



APPENDICES



Thurston County
COUNTY-WIDE PLANNING POLICIES
November 10, 2015

These policies were adopted by the Board of County Commissioners on September 8, 1992. They were ratified earlier by each of the seven cities and towns within Thurston County. Those seven cities and towns are Lacey, Olympia, Tumwater, Bucoda, Rainier, Tenino and Yelm. On August 2, 1993, representatives of Thurston County and the seven cities and towns met to clarify intent of policies 1.2 and 1.3 and to affirm long and short term Urban Growth boundaries established in 1988 around Olympia, Lacey and Tumwater. In 2002, policies were amended to be consistent with RCW 36.70A.215 (“Buildable Lands Program”). In 2015, the policies were amended to incorporate foundational principles and policies from Creating Places, Preserving Spaces, A Sustainable Development Plan for the Thurston Region, December 2013.

Background: The Growth Management Act calls for the faster growing counties and cities within their borders to undertake new planning to prepare for anticipated growth. New parts are to be added to the Comprehensive Plans of these counties and cities, and those plans are to be coordinated and consistent. The framework for this coordination are county-wide planning policies, developed by each county, in collaboration with its cities and towns. These are Thurston County’s county-wide planning policies which will be used to frame how the Comprehensive Plans of Thurston County and the seven cities and towns will be developed and coordinated.

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I. GENERAL POLICIES

(Adopted November 10, 2015)

- 1.1 Balance our needs today with those of future residents, to protect and enhance quality of life and in recognition that each generation is a trustee of the environment for succeeding generations.
- 1.2 Preserve and promote awareness of our historic, cultural, and natural heritage.
- 1.3 Develop new ways to cultivate and support respectful civic engagement and participation by residents, and public, private, and nonprofit businesses and organizations, encouraging choices and offering information that contribute to individual, household, and community health and well-being.
- 1.4 Break down institutional barriers to communication and cooperation, fostering open communication and transparent processes that encourage community-wide participation.
- 1.5 Think broadly, regionally, and globally – act locally. Acknowledge the interdependence of communities both within and external to our region, recognizing the impacts of our region upon the world, as well as the impacts of the world upon our region.
- 1.6 Translate vision to policy and act on adopted local plans and policies. Consider the effects of decisions on achieving this vision, while balancing individual property rights with broader community needs and goals.
- 1.7 Monitor progress and shift course when necessary. Use meaningful, easy-to-understand methods to measure progress on key objectives. Respond and adapt to future social, economic, and environmental challenges.
- 1.8 Partner across topic areas and jurisdictional boundaries. While supporting local decision-making, encourage regional and cross-jurisdictional coordination, communication, and cooperation that increase our capacity to make decisions for the common good across jurisdiction boundaries.
- 1.9 Build and maintain distinct communities, preserving and enhancing the character and unique identities of the existing urban, suburban, and rural communities in a way that protects what matters most, while offering additional opportunities to improve on what can be better.
- 1.10 Meet basic human needs of clean water and air, healthy food, adequate housing, quality education, public safety, and equal access, regardless of socio-economic status.
- 1.11 Support education, employment, commercial opportunities, cultural, social, and recreational opportunities in appropriate places and at a scale that supports community health and well-being.
- 1.12 Champion energy efficiency and renewable energy strategies that contribute to energy independence, economic stability, reduced climate impacts, and long-term household and community health.
- 1.13 Protect the natural environment while acknowledging the interdependence of a healthy environment and a healthy economy.
- 1.14 Provide for adequate active and passive recreational opportunities.

II. URBAN GROWTH AREAS

(June 5, 1992, Adopted September 8, 1992, Amended November 10, 2015)

- 2.1 Urban growth within Thurston County is to occur only in designated urban growth areas.
- 2.2 The boundaries of designated urban growth areas must meet the following criteria:
 - a. Contain areas characterized by urban growth.
 - b. Be served by or planned to be served by municipal utilities.
 - c. Contain vacant land, or under-developed land with additional capacity, near existing urban areas that is capable of supporting urban development.
 - d. Be compatible with the use of designated resource lands and critical areas.
 - e. Follow logical boundaries.
 - f. Consider citizen preferences.
 - g. Be of sufficient area and densities to permit the urban growth that is projected to occur in the succeeding twenty-year period.
- 2.3 Amendments to the urban growth boundaries must use the following process:
 - a. Cities and towns will confer with the county about boundary location or amendment.
 - b. Proposed boundaries are presented to the Urban Growth Management (UGM) subcommittee of Thurston Regional Planning Council, which makes a recommendation directly to the Board of County Commissioners.
 - c. Following a public hearing, the Board of County Commissioners designates the boundaries and justifies its decision in writing.
 - d. Cities and towns not in agreement with the boundary designation may request mediation through the State Department of Commerce.
 - e. At least every 10 years, growth boundaries will be reviewed based on updated 20-year population projections.
 - f. Appeals of decisions made through this process are per the State Growth Management Act, RCW 36.70A.
- 2.4 Expansion of the Urban Growth Boundary must demonstrate consistency with:
 - a. All of the following criteria:
 - i. For South County jurisdictions: the expansion area can and will be served by municipal water and transportation in the succeeding 20 years. South County jurisdictions must demonstrate that the expansion can be served by sewage disposal measures that provide for the effective treatment of waste water in the succeeding 20 years.
 - ii. For North County jurisdictions: the expansion area can and will be served by municipal sewer, water, and transportation in the succeeding 20 years.
 - iii. Urbanization of the expansion area is compatible with the use of designated resource lands and with critical areas.
 - iv. The expansion area is contiguous to an existing urban growth boundary.
 - v. The expansion is consistent with these County-Wide Planning Policies.

