

## Summary of Options for Policy E.5 (p. 21, Nisqually Subarea Plan)

**Comprehensive Plan Amendments: 2020-2021 Docket Item 11  
NSAP Asphalt Recycling Policy Review Project (Policy E.5)****Current Text (Policy E.5, p.21):**

Allow accessory activities to be considered inside the mined out portion of the gravel pit through the site plan review process. Examples of allowable accessory uses would include concrete pipe and/or septic tank construction and the recycling of used concrete. The reprocessing of imported mineral materials shall not be the primary accessory use and the reprocessing of asphalt shall not be allowed due to water quality concerns. These activities shall be discontinued once reclamation of the pit is completed in accordance with the WDNR standards.

**Proposed Options:****Option 1:**

**Make no changes to the current policy E.5 of the Nisqually Subarea Plan. Continue to prohibit reprocessing of asphalt.**

No change from current text.

**Option 2:**

**Adopt the applicant's proposed amendment to Policy E.5 of the Nisqually Subarea Plan, thus removing the prohibition on asphalt recycling as an accessory use within the Nisqually Subarea.**

"Allow accessory activities to be considered inside the mined out portion of the gravel pit through the site plan review process. Examples of allowable accessory uses would include concrete pipe and/or septic tank construction and the recycling of used concrete and asphalt pavement. The reprocessing of imported mineral materials shall not be the primary accessory use, ~~and the reprocessing of asphalt shall not be allowed due to water quality concerns.~~ These activities shall be discontinued once reclamation of the pit is completed in accordance with the WDNR standards."

**Option 3 (PLANNING COMMISSION RECOMMENDATION, OCTOBER 7, 2020):**

**Adopt the applicant's proposed amendment to Policy E.5 of the Nisqually Subarea Plan, with additional amendments. This option would remove the prohibition on asphalt recycling as an accessory use within the Nisqually Subarea, but add the requirement that Best Management Practices be employed (specifically for covering stockpiles). This option would also require text changes in the Thurston County Code.**

"Allow accessory activities to be considered inside the mined out portion of the gravel pit through the site plan review process. Examples of allowable accessory uses would include concrete pipe and/or septic tank construction and the recycling of used concrete and asphalt pavement. Operators shall employ best management practices for covered storage of recycled asphalt to ensure minimal environmental harm and impact due to leachate. Best management practices will be determined through the site-level permit review process, but may include tarping, storage sheds, or other methods. The reprocessing of imported mineral materials shall not be the primary accessory use, ~~and the reprocessing of asphalt shall not be allowed due to water quality concerns.~~ These activities shall be discontinued once reclamation of the pit is completed in accordance with the WDNR standards."

**Thurston County Community Planning and Economic Development  
Department****Community Planning Division****THURSTON COUNTY BOCC  
PUBLIC HEARING DRAFT****Titles: 20.54**

December 1, 2020

**SPECIAL USE.****Chapter: 20.54 (attachment-A)  
(Amended)**

Deleted Text:	<del>Strikethrough</del>	Proposed Changes:	<u>Underlined</u>
Staff Comments:	<i>Italics</i>	Unaffected Omitted Text	...

*The below code changes are being reviewed in conjunction with the Recycled Asphalt Policy review, which is item number 11 on the 2020/2021 Official Comprehensive Plan Docket.*

*The proposed code changes below would complement Option 3.*

*On October 7, 2020, the Planning Commission produced a recommendation for the proposed amendment as denoted in Option 3. There were no additional changes proposed.*

## Thurston County Zoning Ordinance, Special Use Permit (Title 20)

### Chapters:

Chapter 20.54 – SPECIAL USE

### Sections:

...

20.54.070 – Use – Specific Standards.

...

3.1 Asphalt Production. Asphalt plants (hot mix or batch plants) are subject to the following provisions:

...

1. For operations that process and store Recycled Asphalt Pavement (RAP) within the Nisqually Subarea, operators shall employ best management practices to mitigate leachate by providing covered storage of processed/recycled asphalt stockpiles. Specific practices will be determined through the site-level permit review process, but may include tarping, storage sheds, or other methods.

...

Unique ID	Date	Commenter Name	Summary	County Response
				Comment recorded and included on the record.
			LWVTC position is that this policy amendment is premature and should not be approved. It is premature because it is taken out of context with the full subarea plan update. The record shows that the science does not support change, and there are issues with the SEPA review that accompanied this application.	The technical memo provided was developed for the mineral lands designation update to the Comprehensive Plan. Although it was not developed for RAP, there are some areas of overlap since asphalt batch plants are also subject to the mineral extraction code, 17.20 TCC. The Mead report attached to the memorandum (p. 11) states
			LWVTC feels this should be rejected and combined with the Nisqually Subarea Plan Update. Processing these separately is contrary to good planning.	"asphalt batch plants present less risk to ground water than concrete plants" and that "the potential risk from asphalt plants is mainly from the effects of stormwater, vehicle fueling, and fuel storage and handling".
			LWVTC feels the science does not support the amendment. The literature review didn't evaluate asphalt recycling near critical areas and salmon habitat. There are critical areas that will be impacted.	Currently, the Subarea Plan allows for concrete recycling, but not asphalt recycling.
			LWVTC has serious concerns with the County's SEPA process for planning in general as well as the DNS issued for the proposal. We didn't appeal solely due to the cost. SEPA requires agencies to consider environmental effects of a proposed action. Thurston County didn't conduct SEPA until after planning commission, which is a violation.	The SEPA process is initiated when a citizen-application for a comp plan amendment is docketed and work begins. The environmental Checklist for this project was first received received Nov. 14, 2016 and a revised checklist on Jun. 19, 2017. Additional studies and review of the checklist occurred during the review of the amendment. The County issued a determination after the Planning Commission recommendation, which is standard process for Thurston County's non-projects.
BCC-H-1	11/4/2020	Shelley Kneip, League of Women Voters	LWVTC also included a technical memorandum from County Hydrogeologist.	
			Please do not change policy E.5. The Nisqually is part of a water recharge zone. This particular site is a CARA 1 - that should be enough reason not to allow asphalt recycling. I do not believe the mitigation to prevent water pollution would actually work... over time with enough rain and standing water, it would percolate into the ground.	Comment recorded and included on the record.
BCC-H-2	11/10/2020	Marian Bailey		

**LAST UPDATED: November 25, 2020**

BCC-H-3	11/11/2020 Jeff Zahir	I'm opposed to amending the policy. The impacts of placing high concentrations of hydrocarbons, sulphur and heavy metals in a river basin cannot be recovered. Fish and wildlife don't measure PPM of pollutants, they either like them or they don't. Please leave the existing language of Policy E.5 and consider bans on all accessory uses that introduce anything that wasn't in the environment before.	Comment recorded and included on the record.
BCC-H-4	11/11/2020 JJ Lindsey	I am against the proposed amendment. Please listen to many important stakeholders that have commented. Lakeside is the only entity that would profit from the change in regulations. There are plenty of other asphalt recyclers in the county. Asphalt recycling is toxic, and covering a pile with a tarp will result in pollution	Comment recorded and included on the record.
BCC-H-5	11/13/2020 Howard Glastetter	<p>I am in agreement with the proposal provided that RAP in the pit is covered and protected from weather. Preferably, covered by an unwallled metal building with an airspace above the stored RAP to ensure it is free from moisture.</p> <p>The RAP request should not be done in a vacuum and should take into consideration an existing 10-yr-old permit request to mine into the aquifer at the same site.</p> <p>The Nisqually Subarea Plan protects rural lands from industrial dominance. There are also on-going flooding issues. If RAP is allowed, there is a way to mitigate its effects. Finally any increase in production output at the Lakeside plant should not exceed the 300,000 annual ton limit.</p>	Comment recorded and included on the record.
BCC-H-6	11/14/2020 Sharon Herting	I support the League of Women Voters position in the 11/4/20 letter, and I am asking you to reject this docket item.	Comment recorded and included on the record.
BCC-H-7	11/15/2020 Maureen Canny	I support the League of Women Voters position in the 11/4/20 letter, and I am asking you to reject this docket item.	Comment recorded and included on the record.
BCC-H-8	11/15/2020 Hilarie Hauptman	I support the League of Women Voters position in the 11/4/20 letter, and I am asking you to reject this docket item.	Comment recorded and included on the record.

Board of County Commissioner Public Hearing: CPA Docket Item CP-11 - Recycled Asphalt Policy Review  
Comments Received 11-04-2020 to 12-1-2020

BCC-H-9	11/15/2020 Glen Anderson	I support the League of Women Voters position in the 11/4/20 letter, and I am asking you to reject this docket item.	Comment recorded and included on the record.
BCC-H-10	11/16/2020 Lee Riner	I ask that you reject this docket item, the Nisqually is a fragile exosystem and the aquifer and drinking water is in this area.	Comment recorded and included on the record.
BCC-H-11	11/16/2020 Lisa Ornstein	I support the League of Women Voters position in the 11/4/20 letter, and I am asking you to reject this docket item. I support recycling but it must be done at an appropriate site. This site is two miles upwind and upriver from the Nisqually National Wildlife Refuge, home to wildlife and endangered salmon. The area is extremely porous. The County has spent approximately \$2.4 million purchasing development rights immediately adjacent.	Comment recorded and included on the record.
BCC-H-12	11/16/2020 Diana Moore	I support the League of Women Voters position in the 11/4/20 letter, and I am asking you to reject this docket item.	Comment recorded and included on the record.
BCC-H-13	11/16/2020 Carol Goss	I support the League of Women Voters position in the 11/4/20 letter, and I am asking you to reject this docket item.	Comment recorded and included on the record.
BCC-H-14	11/16/2020 Karol Erickson	I support the League of Women Voters position in the 11/4/20 letter, and I am asking you to reject this docket item.	Comment recorded and included on the record.
BCC-H-15	11/19/2020 Jon Ceazan	I support the League of Women Voters position in the 11/4/20 letter, and I am asking you to reject this docket item.	Comment recorded and included on the record.
BCC-H-16	11/19/2020 Rick Bartholomew	I support the League of Women Voters position in the 11/4/20 letter, and I am asking you to reject this docket item.	Comment recorded and included on the record.
BCC-H-17	11/22/2020 Beck Beswick	I support the League of Women Voters position in the 11/4/20 letter, and I am asking you to reject this docket item.	Comment recorded and included on the record.
BCC-H-18	11/23/2020 Joseph Diaz	RAP would help Lakeside be more competitive and reduce overall cost in raw materials	Comment recorded and included on the record.
BCC-H-19	11/23/2020 Ryan Heathers	Use of RAP decreases the high cost per ton of asphalt and would allow for more competitive pricing with other companies. RAP is environmentally beneficial, reduces stockpiling and disposal of old asphalt,	Comment recorded and included on the record.

