



COUNTY COMMISSIONERS

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**COMMUNITY PLANNING &  
 ECONOMIC DEVELOPMENT DEPARTMENT**

Joshua Cummings, Director

*Creating Solutions for Our Future*

**MEMORANDUM**

**TO:** Thurston County Planning Commission  
**FROM:** Andrew Boughan, Interim Senior Planner  
 Ana Rodriguez, Associate Planner  
**DATE:** April 17, 2024  
**SUBJECT:** Work Session #12: Thurston 2045:  
 Comprehensive Plan Periodic Update



**BACKGROUND**

Community Planning will bring forward each chapter of the Comprehensive Plan as the drafts are ready for review. The Planning Commission will review the following chapters in no specific order:

Chapter 1 – Introduction	Chapter 9 – Environment, Recreation, Open Space
Chapter 2 – Land Use	Chapter 10 – Historic Resources
Chapter 3 – Natural Resources	Chapter 12 – Climate
Chapter 4 – Housing	Chapter 13 – Amendments
Chapter 5 – Transportation	Chapter 14 – Glossary
Chapter 6 – Capital Facilities	Appendices A, C, and D
Chapter 7 – Utilities	

Chapter 6 – Capital Facilities

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).

Chapter 7 - Utilities

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 telecommunication, as well as goal and level of service (LOS) standards for the county-operated utility functions of solid waste, stormwater, drinking water, and sewer.

## SUMMARY OF CHANGES & DECISION POINTS

At this stage of the Comprehensive Plan review, no recommendation to the Board of County Commissioners is required. Staff is seeking feedback and preliminary acceptance with a "thumbs up" on the content of the drafts presented today. The entire Comprehensive Plan will proceed to a public hearing in the future, and then the entire body of work will move forward to the Board of County Commissioners with one recommendation.

**Below are the substantive changes made to the two chapters under review.**

### Chapter 6 – Capital Facilities

- Identify new critical issues facing water/ sewer facilities, stormwater facilities, solid waste facilities, transportation facilities, and county buildings
- Incorporate new or updated county plans
- Update public works data, financial figures, and general county statistics
- Update goals and policies
- Clerical and formatting changes

### Chapter 7 – Utilities

- Update information about Puget Sound Energy electricity and natural gas, telephone, cable, and county-owned utilities
- Revise Level of Service (LOS) Standards for county solid waste, stormwater utility, and water/sewer
- Update goals and policies
- Clerical and formatting changes

## RELEVANT STATE LAW & POLICIES

For these sections of the Comprehensive Plan, the only relevant state law update is the goals of the Growth Management Act. RCW 36.70A.020 Planning goals:

[RCW 36.70A.020: Planning goals. \(wa.gov\).](https://www.wa.gov/legislation/rcw/36.70A.020)

## PUBLIC FEEDBACK

The county did not receive significant concern about capital facilities or utilities during a broad public engagement about the vision for our county. The county received two public comments regarding capital facilities and three comments regarding utilities. The themes expressed in the comments included requests to integrate climate mitigation and resilience resources to be integrated into both chapters.

## NEXT STEPS

- May 1, 2024: Housing and Equity Analysis Overview (Tentative)
- May 15, 2024: Chapter 9 – Environment, Recreation, & Open Space (Tentative)

## **ATTACHMENTS**

- Attachment A – Draft Capital Facilities Chapter (Chapter 6 of Thurston 2045 Update)
- Attachment B – Draft Utilities Chapter (Chapter 7 of Thurston 2045 Update)

2024 Draft

# CHAPTER 6 CAPITAL FACILITIES

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**Commented [AB1]:** All maps referenced will be updated.

**Commented [AB2]:** All financial information will be updated.

## 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 six-year periods, and 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~~2045, the population of Thurston County is projected to grow to ~~393,700~~383,500, an increase of ~~116,800~~85,707 or ~~42~~22% from the ~~2017-2020~~ population of ~~258,000~~297,793. ~~Which means that within~~Within the next six years, the population is expected to grow by ~~almost 13~~roughly 8%.<sup>1</sup> 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.

**2019-2025 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~~

Public Facilities	Public Services
<ul style="list-style-type: none"> <li>▪ Streets, roads, &amp; highways &amp; bridges;</li> <li>▪ Sidewalks, road lighting systems &amp; traffic signals;</li> <li>▪ Domestic water systems;</li> <li>▪ Stormwater &amp; sanitary sewer systems;</li> <li>▪ Parks, &amp; recreation facilities &amp; trails; and</li> <li>▪ Schools.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Fire protection &amp; suppression;</li> <li>▪ Law enforcement;</li> <li>▪ Public health;</li> <li>▪ Education;</li> <li>▪ Environmental <del>Protection</del>protection; and</li> <li>▪ Other government services.</li> </ul>

<sup>1</sup> TRPC Small Area Population Estimates and Population and Employment Forecast Work Program, 2017 OFM. 2022. Thurston County Population Projections, one-year intervals.

- ❖ Coordination with other jurisdictions and agencies;
- ❖ Declining revenue from various funds; and
- ❖ Labor shortages, material procurement delays, and lead times.

## 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 Countywide 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

#### GROWTH MANAGEMENT ACT

The Growth Management Act (GMA) requires a Capital Facilities ~~plan~~ Plan to coordinate with other plan elements and implement the ~~Land-land Use-use Element~~ 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-capital Facilities-facilities Element~~ element is one way the ~~County-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

municipal services (water, sewer, solid waste, public safety, transportation, and communication networks) in a sustainable, and cost-effective manner.

- 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.

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## 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-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-county's](#) Comprehensive Plan. All capital facilities must have either a concurrency mechanism or an adequacy mechanism to trigger appropriate reassessment if services fall 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-Objective 1-G \(Section III\)](#) 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 [infrastructure standards](#) are the only [facility facilities](#) required to have concurrency mechanism pursuant to GMA. Adequacy mechanisms 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 depends upon multiple local entities for support infrastructure. These other public entities include [special purpose districts](#), 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-county](#) government. However, the capital facilities planned by these other entities should be, under the Growth Management Act, addressed in the [County's county's](#) Capital Facilities [chapterChapter](#).

