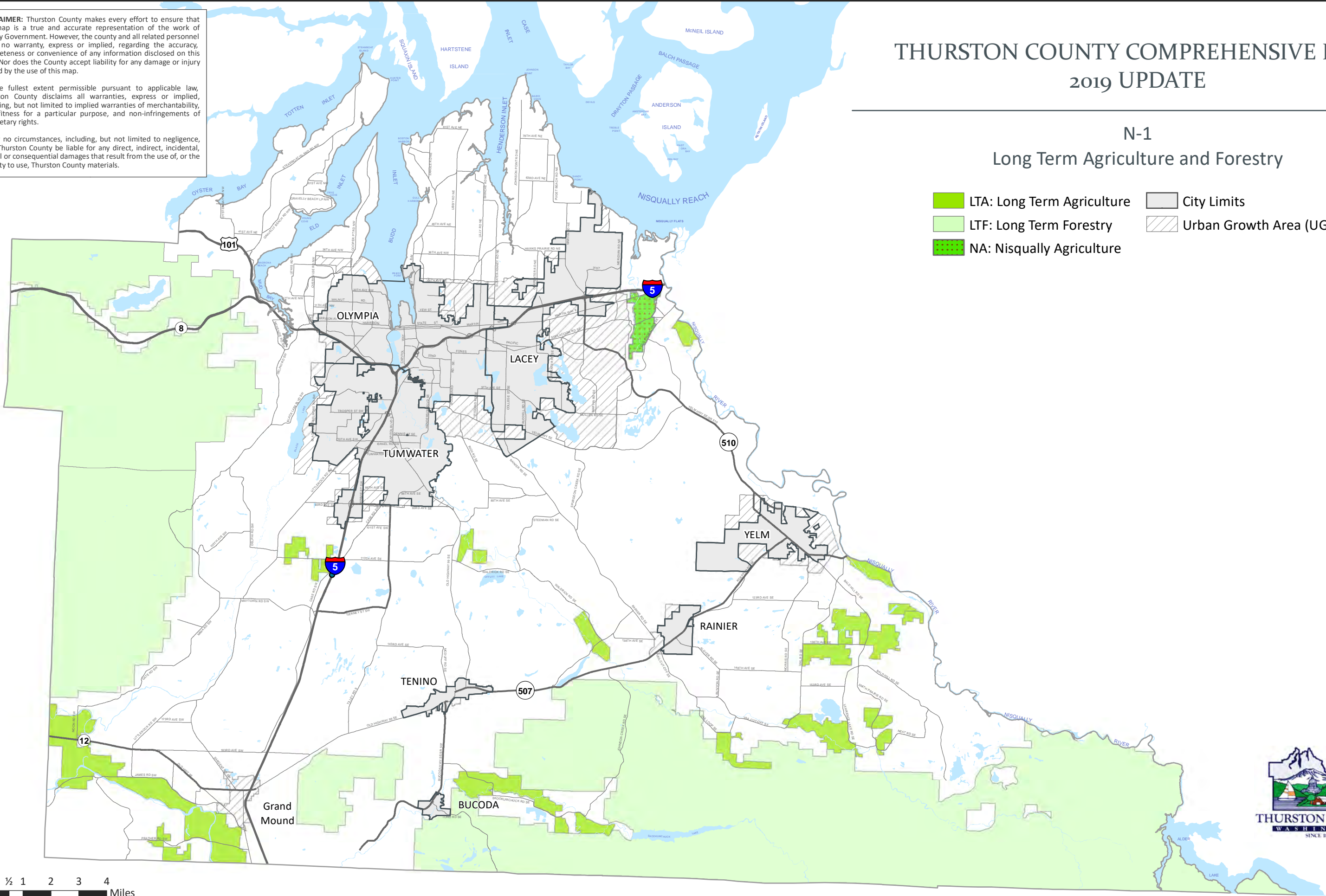
Under no circumstances, including, but not limited to negligence, shall Thurston County be liable for any direct, indirect, incidental, special or consequential damages that result from the use of, or the inability to use, Thurston County materials.

THURSTON COUNTY COMPREHENSIVE PLAN

2019 UPDATE

N-1 Long Term Agriculture and Forestry

-  LTA: Long Term Agriculture
-  LTF: Long Term Forestry
-  NA: Nisqually Agriculture
-  City Limits
-  Urban Growth Area (UGA)



0 1/2 1 2 3 4
Miles



DISCLAIMER: Thurston County makes every effort to ensure that this map is a true and accurate representation of the work of County Government. However, the county and all related personnel make no warranty, express or implied, regarding the accuracy, completeness or convenience of any information disclosed on this map. Nor does the County accept liability for any damage or injury caused by the use of this map.

To the fullest extent permissible pursuant to applicable law, Thurston County disclaims all warranties, express or implied, including, but not limited to implied warranties of merchantability, data fitness for a particular purpose, and non-infringements of proprietary rights.





Under no circumstances, including, but not limited to negligence, shall Thurston County be liable for any direct, indirect, incidental, special or consequential damages that result from the use of, or the inability to use, Thurston County materials.

THURSTON COUNTY COMPREHENSIVE PLAN

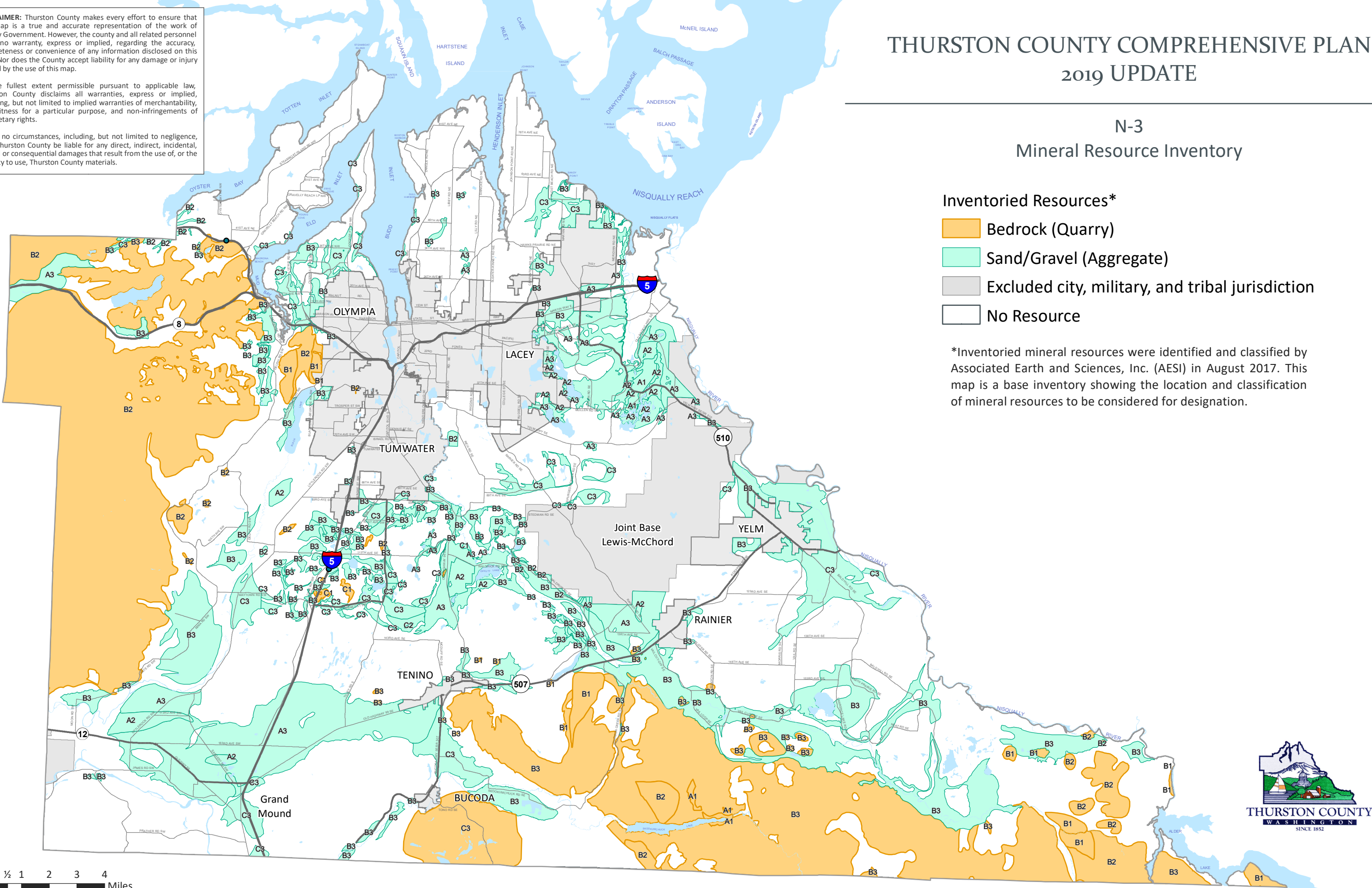
2019 UPDATE

N-3 Mineral Resource Inventory

Inventoried Resources*

-  Bedrock (Quarry)
-  Sand/Gravel (Aggregate)
-  Excluded city, military, and tribal jurisdiction
-  No Resource

*Inventoried mineral resources were identified and classified by Associated Earth and Sciences, Inc. (AESI) in August 2017. This map is a base inventory showing the location and classification of mineral resources to be considered for designation.



DISCLAIMER: Thurston County makes every effort to ensure that this map is a true and accurate representation of the work of County Government. However, the county and all related personnel make no warranty, express or implied, regarding the accuracy, completeness or convenience of any information disclosed on this map. Nor does the County accept liability for any damage or injury caused by the use of this map.

To the fullest extent permissible pursuant to applicable law, Thurston County disclaims all warranties, express or implied, including, but not limited to implied warranties of merchantability, data fitness for a particular purpose, and non-infringements of proprietary rights.

Under no circumstances, including, but not limited to negligence, shall Thurston County be liable for any direct, indirect, incidental, special or consequential damages that result from the use of, or the inability to use, Thurston County materials.