			I ask that you amend the subarea plan to allow for asphalt recycling. It saves on valuable resources, reduces greenhouse gases, allows increased competition in the pavement marks, and can increase jobs in the industry.	Comment recorded and included on the record.
BCC-H-20	11/23/2020	Laurel Smith		
BCC-H-21	11/24/2020	Dusty Barringer	I support the proposed amendment. Please vote for option 2.	Comment recorded and included on the record.
BCC-H-22	11/24/2020	Dan Wagner	I support use of recycled asphalt in the area. Please vote in favor.	Comment recorded and included on the record.
		Dave Gent, Washington Asphalt and Pavement Association	WAPA strongly supports the amendment to allow asphalt recycling. Asphalt recycling is a standard practice, it is sustainable, it extends precious resources, is local, and science supports RAP use.	Comment recorded and included on the record.
BCC-H-23	11/24/2020			
		Roger Millar WSDOT	This letter supports Lakeside Industries request for a Comprehensive Plan Amendment to allow the use of RAP. The WSDOT strongly supports the use of RAP throughout the state. Use of RAP is key in WSDOTs effort to improve sustainability of highways, with ~20% RAP used on most WSDOT projects.	Comment recorded and included on the record.
BCC-H-24	11/24/2020			
BCC-H-25	11/24/2020	Doug Smith	Allow asphalt recycling	Comment recorded and included on the record.
BCC-H-26	11/24/2020	John Escobedo	I support the proposed amendment. Asphalt recycling is encouraged and is safe and environmentally friendly.	Comment recorded and included on the record.
			I support the proposed amendment. Utilization of recycled asphalt decreases the high cost/ton of asphalt and allows more competitive pricing that would reduce costs to public and private entities in Thurston County.	Comment recorded and included on the record.
BCC-H-27	11/25/2020	Jim Holland		

**From:** [Shelley Kneip](#)  
**To:** [John Hutchings](#); [Gary Edwards](#); [Tye Menser](#)  
**Cc:** [joshua.cumming@co.thurston.wa.us](mailto:joshua.cumming@co.thurston.wa.us); [jennifer.davis@cp.thurston.wa.us](mailto:jennifer.davis@cp.thurston.wa.us); [Maya Teeple](#); [Karen Tvedt](#)  
**Subject:** League of Women Voters Comments on #CPA-11  
**Date:** Wednesday, November 4, 2020 2:51:29 PM  
**Attachments:** [ATT00001.htm](#)  
[Ltr to BOCC re RAP.docx](#)  
[3 - Tech Memo 33 - Hydrogeologic review of Mineral Extraction Code 08152018 \(1\).pdf](#)

---

Dear Commissioners:

1. Please find attached a letter from the League of Women Voters of Thurston County opposing the consideration and/or approval of #CPA-11, concerning an amendment to the Nisqually Subarea Plan (NSAP).
2. We also have attached a technical memo from the County's hydrogeologist, which we ask to be reviewed and made part of the administrative record for #CPA-11.

--

**Shelley Kneip**  
[shelleykneip@gmail.com](mailto:shelleykneip@gmail.com)





Board of Commissioners  
Thurston County  
2000 Lakeridge Dr. SW # 269  
Olympia, WA 98503

November 4, 2020

RE: Amendment to the Nisqually Subarea Plan, #CPA-11

Dear County Commissioners:

The Thurston County League of Women Voters (LWVTC) has been following the Thurston County planning process over the years. LWVTC's position is that the proposed amendment to the Nisqually Subarea Plan to allow for recycled asphalt plants is premature and should not be approved. It is premature because it is taken out of the context of a full subarea plan update. The record also shows that the science that was reviewed does not support the change, and that there are issues with the SEPA review that accompanied this application.

**A. #CPA-11: Asphalt Recycling.** Lakeside Industries applied for an amendment to the Nisqually Subarea Plan (NSAP) to allow asphalt recycling at a gravel mine site. The LWVTC supports the recycling of asphalt generally, and acknowledges that there is abundant science to support the concept. However, there is no science that shows asphalt recycling should occur in the fragile Nisqually ecosystem.

1. Reject #CPA-11 and combine it with the Nisqually Subarea Plan Update. The 2020/2021 docket lists updating the NSAP as a docket item (# CPA-6) and a "citizen initiated amendment" to change one small portion of the NSAP (#CPA-11). Lakeside's application has been severed from the update of the Nisqually Subarea Plan update process, which apparently has been deferred. Considering the Lakeside proposal separately from the NSAP runs contrary to good planning. GMA requires that "all proposals shall be considered concurrently . . . so that the cumulative effect of the various proposals shall be maintained." RCW 36.70A.130(2)(a)(v).<sup>1</sup>

Chipping away of a plan with small amendments here and there undermines the entire planning process. Here, there is no reason to amend the Nisqually Subarea Plan other than a property owner asked for it. Granting this application would render all the work done, and defended in court, to be cast aside and ignored.

---

<sup>1</sup> While this provision pertains to annual amendments, it is still applicable here, where both the NSAP update and the RAP proposal were on the docket. Taking RAP in isolation before the update undermines the planning process.

Making amendments to a plan in a piecemeal way will result in inconsistencies and oversights. Should the update to the NSAP show there are more critical areas, including critical aquifer recharge areas (CARAs), the County may have little to no ability to stop a proposal if it an application has vested. We see no justification for considering a property owner's request outside of a major update, other than economic benefit to the property owner. This proposed amendment should be done concurrently with the NSAP update, as good planning dictates.<sup>2</sup>

2. *Science Does Not Support Amending the NSAP.* The County commissioned a literature review on the potential environmental impacts of RAP ("Herrera Report").<sup>3</sup> The literature review examined scientific papers that evaluated the potential of metals and polycyclic aromatic hydrocarbons (PAHs) to be released into the environment when asphalt is recycled. The literature review did not evaluate the propriety of asphalt recycling at a gravel mine near critical areas and salmon habitat.

The staff report summarizes the "key takeaways" from the Herrera Report as follows:

- As a source of contaminants, RAP ***is highly variable***. Factors contributing to variability in leachate from RAP appear to include how the asphalt was originally manufactured (e.g., the sources of crude oil and aggregate or whether coal tar or bitumen was used), how the RAP was used, the duration and degree to which it has weathered and been exposed to traffic or other pollution generating sources, and how long it is stored.
- Laboratory testing indicated that there were typically some contaminants leached from RAP at concentrations that *exceeded state groundwater quality standards*. ***There were some Polycyclic Aromatic Hydrocarbons (PAHs)<sup>4</sup> that leached above Washington state groundwater quality standards with some frequency.*** Some metals were also leached, 10 primarily in low pH environments.
- Testing indicated that ***there is a distinct initial flush of contaminants*** from RAP that can result in concentrations exceeding Washington State groundwater

---

<sup>2</sup> Moreover, since the NSAP is incorporated into the County's comprehensive plan, it should have been part of the comprehensive plan update process, which was also a fragmented review, undermining the purpose of good planning.

<sup>3</sup> The County contracted with Herrera Consultants to prepare the report. Lakeside Industries paid for the report. One might question the objectivity of the report, particularly when Herrera frequently cites "Lakeside Industries" as a source for distinguishing conclusions. See, e.g., Literature Review: Contaminant Leaching from Recycled Asphalt Pavement at 17, Herrera Environmental Consultants, May 2019.

<sup>4</sup> PAHs (carcinogenic)" or "cPAHs" means those polycyclic aromatic hydrocarbons substances, PAHs, identified as A (known human) or B (probable human) carcinogens by the United States Environmental Protection Agency. These include benzo(a)anthracene, benzo(b)fluoranthene, benzo(k)fluoranthene, benzo(a)pyrene, chrysene, dibenzo(a,h)anthracene, and indeno(1,2,3-cd)pyrene. WAC 173-340-200.

quality standards, but that these peak concentrations decrease quickly to below detection limits.

- Although this literature review specifically did not include an assessment of potential environmental impact from fate and transport of these contaminants, a number of the researchers suggested that the impact to the environment would be negligible if dilution and assimilation were considered.
- Batch and column laboratory tests, while informative, are not necessarily representative of what can be expected under field conditions.

These “takeaways,” on their face, question the wisdom of changing one provision of the NSAP in isolation of a holistic update and without additional environmental review. Bullet 2 explicitly states that “typically” contaminants leached from RAP at concentrations exceeding groundwater standards, and PAHs leached at high levels “with some frequency.” This takeaway alone should give the Commissioners pause about proceeding. Bullet 3 refers to a “distinct initial flush” of contaminants, but implies that those contaminants are diluted. But the RAP process is continuous, so each time RAP is processed there will be an “initial flush.” This summary conclusion brushes over logic in minimizing concerns. Bullet 4 implies, without basis, that there would be negligible impact if dilution and assimilation is considered. Dilution is *not* the solution to pollution.

Thurston County has received a number of comments, several from distinguished individuals, stating that the science supports the proposed amendment. Please read those comments carefully. The “science” they are referring to is that science supports asphalt recycling, which we agree is a good concept. There is no science in the record supporting the change to the NSAP, and in fact, the Herrera Report concludes that there is a potential for pollution. No comments, other than applicant representatives, say science supports asphalt recycling in the Nisqually Subarea. We do not believe there is science supporting this change.

The Board should reject the adoption of #CPA-11, or, at the very least, defer it until science shows that it will not cause environmental impacts.

3. *Reject # CPA-11 because there are Critical Aquifer Recharge Areas and Fragile Ecosystems that will be impacted.* One of the major themes voiced by the applicant and staff is that the proposed amendment deals solely with the NSAP plan and not to a specific site. However, given the history and the applicant, it is abundantly clear that the amendment will open the door for Lakeside to operate a RAP at its site on Durgin Road. In 2004, Lakeside applied for a special use permit to recycle asphalt, despite the prohibition in NSAP. This permit was denied and litigated. The Court of Appeals decision upholding the denial contains abundant evidence regarding the purpose of the prohibition:

The proposed asphalt facility would be approximately two miles upwind and upriver from the Nisqually National Wildlife Refuge, home to numerous wildlife species and endangered salmon. The groundwater around the mine site is between four and fifteen feet below the extremely

porous surface. The site is also located in the County's aquifer protection district. The County has spent approximately \$2.4 million to purchase development rights in the immediate area adjacent to the proposed facility to prevent environmental damage.

