

III. COMMUNITY VISION

Community Vision – Provide a balance of land use activity that promotes the overall quality of life and protects environmentally sensitive areas to make Lacey a great place to live, work, learn, shop, and play.

A. Framework and Plan Coordination

Plan Context

The Land Use Element addresses the general pattern of land use within the City and provides a framework to guide the overall growth and development. It ensures that an appropriate mix of land uses are available to provide services to the community, provide an array of housing choices and areas to live, protect environmentally sensitive areas and support the City's economic goals. The land use chapter plays a central role in guiding urban land use patterns and decisions for the City. In keeping with various state laws, the City shapes land use patterns primarily by regulatory means, such as zoning, design standards, and critical areas ordinances. The Land Use Element contains goals and policies to serve the community and works to fulfill the overall vision of improving the quality of life for all residents.

Each element of the Plan is intended to support the other elements in order to guide the community in a comprehensive and predictable fashion. This chapter addresses the general location, densities, and distribution of land uses within the City. The Land Use Element provides the basis and context for the other elements to guide different aspects of land use and the built environment. This Element helps guide the location and capital expenditures related to public services and facilities such as water, stormwater, sewer and roads.

This chapter's goals and policies provide a framework for the overall Plan by guiding the content of the other elements of the implementation of development and design standards. The objective of the land use goals and policies contained in this chapter is to achieve Lacey's vision by preparing for planned growth that will contribute to and enhance the character of Lacey.

The Growth Management Act (GMA) requires that all elements comprising the Comprehensive Plan be internally consistent with each other and consistent with the future land use map, including subarea plans. In order to maintain internal consistency between all elements of the Plan, the goals and policies contained in each element are intended to be mutually supportive and are to be read collectively with specific policies having more significance than general policies.

Joint Planning

The city of Lacey works to provide leadership and participation in coordinated and consistent planning in the region. The GMA has established processes for local jurisdictions to coordinate land use planning because growth impacts cross jurisdictional boundaries and requires coordination between governmental and quasi-governmental agencies and departments.

Thurston County works in collaboration with local jurisdictions to establish and implement a joint planning process. Each year during Thurston County's annual comprehensive plan docketing process, joint planning activities from each jurisdiction are considered. Each jurisdiction schedules its annual comprehensive land use plan amendments in the unincorporated portions of the UGA to be able to coordinate updates with the County's schedule. Memorandums of understanding have been adopted with an agreed framework for this process.

A joint land use plan with Thurston County guides land use in the unincorporated UGA between the city limits and the boundary of the growth area. The City assumes lead responsibility for preparing the joint plan. The plan is jointly adopted by both the City and Thurston County. This joint plan guides land use planning decision making within these areas. Thurston County and area jurisdictions strive to adopt and maintain a compatible level of service standards and facilities and development standards for these areas based on applicable City standards. Thurston County maintains jurisdiction within the unincorporated UGA and implements development regulations through the County land use permitting process.

The City and Thurston County amend and update the joint plan as necessary to ensure internal and inter-jurisdictional consistency, and consistency with other elements of the Plan.

County-Wide Planning Policies

To achieve coordinated regional planning efforts, the GMA requires counties and the cities therein to jointly develop a policy framework to guide the development of each jurisdiction's comprehensive plan. These policies are called County-Wide Planning Policies (CWPP's). Each local plan is then required to demonstrate that the policies have been followed in the development of their plan. Policy statements for eight subject areas are required to be agreed upon, including:

- 1) The designation of urban growth areas
- 2) The promotion of contiguous and orderly development and the provision of urban services to such development
- 3) Joint county and city planning within urban growth areas
- 4) The siting of essential public facilities of county or state-wide significance
- 5) The need to develop county-wide transportation facilities and strategies
- 6) The need for affordable housing for all economic segments of the population
- 7) County-wide development and employment
- 8) Rural areas

Through an intensive technical review process, and the final adoption by the Thurston County Board of Commissioners, compliance with the CWPP's ensures that comprehensive plans are consistent, coordinated, and fit the regional vision of Thurston County. Thurston CWPP's and the Thurston

Regional Planning Council (TRPC) play important roles in Thurston County and its cities' mandates under the GMA.

CWPP's were first agreed to by local jurisdictions in 1992. These policies included two additional non-required sections: Environmental Quality and Process. The Process section outlines the procedures for updating and amending the CWPP's and population projections. Minor modifications were also completed in 1994. The CWPP's were most recently amended in 2015 to reflect the vision and policies adopted as part of the regional "Sustainable Thurston" process. A copy of the CWPP's adopted in 2015 are included as an Appendix to this Plan.

Sustainable Development Plan

Creating Places - Preserving Spaces: A Sustainable Development Plan for the Thurston Region (Sustainability Plan) is a result of a two and a half year community conversation and analysis of quality of life issues in this region. A task force comprised of area jurisdictions and agency representatives drafted the plan based on input from residents representing jurisdictions, agencies, organizations, and community groups. The resulting plan is a regional vision of sustainable development that encompasses land use, housing, energy, transportation, food, health, and other interconnected issues. The vision and strategies contained in the plan are intended to guide efforts in the region through 2035. The plan also includes suggested actions and responsibilities to achieve a healthy economy, society, and environment. Goals and policies from the *Sustainability Plan* were incorporated into related sections within the CWPP's to recognize and integrate sustainability principles in a regional approach.

The City adopted the *Sustainability Plan* by resolution in 2014 to use as a resource for providing information, informed actions, and a template for a coordinated approach to sustainable development. The City agreed to participate in continued coordinated partnership opportunities, and to move the plan forward for integration, as appropriate, of relevant actions into local plans, regulations, and programs.

The Buildable Lands Program

Understanding the amount of land available for development provides an indication on where projected growth can locate and how much land will be set aside for environmental protection, parks and recreational uses, and resource lands. The GMA requires cities and counties to develop plans on how they will accommodate growth. Lacey and the cities in Thurston County worked in conjunction with the County and TRPC to establish urban growth areas. The CWPP's are used as the guidelines for this process.

In 1997, the State legislature added a monitoring and evaluation provision to the GMA for six western Washington counties. This provision is referred to as the "Buildable Lands Program" which includes Thurston County and all the cities and towns within. TRPC develops the *Buildable Lands Report*, and updated the report in 2014 to inform the local comprehensive plan updates.

The Buildable Lands Program in Thurston County is required to answer three key growth related questions:

- Is residential development in urban growth areas occurring at densities envisioned in the local comprehensive plans?
- Is there an adequate land supply in the urban growth areas for anticipated future growth in population?
- Is there an adequate land supply in the urban growth areas for anticipated future growth in employment?

The report represents baseline conditions, or an analysis based on policies and regulations that are adopted by local jurisdictions. The 2014 update did not take into account the strategies and targets developed during the Sustainable Thurston project since they had yet to be implemented by local jurisdictions.

FRAMEWORK LAND USE POLICIES

Policy A: It is the City's overall goal to enrich the quality of life in Lacey for all our citizens by building an attractive, inviting, and secure community. The City will work in partnership with the community to foster community pride, to develop a vibrant and diversified economy, to plan for the future, and to preserve and enhance the natural beauty of our environment. All policies and proposed development code and zoning changes should be reviewed with this goal in mind.

Policy B: Lacey's land use pattern should accommodate carefully planned levels of development that promote efficient use of land, reduce sprawl, encourage alternative modes of transportation, safeguard the environment, promote healthy neighborhoods, protect existing neighborhood character, and maintain Lacey's sense of community.

Policy C: Support efforts for job creation, new livable wage jobs, and promote the diversification of the community's businesses and employment sector.

Policy D: Plan for and promote an economically healthy city center that is unique, attractive, and offers a variety of retail, office, service, residential, cultural, civic, and recreational opportunities.

Policy E: Diverse, affordable, attractive, and stable residential neighborhoods should be encouraged while providing for a variety of housing opportunities.

Policy F: Protect and enhance the quality of the natural environment by protecting and restoring important environmental areas such as shorelines, wetlands, drinking water supplies, urban forests, and the Woodland Creek basin by ensuring development projects meet or exceed established environmental protections, encouraging existing septic systems to connect to City sewer when services are available, and focusing on redevelopment of existing buildings and targeted infill sites.

Policy G: Plan to accommodate a projected 2035 City population of 53,090 and potential annexations of areas within the UGA.

Policy H: Ensure that street designs encourage all modes of transportation including transit, pedestrians, bicyclists, and automobiles.

Policy I: Emphasize Lacey's role as an environmental steward by conducting City business in a manner that: 1) increases community understanding of the natural environment and participation in protecting it through education and programs; 2) promotes sustainable land use patterns and low-impact development practices, and 3) leads by example in the conservation of natural resources such as energy, water and trees.

Policy J: Continue to support a culture of dialog and partnership among City officials, residents, property owners, the business community, Joint Base Lewis-McChord, and other governmental agencies.

Policy K: Encourage active participation by all Lacey residents in planning for the future of the community.

PLAN COORDINATION GOALS AND POLICIES

Goal 1: Ensure consistency and coordination between all elements of the Comprehensive Plan, as well as other plans and regulatory land use codes.

Policy A: Establish land use policies that are consistent with, and help implement, requirements of the Growth Management Act.

Policy B: Establish land use policies that are consistent with and implement county-wide planning policies.

Policy C: Integrate the provisions of the Sustainable Thurston efforts in local plans, regulations, and programs, as appropriate.

Policy D: Maintain a joint planning program with Thurston County to foster consistent land use designations and development standards in the incorporated and unincorporated portions of the Lacey UGA. Thurston County shall keep development standards current with those administered by the City of Lacey in accordance with approved agreements.

Policy E: Provide land use policies that are consistent with, and implement all elements of, the Comprehensive Plan, as well as plans and land use regulations referenced by those plans, including the Housing Element; Capital Facilities Plan; Utilities Element; Transportation Element; Environmental Element; Water Comprehensive Plan; Wastewater Comprehensive Plan, Economic Development Element; Comprehensive Plan for Outdoor Recreation; and the Public Participation Plan.

Policy F: Establish land use goals, policies and implementation strategies that give specific guidance on amendments and implementation of development regulations including the zoning code, land division regulations, and design review standards.

B. Residential

The South Sound is one of the fastest growing areas in the state. There are approximately 130,000 jobs in Thurston County and another 60,000 are expected by 2035. These jobs will draw workers and their families who will in turn need housing. An increasing number of people are also expected to move to our area and commute to jobs in the Central Puget Sound region and job centers such as Joint Base Lewis-McChord. The City will also attract retirees and students to area colleges and universities. Lacey is required to plan for housing for this expected population through the next planning period ending in 2035.

Population forecasts for the twenty-year planning period anticipate the need for the City to accommodate an increase of 27,490 persons within the UGA. Due to available land resources, it is projected that approximately two-thirds of this population will locate in the unincorporated portion of the UGA and one-third within the city limits of Lacey. Based on these factors, an additional 12,220 housing units will be needed by the year 2035. If development were to continue to occur at the lowest densities currently permitted in the development code, the City would not be able to provide an adequate capacity of housing units. If permitted densities are increased or minimum densities required, capacity would significantly increase.

The most recent *Population and Employment Forecast* indicates that within the city limits there is currently more land designated for Low Density Residential development, 380 acres, then there is for Moderate and High Density Residential development combined. In the unincorporated areas of the UGA, 1,116 acres are designated as Low Density Residential compared to 90 acres of buildable land designated as High Density and 182 acres designated as Moderate Density.

Evaluation of current land use designations, requiring provisions of public sewer to new development, and zoning standards could assist in prudent management of Lacey's remaining land resources and further the goal of becoming a more sustainable community. It is important to consider that there are a large number of vested subdivisions that have been submitted or preliminarily approved within the city limits and unincorporated UGA. A large majority of these are being developed for single-family residential use. Changes to land use designations and zoning standards would not apply to these proposed developments as they would be allowed to proceed under current standards, as required by law.

In the city limits, the available primary form of residential development will need to be multifamily. Through the end of the first decade of the 2000's, Lacey received minimal applications for multi-family development. This means that most of the residential development has been single-family residential on individual lots. At the current rate of construction, this means that development of all of the single-family residential lots will be completed within the next planning horizon. However, currently in the UGA, significantly more capacity for single-family lots still exists. This means that builders could shift to develop single-family lots available in the UGA rather than building infill or redevelopment projects in the City. The inclusion of goals, policies and implementation measures that ensure the wise use of available land resources and meet the current vision and intent outlined in the Plan will be essential.

According to information contained in the *Buildable Lands Report*, the average density by building type for a single-family residence is 7.09 units/acre while the average density for apartments/condominiums is 22.05 units/acre in Thurston County as a whole. Significant increases in densities can be achieved by providing additional opportunities for multifamily development.

Currently, the zoning code defines “multifamily” as two or more living units under the same ownership. Subdivision provisions require a percentage of the development be designated as multifamily development on property greater than ten acres. However, these requirements do not specify the amount or type of multifamily development that is required. The current standards have had little impact on providing the amount and diversity of housing types previously envisioned in the Plan. A refinement of code provisions will be necessary to better define “multifamily” and the mix of housing types required for a development proposal.

Infill Development

Since the adoption of the initial Growth Management Act Comprehensive Plan and zoning and development regulations in the early 1990’s, there has been a steady increase in residential densities within Lacey’s UGA. Gross densities (number of homes divided by total area) climbed to 4.74 units/acre in the unincorporated UGA and 5.23 units/acre within the City by the end of 2009. It is anticipated that this trend in increased densities will decrease in the future due to planned projects being located on lands that contain large amounts of critical areas. Anticipated trends in decreased densities and the lack of available greenfield areas highlight the importance of focusing on infill and redevelopment opportunities to meet future housing demands. Achieved residential densities have been slightly higher in infill areas and are approximately double along corridor areas.

Changing demographics are showing that the aging baby boomer (born between 1946 and 1964) population and the millennial (born early 1980’s to 2000’s) population are increasingly seeking walkable, urban neighborhoods with smaller homes. Changing demographics will most likely lead to an increase in demand for housing in infill areas and in areas with access to convenient and frequent transit service found along the urban corridor areas. As shifts in demographics and housing preferences occur over the long term, providing a diverse mix of residential housing options will better serve the community as a whole.