THURSTON COUNTY COMPREHENSIVE PLAN

2019 UPDATE

T-1 Federal Functional Classification

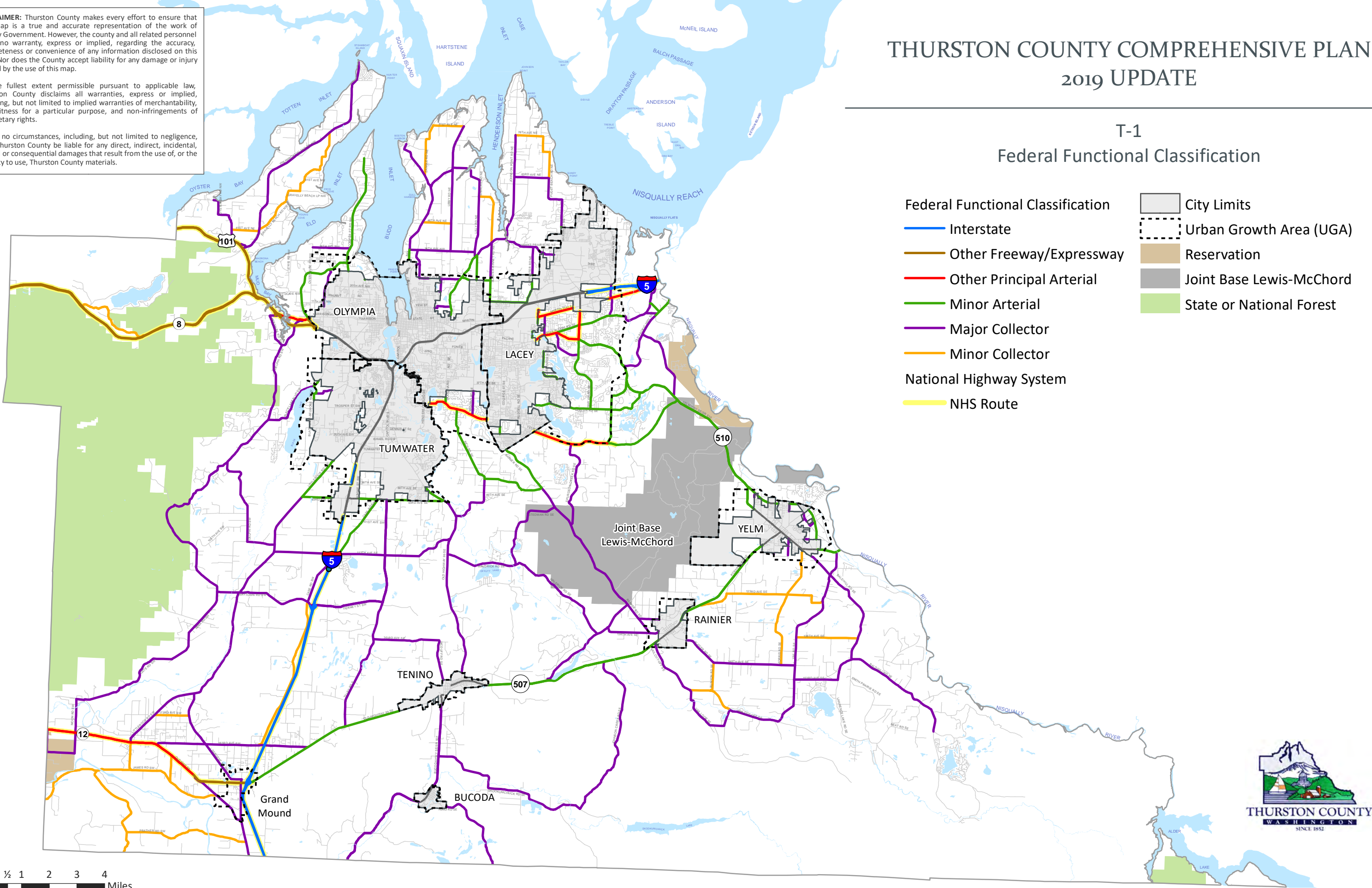
Federal Functional Classification

- Interstate
- Other Freeway/Expressway
- Other Principal Arterial
- Minor Arterial
- Major Collector
- Minor Collector

National Highway System

- NHS Route

- City Limits
- Urban Growth Area (UGA)
- Reservation
- Joint Base Lewis-McChord
- State or National Forest



DISCLAIMER: Thurston County makes every effort to ensure that this map is a true and accurate representation of the work of County Government. However, the county and all related personnel make no warranty, express or implied, regarding the accuracy, completeness or convenience of any information disclosed on this map. Nor does the County accept liability for any damage or injury caused by the use of this map.

To the fullest extent permissible pursuant to applicable law, Thurston County disclaims all warranties, express or implied, including, but not limited to implied warranties of merchantability, data fitness for a particular purpose, and non-infringements of proprietary rights.

Under no circumstances, including, but not limited to negligence, shall Thurston County be liable for any direct, indirect, incidental, special or consequential damages that result from the use of, or the inability to use, Thurston County materials.

THURSTON COUNTY COMPREHENSIVE PLAN

2019 UPDATE

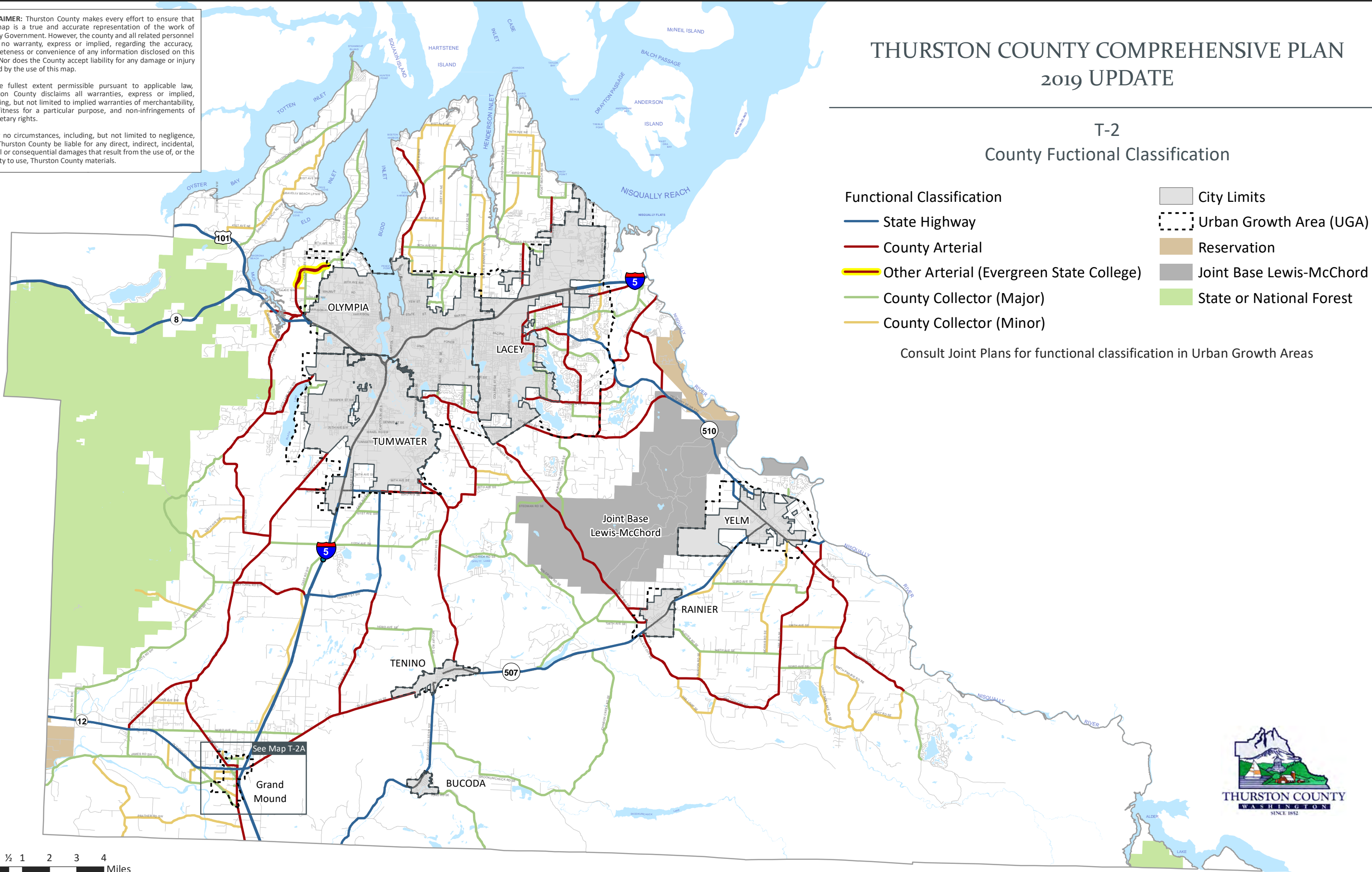
T-2 County Fuctional Classification

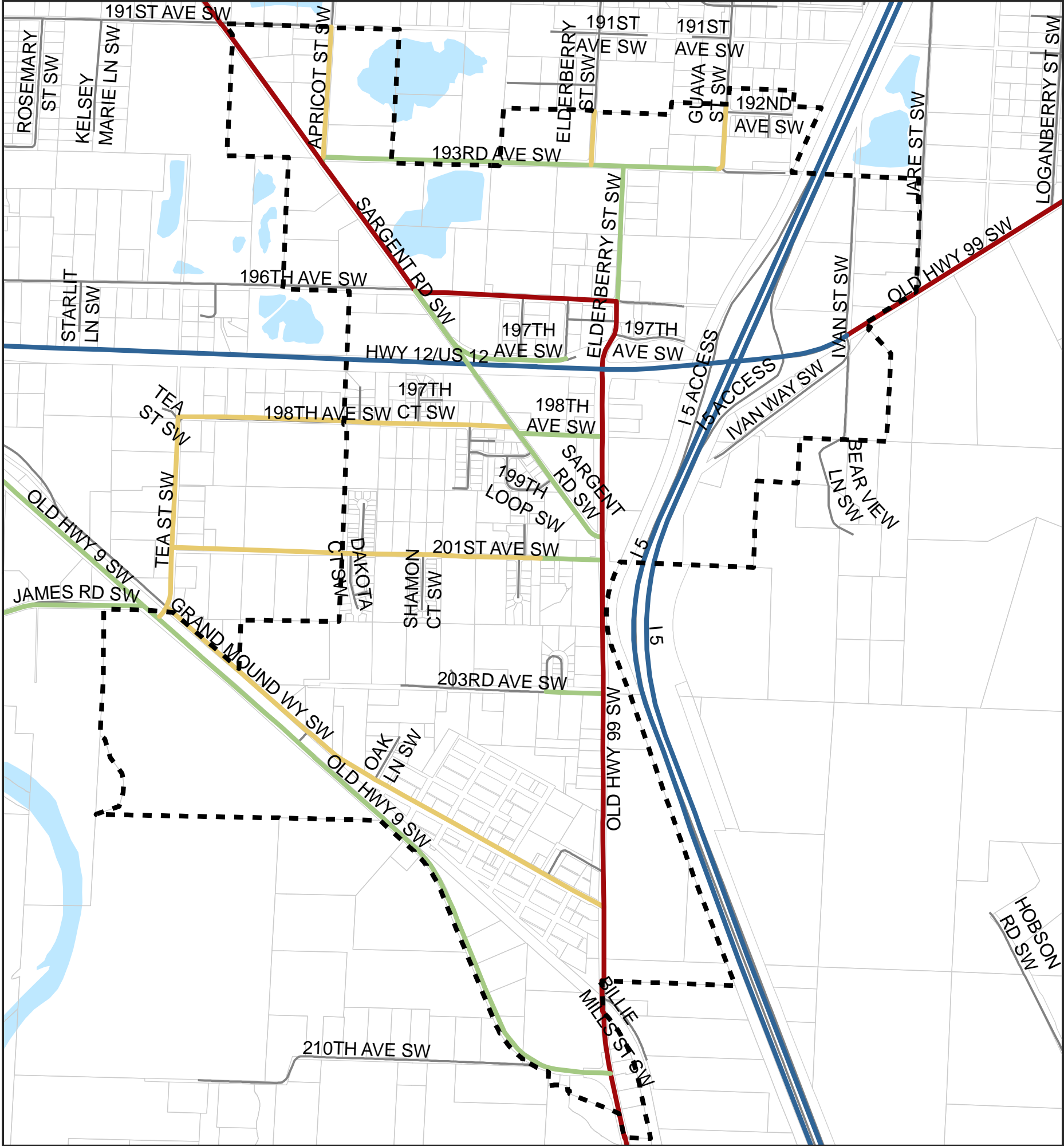
Functional Classification

- State Highway
- County Arterial
- Other Arterial (Evergreen State College)
- County Collector (Major)
- County Collector (Minor)