*Lakeside Industries v. Thurston County*, 83 P.3d 433 (2004).

The Court also noted that the NSAP is "a plan the County adopted to preserve the agricultural and pastoral character of the valley." *Id.* The Lakeside site is bordered by long term agricultural lands. The NSAP not only sets goals and policies to enhance agricultural uses, it also seeks to limit large-scale commercial development. The NSAP, and the site, is blanketed with Critical Aquifer Recharge Areas (CARAs), which by definition, are susceptible to pollution. These factors should all be taken into consideration before amending the NSAP.

**B. #CPA-11: SEPA Process.** We have significant concerns with the County's SEPA process for planning in general as well as the Determination of Nonsignificance (DNS) issued for this proposal. We did not appeal the DNS issued solely due to the high fee required (close to \$2,000).

SEPA, the State Environmental Policy Act, Chapter 43.21C RCW, requires that all governmental agencies consider the environmental effects of a proposed action – "A Full Disclosure Law." It is as applicable to plan amendments as it is to specific project proposals. Thurston County does not conduct a SEPA analysis until *after* the planning commission has reviewed, held public hearings, and made a recommendation on a proposal. That means neither the planning commission nor the public has the benefit of an environmental analysis until it reaches the commissioners. This violates SEPA.

WAC 197-11-055, adopted by reference in Thurston County Code 17.09.020, requires that SEPA this consideration be done at the *earliest* possible point in the planning process

(1) Integrating SEPA and agency activities. **The SEPA process shall be integrated with agency activities at the earliest possible time to ensure that planning and decisions reflect environmental values, to avoid delays later in the process, and to seek to resolve potential problems.**

(2) Timing of review of proposals. The lead agency shall prepare its threshold determination and environmental impact statement (EIS), if required, **at the earliest possible point in the planning and decision-making process**, when the principal features of a proposal and its environmental impacts can be reasonably identified.

(a) **A proposal exists when an agency is presented with an application** or has a goal and is actively preparing to make a decision on one or more alternative means of accomplishing that goal *and* the environmental effects can be meaningfully evaluated.

(i) **The fact that proposals may require future agency approvals or environmental review shall not preclude**

**current consideration**, as long as proposed future activities are specific enough to allow some evaluation of their probable environmental impacts.

WAC 197-11-055.

(2) The responsible official of the lead agency shall make the threshold determination, **which shall be made as close as possible to the time an agency has developed or is presented with a proposal** (WAC 197-11-784). If the lead agency is a GMA county/city, that agency must meet the timing requirements in subsection (6) of this section.

WAC 197-11-310.

Further, Thurston County Code 17.09.050 specifically states that the SEPA analysis should accompany the staff recommendation to the planning commission. The SEPA review should have happened when the proposals were first submitted

In May of this year, the Central Puget Sound Growth Management Hearings Board found a King County ordinance noncompliant with GMA because the SEPA review was done too late in the process (*FOSV v. King County*, CPSGMHB Case no. 20-3-0004c, Order on Dispositive motions, 5/26/20).<sup>5</sup> *FOSV* (Friends of Sammamish Valley) involved King County's development regulation regarding the wine and beverage industry in the Sammamish Valley.

In *FOSV*, the County knew there were issues arising from a "burgeoning wine industry" in 2012. In 2016, the County issued a consultant study on the issues, which included a series of policy recommendations. From that, the County executive issued a series of policy changes, which included proposed regulations that went to the County Council for consideration in April 2018. Public comments were considered during this process, but the SEPA determination was not issued until June 2019. The Growth Board found that this violated SEPA. A Board would find the same in Thurston County's process,

In terms of issuing a DNS, the County also made a critical error, concluding it could not determine impacts until a site-specific proposal was submitted. The Growth Management Hearings Boards have rejected this approach:

Non-project actions are not exempt from adequate SEPA review. In fact, jurisdictions may not evade SEPA review by deferring analysis until later stages of actual development. This Board has often considered SEPA requirements in regards to nonproject actions. Thus, when a city amends its comprehensive plan or changes zoning, a detailed and comprehensive SEPA environmental review is required. SEPA is to function "as an environmental full disclosure law," and the City must demonstrate environmental impacts were

---

<sup>5</sup> <https://www.gmhb.wa.gov/Global/RenderPDF?source=casedocument&id=6904>

considered in a manner sufficient to show “compliance with the procedural requirements of SEPA.”

*Olympians for Smart Development & Livable Neighborhoods, et al., v. City of Olympia, Case No. 19-2-0002c*, Order Denying Motion to Dismiss, Allowing Supplementation of the Record, Granting Summary Judgment at 6, March 29, 2019. (citing WAC 197-11-055(2)(a)(i), *Alpine Lakes Protection Society v. DNR*, 102 Wn. App 1, 16 (1999); quoting *Association of Citizens Concerned about Chambers Lake Basin et al., v. City of Olympia*, GMHB No. 13-2-0014 (Final Decision and Order, August 7, 2013) at 5 (footnotes omitted).

In sum, for all the reasons set forth above, we urge the Board of Commissioners to defer the proposed amendment #CPA-11 for consideration at least until it can be considered concurrently with the NSAP update. At that time, SEPA should be done early in the process, and most certainly before the planning commission considers it.

Sincerely,

-S-

Shelley Kneip, Boardmember  
League of Women Voters of Thurston County  
[shelleykneip@gmail.com](mailto:shelleykneip@gmail.com)  
(360) 972-2269

Cc: Joshua Cummings, Director, CPED  
Jennifer Davis, Community Planning Manager, CPED  
Maya Teeple, Senior Planner, CPED

Comment also included the County Hydrogeologist's Report, which is available online:

<https://www.thurstoncountywa.gov/planning/planningdocuments/3%20-%20Tech%20Memo%2033%20-%20Hydrogeologic%20review%20of%20Mineral%20Extraction%20Code%2008152018.pdf>

**From:** [marian](#)  
**To:** [Maya Teeple](#)  
**Subject:** comment on NSAP Asphalt Recycling  
**Date:** Tuesday, November 10, 2020 6:34:57 PM

---

I wish the current policy to stay in place with no changes. Please do not allow asphalt reprocessing to occur. Almost all of the Nisqually Subarea is part of water recharge zone. This particular site is part of the Nisqually Critical Aquifer Recharge Area-Category 1. That is more than enough reason to not allow asphalt reprocessing – do not allow pollution of the water source to occur. I do not believe the mitigation to prevent water pollution would actually work... over time, with enough rain, and standing water... it would percolate into the ground and water system.

Please stop this proposal from moving forward....

Marian Bailey, Olympia Resident

Sent from [Mail](#) for Windows 10



**From:** [Jeff Zahir](#)  
**To:** [Maya Teeple](#)  
**Subject:** Recycled Asphalt Policy  
**Date:** Wednesday, November 11, 2020 12:34:18 AM

---

Jeff Zahir

806 Avalon Court SE  
Olympia, Washington 98513

Speaking in opposition to the proposed amendment of policy E.5 in the Nisqually subarea plan.

While recycling, in general, is laudable and I'm sure many technologies exist to ensure that the facility won't leach or have any short term impacts. But that guarantee has been made in several places (Hanford, Boeing/Duwamish River, Asarco/Hylebos creek) where years later, after the developer left, the permit-granting agency explained "We couldn't have known this would happen" or "the state of the art back then made this standard practice. We know better now."

Logging, like gravel pits, is an extractive industry. Now take that log and treat it with chemonite or creosote. Once it's served its purpose consider whether your first choice for disposal would be to store it in the clear-cut forests the trees originated from.

The impacts of placing high concentrations of hydrocarbons, Sulphur and heavy metals in the middle of a river basin cannot be warranted because it cannot be recovered. Fish and wildlife do not measure parts per million thresholds of VOCs or aromatic hydrocarbons. They either like the smell of it or they don't. Any taint of the basic components of asphalt in this environment will only be known long after its impact. By that time there won't be anything to say but "We couldn't have known this would happen".

Please leave the existing language of Policy E.5 and consider bans on all accessory uses that introduce anything that wasn't in the natural environment before the principal use was permitted.

Thank you,

Jeff Zahir

From: [jhawk@gglbbs.com](mailto:jhawk@gglbbs.com)  
 To: [Maya Teeple](#)  
 Subject: Asphalt Recycling/Comp. Plan Amendment  
 Date: Wednesday, November 11, 2020 1:51:53 PM

---

Dear Commissioners,

I stand strongly against amending the Comprehensive Plan to allow asphalt recycling in and around the Nisqually watershed.

Frankly, this shouldn't take you long to come to agreement about...if~

- 1) You prioritize the water shed's value as a precious and irreplaceable resource...
- 2) You understand why the rules are in place already for this region, and why it's off limits now...and,
- 3) You listen to important stakeholders such as the Nisqually Tribe, local citizens, and many others.

**The Nisqually Valley is listed as 'critical' area. Major water wells which service our entire region are found there. The Nisqually River is quite near Lakeside Industries.**

Lakeside, the only entity to profit by such a change in regulations, was the 'citizen' which requested the change. (Very dubious use of the word 'citizen' on the County's part...it's a corporation, folks, with ulterior motive.)

As far as an overall plan county-wide, there are already plenty of other asphalt recyclers in the county.

Asphalt recycling is a toxic activity with potential for serious pollution in the water table and surrounding areas.

"Covering" a pile of recycled asphalt with something as flimsy as a tarp (which is what the 'limited' option would allow)....is ridiculous. You're looking at absolute pollution in that scenario.

This is not to even speak of the increased truck traffic and its accompanying problems.

Science has already told us this is an activity which has no belonging in an area such as the Nisqually. There is ZERO reason to challenge that now, and seriously compromise the Comp. Plan and all its careful measurements--simply to serve a company which cares more for a bottom line, than for the community which surrounds it.

You must consider that MANY others have spoken to you much more elegantly and knowledgeably than I, about the science, the dangers, etc.

In cases such as this, we must hold our aquifers as the highest voice, as they speak for us all. Water is a non-negotiable resource.

VOTE NO on any changes to the Comp. plan, regarding this proposal.