The intensity and form of infill permitted in the growth area will have a significant impact on the way housing is provided, the cost and efficiency of utilities and services, as well as the overall character of our growth area. Attention will need to be given when integrating higher density and mixed-use development into existing suburban areas. Input and meaningful public participation will be required to successfully implement infill and redevelopment goals. The intent is to improve opportunities for residents while increasing the quality of life as new development and infill occurs.

Pre-dating the implementation of the GMA, the housing market and zoning emphasized a single-family residential building product. Lacey’s history as a suburban community with available land made it very attractive for the construction of lower density single family developments. Given that the majority of the existing land use is built out in a suburban form, making a transition to more compact housing forms and mixed-use opportunities will need to consider where this could effectively occur.

Now that the city limits are nearing build out, new growth will be focused in our core areas, including the Woodland District and possibly some of our older neighborhoods that have an aging housing stock such as the area between Lacey Boulevard and Panorama (commonly known as the Golf Club neighborhood). Additionally, growth will need to be focused in our nodes and urban corridors. See adjacent map showing various commercial centers and nodes. The nodes (within the City) and the urban corridor are well served by utilities and, with the exception of the nodes located north of I-5, are served by transit.

The City has provided incentives for development in the Woodland District by adopting a multi-family tax exemption for the area to improve the feasibility of developing multifamily units and stimulate the construction of new market-rate and affordable housing opportunities. Additional opportunities to incentivize increased densities should be explored.

RESIDENTIAL GOALS AND POLICIES

Residential

Goal 1: Ensure sustainable and wise use of land resources to provide an adequate amount and mix of housing types for the anticipated increase in population.

Policy A: Assign land use designations that will provide for adequate opportunity for increased densities and a diversity of housing types.

Goal 2: Ensure that development regulations meet the current vision outlined in the Comprehensive Plan.

Policy A: Review development code provisions to provide increased density opportunities and better define the stated intent of development standards to meet the goals of the Plan.

Policy B: Achieve a level of design with innovative, creative, and efficient concepts for integration of different land use types that will facilitate development of great places that provide increased opportunities to live, work, and play.

Infill

Goal 1: Adopt zoning strategies that will promote the intensification, densification, and evolution of Lacey's land use distribution and form into a sustainable pattern of high quality urban development.

Policy A: Identify areas to focus infill density and mixed-use concepts based upon potential capacity, built condition, and infrastructure.

Policy B: Development approval criteria should require availability of urban utilities, such as water and sewer.

Policy C: Where compatibility issues can be adequately addressed, allow for a range of densities

City of Lacey Comprehensive Plan

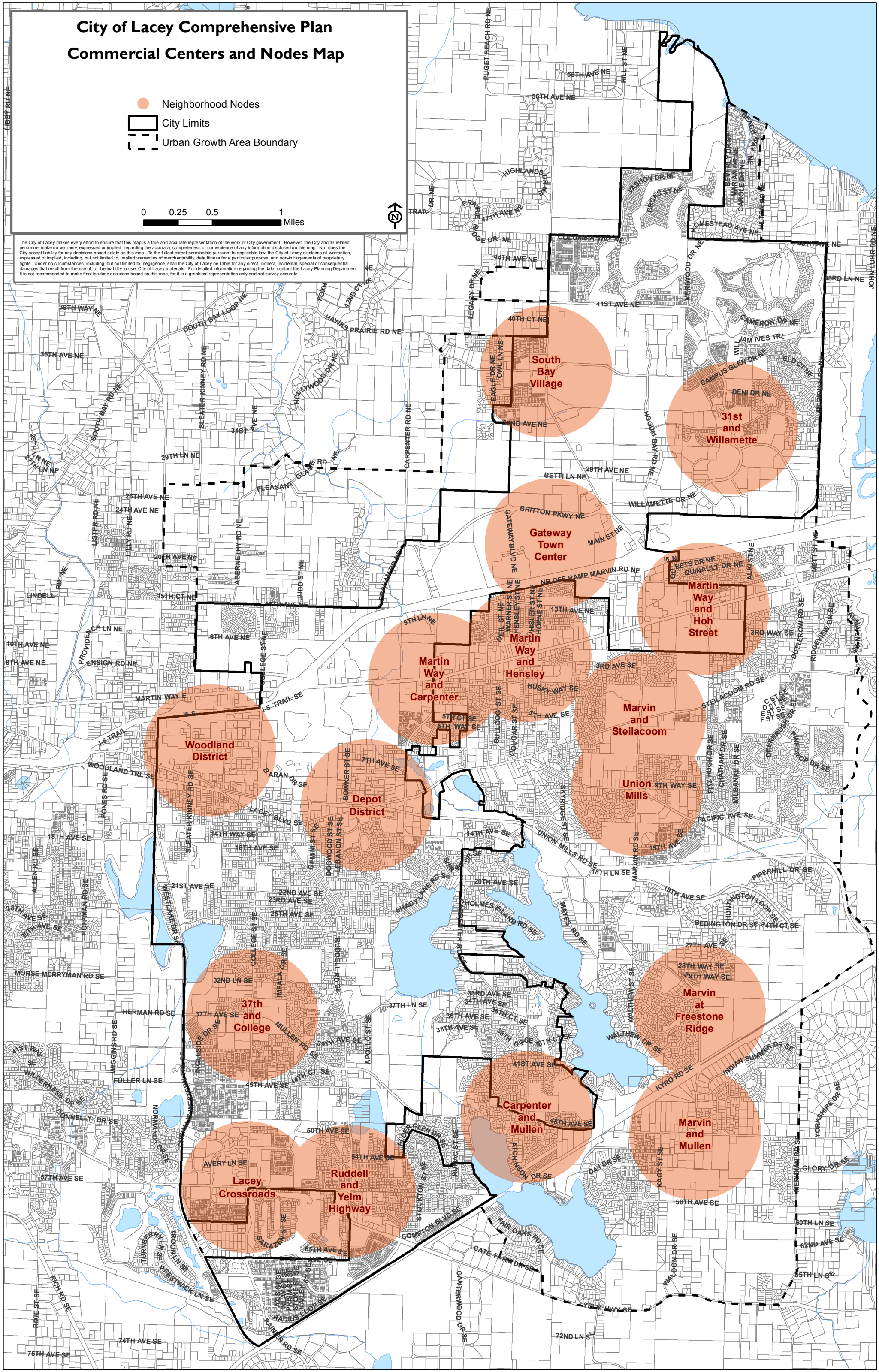
Commercial Centers and Nodes Map

- Neighborhood Nodes
- City Limits
- Urban Growth Area Boundary

0 0.25 0.5 1 Miles



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and land use types within the same zone to provide opportunities to enhance the character, functionality, and desirability of areas and promote multimodal transportation options.

RESIDENTIAL IMPLEMENTATION STRATEGIES

- 1) Amend density standards in the Moderate Density and High Density Residential Districts to identify minimum density standards and distinguish development densities between the zones.
- 2) Refine the definition of “multifamily” and development requirements in the development standards.
- 3) Examine incentives and provisions in the development code and amend, where necessary, to increase incentives to achieve increased densities in desired areas.
- 4) Require sewer to new residential development in the unincorporated portions of the UGA to increase densities and further the wise use of the available land supply.
- 5) Review development standards for infill development to ensure compatibility between existing and new development.
- 6) Repeal LMC 16.20 Transition Areas for Multifamily Development.
- 7) Raise permitted height standards in Moderate Density and High Density Residential Districts to allow flexibility and add variety for multifamily structures in these zones.

C. Commercial and Industrial Lands

The goals and policies outlined in the Land Use Element of the Comprehensive Plan cannot be achieved absent a healthy economy. A healthy economy requires a supply of commercial and industrial sites sufficient to meet the community’s needs to provide economic opportunity over time. A healthy economy is one that is focused on job creation and providing adequate services while sustaining a high quality of life.

Emphasis will be placed on targeting areas of focus for commercial and industrial uses, job creation, analysis of appropriate development standards, business park zone uses and standards, and discouraging the conversion of industrial lands to residential use. The City will encourage mixed-use buildings, commercial nodes in close proximity to neighborhoods, high density corridors, and mixed-use urban centers in appropriate locations.

History

Prior to World War II, Lacey primarily consisted of a small residential community containing some resource based industries and St. Martin’s College. After the war, Lacey experienced an escalation in residential growth due to its proximity to Olympia and Fort Lewis. During this time there was also a decline in resource based industries. The ensuing suburban development pattern during the 1950’s and 60’s left the City without a designated downtown core area. Commercial land uses were located along Sleater Kinney with the construction of Lacey Market Square and South Sound Shopping Center, Pacific Avenue, and Lacey Boulevard. Access to these commercial areas has been primarily dependent on the automobile.

Since the 1960’s, commercial development patterns have tended to follow collector and arterial

transportation corridors along Pacific Avenue, Lacey Boulevard, College Street, and Martin Way. As increased residential development has occurred in areas of the City and UGA, commercial development has followed along the Marvin Road corridor and Yelm Highway.

Commercial

Commercial development in Lacey has continued at a steady pace but economic development policies and activities need to continue to evolve in order to ensure that Lacey remains competitive in the marketplace and to expand job opportunities for Lacey residents to live and work in the community. The current development standards contained in the Business Park District are an example of requirements that need to be reviewed and updated. The current business park standards provide for a 1980's style suburban development pattern. Business park development no longer utilizes this style of design and instead is defined by allowances for a mix of uses and flexible space allowances.

Lacey residents possess moderate incomes with slightly more middle income households and fewer high-income earners than the state averages. Lacey's population is growing slightly faster than both the state and the region but has slowed to an annual rate of 2.1%. The growth of housing units continues to exceed the county, region, and state. Currently, there is over 240,000 square feet of vacant space that can be occupied by retail establishments.

The most job growth that is expected to occur is forecasted to be concentrated in three sectors: personal and repair services, food services and accommodations, and retail trade. Nearly 40% of new jobs created during the planning period will be included in these sectors. Jobs associated with these industries often provide lower wages and fewer benefits to employees.

The Lacey Community Market study identified automobile sales and gasoline/convenience store sales as being the two largest sources of retail leakage in the City. Spending on new and used automobiles will account for approximately \$62.5 million dollars of retail sales leakage alone. Development standards and uses for commercial, industrial, and mixed-use zones should be reexamined to consider the findings contained in the market study, demographic characteristics, and economic trends.

The City should take the necessary steps to ensure that existing commercial developments are appropriately located and retro-fitted to be more transit oriented and improve pedestrian circulation. As new commercial development is proposed, the City must continue to require well designed site plans that address efficient access, pedestrian circulation and a high quality design aesthetic.

Industrial uses are provided for in the Light Industrial/Commercial (LI-C) and Light Industrial (LI) land use designations. The majority of these use designations are located north of I-5 in the Northeast Planning Area and surrounding properties. Additional Light Industrial/Commercial property is located adjacent to Pacific Avenue. There are two areas of designated industrial lands within the unincorporated UGA.

To strengthen the industrial base in Lacey, a reasonable supply of land is necessary to provide for the envisioned demand and to meet the goals and policies of the Economic Development Element.

Manufacturing jobs, which typically have the highest economic impact, are forecast to grow by only 90 jobs during the planning period. The 2% in the manufacturing job sector is well below the state average of 10%. Growth in the industrial sector is expected to occur in wholesale trade establishments, adding 1,300 new jobs by 2035.

COMMERCIAL & INDUSTRIAL SUBAREA PLANNING AREAS

Northeast Planning Area

The largest concentration of commercial and industrial development has occurred in the northeast area of the City. The commercial area located on the south side of I-5 is referred to as the Hawk's Prairie area. The commercial area adjacent to and north of I-5 is referred to as the Gateway area. These commercial areas and some surrounding light industrial areas are the focus of the *Northeast Area Planning Element*. The development of the Northeast Planning area was anticipated by Lacey and subarea planning was completed in the early 1990's when City utilities were being extended through the area. This area is located in what is considered to be one of the most attractive locations available for development along the I-5 corridor due to its proximity to other urban centers, land availability, utilities, freeway visibility, access, and projected growth.

The vision for this area remains to develop it as "...an aesthetically, attractive, high quality employment center with a moderate mixture of other uses to complement the development..." Building and site design guidelines have been put in place to help shape development patterns. Design standards include buffering, landscaping, signage, height and bulk limitations, pedestrian and vehicular connectivity, and building appearance.

Identified transportation corridors through the area have been largely constructed. The state legislature also approved \$72 million dollars of funding to rebuild the I-5 interchange at Marvin Road as part of the 2015 Washington State Transportation Bill. Improvements to this interchange will improve traffic mobility for existing and future development in the area.

Accessibility to transit is non-existent in this subarea and surrounding areas located north of I-5. Currently, Intercity Transit has a Park and Ride lot located on Hogum Bay Road and one bus route that services the lot. Planning and land use regulations for the Northeast Planning Area will facilitate and encourage the use of mass transit and other forms of transportation alternatives to the single occupancy vehicle. To accommodate future transit service, the City has been requiring bus pads at future transit stop locations as a condition of private development approval. This ensures that the support infrastructure is in place once transit is extended to the area. The City will continue to be an active participant in ensuring the Northeast Planning Area is served with regular transit service.

Woodland District

The Woodland District encompasses an area that is considered Lacey's business core. Since this area was largely developed in a suburban fashion after World War II, it has lacked a true sense of identity and the development style of most downtown urban areas. This area has served as a regional retail and employment area for the last fifty years. Planning for this subarea began in the 1990's, producing the first subarea plan, the *Downtown 2000 Plan*. The plan sought the

development of the area with a mix of uses with increased densities that was vibrant and supported transit and a diverse population. Many public and private projects were implemented that were envisioned in the plan.

At the conclusion of the first decade of 2000, private development in the Woodland District was severely impacted by the national economic downturn and the downsizing and relocation of several state offices. Over 240,000 square feet of office space became vacant. In 2011, the City began efforts to reexamine the goals of the previous planning efforts. An action-based strategic plan has been developed for this area to guide revitalization and private investment. The plan identifies the need for public gathering spaces, multimodal transportation infrastructure and form-based development regulations. Several key implementation actions are underway or have been completed, including the development of a form-based development code. The code is intended to serve as an incentive to realize the vision of the area as the “downtown” core of the community. Ongoing efforts by the public and private sectors will be critical to the successful transformation of this area.