- b. One of the two following criteria:
 - i. There is insufficient land within the Urban Growth Boundary to permit the urban growth that is forecast to occur in the succeeding 20 years; or
 - ii. An overriding public interest demonstrating a public benefit beyond the area proposed for inclusion would be served by moving the Urban Growth Boundary related to protecting public health, safety and welfare; enabling more cost-effective, efficient provision of sewer or water; and enabling the locally adopted Comprehensive Plans to more effectively meet the goals of the State Growth Management Act.

2.5 Reduction of the Urban Growth Boundary must demonstrate consistency with all of the following criteria:

- a. Sufficient land will remain within the reduced Urban Growth Boundary to permit the urban growth that is forecast to occur in the succeeding 20 years.
- b. The reduced Urban Growth Boundary will include cost-effective sewer and water and transportation service areas, as applicable for each urban growth area.
- c. Reduction of the Urban Growth Boundary is compatible with the use of the designated resource lands and with critical areas.

**III. PROMOTION OF CONTIGUOUS AND ORDERLY DEVELOPMENT,
PROVISION OF URBAN SERVICES, AND PROTECTION OF RURAL AREAS**
(August 19, 1992, Adopted September 8, 1992, Amended November 10, 2015)

- 3.1 Concentrate development in urban growth areas and protect rural areas by:
- a. Accommodating the county's growth first and foremost in the urban growth areas and ensuring that development occurring in rural areas is rural in character.
 - b. Encouraging infilling first within those parts of the urban growth areas that are:
 - i. Already characterized by urban growth that has adequate existing public facilities and service capacities to serve such development,
 - ii. Second, in areas already characterized by urban growth that will be served adequately by a combination of both existing public services and facilities, that are provided by either public or private sources, and
 - iii. Third, in the remaining portions of the urban growth areas.
 - c. Phasing urban development and facilities outward from core areas.
 - d. Establishing mechanisms to ensure average residential densities sufficient to enable the county as a whole to accommodate its 20-year population projection.
 - e. Limiting growth in rural areas to prevent sprawl and the overburdening of rural services, maintain rural character, and protect the natural environment.
 - f. Prohibiting urban net densities in rural areas.
 - g. Designating rural areas for low intensity, non-urban uses that preserve natural resource lands, protect rural areas from sprawling, low-density development and assure that rural areas may be served with lower cost, non-urban public services and utilities.
 - h. Where urban services and utilities are not yet available, requiring development to be configured so urban growth areas may eventually infill and become urban.
 - i. Considering innovative development techniques.
- 3.2 Coordinate Urban Services, Planning, and Development Standards through:
- a. Maximizing the use of existing infrastructure and assets, and leveraging the value of these in building vital, healthy, and economically viable communities.
 - b. Making public investments that further multiple community goals, target identified priorities, and leverage additional investment.
 - c. Considering both economies of scale and long-term maintenance cost when investing in infrastructure.
 - d. Providing and maintaining municipal services (water, sewer, solid waste, public safety, transportation, and communication networks) in a sustainable, and cost-effective manner.
 - e. Coordinating planning and implementation of policies regarding urban land use, parks, open space corridors, transportation, and infrastructure within growth areas. Developing compatible development standards and road/street level of service standards among adjoining jurisdictions.
 - f. Developing, and ensuring the enforcement of, agreements between Thurston County and the cities and towns within its borders, that ensure development occurring within unincorporated urban growth areas is consistent with city utility and storm water planning and conforms to the development standards and road/street level of service standards of the associated city or town.

- g. Phasing extensions of urban services and facilities concurrent with development and prohibiting extensions of urban services and facilities, such as sewer and water, beyond urban growth boundaries except to serve existing development in rural areas with public health or water quality problems.
 - h. Identifying, in advance of development, sites for schools, parks, fire, and police stations, major storm water facilities, greenbelts, open space, and other public assets. Acquisition of sites for these facilities shall occur in a timely manner and as early as possible in the overall development of the area.
- 3.3 Cooperate on annexations in order to accomplish an orderly transfer of contiguous lands within growth areas into the adjoining cities and towns. Cooperate on developing a streamlined and efficient process for annexation, while maintaining appropriate environmental review.
- 3.4 Provide capacity to accommodate planned growth by:
- a. Assuring that each jurisdiction will have adequate capacity in transportation, public and private utilities, storm drainage systems, municipal services, parks and schools to serve growth that is planned for in adopted local comprehensive plans; and
 - b. Protecting ground water supplies from contamination and maintaining ground water in adequate supply by identifying and reserving future supplies well in advance of need.

IV. JOINT COUNTY AND CITY PLANNING WITHIN URBAN GROWTH AREAS

(August 19, 1992, Adopted September 8, 1992, Amended November 10, 2015)

- 4.1 Thurston County and the cities and towns within its borders will jointly plan the unincorporated portions of urban growth areas.
- 4.2 Each city and town will assume lead responsibility for preparing the joint plan for its growth area in consultation with the county and adjoining jurisdictions.
 - a. The lead city or town and the county will jointly agree to the level and role of county involvement at the outset of the project, including the role of each jurisdiction's planning commission.
 - b. A scope of work, schedule and budget will be jointly developed and individually adopted by each jurisdiction.
 - c. The process will ensure participation by area residents and affected entities.
- 4.3 The jointly adopted plan or zoning will serve as the basis for county planning decisions and as the pre-annexation comprehensive plan for the city to use when annexations are proposed.
- 4.4 Each joint plan or zoning will include an agreement to honor the plan or zoning for a mutually agreeable period following adoption of the plan or annexation.
- 4.5 Nothing in these policies shall be interpreted to change any duties and roles of local governmental bodies mandated by state law; for example, statutory requirements that each jurisdiction's planning commission hold hearings and make recommendations on comprehensive plans and zoning ordinances.

