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**COMMUNITY PLANNING &
ECONOMIC DEVELOPMENT DEPARTMENT**

Creating Solutions for Our Future

Joshua Cummings, Director

MEMORANDUM

TO: Thurston County Planning Commission
FROM: Leah Davis, Associate Planner
DATE: March 20, 2024
SUBJECT: Work Session #10: Thurston 2045:
Chapter 1 and Appendices A, C, and D



BACKGROUND

Community Planning will bring forward each chapter of the Comprehensive Plan as the drafts reach a final stage. 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	

Today's work session is on Chapter 1—Introduction and Appendices A, C, and D of the Comprehensive Plan. The Introduction Chapter has been part of the Plan since it was first adopted in 1986. Updates have been made over the years, with some occurring with this update (see "Summary and Decision Points" below).

County staff worked closely with Tribal governments to update and correct indigenous history and use appropriate language. Also included in the Introduction are responses from community surveys conducted through public engagement for Thurston 2045.

Chapter 1 - Introduction

The Introduction to the Comprehensive Plan provides a summary of the plan's vision and goals. It establishes the framework for the plan by giving the background on the community and serves as a reference for the outline of the plan. The chapter includes a history of comprehensive plan amendments, an outline of our geography and climate, and the county's demographics for age, gender, race, and income.

Appendix A – Thurston County History

Appendix A contains a comprehensive history of the people who have lived in the area from time immemorial and those who arrived and settled in Thurston County.

Appendix C – Description of Plans, Studies, & Regulations

Appendix C provides a detailed list of plans, studies, and regulations that have historically informed the Comprehensive Plan. The resources included in the appendix encompass documents from local jurisdictions and county departments that can impact planning in the county.

Appendix D – List of Plan Amendments

Appendix D provides a complete list of actions the Board of County Commissioners (BoCC) took on the Comprehensive Plan from its first adoption in 1986 through Thurston 2045 in December 2025 (to be updated upon adoption).

SUMMARY OF CHANGES & DECISION POINTS

At this stage of the Comprehensive Plan review, no recommendation to the board is required. Staff is seeking a 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 four sections under review.

Chapter 1 – Introduction

The opening of the Introduction chapter outlines the vision for Thurston County; six themes have been incorporated from the Thurston County Strategic Plan:

- Health Outcomes
- Healthy Environment
- Effective County Governance
- Prosperous Economy
- Responsive Public Safety
- Effective County Organization

A section has been added that provides data from a survey about community priorities. The following topics were identified as the top priorities:

- Protect sensitive areas (wildlife habitat, critical areas, etc.)
- Prepare for climate change and take action to reduce impacts
- Protect agriculture
- Increase the availability of affordable housing

Information has been added from a 2022 survey for community vision. The following questions helped guide the user to an answer:

- What comes to mind when thinking about TC?
- What individuals enjoy about TC.
- What is missing from the community?
- Biggest challenges right now?
- What the ideal community looks like?

The Growth Management goals have been updated to align with the State (there were 13 goals; now there are 15). One goal has been added that deals with climate change and resiliency, and another requires that comprehensive plans include the Shoreline Management Plan as an element of the comp plan.

New data has been added for changing weather patterns, demographics, and economics.

Appendix A – Thurston County History

The changes in this appendix include a more accurate history of the Squaxin Island Tribe and an accurate update on one of the first European settlers, George Bush. References to "Indians" have been changed to "Indigenous people."

Appendix C – Description of Plans, Studies, & Regulations

This appendix provides a full list and description of every plan referenced in the Comprehensive Plan, when each was adopted, and how it informs the Comprehensive Plan. Changes include referencing the updated plan and providing links to the plans that are available online.

Appendix D – List of Plan Amendments

This appendix is merely a list of amendments to the Comprehensive Plan. Updates to this section only involve adding the amendments adopted since 2019.

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)

NEXT STEPS

- April 3, 2024, Chapter 10 – Historic Resources (Tentative)
- April 17, 2024, Chapter 6 – Capital Facilities; Chapter 7 - Utilities (Tentative)

ATTACHMENTS

- Attachment A – Draft Chapter 1 - Introduction
- Attachment B – Appendices A, C, and D Drafts

CHAPTER 1

INTRODUCTION

I. VISION FOR THURSTON COUNTY

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

Thurston County is anticipating continued high growth over the next two decades. That growth presents a challenge for the future as the county seeks to maintain and enhance its quality of life while achieving the benefits of growth and minimizing any negative side effects. The vision for Thurston County defines the future toward which the county is moving, and identifies how the county will respond to growth and change. The desired future for the Thurston County community is described in these 6 broad themes from the Thurston County Strategic Plan¹:

- ❖ **Thriving Individuals, Families, and Communities:** Thurston County is striving to support positive health outcomes for all by addressing the social determinants of health that currently lead to significant health inequities. We will seek to provide access to affordable, adequate, and safe housing for all, as we know that a safe place to sleep is essential for wellbeing and that a loss of well-being can also cause a loss of housing. The County is working to be prepared for emergencies and disasters, with disaster resilient businesses, residents, and County government, as well as a responsive and effective emergency medical services system. Our desired natural environment will support healthy people and communities by providing clean, safe water to drink and air to breathe, as well as access to opportunities for physical recreation and the enjoyment of nature.
- ❖ **A Prosperous Economy that Benefits All:** Thurston County has a diverse economy, including state and local government, national and international trade, agriculture and farming, tourism, and natural resource development. Our desired future economy will offer more equitable access to opportunities for employment and alleviate poverty, with more residents able to find living wage jobs without driving outside the county to reach their place of employment. The County's long-term planning, infrastructure investments, and direct services support economic development indirectly by serving businesses as well as residents. While the County's direct investments to support economic development are currently used to fund the work of key partners, our desire is to take a more hands-on and proactive role in shaping the region's economy in the future.

¹ 2019/2020 Thurston County Strategic Plan.

- ❖ **A Healthy Natural and Built Environment:** Thurston County residents value balancing growth and development with protecting the County’s natural beauty and landscapes. We believe that we can grow in a responsible and sustainable manner through sound planning and effective investment. Our vision is for a thriving, safe, natural environment simultaneous with a healthy, prosperous economy. We are working to be resilient in the face of climate change and contribute to regional efforts to maintain a stable climate.
- ❖ **Responsive Law, Justice, and Public Safety:** We aspire to ensure all residents, business owners, and visitors feel safe anywhere they go in Thurston County. We will continue to prioritize public safety, as well as progressive criminal justice reform and alternative dispute services that reduce the number and disproportionality of individuals entering the justice system and reduce recidivism among those that do.
- ❖ **Effective County Governance:** The County will continue to facilitate fair, secure, and transparent elections to fill elected offices and provide diverse opportunities for community and civic engagement to ensure resident voices are heard. We will continue to provide trusted property assessment and tax collection services and the skillful management of County resources. Ensuring the financial health of the County is a top priority and we will strive to find ways to sustainably fund the core services the County provides for the benefit of all our residents, businesses, and visitors.
- ❖ **Effective County Organization:** The Thurston County organization seeks to deliver the people, resources, capacities, and tools necessary to carry out the roles and responsibilities of government and to provide the level of service our residents deserve. We work both independently and through a rich and collaborative network of regional partnerships. We are striving to achieve robust communications and secure information technology systems to connect offices and departments across the County; clean, efficient, and safe facilities that serve employees and customers well; and the retention and cultivation of our most critical resource: a highly qualified and dedicated workforce.

As Thurston County grows, the community is becoming more diverse. Growth in the community changes the Countys racial demographics, age of the population, and average household size and income. As an overarching concept, the County supports access to opportunities for all, regardless of gender identity, sexual orientation, age, race, income, or address, and strives to diminish inequities in health outcomes, access to housing, economic opportunities, and a healthy environment, and envisions a diverse community where everyone who lives, works, and plays in the county can experience a culture of equity, inclusivity, and belonging where everyone can thrive. The County commits to pursuing systemic change by promoting equity, inclusion, and diversity in all aspects of county government, and believes that embracing equity enhances our community for all its residents.

II. 2025 COMMUNITY PRIORITIES AND VISIONS

As part of the 2025 Comprehensive Plan Update, Thurston County conducted outreach to the community to identify their top priorities over the next twenty-year planning period (2022 survey), as well as their vision for the Thurston County community (2023 survey).

A. 2022 COMMUNITY PRIORITIES SURVEY

A survey held in fall and winter of 2022 asked community members what their top priorities and concerns were over the next 20 years. The survey was available in 4 languages (English, Spanish, Vietnamese, and Korean), and widely disseminated through direct e-mails, news releases, outreach to BIPOC and multi-cultural organizations, social media posts in several languages, and flyers posted in over 40 locations across Thurston County. Over 950 people took the survey, with most individuals residing in zip codes that overlapped the Olympia, Lacey, and Tumwater areas. The following topics rose to the top of respondent's picks:

- Protect sensitive areas like wildlife habitat, flood areas, landslide areas, and surface and ground water (57% of respondents).
- Prepare for climate change and take action to reduce impacts (47% of respondents).
- Protect agriculture (36% of respondents).
- Increase availability of affordable housing (33% of respondents).

Other important topics of the community included diversifying and increasing job and business opportunities, preparing for natural hazards, addressing traffic congestion, improving access to health care, protecting cultural and historic resources, and improving equity and fairness in the community.

B. 2023 COMMUNITY VISIONING SURVEY

A survey held in from May through December of 2023 asked community members a series of open response questions to help identify community visions for the next 20 years. The survey was available in 4 languages (English, Spanish, Vietnamese, and Korean), and widely disseminated through direct e-mails, news releases, outreach to BIPOC and multi-cultural organizations, social media posts in several languages, and advertised during over 24 stakeholder-requested presentations across the County. Over 500 people took the survey, with most individuals residing in zip codes that overlapped the Olympia, Lacey, and Tumwater areas.

- ❖ **When asked what comes to mind when thinking about Thurston County**, the following themes were the most common: Environment, clean water, beauty, community, unhoused population, growth challenges, state capitol, crime, rural.
- ❖ **When asked what individuals enjoy currently about Thurston County**, the following themes were the most common: parks and outdoor activities, environment/natural beauty, community events/cultural activities, rural living, agriculture/farmers markets.
- ❖ **When asked what is currently missing from Thurston County**, the following themes were the most common: Recreation and activities for all ages, affordable housing,

public/alternative transportation, less crime/safety, natural resource protection, response to unhoused population, healthcare access.



- ❖ **When asked what the biggest challenges they're facing right now are**, the following themes were the most common: Affordable housing, climate change, environment, clean water, cost of living, crime, growth challenges, taxes, traffic, preservation of agriculture and open spaces.

WHEN ASKED WHAT THEIR IDEAL COMMUNITY LOOKS LIKE, THE FOLLOWING THEMES WERE THE MOST COMMON: PROTECTED ENVIRONMENT/GREEN SPACES, AFFORDABLE HOUSING FOR ALL, PUBLIC TRANSPORTATION, LESS OR NO CRIME, LESS UNHOUSED, MORE PARKS, MORE AGRICULTURE, MANAGED GROWTH WITH POPULATION DENSITIES, MORE DIVERSE AND INCLUSIVE ACTIVITIES FOR ALL AGES, GOOD HEALTHCARE.

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



GROWTH MANAGEMENT GOALS

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

1. *Urban growth.* Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
2. *Reduce sprawl.* Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.
3. *Transportation.* Encourage efficient multimodal transportation systems that will reduce greenhouse gas emissions and per capita vehicle miles traveled and are based on regional priorities and coordinated with county and city comprehensive plans.
4. *Housing.* Plan for and accommodate housing affordable to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.
5. *Economic development.* Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities.
6. *Property rights.* Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.
7. *Permits.* Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.
8. *Natural resource industries.* Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forest lands and productive agricultural lands and discourage incompatible uses.
9. *Open space and recreation.* Retain open space and green space, enhance recreational opportunities, enhance fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreation facilities.
10. *Environment.* Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.
11. *Citizen participation and coordination.* Encourage the involvement of citizens in the planning process, including the participation of vulnerable populations and overburdened communities, and ensure coordination between communities and jurisdictions to reconcile conflicts.
12. *Public facilities and services.* Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.
13. *Historic preservation.* Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.
14. *Climate change and resiliency.* Ensure that comprehensive plans, development regulations, and regional policies, plans, and strategies under RCW 36.70A.210 and chapter 47.80 RCW adapt to and mitigate the effects of a changing climate; support reductions in greenhouse gas emissions and per capita vehicle miles traveled; prepare for climate impact scenarios; foster resiliency to climate impacts and natural hazards; protect and enhance environmental, economic, and human health and safety; and advance environmental justice.
15. *Shoreline management.* Address the goals and policies of the Shoreline Management Act (RCW 36.70A.480 & RCW 90.58.020).

IV. HOW THE COMPREHENSIVE PLAN IS USED BY THURSTON COUNTY

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

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

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

Joint Plans

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

Subarea Plans

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

Special Purpose (Functional) Plans

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

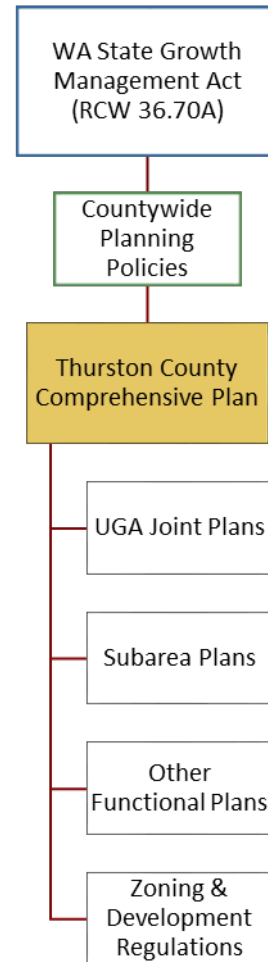


Figure 1-1. Planning Hierarchy

development and implementation. Examples of functional plans include the *Transportation Improvement Plan*, *Stormwater Management Program Plan*, and the *Parks, Open Space and Trails Plan*. Some of these plans are developed for the county as a whole; others apply to parts of the county.

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

B. THE ROLE OF THE COMPREHENSIVE PLAN

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

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

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

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

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

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

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

C. TIME HORIZON

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

V. HOW THIS DOCUMENT IS USED BY OTHERS

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

- ❖ **It Informs the Public:** As the framework for other plans and regulations that govern the location and intensity of land uses throughout unincorporated Thurston County, the plan indicates, in a general sense, how and where development will change the County's landscape. The plan also indicates to the public how likely Thurston County would be to approve changes in plans, zoning, or other regulations that apply to an area or a specific parcel.
- ❖ **It Informs Other Public Entities:** It is intended that cities and other public agencies use the Comprehensive Plan as they develop plans and make project decisions. The cities, in cooperation with Thurston County, will use the plan in updating their own comprehensive plans, growth policies, joint plans with the county and proposals to annex county territory. Federal, state, and regional agencies also will use the plan in making project decisions. Special districts, such as school and fire districts, use the plan in preparing their functional plans for delivering services.
- ❖ **Why It Uses "Should" Instead of "Shall":** The Comprehensive Plan is a broad policy document intended to guide more specific land use decisions in the future. Regulations, such as zoning and building codes or road construction standards, are detailed rules applied uniformly, with little discretion. Therefore, although the Comprehensive Plan carries legal weight when applied to specific land use decisions, it uses the word "should" rather than the nondiscretionary "shall" found in regulations.