Priority Nodes & Corridors

Lacey’s Central Business Districts and the Martin Way Urban Corridor are thought to also have significant commercial development potential if the market and zoning strategies support a more urbanized form. Development strategies must be implemented to help influence market development choices, including incentives to target preferred areas for commercial and industrial growth. A small amount of growth is anticipated in other areas of Lacey through natural redevelopment and infill that is provided for under the Comprehensive Plan and zoning. The City will be challenged for continued funding to provide excellent services, amenities, and infrastructure to meet future needs.

The Martin Way Corridor from Carpenter Road to Galaxy Drive has been identified as a prime location for redevelopment by the TRPC Urban Corridor Task Force, based on the age of existing buildings, utility availability, and transit service. Planning for this area would need to be done in conjunction with Thurston County due to shared jurisdiction.

The Depot District is the area around the future City owned train depot museum. This area includes the Pacific Avenue and Lacey Boulevard Corridors and surrounding areas. Once the construction of the new depot museum and other infrastructure improvements are completed, subarea planning efforts would greatly aid this area.

Some older commercial and neighborhood shopping centers are experiencing high vacancies and are grappling to meet changing market conditions. Alterations in the retail market will require smaller shopping centers’ land use mix and urban form to be updated to keep them healthy and attractive to shoppers and private investment. In some areas, it may be appropriate to support a wider mix of land uses to facilitate overall development where there is less demand for traditional retail.

Joint Base Lewis-McChord

Joint Base Lewis-McChord (JBLM) plays a noteworthy economic role in Thurston County and particularly, the city of Lacey. Direct impacts from operations at the base are substantial, including the purchase of goods and services from local communities. It is estimated that approximately

City of Lacey Comprehensive Plan
Martin Way Corridor Map

Legend:

- Martin Way Corridor
- City Limits
- Urban Growth Area Boundary

Aerial Photo Flown in 2015

0 0.125 0.25 0.5 Miles

North Arrow

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Aerial Photo Flown in 2015



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5,000 active-duty military reside in Lacey with an equal share of veterans. The South Sound Military and Communities Partnership estimates JBLM personnel residing in Lacey collectively account for a payroll of \$216.6 million, with approximately \$50 million in added economic activity.

Separating service members represent a unique workforce development opportunity of skilled workers into the labor force that may create opportunities to expand regional industry clusters. The City is positioned to serve as the area for new business because it serves a high percentage of this workforce and also offers high quality commercial and industrial property in Hawks Prairie, Gateway, and other parts of the City.

COMMERCIAL & INDUSTRIAL LAND SUPPLY AND DEMAND

The analysis of commercial and industrial lands is important to support employment opportunities for the community. An adequate land supply is one of the core components of commercial and industrial development. Ninety-five percent of new jobs will locate in the urban areas of Thurston County. Within these urban areas, it is expected that over seventy percent of them will locate in areas zoned for commercial and mixed use.

The 2014 *Thurston County Buildable Lands Report* projects that approximately 60,000 new jobs will be created in Thurston County within the next planning period. Of those new jobs, 14,087 will be located in Lacey and 4,093 will be located in Lacey's UGA. Forecasting future need for industrial and commercial land is complex. To determine the minimum amount of land new jobs will require, two factors are evaluated; the number of employees per building square feet, and the average building square foot floor to area ratio (FAR). Employees per building square feet are determined by the average number of employees based upon the use type of the building. The average FAR looks at how much total land area is required for commercial and industrial buildings, including parking, stormwater facilities, and landscaping.

Commercial and industrial land use forecasts for additional land needs for the planning period have been identified by the *Buildable Lands Report* for Lacey and its UGA. The minimum number of acres needed for commercial or mixed-use development is 316 acres; 206 acres are needed for industrial development. These acreages do not take into account the need for special uses that may arise over the planning horizon.

Future employment and land demand projects for the City have been refined in the *Lacey Community Market Study, 2015*, prepared by Wahlstrom and Associates. The study indicates that an additional 298 acres will be needed for commercial, office, and business park development and 185 additional acres will be needed for industrial land uses during the planning period. The land demand projections contained in the market analysis have been divided into specific land use categories and include institutional uses as a separate use.

Employment and land demand projections in the study predict that 13,700 new jobs will be added to the City's economy by 2035. Projections for land demand indicated that the greatest land use demands for employment will be for retail establishments, personal service providers and other like businesses that need ground-floor commercial space, followed by office and business park space,

and warehouse and industrial flex space. Industrial space is needed for the wholesale trade sector which captures nearly thirty percent of Thurston County's jobs.

A healthy land supply requires a full range of options for potential business use. These options include unimproved land, land with infrastructure already available, and existing and vacant buildings.

COMMERCIAL & INDUSTRIAL GOALS AND POLICIES

Goal 1: Designate an adequate supply of land for high quality commercial uses based on appropriate site characteristics, community needs, and adequacy of facilities and services.

Policy A: Existing core commercial and mixed-use areas, including urban corridors and nodes, should be the primary focus for commercial development, redevelopment, and infill opportunities.

Policy B: Provide for a compatible mix of housing and commercial uses in appropriate locations that enables people to walk to employment and shopping.

Policy C: Provide neighborhood commercial zones near residential areas to provide opportunities for neighborhood shopping and services with pedestrian accessibility.

Policy D: Provide for a full range of uses to support the development of Lacey as a high quality and attractive regional commercial center in designated core commercial areas.

Policy E: Review existing land use designations and standards and revise as necessary to provide for projected and desired job opportunities and uses.

Goal 2: Create vibrant, integrated and well-designed commercial districts in designated areas in the community.

Policy A: Utilize the City's design review standards to encourage clustered commercial and mixed-use development rather than strip commercial development in urban corridors and nodes.

Policy B: Prioritize and develop subarea plans for commercial and mixed-use areas to promote redevelopment and infill efforts to define and strengthen sustainability, character, and aesthetics in these areas.

Policy C: Urban design standards along Lacey's arterial entrance corridors should provide a sense of positive identity, visual interest, and high quality gateways to the City.

Goal 3: Encourage and promote the development of high quality industrial development.

Policy A: Designate an adequate supply of land for high quality industrial uses based on appropriate site characteristics, anticipated need, and adequacy of facilities and services.

Policy B: Develop specific criteria for considering the conversion of industrial lands to residential lands in order to safeguard an adequate supply of industrial lands for future economic viability.

Policy C: Review land use policies and standards to implement the goals, policies, and objectives contained in the Economic Development Element.

Policy D: Prioritize industrial development which adds to the tax base, provides family-wage jobs, and diversifies and strengthens our local economy.

Policy E: Utilize subarea planning to help guide the development and redevelopment of planned industrial areas.

Policy F: Industrial uses should be located, designed, built, landscaped, operated, and maintained to ensure compatibility with nearby land uses.

Policy G: Industrial areas should be located where they are adequately served by necessary utilities and transportation routes and where adverse impacts can be mitigated.

COMMERCIAL & INDUSTRIAL IMPLEMENTATION STRATEGIES

- 1) Evaluate existing commercial and industrial land use designations and provide additional areas to meet the land demand projections for the planning period.
- 2) Consider developing subarea plans and form-based code provisions for identified priority commercial and mixed-use high density corridor areas.
- 3) Review existing development standards, policies, and uses to address changing demographic and economic needs. The Business Park District should be included in this review.
- 4) Adopt review criteria for proposed conversion of industrial land to residential land. Adopted review criteria shall include safeguards for an adequate supply of industrial land for future use.
- 5) Develop standards and programs complementary to economic development strategies identified in the Economic Development Element.

D. Subareas

Since incorporation, Lacey has been undertaking a unique transition from a suburban bedroom community to an urban community where residents can live and work in close proximity. Through this transition, the community's desire has been to enhance Lacey's character as derived from its unique physical location, important natural features, neighborhoods, and commercial nodes. As the City grows, development standards, as identified in the Comprehensive Plan and implemented by a variety of private and public development projects, improve the visual character of the built environment and assist in the City's transition.

The Comprehensive Plan establishes general patterns for future land use, transportation and other infrastructure needs. For more detailed planning on a geographic basis, subarea plans are used as plans for neighborhoods, corridors, special districts and joint planning areas. The adoption and

incorporation of subarea plans into the Comprehensive Plan add greater detail, guidance and predictability to future development. These subarea plans help guide the City's transition to ensure that high quality urban development is achieved. Two such subarea plans apply within Lacey: the *Woodland District Strategic Plan* and the *Northeast Area Planning Element*.

Woodland District Strategic Plan

The *Woodland District Strategic Plan (Strategic Plan)* is an action-oriented subarea plan that seeks to enhance Lacey's business core as a place to live, shop, gather, learn and play. Largely developed after World War II, Lacey's core has lacked a sense of identity and is not a "downtown" in the traditional sense; however, the area has been a consistent regional retail and employment center for over fifty years. Planning for the Woodland District began in the mid 1990's as the city of Lacey grappled with the area's identity, culminating in adoption of the *Downtown 2000 Plan*, which established design guidelines and development standards for the area. The *Downtown 2000 Plan* envisioned the Woodland District as a vibrant and prosperous place that encouraged density and a mix of uses, supported transit, and provided for a diverse population. The vision set forth in the *Downtown 2000 Plan* has been implemented in a variety of private development projects, as well as various City projects.

In 2008, as a result of a downturn in the financial markets and a downsizing and relocation of State office complexes, private investment in the Woodland District ceased and 240,000 square feet of office space became vacant. With the assistance of an appointed steering committee, the City began the 2011 "Downtown Refresh" to reexamine the goals of the *Downtown 2000 Plan*. The committee validated the vision but understood that the area needed a jump start. Upon completion of the Downtown Refresh, the City, in partnership with the Thurston Regional Planning Council, received a grant through the federal Department of Housing and Urban Development (HUD) to develop the *Woodland District Strategic Plan*, an action-based strategic plan for the area to guide future revitalization and development of private investment, public places, and transportation infrastructure.

The *Woodland District Strategic Plan* offers an innovative solution for the area by combining an urban design framework and vision with an action-oriented strategy, all based on market realities. The urban design framework vision, goals and policies are detailed in graphic and written form, which provides the policy basis for the subarea plan. Detailed urban design recommendations provide the regulatory background for a form-based code which will guide future revitalization and development of streets, public places and private development. These recommendations help support the action plan which outlines twenty-five key actions designed to implement the Woodland District goals and policies. These actions are integrated to provide the necessary framework and incentives to catalyze investment and development, and were developed as an integrated set to be leveraged together so that each will result in multiple benefits in order to realize the District's vision over a ten-year period. Finally, all of these are supported by a market analysis that details current and future conditions related to retail/commercial, housing, service, and hospitality markets. The market analysis also contains three pro forma which ensure a development's rate of return and ensures that the City's vision is in line with market realities.

The *Strategic Plan* was adopted on July 25, 2013. Since adoption, as a result of community

City of Lacey Comprehensive Plan

Woodland District Boundary Map

Woodland District Boundary

City Limits

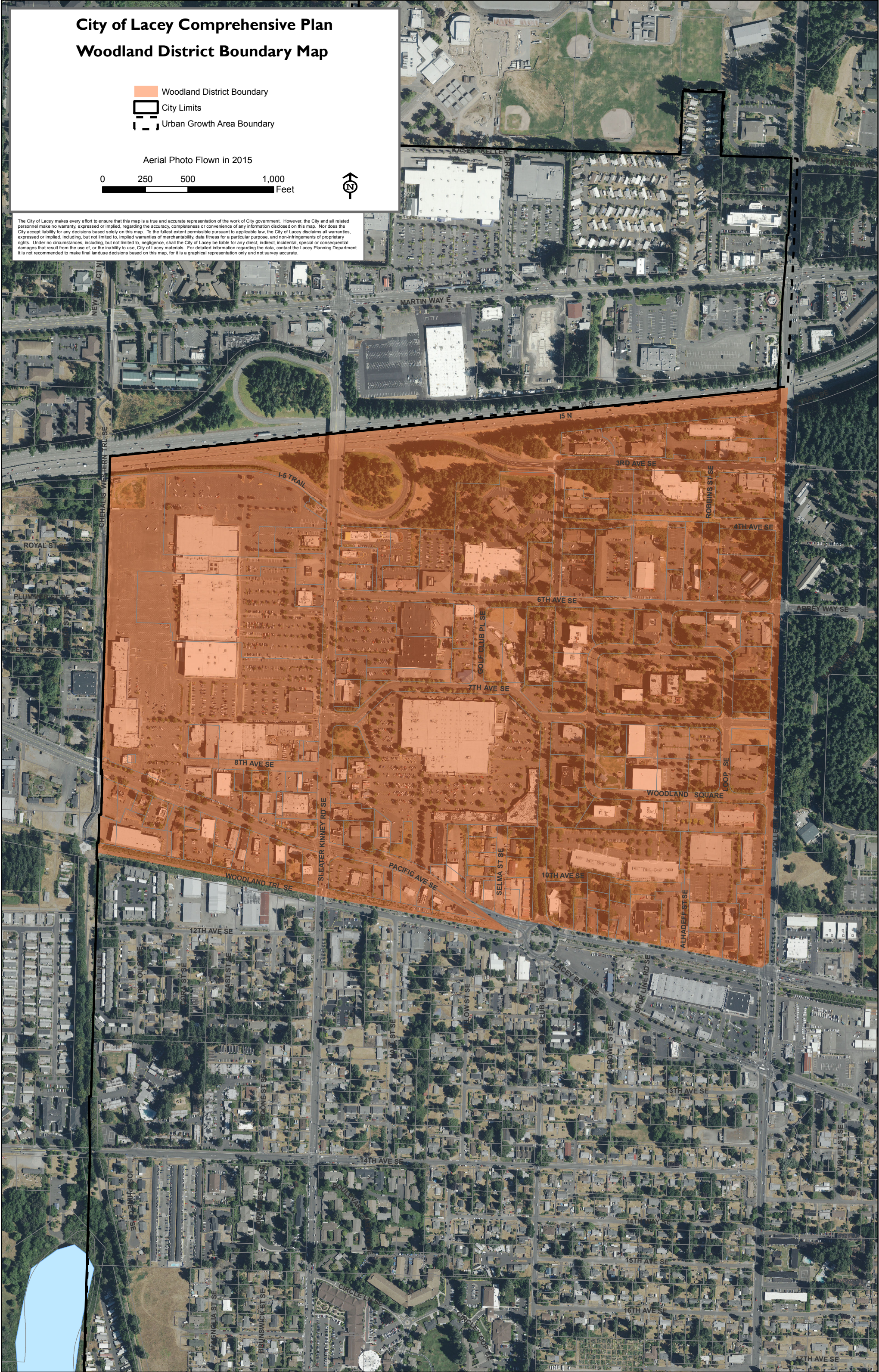
Urban Growth Area Boundary

Aerial Photo Flown in 2015

0 250 500 1,000 Feet



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stakeholder buy-in, the Strategic Plan has been a living document with several key implementation actions completed or underway, including adoption of the multifamily tax exemption for the area to improve development feasibility and to stimulate the construction of new market-rate and affordable housing opportunities.