V. SITING COUNTY-WIDE AND STATE-WIDE PUBLIC CAPITAL FACILITIES

(June 5, 1992, Adopted September 8, 1992, Amended November 10, 2015)

- 5.1 Cooperatively establish a process for identifying and siting within their boundaries public capital facilities of a county-wide and state-wide nature which have a potential for impact beyond jurisdictional boundaries. The process will include public involvement at early stages. These are facilities that are typically difficult to site, such as airports, terminal facilities, state educational facilities, state or regional transportation facilities, state and local correctional facilities, solid waste handling facilities, and in-patient facilities including substance abuse facilities, mental health facilities, and group homes.
- 5.2 Base decisions on siting county-wide and state-wide public capital facilities on the jurisdiction's adopted plans, zoning and environmental regulations, and the following general criteria:
 - a. County-wide and state-wide public capital facilities shall not have any probable significant adverse impact on lands designated as critical areas or resource lands; and
 - b. Major public facilities that generate substantial traffic should be sited near major transportation corridors.

VI. ANALYSIS OF FISCAL IMPACT

(August 19, 1992, Adopted September 8, 1992, Amended November 10, 2015)

- 6.1 Develop financing methods for infrastructure which minimize the taxpayer's overall burden and fairly divide costs between existing and new development.
- 6.2 Cooperatively explore a method to mitigate the fiscal impact on county government of annexation of significant developed commercial and industrial properties.
- 6.3 Cooperatively explore methods of coordinating financing of infrastructure in urban growth areas.

VII. ECONOMIC DEVELOPMENT AND EMPLOYMENT

(June 5, 1992, Adopted September 8, 1992, Amended November 10, 2015)

- 7.1 Encourage an economy that is diverse, can adapt to changing conditions, and takes advantage of new opportunities.
- 7.2 Support the recruitment, retention, and expansion of environmentally sound and economically viable commercial, public sector, and industrial development and resource uses, including the provision of assistance in obtaining funding and/or technical assistance.
- 7.3 Provide in comprehensive plans for an adequate amount of appropriately located land, utilities, and transportation systems to support desirable economic development. Create and maintain regulatory certainty, consistency, and efficiency.
- 7.4 Acknowledge and look for opportunities to engage with regional economic drivers such as state government, the Port of Olympia, and Joint Base Lewis-McChord. Coordinate economic development efforts as well with other jurisdictions, the Economic Development Council, Chambers of Commerce, and other affected groups.
- 7.5 Build a vital, diverse, and strong local economy, including job opportunities that support community and household resilience, health, and well-being, by:
 - a. Supporting workforce training and offering opportunities for education and entrepreneurial endeavors.
 - b. Supporting creativity, arts, and culture.
 - c. Providing opportunities for a range of business types to succeed.
 - d. Emphasizing policies that support locally owned businesses including home-based, entrepreneurial, and nonprofit business and organizations.
 - e. Encouraging the development of local services for food, clothing, and other basic human needs.
 - f. Nurturing urban and rural agricultural and food-oriented businesses.
 - g. Protecting resource lands.
 - h. Encouraging the utilization and development of areas designated for industrial use, consistent with the environmental policies in these county-wide policies.
 - i. Connecting economic health with personal health and well-being and the advancement of environmental health.
 - j. Adding incentives for businesses to demonstrate their environmental sustainability including reduction in greenhouse gas emissions.

VIII. AFFORDABLE HOUSING

(August 19, 1992, Adopted September 8, 1992, Amended November 10, 2015)

- 8.1 Increase housing choices to support all ranges of lifestyles, household incomes, abilities, and ages. Encourage a range of housing types and costs that are commensurate with the employment base and income levels of jurisdictions' populations, particularly for low, moderate and fixed income families.
- 8.2 Accommodate low and moderate income housing throughout each jurisdiction rather than isolated in certain areas.
- 8.3 Explore ways to reduce the costs of housing.
- 8.4 Establish and maintain a process to accomplish a fair share distribution of affordable housing among the jurisdictions.
- 8.5 Work with the private sector, Housing Authority, neighborhood groups, and other affected citizens, to facilitate the development of attractive, quality, low and moderate income housing that is compatible with the surrounding neighborhood and located within easy access to public transportation, commercial areas and employment centers.
- 8.6 Regularly examine and modify policies that pose barriers to affordable housing.
- 8.7 When possible, provide assistance in obtaining funding and/or technical assistance for the expansion or establishment of low cost affordable housing for low, moderate and fixed income individuals and families.

IX. TRANSPORTATION

(April 30, 1992, Adopted September 8, 1992, Amended November 10, 2015)