VI. HISTORY OF AMENDMENTS TO THE COMPREHENSIVE PLAN

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

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

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

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

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

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

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

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

The 2025 periodic update included major amendments to reflect legislative changes around planning for affordable housing to all income brackets, and incorporation of climate mitigation and

resiliency measures. Additionally, a new implementation appendix was developed with this update. Other amendments across the plan included updates to population projections, building intensities, housing needs, levels of services, consideration of a new agricultural zone for rural Thurston County, and policies across the plan impacting transportation, land use, environment, housing, historic resources, and more.

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

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

VII. SETTING

A. GEOGRAPHY & CLIMATE

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

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

Thurston County’s climate is influenced by Puget Sound and the marine air masses that move through the region from

IMPACTS OF A CHANGING CLIMATE

Thurston County may experience increasing impacts in the coming decades:

Temperature

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

Precipitation

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

Sea-Level Rise

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

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

the Pacific Ocean. Summers are warm and generally dry, while winters are mild and wet. Yearly rainfall averages vary across the county; they are highest in the northwest at up to 90 inches per year near Summit Lake and decrease towards the southeast to about 40 inches per year around Lake Lawrence. Mean annual temperature in Olympia is 50.5 degrees Fahrenheit.

Summer temperatures have been steadily increasing while average humidity has been decreasing over the past two decades. Precipitation patterns have temporally shifted from October – April to November – May over the last twenty years; however, overall precipitation quantity has not appreciably changed. The changes identified over the past 10-20 years have resulted in increased summer wildfire hazards and, conversely, decreased streamflow and groundwater levels. These trends are consistent with the Global Forecast System Model relating to climate change impacts for the Pacific Northwest.

The effects of climate change, already observable in 2023, will have an increasing impact through the 20-year planning horizon and beyond (see sidebar). Locally, Thurston County is vulnerable to impacts from warmer summers, winters, and water temperature, increasing drought, intensifying precipitation, sea-level rise, and population change related to climate-driven migration.

B. POPULATION & DEMOGRAPHICS

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

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

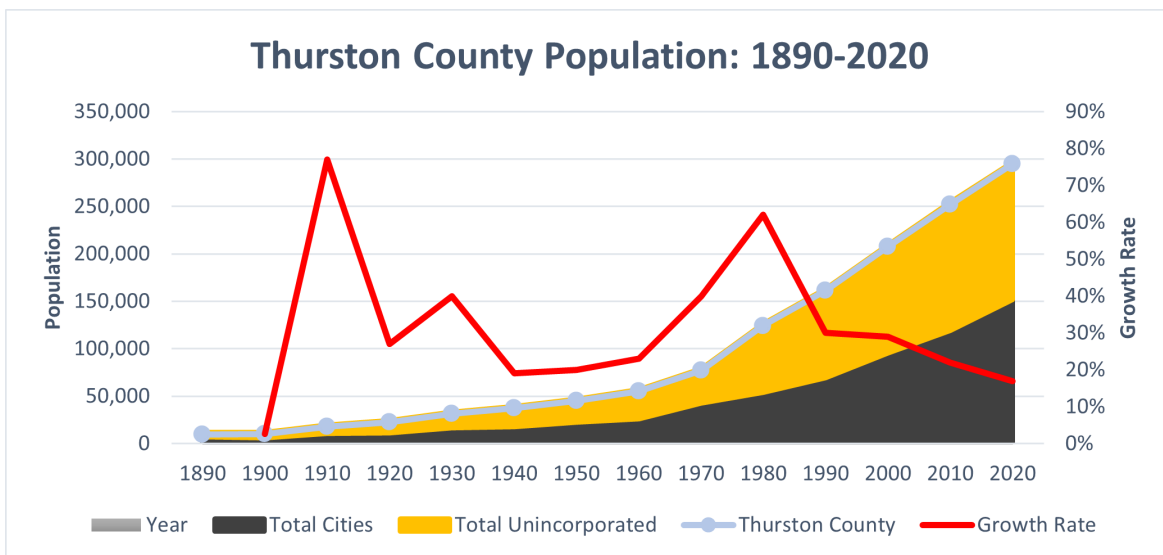


Figure 1-2. Thurston County Population: 1890-2020

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

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

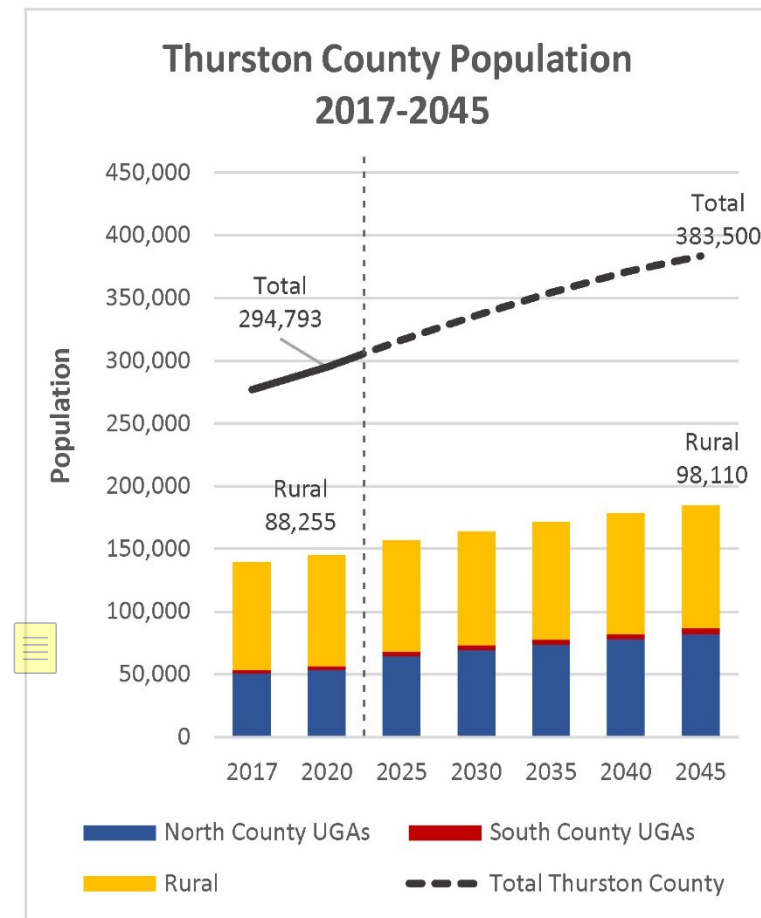


Figure 1-3. Thurston County Projected Population: 2015-2045
SOURCE: THURSTON REGIONAL PLANNING COUNCIL (TRPC)
POPULATION & EMPLOYMENT FORECAST, 2019

Approximately 8 percent are foreign-born, and 12 percent of residents speak a language other than English at home³ – Spanish, Vietnamese, Korean, Tagalog, German, and Hindi are among the most spoken foreign languages.

Thurston County has a slightly older population than Washington state overall; preparing for and responding to an aging population will be a major trend over the 20-year planning period. Figure 1-4 shows how Thurston County's population is distributed by age at three points across a 50-year time span: 1995, 2020, and 2045. The Baby Boom generation (those born between 1946 and 1965), who were in their 30s and early 40s when

In 2020, Thurston County's population was approximately 294,793. Projections show more than 383,500 people living in the county in the year 2045², an increase of 30 percent (see Figure 1-3). Just over half of that growth is projected to be in the cities, with another third estimated for the unincorporated urban growth areas. Approximately 12 percent of population growth is estimated to be in the rural parts of the county.

Thurston County's population is highly educated – greater than 94 percent of residents graduate high school, and more than a third go on to earn a bachelor's degree or additional graduate work. The presence of Joint Base Lewis-McChord has a strong effect on Thurston County, and 9 percent of the County's residents are veterans.

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

² Thurston Regional Planning Council, Population & Employment Forecast, 2019

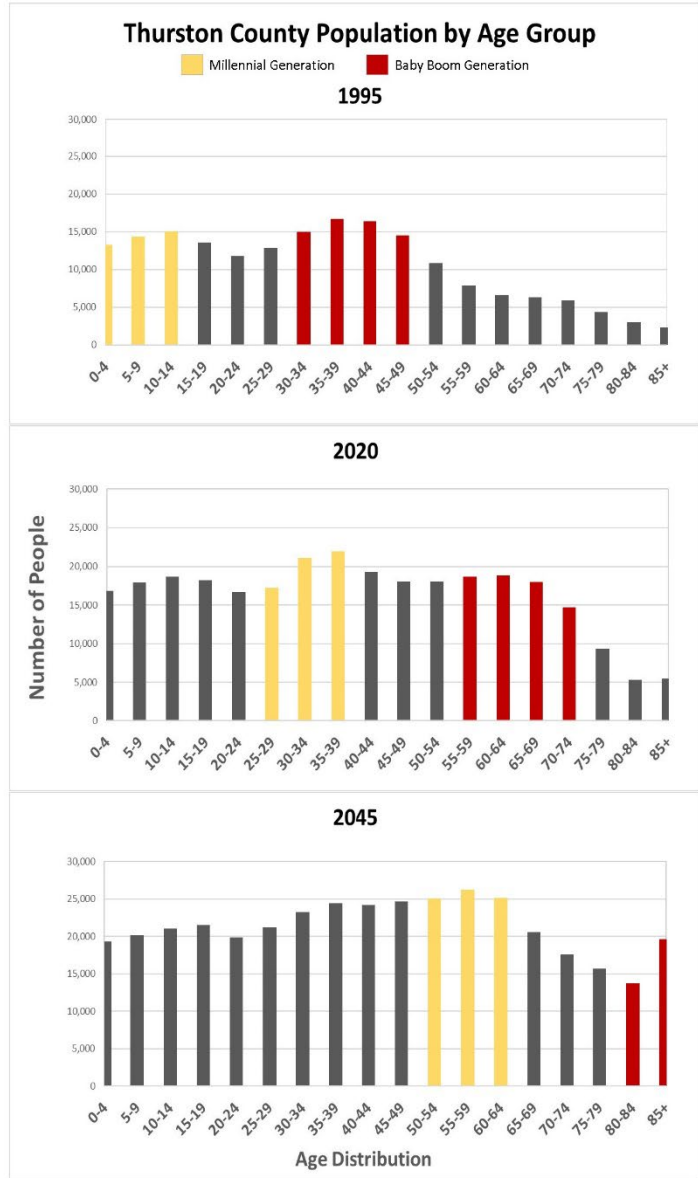
³ 2022 U.S. Census Bureau QuickFacts for Thurston County, Washington. Accessed November 21, 2023.

the Growth Management Act was passed, are already in or entering retirement, while the Millennial generation (roughly, those born between 1980 and 1995) are in or entering their prime working years. Net migration of working-age people moving into Thurston County, rather than the natural increase of current residents (births minus deaths), has helped to fill out the age curves.

In 2045, a child born in 2025 will be in his or her 20s, entering the workforce, starting a family, looking to buy a first home; Millennials will be in their 50s to mid-60s and today's mid-career professionals (in their 40s) will be retired, while Baby Boomers will be over 80. The proportion of residents aged 65 or older is projected to increase to nearly a fifth of the population by 2045, while growth among age groups of prime working age is projected to slow.

C. INCOME & ECONOMY

Thurston County's median household income was \$83,358 as of 2022⁴. While this is a 38 percent increase from 2010, Thurston County's average income has been less than that of the Washington State as a whole consistently since 2015 (see Figure 1-5). The statewide household income trend has been driven by a dramatic increase in wages in King County, in response to growth of the tech sector.



⁴ Washington State Office of Financial Management; U.S. Census Bureau, American Community Survey

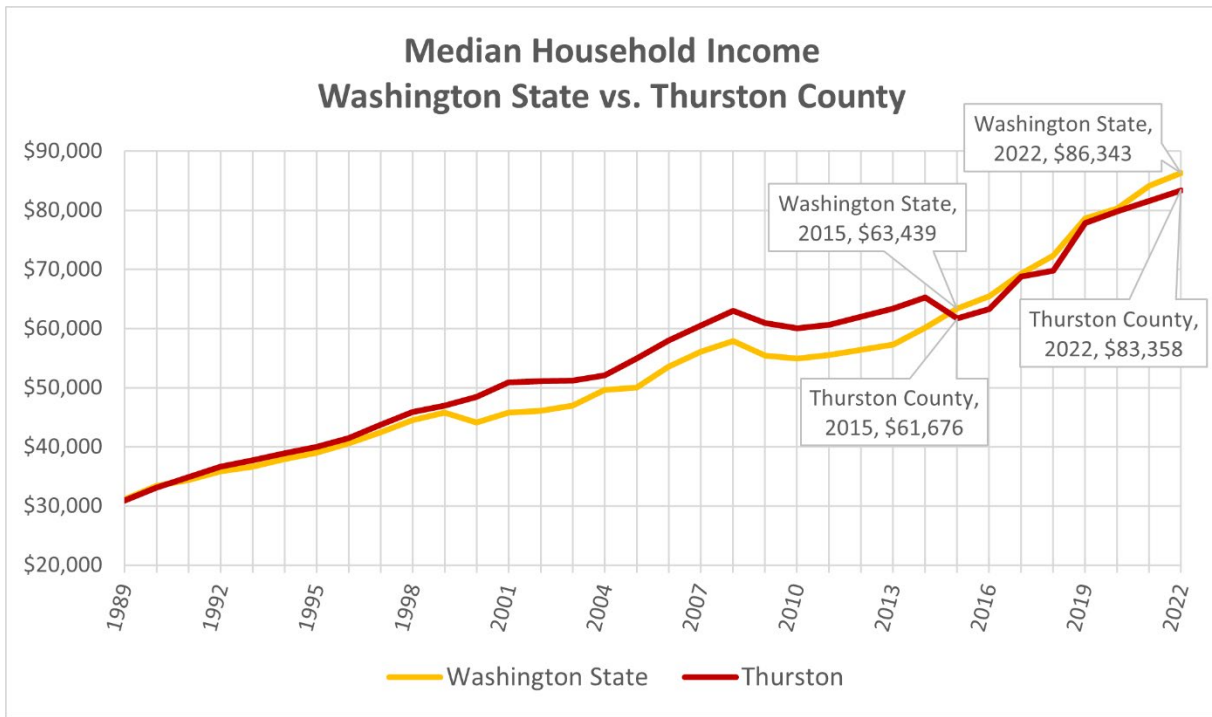


Figure 1-5. Median Household Income: 1989-2022

SOURCE: WASHINGTON OFFICE OF FINANCIAL MANAGEMENT; US CENSUS BUREAU

Thurston County has the seventh-highest median household income of all counties in Washington State, falling behind King, Snohomish, Kitsap, Pierce, Clark, and Franklin counties, but ahead of Mason and Lewis counties. This geographic variation in income can be paired with a comparison of relative cost of living (see Figure 1-6). Thurston County has a lower cost of living than many of the counties to its north along the Interstate-5 corridor, particularly when it comes to housing costs. This trend **has** driven some of the migration into the county; since 2010, the largest source of residents moving into Thurston County are from the Seattle, Bellevue, and Tacoma areas, many of whom are attracted by the lower cost of living⁵.