An additional implementation measure includes development of a form-based code for the district. The form-based code will create a “place-based” regulatory system that will clearly illustrate the District’s desired form and character for both the private and public realm. The code would serve as an incentive to attract new investments and produce a cohesive neighborhood characterized by great places.

Northeast Area Planning Element

The *Northeast Area Planning Element* was adopted in July of 1992 and was one of Lacey’s first subarea plans. It applies to 970 acres in northeast Lacey and was completed when City utilities were being extended into the area through a utilities local improvement district (ULID). Extension of utilities, combined with the area’s proximity to Interstate 5, made the time right to develop a plan for the area that was expected to experience a high rate of growth.

The City desired to create a subarea plan for the area so that it could “...develop as an aesthetically attractive, high quality employment center with a moderate mixture of other uses to complement the development...” In fact, the term “gateway” that is now associated with this area was coined in the subarea plan which states, “The area serves as a “gateway” to the city of Lacey, the Capitol area, and to the Nisqually River Basin/Valley.”

The subarea plan suggested transportation corridors and a mixture of land uses which helped guide future development of the area. Transportation corridors have now largely been constructed and include what are now Britton Parkway, Gateway Boulevard, and Galaxy Drive. The mixture of land uses led to the development of the Hawks Prairie Business District. The *Northeast Area Planning Element* identified the need for design guidelines, including a strong arterial and gateway design framework for development, site and building design guidelines. These guidelines apply today and are helping to shape development patterns in the area. Some of the first buildings around the intersection of Marvin Road and Britton Parkway have implemented these design requirements.




Future Subarea Plans

There are other strategic locations around the City where development of a subarea plan would be a useful tool in both placemaking and revitalization. Future subarea plans could include priority nodes and corridors that could benefit from the identification of strategies to help kick start private and public investment.

The first priority area for future subarea planning efforts would be the area known as the “Depot District” (See attached map). The Depot District is the area around the future City owned Train Depot Museum. The area includes the Pacific Avenue and Lacey Boulevard corridors and the area in and around these corridors. In the early 2000’s, Pacific Avenue and Lacey Boulevard were converted to one-way streets. Since that time, private investment in the District has slowed. With the future construction of the Depot Museum and public investments made to the area, it could

City of Lacey Comprehensive Plan

Depot District Map

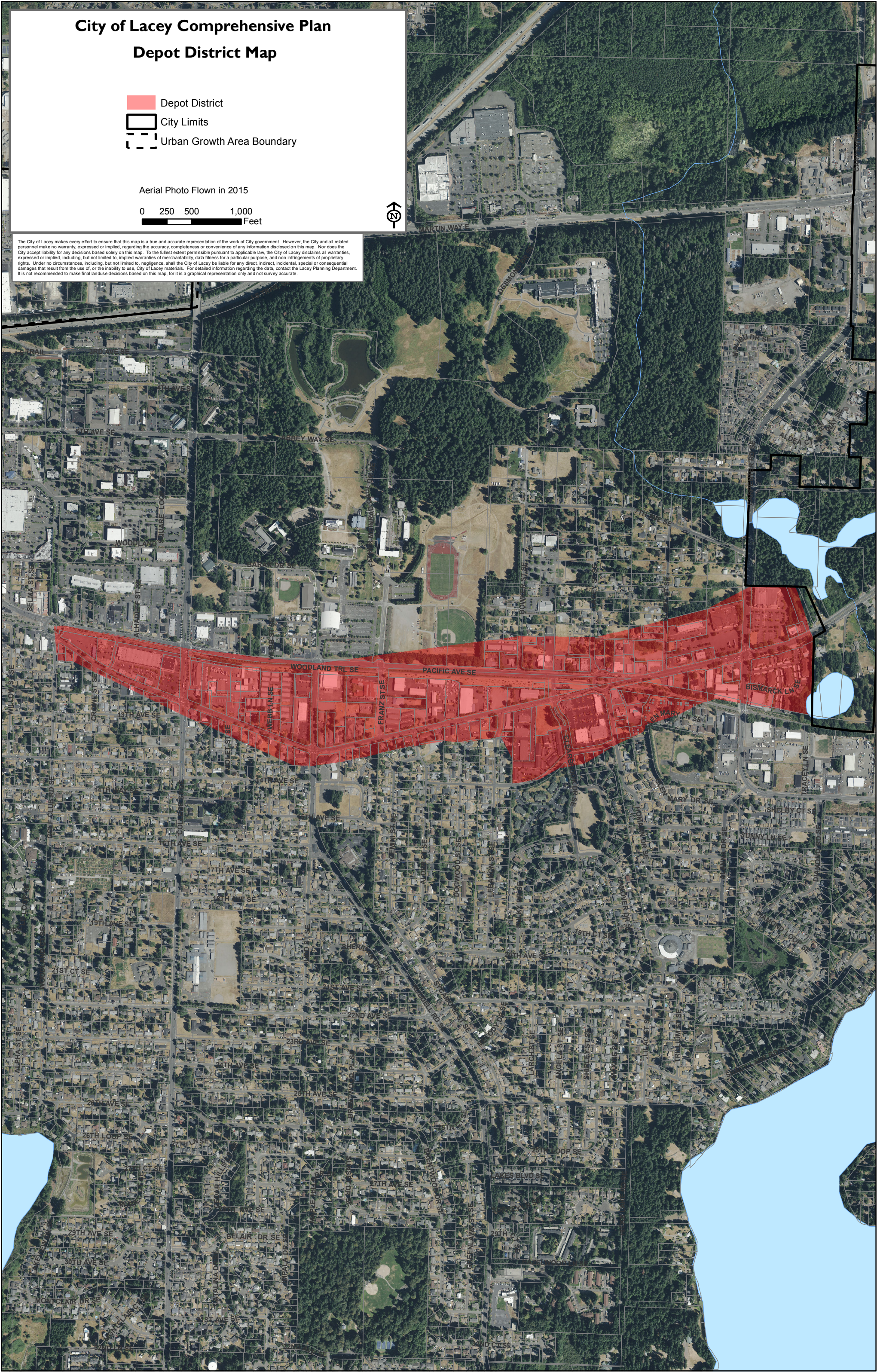
-  Depot District
-  City Limits
-  Urban Growth Area Boundary

Aerial Photo Flown in 2015

0 250 500 1,000
Feet



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benefit from subarea planning efforts to aid in revitalization. Any subarea plan would also need to consider accessibility to adjacent neighborhoods that are in close proximity to the district.

Another priority area that could be a potential future subarea plan would be along the Martin Way Corridor from Carpenter Road to Galaxy Drive. This area shares jurisdiction with Thurston County, requiring that any future subarea planning for this area would need to be a joint project between jurisdictions. Regionally, this area is a prime location for redevelopment as identified by the Urban Corridor Task Force convened by TRPC, based on the age of buildings, utility availability, and transit service. This would be a prime area for a future form-based code and that could be completed under a reexamination of the Mixed Use High Density Corridor zoning district.

The area south of Lacey Boulevard near Golf Club Road would be a prime candidate for the City's first neighborhood-oriented subarea plan. This area contains much of the City's oldest housing stock built in the 1940's and 50's on large lots to serve mill workers associated with the nearby Union Mill. It is well served by utilities and transit and is in close proximity to services; however, the area lacks pedestrian-oriented transportation options and any notable architectural character. These factors, also combined with High Density and Moderate Density Residential zoning, mean that it will be a priority area for future infill development and would make it a priority area for future subarea planning.

SUBAREA GOALS AND POLICIES

Goal 1: Use subarea plans to assist in Lacey's transition from a suburban to urban community.

Policy A: Subarea plans shall guide development that recognizes the identity and character of individual subareas while also effectively transitioning them to more urban uses.

Policy B: Use subarea plans to implement placemaking techniques to provide interest, identity, complementary character, compatibility, and sense of place for each subarea. The use of innovative techniques, such as form-based codes or other methods, shall be considered to achieve placemaking objectives.

Policy C: Subarea plans shall strive to provide for a broad range of uses including commercial, office, institutional, parks, and a diverse mix of housing types.

Policy D: Utilize subarea plans to identify and prioritize future public investments.

Policy E: Continue to support the existing subarea plans for the Woodland District and the Northeast Area Planning Element, while also supporting future efforts to develop subarea plans for the Depot District, Martin Way corridor, and Golf Club Road neighborhood.

SUBAREA IMPLEMENTATION STRATEGIES

- 1) Complete the Depot District subarea plan.
- 2) As part of the review of the Mixed Use High Density Corridor zone, jointly with Thurston County, consider developing a subarea plan and form-based code for the Martin Way area between Carpenter Road and Galaxy Drive.
- 3) Complete the Golf Club Road subarea plan as Lacey's first neighborhood plan.
- 4) Continue to support the implementation measures identified in existing subarea plans.

E. Urban Growth Area

The City's Urban Growth Area (UGA) was established in 1988—before the Growth Management Act. In 1988, the regional Urban Growth Management Subcommittee of the Thurston Regional Planning Council drew the boundaries based primarily on what areas were already urbanized, considering developed and vested sites, current and proposed land use designations, and the *Regional Sewer Phasing Plan* (see attached aerial photo showing development pattern from 1990). In 1993, under GMA, the 1988 boundaries were used to establish the UGA. Because this boundary was used, Lacey adopted a growth boundary that was equally as large as the city limits and included property from the easterly city limits to the Nisqually Bluff and south to the McAllister Springs Geologically Sensitive Area. Property around Pleasant Glade Elementary was also included. The reasoning for such a large UGA is described in the City's 1994 Land Use Element which states:

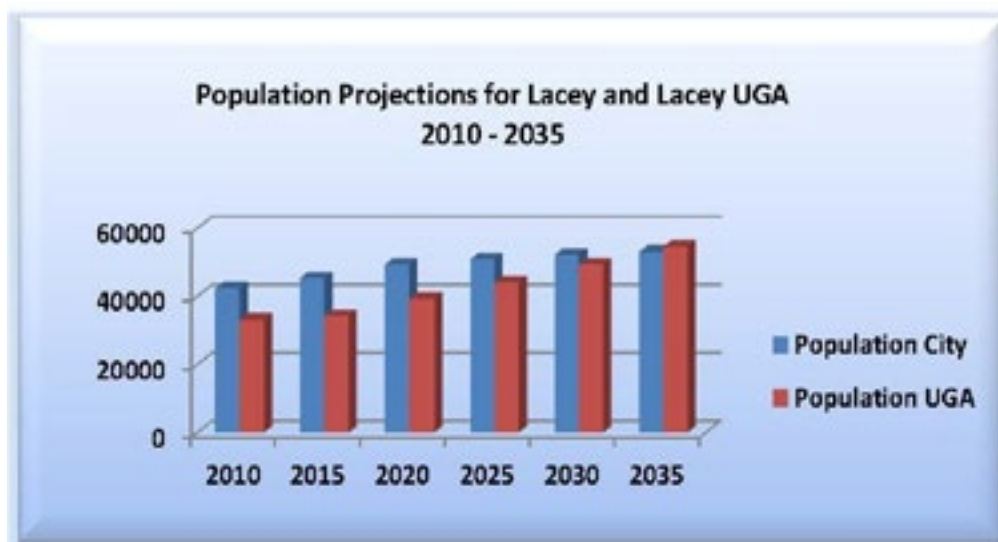
"As best can be determined, the existing urban growth boundaries properly consider the full range of needs and resources in the planning area. UGA boundaries reflect consideration of existing urban and vested development currently outside the City on septic tank and drainfields. Boundaries also reflect the task of stopping sprawl to protect County resources of agricultural, timber and environmentally sensitive areas. And boundaries also provide room for a full range of housing options and some competition to help affordable housing goals and policies...At expected build out (at least required minimum densities), we should be able to comfortably accommodate the next 20 years of growth."

The unincorporated UGA largely grew out of pre-existing development patterns of the 1950's and 60's. Neighborhoods such as Tanglewilde, Tanglewilde East, Thompson Place and the Seasons, which developed at suburban densities but with sub-standard utilities, were included in the UGA because they were at the boundary of Lacey's corporate limits. Other areas such as McAllister Park were included in the UGA because of vested development that allowed for larger lots at the periphery of the UGA. Other properties were included because of environmental sensitivity, including Woodland Creek and associated wetlands in the Pleasant Glade Planning Area, and the McAllister Springs Geologically Sensitive Area for the protection of groundwater. This is memorialized in the 1994 Land Use Element:

"The other major emphasis in drafting of the boundaries was to consider those properties already developed out to urban densities that were on septic tank and drain field and those areas that had vested projects expected to develop that were going to be on septic tank

and drain field. This was of particular concern, as the Lacey area is very sensitive considering aquifer protection, and is considered at high risk for contamination of groundwater resources, resources that provide 100% of the area's potable water."