Inclusion of capital facilities planning by these other entities will promote consistent and unified capital facilities planning throughout the [County-county](#). However, the inclusion of their plans does not imply [County-county](#) approval or disapproval of the plans or the levels of service, which they adopt. Rather, their inclusion [insuresensures](#) compliance with the GMA and enables a consistent approach to capital facilities planning throughout the [County-county](#), taking into consideration the [Capital-capital Facilities-facilities](#) plans of all public entities in the [County-county](#). Most of the public entities have adopted their own [six- and 20-year Capital-capital Facilities-facilities Plansplans](#). For more information, please refer to the [Sixsix](#)-year Capital Improvement Program (Appendix G) for Thurston County and the other public entities' adopted [Capital-capital Facilities-facilities Plansplans](#). For goals and policies related to schools and coordinated planning with other public entities, see Section III of this plan.

Schools and [Fire-fire Districts-districts](#) create their own capital facilities plan, and thus are not included within the summary of [Capital-capital Facilities-facilities](#), in Section IV. The [County-county](#) collects impact fees for [4-four](#) of the [8-eight](#) school districts and [4-one](#) of the 13 fire districts. Each individual Capital Facilities Plan for these [5-five](#) districts [that](#) the [County-county](#) collects impact fees from, is adopted by reference by the [County-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 ([20092021](#))
  - ❖ Thurston County Hazardous Waste Management Plan (2014)
  - ❖ Stormwater Management Program Plan ([20182023](#))
  - ❖ Parks, Open Space, and Trails Plan (2020)
  - ❖ Thurston Regional Trails Plan ([20072023](#))
  - ❖ Drainage Design and Erosion Control Manual ([20162022](#))
  - ❖ Joint City/County 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
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Beneficial Re-Use of Closed Landfill (Park & Ride Facility)	Thurston Public Works Lacey WSDOT	Yelm – <del>Rainier</del> Tenino Trail (coordinated recreation use/ stormwater retention/utility corridor/highway access/ potential future rail use)	Thurston Public Works Yelm Rainier Tenino WSDOT TRPC
		<del>Frye Cove – Aquatic Lands Lease</del>	<del>Thurston Public Works DNR</del>
Mallard Pond Phase II	RS-SWU Lacey	Gate <del>to</del> Belmore Trail (coordinated recreation use/ potential future rail use)	Thurston Public Works Tumwater Rail Transit (Future) State Parks RCO WDFW DOE TRPC
CLT Green Cove Creek Basin Project- Land Acquisition	Thurston <del>Parks</del> Public Works RS-SWU Olympia	<del>Griffin Athletic Fields</del>	<del>Thurston Public Works Griffin School District</del>
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	<del>Thurston Public Works Lacey DOE</del>	Glacial Heritage Preserve	Thurston Public Works DNR <del>CNLM</del>
WARC Closed Loop Park	Thurston Public Works Lacey WSU Master <del>GrowersGardeners/Composters</del>	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	<del>Lake Lawrence Park (coordinated recreation use)</del>	<del>Thurston Public Works WDFW DNR</del>

**III. GOALS, OBJECTIVES AND POLICIES**

Additional programmatic or department-specific goals, objectives, and policies are listed within the relevant [elements chapters](#) of the Comprehensive Plan.

**GOAL 1: PROVIDE PUBLIC FACILITIES AND SERVICES AT REASONABLE COSTS, IN PLACES, AND AT LEVELS COMPATIBLE WITH [PLANNED-PROJECTED](#) 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 County should engage with~~ ~~The public, will be notified of and given opportunities~~ provide notification, and give 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~~ six-year ~~Capital~~ capital ~~Facilities~~ facilities ~~Plans~~ 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~~ programs, and regulations.

**OBJECTIVE 1-B: Capital Facilities Planning.** Within the County's ~~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 ~~county~~ facilities and services in a manner that supports future growth based on the land use element.
- ~~3.~~ 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.
4. 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~~ will be followed 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~~ considered, and adverse impacts avoided to the greatest extent possible, and ~~mitigate~~ unavoidable adverse impacts should be mitigated.

- 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:**

- Use the Capital Improvement Program to integrate ~~all of all~~ the ~~County's-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).
- 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.
- Promote efficient and joint use of facilities with neighboring governments and private ~~citizens-community members~~ 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).
- Explore regional funding strategies for capital facilities to support comprehensive plans developed under the Growth Management Act.
- Develop agreements between the ~~County-county~~ and cities for transferring the financing of capital facilities in the Urban Growth Areas to the cities when they annex the contributing lands.
- Users pay for capital facilities, except when it is clearly in the public interest not to do so.
- Provide capital facilities at the lowest possible ~~cost, but cost but take into account consider~~ both construction and operation/maintenance costs.

**OBJECTIVE 1-E: Coordination with Growth.** Capital facilities plans should be ~~preparedprepared,~~ and facilities constructed to support planned growth.

**POLICIES:**

- Land use decisions as identified in the Comprehensive Plan and ~~Joint-joint.Plans-plans~~ should ~~be the determinants of guide and determine planned~~ development intensity, rather than public utility decisions and public utility planning.
- 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.
- ~~Considerations in changes of land use and zoning should evaluate if capital facilities and public utilities necessary are available to support the proposed change.~~

4. 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.
45. 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~~ 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~~ Transportation Improvement 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 what is~~ 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 ~~already~~ 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 Program~~ and ~~the county's~~ Transportation Improvement ~~Plan Program~~.

**OBJECTIVE 1-G: Addressing Inadequacies.** If the ~~County~~ 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~~ revenues through any or multiple mix of the following funding strategies:
  - 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~~ level of Service ~~service Standards~~ standards while maintaining consistency with Growth Management Act Goals.
  - a. ~~Change Level of Service Standards, if consistent with Growth Management Act Goals~~
3. Reprioritize ~~Projects~~ projects to Focus ~~focus on Those~~ those Related ~~related to Concurrency~~ concurrency.
4. Decrease the ~~Cost~~ cost of the Facility ~~facility through one or more of the following:~~
  - a. Change project scope.
  - b. Find less expensive alternatives.
5. Decrease the ~~Demand~~ demand for the Public ~~public Service~~ service or Facility ~~facility through one of more of the following:~~
  - 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~~ by changing
7. ~~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.