- City Limits
- Urban Growth Area (UGA)
- Reservation
- Joint Base Lewis-McChord
- State or National Forest

Consult Joint Plans for functional classification in Urban Growth Areas





THURSTON COUNTY COMPREHENSIVE PLAN

2019 UPDATE

T-2(a) Grand Mound Fuctional Classification

Functional Classification

- State Highway
- County Arterial
- County Collector (Major)
- County Collector (Minor)



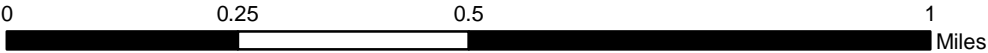
Urban Growth Area (UGA)

- Roads
- Parcels

DISCLAIMER: Thurston County makes every effort to ensure that this map is a true and accurate representation of the work of County Government. However, the county and all related personnel make no warranty, express or implied, regarding the accuracy, completeness or convenience of any information disclosed on this map. Nor does the County accept liability for any damage or injury caused by the use of this map.

To the fullest extent permissible pursuant to applicable law, Thurston County disclaims all warranties, express or implied, including, but not limited to implied warranties of merchantability, data fitness for a particular purpose, and non-infringements of proprietary rights.

Under no circumstances, including, but not limited to negligence, shall Thurston County be liable for any direct, indirect, incidental, special or consequential damages that result from the use of, or the inability to use, Thurston County materials.



DISCLAIMER: Thurston County makes every effort to ensure that this map is a true and accurate representation of the work of County Government. However, the county and all related personnel make no warranty, express or implied, regarding the accuracy, completeness or convenience of any information disclosed on this map. Nor does the County accept liability for any damage or injury caused by the use of this map.

To the fullest extent permissible pursuant to applicable law, Thurston County disclaims all warranties, express or implied, including, but not limited to implied warranties of merchantability, data fitness for a particular purpose, and non-infringements of proprietary rights.

Under no circumstances, including, but not limited to negligence, shall Thurston County be liable for any direct, indirect, incidental, special or consequential damages that result from the use of, or the inability to use, Thurston County materials.

THURSTON COUNTY COMPREHENSIVE PLAN

2019 UPDATE

T-3 Transit Routes

Intercity Transit Routes

- 15 Minute Headway
- 20 Minute or Longer Headway
- Express Route to Pierce County
- Rural and Tribal Transportation
- RT Route

Transit Points

- Transit Center
- Rail Station
- Park and Ride

- Public Transportation Benefit Area
- City Limits
- Urban Growth Area (UGA)
- Reservation
- Joint Base Lewis-McChord
- State or National Forest

Mason Transit provides service between Shelton and Olympia, and Grays Harbor Transit provides service between its major cities and Olympia.

Intercity Transit provides express service between Olympia/Lacey and Lakewood/Tacoma. Service to Seattle is provided in cooperation with Sound Transit.

Intercity Transit provides door-to-door, complementary paratransit service in compliance with the provisions of the Americans with Disabilities Act. This service is provided up to ¾ mile of a fixed-route in the Lacey, Olympia and Tumwater areas and up to 1½ miles of the Centennial Station/Downtown Yelm Route.

Rural & Tribal Transportation provides door-to-door, complementary paratransit service within ¾ mile of a fixed route, in compliance with provisions of the Americans with Disabilities Act.

Routes are accurate as of May 2017. Consult with Intercity Transit (www.intercitytransit.com) and Rural & Tribal Transportation (www.trpc.org/325) for the latest routes.

RT connects with Twin Transit in Centralia and Intercity Transit in Tumwater.



DISCLAIMER: Thurston County makes every effort to ensure that this map is a true and accurate representation of the work of County Government. However, the county and all related personnel make no warranty, express or implied, regarding the accuracy, completeness or convenience of any information disclosed on this map. Nor does the County accept liability for any damage or injury caused by the use of this map.

To the fullest extent permissible pursuant to applicable law, Thurston County disclaims all warranties, express or implied, including, but not limited to implied warranties of merchantability, data fitness for a particular purpose, and non-infringements of proprietary rights.


Under no circumstances, including, but not limited to negligence, shall Thurston County be liable for any direct, indirect, incidental, special or consequential damages that result from the use of, or the inability to use, Thurston County materials.


THURSTON COUNTY COMPREHENSIVE PLAN


2019 UPDATE


T-4



Existing and Planned Bicycle and Multiuse Trail Facilities


-  Paved


 Planned


 Bike Lane*


 Wide Shoulder*

 Planned Improvements
-  City Limits

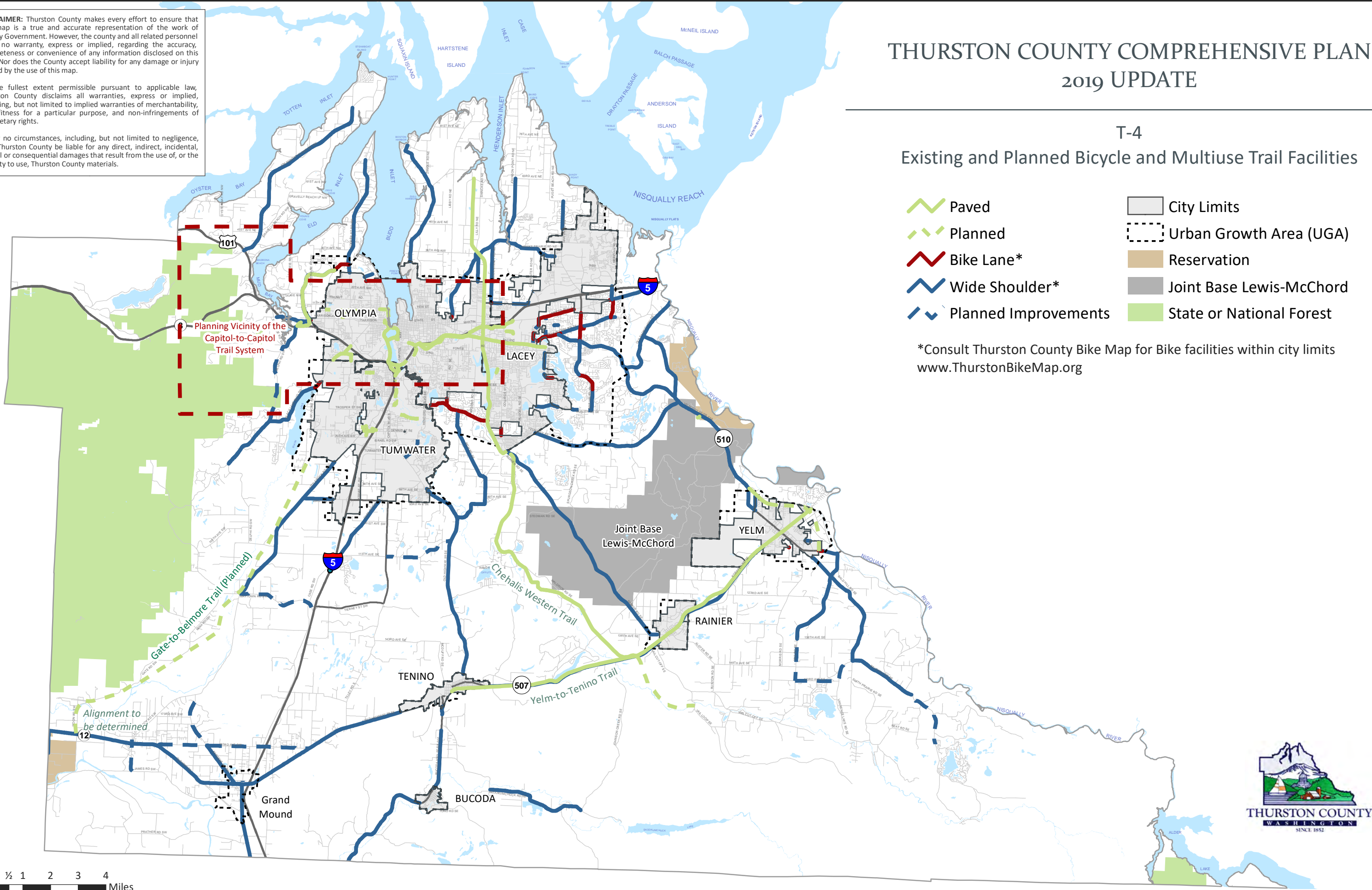
 Urban Growth Area (UGA)

 Reservation

 Joint Base Lewis-McChord

 State or National Forest

*Consult Thurston County Bike Map for Bike facilities within city limits
www.ThurstonBikeMap.org



DISCLAIMER: Thurston County makes every effort to ensure that this map is a true and accurate representation of the work of County Government. However, the county and all related personnel make no warranty, express or implied, regarding the accuracy, completeness or convenience of any information disclosed on this map. Nor does the County accept liability for any damage or injury caused by the use of this map.