In the twenty-plus years since the UGA was established under the Growth Management Act, several key issues have arisen. A primary issue is that most of the larger greenfield development sites in the City have been developed. The adjacent map shows the developments that have been entitled (land use permitting approval granted) or are in the entitlement process. Most of the existing residential property within the city limits is either currently entitled or built on, meaning that development within the City in the next twenty years will move from greenfield development to redevelopment and infill. Although there are many entitled projects within the UGA, there is more capacity in the UGA to handle future greenfield development than within the city limits. This means that it may be easier to develop these greenfield sites in the UGA than doing redevelopment or infill in the City and ultimately pushes much more development to the UGA in the next planning horizon. As shown below, population estimates prepared by the Thurston Regional Planning Council also suggest that the rate of residential growth in the UGA will outpace that of the city limits.



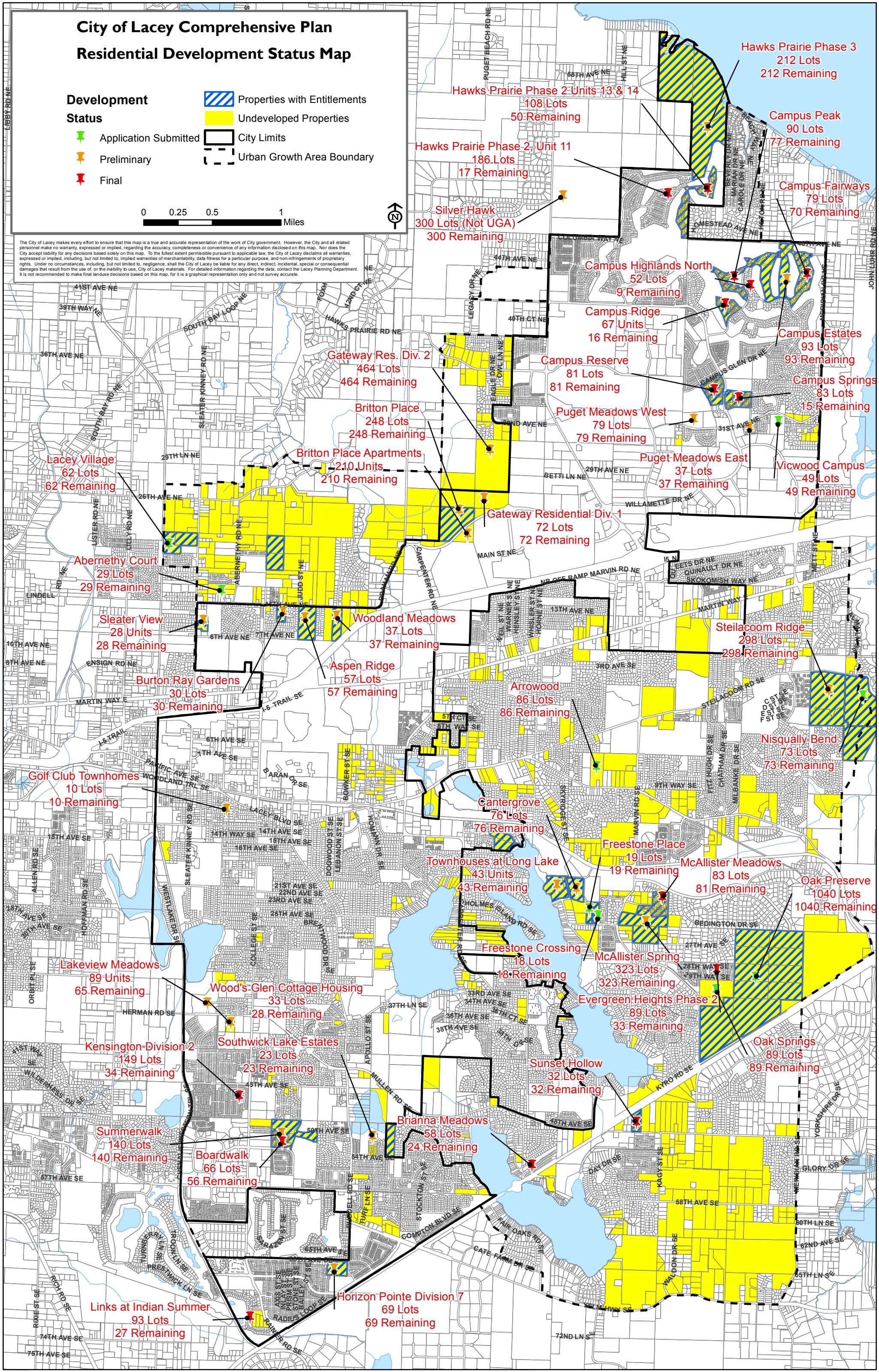
Another issue is annexation of the UGA into the city limits. The GMA distinguishes an urban growth area as the area that is planned for annexation and incorporation into the city limits in the next twenty years. However for Lacey, this is a unique challenge because much of the development immediately adjacent to the city limits was developed in the 1960's and largely contains sub-standard infrastructure including septic systems. As part of a regionally convened septic summit, this issue has been investigated and found that the Lacey UGA contains proportionally the highest contamination risk for combined groundwater and surface water in all of Thurston County (shown on attached map). In order to remedy this, these older developments will need to be connected to municipal services at a high cost to those who connect. As newer developments occur, they will also need to connect to City sewer. If these older residential areas with sub-standard infrastructure were annexed into Lacey, the resources needed to bring these areas up to current infrastructure and health standards would be beyond the financial capacity of the City, despite property tax or other tax revenues associated with annexation.

**City of Lacey Comprehensive Plan
Residential Development Status Map**

- Development Status**
- Application Submitted
 - Preliminary
 - Final
 - Properties with Entitlements
 - Undeveloped Properties
 - City Limits
 - Urban Growth Area Boundary

0 0.25 0.5 1 Miles

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City of Lacey Comprehensive Plan

Groundwater and Surface Water Risk Map

High Risk Surface Water - Neighborhoods*

Surface Water & Density Overall Score

- 5 - High + 2 Risk Categories OR Very High + 1 Risk Category
- 6 - Very High + 2 Risk Categories

High Risk Groundwater - Neighborhoods*

Groundwater & Density Overall Score

- 5 - High + 2 Risk Categories OR Very High + 1 Risk Category
- 6 - Very High + 2 Risk Categories

Surface Water Criteria

Proximity to Water defined as -
Within 100 feet of a lake, stream, wetland, or mapped stormwater drainage feature connected to surface water
Soils Criteria -
Soil hydrologic groups C and D (Impermeable soils)
Soil hydrologic groups A and B with water table less than 6 feet below surface

Groundwater Criteria

For Group A and B public water systems (data source WDOH) or public water system wells with 100 foot buffer wellhead (data source Thurston County) representations.

Soils Criteria

Soil hydrologic group A (Porous soils)
Soil hydrologic group B with water table deeper than 6 feet

Neighborhood Density Calculation Method

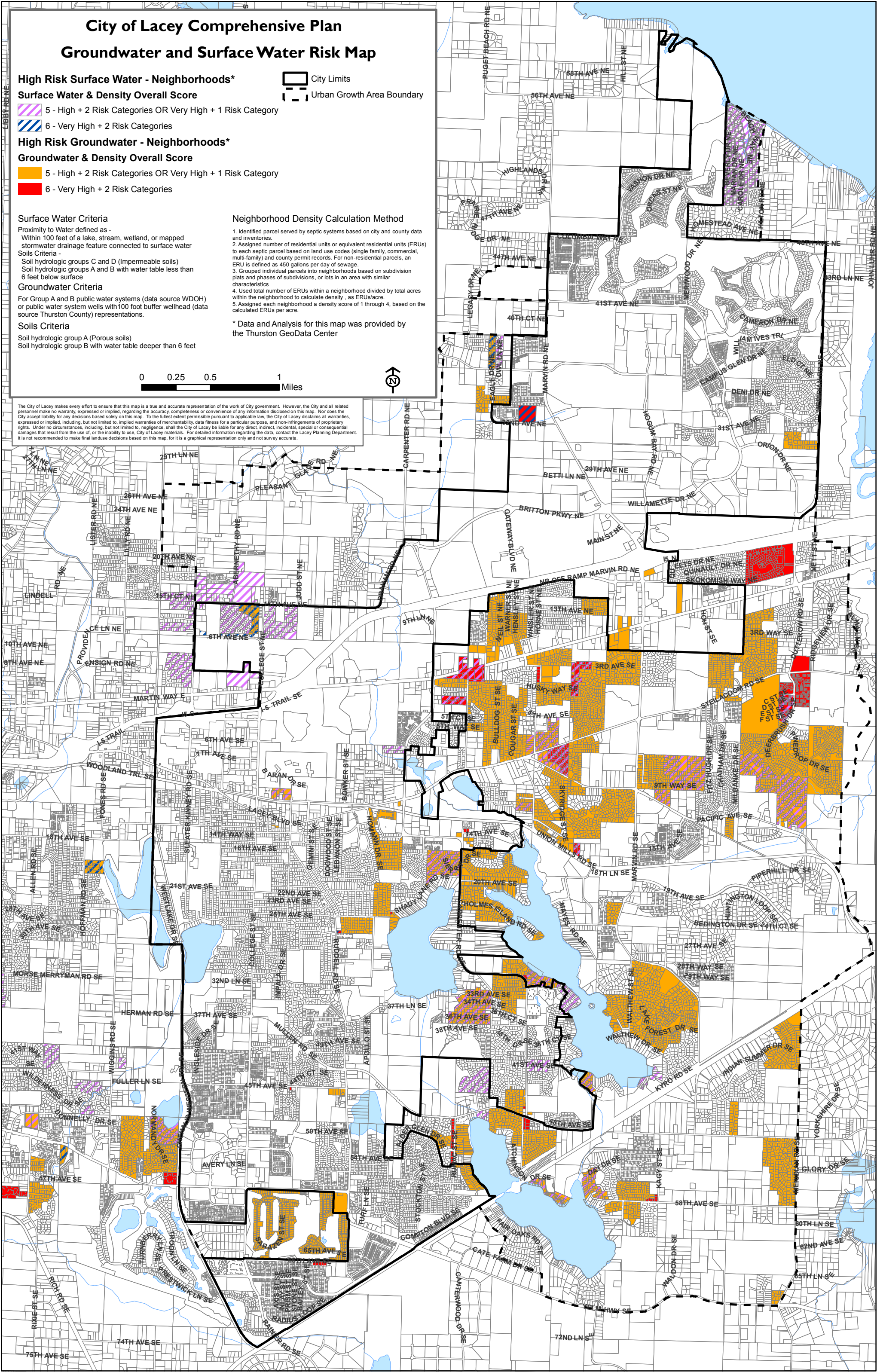
1. Identified parcel served by septic systems based on city and county data and inventories.
2. Assigned number of residential units or equivalent residential units (ERUs) to each septic parcel based on land use codes (single family, commercial, multi-family) and county permit records. For non-residential parcels, an ERU is defined as 450 gallons per day of sewage.
3. Grouped individual parcels into neighborhoods based on subdivision plats and phases of subdivisions, or lots in an area with similar characteristics
4. Used total number of ERUs within a neighborhood divided by total acres within the neighborhood to calculate density , as ERUs/acre.
5. Assigned each neighborhood a density score of 1 through 4, based on the calculated ERUs per acre.

* Data and Analysis for this map was provided by the Thurston GeoData Center

0 0.25 0.5 1 Miles



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The development that is occurring on the periphery of the UGA is connected to City services and is being developed at higher single-family residential densities. In order for the City to annex the newly developed areas on the periphery, older sub-standard areas would have to be annexed as well. To minimize financial impacts and complexities of annexation, a strategic annexation plan should be developed that identifies a strategy to incrementally annex the unincorporated growth area in a manner that is cost effective for the City, the County, and the citizens. The annexation strategy would also look at potential methods to incentivize annexation, including annexation agreements and potential upzones to properties upon annexation and/or funding opportunities for septic conversions, and a full economic analysis to ensure that the cost of serving the area does not outstrip the tax revenue generated.

As the UGA continues to build out, two areas continue to see relatively little development, including the area north of Pleasant Glade Elementary and most of McAllister Springs Geologically Sensitive Area. These areas have seen little development in the last twenty years, primarily because of the cost associated with extending sewer service. Unless sewer service can be reasonably accommodated in the next twenty years, the City should consider removing those areas not sewered, or immediately adjacent to sewered areas, from the UGA. Should they be removed from the UGA, they should be put in an “urban reserve” designation so that no further residential development can occur until such time that these areas are part of an urban growth area. Additionally, both the McAllister and Pleasant Glade areas contain the majority of existing “Agriculture” zoning districts. Lacey should consider re-designating these zoning districts to an “urban holding area” so that they are precluded from developing until rezoned and/or sewer is available.

In the UGA, much like within the city limits, the primary form of residential development within the last twenty years has been single-family residential detached units. Within the UGA, approximately 1,200 units are entitled for future development; however, none of those units are multifamily. To meet the goals of the Housing Element and to provide a diversity of housing types for purposes of affordability and choice, the City should examine ways to encourage higher density development, especially in priority areas around corridors and established nodes. Among the actions to consider would be raising minimum density requirements for Moderate and High Density Residential zoning districts to prevent the over proliferation of single-family residential lots within these zones. Also, Lacey should examine programs that can provide financial incentives to achieve the desired development in priority locations.

The UGA is also generally considered residential in nature. Except for the Martin Way corridor, and some limited neighborhood commercial-scale opportunities, there are little or no job generating economic development opportunities in the UGA. Goals and policies should be put in place to ensure a diversification of employment opportunities in the UGA so residents can work, live, shop and play all within close proximity. For the Martin Way Corridor, policies should build on those established by Thurston Regional Planning Council’s Urban Corridors Task Force to facilitate high density, mixed-use development along the urban corridor and centers. The City should also focus on Joint Base Lewis-McChord and the influence JBLM has on the UGA by providing the types and locations of amenities for those who live in the area and travel to the base on a regular basis.

URBAN GROWTH AREA GOALS AND POLICIES

Goal 1: Use UGA boundaries under the Growth Management Act to guide growth, prevent sprawl into the rural areas, conserve land resources, and promote land use distribution for the efficient provision of urban services and utilities.

Policy A: Use UGA boundaries as focus for designation of urban densities, to avoid sprawl into rural areas, and to provide logical service and utility planning.