Thank you~  
JJ Lindsey  
Olympia, WA

**Maya Teeple**

---

**From:** Howard Glastetter <howard.glastetter@comcast.net>  
**Sent:** Friday, November 13, 2020 7:33 PM  
**To:** Maya Teeple  
**Cc:** emily@nisquallyriver.org  
**Subject:** December 1 BoCC Meeting  
**Attachments:** ATT00001.htm; 20-12Proposed Docket Ammendment.doc

Maya,

Attached are my comments on the RAP issue. I would like to make an oral comment at the meeting when that opens up. My attachment looks similar to what I've sent in the past. However, I have added some other thoughts on related issues. I'm now in agreement with the proposal as long as RAP in the pit is covered and protected from the weather.

-Howard

Howard H Glastetter  
[Howard.glastetter@comcast.net](mailto:Howard.glastetter@comcast.net)  
Cell (360)556-1574

Everything should be as simple as it can be, but no simpler.  
Albert Einstein

Howard Glastetter  
 11110 Kuhlman Road SE  
 Olympia, WA 98513-9605

November 13, 2020

Thurston County Community Planning and Economic Development  
 Attn: Maya Teeple, Senior Planner  
 Thurston County Courthouse, Building 1  
 2000 Lakeridge Dr. SW  
 Olympia WA, 98502

Dear Ms. Teeple,

I have sent variations of this email as a public response to Lakeside Industries' docket attempts to remove the "No-RAP" provision from Goal E-5 of the 1992 Nisqually Sub-Area plan. They want to reprocess Recycled Asphalt Pavement (**RAP**) at their Holroyd's Gravel Pit site in lower Nisqually Valley. I have done this over the past several years. **I am now agreeing with the proposal to allow RAP in Holroyd's pit provided it is covered and protected from weather**, preferably with an unwallled metal building (see included photo) with an airspace above the stored RAP to insure it is free from moisture and will not leach into the permeable soil of Holroyd's gravel mine.

However, I am adding to this issue the concern that this RAP request should not be done in a vacuum. Holroyd, itself, has a ten-year-old request into Thurston County to mine 100 feet below the water table in this same pit. The request has become dormant over the years, but I suspect this will not be the case for long. I am concerned that, once this RAP issue is settled, Holroyd's past request will become active again. This issue will rise from the dust. The ecological impact of this possible double hit in this Nisqually Valley "wellhead protection area" would be substantial. It should not happen, and a flag should be raised by the Planning Commission that any possibility of this should require a full Environmental Impact Statement. I understand that Holroyd's current license requires no mining below the 20 foot mean level of the aquifer under the pit.

Back to the RAP issue. The overall goal of the November 1992 Nisqually Sub-Area Plan was to **"Maintain the existing rural environment of the Nisqually planning area with the primary emphasis on preserving ... its rural, aesthetic character for future generations."** (Page17). This overall goal has been in the forefront of the 1992 Plan as well as ongoing public and private efforts to restore and maintain the Nisqually River Valley. The no-RAP provision of Policy E.5, along with the other E goals (Page 20-21, attached) was designed to protect the rural character from industrial dominance.

The county has an obligation to defend this well thought out plan and strengthen it when it comes up for renewal. However, business impacts have increased, rather than be phased out as the plan has required. Examples:

- 1) A mined out pit at Yelm Highway and Reservation Road, in the Nisqually Sub-Area, has been converted to a construction waste site (The Sub-Area Plan (Goal E.1.) and DNR require mined out pits to be reclaimed). Stumps and construction material, including RAP, are hauled in from as far as Mason County. This operation is in the Nisqually Sub-Area, contiguous to the McAllister Springs Sensitive Area - above Lacey and Olympia municipal wells. People in county government are aware of this.
- 2) After the flood of 1996, neighbors could only replace lost homes by putting them on high foundations. No lot filling was allowed. However, the gun factory, in the middle of the neighborhood, was given permission to put 20,000 cubic yards of fill on their 1996 flood inundated property. They have yet to use this filled area. That filled part of the property is now for sale.
- 3) Lakeside got into the valley on a technicality and now wants to add the RAP storage and recycling to their process. This would have an increased truck traffic impact on the valley and, unless they use Best Management Practices (BMPs) it opens the door to possible water and air pollution.

There are ongoing concerns with flooding. In 1996, much of the lower Nisqually Valley was under floodwaters, including portions of the Holroyd gravel mine. Due to past rail line, bridge, and highway construction the Nisqually River has been artificially forced to the higher **east** side of the valley. When the river has major floods, it naturally flows to the **west**, above the rail line, through the Durgin Road Tunnel upstream, from the Holroyd Gravel Mine. If floodwaters enter the pit, aquifer groundwater could be infiltrated by pollutants from RAP storage in the pit, if RAP were allowed. (Flooding in Nisqually Valley will continue to be an issue as long as Tacoma Power continues to top off the Alder Lake Reservoir in the fall/winter seasons.)

**Goal E.5 states: "... the reprocessing of asphalt shall not be allowed due to water quality concerns".** Note: RAP is recycled pavement. When it is ground up the surface area dramatically increases and allows greater leaching of chemicals in the RAP. Please see next paragraph. **Yellow** highlighting is mine.

<http://www.rmrc.unh.edu/tools/uguidelines/rap131.asp> "For unbound applications, leachability from the RAP may also be a concern. **This same leachability would be a concern if RAP were stockpiled or stored and exposed to precipitation.**" What this URL is saying is that using RAP as one would use raw gravel for a road or driveway would cause more leaching into the soil than, say, a solid road made of bound asphalt. The reason being, that increased surfaces of the unbound RAP particles would have far more surface area to leach from than a hard surface road (much the same as a RAP stockpile exposed to the weather).

If RAP is allowed, there is a way to mitigate its effects. Below is the "Best Practice" to reduce moisture in RAP. It allows RAP to be processed at a lower temperature, reducing the cost of producing asphalt. There are two additional side benefits to this. Less heat means less energy, reducing air pollution. Keeping RAP dry also prevents chemical leaching into the ground water. This is a win for the asphalt company (less cost) and the neighborhood (less water/air pollution).

The **un-walled building** cover technique was also recommended in two different articles in the handout we used when I was on the Thurston County Asphalt Advisory Task Force (AATF) in 2007-8. A Lakeside employee told me they had no intention of doing this.

Note of caution: This still would not solve the problem of having a large **source** RAP pile in the pit. Suppose Lakeside could have RAP at their site. If Lakeside were to maintain a source RAP pile of the size they had when they were at the Hogum Bay Olympia Landfill a few years ago, it likely would create a water pollution problem. They had an irregular pile 60+ feet in height and around 150 feet across at the base. That may have been marginally ecologically acceptable because the water table could be around 100 feet below ground level at the Hogum Bay site. The current permeable gravel floor at Holroyd's is about 4 to 15 feet above an aquifer water table, even less in wintertime. Holroyd's pit is also in the Nisqually 100-year floodplain. I have photos that show they were flooded in 1996.

Below is a comment from an industrial journal showing that covering RAP is a BMP that is a financial advantage to an asphalt plant.

<http://www.morerap.us/files/rap-best-practices.pdf>

### **Stockpiling to Minimize Moisture**

Moisture content of aggregates and RAP is a primary factor affecting an asphalt plant's production rate and drying costs. Some contractors have implemented creative approaches to reducing moisture content in stockpiles. **The best practice to minimize the accumulation of moisture in stockpiles is to cover the stockpile with a shelter or building to prevent precipitation from getting to the RAP.** Second to that, it is a good practice to use conical stockpiles to naturally shed rain or snow, and to place the stockpile on a paved and sloped surface to help water drain from the pile. Irregular-shaped stockpiles with surface depressions that will pond water should be corrected by shaping the pile as it is being built with the front-end loader or a small dozer. However, the use of heavy equipment on the top of RAP stockpiles should be minimized to avoid compaction of the RAP. Likewise, **it is also recommended that RAP stockpiles be limited to 20 feet in height** to reduce the potential for self-consolidation of the stockpile.



Final thoughts:

Lakeside RAP storage at the Hogum Bay site did not meet “**Best**” or even “**Second Best**” practices. Will they do better in Holroyd’s pit? They have agreed to cover the RAP if the Sub-Area plan allows it. Let us hope so. The aquifers below and near the pit are the source of drinking water for some as well as farm / garden irrigation for many in the valley. RAP should not pollute the aquifers, nor should they be mined into.



Lakeside knew RAP was not allowed before they built their new plant at Holroyd's pit. The County Commissioners and two court decisions ruled they could not use RAP in Nisqually Valley. ORCAA reaffirmed they could not, due to Sub-Area Plan rules. They chose to push their way into this rural residential area, anyway. Since then, they have been posturing that they have been treated unfairly.

Holroyd's pit is close to being mined out. DNR and the Sub-Area Plan say they must move out when that happens. Will they? Or will they want increase truck traffic and change infrastructure to haul in **gravel** from another pit **as well as RAP**? This would also be in violation of the Sub-Area Plan. **(Goal E.5 says: "The reprocessing of imported mineral resources shall not be the primary accessory use ... .")** Gravel is a mineral and is supposed to come from inside the pit.

I would like to add a final thought. If RAP is allowed in the pit, Lakeside will be able to bid on projects that require RAP as part of the final product. This could allow industrial activity to increase at this site. Lakeside agreed to not exceed 300,000 Tons of asphalt production per year. Any increase in production output should not exceed the 300,000-ton annual limit.

Thank you for your consideration.

Sincerely,

Howard Glastetter  
[howard.glastetter@comcast.net](mailto:howard.glastetter@comcast.net)  
(360)556-1574

**Maya Teeple**

---

**From:** Sharon Herting <seherting@hotmail.com>  
**Sent:** Saturday, November 14, 2020 3:25 PM  
**To:** County\_Commissioners; Maya Teeple  
**Subject:** Docket Item CP-11 Recycled Asphalt (RAP)

I support The League of Women Voters of Thurston County's positions stated in their letter to the BoCC on November 4, 2020. I am asking you to reject the Docket Item CP-11 Recycled Asphalt that is up for a public hearing on 12/1/2020. There is no science that shows asphalt recycling should occur in the fragile Nisqually ecosystem.