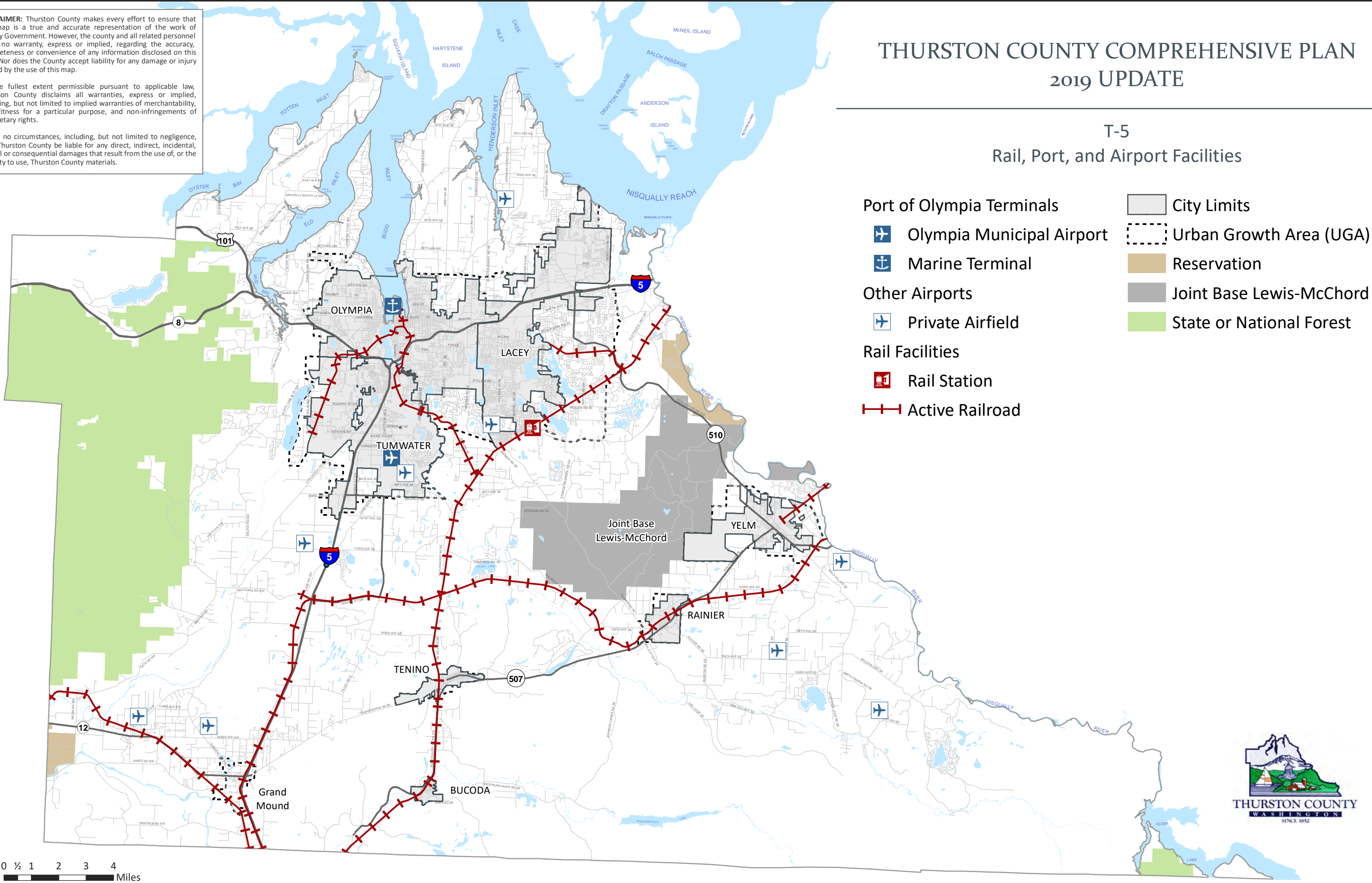
To the fullest extent permissible pursuant to applicable law, Thurston County disclaims all warranties, express or implied, including, but not limited to implied warranties of merchantability, data fitness for a particular purpose, and non-infringements of proprietary rights.

Under no circumstances, including, but not limited to negligence, shall Thurston County be liable for any direct, indirect, incidental, special or consequential damages that result from the use of, or the inability to use, Thurston County materials.

THURSTON COUNTY COMPREHENSIVE PLAN

2019 UPDATE

T-5 Rail, Port, and Airport Facilities



DISCLAIMER: Thurston County makes every effort to ensure that this map is a true and accurate representation of the work of County Government. However, the county and all related personnel make no warranty, express or implied, regarding the accuracy, completeness or convenience of any information disclosed on this map. Nor does the County accept liability for any damage or injury caused by the use of this map.

To the fullest extent permissible pursuant to applicable law, Thurston County disclaims all warranties, express or implied, including, but not limited to implied warranties of merchantability, data fitness for a particular purpose, and non-infringements of proprietary rights.

Under no circumstances, including, but not limited to negligence, shall Thurston County be liable for any direct, indirect, incidental, special or consequential damages that result from the use of, or the inability to use, Thurston County materials.

THURSTON COUNTY COMPREHENSIVE PLAN

2019 UPDATE

T-6 2015 Modeled Traffic Volumes

Vehicles per Hour*

Less than 100

101 - 500

501 - 1,000

1,001 - 2,000

More than 2,000

City Limits

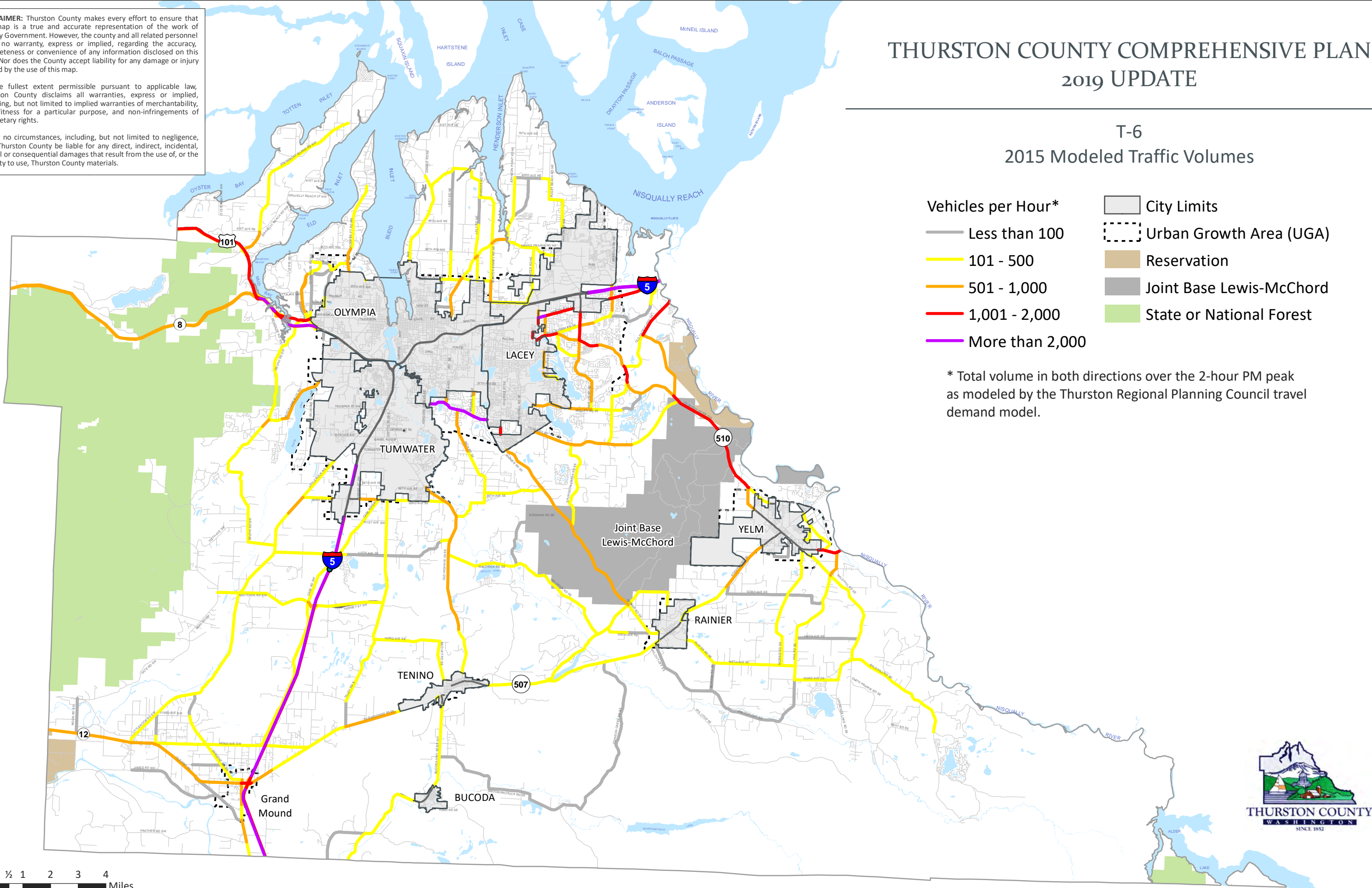
Urban Growth Area (UGA)

Reservation

Joint Base Lewis-McChord

State or National Forest

* Total volume in both directions over the 2-hour PM peak as modeled by the Thurston Regional Planning Council travel demand model.



DISCLAIMER: Thurston County makes every effort to ensure that this map is a true and accurate representation of the work of County Government. However, the county and all related personnel make no warranty, express or implied, regarding the accuracy, completeness or convenience of any information disclosed on this map. Nor does the County accept liability for any damage or injury caused by the use of this map.

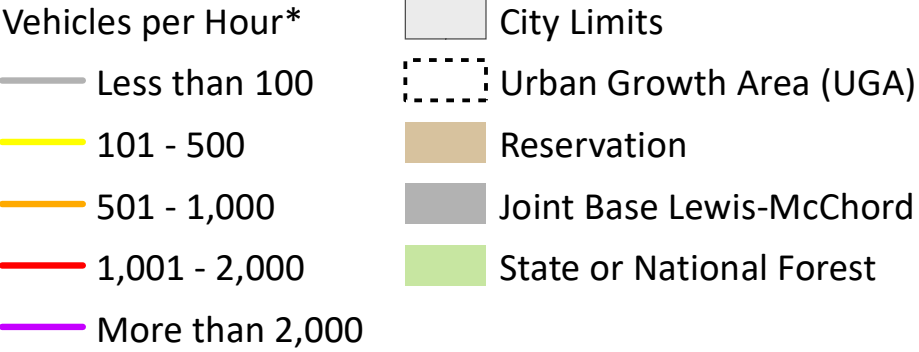
To the fullest extent permissible pursuant to applicable law, Thurston County disclaims all warranties, express or implied, including, but not limited to implied warranties of merchantability, data fitness for a particular purpose, and non-infringements of proprietary rights.

Under no circumstances, including, but not limited to negligence, shall Thurston County be liable for any direct, indirect, incidental, special or consequential damages that result from the use of, or the inability to use, Thurston County materials.