- 9.1 Increase transportation choices to support all ranges of lifestyles, household incomes, abilities, and ages.
- 9.2 Increase opportunities for riding transit, biking, walking, ridesharing, allowing and encouraging flexible work schedules, and teleworking.
- 9.3 Encourage efficient multi-modal transportation systems that are based on regional priorities and are coordinated with county and city comprehensive plans.
 - a. Local comprehensive plans will consider the relationship between transportation and land use density and development standards.
 - b. Local comprehensive plans and development standards should provide for local and regional pedestrian and bicycle circulation.
 - c. Improved transit service will be based on Intercity Transit's plans, informed by and consistent with the regional transportation plan and local comprehensive plans.
 - d. Transportation Demand Management plans and programs required by State law will be implemented as a key part of the region's transportation program.
 - e. Improvements to the regional road network will be consistent with local and regional transportation plans.
 - f. The regional transportation planning process is the primary forum for setting county-wide transportation policy.
- 9.4 The transportation element of each jurisdiction's comprehensive plan will be consistent with the land use element of that jurisdiction's comprehensive plan.
- 9.5 The transportation element of each jurisdiction's comprehensive plan will include level of service standards for all arterials and transit routes and services. Each jurisdiction will coordinate these level of service standards with all adjacent jurisdictions. Transit level of service standards will be consistent with Intercity Transit policies.
- 9.6 Each jurisdiction's transportation element will include an assessment of the impacts of the transportation plan and land use assumptions on the transportation systems of adjacent jurisdictions.
- 9.7 The transportation elements of comprehensive plans adopted by Thurston County and each city and town in the county will be consistent with the Regional Transportation Plan adopted by Thurston Regional Planning Council, in accordance with the provisions of the Washington State Growth Management Act.
- 9.8 The Regional Transportation Plan adopted by Thurston Regional Planning Council will be consistent with the land use elements of comprehensive plans adopted by Thurston County and the cities and towns within Thurston County and with state transportation plans. To ensure this, the Regional Transportation Plan will be reviewed and updated, if necessary, at least every two years for consistency with these plans.

- 9.9 All transportation projects within Thurston County that have an impact upon facilities or services identified as regional in the Regional Transportation Plan will be consistent with the Regional Transportation Plan.
- 9.10 Local and regional transportation plans will consider maritime, aviation, and rail transportation as an integral link to the area's regional transportation needs.

X. ENVIRONMENTAL QUALITY

(August 19, 1992, Adopted September 8, 1992, Amended November 10, 2015)

- 10.1 Recognize our dependence on natural systems and maintain a balance between human uses and the natural environment.
- 10.2 Establish a pattern and intensity of land and resource use that is in concert with the ability of land and resources to sustain such use, reduce the effects of the built environment on the natural environment, conserve natural resources, and enable continued resource use, through:
 - a. Land-use and transportation plans and actions that encourage compact development and concentrate development in urban growth areas.
 - b. Retrofitting existing infrastructure to reduce impacts of the built environment on the natural environment.
 - c. Planning for the amount of population that can be sustained by our air, land, and water resources without degrading livability and environmental quality.
 - d. Minimizing high noise levels that degrade residents' quality of life.
- 10.3 Protect the soil, air, surface water, and groundwater quality, including through:
 - a. Reducing dependence on the use of chemicals and other products that pollute and, when their use is necessary, minimizing releases to the environment.
 - b. Ensuring adequate clean water is available to support household and commercial needs while sustaining ecological systems through conservation, balancing of uses, and reuse.
 - c. Protecting ground and surface water and the water of the Puget Sound from further degradation by adopting and participating in comprehensive, multi-jurisdictional programs to protect and monitor water resources for all uses.
 - d. Protecting and enhancing air quality.
- 10.4 Take action to conserve resources, increase use of renewable resources and decrease dependence on non-renewable resources by:
 - a. Reducing energy consumption and reliance on nonrenewable energy sources.
 - b. Encouraging the reuse and recycling of materials and products, and reduction of waste to the maximum extent practicable.
- 10.5 Acknowledge that changing weather and climate patterns will impact the human, natural, and built environments and plan for impacts such as increased wildfire, flooding and sea-level rise.
- 10.6 Protect and restore natural ecosystems, such as, forests, prairies, wetlands, surface and groundwater resources, that provide habitat for aquatic and terrestrial plants and animals.
- 10.7 Provide for public access to natural resource lands, while ensuring that uses and economic activity which are allowed within those lands are sustainable.
- 10.8 Provide for parks and open space and maintain significant wildlife habitat and corridors.
- 10.9 Where outdoor lighting is necessary, design the lighting to minimize the light pollution.

XI. COUNTY-WIDE POLICIES WHICH ESTABLISH A PROCESS TO DEVELOP FUTURE POLICIES

(August 10, 1992, Adopted September 8, 1992, Amended July 1, 2002, Amended November 10, 2015)

- 11.1. Process to determine and assure sufficiency of Urban Growth Areas to permit projected urban population:
 - a. The state Office of Financial Management (OFM) growth management planning population projections for Thurston County will be used as the range of population to be accommodated for the coming 20 years.
 - b. Within the overall framework of the OFM population projections for the County, Thurston Regional Planning Council will develop countywide and smaller area population projections, pursuant to RCW 36.70A.110 and based on current adopted plans, zoning and environmental regulations and buildout trends.
 - c. A review and evaluation program pursuant to RCW 36.70A.215 (“Buildable Lands Program”) will be established. The evaluation and subsequent updates required under the Buildable Lands Program will follow timelines in the RCWs, subject to availability of State funding. This evaluation may be combined with the review and evaluation of county and city comprehensive land use plans and development regulations required by RCW 36.70A.130 (1), and the review of urban growth areas required by RCW 36.70A.130(3).
 - i. In the event of a dispute among jurisdictions relating to inconsistencies in collection and analysis of data, the affected jurisdictions shall meet and discuss methods of resolving the dispute.
 - ii. Nothing in this policy shall be construed to alter the land use power of any Thurston County jurisdiction under established law.
 - iii. Because inclusion of this policy is as a result of state mandated legislation, implementation of this policy shall be commensurate with state funding.
 - d. The Thurston Regional Planning Council will review the smaller area population projections to assure that the 20-year population is accommodated county-wide, and that urban growth areas are of sufficient area and densities to permit the projected urban population.
- 11.2. These county-wide policies will be reviewed upon the request of four jurisdictions.
- 11.3. Under the State Growth Management Act, authority for making changes to County-Wide Planning Policies (CWPPs) lies with counties. The State Growth Management Act also states that counties are required to consult with the cities and towns within its borders regarding changes to the CWPPs. It is the role of the Thurston Regional Planning Council Urban Growth Management (UGM) Subcommittee to be the vehicle for this jurisdictional consultation process in Thurston County. Amendments to the Thurston County County-Wide Planning Policies must use the following process:
 - a. Proposed amendments are to be reviewed by the UGM Subcommittee, which consists of a representative from the City Council of each of the cities and towns in Thurston County and a representative from the Board of County Commissioners.
 - b. Technical assistance will be provided to the UGM Subcommittee by jurisdictional Planning Directors or their designated representatives.
 - c. It is the responsibility of the UGM Subcommittee members to coordinate with their respective Councils regarding amendments to the CWPPs and to do so prior to the UGM Subcommittee making its recommendation on the amendments to the Board of County Commissioners.