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

⁵ Housing and Urban Development 2020 Comprehensive Housing Market Analysis

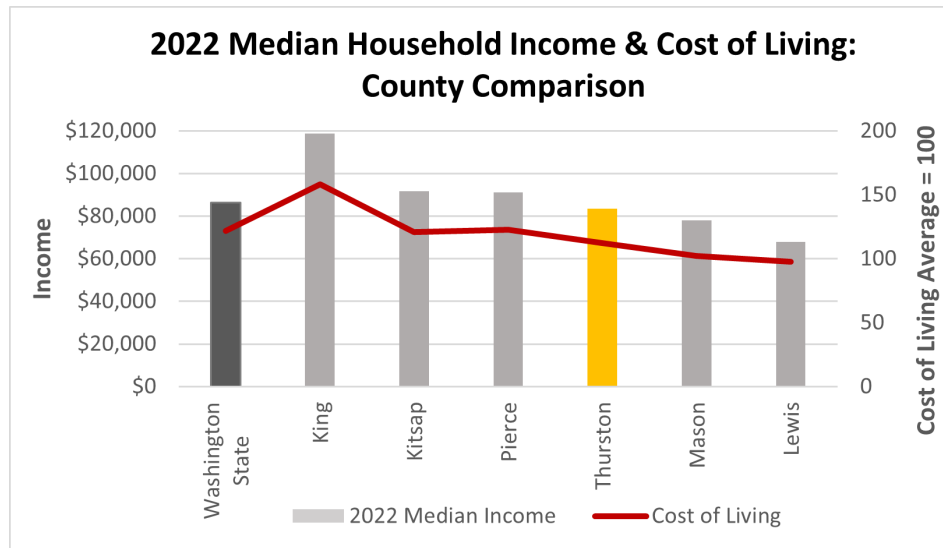


Figure 1-6. Median Income and Cost of Living, County Comparisons

SOURCE: WASHINGTON OFFICE OF FINANCIAL MANAGEMENT; SPERLING'S BEST PLACES, 2023

Although lower cost of living may be a factor in Thurston County's population growth, job growth may also play a factor, though it is projected to slow in the upcoming planning period. Between 1995-2020 the population and jobs within Thurston County grew at the same rate (58%). Between 2020-2045, the population and job growth are projected to slow, but stay relatively close at 30 and 29% (see Figure 1-7). Higher wages and increased job opportunities in the counties and cities to the north lead to more people living in Thurston County and commuting out-bound to employment elsewhere than in-bound commuters.

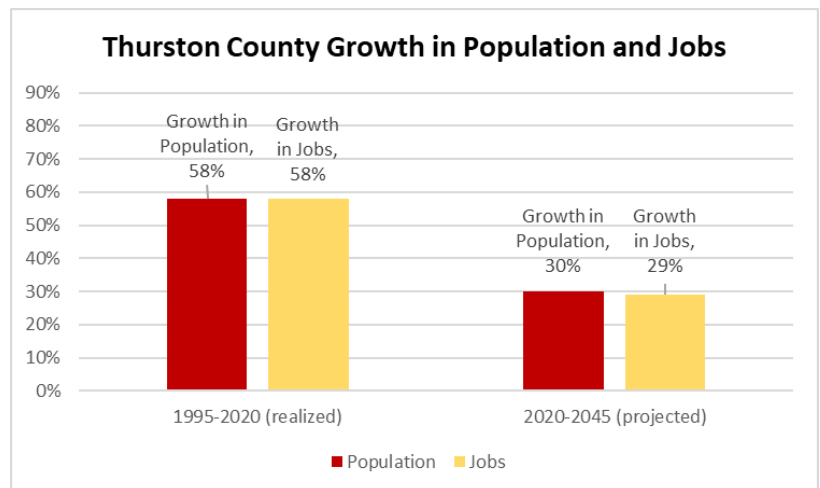


Figure 1-7. Comparison of Thurston County Population and Job Growth: 1995-2020 and 2020-2045

SOURCE: TRPC POPULATION & EMPLOYMENT FORECAST, 2019

Income levels vary within Thurston County. According to the 2017 to 2021 American Community Survey, residents of Rainier (\$88,036) and Yelm (\$83,027) have the highest median incomes, while Tenino (\$55,202) has the lowest (see Figure 1-8).

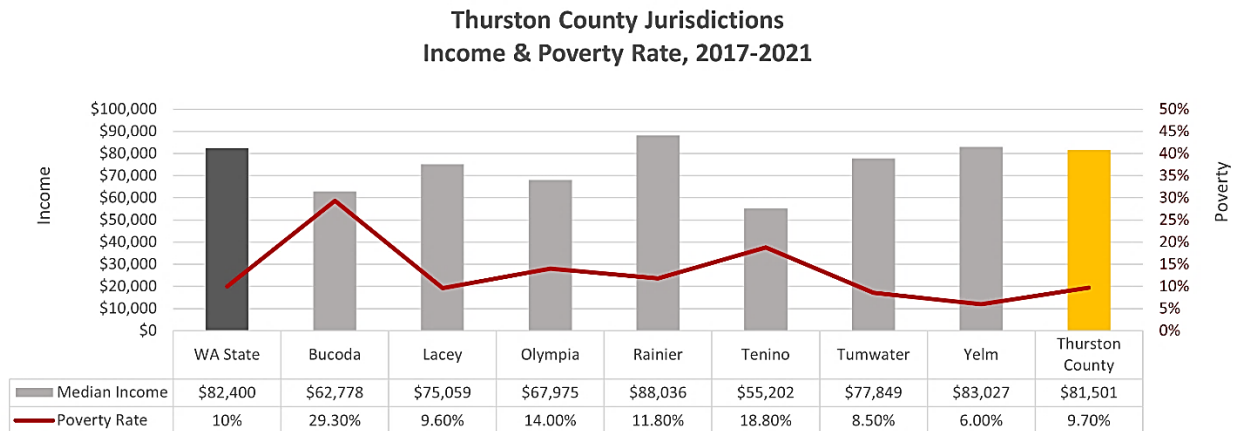


Figure 1-8. Thurston County Jurisdictions, Income and Poverty Rate: 2017-2021

SOURCE: US BUREAU OF THE CENSUS, AMERICAN COMMUNITY SURVEY

The average incomes in the County have gone up while the poverty rate has decreased 2.3 percent, from 12 percent in 2016 to 9.7 percent in 2021. Geographically, low-income families and individuals live throughout the county, but are most concentrated in the areas around Bucoda, Tenino, Rochester, and west Olympia.

In Thurston County, approximately 42,476 people live with a disability. A person with a disability is defined as: “a person who has a physical or mental impairment that substantially limits one or more major life activities.”⁷ Of these individuals, U.S. Census Data shows that in 2021, 43 percent were 65 years of age or older and 16 percent had incomes that were below the poverty level.

Poverty rates are also higher than average among minority groups, including American Indian and Alaskan natives (25 percent), Blacks (19 percent), and Hispanics (16 percent). The housing cost in Thurston County for those who rent is on average 30 percent of the median income and for those with a mortgage is 22 percent the median income.



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

⁷ Americans with Disabilities Act <https://adata.org/faq/what-definition-disability-under-ada>

APPENDIX A

THURSTON COUNTY HISTORY

NATIVE AMERICAN OCCUPATION

Indigenous communities, including the ancestors of the tribes now known as the Nisqually Indian Tribe, Squaxin Island Tribe, and the Confederated Tribes of the Chehalis Reservation gathered shellfish and frequented the inlets and prairies of Thurston County centuries before Euro-American exploration and settlement.

The rivers of the County were long-established sites for salmon harvesting, the prairies of the county were popular hunting and plant harvesting sites, and the beaches were replete with shellfish, harvested by native peoples. The open prairies provided a variety of the foods which were used by the Coastal Salish people including bunch grasses, violet, camas, shooting star, sedge, kinnikinnick, mosses, lichens, bracken fern, and salal.

The Squaxin Island, Nisqually, and Puyallup Tribes are signatories of the Medicine Creek Treaty signed on December 26, 1854. The treaty took nearly two years to become ratified in transitioning legal ownership of land from the Tribes. Much of what was verbally promised was forgotten out of the legal document. The Indian War of 1855-56 was because of the broken promise of the Medicine Creek Treaty of 1854.

The Nisqually are descendants of the Southern Coast Salish who lived in the Nisqually River Basin, on nearby prairies and along the beaches of Puget Sound for generations. They were traditionally more concentrated in the lower basin where several permanent houses were located. The oldest known village is over 5,000 years old. During the spring and summer months they ranged widely for food gathering and processing. Their name comes from "squalli," the grasses that grew in the lowland prairies, and they were the "Squalli-absch", "people of the grass country and the river."

The Nisqually were signatories of the Medicine Creek Treaty signed on December 26, 1854. The Indian War of 1855-56 and an Executive Order of January 20, 1857 reduced the tribal holdings. The 3,300 acres of reservation lands in Pierce County were condemned when Fort Lewis was established in 1917. The Nisqually adopted their constitution in 1946.

Historically, the Chehalis people occupied a large area within the Chehalis River watershed, stretching from the foothills of the Cascade Mountains to the Pacific Ocean in Southwest Washington. The tribe has been located on a reservation within the Chehalis watershed since the 1850s, though important historic and archaeological sites are scattered throughout the tribe's aboriginal area. "Chehalis" is a collective name for several Salishan tribes that lived on the Chehalis River and its affluent, and on Grays Harbor. Two principal groups of the ancestors of the present Chehalis Confederated Tribe were the Salish peoples of the Lower Chehalis, who relied on sea resources and the Upper Chehalis who had a river-based economy. The Chehalis did not sign a treaty but by executive order in 1864 land was set aside for a Chehalis Reservation. The Confederated Tribes of the Chehalis Reservation was formed and approved by the federal government in 1939 and its constitution was amended in 1973.

The Squaxin Island Tribal history has origins in time immemorial tracing back thousands of years as direct descendants of the Steh-Chass, and Black Lake village; tribal members can trace their family lineage to the historical watershed currently known as Budd Inlet. The Squaxin Island history is within traditional lands of the seven inlets of southern Puget Sound.

Squaxin Island Tribe are known as People of the Water, connotating the artesian waters located in Olympia, Deschutes River and of marine waters of the Salish Sea. Squaxin ancient past is taught through oral history.

"I told you about the Tumwater fishing, where our old folks camped to smoke and dry salmon for winter food and trading, I don't remember the creek at Tumwater where the folks took the salmon for smoking and drying. They said the salmon was always thick and there were lots of them...this was a long time ago." Eliza Bob Farron; 1908-1989 written history from her letters (Squaxin)

The marine and freshwater relationship to the surrounding land and waters provided the foundation of the Squaxin cultural identity and presented a unique perspective on ecosystems. As People of the Water, the Squaxin Tribe (including Steh-Chass) have maintained their ancestors' way of life. Depending on all the fish species, shellfish, elk, deer, numerous medicinal-food to meet the needs of the people. The instream flow of fresh water to the Deschutes River mingling with salt water created an amazing, complex ecosystem that was filled with a wealth of food and resources. The area was a Northwest paradise to the people providing a high quality of life sustaining longevity to over 100 years old for many ancestors. The teachings and ceremonies associated with the first foods acknowledges the reliance on elk, deer, fish, shellfish, plants, fruits, roots, and other species for good health and longevity of life.

Food gathered from the Salish Sea was one of the business markers in trading in the greater northwest. The Olympia oyster, a hallmark of Squaxin cuisine was smoked and dried with a particular wood from local forests or beaches, they were smoked/dried so hard that they were strung into necklaces for intertribal trading and bartering.

At the present time, the Squaxin Island people depend on and manage our wealthy resources. For more information, please visit the Squaxin Indian Tribe's Museum, Library, and Resource Center.

The first Euro-Americans to come to Thurston County were part of the British Vancouver Expedition under the command of Captain George Vancouver. Lt. Peter Puget, and the Vancouver Expedition, of which he was a member, explored the southernmost tip of Puget Sound in 1792. They returned to the mother ship, The Discovery, disappointed that they had not found the Northwest Passage. In 1824, another British expedition left Fort Astoria to explore the territory between the Columbia and the Fraser Rivers. James McMillan led the party up the Chehalis River to the Black River. From there they followed the Indigenous portage routes through Black Lake to what is now Tumwater and then to Eld Inlet.

EUROPEAN OCCUPATION

The first non-Native American settlers were the Hudson's Bay Company who began their northwest operations in 1824, and in 1829 moved their primary headquarters to a location near the Columbia River at Ft. Vancouver. The Hudson's Bay Company established several large farming areas in Thurston County including areas near Hawk's (Tyrell's) Prairie, near Yelm and at Tenalquot near Rainier. The company's primary operations in our area were at Ft. Nisqually, near present day Northwest Landing and a large farm just east of the Nisqually River in present day Pierce County.

In 1841, American Lt. Commander Charles Wilkes and his party of explorers were the first Americans to officially explore the region. His expedition mapped and named landmarks throughout the region. Members of his expedition lent their names to Budd, Totten, Henderson, and Eld Inlets of Puget Sound in Thurston County. Wilkes traveled by water and also overland probably following pre-established Indian and Hudson's Bay trails.

The first permanent non-Native American settlers settled in Thurston County in 1845. Part of an overland train from Missouri, the Michael Simmons/George Bush Party determined to go northward from their wintering-over place on the Columbia River at Washougal that year. They were spurred to go north because, at that time, the Oregon Territory the Provisional Government had passed laws excluding non-whites—whether they were slave, free, or of mixed race—from settling in Oregon Territory. The punishment for men if they did not leave the Oregon Country within two years was whipping. George Bush, prominent member of the party was a man of mixed race (African and Irish). In 1848, congress extended the Oregon Territory to include what is now Washington State. Because of the exclusion laws, Bush's title to his claim was no longer guaranteed. The Bush family's white friends and neighbors appealed congress to allow Bush to remain based on the respect they had for him. In 1855, Bush was granted a special dispensation by congress to stay. He was able to acquire land and went on to plat the town of Centralia. When they first arrived, Bush's party selected a site at the falls of the Deschutes near Puget Sound at New Market (what is now Tumwater), thus creating the first permanent American settlement on Puget Sound and in Thurston County in 1845. Seven others and their families who were with the party settled within a radius of six miles on the prairies around Tumwater. During 1846-47 they set up a gristmill and sawmill at the site utilizing the water power of the falls at Tumwater.

The Simmons/Bush party opened a flood-tide of settlement in the county and succeeding years brought more and more American settlers taking claims on the natural prairies and riverine areas around the county. The prairies had been periodically burned off by Indigenous communities to keep open land for camas and other root foodstuffs. The Skookumchuck River, Nisqually River, Scatter Creek, Black River, Deschutes River and Chehalis River all drew the early American settlers to their fertile banks.

American settlers also took advantage of the federal Donation Land Claim law, which granted large tracts of land—up to 640 acres—to those staking claim before 1850, and less acreage to those arriving before 1855.

On January 12, 1852, Thurston County was created in the then Oregon Territory. Olympia was designated as county seat that same year. In November 1853 Washington became a separate territory from Oregon, and Olympia was designated as the temporary (made permanent in 1855) capital city. Thurston County, originally to be called Simmons County, in honor of Tumwater-area pioneer Michael Simmons, was named for Samuel Thurston when it was created in 1852. He was the first delegate to Congress from the Oregon Territory. He died in 1851 while on his way home from the nation's capital.

In the winter of 1854, newly appointed Territorial Governor Isaac Stevens negotiated his first treaty in the territory for removal of the Indigenous communities to reservations, clearing the title to land for new settlers. This Medicine Creek Council was held just north of what is now I-5 on the Nisqually Delta in December 1854. The Nisqually, Squaxin Island, Muckleshoot, and Puyallup peoples signed the Medicine Creek Treaty, ceding their rights to 2.5 million acres of Western Washington tribal lands in exchange for the guarantee of reservation lands and hunting and fishing rights. The Confederated Tribes of the Chehalis have never signed a treaty with the United States and were awarded reservation lands in 1864 by Executive Order.