THURSTON COUNTY COMPREHENSIVE PLAN

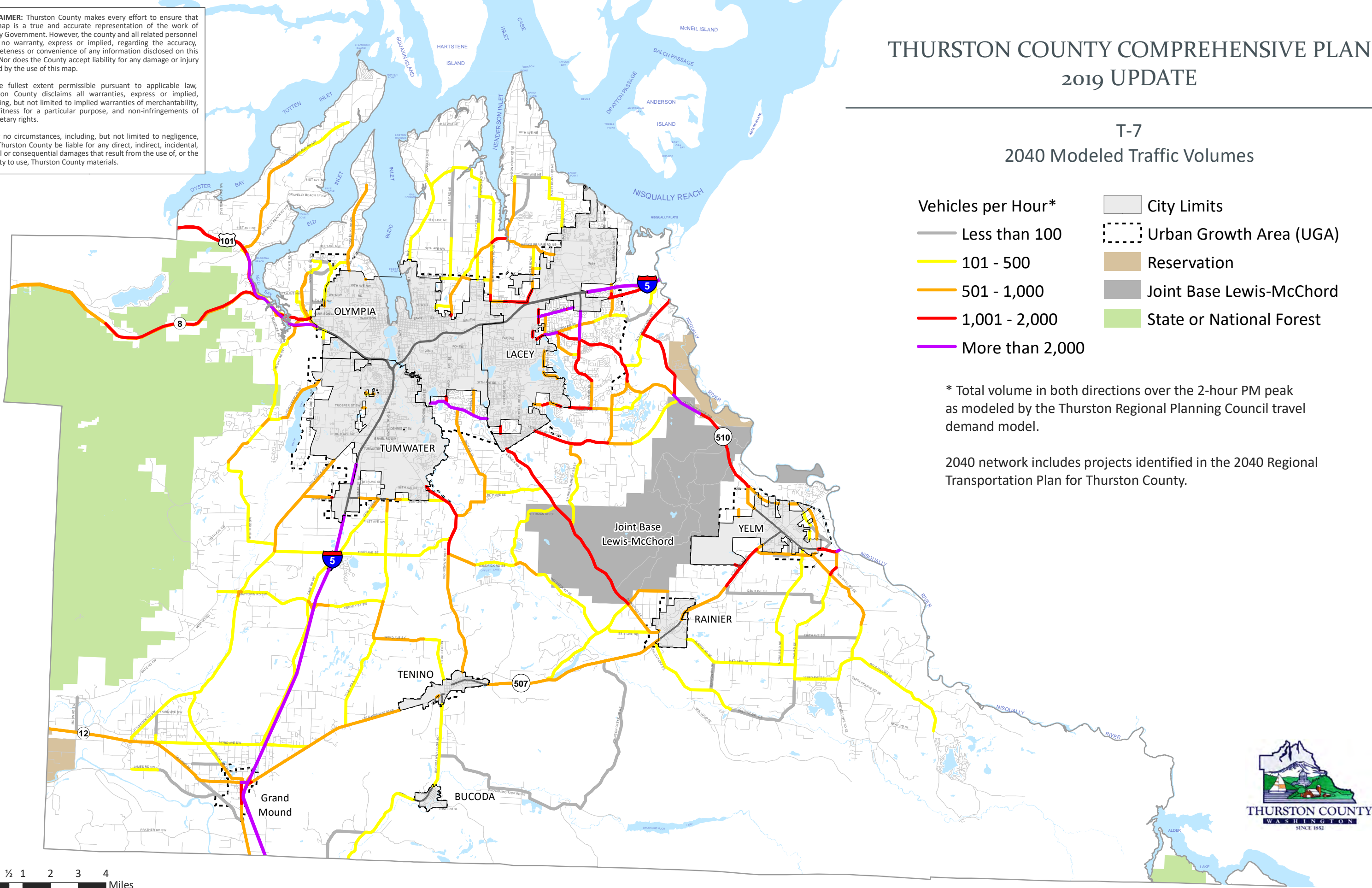
2019 UPDATE

T-7 2040 Modeled Traffic Volumes



* Total volume in both directions over the 2-hour PM peak as modeled by the Thurston Regional Planning Council travel demand model.

2040 network includes projects identified in the 2040 Regional Transportation Plan for Thurston County.



DISCLAIMER: Thurston County makes every effort to ensure that this map is a true and accurate representation of the work of County Government. However, the county and all related personnel make no warranty, express or implied, regarding the accuracy, completeness or convenience of any information disclosed on this map. Nor does the County accept liability for any damage or injury caused by the use of this map.

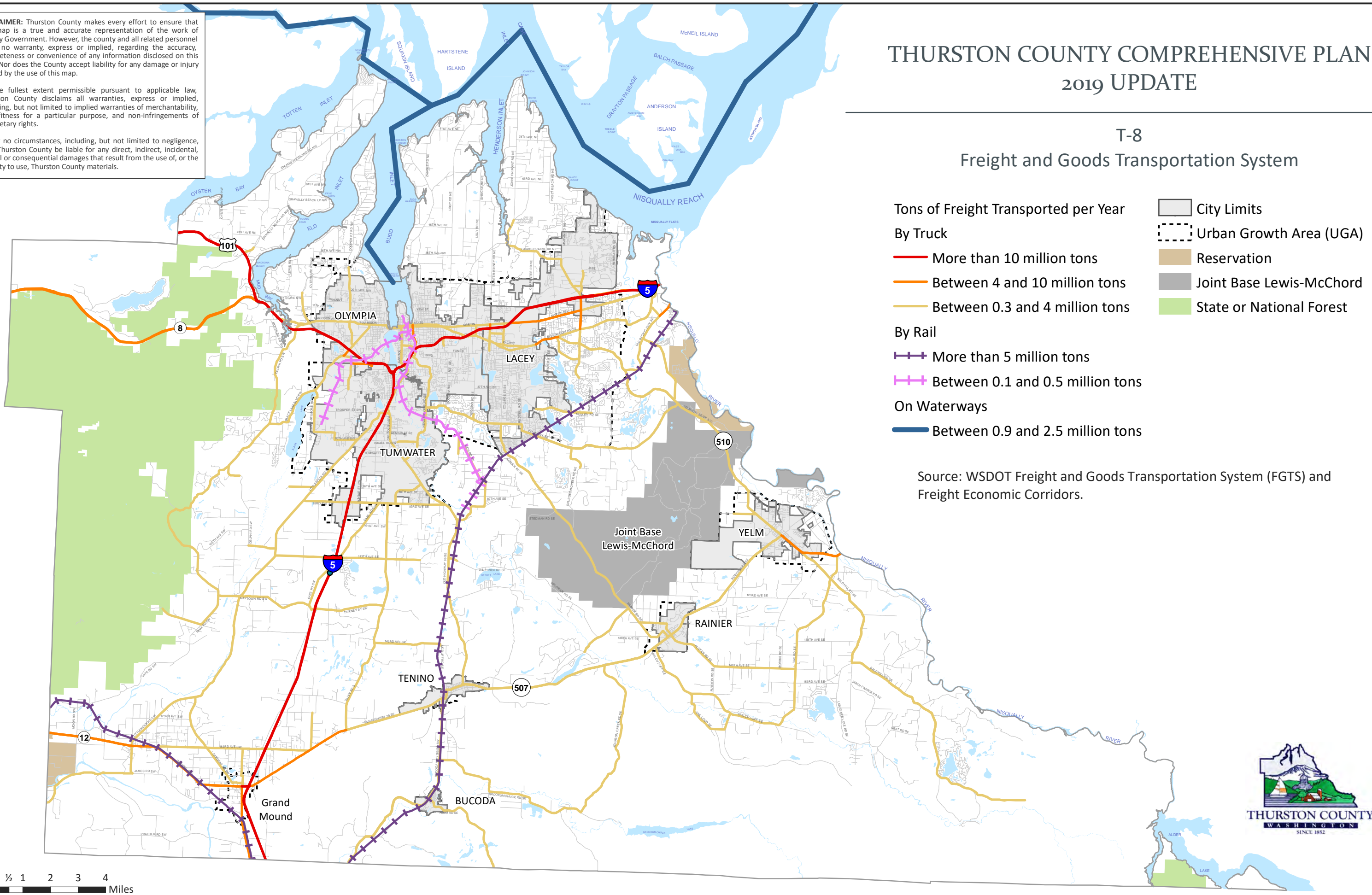
To the fullest extent permissible pursuant to applicable law, Thurston County disclaims all warranties, express or implied, including, but not limited to implied warranties of merchantability, data fitness for a particular purpose, and non-infringements of proprietary rights.

Under no circumstances, including, but not limited to negligence, shall Thurston County be liable for any direct, indirect, incidental, special or consequential damages that result from the use of, or the inability to use, Thurston County materials.

THURSTON COUNTY COMPREHENSIVE PLAN

2019 UPDATE

T-8 Freight and Goods Transportation System



0 1/2 1 2 3 4
Miles



DISCLAIMER: Thurston County makes every effort to ensure that this map is a true and accurate representation of the work of County Government. However, the county and all related personnel make no warranty, express or implied, regarding the accuracy, completeness or convenience of any information disclosed on this map. Nor does the County accept liability for any damage or injury caused by the use of this map.

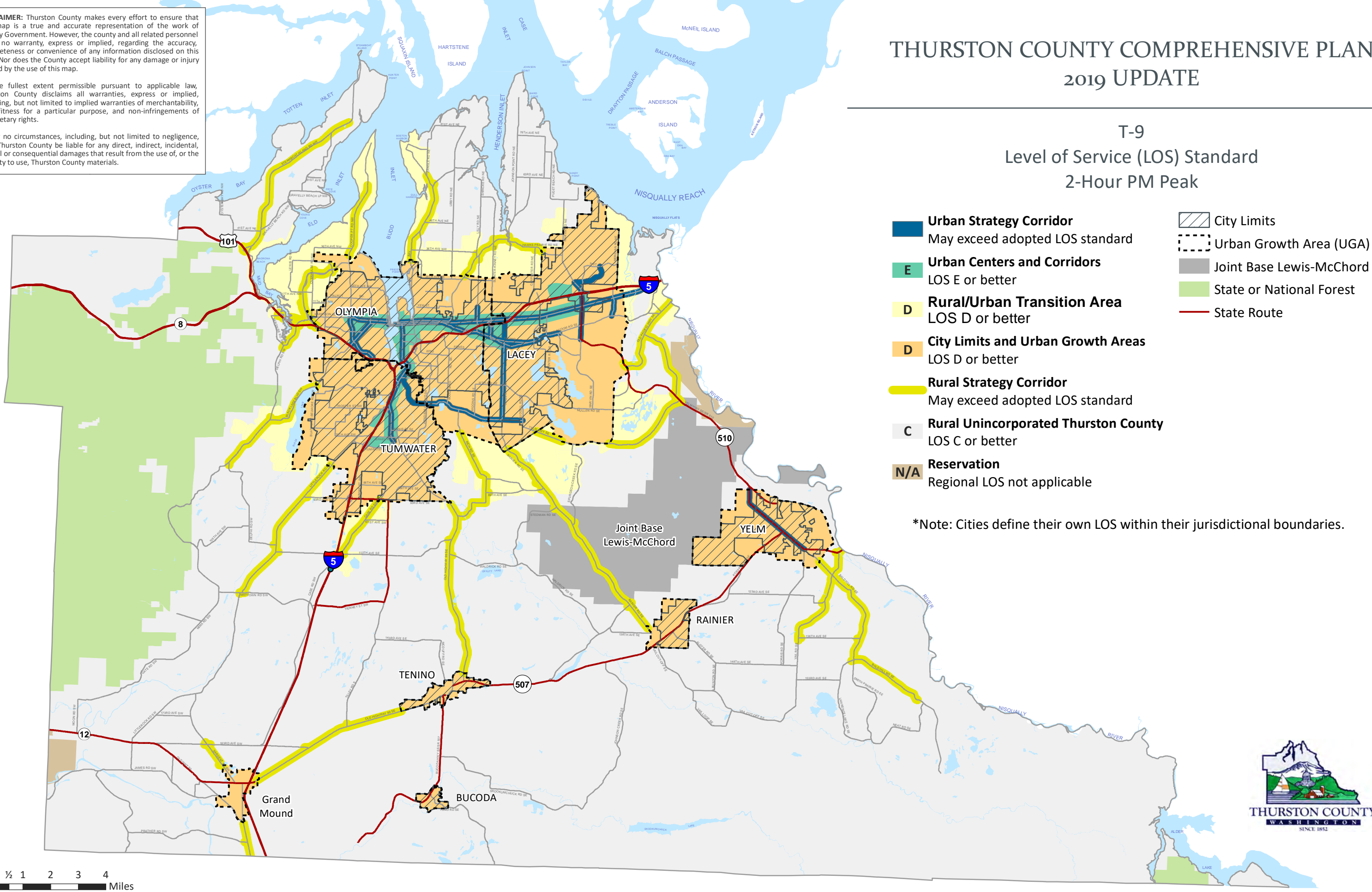
To the fullest extent permissible pursuant to applicable law, Thurston County disclaims all warranties, express or implied, including, but not limited to implied warranties of merchantability, data fitness for a particular purpose, and non-infringements of proprietary rights.