- d. The UGM Subcommittee will make a recommendation on the amendments to the CWPPs directly to the Board of County Commissioners.
- e. The Board of County Commissioners will hold a public hearing on the amendments to the CWPPs. This public hearing would allow Cities and Towns within Thurston County an opportunity to comment directly to the Board of County Commissioners on the amendments.

RESOLUTION NO. 15209

A RESOLUTION AMENDING THE THURSTON COUNTY, COUNTY WIDE PLANNING POLICIES TO INCORPORATE CHANGES RESULTING FROM THE CREATING PLACES – PRESERVING SPACES: A SUSTAINABLE DEVELOPMENT PLAN FOR THE THURSTON REGION, AND TO PROVIDE FOR OTHER MATTERS PROPERLY RELATED THERETO.

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

WHEREAS, Thurston County conducts planning activities in accordance with Chapter 35.63 RCW, Planning Commissions; and

WHEREAS, the GMA requires that counties subject to the GMA adopt countywide planning policies (CWPPs) and further requires that these policies be developed with the cooperation of the municipalities within the county (RCW 36.70A.210(2)); and

WHEREAS, CWPPs are written policy statements that provide the framework and foundational policies for developing and adopting county and city comprehensive plans and development regulations, and for ensuring that city and county comprehensive plans are consistent as required in RCW 36.70A.100; and

WHEREAS, in order to address the requirements of GMA, Thurston County first adopted CWPPs in 1992, and revised them in 2002; and

WHEREAS, in December 2013 the Thurston Regional Planning Council (TRPC) adopted *Creating Places – Preserving Spaces: A Sustainable Development Plan for the Thurston Region* (Sustainable Thurston) and pledged to integrate sustainability into decision making processes to enhance quality of life, foster economic vitality, and protect the environment; and

WHEREAS, in April 2014 the Board of Thurston County Commissioners approved Resolution 15009, accepting the plan; and

WHEREAS, the Sustainable Thurston plan identified a need to update the CWPPs as a priority action to meet sustainability priority goals and targets; and

WHEREAS, the Urban Growth Management (UGM) Subcommittee of TRPC is identified as the vehicle for jurisdictional consultation on changes to the CWPPs and includes representatives from the cities of Lacey, Olympia, Tumwater, Yelm, Rainier, Tenino, and Bucoda as well as a representative from the Board of Thurston County Commissioners; and

WHEREAS, the UGM subcommittee met five times throughout 2014 and 2015 to discuss incorporating the foundational principles and policies of the Sustainable Thurston plan into the CWPPs; and

WHEREAS, the UGM Subcommittee also identified recommended amendments to the CWPPs that strengthen language to limit suburban development in rural lands, enforce development standard agreements among jurisdictions, develop a streamlined process for annexations, eliminate out-of-date references, clarify language, and improve formatting; and

WHEREAS, in January 2015 the UGM Subcommittee voted to forward their recommendation to the Board of County Commissioners; and

WHEREAS, the draft CWPPs were submitted to the Washington State Department of Commerce on August 28, 2015 for review and comment and a receipt of such is on file with the Thurston County Department of Resource Stewardship; and

WHEREAS, Thurston County issued a determination of non-significance on September 17, 2015 for the proposed amendments to the Thurston County, County Wide Planning policies in accordance with SEPA (Chapter 43.21C RCW); and

WHEREAS, on October 20, 2015 the Board of County Commissioners held a public hearing to hear testimony on the proposed amendments to the CWPPs, having given 20 days' notice; and

WHEREAS, after considering the proposed revisions and considering public testimony received at the October 20, 2015 public hearing, the Board of County Commissioners determined the proposed changes to the CWPP to be necessary for the preservation of the public health, safety, and general welfare of Thurston County residents.

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

SECTION 1. ADOPTION OF CHANGES. In accordance with the provisions of this resolution, the Board of County Commissioners hereby amends and adopts the amended County Wide Planning Policies as recommended by the UGM Subcommittee, and as set forth herein, in Attachment A.

SECTION 2. SEVERABILITY. If any section, subsection, sentence, clause, phrase or other portion of this resolution or its application to any person is, for any reason, declared invalid, illegal or unconstitutional in whole or in part by any court or agency of competent jurisdiction, said decision shall not affect the validity of the remaining portions hereof.

SECTION 3. EFFECTIVE DATE. This resolution shall take effect immediately upon adoption.