Sincerely,

Sharon Herting  
3200 Capital Mall Dr., SW, H201  
Olympia, WA 98502

*"The path will open up as you travel it. There will be companions." Jean Shinoda Bolen*

**Maya Teeple**

---

**From:** maureen canny <mocanny@comcast.net>  
**Sent:** Sunday, November 15, 2020 4:09 PM  
**To:** County\_Commissioners  
**Cc:** Maya Teeple  
**Subject:** Item CP-11-Recycled Asphalt (RAP)

Dear Commissioners Menser, Hutchings and Edwards,

We support The League of Women Voters of Thurston County's positions stated in their [letter to the BoCC on November 4, 2020](#). We asking you to reject the [Docket Item CP-11 Recycled Asphalt](#) that is up for a public hearing on 12/1/2020. There is no science that shows asphalt recycling should occur in the fragile Nisqually ecosystem.

Sincerely,

Kent and Maureen Canny

T.C residents-District 2

**Maya Teeple**

---

**From:** Hilarie Hauptman <hilariehauptman@gmail.com>  
**Sent:** Sunday, November 15, 2020 4:10 PM  
**To:** Maya Teeple  
**Subject:** Fwd: Docket Item CP-11 Recycled Asphalt (RAP)

To Whom it May Concern:

I support The League of Women Voters of Thurston County's positions stated in their [letter to the BoCC on November 4, 2020](#). I am asking you to reject the [Docket Item CP-11 Recycled Asphalt](#) that is up for a public hearing on 12/1/2020. There is no science that shows asphalt recycling should occur in the fragile Nisqually ecosystem. Thank you for your efforts and attention to this critical environmental issue.

Sincerely, Hilarie Hauptman

1247 Irving St. SW, Tumwater, WA 98512

**Maya Teeple**

---

**From:** Glen Anderson <glenanderson@integra.net>  
**Sent:** Sunday, November 15, 2020 5:14 PM  
**To:** County\_Commissioners; Maya Teeple  
**Subject:** Protect our local environment!!!! REJECT Docket Item CP-11 Recycled Asphalt!!!

**Decent people – VOTERS – demand that you protect our local environment from reckless, stupid, environmentally destructive projects such as the Recycled Asphalt proposal (Docket Item CP-11)!!!**

The League of Women Voters of Thurston County does smart research and produced a smart statement. See their [letter to the BoCC on November 4, 2020](#).

**VOTERS DEMAND THAT YOU REJECT** the [Docket Item CP-11 Recycled Asphalt](#) either before or promptly after the Tues. Dec. 1 public hearing.

Recently I had an e-mail conversation with someone who is always angry that nonviolent people are not angry enough at right-wingers, racists, and other opponents of human rights. He keeps angrily denouncing the nonviolent people for not being angry enough or strong enough in opposing them.

Martin Luther King, Jr., said something relevant to the kind of contentiousness in that e-mail exchange. Contentiousness that fails to practice honest understanding and real compassion is actually a form of violence. MLK wrote:

“The ultimate weakness of violence is that it is a descending spiral, begetting the very thing it seeks to destroy. ... Returning violence for violence multiplies violence, adding deeper darkness to a night already devoid of stars. Darkness cannot drive out darkness; only light can do that. Hate cannot drive out hate; only love can do that.”

King’s insight is fully consistent with the point that I make in the workshops I conduct to help people organize nonviolent grassroots movements for social and political change. I explain that conflict has always existed, and conflict always will exist. What nonviolence does is **change the dynamics** of the conflict – **rewrite the script** about how the conflict will play out. **Nonviolence is courageous and proactive and powerful.**

Don’t let anyone mislead you into thinking that Martin Luther King was a wimp, or that he was soft on racism. He was very boldly courageous in fighting racism with the only strategy that can succeed: strategic nonviolence.

**The real remedy for right-wing cruelty – and anger of some left-wing people who are “triggered by it – is profound nonviolence, and understanding, and compassion.**

Glen Anderson (360) 491-9093 [glenanderson@integra.net](mailto:glenanderson@integra.net)  
 See insights and resources in my blog’s categories for “Nonviolence” and “Organizing” at [www.parallaxperspectives.org](http://www.parallaxperspectives.org)



Virus-free. [www.avast.com](http://www.avast.com)

**Maya Teeple**

---

**From:** northbeachcomm@cs.com  
**Sent:** Monday, November 16, 2020 8:11 AM  
**To:** Tye Menser; John Hutchings; Gary Edwards  
**Subject:** Docket Item CP-11 Recycled Asphalt; Thurston County Commissioners

Nov 16, 2020

Subject: Docket Item CP-11 Recycled Asphalt (RAP)

Hello BOCC; Commissioner Tye Menser, Commissioner John Hutchings and Commissioner Edwards;

I am asking you to reject the [Docket Item CP-11 Recycled Asphalt](#) that is up for a public hearing on 12/1/2020. There is no science that shows asphalt recycling should occur in the fragile Nisqually ecosystem. The aquifer for our area, the drinking water, is near this activity; recycled asphalt.

The farms grow local food near this "recycled asphalt" work.

Our beautiful Nisqually River is in the heart of this valley.

This Nisqually Valley is deemed a "critical area". We cannot allow asphalt recycling to be in this valley.

Please reject the docket item CP-11. The Public "Zoom" hearing is on DEC. 1, 4pm; I want to speak.

People say we must have jobs, we must have this activity.

Jobs are important, but this recycled asphalt work can be done elsewhere!

Sincerely,  
John and Lisa Newman  
2103 Harrison AVE  
OLY., WA  
98502  
360-956-0255

**Maya Teeple**

---

**From:** Lisa Ornstein <lisa.ornstein@hotmail.com>  
**Sent:** Monday, November 16, 2020 9:23 AM  
**To:** Maya Teeple  
**Subject:** Docket Item CP-11 Recycled Asphalt (RAP)

I am asking you to support rejection by the Board of County Commissioners of the [Docket Item CP-11 Recycled Asphalt](#) that is up for a public hearing on 12/1/2020.

While I generally support the recycling of asphalt, such recycling must be done at appropriate site locations, or else not only are the ecological benefits lost, but additional damage to the surrounding environment may result. This is the case with the site request targeted by Lakeside Industries in their request for an amendment to the Nisqually Subarea Plan to allow asphalt recycling at a gravel mine. The proposed asphalt facility would be built approximately two miles upwind and upriver from the Nisqually National Wildlife Refuge, home to numerous wildlife species and endangered salmon. The groundwater around the mine site is between four and fifteen feet below the extremely porous surface. The site is also located in the County's aquifer protection district. The County has spent approximately \$2.4 million to purchase development rights in the immediate area adjacent to the proposed facility to prevent environmental damage.

As a taxpayer and a Thurston County resident, I expect the Planning Commission to prioritize public welfare over the interests of individual property owner. I also expect the Planning Commission to rigorously comply with SEPA and DNS protocols in the interest of citizens, and not expediency or private interests. Process has been flawed in both these matters.

I support The League of Women Voters of Thurston County's positions stated in their [letter to the BoCC on November 4, 2020](#).

I therefore urge you to support the deferment by the Board of County Commissioners of the proposed amendment #CPA-11 for consideration at least until it can be considered concurrently with the NSAP update. At that time, SEPA should be done early in the process, and most certainly before your Planning Commission considers it.

Sincerely,

Lisa Ornstein  
3010 28th Ave. SE  
Olympia, WA 98501

**Maya Teeple**

---

**From:** dianam1814 <dianamoore1814@gmail.com>  
**Sent:** Monday, November 16, 2020 12:10 PM  
**To:** Maya Teeple  
**Subject:** Docket item CP-11 Recycled Asphalt

Ms. Teeple and the Thurston County Commissioners,

As a county resident, I am writing to advocate for the position that The League of Women Voters of Thurston County stated in their letter to the Board of Commissioners on November 4 of this year. I urge you to reject docket item CP-11 that is scheduled for a hearing on December 1 of this year. It would be unconscionable to allow asphalt recycling to be carried out in the delicate Nisqually River ecosystem.

Sincerely,  
Diana Moore



**Maya Teeple**

---

**From:** Carol Goss <cgosslink@gmail.com>  
**Sent:** Monday, November 16, 2020 4:05 PM  
**To:** Maya Teeple  
**Subject:** BoCC Comprehensive Plan

Thank you for the opportunity to comment on the proposed amendment **#CPA-11: Nisqually Subarea Plan** being considered for a Recycling Asphalt Plant. The potential for contaminants polluting such a sensitive area - a wildlife sanctuary, where groundwater and vital aquifer recharge areas can be impacted is unthinkable, let alone being deliberately planned for.

The 11/4/20 letter to BoCC from the Thurston LWV states,

*"The proposed asphalt facility would be approximately two miles upwind and upriver from the Nisqually National Wildlife Refuge, home to numerous wildlife species and endangered salmon. The groundwater around the mine site is between four and fifteen feet below the extremely porous surface. The site is also located in the County's aquifer protection district. The County has spent approximately \$2.4 million to purchase development rights in the immediate area adjacent to the proposed facility to prevent environmental damage."*

Please push the pause button until a complete, comprehensive SEPA study can ascertain how this plant can function without damaging the area AND to what costs and benefits to the residents of Thurston County. The quality and quantity of our water supply may very well depend on it.

Thank you,  
Carol Goss and Glen Simmelink

**Maya Teeple**

---

**From:** karol.erickson@comcast.net  
**Sent:** Monday, November 16, 2020 8:44 PM  
**To:** Maya Teeple  
**Subject:** FW: Docket Item CP-11 Recycled Asphalt (RAP)

I'm writing to say that I agree with the positions stated by the League of Women Voters, Thurston County, in their [letter to the BoCC on November 4, 2020](#). Please reject the [Docket Item CP-11 Recycled Asphalt](#) that is up for a public hearing on 12/1/2020. Asphalt recycling shouldn't occur in the sensitive Nisqually ecosystem.

Thank you,

Karol Erickson  
1731 Medallion Loop NW  
Olympia, WA 98502

**Maya Teeple**

---

**From:** Jon Ceazan <jdceazan@gmail.com>  
**Sent:** Thursday, November 19, 2020 12:55 PM  
**To:** Maya Teeple  
**Subject:** Docket Item CP-11 Recycled Asphalt (RAP)

I support the League of Women Voters of Thurston County's positions stated in their letter to the BoCC on November 4th, 2020. I am asking you to reject the Docket Item Cp-11 recycled Asphalt that is up for a public hearing on 12/1/2020. There is no science that shows asphalt recycling should occur in the fragile Nisqually ecosystem.