The actions of the treaty, coupled with increased settlement, brought Native Americans and settlers into conflict resulting in the Puget Sound Indian War of 1855-56. Settlers gathered in blockhouses, pioneer log fortifications that became small towns during the period. Farming and development were at a standstill until the conclusion of the war in later 1856.

Early on, county settlers formed their own schools. Some of the earliest schools in the territory were located in Thurston County near Lacey and at Olympia.

Michael T. Simmons in 1849 was named the first postmaster in what was to become Washington. The post office was at Nisqually and later moved to Olympia in 1850. Other early post offices were located at Jamestown (near Grand Mound) in 1859, and at Coal Bank, later known as Tenino, in 1860.

Olympia was the prominent town on Puget Sound for many years into the 1860s as the territorial capital city. Olympia was also the location of the first newspaper of the territory and served as the Port of Entry for Puget Sound by the U.S. Customs Service from 1851-1854.

The 1870s were the era of the railroad. The Northern Pacific Railroad reached Tenino in 1872, then known as Coal Bank, and made that town the hub of activity for southern Thurston County. The town of Tenino was platted in 1873. By the 1870s, Tumwater had developed rapidly along the falls of the Deschutes where many manufacturers were located earning it the title of "Lowell of the Pacific," referring to the industrial development in Lowell, Massachusetts. But both Olympia and Tumwater were by-passed by the mainline of the Northern Pacific Railroad when it was built through the county in 1873.

In 1873, three settlers--William Buckley, Samuel Colter, and J. B. David-- selected a site for a railroad depot and christened it BUCODA after their own names. The railroad also ran through Yelm in 1873 and new stores and businesses sprung up along the tracks. Developers were hoping for a railroad out to Puget City on Johnson Point in 1870 when the townsite was first platted.

In 1879 the first territorial prison opened at Bucoda. In that same year, Thomas Rutledge applied for a post office and moved a large mounting rock into his front yard. Rutledge received the post office but was denied the name “The Rock” for the location and instead designated the area “Little Rock.”

By the 1880s logging and industry increased throughout the county and new areas of settlement opened up. By 1889, 40 logging camps operated around Thurston County. New mills and settlers were at South Union, Independence, and Bucoda. In southeast Thurston County, logging was underway at Lake Lawrence in 1892 and at the Shore Shingle Mill nearby. Loggers were also active around Summit Lake during the period.

The Nisqually area was known as Maxfield during the 1880s, after the McConnell’s who operated a hotel there. By 1887 the prison closed at Bucoda but in that same year Northwestern Coal Mine began operation at Bucoda and in 1888 a lumber mill was operating. In Tenino, the sandstone quarrying industry began in the 1880s and was in full swing by the decade of the 1890s.

With the advent of Washington Statehood in 1889, numbers of Thurston County communities were platted and began to be served by railroads, inevitably bringing development. Rochester was platted in 1890 by John L. Nye and Fred Sarjent. Sam Woodruff platted Gate in 1890. Fred and George Stocking platted the town of Grand Mound in 1890 as well.

The town of Littlerock was platted in the 1890s when a movement was underway to change the name of Littlerock to Viora. The Tacoma, Olympia and Grays Harbor Railroad came through the town in 1890 and a store and hotel were built to accommodate the traffic. With the coming of the railroad through Nisqually in 1891, it too was platted as a townsite. Although there were scattered settlers already in the area, a group of developers from Binghampton, New York, platted the town of Rainier in 1891 with big hopes for new development which fizzled but the town retains its New York-inspired street names. Olympia retained its title as capital of the new state and instituted wide-ranging improvements such as street cars, electricity, and new stone and brick business blocks.

When Washington became a state in 1889, provisions were made to enable the purchase of tidelands for oyster production. As early as 1853 settlers began appreciating the qualities of the oyster. Indigenous people often sold oysters to settlers and by 1868 a brisk trade with San Francisco in Olympia oysters was under way. Beginning about 1890 the native population of bivalves was augmented through oyster cultivation. Oyster boats and rafts for harvesting and washing became common. In 1900 oystermen began damming the natural tidelands to create more, extensive beds for oyster culture. The high point of oyster production occurred in the 1920s. Eventually, native stocks were depleted by pollution from nearby pulp mills and Japanese Pacific oysters were later introduced.

In 1891 Woodland officially became known as Lacey and in 1893 construction began on the first buildings of St. Martin’s College in that locale. The school officially opened in 1895. In Olympia, the county built a new courthouse in 1891 fronting on Sylvester Park. The grand, towered Romanesque building was later sold to the state and is known as the Old Capitol. After the sale to the state in 1901, the county built a new courthouse at the corner of 4th Avenue and Washington Street in downtown Olympia.

The first years of the 20th century were an era of continued development throughout the county. The Bordeaux Brothers built the Mumby Mill at Bordeaux in the Black Hills in 1902. The Mud Bay Logging Company also commenced logging after 1900 in the Black Hills. The post office at Delphi was established in 1900, with the influx of Mud Bay loggers. At Independence, the Finnish and Swedish Lutheran residents each built Evangelical churches, the Swedish in 1902, and the Finnish in 1909. With the coming of the railroad—the Union Pacific and Milwaukee in 1908—a depot went up. The site of Independence became known as Helsing Junction named for the homeland of many residents at Helsinki.

By 1900 Rochester was a boomtown with a hotel, stores, and a livery stable located along railroad tracks. In 1907 the Maytown Mill began operations springing up in an area that railroad men were unsure was going to become a town. According to some accounts, this is how the area got its name—a maybe town.

After a fire in 1902, the Mutual Lumber Company in Bucoda was re-built and resumed full operations. In 1907 the Washington Union Coal Co. a subsidiary of Union Pacific Railroad initiated its mining operations at Tono (a shorthand name for “Ton of Coal”).

Tenino, probably named for a Salish word meaning “junction,” incorporated in 1906 and was equipped with modern telephone and electrical utilities. The retail section of the town burned in 1906 and was rebuilt with sandstone buildings to illustrate the uses of the Tenino sandstone. The townsite of Boston Harbor was developed in 1907.

In 1907 the Milwaukee Road extended its rails from Tacoma through McKenna to Maytown and Centralia, and later to Grays Harbor. As the railroad line was built, timberlands were tapped and every small town along its tracks boasted a mill or logging operation. The Point Defiance Line of the Northern Pacific Railroad line cut across the county in 1916. In the 1920s a new logging area opened up at Vail in the south county and a new rail line from the Vail operations to Henderson Inlet was built.

Along with lumber mills came the threat of fires. Yelm, Rochester, Bucoda, Rainier and Gate all suffered major fires. Communities rebuilt, and new mills took the place of the earlier manufacturing facilities which were often where the fires originated.

Although the inlets of Puget Sound had long been popular summer camping sites, with the creation of new roads for automobile travel, permanent homes were built in these areas in the early 20th century. At Butler Cove, prestigious homes were built in 1920s in conjunction with the golf course and country club. The 1920s were also a period of expansion around the lakes of the county when residents could travel by automobile to local resorts.

In the 1920s, community groups formed in many areas of the county including Rignall Hall at Hunter’s Point, the Friendly Grove Community, and at Freedom Hall (later Spurgeon Creek Grange). Many of the granges in the county were built during the 1920s including the Prosperity, Skookumchuck and Violet Prairie buildings, and still other granges took over schoolhouses after school districts consolidated.

At Gull Harbor, German immigrants settled to work in the area in the teens and 1920s. At the Sunnybay Plantation near Gull Harbor, the Olympia Cannery, located on the Olympia waterfront, developed a fruit ranch. In Grand Mound and Rochester, the strawberry fields were creating a brisk business during the 1920s as well.

The state established Primary State Highways starting in 1913. The concrete Pacific Highway (State Route 1), which began at the Canadian border and extended through Thurston County on its way to the Oregon border, was completed in 1922. The Olympic Highway (the route from Olympia to Port Angeles which was later State Highway 9) was designated as a primary highway in 1919. Tenino was on the main auto route transforming the town into a service stop with lunch counters, auto dealers, and service stations.

During the 1910s and 1920s many Swedes and Swede-Finns emigrated to the county, working often in the lumber camps but slowly clearing the cut-over forest lands of the county into productive farmland. Many Swedes and Swede-Finns settled in the Independence Valley.

The depression of the 1930s affected Thurston County as it did most of the country. The county did benefit from a number of projects of the Franklin Roosevelt administration to promote building and jobs. The county built a new courthouse in 1930 on Capitol Way to replace the 1900 era building downtown. The Olympia Airport terminal and other improvements for the airfield were completed through Works Progress Administration funds. Throughout the county roads were built, records re-organized and public facilities were improved through various programs. Civilian Conservation Corps (CCC) camps near Lacey and Rainier were also organized. Millersylvania Park was constructed through the work of the CCC. In Tumwater, the repeal of Prohibition spurred the construction of the new brewery in 1933. Upon its closure in 1932, a Tenino Bank issued wooden scrip, which became world renowned.

By the 1940s most of the lumber had been cut from the Black Hills and the operations of the Mud Bay Logging and Bordeaux Brothers had left the area. During World War II, several training areas were located in the county including at the Olympia Airport. The 37th Fighter squadron was part of the 55th Fighter Group between July 22, 1942 and August 23, 1943 at the site. The squadron began flying P-43 Lancers and later converted to P-38 Lightnings. The squadron had 180 enlisted men and 35 officers based at the airport. After the war, the airport was a site for surplus military aircraft. The airport was transferred back to the City of Olympia in 1947. Other military groups practiced blowing up bridges by dynamiting the logging trestles in the Capitol Forest, since they were no longer needed for logging. On the Olympia waterfront, steel barges were built on West Bay drive and materiel for the war effort was shipped through the Port of Olympia.

A flotilla of Navy ships, the "Mothball Fleet" as it was known, anchored off Gull Harbor from March 1946 to June 1972. The ships were used during the Korean War and Suez Crisis in 1956. Some of them were used as a storehouse for wheat beginning in 1953 and ending in 1959.

During the 1950s and 1960s, the new interstate highway system was built through the county redirecting traffic away from Nisqually, downtown Olympia, and Tenino. The new roadway also sliced through historic Tumwater, resulting in the razing or moving of most of the town.

During the 1950s, a lawsuit by Olympia business people mandated that the headquarters of state agencies be located in Olympia—which has been interpreted to mean the larger Olympia, Lacey and Tumwater areas--spurring growth in state government and employment in the county.

In 1960s, Thurston County became the site of a significant impetus on the part of the treaty tribes to re-assert their fishing rights granted through the Medicine Creek Treaty of 1854. Frank's Landing near the Nisqually River was the site of national news throughout the era as tribal members asserted their fishing rights. The Boldt Decision by Federal Judge George Boldt upheld by the U.S. Supreme Court in 1973 guaranteed these rights.

Despite the decline in the traditional industries of logging and quarrying, the county has experienced significant growth, increasing from a population of 55,049 in 1960 to 294,793 in 2020 according to the Thurston Regional Planning Council (TRPC).

Lacey was incorporated in 1966, the newest town in the county and that same year the first of the area shopping centers, South Sound Center opened there. Newer areas of development include those around the lakes and bay shores where waterfront homes have been constructed in such areas as Johnson Point and Cooper Point.

The development of The Evergreen State College in the 1960s encompassed a large area of the southern Cooper Point peninsula. Yelm has grown significantly through the influx of population and development. Growth around freeway interchanges in areas like Grand Mound have become a trend of development. In 1977, the county built a new courthouse complex on the west side of Olympia.

In 1990, the state instituted the Growth Management Act which mandated established growth areas in the county and appropriate zoning to preserve farmland, mineral land, and forest land in the county. As part of the effort to ensure long term agriculture in the county, in 1997, Thurston County instituted a purchase of development rights plan to preserve 942 acres of Nisqually Valley farmland.

As an area of human habitation for thousands of years, initially by Salish people and subsequently by the British and Americans, the history of Thurston County reflects its location in the verdant forests and prairies of Southwest Washington. Notable for its many Puget Sound inlets, the county has a history centered around development of its natural resources and its title as the seat of state government. The county's many archaeological and historic resources reflect this long era of human interaction with the distinctive qualities of the area. The history of the county is a continuum from the earliest Salish people to the present. Thurston County's goals, objectives and policies reflect the setting and heritage of the area.

APPENDIX C

DESCRIPTIONS OF RELATED PLANS, STUDIES & REGULATIONS

- I. COUNTY-WIDE PLANNING POLICIES
- II. THURSTON COUNTY PLANS RELATED TO LAND USE
 - A. City/County Joint Plans (Part of the Comprehensive Plan)
 - B. Other Plans Adopted as Part of the Comprehensive Plan
 - C. Special Purpose or Special Function Plans Adopted Separately from the Comprehensive Plan
- III. LAND USE RELATED REGULATIONS AND ORDINANCES
 - A. Land Use
 - B. Land Division
 - C. Roads--Bikeways
 - D. Historic
 - E. Septic Systems (Also Animal-Pasture Practices)
 - F. Water Systems
- IV. PLANS AND STUDIES OF LAND USE INTEREST OR FOR RESOURCE
 - A. Transportation
 - B. Recreation
 - C. Wetlands, Shorelines and Water Resources
 - D. Energy
 - E. Growth Management
 - F. Olympia Airport
 - G. Economic Development
 - H. Historic Resources
 - I. General

I. COUNTY-WIDE PLANNING POLICIES

The County-Wide Planning Policies are the framework for county and city comprehensive plans developed and adopted pursuant to the State Growth Management Act. The policies are to ensure that city and county comprehensive plans are consistent. The policies for Thurston County were developed by the Board of County Commissioners and representatives of elected city and town

councils. Public hearings were held on the policies, and they were subsequently ratified by the city and town councils and adopted by the Board of County Commissioners. They include policies on the subjects of urban growth areas and their boundaries, orderly development and provision of services within growth areas, joint city and county planning within growth areas, siting county-wide and state-wide public capital facilities, analysis of fiscal impact, economic development and employment, affordable housing, transportation, environmental quality, and process policies (population projections and urban growth areas and review of these policies). Here you can find the latest version of Thurston County's [Countywide Planning Policies](#).

II. THURSTON COUNTY PLANS RELATED TO LAND USE

The Comprehensive Plan is the umbrella planning document for all of Thurston County's land use related special plans and regulatory documents. It is the "master plan" because it contains the vision and direction for the county's future development in the form of statements of goals, objectives and policies for all aspects of the natural and built environment. It also identifies the parts of the county where growth and rural levels of development should occur, along with corresponding levels of supporting public services and facilities.

Three categories of plans are described in this section. First are joint plans, which are components of the Comprehensive Plan. They contain policies for urban growth areas in the county. Second are plans for special functions, issues or services that are formally adopted as part of the Comprehensive Plan. Third are special purpose and function plans that are adopted separately from the Comprehensive Plan. These plans are prepared for varying geographic areas. Some are county-wide in scope, and some are for specific geographic areas. Each plan's geographic scope is identified in its description. Reference copies of many of the documents described below are available online.