ADOPTED: 11-10-15

ATTEST:



Clerk of the Board

BOARD OF COUNTY COMMISSIONERS
Thurston County, Washington


Chair

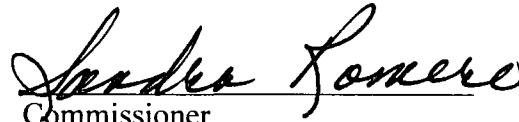
APPROVED AS TO FORM:

JON TUNHEIM
PROSECUTING ATTORNEY



Rick Peters
Deputy Prosecuting Attorney

Voted No
Vice-Chair



Sandra Romero
Commissioner

APPENDIX TO LAND USE ELEMENT

Using Buildable Land Resources and Providing for Infill in a Compact, Mixed-Use Development Form

Discussion:

a. Density:

Suburban development in the context of development in the United States was facilitated because of the mobility of the automobile. Suburban areas rely on the automobile for transportation. Because of this mobility and our zoning tools that organize different land uses into different zones, land use in suburban areas is generally organized into different areas of the suburb requiring travel between one area and the other that is not a walkable distance. This is different than traditional urban areas where different uses were in walking distance to one another, or the concentration of people (higher density) permitted use of other transportation options like mass transit, or both. To understand density a short explanation may be helpful.

Density identifies the intensity of development or people over a specified area. In Lacey's code it is used in a residential context to measure the number of housing units per acre. However, it can also be used to measure the number of employees per acre (employee density) when considering intensity of development in employment zones. The higher the density is in an area the higher the intensity of land use.

A higher density generally requires more support for utilities, services, and infrastructure and is generally associated with an urban area. Very low density areas will not have the same utility, service or infrastructure needs and are generally associated with rural areas. Suburban describes a use of land that is in between urban and rural. Suburban development is on the edge of urban areas and represents density somewhere in between urban and rural.

The problem with a suburban land use form is it is inherently inefficient in the provision of services, utilities, and road infrastructure and particularly considering its dependence on automobile travel. While there have always been suburban areas throughout the history of civilized man, the domination of suburban form to other forms of land use is new with the invention and use of the automobile.

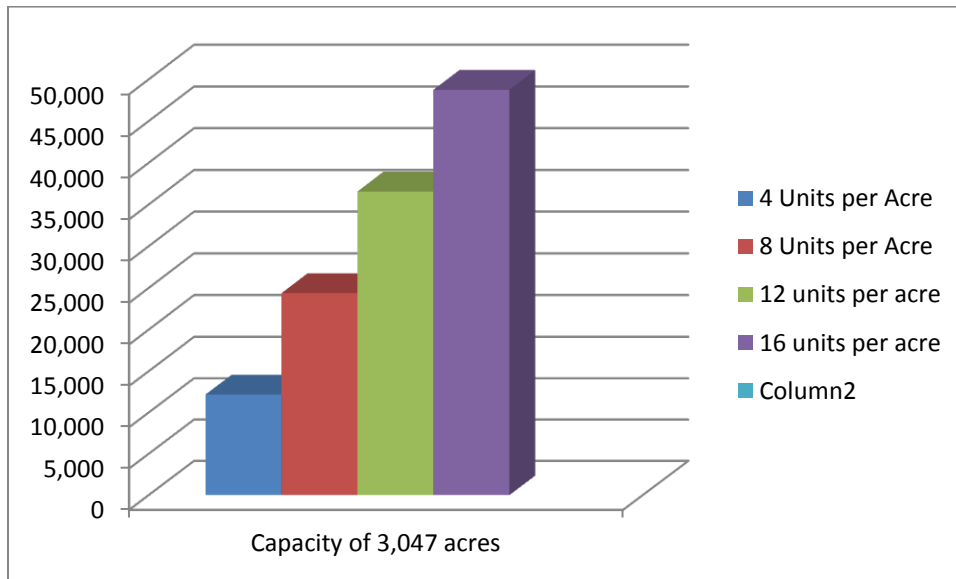
Given economic and energy costs to support, suburban development as the prominent land use form is not sustainable. An underlying purpose of GMA and smart growth is for suburban cities to make an evolution to a more urban form where economies of scale provide more efficient provision of utilities, services, and infrastructure to serve the growing population. An urban form with adequate density and mixed-use will provide people transportation alternatives to walk or use mass transit opportunities to perform day-to-day tasks. This requires a higher density of

people as well as a rich mix of land use within walking distance to one another that is not typically available in a suburban area.

In looking at land use patterns and form there are a number of advantages compact, mixed-use development can give Lacey over the suburban, low density, segregated land use pattern we now have. Once a density of 8-12 units per acre is achieved, mass transit options become economical and a mix of use provides destination sites within a walkable distance to homes and pedestrian travel becomes feasible.

There will also be an opportunity for a wider range and mix of housing, which can provide more affordable housing options for a wider demographic range. In addition, road infrastructure and urban utilities and services are less expensive to provide and maintain. Finally, compact development conserves land resources for natural resource production like agricultural use and for use for future generations and is more sustainable. We know segregating land use into separate zones does not work to achieve the same efficiencies compact, mixed-use development can provide.

To illustrate the land conservation issue, the following simple scenarios have been developed considering the use of buildable land resources and density alternatives; see Chart below.



At the time of this writing Lacey has approximately 3,047 acres of buildable land in a range of zoning designations from Agricultural to High Density Residential. Also see demographic figures in Chapter II., Chart 4-1 displays the different capacity of available resources under several average density scenarios. As can be seen, density makes a difference for conservation of

land. An average density for all of the buildable land going forward at 16 units per acre would have four times the capacity as an average density of 4 units per acre. Instead of land in the growth area lasting one additional twenty-year planning period, it could last for several.

The above illustration is not given to suggest all development should be 16 units per acre because a range of housing forms is necessary to provide alternatives and choice in the housing market. Additionally, site limitations related to both natural and infrastructure limitations of the built environment are expected to limit what some areas can accommodate. Finally, consumer preferences, desired housing form, and community character need to be considered to determine the right density alternative. However, it would be desirable to have an average density that provides the most conservation of land possible with density focused in appropriate areas.

b. Density and Compact, Mixed-Use Growth and the 1994 Original GMA Plan: The idea of facilitating compact, mixed-use development is not new to this update. The original 1994 plan had provisions to encourage smart growth models. Lacey provided the opportunity for change and set the stage by providing a code to encourage what Lacey wanted to have happen. At the same time it provided flexibility for density and provision of different housing forms.