Respectfully,

Jon Ceazan

303 41st Ave NE, Olympia WA 98506

**Maya Teeple**

---

**From:** Jennifer Davis  
**Sent:** Thursday, November 19, 2020 12:46 PM  
**To:** Maya Teeple  
**Subject:** Fwd: Docket item CP-11 Recycled Asphalt (RAP)

Sent from my iPhone

Begin forwarded message:

**From:** Ramiro Chavez <[ramiro.chavez@co.thurston.wa.us](mailto:ramiro.chavez@co.thurston.wa.us)>  
**Date:** November 19, 2020 at 12:31:00 PM PST  
**To:** Joshua Cummings <[joshua.cummings@co.thurston.wa.us](mailto:joshua.cummings@co.thurston.wa.us)>, Jennifer Davis <[jennifer.davis@co.thurston.wa.us](mailto:jennifer.davis@co.thurston.wa.us)>  
**Subject:** FW: Docket item CP-11 Recycled Asphalt (RAP)

FYI

Ramiro Chavez, P.E., PgMP  
 County Manager  
 Thurston County  
[Ramiro.Chavez@co.thurston.wa.us](mailto:Ramiro.Chavez@co.thurston.wa.us)  
 (360) 754-2960

---

**From:** County\_Commissioners <[county.commissioners@co.thurston.wa.us](mailto:county.commissioners@co.thurston.wa.us)>  
**Sent:** Thursday, November 19, 2020 11:53 AM  
**To:** Robin Campbell <[robin.campbell@co.thurston.wa.us](mailto:robin.campbell@co.thurston.wa.us)>; Robin Courts <[robin.courts@co.thurston.wa.us](mailto:robin.courts@co.thurston.wa.us)>; Ramiro Chavez <[ramiro.chavez@co.thurston.wa.us](mailto:ramiro.chavez@co.thurston.wa.us)>; Kelli Lee <[kelli.lee@co.thurston.wa.us](mailto:kelli.lee@co.thurston.wa.us)>; John Hutchings <[john.hutchings@co.thurston.wa.us](mailto:john.hutchings@co.thurston.wa.us)>; Gary Edwards <[gary.edwards@co.thurston.wa.us](mailto:gary.edwards@co.thurston.wa.us)>; Tye Menser <[tye.menser@co.thurston.wa.us](mailto:tye.menser@co.thurston.wa.us)>; Thomasina Cooper <[thomasina.cooper@co.thurston.wa.us](mailto:thomasina.cooper@co.thurston.wa.us)>; Katelyn Johnson <[katelyn.johnson@co.thurston.wa.us](mailto:katelyn.johnson@co.thurston.wa.us)>  
**Subject:** FW: Docket item CP-11 Recycled Asphalt (RAP)

---

**From:** Rick Bartholomew  
**Sent:** Thursday, November 19, 2020 7:52:39 PM (UTC+00:00) Monrovia, Reykjavik  
**To:** County\_Commissioners  
**Subject:** Docket item CP-11 Recycled Asphalt (RAP)

I support The League of Women Voters of Thurston County's positions stated in their [letter to the BoCC on November 4, 2020](#). I am asking you to reject the [Docket Item CP-11 Recycled Asphalt](#) that is up for a public hearing on 12/1/2020. There is no science that shows asphalt recycling should occur in the fragile Nisqually ecosystem.

Sincerely,

ATTACHMENT B

Rick Bartholomew  
7429 Timberlake Dr. SE  
Olympia, WA 98503

360-701-5257

**Maya Teeple**

---

**From:** Becky Beswick <bbeswick@gmail.com>  
**Sent:** Sunday, November 22, 2020 9:03 AM  
**To:** Maya Teeple  
**Subject:** Docket Item CP-11 Recycled Asphalt (RAP)

I support The League of Women Voters of Thurston County's positions stated in their [letter to the BoCC on November 4, 2020](#). I am asking you to reject the [Docket Item CP-11 Recycled Asphalt](#) that is up for a public hearing on 12/1/2020. There is no science that shows asphalt recycling should occur in the fragile Nisqually ecosystem.

Sincerely,  
Becky Beswick

## Maya Teeple

---

**From:** Joseph Diaz <flyingracer@comcast.net>  
**Sent:** Monday, November 23, 2020 3:17 PM  
**To:** Maya Teeple  
**Subject:** Lakeside Industries RAP Amendment

To the Commissioners,

My name is Joseph Diaz.

I, like many others have a family and depend on Lakeside Industries to make a living. I have been with Lakeside Industries for 5yrs, and they have been really good to me and my family.

In these very competitive times, if RAP was used, it would help Lakeside Industries bid at a more competitive rate with other companies. Most other companies use RAP in there mix, which reduces the overall cost in raw materials.

Please help Lakeside Industries stay competitive so the families that rely on them can continue to prosper in this economy.

Kind regards,  
Joseph Diaz

**Maya Teeple**

---

**From:** Ryan Heathers <[ryanh@activeconstruction.com](mailto:ryanh@activeconstruction.com)>  
**Sent:** Monday, November 23, 2020 3:11 PM  
**To:** Maya Teeple  
**Subject:** LAKESIDE INDUSTRIES CP11 RECYCLED ASPHALT POLICY

Hello,

I am writing to comment on the upcoming vote regarding the use of Recycled Asphalt in Thurston County and by Lakeside Industries. ACI performs many Public and Private Civil projects in the Puget Sound region and many in the Thurston County area every year. A current Thurston County project ACI has in progress is the Mullen Road Improvement.

The use of Recycled Asphalt decreases the high cost per ton of asphalt and would allow more competitive pricing with asphalt companies/plants in other counties and would help decrease the cost of asphalt in Thurston County. Currently, a number of paving projects in Thurston County are supplied outside of the County resulting in dollars going to non-local companies and higher asphalt prices. The Mullen Road project will be paved by a Subcontractor and Asphalt Plant from Pierce County.

Recycling of Asphalt can be beneficial to the environment as it reduces the stockpiling/disposal of old asphalt by reusing in new roadways. Often times, the old asphalt since it cannot be recycled in new asphalt mix is trucked many miles and sometimes out of Thurston County to be disposed of.


ACI has found Lakeside Industries to be a great company to work with and its integrity, Culture, Reputation, People and Environmental awareness are second to none.

Thanks,

R  
H



RYAN HEATHERS | Construction Manager/ Estimator  
O: 253 248-1091 | M: 253 606-8638 | F: 253 248-1092 |  
"GET ACTIVE"

P.O. Box 430, Puyallup, WA 98371 | [www.activeconstruction.com](http://www.activeconstruction.com) | [ryanh@activeconstruction.com](mailto:ryanh@activeconstruction.com)  
ACI is an Equal Opportunity Employer | FOLLOW US: 



## Maya Teeple

---

**From:** Laurel Smith <laurelswim@mac.com>  
**Sent:** Monday, November 23, 2020 1:17 PM  
**To:** Maya Teeple  
**Subject:** RAP amendment Nisqually sub area plan

Maya:

Thank you for the opportunity to comment on the RAP amendment. My comment to the Commissioners is below.

Dear Commissioners:

As a lifetime resident of Thurston County, I ask that you amend the Nisqually Subarea Plan to allow for asphalt recycling. Thank you for the opportunity comment on this amendment.

Recycling asphalt is the right thing to do. The people of Thurston County drive on asphalt every day. The use of RAP saves on valuable resources, reduces greenhouse gases, allows increased competition in the pavement market, and can increase jobs in the industry.

According to the state's solid waste plan, construction and demolition waste makes up one third of the solid waste generated in the state. This amendment would allow for tons of asphalt pavement to be recycled and avoid the landfill.

The impact of recycling is low and the benefits are immense. Please support asphalt recycling.

Best regards,

Dean Smith

7711 119<sup>TH</sup> Lane SW

Olympia WA 98512

Thurston County Resident

## Maya Teeple

---

**From:** Dusty Barringer <Dusty.Barringer@lakesideindustries.com>  
**Sent:** Tuesday, November 24, 2020 9:25 AM  
**To:** Maya Teeple  
**Subject:** CP-11: Allow Asphalt Recycling in the Nisqually Subarea

- Asphalt recycling reduces waste and preserves natural resources. I support Lakeside Industries' amendment to allow asphalt recycling in the Nisqually Subarea. Please vote in favor of asphalt recycling in the Nisqually Subarea.

-Christopher Paige

- Lakeside Industries' asphalt recycling amendment is good for the economy and supports local jobs. They are a wonderful company to work for so please vote for Option 2 and allow asphalt recycling in the Nisqually Subarea!

-Dusty Barringer

## Maya Teeple

---

**From:** Dan Wagner <Dan.Wagner@lakesideindustries.com>  
**Sent:** Tuesday, November 24, 2020 10:08 AM  
**To:** Maya Teeple  
**Subject:** CP-11: Allow Asphalt Recycling in the Nisqually Subarea

Good Morning!

I support the use of recycled asphalt in the Nisqually Subarea. Asphalt recycling reduces waste and preserves natural resources. Please vote in favor of asphalt recycling in the Nisqually Subarea.

Thank you



Dan Wagner  
Project Manager, Lacey Division  
Lakeside Industries, Inc.  
Office (360) 491-5460  
Cell (360) 250-0184



November 24, 2020

**Thurston County Community Planning and Economic Development**

**Attn: Maya Teeple, Senior Planner**

Thurston County Courthouse, Building 1

2000 Lakeridge Dr. SW

Olympia WA, 98502

Transmitted via email to: [maya.teeple@co.thurston.wa.us](mailto:maya.teeple@co.thurston.wa.us)

**RE: WAPA Comments on CP:11: Comprehensive Plan Amendment to Nisqually Subarea Plan Asphalt Recycling Policy E.5**

Dear Commissioners:

The Washington Asphalt Pavement Association (WAPA) strongly supports an amendment to the Thurston County's Comprehensive Plan to allow asphalt recycling in the Nisqually Subarea.

WAPA represents asphalt pavement material producers/paving contractors at the state level and has served this function since its founding in 1954. WAPA promotes improved communication and understanding within the entire hot mix asphalt (HMA) industry. WAPA member companies own and operate 60+ asphalt plants, which produce 98% of the hot mix asphalt (HMA) manufactured statewide. WAPA continuously partners with relevant local, state, and national agencies and industry partners to develop and refine the use of recycled asphalt pavement (RAP) in HMA.

**Asphalt Recycling is a Standard Practice:**

RAP use has been a broadly accepted standard in Washington for over 25 years and RAP represents more than 20% of the annual HMA volume produced for both the public and private markets for asphalt paving. Across the state and country, we know of no other agency, county, or municipality that restricts the stockpiling RAP and its use in HMA is nearly universal. The Washington State Dept. of Transportation specifications allow for 20% RAP use in every standard HMA formulation, without exception.