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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 ~~that are~~ not subject to exposure from hazardous/dangerous materials, poor air quality ~~or~~, airport hazard overlays, or other safety hazards.
4. School siting and expansion should avoid prime agricultural land.
5. The County-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-school impacts fees through County-county code.

**OBJECTIVE 2-B: Shared Facility Use with Schools.** The County-county, school districts, and other governmental agencies should coordinate the use of facilities and operation of programs in ~~order~~ an effort 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-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-county should obtain or secure (e.g., by obtaining a right of first refusal for desired property) sites needed for County-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-county should support regional coordination efforts in identifying shared needs for lands for public purposes to maximize the efficient use of public capital resources.

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3. The County-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-county should identify and site essential public facilities in accordance with the County-Wide-wide Planning Policies.
5. Facilitate the collection of Impact-impact Fees-fees for fire protection facilities through the County-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 provided and designed for efficient and frugal economical use of public monies.

**POLICIES:**

1. Standards for level of service must be realistic and attainable.
2. Level of Service-service standards for County-county Buildings-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, with periodic upgrades occurring over that time to improve the sustainability and usability of the building.
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-pursuit of technologically feasible alternatives.
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 collected through space use charging space in County-county Buildings-buildings.

9. [The Capital Reserve Fund should be evaluated annually to determine if adequate resources are available to meet the major maintenance program needs. When a shortfall is identified, a plan should be developed to achieve the desired level of service.](#)

#### IV. CAPITAL FACILITIES SUMMARY

Many of the sections below have individual chapter elements with the appropriate goals and policies, detailed inventories, and [Level level of Service-service Standardsstandards](#). Those sections are adopted by reference in each applicable section.

**Level of Service-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-level of Service-service](#) standards

##### Existing Inventory:

Thurston County currently has 24 properties, accounting for a total of 2,578 acres. Of the 2,578 acres of parkland, 972 acres (12 sites, which include 3 developed trails) are developed parkland. That developed parkland includes 5 regional parks (381 acres), 2 trails (582 acres, or 40.5 miles of trails), 1 special use park (5 acres), and 3 historic sites (4 acres). Additionally, there are 1,606 acres more of undeveloped ~~parkland including /open space/undeveloped park sites parkland (220229 acres), unimproved trail (243 acres or 14 miles), and preserves and natural areas (1,134 acres). A current list of all existing facilities is located in~~ [Appendix G](#).

##### Future Needs:

~~The~~ Thurston County ~~citizenscommunity have has~~ 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 Sectionand Open Space Chapter (Chapter 9)~~.

When the proposed land acquisitions in the ~~Sixsix-Year-year~~ Capital Improvement Program for Thurston County ~~Facilitiesfacilities~~ are added to the current acreage, an adequate LOS is maintained to address the needs and demands of an increasing population. To ~~insureensure~~ proper planning for specific needs through the planning period, the ~~County-county~~ will monitor the adequacy of ~~County-county~~ park facilities by reviewing the Parks, ~~Open Space and Trails (POST)~~.

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Plan annually ~~and fully updating and plan for a full update~~ 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, [considering countywide needs, underserved areas and enhancing regional connectivity](#). 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~~ [Six-Year](#) Capital Improvement Program for Thurston County, in Appendix G.

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## 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 ~~2021 is currently revising the 2009 plan.~~

See Chapter 7, Utilities for information on [Level-level of Service-service](#) standards for

This Solid Waste Capital Facilities ~~plan-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-self-haul~~ locations; Rainier Drop ~~B~~-box and Rochester ~~Drop-Drop-Box-Bbox~~. 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) [management](#) needs is based upon the solid waste generation projections in the Thurston County Solid Waste Management Plan and the ability of the [current facility-facilities](#) to meet the [Level-level of Service-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~~ [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-post Closure-closure Reserve-reserve~~ to fund environmental monitoring and maintenance at a closed landfill for a period of thirty years. Thurston County has established this reserve, ~~required through 2030~~, for its Hawks Prairie Landfill. Capital projects required to maintain the closed landfill cells are funded from the post closure reserve ~~which is funded through tipping fees~~. Appendix G details the proposed projects and funding sources.

**C. STORMWATER FACILITIES****Overview:**

Discharge of ~~the~~ 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 ~~State~~ Department of Ecology (~~DOE~~). Chapters 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-level~~ of ~~Service-service~~ standards for

**Existing Inventory:**

The county maintains inventory information on ~~county owned or operated stormwater assets for~~ nearly ~~103 miles of pipe systems~~; nearly ~~62906,700~~ catch basins; ~~3,2463,400~~ culverts; and ~~26,76534,750~~ pipes, ditches, and swales. The county also maintains a drainage inventory of the ~~7796~~ county owned or operated stormwater facilities, as well as ~~9911,000~~ 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 WaterStormwater~~ Utility maintains an inventory of these facilities using the software, VUEWorks.

**Future Needs:**

To meet the stormwater minimum ~~Levels-levels~~ of ~~Service-service~~ (LOS) as defined in Chapter 7 of the Thurston County Comprehensive Plan, the ~~County-county~~ adheres to the county's Stormwater Management Program Plan and Drainage Design and Erosion Control ~~ManualManual~~ design standards. The list of stormwater projects to address the impacts of development is developed through ~~a number of several~~ 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~~

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*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~~ 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~~ chapter.

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#### 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~~ except for 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 level of~~ Service service standards for water and sewer systems.

##### Existing Inventory:

The county currently owns and operates a total of ~~8-seven~~ utilities, including 3 water utilities (Boston Harbor, Tamoshan and Grand Mound) and ~~5-four~~ sewer utilities (Boston Harbor, Tamoshan/Beverly Beach, Olympic View and Grand Mound). The county also owns one sewer line system in the Lacey UGA (Woodland Creek Sanitary Sewer), which is operated by the City of Lacey and will be transferred to the city once certain conditions are met. 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-water~~ and ~~Wastewater-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 level of~~ Service service (LOS) units including regulatory compliance, health/safety goals and policies, sustainability, technical ~~feasibility~~ feasibility, and associated project costs.