Policy B: Maintain designated growth area boundaries that meet the following criteria:

- 1) Contain areas characterized by urban growth*
- 2) Are served by, or planned to be served by, municipal utilities*
- 3) Contain vacant land near existing urban areas capable of serving urban development*
- 4) Are compatible with the use of designated resource lands and critical areas*
- 5) Follow logical boundaries*
- 6) Consider citizen preferences*
- 7) Are of sufficient area and planned density to permit the growth that is projected to occur in succeeding twenty-year period*

Policy C: UGA boundaries shall only be amended in accordance with the Growth Management Act, county-wide planning policies and other applicable law.

Policy D: Develop and implement a range of strategies to facilitate urban densities within the City and UGA boundary.

Policy E: Explore designating “urban holding areas” specifically within the Pleasant Glade and McAllister Springs Geologically Sensitive Area, which would not be developed until such time that sewer service is available. Should development in this area not be anticipated during the next twenty-year planning horizon, the City should consider removing the property from the UGA as a future work program item, in conjunction with a robust public outreach campaign.

Policy F: Re-designate the existing Agriculture zoning districts to an “urban holding area” so that they are precluded from developing until rezoned and/or sewer is available.

Policy G: Encourage performance-based designs or planned unit developments (PUD’s) or planned residential developments (PRD’s) to cluster land uses and increase opportunities to implement LID techniques.

Goal 2: A full range of residential densities, employment, commercial, recreational and civic uses shall be located based upon the UGA boundaries and the availability of roads, utilities and services, and environmental limitations. Development within the Urban Growth Area shall provide a diversity of housing types and high quality development. Infill areas should be the primary areas where growth within the city limits and UGA areas are encouraged.

Policy A: Locations for the highest density development will generally be identified along major arterials and corridors to maximize transportation opportunities and provision of services.

Policy B: Infill and redevelopment should be prioritized around existing neighborhood centers, recognized nodes, and the urban corridor in areas served by City utilities and transit.

Policy C: Consider incentive programs to encourage development around existing neighborhood centers, recognized nodes, and the urban corridor in areas served by City utilities and transit.

Policy D: Zones designed to permit high and moderate residential density should accommodate a mix of housing types from small lot single-family to multifamily uses. These zones should have provisions to ensure they are not dominated by any one type of housing style. To achieve this, the City should consider raising minimum density requirements and/or require a mix of housing types for large projects within these zones.

Policy E: All new development in the Urban Growth Area shall be served by sewer.

Policy F: Require septic systems that have failed to connect to City sewer within a specific distance of an existing sewer line.

Policy G: Ensure that development standards and road/street level of service standards within the Urban Growth Area conform to the standards of the City of Lacey.

Goal 3: Encourage a land use distribution that provides convenience for residents in accomplishing day-to-day tasks in close proximity to residential areas.

Policy A: Encourage residential densities high enough to support, and within walking distance of, basic retail, support services, and areas of employment.

Policy B: Provide a mix of uses in close proximity to neighborhoods to enhance their character, functionality, and desirability, and reduce the dependency on the automobile. Encourage, where feasible, mixed-use concepts that integrate commercial uses within the same building as residential uses, with commercial uses on the ground floor.

Policy C: Continue to use the village center concept, identified in previous Land Use Elements, as a strategy to achieve a mix of uses. Ensure that the commercial areas associated with the village center are developed to provide basic retail services and employment opportunities in close proximity to residents.

Goal 4: Achieve a mix of uses along designated arterial corridors that are walkable and transit oriented.

Policy A: Continue to participate in the Urban Corridor Task Force and incorporate strategies applicable and appropriate to Lacey that facilitate high density mixed-use development along the urban corridor and centers.

Policy B: Apply different mixes of commercial and high density residential land uses along the Martin Way corridor based upon sensitivity to existing uses so they may be integrated into the long term vision.

Policy C: Maintain the health and vitality of existing business along Martin Way, by accommodating the continued operation of existing auto-dependent uses that do not meet the intent of the mixed-use high density corridor. Have requirements, as well as incentives, for gaining compliance over time as applications are made for expansion or improvements of non-compliant auto-dependent uses.

Policy D: Street frontage improvements are prioritized by the City and County with input from property owners and the public. Prioritization is to be based in part on available funding mechanisms that will include, as appropriate, City/County/community funds, grants, requirements for building permits, Local Improvement Districts, Business Improvement Districts, TDR/incentive program bonuses, or any other combination of funding.

Policy E: The City and County shall support coordination of a joint project to improve the Martin Way Corridor, especially related to pedestrian safety improvements.

Policy F: Provide for a mixed-use arterial corridor zone encouraging moderate density residential development and new commercial development opportunities along portions of Sleater Kinney Road and Pacific Avenue. Mixed moderate density corridors should take advantage of marketing opportunities provided by the surrounding planning area and adjacent neighborhoods. Commercial uses permitted should include a range of office, service, and retail activities. Selections should reflect the corridor's marketing opportunities and compatibility with the neighborhood in which the corridor is located.

Policy G: Use the 1993 study conducted by Thurston Regional Planning titled, "Evolution of a Corridor – From Auto-Oriented Arterial to High Density Residential Corridor", and recommendations from the Urban Corridors Task Force, dated 2011, as guides to modify the mixed-use arterial zone and accompanying standards.

Policy H: Consider form-based codes, or other design tools if applicable, to further objectives of the corridor for integration with existing uses, mixed-use opportunities, compact development, higher density, social interaction, affordable housing and other desired characteristics.

Policy I: Mixed-use areas will benefit from buildings organized along the street to facilitate pedestrian use.

Goal 5: The City should strategically pursue annexations in accordance with the Annexation Policies of the Lacey City Council adopted June 9, 2011.

Policy A: The City should analyze future potential annexation areas and prioritize them accordingly. Any prioritization report should identify that any annexation the City pursues is optional and doesn't make the identified annexation a requirement.

Policy B: Annexation applications should include a full analysis of each area including a financial feasibility to ensure City services delivered to the area are reimbursed through either property or sales tax revenue.

Policy C: Annexations should be approved for properties on City sewer or, once developed, will be served by City sewer.

Policy D: Priority areas for annexation would be those that are contiguous to the existing city limits and are developed consistent with City standards and are connected to sewer.

Policy E: Consider incentivizing priority undeveloped properties in the UGA to annex into the city limits through upzoning or other measures.

Goal 6: Ensure a diversification of employment opportunities in the UGA so residents can work, live, shop and play all within close proximity.

Policy A: Develop and implement strategic goals and plans that support and promote diverse employment opportunities.

Policy B: Work with the providers of higher education to ensure that education programs are matched with in-demand skills.

Policy C: Work with Joint Base Lewis-McChord to ensure that the housing, business, and recreation needs of those who are associated with the base are being met.

URBAN GROWTH AREA IMPLEMENTATION STRATEGIES

- 1) Consider raising minimum density requirements and/or require a mix of housing types for large projects within the Moderate and High Density Residential zoning districts to ensure they are not dominated by any one type of housing style.
- 2) Review the Mixed Use High Density Corridor zone along Martin Way. The City and County Planning Commissions should review and update the zoning code for the corridor, specifically focusing on facilitating a mix of uses on larger parcels, a mix of uses within the corridor and identifying strategic parcels for more intensive study.
- 3) Consider re-designating the “Agriculture” zoning district to an “urban holding area” so that Agriculture zones are precluded from developing until rezoned and/or sewer is available.
- 4) Explore designating “urban holding areas”, specifically within the Pleasant Glade and McAllister Springs Geologically Sensitive Area, which would not be developed until such time that sewer service is available. Should development in this area not be anticipated during the next twenty-year planning horizon, the City should consider removing the property from the UGA in conjunction with a robust public participation campaign.

F. Transportation and Land Use

Transportation planning is intricately tied to land use and the pattern of development that evolves as an urban area grows. A transportation system includes various travel modes such as pedestrian, bicycle, bus, automobile, freight truck, marine vessels, railroads, and airplanes. A multimodal transportation network includes and connects all of these different travel modes in an effective and efficient manner, including connections within and between modes.

The city of Lacey strives to provide, manage, and maintain a safe, well-connected, and efficient multimodal City-wide transportation network. The ability for people to travel safely and efficiently, using various means of transportation, contributes to the high quality of life that Lacey residents enjoy.

Two documents act as a blueprint for Lacey's transportation system. The first, *The Regional Transportation Plan* (RTP), provides an overall analysis of how transportation will work in the region over a twenty year time frame and supports coordination among jurisdictions. It also acts as an important tool in meeting state and federal transportation requirements, ensuring continued funding from these sources. The RTP identifies those projects and issues that change the way traffic flows throughout the region, complementing the local planning that makes the roadway network function within each jurisdiction. The second document, the *City of Lacey 2030 Transportation Plan*, is the City's long-range plan for developing its transportation system in the future. The Plan defines a coordinated and innovative approach to various modes of transportation in a manner that efficiently maximizes the mobility of people and goods within Lacey.

Lacey's status as a primarily residential community means that a well-connected pedestrian and bicycle network, combined with a convenient high frequency transit service, is vital to connect residents with jobs, shopping, schools and other day-to-day activities. For this reason, Lacey is striving to employ land use policies that support higher density residential areas located close to employment, shopping, and entertainment opportunities providing Lacey residents with more opportunities to walk, bicycle, or ride high frequency public transit. Lacey's aim is not to eliminate private automobiles, but to encourage the use of other transportation modes, wherever and whenever possible, and ensure that land use policies support this.

Lacey's residential community past is currently seen in our City's transportation patterns. A majority of residents commute to job centers around our region, including state offices in Olympia and Tumwater, JBLM, and to Tacoma and points north. This commute pattern puts a strain on City transportation infrastructure, particularly in the morning and evening peak commute times. In working with the City's regional partners, including Thurston County's regional transit agency, Intercity Transit, options for commuting are provided. These options include standard bus service, van share, ride share, and commuter bus services. Other technologies such as Intelligent Transportation System (ITS) technologies improve signal operations for better efficiency. These are all important in connecting family-wage jobs with Lacey residents.

The strain on City transportation infrastructure could be mitigated by connecting Lacey residents with destination sites and jobs closer to home. The Land Use Element outlines a strategy that

encourages mixed-use buildings, commercial nodes in close proximity to neighborhoods, high density corridors, and mixed-use urban centers that will provide residents with more opportunities to walk, bike, or ride transit for short trips for employment and/or convenience.

Lacey is well connected with pedestrian-oriented transportation options; and as the City grows and develops, these options will continue to improve. Current development standards and policies also require that multimodal improvements be constructed upon property development. As identified in the *2030 Transportation Plan*, improvements to pedestrian facilities are vital to ensure that a mix of transportation modes are utilized, including the importance of safe crossings in accordance with the Lacey City Council's adopted policies on pedestrian crossings and the development of a future bicycle and pedestrian plan.

The City is committed to encouraging alternative modes of transportation through adoption and implementation of private development standards that require bicycle racks, provide convenient and safe pedestrian facilities on private property, and ensure that parking is "right-sized" by not requiring more minimum parking than is necessary to support the use.

Transportation planning within the Lacey UGA is provided by Thurston County as articulated through the Thurston County Transportation Plan. Growth projections analyzed in this Land Use Element shall be consistent with Thurston County's Transportation Plan. It is a priority that transportation infrastructure within the UGA serve existing needs while also planning to serve future needs, given the expected pace of growth. This is reflected in the CWPP's which require that Lacey and Thurston County coordinate plans to ensure that development standards are consistent and compatible between jurisdictions related to street level of service standards. Public transportation projects also need to be coordinated across jurisdictions to meet the multimodal transportation needs of today and tomorrow.

Intercity Transit serves the Lacey and UGA with standard transit service. Regular service includes 15 minute headway service along Martin Way, regular 30 or 60 minute service to Lacey area neighborhoods and regular service between the Olympia and Lacey Transit Center located at the intersection of Golf Club Place and 6th Avenue in the Woodland District. Intercity Transit also provides paratransit service (Dial-A-Lift) to residents who, because of disability, are not able to ride transit service. Intercity Transit is also a partner in Lacey's efforts in promoting alternate methods of commuting to work in compliance with the State's Commute Trip Reduction Act.

Intercity Transit provides a vital service to Lacey residents and employers; however, portions of Lacey are not currently served by transit. Over the last twenty years, northeast Lacey (the area north of I-5 in the Hawks Prairie Planning Area) has seen the addition of approximately 3,000 new residential units and 4.8 million square feet of non-residential construction. This growth will continue over the next twenty years, with an additional 1,680 residential units and an additional 4.4 million square feet of non-residential construction. Yet, given the amount of past growth and future projected growth, this area remains unserved by transit. The City has been assisting Intercity Transit to develop options to connect employment providers in the area and residential neighborhoods with transit. As the City nears build-out in this area, it is a priority for Lacey that Intercity Transit serves this area with regular transit.

As Lacey transitions to a more urban community, a safe, well-connected, and efficient multimodal transportation system will be vitally important to support a high quality of life.

TRANSPORTATION AND LAND USE GOALS AND POLICIES

Goal 1: Enhance the function, safety and appearance of Lacey's streets.

Policy A: Ensure coordination with the Transportation Element of the Comprehensive Plan, the Thurston County Transportation Plan, and the Thurston Regional Transportation Plan.

Policy B: Implement a complete and interconnected transportation network through implementation of development guidelines and policies.

Policy C: Streets shall be a modified grid pattern that terminate in other streets, where feasible. Alleys shall be utilized in residential and mixed-use development.

Policy D: Discourage cul-de-sacs where topography allows. Encourage well-connected streets in new and existing neighborhoods.

Policy E: Right-of-way and pavement width shall be the minimum necessary to provide for the safe use of vehicles, public transit, bicycles and pedestrians.

Policy F: Ensure coordination with Thurston County regarding transportation in the Urban Growth Area. Ensure that development standards and road/street level of service standards within the UGA conform to the standards of the City of Lacey.

Goal 2: Support land use policies and plans to allow densities and a mix of uses that reduce the number and length of vehicle trips. Increase the opportunity to use public transportation and non-motorized modes of travel.