RAP stockpiling is well regulated by state sand and gravel general permits and RAP has never been linked, even remotely, to impacting groundwater in any way. The material is widely recognized as environmentally safe and benign. In fact, it is not uncommon for agencies to encourage RAP to be incorporated into their pavement mixes or to use it as a high quality road embankment (generally as inert fill or road base materials) or as a replacement for virgin crushed rock, either in the roadway section or in road shouldering applications.

**Asphalt Recycling is Sustainable:**

Recycled asphalt is a sustainable material for constructing pavements. About 90 million tons of asphalt pavement is reclaimed each year nationwide and over 95 percent of that total is reused or recycled. In 2019, about 1.1 million tons of RAP was incorporated into new pavement mixtures throughout Washington state.

**Washington Asphalt Pavement Association**

451 SW 10<sup>th</sup> Street, Suite 110A

Renton WA 98057

(425) 207-8814 \* Fax (425) 970-3178

**ATTACHMENT B**

BoCC Brief 12/2/20 Attachments

p. 44 of 54

November 24, 2020 WAPA Comments

Page 2 of 2

A recent study by the University of Washington identified 63 existing RAP stockpiles of significant volume containing approximately 1.4 million tons of RAP distributed across the state, all of which is destined to be incorporated into new pavements or into recycled aggregates.

An Executive Summary of the annual Asphalt Pavement Industry Survey on Recycled Materials and Warm-Mix Asphalt Usage in 2019, as published by the National Asphalt Pavement Association (NAPA) is attached to this transmittal, for your review.

#### Asphalt Recycling Extends Precious Resources

Mineral resource lands are of primary importance in sustaining the state's economy and its infrastructure. RAP use extends the mineral resources available in any jurisdiction by replacing newly mined aggregates with recycled aggregates from existing roads, streets, and parking lots. As stated above, RAP use in Washington is replacing the need to mine 1.1 million tons of new aggregate each year across the state. By using RAP, existing mining resources are extended and the need for new mine sites is diminished or delayed.

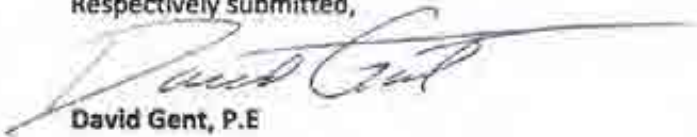
#### The Science Consistently Supports RAP Usage

Asphalt recycling and RAP stockpiles have been thoroughly studied as a result of its ubiquitous usage throughout the country for over a quarter of a century. Since Thurston County adopted its Nisqually Subarea plan in the early 1990s, independent academic researchers, state transportation agencies, and environmental agencies have investigated the environmental implications of RAP stockpiles. Investigations relevant to Thurston County's current subarea policy have found no reason for concern related to RAP storage. WAPA and NAPA co-wrote a letter to Thurston County on June 13, 2019 with further information about research on RAP leachate.

#### Asphalt is Local

During this time of economic uncertainty, efforts to support the asphalt pavement community will consequently support the local community. Asphalt pavements are a key component to freedom of movement and efficient transportation for economic vitality, in Thurston County and throughout the nation. Asphalt roads, streets, industrial and shipping hub facilities, parking lots and bike trails are all built by people who live and work in the immediate areas they serve. Asphalt jobs are family wage positions that cannot be outsourced. In Thurston County, we estimate that 98% of the roads and streets are surfaced with asphalt. Supporting a local business that is also a champion of smart and "closed-loop" recycling is a progressive and positive public policy.

Respectively submitted,



**David Gent, P.E**

Executive Director

Washington Asphalt Pavement Association



**Washington Asphalt Pavement Association**

451 SW 10<sup>th</sup> Street, Suite 110A

Renton WA 98057

(425) 207-8814 \* Fax (425) 970-3178

ATTACHMENT B





# Asphalt Pavement Industry Survey on Recycled Materials and Warm-Mix Asphalt Usage 2019

---

Information Series 138

---



10th Annual Survey

## Technical Report Documentation Page

<b>1. Report No.</b> Information Series 138 (9th edition)	<b>2. Government Accession No.</b>	<b>3. Recipient's Catalog No.</b>	
<b>4. Title and Subtitle</b> Asphalt Pavement Industry Survey on Recycled Materials and Warm-Mix Asphalt Usage: 2019		<b>5. Report Date</b> September 2020	
		<b>6. Performing Organization Code</b>	
<b>7. Author(s)</b> Brett A. Williams, J. Richard Willis, Ph.D., & Joseph Shacat		<b>8. Performing Organization Report No.</b> IS 138(10e)	
<b>9. Performing Organization Name and Address</b> National Asphalt Pavement Association 6406 Ivy Lane, Suite 350 Greenbelt, MD 20770-1441		<b>10. Work Unit No. (TRAIS)</b>	
		<b>11. Contract or Grant No.</b> HIF180043PR	
<b>12. Sponsoring Organization Name and Address</b> Federal Highway Administration Office of Preconstruction, Construction, and Pavements 1200 New Jersey Ave. SE Washington, DC 20590		<b>13. Type of Report and Period Covered</b> Final Report; January–December 2019	
		<b>14. Sponsoring Agency Code</b> FHWA-HICP-40	
<b>15. Supplementary Notes</b> FHWA Agreement Officer's Representative: Timothy B. Aschenbrener, P.E.			
<b>16. Abstract</b> <p>A shared goal of the Federal Highway Administration (FHWA) and the National Asphalt Pavement Association (NAPA) is to support and promote sustainable practices, such as the use of recycled materials and warm-mix asphalt (WMA). The use of recycled materials, primarily reclaimed asphalt pavement (RAP) and reclaimed asphalt shingles (RAS), in asphalt pavements conserves raw materials and reduces overall asphalt mixture costs, as well as reduces the stream of material going into landfills.</p> <p>WMA technologies have been introduced to reduce production and compaction temperatures for asphalt mixtures, which reduces the energy needed and emissions associated with mixture production. Additional benefits include improved low-temperature compaction of asphalt mixtures leading to improved pavement performance, as well as a longer paving season. WMA was chosen for accelerated deployment in federal-aid highway, state department of transportation, and local road projects as part of FHWA's 2010 Every Day Counts initiative.</p> <p>The objective of this survey, first conducted for the 2009 and 2010 construction seasons, is to quantify recycled materials used and WMA produced annually by the asphalt pavement industry to document the deployment of these technologies to understand where they are being used and where they are underutilized. Results show significant growth in the use of RAP, RAS, and WMA technologies since 2009, although the rate of year-over-year growth has generally slowed since 2013.</p> <p>The asphalt industry remains the country's most diligent recycler with more than 99 percent of reclaimed asphalt pavement being put back to use. The average percentage of RAP used in asphalt mixtures has increased from 15.6 percent in 2009 to 21.1 percent in 2019. In 2019, the estimated RAP tonnage used in asphalt mixtures was 89.2 million tons. This represents 4.5 million tons (24 million barrels) of asphalt binder conserved, along with the replacement of more than 84 million tons of virgin aggregate. The use of RAS in asphalt pavement mixtures has increased from 701,000 tons in 2009 to an estimated 921,000 tons in 2019 with the use of RAS decreasing (12.5 percent) from 2018 to 2019.</p> <p>The combined savings of asphalt binder and aggregate from using RAP and RAS in asphalt mixtures is estimated at more than \$3.3 billion and some 59 million cubic yards of landfill space.</p> <p>More than 1.3 million tons of other recycled materials were reported as being incorporated into nearly 8.3 million tons of asphalt pavement mixtures during the 2019 construction season, including recycled tire rubber, blast furnace slag, steel slag, and cellulose fibers.</p> <p>The estimated total production of asphalt with WMA technologies during the 2019 construction season was 164.5 million tons of which about 48 percent was produced at reduced temperatures. This was a 4 percent increase from the estimated 157.7 million tons of WMA in 2018, with increased utilization reported for the DOT and Commercial and Residential sectors tonnage for the year. Utilization of WMA technologies in 2019 was 879 percent more than the estimated 16.8 million tons in the 2009 construction season.</p> <p>Asphalt produced with WMA technology made up 38.9 percent of the total estimated asphalt mixture market in 2019. Production plant foaming, representing 51 percent of the market, is the most commonly used warm-mix technology; chemical additive technologies accounted for a little more than 48 percent of the market. Relatively minor differences were seen in which WMA technologies were used when production temperatures were or were not reduced.</p>			
<b>17. Key Words</b> reclaimed asphalt pavement, reclaimed asphalt shingles, warm-mix asphalt, recycled tire rubber, ground tire rubber, slag, fly ash, RAP, RAS, WMA, GTR, RTR, recycled materials, economics, engineering		<b>18. Distribution Statement</b> No restrictions.	
<b>19. Security Classification (of this report)</b> Unclassified.	<b>20. Security Classification (of this page)</b> Unclassified.	<b>21. No. of Pages</b> 48	<b>22. Price</b> NA

# Asphalt Pavement Industry Survey on Recycled Materials and Warm-Mix Asphalt Usage: 2019

---

## Executive Summary

The results of the asphalt pavement industry survey for the 2019 construction season show that asphalt mixture producers have a strong record of employing sustainable practices and continue to increase their use of recycled materials and warm-mix asphalt (WMA). The use of recycled materials, particularly reclaimed asphalt pavement (RAP) and reclaimed asphalt shingles (RAS), conserves raw materials and reduces overall asphalt mixture costs, allowing road owners to achieve more roadway maintenance and construction activities within limited budgets. WMA technologies can improve compaction at reduced temperatures, ensuring pavement performance and long life; conserve energy; reduce emissions from production and paving operations; and improve conditions for workers.

The objective of this survey, first conducted for the 2009 and 2010 construction seasons, was to quantify the use of recycled materials, primarily RAP and RAS, as well as the use of WMA technologies by the asphalt pavement industry. For the 2019 construction season, the National Asphalt Pavement Association (NAPA) conducted a voluntary survey of asphalt mixture producers across the United States on tons produced, along with a survey of state asphalt pavement associations (SAPAs) regarding total tons of asphalt pavement mixture produced in their state.

Asphalt mixture producers from 48 states, one U.S. territories, and the District of Columbia completed the 2019 construction season survey. A total of 212 companies and a total of 1,101 production plants were represented in the survey.