A. CITY/COUNTY JOINT PLANS:

Thurston County's County-Wide Planning Policies require that joint plans be developed for all urban growth areas around a city or town. Joint plans are adopted within this Comprehensive Plan, although they appear in separate documents. Joint plans serve as the comprehensive plan for the unincorporated portions of each city or town's urban growth area. Joint plans are developed by and adopted by both the city or town and the county.

[Joint plans](#) are available on the county's website as part of the Comprehensive Plan.

B. OTHER PLANS ADOPTED AS PART OF THE COMPREHENSIVE PLAN:

Some plans, such as those for water and sewerage, are required by state law to be adopted as part of the Comprehensive Plan. These plans, as well as others adopted by the Board of County Commissioners as part of the Comprehensive Plan, are listed here. These plans are an integral part of the Comprehensive Plan.

1. Subarea Plans. Subarea plans provide the detailed plans for land use by geographic sub-area of the county to address the unique features and needs of distinct areas. A high level of participation by area residents and property owners is sought in the preparation of these plans. Area residents worked with County staff or with other assistants to prepare draft plans or alternatives for presentation to the Thurston County Planning Commission.

Subarea plans that were adopted in the 1970's and early 1980's no longer govern land uses but provide important historical perspectives for future planning efforts. "Retired" subarea plans are listed under section I(1), below. The county's three subarea plans currently in effect are described below.

- a. Nisqually Subarea Plan

In November 1989, the Thurston County Board of Commissioners rezoned that portion of Thurston County lying east of the northern county Urban Growth Boundary and north of Fort Lewis. This 14 square-mile area is referred to as the Nisqually Planning Area. Over the next two years, the seven-person Nisqually Planning Committee completed a draft land use and zoning plan for this area. The vision of this plan contained four major points: (1) Save the agricultural land; (2) protect the wooded hillside; (3) provide for some property owner compensation; and (4) preserve the existing rural character. The Plan contained a unique Nisqually Agriculture Zoning District which incorporated a number of flexible options, which included clustered development, transfer of development rights, and purchase of development rights. Provisions for limited development and a significant buffer were incorporated in a Nisqually Hillside Overlay District. The hillside plan and the companion zoning regulations were adopted in late 1992. This plan is periodically updated.

- b. Rochester Subarea Plan

The current Rochester Subarea Plan covers a portion of Southwest Thurston County near the Grand Mound Urban Growth Area, which has its own subarea plan. The current plan was prepared with the contributions of the local community through a series of community meetings. The plan segregates land uses, such as industrial, commercial, and residential, that were previously allowed under an earlier version of the plan, and it reduced residential density in some areas. This plan was last updated in 2020.

- c. Grand Mound Subarea Plan

The Grand Mound area is roughly 1,000 acres around the I-5/ State Route 12 interchange in Southwest Thurston County. Sewer and water facilities have been planned for the Grand Mound area since the eighties. Under the Washington State Growth Management Act, such facilities and services are appropriate primarily in urban areas. The community supported the creation of an urban growth area for Grand Mound, consistent with the earlier expectations for intensive, urban

development in the area. Community involvement in the plan took place through a series of community meetings beginning in 1995. The plan segregates commercial, industrial, and residential areas, and requires minimum densities to ensure that public services are provided efficiently. This plan was last updated in 2023.

The Nisqually, Rochester, and Grand Mound [Subarea Plans](#) can be found on the county's website as part of the Comprehensive Plan.

2. 1986 Boston Harbor Wastewater Facilities Plan

Prepared by consultant R.W. Beck and Associates with assistance from County staff and a Boston Harbor citizens' committee. This plan resulted in a recommendation for construction of wastewater collection and treatment facilities to relieve possible hazards to public health caused by on-site septic system failures. Recommended facilities were completed in 1990, serve existing residential development, Burfoot Park, and the Boston Harbor Elementary School, and will accommodate in-filling of the adopted service area. Available for reference from the Thurston County Department of Water and Waste Management.

3. 1997 Boston Harbor Water System Service Connection Policies and Procedures (Resolution 11407)

The Thurston County Board of Commissioners adopted the original Water General Plan for the County-operated Boston Harbor Water System on July 20, 1987. The 1987 General Plan was based on the Boston Harbor Water System Study by R.W. Beck and Associates.

The service area for the Boston Harbor Water System was expanded to allow service to an additional 34 parcels directly fronting on existing water system mains, through Resolution 11407 adopted April 7, 1997, by the Thurston County Board of Commissioners. The expansion was based on the Boston Harbor Water System Connection Capacity Study issued July 31, 1996, by D. R. Strong Consulting Engineers, which was approved by the Washington Department of Health. These documents are adopted as an amendment to the service area identified in the Boston Harbor Water General Plan and are incorporated by reference into the Thurston County Comprehensive Plan. Copies of the documents discussed above are available from the Thurston County Department of Water and Waste Management. (Resolution No. 12788, 7/8/02)

4. 1989 Tamoshan Comprehensive Water System Plan and Engineering Report.

Prepared by consultant Skillings and Chamberlain, Inc. for Thurston County, this plan was adopted as the Tamoshan Water General Plan on June 4, 1990, by the Thurston County Board of Commissioners. Adoption of the plan allowed for the upgrade of the County owned-and-operated Tamoshan water system. Completion of water system upgrades in 1992 provide for enhanced service to the Tamoshan subdivision. Available for reference from the Thurston County Department of Water and Waste Management.

5. 1990 Thurston County Sewerage General Plan for Unincorporated Urban Growth Management Area

Prepared by Community and Environmental Programs with assistance from a community task force; consultant Skillings and Chamberlain, Inc., engineers, and the Environmental Health Department. This document deals with sewer ownership, timing of sewer construction and hook-up, payment, and sewer and septic policies in the unincorporated areas. Available for reference from Thurston County Health Department.

6. 1990 Shoreline Master Program for the Thurston Region

Pursuant to Section 36.70A.480 RCW, the goals and policies of the Shoreline Master Program are included as an element of the Comprehensive Plan. The Shoreline Master Program also provides regulations for development along shorelines of the state. Refer to Section III.A. The 1990 Shoreline Master Program has been updated and is expected to go into effect by mid-2025..

7. 1993 Carlyon Beach Homeowners Association Wastewater Treatment Plant Engineering Report.

Prepared by consultant Economic and Engineering Services, Inc. for the Carlyon Beach Homeowners Association (CBHA). This system is privately owned and operated by the CBHA. An agreement with Thurston County assures immediate assumption of the system by Thurston County under specified conditions. On May 9, 1994, the Thurston County Board of Commissioners adopted the Carlyon Beach Sewerage General Plan (consisting of Sections II through VII of the CBHA Wastewater Treatment Plant Engineering Report). The adoption of this plan enables the expansion of the existing wastewater treatment facility and meets the requirements of Chapter 36.94 RCW authorizing the County to take over operation of the system under the contract. Available for reference from the Thurston County Department of Water and Waste Management.

8. 1996 Grand Mound Wastewater Comprehensive Plan

Prepared by consultant Earth Tech, Inc. for Thurston County, this plan updates and replaces the 1987 Grand Mound Sewerage General Plan. This updated Sewerage General Plan identifies a wastewater service area boundary coinciding with the Grand Mound Urban Growth Area. This plan evaluates a range of alternatives and makes recommendations for phased construction of wastewater collection, treatment, and disposal systems for the urban growth area. Implementation of the plan will accommodate commercial, industrial, and residential development at densities envisioned within the urban growth area. The plan was adopted by the Board of County Commissioners as the Grand Mound Sewerage General Plan on June 24, 1996. Reference copies are available at the Thurston County Department of Water and Waste Management.

9. 1996 Grand Mound Water System Plan (Amended 2005)

Prepared by consultant Earth Tech, Inc. for Thurston County, this plan parallels the Grand Mound Sewerage General Plan in service area and phasing of construction. This plan updates and replaces the 1992 Grand Mound Water System Plan. Adopted by the Board of County Commissioners on June 24, 1996, this plan sets the stage for development of a public water system jointly with the proposed wastewater system. The 2005 amendment adds 102 acres of residentially zoned properties north of the original water system service area boundary. All other provisions of the

original 1996 plan remain unchanged. Reference copies are available at the Thurston County Department of Water and Waste Management.

10. 1999 Cooper Point Wastewater Facilities Plan

Prepared by consultant Earth Tech Inc. for Thurston County, this document is an area-wide wastewater facilities plan for the Cooper Point peninsula. The plan addresses the existing sewer developments at Tamoshan and Beverly Beach, as well as management issues related to area wide on-site systems. The recommended actions include installation of a limited-capacity sewer line to LOTT as a replacement for the existing treatment plants at Tamoshan and Beverly Beach; improved on-site system maintenance; and development of community alternatives where existing on-site systems fail on sites which cannot accommodate repair to modern design standards. Adopted by the Board of County Commissioners on December 20, 1999. Reference copies are available at the Thurston County Department of Water and Waste Management. (Resolution No. 12108, 12/20/99)

11. 2002 Cooper Point Wastewater Facilities Plan Amendment

This document prepared by Cosmopolitan Engineering Group amends the Cooper Point Facilities Plan adopted in 1999. The Plan Amendment includes an engineering report addressing replacement of the Tamoshan Wastewater Treatment Plant. Proposed service area accommodates consolidation of service for Tamoshan community and the nearby Beverly Beach community. The Tamoshan plant has been operated by Thurston County since 1976. Beverly Beach was developed with an independent, privately-owned sewer system and marine outfall. Continued operation of facilities at the Tamoshan site replaces the preferred alternative (LOTT pipeline) identified in the 1999 Facilities Plan. The Western Washington Growth Management Hearings Board ruled that the pipeline alternative in the 1999 Plan was inconsistent with the Growth Management Act. The 2002 Plan Amendment and other documents are available from the Thurston County Department of Water and Waste Management. (Resolution No. 12788, 7/8/02)

C. SPECIAL PURPOSE OR SPECIAL FUNCTION PLANS ADOPTED SEPARATELY FROM THE COMPREHENSIVE PLAN:

These plans deal with a specific issue, function, or service such as stormwater, sewage, bicycle routes, or parks. Some address the issue on a county-wide basis, others are for a specific geographic area of the county. They have all been officially adopted by the Thurston County Board of Commissioners and are used to guide the county's provision of the service or handling of the issue addressed by the plan.

1. 1987 Thurston County Comprehensive Bike Plan

Prepared by the Thurston County Parks Department in 1979 with community participation, updated in 1987, and folded into the 1988 Comprehensive Plan amendments. It gives design standards for bikeways in Thurston County. Included are maps of the present bikeway system. Available for purchase at various bike shops around Thurston County. An [interactive bicycle map](#) is available at Thurston Region Planning Council.

2. 1981 Thurston County Comprehensive Solid Waste Management Plan

This plan was originally prepared in 1975 and updated in 1981. The 1981 Plan was updated in 1993 to come into compliance with 70.95 RCW. The Plan was prepared, under the guidance of a nine-member solid waste advisory committee comprised of elected officials from Thurston County, Lacey, Olympia, Tumwater, and Tenino; several community members and business and solid waste industry representatives. This Plan examines solid waste management county-wide, and establishes a management framework for solid waste reduction, recycling, collection, and disposal for a period of 20 years. By state law solid waste plans must be updated every five years.

3. 1986 Surface Water (Stormwater) Management Utility Development Plan, Thurston County/Lacey/Olympia/Tumwater

Prepared by consultant URS Corporation for the Thurston County Department of Public Works. This plan explores the procedural strategies, funding options and billing/collection methodologies for surface water utility development (stormwater). It also analyzes cost of services and provides an implementation plan. Available for reference from the Thurston County Development Services Department.

4. 1991 Moderate Risk Waste Plan

Prepared by the Thurston County Departments of Health and Community Planning with the assistance of an advisory committee. This document identifies problems associated with moderate risk waste (which are small quantities of hazardous wastes generated in homes and small businesses) and provides solutions to correcting these problems and funding implementation of the recommendations. Available for reference from Thurston County Health Department.

5. 1992 Northern Thurston County Groundwater Management Plan

Prepared by the Thurston County Health Department with the assistance of the Northern Thurston County Groundwater Advisory Committee. This document describes the hydrogeology and groundwater resources of northern Thurston County. It recommends actions to protect and preserve the resource and discusses costs and funding options. Available for purchase or reference from Thurston County Health Department.

6. 1992 Percival Creek Comprehensive Drainage Basin Plan

Prepared by the City of Olympia in conjunction with the City of Tumwater and Thurston County. Adopted by the Thurston County Board of Commissioners. This plan was prepared to resolve current and potential surface water problems in the Percival Creek system and surrounding drainage area. This plan provides the basis for capital facility projects, land use recommendations and several ongoing stormwater activities. Available for purchase or reference from the City of Olympia Public Works.

7. 1992 Indian/Moxlie Creek Comprehensive Drainage Basin Plan

Prepared by the City of Olympia in conjunction with Thurston County. Adopted by the Thurston County Board of Commissioners. This plan was prepared to resolve current and potential surface

water problems in the Indian and Moxlie Creek systems and the surrounding drainage area. This plan provides the basis for capital projects, land use recommendations, and other activities. Available for purchase or reference from the City of Olympia Public Works.

8. 1993 McAllister/Eaton Creek Comprehensive Drainage Basin Plan

Prepared by Thurston County Department of Water and Waste Management and adopted by the Thurston County Board of Commissioners. This plan was prepared to resolve current and potential surface water problems in the McAllister and Eaton Creek systems and the surrounding drainage area. The plan also includes further analysis to address groundwater susceptibility. This plan provides the basis for capital projects, land use recommendations and other activities. The plan includes cost estimates and implementation schedule. Available for purchase or reference from the Thurston County Department of Waste and Water Management.

9. 1995 Woodland and Woodard Creek Comprehensive Drainage Basin Plan

Prepared by Thurston County in conjunction with the cities of Lacey and Olympia. Adopted by the Thurston County Board of Commissioners and the cities of Lacey and Olympia. This plan was prepared to resolve current and potential surface water problems in the Woodland and Woodard Creek systems and the surrounding drainage area. The plan provides the basis for capital projects, drainage design standards, water quality monitoring, and other activities. Available for purchase or reference from the Thurston County Department of Water and Waste Management.

10. 1996 Chambers/Ward/Hewitt Comprehensive Drainage Basin Plan

Prepared by Thurston County in conjunction with the cities of Lacey and Olympia. Adopted by the Thurston County Board of Commissioners and the Cities of Olympia and Lacey. This plan was prepared to resolve current and potential surface water problems in Chambers, Ward and Hewitt Lakes, Chambers Ditch, Chambers Creek, and the surrounding drainage area. The plan provides the basis for capital projects, drainage maintenance activities, water quality monitoring, and other activities. Available for purchase or reference from the Thurston County Department of Water and Waste Management and the Cities of Olympia and Lacey.

11. Parks, Open Space, and Trails Plan 2020

Prepared by the Thurston County Parks and Recreation Department and adopted by the Thurston County Board of Commissioners, this plan is updated every five years. It is a policy plan that defines the priorities and level of service standards for park, recreation area, preserves and trail acquisition and development. It includes an inventory of all the park properties and a capital facilities plan. You can read the [Parks, Open Space, and Trails Plan](#) on the county website.

12. 1996 Thurston County Coordinated Water System Plan, Area-wide Supplement

Originally established by action of the Thurston County Board of Commissioners in 1986, this plan was an early building block of urban growth management in northern Thurston County which establishes guidelines for development and coordination of private and publicly operated water systems in the urbanizing area.