##### Capital Projects and Funding:

Water and wastewater facility capital projects are typically funded through utility rates, [real estate excise taxes, and grants](#). 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
<b>Grand Mound Sewer and Water Utilities</b>	
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 <del>Waste Water</del> Wastewater 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.
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.
<b>Tamoshan Sewer and Water Utilities</b>	
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.
<b>Boston Harbor Water and Sewer System</b>	
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 <del>Waste Water</del> Wastewater 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"> <li>• Replace watermains that are old and below current standards;</li> <li>• Loop mains together to improve water circulation and improve fire flow;</li> <li>• Replace generator for reliable service during power outages and other work to keep WWTP functioning properly</li> </ul>

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 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-Program](#) and the Thurston County six-year Transportation Improvement [Plan Program](#) required by the Washington State Department of Transportation.

See Chapter 5, Transportation for information on [Level-level](#) of [Service-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 ~~109-150~~ bridges. Thurston County’s roadway network is principally made up of [County-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-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 \(fish passage\)](#)
- ❖ [Fish Passage Inventory](#)
- ❖ [ADA Transition Plan](#)

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-Program](#) 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~~ 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.

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#### Bridge Projects.

Public Works has 150 bridges in its bridge inventory. [The National Bridge Inspection Standards and WAC 136-202-060 mandate that all public agencies inspect and report on all bridges at least once every two years. Per these requirements, the County is required to document and report the current condition of each bridge, determine the degree of wear and deterioration, and recommend repairs or replacement. The current version of the Bridge Index, which includes recommended bridge replacement projects, can be found in the Transportation Improvement Program \(Chapter 8\).](#)

Culvert Projects. Include those culverts that are in need of repair and/or replacement based upon condition, maintenance history, and other criteria.

Design Standards. 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) metrology 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 [PlanProgram](#), 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 [Elementelement](#)). 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 several](#) 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-county](#) operates [Fairgrounds-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-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-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-is over](#) 40 years of age, its buildings and systems [have or will be](#) ~~are~~ reaching the end of their useful life and [has or](#) will require major maintenance and

rehabilitation to continue as healthy, safe, efficient, accessible, and secure facilities. The [County](#) ~~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](#) ~~county~~ contracted with a consultant firm to provide a Space Needs Assessment Plan (SNAP). That study confirmed that some [County](#) ~~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.

In 2018 a consultant firm contracted by the County completed a Comprehensive Comparative Feasibility Study for a new Thurston County Courthouse and Civic Center. Several sites were analyzed before the Board of County Commissioners passed a resolution to include a measure in the April 2020 County Ballot for the residents to vote for or against a \$250 million bond to design and construct the new facilities. The measure was removed from the ballot due to the outbreak of COVID. In 2021 a consultant firm was contracted by the County to provide a PreDesign Study to consolidate the Judicial functions to Buildings 1 – 6 on the Lakeridge Drive Courthouse campus. In 2023, a \$50 million bond was issued allowing a Progressive Design-Build contract to be awarded to consolidate the Judicial functions as recommended by the PreDesign Study. In conjunction with this project, the County administrative departments relocated from Buildings 1 and 4 to lease space located at 3000 Pacific Ave SE, Olympia.

#### 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~~ 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. In 2023, the County purchased a Facilities Asset Management software program that integrates routine facilities maintenance, major systems upgrades / replacement and long-range County space requirements. Once the facilities condition assessments have been completed by the consultant contracted by the County, the County will be able develop a comprehensive facilities Capital Improvement Program forecasting funding needs 30 – 40 into the future. ~~The County 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 ~~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~~ is summarized below. The funding sources for each specific capital project is listed in the ~~Six~~ six-year Capital Improvement Program for Thurston County (Appendix G). The funding sources include a variety of taxes, bonds, fees and charges, ~~loans~~ loans, and grants. Some are specific to the program for which allocations are proposed to cover the cost of specific projects.

The ~~Capital~~ capital Facilities ~~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~~ 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~~ county to equitably recover the cost of impacts to capital facilities and services as a result of new development.

~~Impact fees must be U~~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~~ facility 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

1/10<sup>th</sup> 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 18<sup>th</sup> 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-sewer~~ charge rates are established by Thurston County Code 15.12. Stormwater and surface-water utility rates are listed in 15.06. ~~Solid waste tipping fees are established by Thurston County Code 15.14.~~ 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-water~~ or ~~Sewer-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 construct~~ing~~ 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. PUBLIC SAFETY TAX~~

Commented [AB6]: Description will be added.

#### ~~H.~~ FUNDING PROJECTIONS

The table below identifies a summary of funding for each facility and service for the next ~~20-year~~20-year planning period.

Table 6-3. Twenty-year Generalized Project Projections ~~2020-2025 - 2040/2045~~

Program	Project Categories	Estimated 20-Year Costs
Parks and <a href="#">Recreation Trails</a>	Development	\$25,000,000
	Major Improvements	\$10,000,000
	Acquisition	\$5,250,000
	Master Planning	\$500,000
Parks Subtotal		<b>\$40,750,000</b>
Solid Waste	Land Acquisition	\$2,500,000
	Capital Planning	\$1,500,000
	Construction	\$50,000,000
Solid Waste Subtotal		<b>\$54,000,000</b>
Stormwater	Land Acquisition	\$1,000,000
	Capital Planning	\$3,400,000
	New Construction	\$29,244,200
	Facility Replacement Construction	\$10,723,000
Stormwater Subtotal		<b>\$44,367,200</b>
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		<b>\$48,960,000</b>
Transportation	Capacity	\$122,040,000
	Design Improvements	\$57,120,000
	Safety	\$21,420,000
	Bridges	\$14,280,000
	Other	\$14,280,000
Transportation Subtotal		<b>\$229,140,000</b>
County Government Facilities	New Construction	\$212,000,000
	Major Improvements	\$109,000,000
	Acquisition	\$10,000,000
County Government Facilities Subtotal		<b>\$331,000,000</b>
<b>Total</b>		<b>\$748,217,200</b>

Commented [AB7]: Table will be updated.

**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, [industry best practices](#), recommendations from [citizens/the community](#), 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.