Under no circumstances, including, but not limited to negligence, shall Thurston County be liable for any direct, indirect, incidental, special or consequential damages that result from the use of, or the inability to use, Thurston County materials.

THURSTON COUNTY COMPREHENSIVE PLAN

2019 UPDATE

T-9 Level of Service (LOS) Standard 2-Hour PM Peak



0 1/2 1 2 3 4
Miles



DISCLAIMER: Thurston County makes every effort to ensure that this map is a true and accurate representation of the work of County Government. However, the county and all related personnel make no warranty, express or implied, regarding the accuracy, completeness or convenience of any information disclosed on this map. Nor does the County accept liability for any damage or injury caused by the use of this map.

To the fullest extent permissible pursuant to applicable law, Thurston County disclaims all warranties, express or implied, including, but not limited to implied warranties of merchantability, data fitness for a particular purpose, and non-infringements of proprietary rights.

Under no circumstances, including, but not limited to negligence, shall Thurston County be liable for any direct, indirect, incidental, special or consequential damages that result from the use of, or the inability to use, Thurston County materials.

THURSTON COUNTY COMPREHENSIVE PLAN

2019 UPDATE

T-10 Level of Service (LOS) 2040 Projections

- Routes Projected to Exceed LOS Standard

LOS Standard D

LOS Standard C

State Highways
- City Limits

Urban Growth Area (UGA)

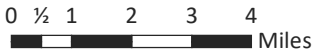
Reservation

Joint Base Lewis-McChord

State or National Forest

* Level of Service (LOS) over the 2-hour PM peak as modeled by the Thurston Regional Planning Council travel demand model. Only routes in unincorporated Thurston County are shown.

2040 network includes projects identified in the 2040 Regional Transportation Plan for Thurston County.



DISCLAIMER: Thurston County makes every effort to ensure that this map is a true and accurate representation of the work of County Government. However, the county and all related personnel make no warranty, express or implied, regarding the accuracy, completeness or convenience of any information disclosed on this map. Nor does the County accept liability for any damage or injury caused by the use of this map.






To the fullest extent permissible pursuant to applicable law, Thurston County disclaims all warranties, express or implied, including, but not limited to implied warranties of merchantability, data fitness for a particular purpose, and non-infringements of proprietary rights.

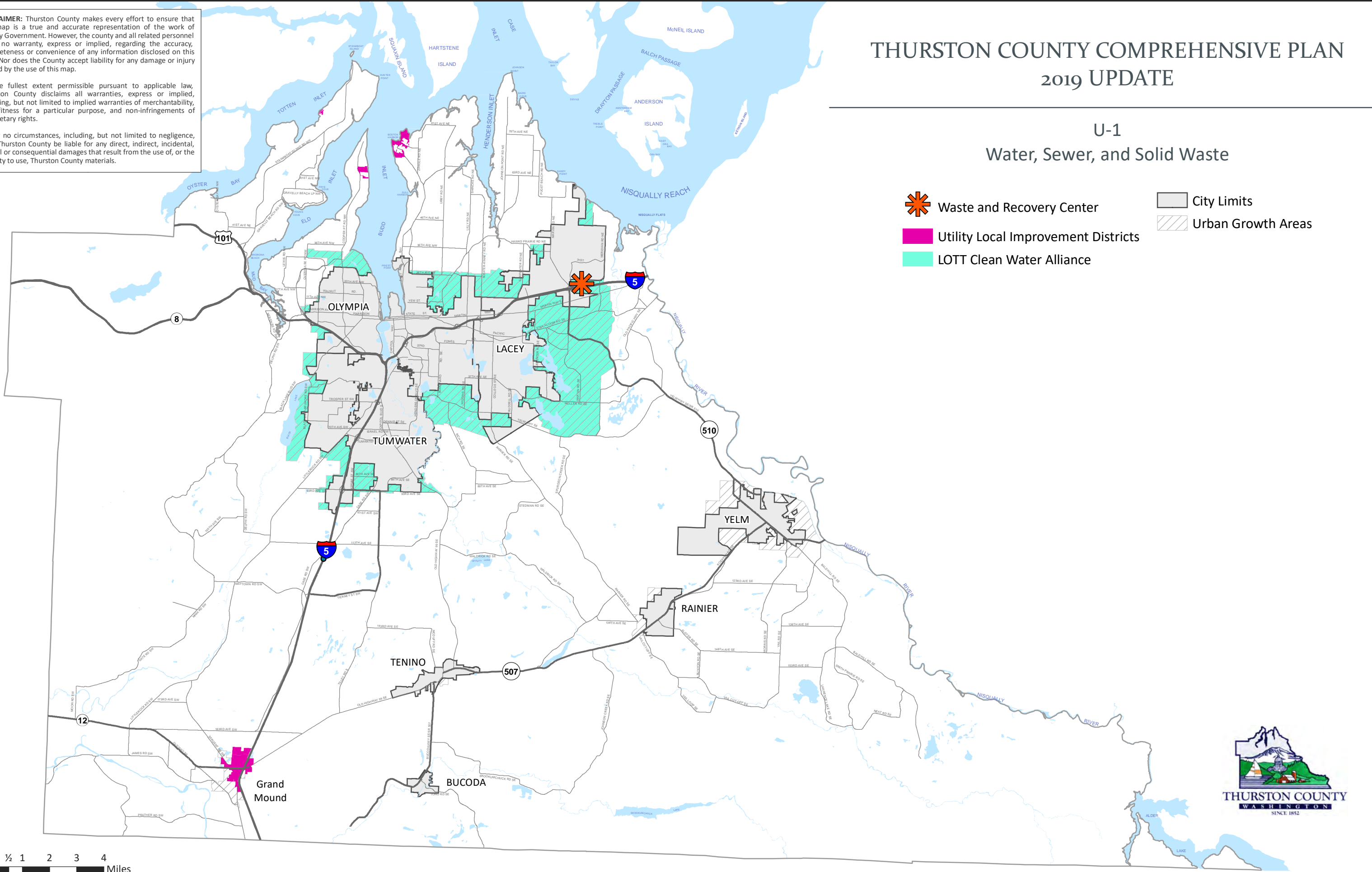
Under no circumstances, including, but not limited to negligence, shall Thurston County be liable for any direct, indirect, incidental, special or consequential damages that result from the use of, or the inability to use, Thurston County materials.

THURSTON COUNTY COMPREHENSIVE PLAN

2019 UPDATE

U-1 Water, Sewer, and Solid Waste

-  Waste and Recovery Center
-  Utility Local Improvement Districts
-  LOTT Clean Water Alliance
-  City Limits
-  Urban Growth Areas



DISCLAIMER: Thurston County makes every effort to ensure that this map is a true and accurate representation of the work of County Government. However, the county and all related personnel make no warranty, express or implied, regarding the accuracy, completeness or convenience of any information disclosed on this map. Nor does the County accept liability for any damage or injury caused by the use of this map.

To the fullest extent permissible pursuant to applicable law, Thurston County disclaims all warranties, express or implied, including, but not limited to implied warranties of merchantability, data fitness for a particular purpose, and non-infringements of proprietary rights.

Under no circumstances, including, but not limited to negligence, shall Thurston County be liable for any direct, indirect, incidental, special or consequential damages that result from the use of, or the inability to use, Thurston County materials.