Policy A: Provide incentives for new development located within ¼ mile of Intercity Transit served corridors. Development incentives could include, but are not limited to, density increases, increased square footage, additional building height, transportation mitigation fee adjustments, and parking requirement incentives.

Policy B: Encourage land development proposals to utilize the full capacity of the existing multimodal transportation system, especially transit and non-motorized modes.

Policy C: Ensure that destination sites, including job centers, commercial areas, office complexes and other economic development generators are connected with multimodal transportation options.

Policy D: Encourage land use policies that support destination sites where uses are close enough together that consumers, customers and other users can access each without the need of an automobile.

Goal 3: Prioritize and encourage bicycle and pedestrian trips by providing a safe, well-connected, and convenient bicycle and pedestrian circulation network throughout the City.

Policy A: Support the adopted 'Pedestrian Crossing Policy' requirements that consider the installation of marked crosswalks at uncontrolled intersections and mid-block locations as part of public project design, general roadway evaluation and/or review of land use applications.

Policy B: Develop a pedestrian and bicycle plan to inventory existing facilities, identify deficiencies, and identify capital improvements.

Goal 4: Ensure that private development projects, including subdivision and commercial/retail project design, facilitate measures to improve multimodal transportation.

Policy A: Support optional minimum on-site parking requirements to ensure that parking is "right sized", especially in areas where significant on-street parking exists or in areas well served by other transportation modes.

Policy B: Require pedestrian-friendly building design within commercial nodes and along corridors. Parking lots serving mixed-use and commercial developments should be located to the rear or sides of buildings.

Policy C: Private development projects shall provide bicycle parking and a site design that will accommodate transit.

Goal 5: Support Intercity Transit's efforts to meet the transportation needs of all segments of the community by providing a high quality, safe, convenient, accessible, and cost effective transit service as an attractive alternative to the single-occupancy vehicle.

Policy A: Continue to recognize transit's economic development role in the Lacey community by connecting residents to jobs and other day-to-day activities.

Policy B: Encourage Intercity Transit to extend regular bus service to northeast Lacey in order to serve and connect growing residential, commercial, and industrial development. In the interim, support the development of innovative techniques and methods to provide service including shuttles, vanpools, and carpools through partnerships between the City, Intercity Transit, TRPC and the private sector.

Policy C: The City will take an active involvement in Intercity Transit's planning process, including any updates to route planning and schedule structure.

TRANSPORTATION AND LAND USE IMPLEMENTATION STRATEGIES

- 1) Develop regulations and codify requirements for street connectivity (Street Connectivity Ordinance).
- 2) Develop a pedestrian and bicycle plan to inventory existing facilities, identify deficiencies, and

identify capital improvements.

- 3) Continue to request that Intercity Transit extend regular bus service to northeast Lacey to serve and connect growing residential, commercial, and industrial development.

G. Parks and Open Spaces

The City of Lacey takes pride in the ability to provide residents and visitors with access to a wide range of public parks and open spaces. Parks, open spaces, and facilities are an important contribution to the quality of life experienced by those who live and work in Lacey. The community's well maintained facilities include neighborhood parks within walking distance of all residents, community parks distributed across the service area, linear parks, plazas, open spaces that support wildlife habitat and community facilities, and extensive trail systems.

As Lacey's population continues to grow, there is an increased need for additional park acreage, trail miles, and facilities. The Comprehensive Plan for Outdoor Recreation serves as the framework for providing park and recreational facilities to residents and visitors of Lacey and its surrounding UGA. This plan is updated every five years in order to assess the goals and objectives contained in the plan. The Plan divides the entire Lacey UGA into ten planning sectors which encompass different geographic features. All of the planning areas have some form of important habitat that contains a variety of wildlife typically associated with wetlands, lakes, streams, and forest areas. The plan provides an inventory of all public and private parks and recreational facilities, as well as special features, conditions, and limitations that could affect future park land acquisition development.

The City's Comprehensive Plan for Outdoor Recreation established a level of service (LOS) standard of five development acres of park land per one thousand people. The LOS is considered the most accurate way to assess need for additional land and park development. Analysis results indicate a need for neighborhood and community parks, and special purpose facilities. These special purpose facilities include public access to fresh and salt water and an off-leash dog area. Minimum guidelines have been identified for each type of park and amenities vary depending on the size of park, topography, service goals and community input.

The Comprehensive Plan for Outdoor Recreation contains an action program that identifies prioritized projects that reflect acquisition and development goals. Acquisition of sites is prioritized first by acquiring special sites or facilities where limited or rare opportunities exist for access to water, special use properties (historical, habitat, etc.) and athletic fields. Acquisition of community park lands and neighborhood parks are prioritized in descending order. The development of both community and neighborhood parks is identified as the second priority in the action program.

Since 1990, the City has been collecting a 1% utility tax for the acquisition and development of parks and open spaces. The City has acquired parks, trails, and open space through dedication, donation, partnership, state grants, and City funds.

The City currently has 1061.3 acres of public parks, trails, and open space. The most recent acquisition of park land was in 2011 when the City acquired 405.5 acres for the future development of

Cuoio Park. The North Thurston Public School District provides an additional 659 acres of land for park and recreational facilities and activities.

There are currently 1,870 acres of open space land in private ownership in the City's UGA boundary. Developers of the residential areas within Lacey are currently required to dedicate ten percent of development as open space. The majority of these private lands are developed with pocket parks and trails which have been developed in association with residential subdivisions and are maintained by their respective home owners associations. These areas are intended to serve the recreational demand of the immediate residential development and are not open for public use.

As future population increases in the incorporated City and within the UGA, the demand for, and use of, existing parks and open space will occur. In order to meet that demand, the City will need to acquire and develop park and open space amenities. Due to the existing lack of parks in the unincorporated portions of the UGA, its residents use parks within the city limits. Currently, the only County park facility within Lacey's UGA is the Regional Athletic Complex, which is a joint City/County park.

The City has many sensitive areas within its current boundaries and growth area that play an important role in the health of our environment. These include Woodland Creek, six fresh water lakes (Pattison, Hicks, Long, Southwick, Chambers Lake, and Lake Lois), saltwater shoreline on Puget Sound, and many wetland areas.

The Woodland Creek system flows through three major lakes in Lacey and then on to Henderson Inlet. The wetlands associated with Woodland Creek and Lacey's lakes encompass hundreds of acres and provide critical habitat to local fish and wildlife populations. Acquisition of property along the Woodland Creek corridor and its associated wetlands and natural areas, as well as restoration and protection measures, has been identified as a priority by the City. Lacey recently completed a major regional stormwater retention and treatment facility to reduce stormwater runoff into the creek. The City is working with the regional Stream Team to eliminate invasive species, plant thousands of native trees and shrubs in the upland areas, mark storm drains, and install bag dispensers for pet waste pickup. City development regulations also require a buffer of 200 feet from the creek.

PARKS AND OPEN SPACES GOALS AND POLICIES

Goal 1: The land use policies should complement and help implement requirements of the City of Lacey Comprehensive Plan for Outdoor Recreation, Regional Trail Plan, and land use regulatory requirements for the provision of open space.

Policy A: Continue to require open space for residential and commercial development.

Policy B: Link pedestrian and bicycle pathways with greenways, priority habitat sites, wetlands, and open space between neighborhoods. Open space shall be designed into a project from the outset, with sizable and meaningful pieces set aside. It shall not be left to the end, using only those restricted and small spaces that are left over. It should be designed in conjunction with school and community sites whenever possible and should provide a focus for neighborhood activity.

Policy C: Coordinate land use policies with open space requirements contained in the critical areas provisions.

Policy D: Open space shall be designed to define our community, create outdoor spaces, protect wildlife habitat and the natural environment, and create public and civic spaces.

Policy E: Require means to ensure perpetual maintenance of wetlands and priority habitat sites for passive recreational opportunities.

H. Utilities and Capital Facilities

UTILITIES

Long term economic and environmental sustainability is influenced in large part by the ability to ensure adequate utility services and supply. The City endeavors to provide coordinated, cost effective utility services that consider economic, social and environmental implications.

The Utilities Element contains a summary of the major non-municipal utilities that are supplied by the private sector, including electric, natural gas, cable, and telecommunications services. The Utilities Element also provides a basic summary of the utility programs currently operated and managed by the City including, drinking water, wastewater, and stormwater. The City plans to include a fourth public utility system for reclaimed water.

Electric & Natural Gas

Puget Sound Energy (PSE) currently provides electric and natural gas services for the City and its UGA. PSE plans for future facilities and infrastructure for a ten-year planning period based on anticipated future needs using forecast analysis zones. The zones are areas identified and analyzed on future population and employment predictions. This planning is coordinated with the Thurston Regional Planning Council and is based on information contained in *The Profile*. PSE serves the current and anticipated future demand for electric and natural gas services for the UGA.

Telecommunications

The telecommunication industry is very dynamic and continuously changing. Cellular telephone services are regulated as a utility of convenience; therefore, they are not required to provide service on demand. Zoning provisions regulate the co-location of facilities and require the demonstration of need for locating new cellular towers. Land line telephone service is still considered a necessity; therefore, providers must provide phone facilities on demand. During the next twenty-year planning period, it is anticipated that wire line telephone service demands will continue to decrease.

Cable Services

The City maintains a non-exclusive franchise agreement with Comcast of Washington to provide cable and internet services to the residents of Lacey. Properties that lie within the unincorporated portions of the UGA are covered under Thurston County's franchise agreement.

CAPITAL FACILITIES

Capital facilities planning is an integral element of a comprehensive plan. Infrastructure investments support economic development and have long term impacts on a community. The GMA requires inclusion of capital facilities as a mandatory element of the comprehensive plan. The Capital Facilities Plan includes an inventory of existing public capital facilities, a forecast of future needs for such facilities, proposed locations and capacities of expanded or new capital facilities, a six-year plan to finance the needed facilities and funding, and an analysis of the City's financial capacity to utilize the funding sources identified. The GMA also requires concurrency in which jurisdictions are required to have capital facilities in place and readily available when new development occurs or a service area population grows. If the facilities are not in place, a financial commitment must be made to provide the facilities within six years of the initial need.

Capital Facilities Plan

The Capital Facilities Plan is considered an element of the City's Comprehensive Plan and is a product of separate but coordinated comprehensive planning documents, each focusing on a specific type of facility such as sewer, water, stormwater, parks, and transportation. The twenty-year plan was updated in 2015 to address general government facilities in which the City is either the primary provider or a significant provider. Facilities must be planned years in advance to assure availability, determine location, costs, and how they will be paid.

Facilities must be of sufficient capacity to serve the service area population or new development without decreasing service levels below locally established minimum standards, known as levels-of-service (LOS). The City of Lacey is projected to receive an increase of an additional 27,490 people within its growth area by 2035. The plan demonstrates how facilities have been planned to accommodate this growth. Priority projects for general government facilities and funding sources for the 2015 - 2020 funding period include the new Depot Museum facility, Jacob Smith House Parking and Pavilion, Senior Center Expansion, Gateway Project, and Historic City Hall and Museum. Additional projects have been identified beyond the six-year financing period.

The City adopts comprehensive plans for the water, wastewater, and stormwater and provisions for the future capital improvements for these systems which are included in the Capital Facilities Element of the Plan. The GMA requires these plans to be consistent with the Land Use Element in order to implement the strategies and provisions contained in the Element.

Domestic Water

The City owns and operates a system for domestic water that provides for the transmission, distribution, and storage of domestic water. The Retail Water Service Area (RWSA) encompasses the majority of the City boundary and expands into the UGA. The RWSA does not currently include existing group "A" and "B" water systems. It is the intent of the City to serve the full RWSA and UGA in the future. The City also coordinates services and planning with the cities of Olympia, Tumwater and Thurston County PUD.

The expected demand on the water system is based upon forecasted population growth within planning areas and transportation analysis zones. It is updated every six years to evaluate the existing system and its ability to meet anticipated needs over a twenty-year planning period. The City secured new water rights that will allow the development of additional sources of supply that will be needed to meet future system demands. The City plans to work towards securing additional long term rights, utilize reclaimed water, and develop sources of supply to allow for the extension of the service boundary area to mirror the City's UGA.

Wastewater

The City's existing wastewater system service area is approximately 13,800 acres in size. The Budd Inlet Treatment Plant and the Martin Way Reclaimed Water Plant collection systems are owned and operated by the ~~Lacey-Olympia-Tumwater-Thurston~~ County Clean Water Alliance (LOTT). Reclaimed water produced by LOTT is available for use by the City and may be used for irrigation, dual plumbed buildings, environmental enhancement projects, and other non-potable uses. The policies contained in the City's Wastewater Comprehensive Plan are intended to prepare for wastewater needs until 2032.

Stormwater

The first Stormwater Comprehensive Plan for the City was completed in 2013 and is intended to guide the City's stormwater utility programs and projects. A primary purpose of the plan is to maintain consistency with local, state, and federal regulations, charge equitable stormwater utility rates, and support the goals and policies in the Land Use Element. The City of Lacey became the first city in Washington to adopt a "zero effect drainage discharge" ordinance to allow for modified standards for projects with no increase in effective impervious surfaces and provided for the use of innovative low impact development (LID) methods. The City is currently working to incorporate mandatory LID best management practices, where feasible, by reviewing and revising its development related codes, rules, and standards.

Lacey is in the process of establishing a reclaimed water utility that will include a defined service area. A comprehensive reclaimed water plan will be prepared to guide the use of reclaimed water for non-potable uses, water rights mitigation, and irrigation demands. The utilization of reclaimed water will become increasingly important.

Public Schools

The North Thurston Public Schools (NTPS) is the largest district in the county and serves the Lacey UGA and additional students within their service boundary. The district educates over 14,000 students each year and enrollment is expected to increase to over 19,000 students by 2034. Each year the district adopts a six-year capital facilities plan which is included as an appendix to the *Capital Facilities Plan*. The district currently contains thirteen elementary schools, five middle schools, and four high schools. All NTPS facilities, including school buildings, playing fields, and swimming pools, are used by a wide range of community groups throughout the year.

The district coordinates planning for current and future school facilities with regional planning efforts and the City. State funding also has a significant impact on school capacity. In addition to

state and local funding, the district negotiates Voluntary Mitigation Agreements with residential developers. The funds paid for under these agreements are used to pay for projects reasonably related to, and benefiting, the development, facilities to serve the development, or projects necessary to mitigate for potentially significant impacts of the development.