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 (Level (2001 unless noted otherwise)	Previously Adopted LOS Standard (2004-2009)
Coroner	Gross Sq. Ft. (GSF) "x" GSF for up to 200 autopsies per	1994 Space Planning Report: 6,656	6,950 (gross SF) (2003)	Same as 2004 – 2009 CIP.

Facility	Level of Service (LOS) Units	This CIP LOS Standard (2019-2024)	Existing Service Level <del>Level</del> (2001 unless noted otherwise)	Previously Adopted LOS Standard (2004-2009)
	year (& medical exam. system)			
<b>Courts--District</b>	GSF per courtroom unit ( <i>Ctrm., Judic. chamber, Conf. &amp; 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.
<b>Courts--Superior</b>	GSF per courtroom unit ( <i>Ctrm., Judic. chamber, Conf. &amp; 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 need for 7 Courtrooms and 2045 need for 11 courtrooms.	Net SF: 3346/jury ctrm. unit 1390/non jury unit ctrms.	Same as 2004 – 2009 CIP.

Facility	Level of Service (LOS) Units	This CIP LOS Standard (2019-2024)	Existing Service Level <i>(Level (2001 unless noted otherwise))</i>	Previously Adopted LOS Standard (2004-2009)
<b>Courts-- Juvenile &amp; Family</b>	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.
<b>Detention— Juvenile</b>	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.
<b>Jail—Adult (incl. Satellite)</b>	Beds/inmates for target years ( <i>based on peak population forecasts by Regional Jail Advisory Committee [RJAC] 8/28/96</i> )	2005: 408 beds/487inmates 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.
<b>All Co. Gov't. Administration</b>	"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><b>GSF = Gross Square Feet</b> (<i>includes internal office and external building circulation [hallways, stairwells and elevator shafts], mechanical, public restrooms, etc.</i>)</p> <p><b>NSF = Net Square Feet</b> (<i>does not include the above items</i>)</p>				

Adopted November 2019 2024 Draft

# CHAPTER 7 UTILITIES

## I. INTRODUCTION

The Utilities ~~chapter~~ 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 ~~C~~ 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.

### 2025 2019 Update: Critical Issues

- ❖ Mitigating for ongoing impacts of climate change:
- ❖ Supporting the development of infrastructure to enable the widespread integration of renewable energy sources;
- ❖ 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;
- ❖ 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 municipal solid waste facilities and

## 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 that~~ 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.

**Commented [MT1]:** As of 1/16/2024, public comment themes include:  
-Integrate climate mitigation across chapter

View live comment portal and incorporate other comments as relevant: [https://www.surveymonkey.com/stories/SM-IYFIXMG55SKNaI7r5ZN\\_2Faw\\_3D\\_3D/](https://www.surveymonkey.com/stories/SM-IYFIXMG55SKNaI7r5ZN_2Faw_3D_3D/)

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sewer and water management infrastructure is in place to support a growing population.

## II. PLANNING CONTEXT FOR UTILITIES

This chapter has been developed in accordance with state ~~growth management~~ Growth Management (GMA) goals, and is coordinated with other chapters of the Comprehensive Plan.

### A. COUNTY-WIDE PLANNING POLICIES

The County-~~w~~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 accommodat~~ing~~ development in urban areas in ways that can best support and be supported by utilities, and ensur~~ing~~ 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 ~~& and~~ 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 ~~U~~urban ~~G~~growth ~~A~~areas (UGA), ~~though but~~ 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~~ fairly priced. The ~~Commission~~ WUTC 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 WUTC defines electricity and standard telephone utilities are as considered a critical services, namely electricity and standard telephone, and that must be provided "upon demand." In order to To fulfill public service obligations, these utility providers must plan to extend or add to their facilities when needed. Natural gas is considered a utility of convenience, 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. WUTC prohibits utility providers from passing the cost of new construction onto the existing rate base.~~

~~The Federal Communications Commission (FCC) and WUTC regulate telecommunications services. 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.

**Commented [AR3]:** Placeholder for updates to integrate new Climate chapter.

#### 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.~~

~~The passage of the Clean Energy Transformation Act (SB 5116) in 2019 commits Washington to an electricity supply free of greenhouse gas emissions by 2045.~~

~~Thurston County has also adopted an Energy Efficiency and Conservation Strategy, designed to combat climate change. The plan includes Thurston County adopted a Climate Adaptation Plan in 2018 and Climate Mitigation Plan in 2020. Both plans include 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 increasing the use of~~ 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. ~~National and state standards determine some LOS standards, and community input recommendations can influence others. Some LOS Standards are based on national and state standards, while others can be influenced by citizen community 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 as many~~ 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 level of service on a uniform basis, regardless of location (~~Revised Code of Washington RCW~~ 80.28.110).

As of ~~2019~~ 2024, 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

~~Puget Sound Energy (PSE) is the~~ The electrical service provider ~~in for~~ Thurston County and the unincorporated areas, ~~is Puget Sound Energy (PSE).~~ PSE serves over 1.1 million customers with electrical service in ~~eight ten~~ Washington counties.<sup>1</sup> In Thurston County, PSE serves approximately ~~131,557~~ 138,837 total electrical customers.<sup>1</sup> ~~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 ~~renewables (hydro, wind, solar, and co-generation), coal, gas, and oil-fired plants,~~<sup>2</sup> 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~~ fourth-largest utility owner of wind energy

<sup>1</sup> Puget Sound Energy Community Profile, Thurston County, 2022. <https://www.pse.com/about-us>

<sup>2</sup> Puget Sound Energy, Energy Supply. <https://www.pse.com/en/pages/energy-supply/electric-supply>

facilities in the United States.<sup>2</sup> In 2021, Puget Sound Energy pledged to become a “Beyond Net Zero Carbon” energy company by 2045.<sup>3</sup>

**PSE Power-delivery facilities in Thurston County, as of ~~2018~~ 2022<sup>1</sup>:**

- ❖ ~~1,332~~ 1,331 miles of overhead distribution lines
- ❖ ~~1,983~~ 1,942 miles of underground cable
- ❖ ~~33~~ 32 distribution substations

**Proposed Facilities**

The following list is a summary of ~~Puget Sound Energy~~ PSE’s proposed facilities for Thurston County. For more details on these proposed facilities, please see the *Puget Sound Energy 2021-2047 Integrated Resource Plan* (IRP), ~~which~~ forecasts of conservation resources and supply-side resources to meet growing needs of PSE customers over the next 20 years.<sup>3</sup> 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: ~~S~~statewide**

~~In the next decade,~~ PSE anticipates building ~~approximately over~~ 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.~~

❖ ~~Electron Heights – Yelm 115kV~~

~~Estimated Date of Operation: 2024+~~

~~This project aims to increase transmission capacity to resolve line overloads and low voltage conditions under multiple contingencies in the area.~~

❖ ~~Woodland – St. Clair 115 kV (Phase 2)~~

~~Estimated Date of Operation: 2021+~~

<sup>3</sup> PSE Integrated Resource Plan, 2021. <https://www.pse.com/en/IRP/Past-IRPs/2021-IRP>.