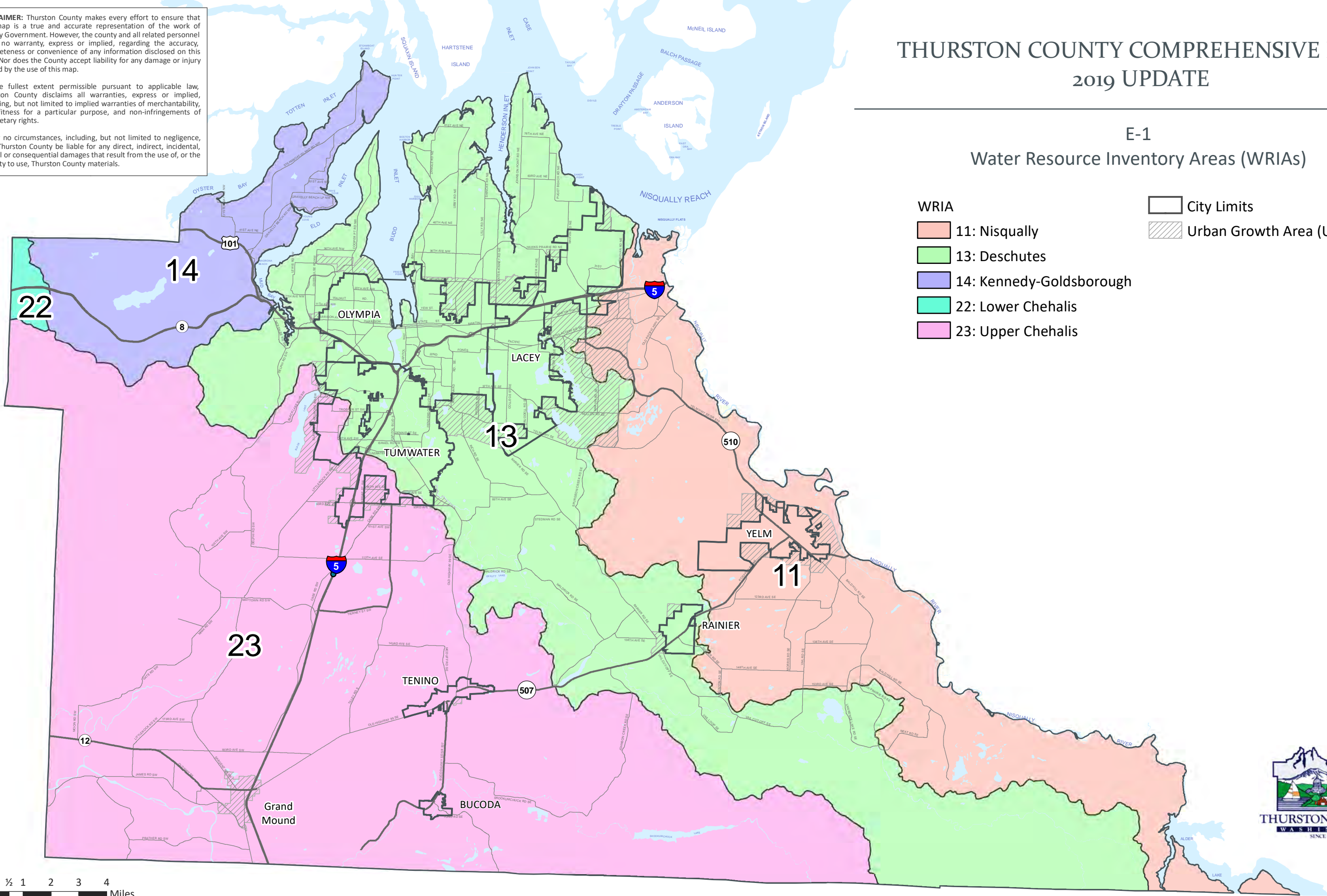
THURSTON COUNTY COMPREHENSIVE PLAN

2019 UPDATE

E-1

Water Resource Inventory Areas (WRIAs)

- WRIA
- 11: Nisqually
 - 13: Deschutes
 - 14: Kennedy-Goldsborough
 - 22: Lower Chehalis
 - 23: Upper Chehalis
- City Limits
- Urban Growth Area (UGA)



DISCLAIMER: Thurston County makes every effort to ensure that this map is a true and accurate representation of the work of County Government. However, the county and all related personnel make no warranty, express or implied, regarding the accuracy, completeness or convenience of any information disclosed on this map. Nor does the County accept liability for any damage or injury caused by the use of this map.

To the fullest extent permissible pursuant to applicable law, Thurston County disclaims all warranties, express or implied, including, but not limited to implied warranties of merchantability, data fitness for a particular purpose, and non-infringements of proprietary rights.

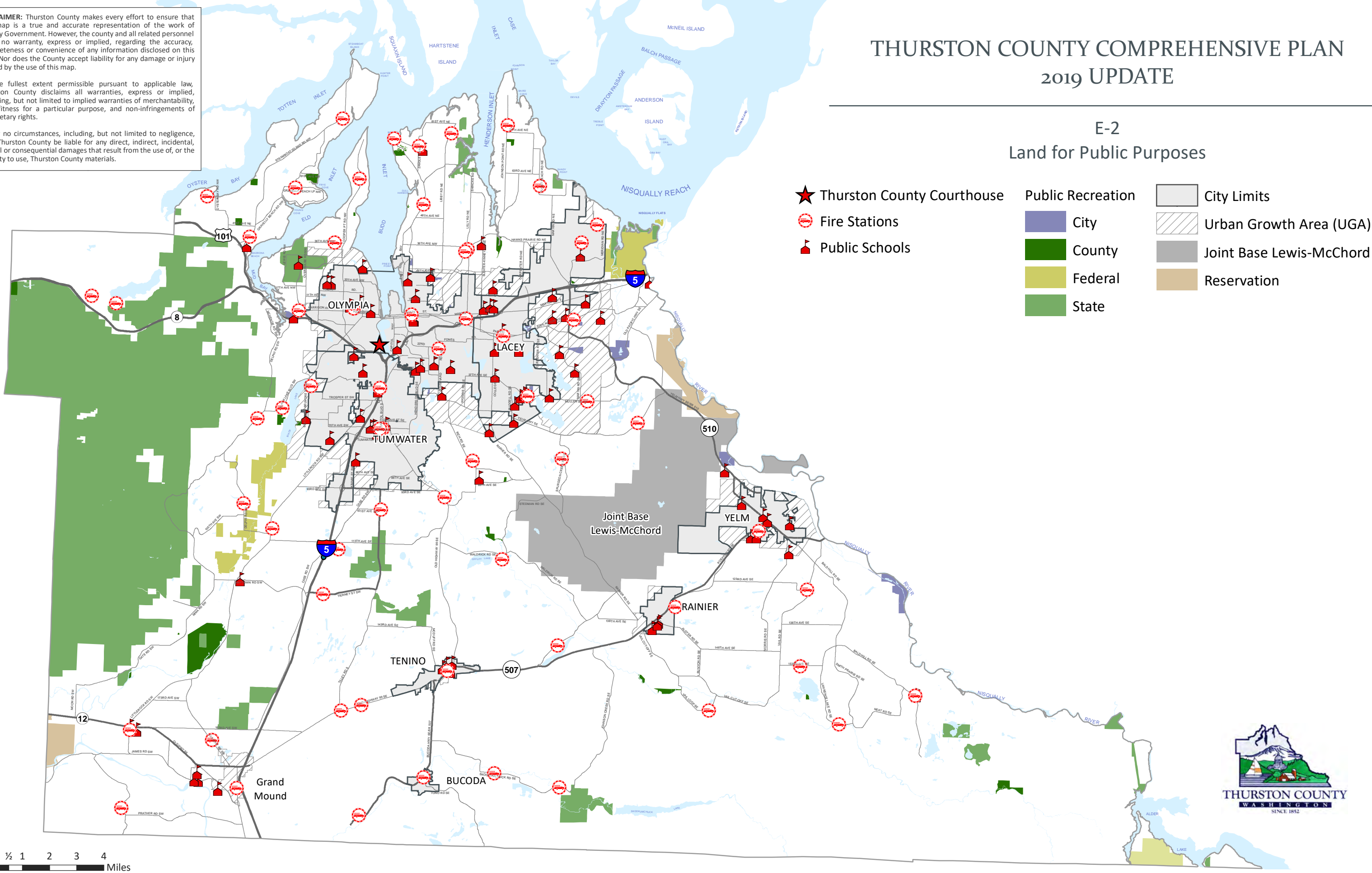
Under no circumstances, including, but not limited to negligence, shall Thurston County be liable for any direct, indirect, incidental, special or consequential damages that result from the use of, or the inability to use, Thurston County materials.

THURSTON COUNTY COMPREHENSIVE PLAN

2019 UPDATE

E-2

Land for Public Purposes



DISCLAIMER: Thurston County makes every effort to ensure that this map is a true and accurate representation of the work of County Government. However, the county and all related personnel make no warranty, express or implied, regarding the accuracy, completeness or convenience of any information disclosed on this map. Nor does the County accept liability for any damage or injury caused by the use of this map.

To the fullest extent permissible pursuant to applicable law, Thurston County disclaims all warranties, express or implied, including, but not limited to implied warranties of merchantability, data fitness for a particular purpose, and non-infringements of proprietary rights.

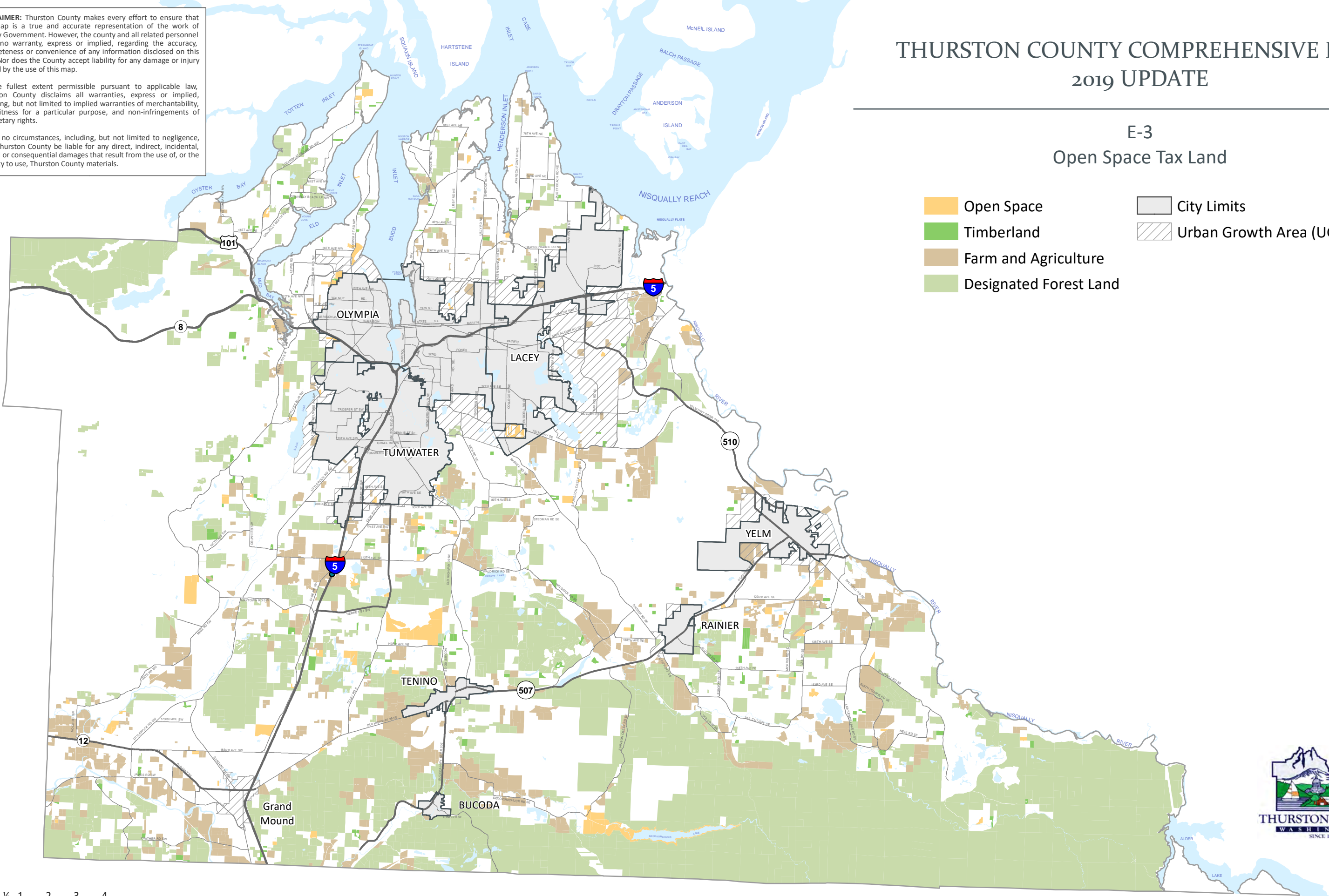
Under no circumstances, including, but not limited to negligence, shall Thurston County be liable for any direct, indirect, incidental, special or consequential damages that result from the use of, or the inability to use, Thurston County materials.