13. Integrated Pest and Vegetation Management Plans and IPM Prescriptions

Integrated pest management (IPM) plans have been prepared for several County departments pursuant to umbrella IPM policies and procedures adopted in 1993. The County policies stipulate that departments pursue an integrated approach to managing vegetation, insects, and other pests, with an emphasis on non-chemical techniques. IPM plans and prescriptions are developed by the departments with assistance from the vegetation management coordinator and are reviewed by the volunteer Pest and Vegetation Management Advisory Committee prior to submittal to the Thurston County Board of Commissioners. Prescriptions have been adopted for several specific plant and insect pests: These are applicable to department operations county-wide. Thurston County Board of Commissioners have adopted the following IPM plans and prescriptions:

- ❖ 1993 Thurston County Pest and Vegetation Management Policy
- ❖ 1993 Roads and Transportation Services Integrated Vegetation Management Program
- ❖ 1995 Hawks Prairie Landfill Integrated Pest and Vegetation Management Plan
- ❖ 1995 Parks and Recreation Department IPM Plan
- ❖ 1995 Storm and Surface Water Utility IPM Program
- ❖ 1995 Integrated Management Plan for Long Lake
- ❖ 1995 Lake Lawrence Management Plan
- ❖ 1996 IPM Prescription for White Water Lily
- ❖ 1996 Facilities Department IPM Prescription for Ants

These documents are available from the various departments or from the Department of Water and Waste Management. A number of related technical studies are also available from Water and Waste Management, particularly for Long Lake and Lake Lawrence.

14. Green Cove Creek Comprehensive Drainage Basin Plan, 1998

The Green Cove Creek Comprehensive Drainage Basin Plan was developed by staff from Thurston County and the City of Olympia, and a citizen advisory task force made up of basin residents. The stormwater-related problems identified in the plan and the recommended solutions represent a three-year study. Primary issues addressed include stream and wetland habitat degradation and storm water management. Copies of the Plan are available at the Department of Water and Waste Management. (Resolution No. 12108, 12/20/99)

15. Flood Hazard Management Plan, 1999

The Flood Plan is Thurston County's official long-term plan for dealing with flood events. The plan meets rules established by the Washington State Department of Ecology. Required elements address 1) short and long-term objectives; 2) potential impacts upon various natural resources; 3) evaluation of the costs and benefits of alternatives; and 4) recommendations for reducing the impacts of flooding. (Resolution No. 12108, 12/20/99)

16. LOTT Wastewater Resource Management Plan, 1999

LOTT is a wastewater management partnership composed of representatives from Lacey, Olympia, Tumwater, and Thurston County. LOTT manages wastewater treatment and disposal services for

the urbanized northern part of Thurston County. LOTT's most recent plan anticipates the increasing need for sewer capacity as the urbanized area develops. The plan provides for periodic system expansion as the need arises, with "satellite" treatment plants throughout the service area, and reclamation and recharge as new disposal options for wastewater. Copies of the document are available from the LOTT offices in Olympia. (Resolution No. 12108, 12/20/99)

17. South Thurston County Urban Growth Areas Abbreviated Coordinated Water System Plan, 2000

This Plan (CWSP) was adopted by the Board of County Commissioners and the Washington Department of Health under the Public Water System Coordination Act (RCW 70.116.) The Plan applies to the urban growth areas of Yelm, Rainier, Tenino, and Grand Mound. Through the CWSP, these UGAs are designated as "Critical Water Supply Service Areas". The designation provides the city water systems (and County at Grand Mound) with priority to serve new development within their UGAs. A water service review process for new development is established in the Plan; Thurston County Environmental Health oversees this review process. The Plan also contains summary information on each water system.

18. Salmon Creek Comprehensive Drainage Basin Plan, Phase II, Alternatives Analysis and Recommendations, 2004.

The Plan recommends a series of engineering solutions, regulatory actions, and other actions to address localized flooding in the Salmon Creek Drainage Basin, located south of the City of Tumwater. The Plan is predicated on a "Phase I" computer model by URS Corporation and Pacific Groundwater Group showing water flow in the Basin.

19. Nisqually Watershed Management Plan, 2004

A watershed plan for Water Resource Inventory Area (WRIA) 11, Nisqually Watershed. The plan focuses on water availability, and addresses water quality, habitat, and instream flows. Adopted jointly by the county and other jurisdictions within the watershed pursuant to the Watershed Management Act, RCW 90.82.

20. Addendum to the Nisqually Watershed Management Plan, 2019

On January 16, 2019, the Nisqually Planning Unit approved a Watershed Plan Addendum for WRIA 11 addressing the Streamflow Restoration Act (ESSB 6091). The Department of Ecology adopted the Addendum on February 1, 2019. The Addendum estimates consumptive water use by new domestic permit-exempt well connections within the watershed through 2040 and identifies mitigation actions to offset instream flow impacts of this use and provide Net Ecological Benefit.

21. Chehalis Basin Watershed Management Plan, 2004

A watershed plan for Water Resource Inventory Areas (WRIAs) 22 and 23, Chehalis Basin. The plan examines water quantity, water quality, instream flow, and habitat. Adopted jointly by the county and other jurisdictions within the watershed pursuant to the Watershed Management Act, RCW 90.82.

III. LAND USE RELATED REGULATIONS AND ORDINANCES

Plans and related policy documents are implemented through various regulations and permit programs. The Thurston County Zoning Ordinance, for example, provides the most direct implementation of the Comprehensive and Sub-Area Plans. Those regulations and permit programs flowing directly from, and based on, adopted county land-use-related plans are cited here. Reference copies of many of the documents described below are available at local libraries.

A. LAND USE:

1. 1980 Thurston County Zoning Ordinance

Adopted by the Thurston County Board of Commissioners and updated as needed to provide consistency with the Comprehensive Plan, the Zoning Ordinance lists the allowed uses and development standards for each land use zone. In addition, the ordinance describes the processes necessary for a variety of permits. Available for purchase or reference from the Thurston County Development Services Department. Also available are the Thurston County Official Zoning Maps.

2. 1990 Shoreline Master Program for the Thurston Region

Prepared by Thurston Regional Planning Council with assistance from a citizens' committee. It is both a plan and regulation applicable to all jurisdictions in Thurston County having shorelines covered by the State Shoreline Management Act. Originally adopted in 1976, it was updated in 1990. It has been updated and expected to go into effect in mid-2025. It has been adopted by each jurisdiction, including Thurston County. It provides policies, regulations, and a permit system for the use of waters and lands along the shorelines of most lakes, rivers, streams, marine shores, and associated wetlands. Available for purchase or reference from the Thurston County Development Services Department.

3. 1991 Drainage Design and Erosion Control Manual

Prepared by Thurston County Storm and Surface Water Program, along with the three cities of Lacey, Olympia, and Tumwater, originally in 1991. Adopted by the Thurston County Board of Commissioners and City Councils in 1991 as an ordinance stating the requirements and standards for the design of stormwater systems and control of erosion on construction sites within the cities of Olympia, Lacey, Tumwater, and unincorporated Thurston County. The City of Olympia Public Works Department lead an interjurisdictional effort to update and revise the Manual. The Thurston County Board of Commissioners adopted revisions in 2016.

4. 1993 Mineral Extraction Ordinance

In response to concerns raised by the public about the effects of mining activities on groundwater and residential neighbors, the Thurston County Board of Commissioners adopted new special use permit standards for mineral extraction (TCC 20.54) and established the Thurston County Mineral Extraction Code. The new Code establishes requirements for both new and existing mines for

hazardous spill prevention, wastewater control, noise reduction, and other measures aimed at reducing conflicts between mine operators and neighbors (TCC 17.20).

5. 1994 Critical Areas Ordinance

Thurston County is one of a handful of jurisdictions which had "Environmentally Sensitive Area" regulations prior to the 1990 State Growth Management Act. These are now called "Critical Areas" under the Act. Such areas include aquifer recharge areas, geologic hazard areas, important habitats and species, floodplains, streams, and wetlands. Thurston County also included a category called special management areas to address locally unique conditions. These development regulations are intended to be used in combination with other County codes. It limits land uses within or adjacent to particular critical areas and provide for buffers in others. It includes best management practices for various uses and activities as well as detailed mitigation measures for those few uses that might be conditionally allowed. It contains guidance as to when a special report will be required and the standards for the preparation of such reports. Provisions for enforcement, variances and a reasonable use exception are also included. The Critical Areas Ordinance had a major update in 2012 and minor updates more recently.

6. 1996 Thurston County Open Space Tax Program

Initially adopted in 1985, the County's Program was updated in 1996 with the participation of the Office of Community and Environmental Programs, the Agricultural Advisory Committee, the Planning Commission, and the Assessor's Office. This program establishes eligibility and other rules for the open space classification of property. This classification is based on current use values, rather than highest and best use. This classification provides substantial reductions in property taxes for owners willing to preserve priority features of their property. Copies are available from the Permit Assistance Center. Amendments were made to the Open Space Tax Program in 2023.

7. 1997 Forest Lands Conversion Ordinance

With cooperation from the Washington State Department of Natural Resources, Thurston County became the first in the state to accept the role for regulatory review of forest land harvesting on lands being converted to non-forestry uses. This role was authorized by the state legislature in amendments to the Forest Practices Act. The County ordinance ensures that environmental protection standards are applied consistently for lands being developed, whether timber harvesting is involved or not. In addition, the ordinance provides for some retention of trees on lands being developed in urban growth areas. (Resolution No. 12108, 12/20/99)

8. 1997 Growth Management Public Participation

Pursuant to requirements of the Washington State Growth Management Act, the County has established procedures for docketing proposals to amend the Comprehensive Plan and development regulations. The ordinance also provides minimum public involvement requirements for such proposals. (Resolution No. 12108, 12/20/99)

9. 1998 Grand Mound Development Guidelines

Design guidelines applicable only within the Grand Mound urban growth area were developed through a community workshop process in 1998. The design guidelines apply to commercial, industrial, and multifamily developments. The purpose is to encourage the development of visually attractive developments that will give Grand Mound its own cohesive identity and distinguish it from other interchange areas along the I-5 corridor. The guidelines are also intended to promote high quality development that will enhance property values and mitigate the impacts of urban development through enhanced architectural design (Resolution No. 12108, 12/20/99). In 2023, the Design Guidelines were incorporated into the Thurston County Code as a new Chapter, and some changes were made to further help to create a sense of place (Resolution No. 16331 12/12/23).

10. 2017 Voluntary Stewardship Work Plan

The Thurston County Voluntary Stewardship Program (VSP) is an alternative approach to protect critical areas on agricultural lands. The VSP allows the County to work closely with stakeholder to develop voluntary, site-specific stewardship plans for agricultural uses in lieu of critical areas regulations. The County submitted a plan that was approved by the Washington State Conservation Commission on April 26, 2017.

11. Natural Resources Conservation Service, United States Department of Agriculture Web Soil Survey (2022)

Thurston County bases classification and identification of agricultural lands of long-term commercial significance upon the land capability classification system of the United States Department of Agriculture Handbook No. 210. Designated agricultural lands are mapped using prime soils as listed in the Natural Resource Conservation Service USDA's Web Soil Survey, 2022 that have a land capability classification of 1-3 or have a land capability classification of 4s and a National Crop Commodity Production Index (NCCPI) rating of 0.5 or higher. A list of soils used is in the designation is listed below.

SCS Map Unit #	Soil Description
14	Bellingham silty clay loam (where drained)*
26	Chehalis silt loam
29	Dupont muck (where drained)*
31	Eld loam
36	Everson clay loam (where drained)*
37	Galvin silt loam, 0 to 5 percent slope
38	Giles silt loam, 0 to 3 percent slope
41	Godfrey silty clay loam (where drained)*
50	Kapowsin silt loam, 0 to 3 percent slope
64	Maytown silt loam
70	Mukilteo muck (drained)*
71	Newberg fine sandy loam
72	Newberg loam
73	Nisqually loamy fine sand 0-3 percent slope (where irrigated)
86	Prather silty clay loam, 3 to 8 percent slope
88	Puget Silt loam (where drained)*
89	Puyallup silt loam
97	Salkum silty clay loam, 3 to 8 percent slope
100	Scamman silty clay loam, 0-5 percent slope (where drained)*
104	Semiahmoo muck (where drained)*
107	Skipopa silt loam, 0-3 percent slope
109	Spana gravelly loam (if drained)*
110	Spanaway gravelly sandy loam, 0 to 3 percent slopes (if irrigated)
114	Spanaway-Nisqually complex, 2 to 10 percent slopes (if irrigated)
115	Sultan silt loam
120	Tisch silt loam (where drained)*
126	Yelm fine sandy loam, 0 to 3 percent slope
1212	Scatter-Fordprairie-Roundtree complex, 0 to 12 percent slopes
1213	Elma-Fordprairie complex, 0 to 12 percent slopes
1224	Chehalis-Maytown complex, 0 to 10 percent slopes
1225	Eld-Fordprairie complex, 0 to 12 percent slopes
1312	Scatter-Elma complex, 0 to 15 percent slopes
1325	Eld-Fordprairie-Elma complex, 0 to 15 percent slopes
3201	Daviscreek-Huttula complex, 0 to 10 percent slopes (if irrigated)
3402	Gate silty clay loam, 0 to 5 percent slopes

B. LAND DIVISION:

1980 Thurston County Platting and Subdivision Ordinance

Adopted by the Thurston County Board of Commissioners and updated as needed to provide consistency with the Comprehensive Plan and other development regulations. This document describes the process of platting and land subdivision and states requirements for streets, drainage, and utilities. Available for purchase or reference from the Thurston County Development Services Department.

C. ROADS--BIKEWAYS:1998 Minimum Design Standards for Urban and Rural Street Construction in New Development, Thurston County

Prepared by the Thurston County Department of Roads and Transportation Services and adopted by the Thurston County Board of Commissioners. This document states general requirements and design standards for roads and bikeways. Available for purchase or reference from the Thurston County Development Services Department. (Resolution No. 12108, 12/20/99)

D. HISTORIC:1986 Thurston County Historic Preservation Ordinance

Adopted by the Thurston County Board of Commissioners. This ordinance establishes a Historic Commission and register for historic properties in unincorporated Thurston County. It establishes a process for reviewing changes to historic properties where advice is given for retaining their historic character. It also specifies eligibility and designation of a review board for application of a 1985 state law providing for a 10-year exemption of property taxes for substantially renovated historic properties. Available from the Thurston County Advance Planning and Historic Preservation.

E. SEPTIC SYSTEMS (ALSO ANIMAL-PASTURE PRACTICES):**1. Article IV of the Thurston County Sanitary Code, Rules and Regulations of the Thurston County Board of Health Governing Disposal of Sewage**

These regulations, adopted by the Thurston County Board of Health, must be compatible with the State Laws regarding Sewage Disposal which are adopted by the State Board of Health. The most recent changes in State Law (WAC 246-272) become effective on January 1, 1995. Local regulations will be considered and adopted by the Thurston County Board of Health. Compliance with State Standards and other issues will be considered.

2. 1981 Geologically Sensitive Designation for the Lakes Area

Prepared by the Thurston County Health Department and adopted by the Thurston County Board of Health. This document contains standards for septic systems that will protect the fragile lakes environment. Available for reference from the Thurston County Health Department.

3. 1985 Geologically Sensitive Area Designation for the Henderson and Eld Inlet/Watershed Regions

Prepared by the Thurston County Health Department and adopted by the Thurston County Board of Commissioners in their capacity as the Board of Health. This document includes specific boundaries of the areas and requirements for on-site sewage disposal, animal keeping and pasture management practices to protect the water quality of these shellfish growing inlets. Available for reference from the Thurston County Health Department.