Most new provisions were options the development community could take advantage of, but with the exception of minimum densities, for a few of the zones that were set very low, most new provisions for land development were not mandatory.

Concepts introduced into the Plan and zoning code in the early 1990's provided for significant increases in density and a mix of uses through a variety of techniques including small lots, the Village Center concept, up zone of properties along major transportation corridors, and providing mixed-use opportunities along Martin Way and parts of Sleater Kinney Road and Pacific Avenue.

The 1994 Plan also recognized the need to link commercial services with residential areas. Being too late to facilitate mixed commercial use in built out neighborhoods, the next best objective was to provide neighborhood commercial designations within closer proximity to residential areas. To accomplish this, the 1994 Plan established new neighborhood commercial sites throughout the City and UGA. This provided some limited commercial land resources within walking distance to every neighborhood.

c. Activity Over the Last Two Decades and Lessons Learned: In the years that followed the original 1994 GMA Plan and the subsequent updates, the development community used much of these new opportunities. All of the Village Center designated properties have developed and

many new subdivisions have developed with small lots significantly increasing the number of homes per acre over previous development trends.

However, the general distribution of land use did not change and the type of housing being developed was still almost exclusively single family detached homes on individual lots, with the exception of a few townhome developments.

One negative aspect of this was those zones designed to accommodate higher urban density and provide for multifamily housing form, the High and Moderate Density zones, were developed with a single family detached product.

Between 1994 and the time of this update there has been very little multifamily development and no mixed residential/commercial development, even though the code provided opportunities for this in several zones. Even the Village Center developments which were designed to provide a mix of housing and commercial uses ended up having the uses segregated into different areas of the development and all of the Village Centers have yet to see the commercial areas develop.

Considering the success of neighborhood commercial designations, some have developed, but many have not. This is primarily the result of financing and market issues. Banks generally need a certain threshold of “roof tops” within a certain radius before they will consider a commercial store a viable project. The surrounding low density zones do not allow development of enough density to provide the number of roof tops for which banks are looking.

It might be expected actual commercial development will lag behind the residential component. This would be expected until the density is increased to support those services. The density of our residential areas needs to be greater to support commercial use. The following table (McPherson and Haddow 2011) considers thresholds generally expected to support commercial use.

Typical Population Thresholds for Public Facilities (McPherson and Haddow 2011)

Local shops/corner store	800 – 1,000 dwellings
Neighborhood activity centre (small shops, community centre)	1,200 – 4,000 dwellings
Larger activity centre (small and large shops, offices)	4,000 – 10,000 dwellings

Here again, Lacey has the low density dispersion pattern working against the provision of urban development. To achieve these densities, even to successfully support the corner store local shops model, will require significant densification beyond Lacey’s typical 4 units per acre. That

will only provide 640 units within the ¼ mile walking radius. To support what is expected to provide a variety of commercial use, the density would need to double.

Lacey generally needs a better mix of uses throughout the neighborhoods that, by design, will promote an active lifestyle (walking) and provide destination choices and shopping opportunities within walking distance of homes. However, there is only so much that can be done to provide lifestyle alternatives within a suburban community and existing suburban homes will continue to make up a majority of Lacey's residential land use inventory for years to come. Planning strategies will need to accommodate what exists and promote fundamental changes for new housing inventory moving forward.

d. Questions to Ask: In looking at change and establishing an urban density, there are a number of planning techniques applied with the first GMA plan that were designed to facilitate a higher density and more urban form. All have relied on zoning and what the zones allow or prohibit. Fundamental to this has been Lacey's zones designed for residential use and what the zones allowed for density and housing form.

Going into the Plan update, we have two zones that designate areas for low density residential. One zone only permits residential single family detached development at 0 to 4 units per acre (LD 0-4). The second zone allows a minimum of 3 units per acre to a maximum of 6 (LD 3-6). The second zone is also designed primarily for single family detached development but provides some opportunity for duplex and townhome development. Neither of these low density zones provide for commercial use except for home occupations.

It is important to state that both of these zones prohibit the density and use the City needs under smart growth concepts; compact development and mixed-use. Also, these low density zones represent the majority of our buildable land resources, over 60%. The vast majority of buildable land is located within the UGA. Almost all of the land resources in these zones in the City is developed.

The City also has two zones designed for a higher density residential component. The Moderate Density Residential zone (MD) designates a minimum of 6 units per acre with a maximum of 12, and the High Density Residential zone (HD) designates a minimum of 6 with a maximum of 20 or higher. Neither of these zones allow for a commercial component. In the last market the allowance for density as low as 6 units per acre contributed to land resources in these zones being used for single family detached development at the minimum density.

The City also has a few zones that will allow a mix of uses. Commercial and mixed-use zones generally refer to the Moderate and High Density designations for density allowances. The Mixed Use High Density Corridor allows a mix of uses and density from 12 to 20+ units per acre. The Mixed Use Moderate Density Corridor allows mixed-use and density between 8 to 12 units per acre.