A degree of fluctuation in year-to-year comparisons of data is influenced by which companies responded to the 2019 construction season survey versus prior year survey respondents. Respondents to the 2019 construction season survey decreased by 60 companies compared to 2018. Of the companies responding to the 2019 survey, 20 did not respond to the 2018 construction season survey.

The following are highlights of the survey of usage during the 2019 construction season:

### ***Reclaimed Asphalt Pavement***

- Asphalt mixture producers remain the country's most diligent recyclers, with more than 94 percent of asphalt mixture reclaimed from old asphalt pavements being put back to use in new pavements and the remaining 6 percent being used in other civil engineering applications, such as unbound aggregate bases.
- The total estimated tons of RAP used in asphalt mixtures was 89.2 million tons in 2019. This is a nearly 8.5 percent increase from the 2018 construction season and represents a nearly 59.3 percent increase from the total estimated tons of RAP used in 2009. Since 2009, total asphalt mixture tonnage has increased only 17.7 percent.
- The percentage of producers reporting use of RAP was at 97.7 percent of respondents, up 0.3 percent from 2018. Three producers reported landfilling a minor amount (52,550 tons, or 0.013 percent) of RAP during 2019.
- RAP usage during the 2019 construction season is estimated to have reduced the need for 4.5 million tons (24 million barrels) of asphalt binder and more than 84 million tons of aggregate with a total estimated value of more than \$3.2 billion.
- The total estimated amount of RAP stockpiled nationwide at the end of the 2019 construction season was about 138 million tons.



- Reclaiming 97 million tons of RAP for future use saved about 58.9 million cubic yards of landfill space, and more than \$5.3 billion in gate fees for disposal in landfills.
- The use of RAP in new asphalt mixtures reduced greenhouse gas emissions in 2019 by 2.4 million metric tons of CO<sub>2e</sub>, which is equivalent to the annual emissions of 520,000 passenger vehicles

### ***Reclaimed Asphalt Shingles***

- The total estimated tons of RAS used in asphalt mixtures decreased 12.5 percent to an estimated 921,000 tons in 2019. This reversed the increase in the use of RAS reported during the 2018 construction season, with utilization at about 53 percent below the 2014 peak level of reported usage.
- The total estimated amount of RAS stockpiled nationwide at the end of the 2019 construction season was about 1.14 million tons, a 16.5 percent decrease from 2018.
- RAS usage during the 2019 construction season is estimated to have reduced the need for 184,200 tons (more than 1 million barrels) of asphalt binder and about 460,000 tons of aggregate with a total estimated value of more than \$103 million.
- Reclaiming 611,000 tons of unprocessed RAS for future use saved about 370,000 cubic yards of landfill space, and more than \$33 million in gate fees for disposal in landfills.

### ***Other Findings***

- The use of softer binders and recycling agents with mixtures incorporating RAP and RAS was reported nationwide. There was little correlation between the level of RAP and RAS used and the use of softer binders and/or recycling agents.
- Other recycled materials commonly reported as being used in asphalt mixtures during the 2019 construction season were recycled tire rubber, blast furnace slag, steel slag, cellulose fibers, and fly ash.
- Nearly 1.3 million tons of other recycled materials was reported as being used in nearly 8.3 million tons of asphalt mixtures by 52 companies in 24 states during the 2019 construction season.

### ***Warm-Mix Asphalt Technologies***

- The estimated total tonnage of asphalt pavement mixtures produced with WMA technologies for the 2019 construction season was 164.5 million tons. This was a 4 percent increase from the estimated 157.7 million tons of WMA in 2018, driven largely by increased WMA tonnage in the commercial and residential sector.
- Mixtures produced with WMA technologies made up 38.9 percent of the total estimated asphalt mixture market in 2019. About 47.9 percent (78.8 million tons) of these mixtures were produced with a temperature reduction of at least 10°F.
- Production plant foaming, representing 51 percent of the market in 2019, remains the most commonly used warm-mix technology, despite decreasing about 12.2 percent since the 2018 construction season.
- Chemical additive technologies accounted for a little more than 48 percent of the market in 2019, an increase of 14 percent from their use in the 2018 construction season.
- A continued increase in the use of chemical additive WMA technologies and a decrease in plant-based foaming technologies has been seen in the survey since 2011.
- About 62 percent of survey respondents produce asphalt with WMA technologies; 130 producers in 44 states reported using WMA technologies.
- The use of WMA technologies to produce asphalt mixture at reduced temperatures reduced greenhouse gas emissions in 2019 by 0.05 – 0.21 million metric tons of CO<sub>2e</sub>, which is equivalent to the annual emissions of 11,000 to 46,000 passenger vehicles.



Transportation Building  
310 Maple Park Avenue S.E.  
P.O. Box 47300  
Olympia, WA 98504-7300  
360-705-7000  
TTY: 1-800-833-6388  
[www.wsdot.wa.gov](http://www.wsdot.wa.gov)

November 23, 2020

Mr. Joshua Cummings, Director  
Resource Stewardship  
Thurston County Planning Commission  
2000 Lakeridge Drive SW  
Olympia, WA 98502

Re: Public Hearing –Comprehensive Plan Docket Item CP-11 Recycled (Reclaimed)  
Asphalt Policy

Dear Mr. Cummings:

This letter supports Lakeside Industry's request for a Comprehensive Plan amendment to allow the use of Reclaimed Asphalt Pavement (RAP) at its facility in Thurston County.

The Washington State Department of Transportation (WSDOT) strongly supports the use of RAP throughout the state. Asphalt pavement is the most recycled material in the country today, far exceeding other materials and the asphalt industry remains the country's number one recycler. Based on data from the National Asphalt Pavement Association, of the 97 million tons of RAP reclaimed, contractor's reused 89.2 million tons in new asphalt pavements in 2019. This is a nearly 8.5 percent increase from the 2018 construction season and represents a nearly 59.3 percent increase from the total estimated tons of RAP used in 2009, when this annual survey was first conducted. Also, the survey evaluated greenhouse gas emissions for the first time and found that RAP usage saved 2.4 million metric tons of CO<sub>2</sub>e, the equivalent of removing 520,000 passenger vehicles from the road. Use of RAP is safe, efficient, cost effective, and reduces the environmental impact of our State's highways and roadways.

As mentioned above, the use of RAP is a key part of WSDOT's efforts to improve the sustainability of Washington's highways. On most WSDOT projects, approximately 20 percent RAP is used and in certain situations, WSDOT allows more. The use of RAP conserves limited resources and landfill space.

I encourage you to amend the county's Comprehensive Plan to allow use of RAP. My agency relies on RAP to increase the sustainability of highway materials. Please let me know if you have any questions.

Sincerely,

*Roger Millar*

Roger Millar, PE, FASCE, FAICP  
Secretary of Transportation

## Maya Teeple

---

**From:** Doug Smith <Doug.Smith@lakesideindustries.com>  
**Sent:** Tuesday, November 24, 2020 2:46 PM  
**To:** Maya Teeple  
**Subject:** CP-11: Allow Asphalt Recycling in the Nisqually Subarea

Sent from my iPhone

## Maya Teeple

---

**From:** John Escobedo <johnescobedo60@icloud.com>  
**Sent:** Tuesday, November 24, 2020 4:07 PM  
**To:** Maya Teeple  
**Subject:** CP-11: Allow Asphalt Recycling in the Nisqually Subarea

- I support Lakeside Industries' amendment to allow asphalt recycling in the Nisqually Subarea because they are a great partner in the community. Asphalt recycling is encouraged by local, state, and national agencies because it is safe and environmentally friendly. Please vote to allow asphalt recycling in the Nisqually Subarea.

- John Escobedo  
Johnescobedo@icloud.com

Sent from my iPhone

**Maya Teeple**

---

**From:** Jim Holland <JimH@activeconstruction.com>  
**Sent:** Wednesday, November 25, 2020 9:45 AM  
**To:** Maya Teeple  
**Subject:** LAKESIDE INDUSTRIES CP11 RECYCLED ASPHALT POLICY

Dear County Commissioners,

I am writing to comment and support Thurston County changing the language of Policy E.5 in the Nisqually Subarea Plan to allow for asphalt recycling within the subarea. Active Construction Inc constructs and has constructed many Public and Private Civil projects in the Puget Sound region with many in Thurston County and plans to construct many more in the future in Thurston County.

The utilization of Recycled Asphalt decreases the high cost per ton of asphalt and would allow more competitive pricing with asphalt companies/plants in other counties and would help decrease the cost of asphalt in Thurston County to the owner whether that be Public or Private.

Adopting the use of Recycled Asphalt is beneficial to the environment keeping the recycled asphalt in the area as it lessens wear-n-tear on the roadways with less travel, less fuel emissions and it makes sense to adopt the utilization of Recycled Asphalt as other jurisdictions have in utilizing Recycled Asphalt in our new roadways.

ACI recognizes Lakeside Industries as a superior company to work with as they have great Integrity, great Culture, great Reputation, great People and their Environmental awareness is second to none. We ask that Thurston County change the language of Policy E.5 in the Nisqually Subarea Plan to allow Asphalt Recycling in the subarea.

Best Regards,

-Jim



**JIM HOLLAND** | Project Manager/ Estimator  
 O: 253 248-1091 | M: 253 495-8286 | F: 253 248-1093 |  
**"GET ACTIVE"**

P.O. Box 430, Puyallup, WA 98371 | [www.activeconstruction.com](http://www.activeconstruction.com) | [jimh@activeconstruction.com](mailto:jimh@activeconstruction.com)  
 ACI is an Equal Opportunity Employer | **FOLLOW US:** 

IMPORTANT/CONFIDENTIAL: This e-mail message (and any attachments accompanying it) may contain confidential information. The information is intended only for the use of the intended recipient(s). Delivery of this message to anyone other than the intended recipient(s) is not intended to waive any privilege or otherwise detract from the confidentiality of the message. If you are not the intended recipient, or if this message has been addressed to you in error, do not read, disclose, reproduce, distribute, disseminate or otherwise use this transmission, rather, please promptly notify the sender by reply e-mail, and then destroy all copies of the message and its attachments, if any.

Any new comments received between 11/24/2020 and the public hearing will be included in an updated matrix and available online. All public comments received prior to the BoCC Public Comment period are also available in this same matrix.

[https://www.thurstoncountywa.gov/planning/planningdocuments/CP-11\\_Matrix%20Summary.pdf](https://www.thurstoncountywa.gov/planning/planningdocuments/CP-11_Matrix%20Summary.pdf)