4. 1992 Nonpoint Source Pollution Ordinance

The Nonpoint Source Pollution Ordinance was adopted by the Thurston County Board of Health on November 9, 1992, as Article VI of the Thurston County Sanitary Code. The ordinance was prepared by Thurston County Environmental Health Division staff with considerable input from the agricultural community, watershed council representatives, and numerous other community groups and individuals. The purpose of the ordinance is to establish practices and procedures which protect surface water and ground water in Thurston County against nonpoint pollution. It addresses storage, disposal, and spillage of moderate risk waste and petroleum products. It also requires farm and animal owners to prevent contamination of ground and surface waters by utilizing appropriate waste handling and farm management practices. The ordinance is updated periodically. A copy of the current Nonpoint Source Pollution Ordinance can be obtained by calling Thurston County Environmental Health.

F. WATER SYSTEMS:

Article III of the Thurston County Board of Health, Rules and Regulations of the Thurston County Board of Health Governing Small Public Water Supplies

Prepared and adopted by the Thurston County Board of Commissioners, acting as the Board of Health. This document sets standards for development of public water supply systems. Available for reference from the Thurston County Health Department.

IV. PLANS AND STUDIES OF LAND USE INTEREST OR FOR RESOURCE

Reference copies of some of the documents described below are available at local libraries.

A. TRANSPORTATION:

1. 1987 Metropolitan Area Bicycle Plan

Prepared by the Thurston Regional Planning Council, Transportation Systems Planning. The plan specifies a process for bicycle planning as an element of the overall transportation planning process for the Thurston Metropolitan Area. (Cities of Lacey, Olympia and Tumwater and the adjacent areas in the unincorporated County.) The document gives an overview of the current system and recommends programs for future bicycle systems in the Thurston Metropolitan Area. Available for purchase or reference from Thurston County Advance Planning and Historic Preservation.

2. 1992 Urban Trails Plan

The Urban Trails Plan, prepared by the Thurston Regional Planning Council, and adopted by the cities of Olympia, Lacey, and Tumwater in 1992, defines over 110 miles of potential bike and other trails within the urban areas of the County. The Urban Trails Plan is available from the Thurston Regional Planning Council for reference.

3. 1998 Thurston Regional Transportation Plan, TransAction 2020

Prepared by Thurston Regional Planning Council (TRPC). Initially adopted by TRPC in March 1993 and updated in 1998. The development of the plan involves the Transportation Policy Board and governing bodies of Thurston County, including the cities, towns, Port of Olympia, and Intercity Transit. The Regional Plan is the guiding document for all other city and County transportation plans. Pursuant to the Washington State Growth Management Act, local and regional transportation plans must be consistent. Available for purchase or reference from Thurston Regional Planning Council. (Resolution No. 12108, 12/20/99)

4. 2003 SR 12 Access and Operations Study Grand Mound Area, Thurston County

Prepared for Thurston County and Washington State Department of Transportation to supplement the 1997 Grand Mound Transportation Study. The study evaluates options for new access points on SR 12 within or near the Grand Mound Urban Growth Area (UGA). The traffic needs were considered for the entire UGA and surrounding area as part of the studies analysis.

B. RECREATION:

1. 1986 Deschutes Corridor Recreation Plan

Prepared by Thurston Regional Planning Council with assistance from an advisory committee comprised of local community members, government agency representatives, and a class from The Evergreen State College. The Plan recommends actions which will enhance recreational access to the lower Deschutes River Corridor. Available for purchase or reference from the Thurston County Development Services Department.

2. 1993 Thurston County Trails Plan

Developed by the Thurston County Parks and Recreation Department in 1993. The Plan defines over 75 miles of abandoned railroad corridors as recreation trails to link the urban trails system with the rural communities of Yelm, Rainier, Tenino, Littlerock, Gate and Rochester. Information on

the Thurston County Trails Plan is available from the Thurston County Parks and Recreation Department.

C. WETLANDS, SHORELINES, AND WATER RESOURCES:

1. 1987 Nisqually River Management Plan

Prepared by the Washington Department of Ecology under the direction of an advisory committee from affected local governments, landowners and interested groups and individuals. This plan contains management plans for the Nisqually River system which provides for a balanced stewardship of the area's economic resources, natural resources, and cultural resources. Key issues include public access to the river, flood control, fish and wildlife protection and enhancement, desire to maintain existing rural landscape, and the balancing of private property owner rights with state-wide public interest rights. The plan was approved by the Washington State Legislature in June 1987. Available from the Washington State Department of Ecology.

2. 1983 Stormwater Management in North Thurston County, Volume I, Recommendations

This report is the result of a 15-month study done under the auspices of Thurston Regional Planning Council. It involved local government health, planning and engineering staff members from Olympia, Lacey, Tumwater, Thurston County and Port of Olympia; also two outside consulting firms (on engineering and finance), and a citizens' advisory committee. The project was initiated after elected officials of Lacey, Olympia, Tumwater and Thurston County all passed resolutions supporting investigations into options for coordinated stormwater management in North Thurston County. Available for reference from Thurston County Advance Planning and Historic Preservation.

3. 1983 Stormwater Management in North Thurston County, Volume II, Technical Appendices

Prepared in conjunction with Volume I above. Volume II is the technical appendix to the Volume I, containing the findings of the project's engineering and financing consultants, in addition to staff research on legal and financial options for comprehensive stormwater management. Available for reference from Thurston County Advance Planning and Historic Preservation.

4. 1984 Grand Mound/Rochester Aquifer Study

Prepared by the Thurston County Health Department. This report contains a review of other similar areas, literature search, investigation of the Grand Mound geology, hydrology and surface soils. In addition, water quality testing data from selected wells is included. Available for reference from the Thurston County Health Department.

5. 1989 Totten-Little Skookum Inlet Watershed Action Plan

Initiated in 1987 with an Early Action Centennial Grant from the State Department of Ecology, this project focused on reducing nonpoint source pollution within the Totten-Little Skookum watershed and keeping this inlet free of shellfish harvesting closures which have affected adjacent inlets. A bi-county Watershed Committee was appointed which represented a cross section of stakeholders and was to develop the Action Plan. The Committee evaluated the existing conditions from various

pollution sources and found those from poor animal keeping practices and failing on-site septic systems to be the most significant existing threats to the watershed. Future development within the watershed which reduces the amount of forest land could be a significant water quality problem in the future. Action Recommendations are based on identified problems. The Plan was adopted in 1989 and is being implemented by both Thurston and Mason Counties.

6. 1989 Eld Inlet Watershed Plan

The Eld Inlet Watershed Plan was also initiated in 1987 with an Early Action Centennial Grant from the State Department of Ecology. It focused on reducing nonpoint source pollution within the Eld watershed and recertifying those portions of the inlets which were conditionally closed for shellfish harvesting. A Watershed Committee was appointed which represented a cross section of stakeholders who were responsible for drafting the Action Plan. The Committees evaluated the existing conditions from various pollution sources. Within this watershed poor animal keeping practices and failing on-site septic systems were found to be the most significant existing threats to the watershed. Action Recommendations are based on identified problems. The Plan was adopted in 1989 and is being implemented by the County and other implementing entities.

7. 1989 Henderson Inlet Watershed Plan

The Henderson Inlet Watershed Plan was also initiated in 1987 with an Early Action Centennial Grant from the State Department of Ecology. Its focus was three-fold: (1) To reduce nonpoint source pollution within the Henderson watershed; (2) correct a problem stormwater outfall in Lacey which was identified as a major pollution source; and (3) recertifying those closed or conditionally closed areas for shellfish harvesting. A Watershed Committee was appointed which represented a cross section of stakeholders who were responsible for drafting the Action Plan. The Committee evaluated the existing conditions from various pollution sources. Within this watershed they found that urban stormwater was a greater contributing factor than poor animal keeping practices or failing on-site septic systems. Action Recommendations are based on identified problems. The Plan was adopted in 1989 and is being implemented by the County and other implementing entities.

8. 1993 Thurston County Watershed Implementation: Eld, Henderson, and Totten/Little Skookum, 1990-1992

Prepared by the Thurston County Health Department. The document contains water quality data from Eld, Henderson, and Totten/Little Skookum Inlets and watershed areas. Water quality data is used to identify sources of bacterial contamination. Descriptions of efforts to reduce contamination from failing on-site sewage systems and agricultural practices are included. Available for reference from the Thurston County Health Department.

9. 1993 Budd Inlet/Deschutes River, Part II Water Quality Study

Prepared by the Thurston County Departments of Health and Community and Environmental Programs. This document characterizes the water quality in the Budd/Deschutes watershed and

identifies the major nonpoint pollution sources impacting water quality. Available for reference from Thurston County Health Department.

10. 1993 South Thurston County Aquifer Protection Strategy

Adopted by the Thurston County Board of Commissioners in November 1993, this strategy serves as a guide to protecting groundwater resources in south Thurston County. The strategy designates a South Thurston County Groundwater Protection Area and identifies the major threats to groundwater in this area. The main thrust of the strategy is the establishment of a three-part effort of detection, correction, and prevention of groundwater degradation. Because ground and surface water sources tend to intermix in south county, the strategy also calls for integrating surface and groundwater protection efforts. A multi-departmental team involving county stormwater, groundwater, and surface water staff has been formed to implement the strategy. Funding this effort is a problem because of lack of dedicated funding sources.

11. 1992 Chehalis River Basin Action Plan

This Plan was prepared by the Lewis County Conservation District, with an advisory committee which included input from the Thurston Conservation District, the Grand Mound Sewer Project Committee and the counties of Grays Harbor, Lewis and Thurston. This Plan, called the Upper Chehalis Watershed Management Plan by the Washington Department of Ecology, is intended to reduce nonpoint pollution sources within the watershed. The Action Plan provides a number of recommendations for source control strategies including Agricultural Practices; On-Site Sewage Disposal; Development, Stormwater and Erosion; Forestry Practices; and Other Nonpoint Sources.

12. 1995 Black River Water Quality Investigation: 1992-93

Prepared by Thurston County Environmental Health. The document describes water quality conditions on the Black River and Black Lake; identifies major and minor sources which contribute to bacteria concentrations, low dissolved oxygen and other water quality problems; and recommends an action plan. Two dairies identified as prime sources during the study instituted improved practices with resulting improvement documented in the Black River downstream of the land uses. In the Black Lake basin, stormwater facilities were inventoried, local groundwater characterized, a hydrologic model developed and 133 on-site sewage systems near the lake were surveyed. Copies are available from the Resource Protection Section of Thurston County Environmental Health.

13. 1996 Thurston County Water Resources Monitoring Report: 1994-1995 Water Year

This report is produced annually by the Thurston County Environmental Health Division and Thurston County Storm and Surface Water Program, in cooperation with city and State agencies. Water quality, stream flow and lake levels, and precipitation is reported for 46 streams, rivers and lakes throughout the county. Objectives of the report are to compile baseline water quality and quantity information for streams and lakes in Thurston County; identify problem areas; and track trends in stream flow and water quality over time. Background information (vicinity map, water

body size, basin size, fisheries resources, etc.) Are also provided for each stream and lake. Available from Resource Protection section of Thurston County Environmental Health.

D. ENERGY:

1. 1981 Thurston County Citizens' Energy Plan

Prepared by Thurston Regional Planning Council (TRPC) staff and a 40 member citizens' advisory committee appointed by TRPC. The purpose of this plan is to examine energy use so that future demands and their effect on the local economy could be anticipated. Available for purchase or reference from Thurston County Development Services Department.

2. 1983 Report on Land Use Planning Revisions for Solar Energy and Energy Conservation

Prepared by Thurston Regional Planning Council as a resource for local governments in response to issues raised by the Citizens' Energy Advisory Committee which worked on the 1981 Citizens' Energy Plan. Copies are available for purchase or reference from Thurston County Development Services Department.

E. GROWTH MANAGEMENT:

1. 1995 Memorandum of Understanding: Urban Growth Area Zoning and Development Standards

The County and cities of Lacey, Olympia, and Tumwater forged an agreement to implement the joint plans for those cities' urban growth areas. The agreement commits the County to using the cities' zoning and development standards, with a few exceptions. In addition, the cities committed to providing water and sewer service in the unincorporated urban growth areas without requiring conditions of approval related to physical development standards. (Resolution No. 12108, 12/20/99)

2. 1993 Housing Data Document for Affordable Housing and Growth Management

Prepared by Thurston Regional Planning Council, Thurston County Advance Planning, and Olympia Community Planning and Development Department as part of work for a DCTED planning only grant and Growth Management Act (GMA) planning efforts. Data is included for Thurston County, Olympia, Lacey, Tumwater, Tenino, Yelm, Bucoda, and Rainier. This provides 88 pages of housing-related data covering:

- ❖ All tables necessary to satisfy the housing element requirements of the GMA;
- ❖ Population information;
- ❖ Income and employment data;
- ❖ Housing stock and housing market data; and
- ❖ Cost of housing information.

Much of the data, but not all, is derived from the 1990 US Census. This material was used by all jurisdictions in Thurston County as a basis for housing planning. It is also used by the Housing Authority of Thurston County to support grant and funding applications and is widely used by other social service organizations. This is available for purchase or reference at the Thurston Regional Planning Council office.

3. Regional Benchmarks Report for Thurston County, 2000.

Prepared by the Thurston Regional Planning Council (TRPC), this report provides information to county planning functions under the Growth Management Act's "buildable lands" program. The report is updated regularly.

4. The Profile (updated annually)

First published in 1982, this document, prepared by TRPC, is a compilation of statistics, trends, analyses and comparisons for Thurston County and its incorporated cities and towns. It contains information on land use, population, economics, housing, transportation, employment, education and environment.

F. OLYMPIA AIRPORT:

1978 Port of Olympia Airport Master Plan

Prepared by consultants CH2M Hill for the Port of Olympia. Adopted by the Port of Olympia in 1980. This master plan provides plans and development alternatives for airport properties while considering land use and the airport's effects on the environment. Available for reference from the Thurston County Development Services Department or the Port of Olympia.

G. ECONOMIC DEVELOPMENT:

1. 1978 Agriculture in Thurston County. A Citizens' Report

Prepared by Thurston County Advance Planning and Historic Preservation for the Thurston County Agricultural Committee, whose members are appointed by the Thurston County Board of Commissioners. The report makes recommendations for ways to preserve agricultural lands. Goals from Section 2 and portions of Section 3, Action Recommendations for Voluntary Agricultural Areas, were adopted as amendments to the 1975 Comprehensive Plan on July 9, 1979. Agricultural policies in this Comprehensive Plan replace the 1979 amendments to the 1975 Plan.

2. 1987 Industrial Lands Inventory

Prepared by Thurston Regional Planning Council. This report lists and describes all areas zoned for industry in Thurston County. Available for purchase or reference from Thurston Regional Planning Council.

3. 1988/89 Industrial Lands Inventory Summary

Jointly prepared by Thurston Regional Planning Council and Thurston County Economic Development Council. An abbreviated version of the larger inventory. Available for purchase or reference from Thurston Regional Planning Council.

4. 1993 Industrial Lands Inventory

Prepared by Thurston Regional Planning Council. Computerized inventory of the 32 industriallyzoned sites in Thurston County. Provides tabular information and maps on 30 different data collections in the categories of land use, environmental features, infrastructure, tax assessor information, and jurisdictional boundaries. For information, contact the Thurston County Economic Development Council or Thurston Regional Planning Council.