THURSTON COUNTY COMPREHENSIVE PLAN

2019 UPDATE

E-3 Open Space Tax Land

- Open Space
- Timberland
- Farm and Agriculture
- Designated Forest Land
- City Limits
- Urban Growth Area (UGA)



DISCLAIMER: Thurston County makes every effort to ensure that this map is a true and accurate representation of the work of County Government. However, the county and all related personnel make no warranty, express or implied, regarding the accuracy, completeness or convenience of any information disclosed on this map. Nor does the County accept liability for any damage or injury caused by the use of this map.

To the fullest extent permissible pursuant to applicable law, Thurston County disclaims all warranties, express or implied, including, but not limited to implied warranties of merchantability, data fitness for a particular purpose, and non-infringements of proprietary rights.

Under no circumstances, including, but not limited to negligence, shall Thurston County be liable for any direct, indirect, incidental, special or consequential damages that result from the use of, or the inability to use, Thurston County materials.

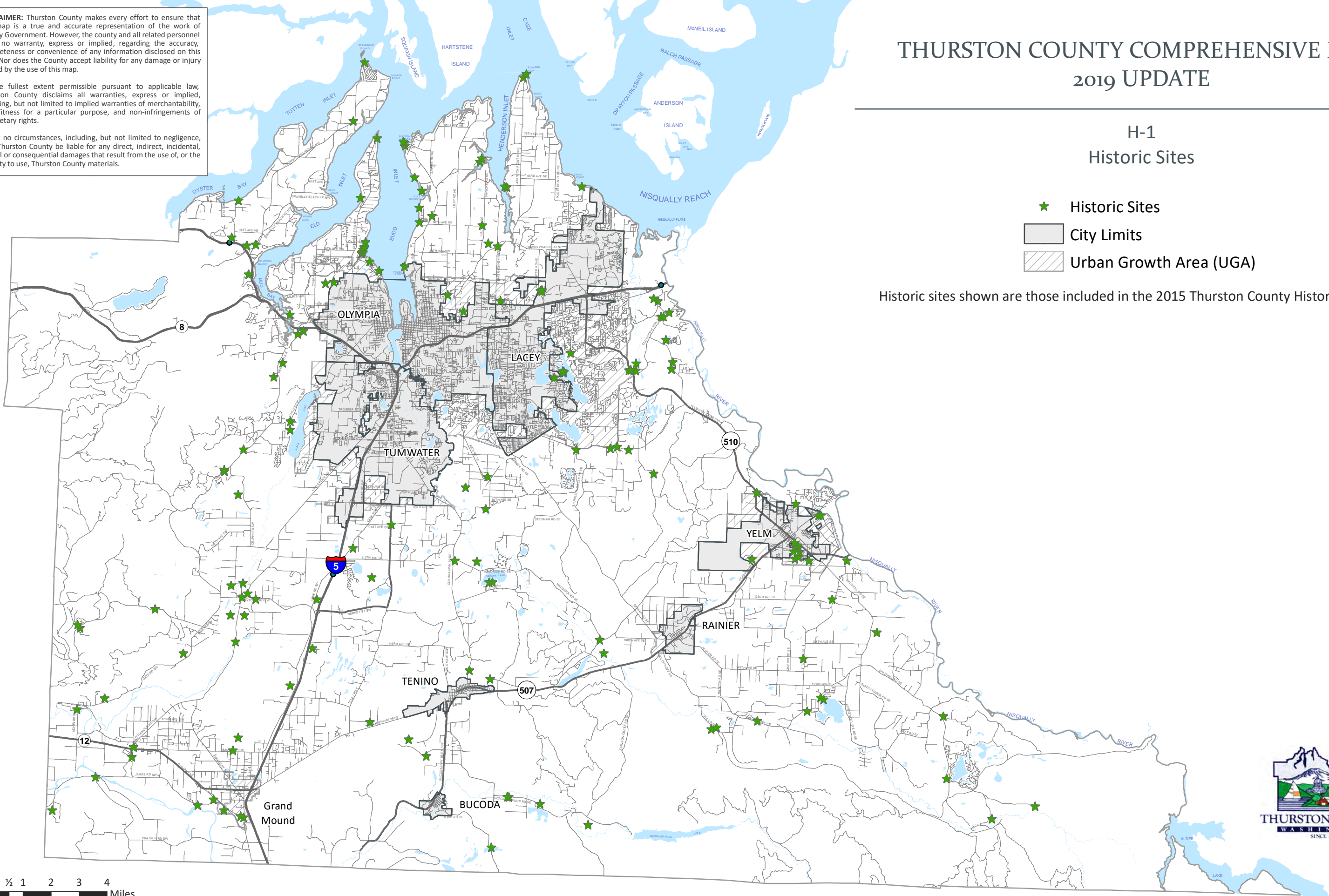
THURSTON COUNTY COMPREHENSIVE PLAN

2019 UPDATE

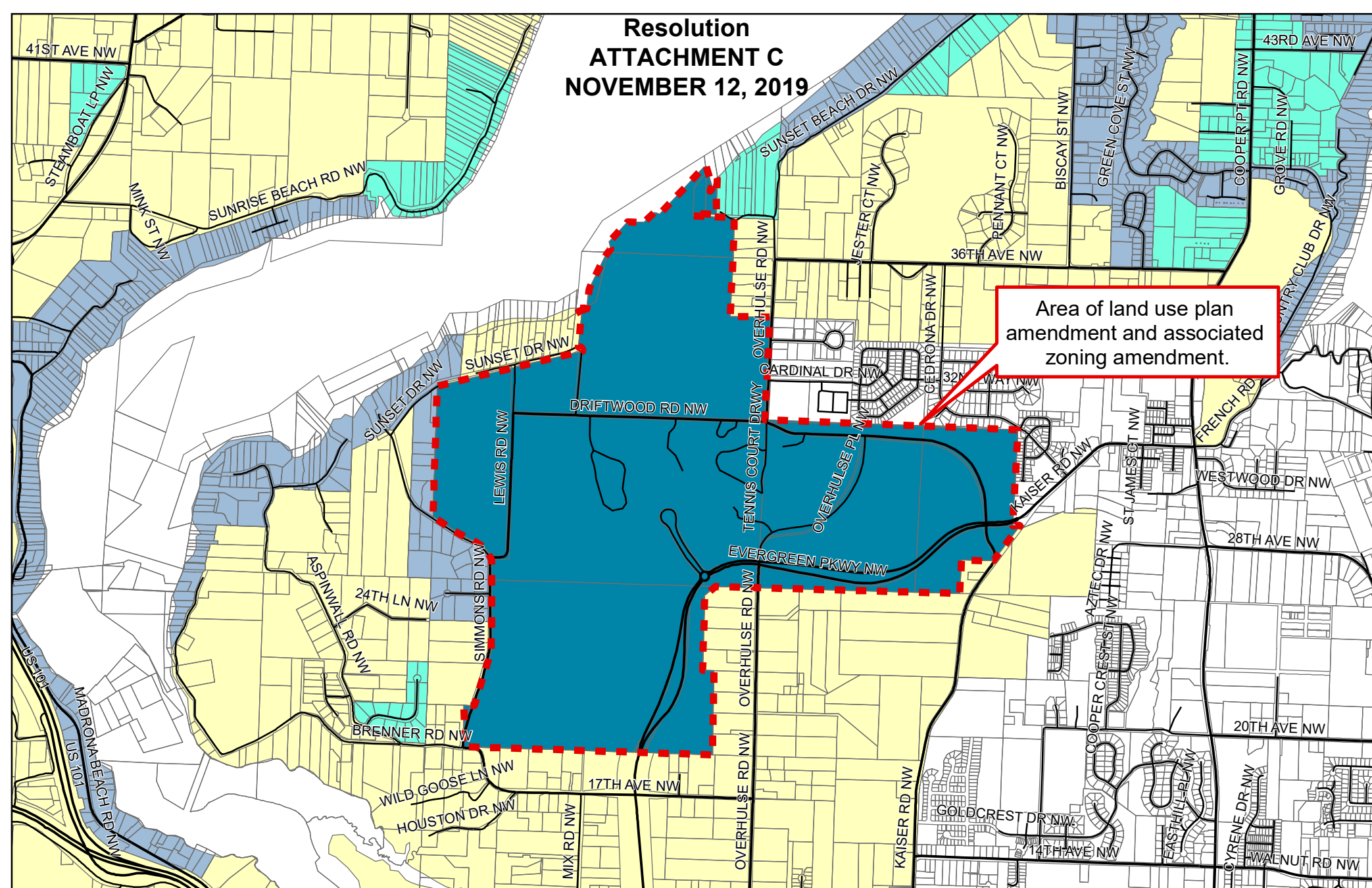
H-1 Historic Sites

- ★ Historic Sites
- City Limits
- Urban Growth Area (UGA)

Historic sites shown are those included in the 2015 Thurston County Historic Register.



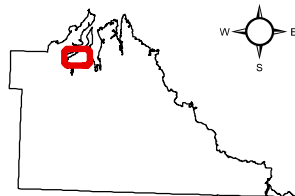
**Resolution
ATTACHMENT C
NOVEMBER 12, 2019**



Land Use and Associated Zoning Amendment
The Evergreen State College

Amendment: From Rural Residential Resource One Unit per Five Acres (RRR1/5, 20.09A TCC) to Major Educational Institution (MEI, 20.64 TCC)

Project Info: +/- 999 acres



- MEI
Major Educational Institution
- RL 1/1
Residential LAMIRD - 1 Unit Per 1 Acre
- RL 1/2
Residential LAMIRD - 1 Unit Per 2 Acres
- RRR 1/5
Rural Residential/Resource - 1 Unit Per 5 Acres



Thurston County makes every effort to ensure that this map is a true and accurate representation of the work of County Government. However, the county and all related personnel make no warranty, express or implied, regarding the accuracy, completeness or convenience of any information disclosed on this map. Nor does the County accept liability for any damage or injury caused by the use of this map.

To the fullest extent permissible pursuant to applicable law, Thurston County disclaims all warranties, express or implied, including, but not limited to implied warranties of merchantability, data fitness for a particular purpose, and non-infringements of proprietary rights.

Under no circumstances, including, but not limited to negligence, shall Thurston County be liable for any direct, indirect, incidental, special or consequential damages that result from the use of, or the inability to use, Thurston County materials.

(Res p.413 of 413)