This project – ~~while not part of PSE's 10-year plan – will 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 ~~eight~~ ~~8~~ miles of ~~115~~ kV line between Gravelly Lake and Woodland substations.

**Distribution: ~~S~~statewide**

~~In the next decade~~, PSE anticipates the need to build approximately ~~six to eight~~ ~~6 to 8~~ new distribution substations to serve load as existing substation capacity is exceeded and another ~~2 to 4~~ ~~two to four~~ new substations to serve specific point loads. They ~~also~~ anticipate upgrading approximately ~~3~~ ~~three~~ 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 and~~ installing smart ready equipment for increasing the resiliency of the grid.

**Ongoing Maintenance: ~~S~~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 several major substation components ~~as a result of, because 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.

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**B. NATURAL GAS****Utility Provider: Puget Sound Energy**

Puget Sound Energy (PSE) operates and maintains ~~approximately 26,000~~ ~~13,282~~ miles of natural gas ~~main pipelines and service lines~~ in six counties covering ~~2,900~~ ~~2,520~~ square miles.<sup>2</sup> 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~~ ~~57,183~~ natural gas customers through ~~973~~ ~~994~~ miles of natural gas lines.<sup>1</sup>

Natural gas is considered a utility of convenience and is therefore not a mandatory provision of service by PSE. ~~Federal and state legislation regulate provision of natural gas service. PSE activities associated with the provision of natural gas service are regulated through federal and state legislation.~~

**Proposed Facilities****Pressure Regulation Stations: ~~S~~statewide**

~~In the next decade~~, PSE plans to build or upgrade approximately ~~7~~ ~~seven~~ Northwest Pipeline-supplied gate or limit stations and 16 district regulator stations to serve load as existing station capacity is exceeded.

**Pipelines: ~~S~~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 modernize their natural gas system and focus on pipeline safety. PSE plans to replace 200 to 300 miles of gas main that is reaching the end of its useful life. PSE also anticipates replacing PSE continues to replace~~ 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 ~~and, as well as~~ globally. As communities grow, ~~they upgrade facilities are upgraded~~ to ensure adequate service levels. ~~They also upgrade 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~~ ~~is in~~ the unincorporated county, and the other two are ~~located~~ in Olympia and Lacey. The three ~~switching offices CO's~~ work together to provide service to that part of the unincorporated area that is part of CenturyLink's ~~territory service area~~. 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, and~~ 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 ~~within their service areas~~ 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 ~~C~~ county. For up-to-date information please see Thurston County's Geodata's website at <https://www.thurstoncountywa.gov/departments/geodata-center> ~~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~~ ~~but instead~~ analyzes market demand to determine expansion into new service areas. There are multiple cellular telephone providers in Thurston County, ~~and~~ ~~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. Comcast serves cable television to residents of Thurston County.~~

##### **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 ~~C~~ 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-Program](#) (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 [and towns](#) within the ~~C~~county. The purpose is to serve as a guiding document for local governments' solid waste services, including programs for waste reduction, collection, handling, recycling, [organics management](#), and disposal. ~~Another important document related to solid waste planning is the~~ [The Thurston County Hazardous Waste Management Plan is another important document related to solid waste planning.](#)

See Chapter 6, Capital Facilities for information on existing inventory, future needs, and capital projects for solid waste.

~~Individual subscription services or incorporated jurisdictions' private collection companies collect solid waste from residences and businesses. In the case of the City of Olympia, city collection crews collect solid waste. LeMay, Inc. is the hauler for all other curbside collection service within the County, certified through the WUTC. 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 [providing facilities for municipal solid waste to be collected, and the resulting](#) waste transfer and disposal. Thurston County Public Works, Solid Waste Division, manages the Waste and Recovery Center (WARC) [located in Hawks Prairie](#), which includes:

- ❖ A closed landfill;
- ❖ A moderate risk waste collection facility;
- ❖ [Inbound and outbound scalehouses](#), and
- ❖ A contractor-operated transfer station along with separate collection areas for residential trash, yard waste, and recyclable materials.

~~As provided in county Ordinance 15957, the WARC and two drop-box facilities located in Rainier and Rochester comprise the designated disposal system for all municipal solid waste generated in Thurston County. Waste received at the drop-box sites is transferred to the county-owned's transfer station at the WARC receives and manages most of the solid waste generated in the county where all waste collected is processed and prepared for transport and, as well as a small amount of waste generated in nearby counties. The WARC, along with and 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 the Roosevelt Regional Landfill located outside of the county in Klickitat, WA. Roosevelt Regional Landfill is a state-of-the-art operation implementing climate-based solutions.~~

Each year, Roosevelt creates enough energy to power more than 1830,000 homes by converting methane gas to electricity.

Organics, which include food waste and yard debris, are accepted at the WARC from private collection companies, businesses, and residents. The material is ground up on-site, and transported to an organics composting facility, Brady Trucking and Landscape Supply, in Mason County.

Moderate risk waste (MRW) is accepted from residents and small quantity generator (SQG) businesses at the county's MRW facility located at the WARC (HazoHouse). There is no charge to residents to utilize the facility, however SQG businesses are charged fees for their use. The wastes collected are transported and ultimately either recycled or disposed, depending on the material, by a contractor licensed to perform such work.

Permitting for solid waste facilities is provided by the Thurston County Department of Public Health and Social Services.

Solid waste facility operations are funded through tipping fees collected from customers for waste management services provided.