H. HISTORIC RESOURCES:

1. 1985 Thurston County Cultural Resources Inventory

Prepared by Shanna Stevenson, Historian, and Thomas Costantini, Architectural Designer, for the Washington Office of Archaeology and Historic Preservation. This document lists the cultural resources of significant historic status in Thurston County. Available for reference from the Thurston County Advance Planning and Historic Preservation or the Washington State Office of Archaeology and Historic Preservation. This inventory is periodically updated.

I. GENERAL:

1. Retired Subarea Plans

A high level of participation by area residents and property owners was sought in the preparation of these plans, which were among the first plans to be developed in the County, during the 1970's and early 1980's. Area residents worked with the County Planning Department staff or with other assistants to prepare draft plans or alternatives for presentation to the County Planning Commission. These older Subarea Plans no longer govern land uses, but still provide important historical perspectives for future planning efforts. The following Subarea Plans are useful as background information:

- A. The Cooper Point Plan, 1972;
- B. Griffin Sub-Area Plan, 1976;
- C. Summit Lake Sub-Area Plan, 1977;
- D. Northeast Thurston Sub-Area Plan, 1978;
- E. Lacey Environs-East Olympia Sub-Area Plan, 1978;
- F. Black Lake-Littlerock-Delphi Sub-Area Plan, 1981;
- G. McKinley Area Plan, 1982; and
- H. Rochester Sub Area Plan, 1978.

(Resolution No. 12108, 12/20/99)

2. 1994 Transfer of Development Rights Feasibility Study

Prepared by Redman/Johnston Associates for the Thurston Regional Planning Council. This report provides a background about Transfer of Development Rights (TDR) and the use of TDR in other areas. The report provides an assessment of the regulatory climate within which the TDR Program would operate and an assessment of the market climate for purchase and transfer of development rights in Thurston County. The study also examines the market from the standpoint of the landowners in potential sending areas who would sell their development rights in Thurston County.

3. Homeless Housing Plan 2017-2022

The intent of this plan is to ensure that homelessness is a rare, brief and a one-time occurrence in Thurston County. By gathering the best of all practices and constructing the most effective service networks, this plan offers a new framework for a regional response to guide people who are experiencing homelessness or at risk to evidence based services and to housing stability as quickly as possible. Building upon the work of our local continuum of care and our Thurston Thrives community health improvement initiative, this plan represents our community's best efforts to identify key goals and strategies to end homelessness

APPENDIX D

LIST OF PLAN AMENDMENTS

Chapter Thirteen describes the process for amending this Comprehensive Plan. This Appendix contains a list of the resolutions adopting amendments to this Plan. Reference copies of the resolutions are available from the Clerk of the Board. Adoption of Capital Facilities Plan updates usually occurs with the adoption of the annual County budget and may not be listed below.

<u>Date Adopted:</u>	<u>Description of Amendment</u>	<u>Resolution Number</u>
May 12, 1986	Boston Harbor Sewerage General Plan	8344
July 20, 1987	Boston Harbor Water General Plan	8687
January 11, 1988	Grand Mound Sewerage General Plan	8833
April 17, 1990	Thurston County Sewerage General Plan	9445
June 4, 1990	Tamoshan Comprehensive Water System Plan	9472
January 30, 1992	Interim Capital Facilities Plan 1992-1997	9995
November 16, 1992	Nisqually Sub-Area Plan and Zoning	Ord. 10199
April 20, 1993	Grand Mound Water General Plan	10316
August 16, 1993	Amendments to Resource Lands Element	10400
April 11, 1994	Amendments to West Olympia Urban Growth Management Boundaries	10605
April 18, 1994	Capital Facilities Plan 1994-1999	10617
May 9, 1994	Carlyon Beach Sewerage General Plan	10634
July 25, 1994	Comprehensive Plan for Olympia and the Olympia Growth Area	10683
August 22, 1994	City of Tenino Comprehensive Plan for Growth Management and the Joint Comprehensive Plan for Growth Management in the Tenino Urban Growth Area	10702
December 5, 1994	Lacey and Thurston County Joint Plan for the Lacey Urban Growth Area	10786
December 12, 1994	1994 Olympia Joint Plan Updates	10791

<u>Date Adopted:</u>	<u>Description of Amendment</u>	<u>Resolution Number</u>
February 27, 1995	City of Yelm Comprehensive Plan Joint Plan with Thurston County	10851
April 17, 1995	Town of Rainier Comprehensive Plan for Growth Management and Joint Comprehensive Plan with Thurston County for Growth Management in the Rainier Urban Growth Area	10894
April 17, 1995	Tumwater/Thurston County Joint Plan	10895
April 17, 1995	Thurston County Comprehensive Plan Growth Management Amendments	10896
June 12, 1995	Bucoda Urban Growth Boundary Correction	10949
December 11, 1995	1995 Clean-Up Amendments	11069
June 24, 1996	Grand Mound Subarea Plan, Grand Mound Wastewater Comprehensive Plan, and Grand Mound Water System/Project Report	11219
July 15, 1996	Rochester Subarea Plan	11236
July 29, 1996	Tenino Urban Growth Boundary Correction	11255
August 26, 1996	Tumwater Urban Growth Boundary Correction	11273
December 23, 1996	Annual Amendments: Thurston County Comprehensive Plan and the Joint Plans with Olympia, Tumwater, Lacey, and Yelm.	11322
December 15, 1997	Annual Amendments: Thurston County Comprehensive Plan and Joint Plans with Olympia, Tumwater, Yelm, Tenino and Rainier	11589
December 21, 1998	Annual Amendments: Thurston County Comprehensive Plan and Joint Plans with Olympia, Tumwater, Yelm, Tenino and Rainier	11866
December 20, 1999	Annual Amendments: Thurston County Comprehensive Plan and Joint Plans with Olympia, Tumwater, Yelm, Tenino and Rainier	12108
November 13, 2000	Annual Amendments: Thurston County Comprehensive Plan, Nisqually Sub-Area Land Use	12356

<u>Date Adopted:</u>	<u>Description of Amendment</u>	<u>Resolution Number</u>
	Plan, and Joint Plans with the cities of Tumwater, Lacey, and Yelm.	
August 27, 2001	Annual Amendments: Thurston County Comprehensive Plan and Joint Plans with the cities of Olympia, Lacey, Tumwater, and Yelm.	12576
July 8, 2002	Annual Amendments: Thurston County Comprehensive Plan and Joint Plan with the city of Tumwater.	12788
November 10, 2003	Annual Amendments: Thurston County Comprehensive Plan and Joint Plans with the cities of Tumwater, Lacey, and Olympia in partial satisfaction of the seven-year update requirement of the Growth Management Act.	13039
November 22, 2004	SEVEN YEAR UPDATE: Thurston County Comprehensive Plan and Joint Plans with the cities of Tumwater, Rainier, Bucoda, and Tenino. Establishing an urban growth area for Bucoda.	13234
December 19, 2005	Annual Amendment: Lacey joint plan land use map, housing and utilities chapter updates; Olympia transportation and housing chapter updates; and adding the Grand Mound Water Service Plan to the Thurston County Comprehensive Plan.	13493
December 20, 2006	Annual Amendment: Yelm joint plan updates including planning parameters, land use chapter, housing chapter, and new population forecast; Grand Mound Subarea Plan update to transportation chapter.	13734
December 20, 2006	Annual Amendment: Thurston County Comprehensive Plan mineral resource land map designation.	13736
December 20, 2006	Annual Amendment: Thurston County urban growth area and future land use map; and Tenino joint plan urban growth area and zoning maps, updates to the background chapter, and population forecast updates.	13737

<u>Date Adopted:</u>	<u>Description of Amendment</u>	<u>Resolution Number</u>
May 30, 2007	Compliance Amendment: Amend the designation criteria in the Thurston County Comprehensive Plan to comply with a Growth Management Hearings Board order.	13815
June 18, 2007	Compliance Amendment: Amend the Thurston County Comprehensive Plan land use chapter to add designations for Limited Areas of More Intensive Rural Development (LAMIRD) to comply with a Growth Management Hearings Board order.	13833
August 27, 2007	Compliance Amendment: Amend the Thurston County Comprehensive Plan to add three new land use designations to comply with a Growth Management Hearings Board order.	13885
December 18, 2007	Annual Amendment: Ground Mound Water System amendments; Olympia joint plan utilities and environment chapter and transportation chapter; Tumwater joint plan parks and recreation chapter; Yelm joint plan introduction chapter and transportation chapter.	13986
March 3, 2008	Compliance Amendment: Resize the North County Urban Growth Area removing a portion of the Tumwater Urban Growth Area to comply with a Growth Management Hearings Board Order.	14034
December 29, 2008	Annual Amendments: Amend the land use and zoning to designate agricultural lands; amend the land use and zoning for two site-specific amendments in the north county urban growth area; and redesignate and rezone properties removed from the Tumwater Urban Growth Area with Resolution No. 14035.	14180
July 15, 2009	Compliance Amendment: Amend the agricultural lands of long term commercial significance designation criteria and amend the future land use map accordingly to comply with a Growth Management Hearings Board order.	14254
September 7, 2010	Annual Amendment: Change the land use and zoning in the Tumwater Urban Growth Area; resize	14401

<u>Date Adopted:</u>	<u>Description of Amendment</u>	<u>Resolution Number</u>
	the Urban Growth Area to remove properties impacted by high ground water; change the land use and zoning in the Maytown area; change the criteria for mineral lands designation; and update the joint plans with Olympia and Lacey.	
April 17, 2012	Compliance Amendment: Amend the mineral lands designation criteria to comply with a Growth Management Hearings Board decision on Resolution No. 14401.	14739
January 8, 2013	Annual Amendment: Change the land use and zoning in the Olympia Urban Growth Area to change the land use and zoning for the French Road and Chambers study areas; update the parks and recreation element; add a health and human services chapter, and reconsider two areas designated as Long Term Agriculture.	14845
January 8, 2013	Compliance Amendment: Amend the Natural Resource lands Mineral Lands section, fulfilling the requirements of the Washington State Growth Management Act, regarding criteria for designating mineral lands of long term commercial significance, and to meet the requirements of the July 18, 2012 final decision and order of the Western Washington Growth Management Hearings Board, case number 10-2-0020c.	14847
May 20, 2014	Annual Amendment: Amend the comprehensive plan land use plan map; Amend the comprehensive plan for Olympia and the Olympia Urban Growth Area Land Use Plan map; Amend the comprehensive plan for growth management and joint comprehensive plan with Thurston County for the City of Rainier; Amend the City of Lacey and Thurston County land use plan for the Lacey Urban Growth Area; Clarify methods for legislative and non-legislative comprehensive plan amendments.	15019
December 11, 2018	Annual Amendment: Amend the comprehensive plan land use plan map for a site-specific zoning and land use amendment.	15721

<u>Date Adopted:</u>	<u>Description of Amendment</u>	<u>Resolution Number</u>
December 14, 2018	Annual Amendment: Amend the comprehensive plan Chapter 6, Capital Facilities Plan and addition of Appendix G, Capital Improvement Program.	15691
November 12, 2019	PERIODIC UPDATE: Amend the land use plan map and zoning to implement designation of an existing Major Educational Institution designation within the land use chapter; amend Title 20 of the Thurston County Code to include a new zoning chapter for Major Educational Institution; updates to chapters of the plan including introduction, land use, natural resources, housing, transportation, capital facilities, utilities, economic development, natural environment, historic, plan amendments, and appendices; new population forecast; new building densities and forecast; new transportation forecast; updated level of service for transportation and parks, updated mapping.	15836
November 5, 2019	Annual Amendment: Amend Appendix G of the Comprehensive Plan, the Capital Improvement Program, to update for the 2020-2025 period.	15825
December 15, 2020	Update to the mineral lands designation criteria and mineral lands designation map overlay (Map M-43, renamed as Map N-2); update to mineral lands policies in Chapter 3; update to associated mineral lands codes; review of long term forestry designation criteria and update to long term agriculture and forestry designation map (Map N-1) and associated future land use (Map L-1) and zoning; review and update to parks Level of Service in Chapter 9 for consistency with parks plan update; update to Chapter 11-Health; reference updates to table of contents and appendices C and D. Repeal and replacement of the Rochester Subarea Plan. Amendment to Policy E.5 of the Nisqually Subarea Plan.	15953

<u>Date Adopted:</u>	<u>Description of Amendment</u>	<u>Resolution Number</u>
December 18, 2020	Annual Amendment: Amend Appendix G of the Comprehensive Plan, the Capital Improvement Program, to update for the 2021-2026 period.	15959
June 29, 2021	Mid-Year Minor CIP Amendment with amendment to County Budget: Amend Appendix G of the Comprehensive Plan, the Capital Improvement Program, to update for the 2021-2026 period.	16040
November 30, 2021	<p>Repeal and replacement of Tumwater Joint Plan to update to Tumwater/Thurston County Urban Growth Area Joint Plan for consistency with most recent Comprehensive Plan Updates. Updated background information, population projects, future land use, and subarea maps. Land use and zoning update for 5 site-specific areas in the urban growth area, and update to the urban growth area and rural county to apply revised Airport Hazard Overlay Zone. Revisions made to both Official Zoning Map for Thurston County WA, and North County Urban Growth Area Zoning Map for Olympia, Lacey, and Tumwater.</p> <p>Associated amendments to implement Tumwater Joint Plan made to the Thurston County Code Title 20 and 22 to repeal chapters (22.21 TCC, “Commercial Development” and 22.28 TCC, “Business Park”) and update Airport Hazard Overlay Zone in Title 22 and add new chapter to implement Airport Hazard Overlay Zone in Title 20.</p>	16091
December 17, 2021	Annual Amendment: Amend Appendix G of the Comprehensive Plan, the Capital Improvement Program, to update for the 2022-2027 period.	16101
December 16, 2022	Annual Amendment: Amend Appendix G of the Comprehensive Plan, the Capital Improvement Program, to update for the 2023-2028 period.	16230
July 18, 2023	Mid-Year Minor CIP Amendment with amendment to County Budget: Amend Appendix G of the Comprehensive Plan, the Capital Improvement Program, to update for the 2023-2028 period.	16290

<u>Date Adopted:</u>	<u>Description of Amendment</u>	<u>Resolution Number</u>
December 12, 2023	Pogue Site-Specific Land Use Amendment Olympia Joint Plan Yelm Joint Plan Grand Mound Subarea Plan Update Lacey Joint Plan	16331
December 15, 2023	Annual Amendment: Amend Appendix G of the Comprehensive Plan, the Capital Improvement Program, to update for the 2024-2029 period.	16339
November 26, 2024	Annual Amendments: [TBD – any docketed items complete in 2024 that majority moves forward for final action].	XXXXXX
December 13, 2024	Annual Amendment: Amend Appendix G of the Comprehensive Plan, the Capital Improvement Program, to update for the 2025-2029 period.	XXXXXX
December XX, 2025	PERIODIC UPDATE: Amend land use, housing, capital facilities, utilities, rural, transportation, and park and recreation elements (chapters 1, 2, 3, 4, 5, 6, 7, 9, 10), population projections, building intensities, housing projections, goals, and policies. Development of a new climate change and resiliency element (new chapter 12). Development of an implementation appendix (Appendix B). Minor land use and zoning corrections across rural unincorporated county.	XXXXXX