In 2014, a \$175 million dollar capital facilities bond measure was passed by citizens in the district. The district just completed the construction of an additional middle school, is planning a facility conversion for an additional elementary school, and making improvements to existing school facilities. The district is also focusing efforts on locating early childhood services at elementary school facilities. Based on projected and entitled residential development, the district is considering revisions to its school attendance boundaries.

Library

Public Libraries play an important role in the well-being of the community by affording everyone access to materials and services that enhance quality of life and support lifelong learning. The City has had library services and facilities available to the community since it was first incorporated. In 1976, citizens voted to unite five counties, including Thurston, into one library district, the Timberland Regional Library (TRL). The citizens of Lacey voted to be annexed into the district in 1982. The current library is located adjacent to City Hall and the City is responsible for providing and maintaining the library building and grounds.

Planning is necessary to ensure adequate library facilities are available to meet current needs, as well as future needs in the years to come. Goals and policies for library facilities have been identified in coordination with the Lacey Library Board to guide efficient planning and provide for adequate library facilities.

UTILITIES AND CAPITAL FACILITIES GOALS AND POLICIES

Goal 1: Ensure that existing utility customers, and future customers, are adequately served by water, sewer, and stormwater utility services that consider both growth demand projections and asset management.

Policy A: Provision of utilities shall be consistent with policies of the Land Use Element, further the intent of GMA strategies, and be consistent with county-wide planning policies.

Policy B: All proposed development should be analyzed for anticipated impact on utilities and services, either as an element of the site plan review, subdivision review, or as a part of the environmental impact assessment.

Policy C: Preference should be given to providing adequate public facilities to the following:

- ***Settled areas and existing customers, rather than extending new services to sparsely settled or undeveloped areas.***
- ***Incorporated land before serving un-incorporated areas. Sewer extension shall be encouraged in areas needing ground water protection or surface water protection or in areas***

- with existing residential, commercial, or industrial uses operating with failing systems.*
- *Extension of water utility service beyond the City's established water service area should only be done in cases of failing water service or water quality problems. Utility line extensions to directly serve new customers should be wholly funded by private parties through ULID's or as a development requirement.*

Policy D: The City plans to provide urban utility services within its UGA consistent with planning policies in the City's Water and Wastewater Comprehensive Plans. As such, the City will support local efforts and facilitate the connection of existing septic systems to City sewer, where feasible.

Policy E: Residential and commercial development utilizing septic tanks for sewage disposal which have sanitary sewer laterals readily available shall be required to hook up to sanitary sewer when the system fails, needs replacement, or requires major repairs. The City will work cooperatively with the Health Department to maximize onsite sewage system design compatibility with the City's sewer system and minimize the problems associated with transition to sewer.

Policy F: The Reclaimed Water Utility Element shall define a reclaimed water service area where the City will make reclaimed water available for irrigation and other uses for the responsible use of reclaimed water.

Water Resources

Goal 1: Ensure the long term protection and preservation of both the quality and quantity of groundwater and surface waters for all uses.

Policy A: Ensure that policies, requirements, and standards promote compliance with the Federal Clean Water Act and source water protection provisions of the Safe Drinking Water Act.

Policy B: Regularly review and update City of Lacey requirements, standards, and Water, Wastewater and Stormwater Comprehensive Plans, as needed, to reflect best available science and applicable state and federal regulations.

Policy C: Participate in regional efforts to protect surface and ground waters, develop reclaimed or other multi-jurisdictional water supplies, and identify groundwater and watershed protection areas.

Policy D: Promote the use of reclaimed water as a strategy and priority for the conservation of water resources given the water resource challenges facing Lacey and Lacey's goals for long term sustainability.

Policies for Low Impact Development:

Policy E: Promote public open spaces for the installation of Low Impact Development Best Management Practices (LID BMP's), including bioretention facilities and permeable pavement. Include public education elements in LID BMP's in open spaces.

Policy F: Preserve environmental quality by taking into account the land's suitability for development, and directing intense development away from critical areas and soils with good infiltration potential for stormwater management.

Policy G: Encourage the use of LID techniques and BMP's within setbacks and buffers where appropriate.

Policy H: Encourage the use of permeable paving surfaces for parking lots, sidewalks, driveways, alleys, and low-use roadways.

Library Facilities

Goal 1: Have adequate, high quality library facilities to support library services that meet the current and future needs of the Lacey Community.

Policy A: The City, based on recommendations from its Library Board and in conjunction with the Timberland Regional Library, will plan to:

- *Evaluate the current library facility available to Lacey citizens for determining space needs*
- *Recommend a sustainable facility to meet current and future demand*
- *Evaluate the ability to build on existing infrastructure as an alternative to new construction for recommended service needs*
- *Encourage extension of library services to all members of the Lacey community*
- *Plan to be able to provide high quality, accessible library facilities to meet future needs*
- *Evaluate appropriate sites for future library facilities*
- *Evaluate the needs of Lacey citizens for expanded facilities*

UTILITIES AND CAPITAL FACILITIES IMPLEMENTATION STRATEGIES

- 1) Incorporate stormwater LID best management practices and LID principles by reviewing and revising development related codes, rules, and standards to comply with the Stormwater Management Manual and the National Pollutant Discharge Elimination (NPDES) Phase II permit requirements.
- 2) Prepare a comprehensive reclaimed water system plan to guide the future construction of a reclaimed water distribution system to serve Britton Parkway and future main street corridors and to secure additional water rights for the City.
- 3) Continue to coordinate planning with the Lacey Library Board and library district to determine appropriate facilities to meet future needs.

I. Essential Public Facilities

Essential public facilities are public or privately owned and operated facilities that are typically difficult to site. The major component in the identification of a public facility is whether it provides, or is necessary to provide, a public service and whether it is difficult to site. State law recognizes these facilities to include airports, state education facilities, state or regional transportation facilities,

correctional facilities, solid waste handling and sewage facilities, substance abuse and mental health facilities, and secure community transition facilities. Essential public facilities that are being planned for by state agencies are required to be identified by the Office of Financial Management.

The *Thurston County-Wide Planning Policies* contains adopted criteria for the siting of essential public facilities. It guides the local process for identifying and siting county-wide and state-wide facilities that have a potential for impact beyond jurisdictional boundaries. These criteria were used to guide the adoption of the City's standards.

The City's zoning standards provide for the siting of essential public facilities through the conditional use permitting process. The City's definition of essential public facilities mirrors the state definition and also includes the siting of communication towers and antennas. The permitting process classifies these facilities as a type one, type two, or type three facility, depending on the scale of the project. The zoning code contains a required review analysis for type one and two facilities and increased notification requirements to ensure early public notification and provide for timely public involvement. Additional standards have been identified for sexual offender secure community transition facilities to mitigate the unique concerns of this use.

Public & Institutional Uses

The City recognizes the value of providing adequate public facilities to serve the residents of Lacey. Public and Institutional use designations, devised to protect and preserve areas that are devoted to existing and future use for civic, cultural, and educational facilities, are identified on the land use map. These facilities provide for the social needs of the community and enhance the community as a desirable place for human growth and development. Recognized public and institutional uses include governmental buildings such as city halls, police stations, fire stations, schools and colleges, hospitals, community and recreational facilities, churches, libraries and museums. Additional uses include areas for passive or active recreation such as parks, greenways, and open space.

The Lacey Parks and Recreation Department operates a number of facilities that provide venues for events, programs and classes. These facilities include the Lacey Community Center, Jacob Smith House, Lacey Senior Center, Lacey Museum, and the performance stage at Huntamer Park.

Development standards are in place to provide opportunities and facilities for the various activities and needs of a diverse community. These standards take into account both the environmental impact of a proposed use and appropriate design standards. Additional development standards include parking, landscaping and storm drainage.

The City works closely with many partners, including the North Thurston Public Schools, Saint Martin's University, South Puget Sound Community College, Fire District 3, and the Timberland Regional Library, to provide adequate facilities for the community. Capital Facilities Planning efforts are also coordinated to assess existing facilities and plan for future facility needs.

ESSENTIAL PUBLIC FACILITIES GOALS AND POLICIES

Essential Public Facilities

Goal 1: Minimize impacts associated with the siting of essential public facilities and provide appropriate standards for facilities that will protect neighborhoods and the community.

Policy A: Maintain consistency with CWPP's and state law for the siting requirements associated with essential public facilities.

Policy B: Continue to provide for essential public facilities through the conditional use permitting process to provide for meaningful review, early public input, impacts to critical areas, and mitigation of probable significant adverse impacts.

Policy C: Encourage planning and coordination between jurisdictions to site community transitional facilities that meet state requirements for bed ratios for Thurston County and meet state guidelines addressing siting issues throughout Thurston County.

Public & Institutional Uses

Goal 1: Provide public and institutional land use to meet social needs of the community.

Policy A: Promote Lacey's Community Center and encourage supporting community activities to develop around it.

Policy B: Recognize the Saint Martin's University Campus Master Plan as the guideline document for campus development.

Policy C: Continue to work with Saint Martin's and South Puget Sound Community College as community partners to maximize academic and social opportunities that these resources make available to enhance the quality of life and higher educational achievement for Lacey citizens. Planning should take advantage of these educational and social resources and emphasize these opportunities as a focal point and destination site for the Lacey community.

Policy D: Coordinate planning efforts with Timberland Regional Library to provide adequate library facilities to serve the community and provide for life-long learning opportunities.

Policy E: Coordinate public and institutional land use needs with capital facilities planning.

Goal 2: Facilitate a close working relationship with North Thurston Public Schools and other educational organizations to provide the highest possible quality school service to Lacey and the Urban Growth Area.

Policy A: Work with North Thurston Public Schools to facilitate school district planning of siting and design for elementary and middle schools to be a focal point for neighborhood activities. Design and site high schools that serve multiple neighborhoods to best accommodate larger community areas.

Policy B: Review development projects for impact to schools and require mitigation of identified impacts. Mitigation may include dedication of property for school sites, development of school or school related improvements, payment of impact fees, other techniques necessary for mitigation, or a combination of the above.

Policy C: Ensure all developments within the sphere of influence of a school provide a design with features that support transportation options for traveling to the school site.

J. Health & Human Services

The built environment has an impact on the health of our community. Walkable and multimodal communities are known to have healthier residents compared to communities that have land use patterns that require the use of an automobile. Neighborhoods with poor access to healthy food choices, such as fresh produce, display more obesity and chronic illness than those where access to fresh food is convenient. Understanding how the design of the built environment influences health concerns, and promoting design that is beneficial, will aid in a healthier and more livable community. Integration of health considerations into the Land Use Element will assist in coordinating efforts to implement approaches that promote physical activity.

The Growth Management Act encourages the consideration of planning approaches that increase physical activity. Many of the recommended approaches are integrated in the goals and policies that are located throughout the Comprehensive Plan. Goals and policies that will increase physical activity that are contained in the Plan include:

- Providing for higher intensity residential and mixed-use land use designations
- Higher intensity development along corridors served by transit services
- Supporting linear parks and shared use paths
- Interconnected street networks
- Supporting bicycle, pedestrian and multimodal transportation systems
- Provisions have been added to the zoning code to provide for urban agricultural uses providing for fresh food sources on single-family residential lots for a family's personal use; urban vegetable gardens for community use; and, small commercial farm activity located in areas appropriately zoned for this type of use.

HEALTH AND HUMAN SERVICES GOALS AND POLICIES

Goal 1: Work to achieve a safe, active, and healthy lifestyle for Lacey citizens through community planning and design.

Policy A: Provide opportunity for a distribution of land use types located within planning areas and within walking distance to one another to encourage pedestrian activity and minimize the need for automobiles.

Policy B: Design neighborhoods to promote bicycling and walking, encouraging these active and healthy lifestyles choices.

Policy C: Prioritize safe routes for capital improvements such as sidewalks, planter strips, street trees, traffic calming, and other pedestrian improvements. Consider incentives for infill development to add off site traffic calming and other pedestrian amenities for designated safe routes.

Goal 2: Work to achieve a community where residents have convenient access to healthy food, clean water, and affordable shelter.

Policy A: Provide opportunities for housing development to serve Lacey's full demographic spectrum, including a full range of housing choices designed to meet life stage needs of those demographics.

Policy B: Provide opportunities to integrate housing into core areas and arterial corridors where services and transportation options can be provided.

Policy C: Provide healthy food choice opportunities by design, including opportunities for urban farming and convenient access to grocery stores and farmers markets.

Policy D: Support environmental measures to protect critical/sensitive and resource areas and provisions for clean air, water, and soil for overall community health.

HEALTH AND HUMAN SERVICES IMPLEMENTATION STRATEGIES

- 1) Review land use designations to provide for an adequate supply of mixed-use and higher density development patterns.
- 2) Review street standards to require the connection of street and pedestrian systems, where feasible.

City of Lacey Comprehensive Plan Zoning Map

- | | |
|--|----------------------------------|
| MGSA McAllister Geologically Sensitive Area | Central Business District 7 |
| LHN Lacey Historic Neighborhood | Saint Martin's University |
| LD 0-4 Low Density Residential | GC General Commercial |
| LD 3-6 Low Density Residential | LI-C Light Industrial Commercial |
| MD Moderate Density Residential | LI Light Industrial |
| HD High Density Residential | ME Mineral Extraction |
| MMDC Mixed Use Moderate Density Corridor | C Cemetery |
| MHDC Mixed Use High Density Corridor | AG Agriculture |
| HPBD-BC Hawks Prairie Business District (Business/Comm.) | OS-I Open Space Institutional |
| HPBD-C Hawks Prairie Business District (Commercial) | OSI-P Open Space Park |
| NC Neighborhood Commercial | OSI-S Open Space School |
| CCD Community Commercial District | Shoreline Residential |
| CO Community Office | Urban Conservancy |
| Woodland District | Natural |
| Central Business District 4 | Lake/Aquatic |
| Central Business District 5 | Village (Urban) Center |
| Central Business District 6 | City Limits |
| | Urban Growth Area Boundary |

0 0.25 0.5 1 Miles



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