Table 7-1. LOS Standard for Solid Waste

LOS Level	LOS Units	LOS Standard
<b>LOS A – Includes all 3 service level units.</b>  <b>LOS B – Includes a combination of any 2 service level units.</b>  <b>LOS C – Includes 1 or no service level units.</b>	1. Regulatory	<b>New or Existing Facility:</b> Meets or exceeds federal, state, and/or local regulatory requirements.
	2. Health/Safety	<b>New or Existing Facility:</b> Meets or exceeds federal, state, and/or local health / safety issues for public or employees.
	3. Policy	<b>New or Existing Facility:</b> Addresses a solid waste comprehensive plan goal or policy.

**B. STORMWATER UTILITY**

The Stormwater Utility ~~is~~ a ratepayer-financed program, ~~that~~ 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~~ Stormwater Utility was formed in 1985 in the northern part of the ~~C~~ county and in 2007 expanded to include all portions of unincorporated Thurston County. Since ~~then, January of 2007~~, Thurston County has been required to comply with

the updated federal and state water pollution control laws. Washington Department of Ecology issues the county a municipal stormwater permit to Thurston County (Permit) (Permit), which requires the county to take actions to manage where and how stormwater enters our streams, rivers, lakes, and groundwater within the regulated area. 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 storms stormwater can carry pavement, oil from vehicles, and yard chemicals — are picked up and are carried to our vital water resources, during storms. The Permit requires the C county to develop, implement, and annually update a Stormwater Management Program Plan to designed to protect water quality and reduce discharges of pollutants from its municipal stormwater systems, to protect water quality.

The Stormwater Utility has completed seven-nine basin plans as of 2018, as of 2024, 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 (DDECM) which contains rules developers must follow to manage rainwater runoff.
- ❖ Inspecting stormwater facilities in neighborhoods and at businesses to make sure they work right properly.
- ❖ 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 and 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 cCounty’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 Standards for Stormwater Facilities*

LOS Level	LOS Units	LOS Standard
<u>LOS A - Includes all 3 service level units</u>	<u>1. Local FloodFlow Control: Provide capacity/flow control to storereduce the impacts of stormwater runoff</u>	<u>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.</u>

<p><b>LOS B - Includes a combination of any two service level units.</b></p> <p><b>LOS C - Includes 1 or no service level unit.</b></p>	<p><u>volume and / or reduce peak flow from an “x” year storm event hard surfaces and land conversions</u></p>	<p>Detention: Provide capacity to store stormwater runoff volume and reduce peak durations such that post-<b>development</b> stormwater discharge durations match pre-development durations for a range of pre-developed discharge rates from 50% of the 2-year peak <b>and redevelopment: Meet applicable DDECM flow up to the full 50-year peak flow control performances standards.</b></p> <p><u>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.</u></p> <p><b>Facilities to improve existing deficiencies: Meet the new growth standard wherever possible current DDECM flow control performance standards to maximum extent practicable.</b></p> <p><b>Facilities accounting for future climate conditions: Size facilities to flow control performances standards to account for projected climatic rainfall conditions.</b></p>
	<p><b>2. Water Quality: Meet federal, state, or local water quality standards in streams, rivers, lakes. Provide runoff treatment to reduce the impacts of stormwater runoff from hard surfaces and Puget Sound land conversions.</b></p>	<p><b>Facilities for new growth:</b></p> <p><u>Water Quality Design Storm Volume: The 91st percentile, 24-hour <b>development and redevelopment: Meet applicable DDECM runoff volume estimated by an approved continuous runoff model.</b></u></p> <p><u>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.</u></p> <p><u>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.</u></p>

		<p><u>Provide basic treatment (80% TSS removal), enhanced treatment (50% metals removal), phosphorous, and/or oil treatment based on project type &amp; size performances standards.</u></p> <p><b>Facilities to improve existing deficiencies:</b> <u>Meet the new growth standards wherever possible current DDECM runoff treatment performance standards to the maximum extent practicable.</u></p> <p><b>Facilities accounting for future climate conditions:</b> <u>Size facilities to runoff control performances standards to account for projected climatic rainfall conditions.</u></p>
	<p><b>3. Habitat:</b> <u>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.)</u></p> <p><b>3. Operations &amp; Maintenance (O&amp;M):</b> <u>Inspect, maintain, repair, and replace municipal storm drainage infrastructure to ensure proper function.</u></p>	<p><b><u>In-stream Flow Goals at Basin Build out Conditions</u></b></p> <p><b><u>Peak Flows:</u></b> <u>Maintain, or where possible, reduce durations.</u></p> <p><b><u>Bank full Flows:</u></b> <u>Maintain or where possible, reduce durations.</u></p> <p><b><u>Base Flows:</u></b> <u>Maintain, or where possible, increase.</u></p> <p><b><u>Regulatory Compliance:</u></b> <u>Meet applicable MS4 permit and UIC requirements for stormwater drainage infrastructure.</u></p> <p><b><u>Enhanced Maintenance :</u></b> <u>Apply Utility best practices for operating stormwater drainage infrastructure Countywide.</u></p>

As a matter of policy, Thurston County does not provide municipal water and/or municipal sewer service to rural areas, with the exception of except for 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 ~~three~~ 3 water systems (Boston Harbor, Grand Mound, and Tamoshan), and ~~five~~ ~~five~~ ~~four~~ 5 rural sewer systems (Grand Mound, Boston Harbor, Tamoshan/Beverly Beach, Woodland Creek, and Olympic View), and one sewer line system in the Lacey UGA Urban Growth Area (Woodland Creek Sanitary Sewer). ~~The Grand Mound water and sewer systems are located in the UGA.~~

~~There are~~ On occasions when other rural, privately-owned water and sewer systems experience operating troubles or failures which ~~could pose a risk to public health, have a high potential for affecting a risk to public health. In those cases,~~ the county ~~will often~~ may 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 ~~c~~City and ~~c~~County ~~j~~joint ~~p~~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 ~~Estates~~ and Covington Place developments to a STEP sewer system that connects to the City of Lacey sewer collection system. The ~~C~~ounty will own this STEP system until ~~the loan is paid off~~ ~~payed-off,~~ when ownership ~~will be~~ is turned over to the City of Lacey, ~~either when the loan is paid off or through annexation.~~ Until then, by mutual agreement with the City of Lacey, they will operate, ~~and~~ maintain, ~~and manage~~ the system. The system was completed and has been operational since March 2014.

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.

Commented [AR4]: Return to this if UGA expansion requests are approved in 2024.

Table 7-3. LOS Standards for Water & Sewer

Facility	LOS Units	LOS Standard
<b>Water Systems</b> <u>Rural: Boston Harbor and Tamoshan</u>  <u>Urban: Grand Mound</u>	<b>Equivalent Residential Units (ERU):</b> Cubic feet per month of water consumed as measured at the source, based on the following minimums: <u>Rural: ERU=700 cf/mo</u> <u>Urban: ERU=700 cf/mo</u>	<u>Rural: Capacity to provide domestic water and fire flow services for residential and limited commercial uses.</u> <u>Urban: Capacity to provide domestic water and fire flow services for residential, commercial, and industrial uses.</u> <u>In addition, Rural and Urban water systems shall meet current federal, state, and local drinking water standards, whenever possible.</u>
<b>Sewer Systems</b> <u>Rural: Boston Harbor, Tamoshan, Beverly Beach, and Olympic View</u>  <u>Urban: Grand Mound Woodland Creek Estates</u>	<b>Equivalent Residential Units (ERU):</b> Cubic feet per month of sewerage discharge as measured at the source, based on the following minimums: <u>Rural: ERU=700 cf/mo</u> <u>Urban: ERU=700 cf/mo</u>	<u>Rural: Capacity to provide sewer collection and wastewater treatment services for residential uses.</u> <u>Urban: Capacity to provide sewer collection and wastewater treatment services for residential, commercial, and industrial uses.</u> <u>In addition, Rural and Urban systems shall meet federal, state and local permit requirements for receiving water standards, whenever possible.</u>

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 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 ~~c~~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. ~~To In order to~~ minimize adverse impacts on water quality and human health, the ~~c~~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 be~~ 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 ~~c~~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 should provide education and promotion of programs for the reduction of residential and commercial organics, including yard debris and food waste, through collection, composting, and anaerobic digestion, in order to reduce the quantity sent to a landfill. Additionally, the county should prioritize efforts to divert edible food away from the waste stream and towards food banks and other agencies that can utilize the food to feed the hungry. The county also should utilize finished compost products in their projects when appropriate and track that usage for reporting to the Department of Ecology.
54. 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.
65. 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.
76. The county should seek practical solutions to problems of illegal dumping.
87. 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 be 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.

99. 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. ~~The county should 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 Municipal and Underground Injection Control Stormwater Management Program Plans (SWMPP).~~
2. ~~The county should 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. ~~\_\_\_\_\_~~
4. ~~\_\_\_\_\_~~
- 5.3. ~~The county should review and update SWMPPs, DDECM, and Stormwater CIP prioritization methodology to comply with regulatory obligations and reflect advancements in stormwater management.~~
6. ~~At a minimum of once every five years,~~ 6.4. ~~The county should periodically evaluate and set level of stormwater management service utility rates to fund meet regulatory obligations and desired level of service.~~
- 7.5. ~~The county should work with Thurston County municipalities and local and state agencies stakeholders to meet stormwater management objectives.~~
- 8.6. ~~Ensure new and replacement drainage infrastructure can accommodate~~ 8. ~~The county should consider accommodating projected future climate conditions, such as higher peak flows associated with more frequent and intense precipitation events when constructing new and replacement drainage infrastructure.~~
- 9.7. ~~The county should increase~~ ~~Review and update education and escalating enforcement efforts to ensure that owners properly operate and maintain their stormwater management infrastructure is managed per DDECM standards.~~

**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 cCounty'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 cCounty'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 cCounty'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~~UTILITIES**

**GOAL 4:** PROVIDE PUBLIC WATER AND SEWER ~~UTILITY~~UTILITIES 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~~The 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. Intermediate-density wastewater technologies such as State-regulated Large Onsite Septic Systems (LOSS) should be encouraged in designated higher-density rural areas to reduce total wastewater loading while also reducing the cost of a future transition to sewer. Areas suitable for such intermediate-density wastewater systems should be the subject of Feasibility Studies for determining compatible future land uses.
3. 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.
34. Where sewer systems are being provided to unincorporated rural areas or the Rochester-Grand Mound area, ~~Thurston County~~the county should be the primary sewer system provider through the County Services Act.
54. 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.
65. 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.
76. 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. Existing impacts from legacy wastewater disposal practices should be considered when evaluating the capacity of soils and aquifers to receive and assimilate additional wastes. Existing data on groundwater quality should be reviewed prior to recommending additional wastewater loading in p
8. The human health and environmental risks from human and animal waste loading should include consideration of long-lived chemicals of emerging concern (CECs) including examples such as PFAS substances (per- and polyfluoroalkyl substances). The potentially irreversible risks from these substances should be determined prior to making major zoning and land-use determinations.
9. The county should examine the building code for standards for low-water use fixtures, and should make available to residents the literature comparing efficiency of low-water use fixtures and issues related to the no-flow alternative.
10. Planning for increased density, especially where desirable in UGAs and within cities, should assist the transition to

*NOTE: Ecology does not allow discharge of chlorine.*

**OBJECTIVE C:** Drinking water service inside urban growth areas around cities 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.
3. The capacity of natural recharge to provide groundwater recharge, streamflow and mitigation for water systems should be explicitly calculated.

4. Water banking, innovative mitigation and other methods for improving recharge should be developed as long-term plans for supplies of water.
5. The feasibility of large-scale options for water storage, including reforestation, soil storage, deep aquifer storage, managed Aquifer Recharge (MAR) and pipelines from existing reservoirs should be further considered and potentially developed as explicit plans in coordination with regional and local partners.
6. Governance systems should be developed similar to other successful watershed-based multi-stakeholder coordination councils or water districts, for the development of strategic large-scale water resource plans and mitigation programs.
7. Reclaimed water should be explicitly added as a component of long-term resource planning.

*NOTE: See Chapter 9 (Environment, Recreation, and Open Space) for other policies related to management of water systems and water resources.*