There are several density/zone considerations facing Lacey in this update including:

- Are the density ranges applied to each of the zones still appropriate for what the City needs to achieve under GMA considering capacity for anticipated population we need to accommodate?
- Which areas should higher population densities, building incentives, and mixed-use concepts be focused to get the most potential for success and to take advantage of available supporting services?
- Are existing residential zones appropriately crafted considering what we know about the cost to support suburban land use form and our goals going forward for conservation of land resources, compact development, mixed-use, and sustainability?
- Are the density ranges applied to each of the zones still appropriate for what the City needs to provide considering housing numbers and form?
- Are the density ranges applied to each of the zones still appropriate for what the City wants to accomplish under principles of the livable city, walkability, transportation choices, affordable housing, and provision of utilities and services?
- Do zones provide the right opportunities for mixed-use to serve the commercial and service needs of neighborhoods?

e. Linking Density to GMA Buildable Lands Requirements and Sustainability: Under GMA there is a requirement for counties and cities to inventory buildable land to determine buildable land resources available to accommodate expected population growth over the current twenty-year planning period. Many considerations play into this effort.

The buildable land analysis studies development that could occur based upon the amount of vacant lands, sensitive areas, and areas with infill potential. This analysis also includes the zoning potential of property to estimate density based upon past trends. Finally, planners consider trends, planning goals, and market assumptions.

The results of the last buildable lands review of 2007 showed Lacey with adequate land resources to accommodate growth for the twenty-year planning period. New allocations by Thurston Regional Planning Council, based upon expectations for current zoning designations, supported this earlier finding in 2010. Analysis was based on likely population growth and allocation of population under existing land use designations based upon past trends.

Population forecasts completed by Thurston Regional Planning Council in 2012 provided new numbers for local cities to use in determining growth needs. Capacity review by Lacey staff has identified some concerns with available capacity given trends of the 2007 market. Previous buildable land and capacity analysis assumed some development of higher density and compact development forms, particularly within designations designed for those uses. However, the last market demonstrated Lacey's zones did not develop in a high density capacity.

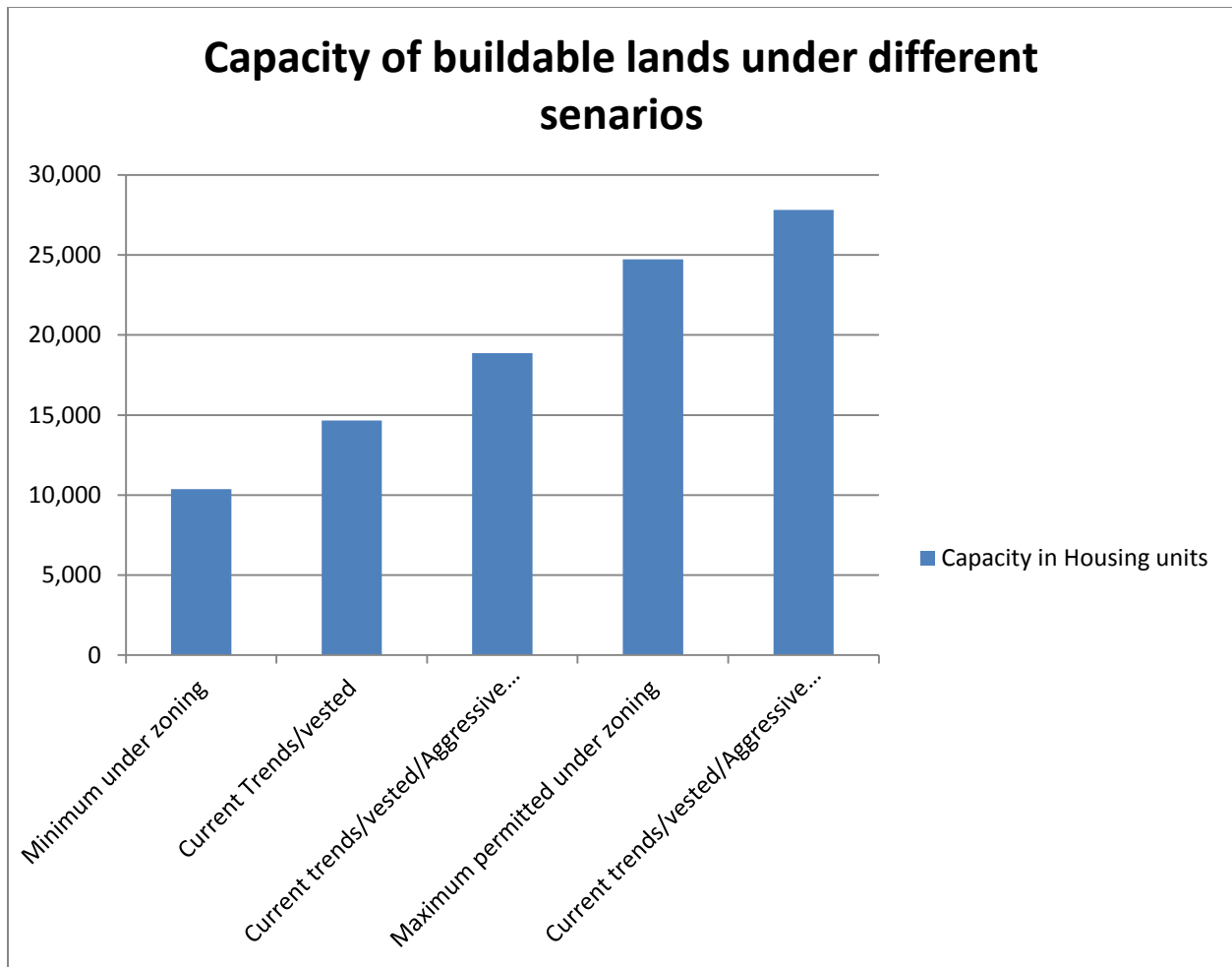
Development taking place within these zones tended to be used for low density single family development on individual lots to satisfy the market demand for this form of housing.

Another concern is some of the buildable land capacity used in the analysis has included land within the Seasons planning area that is now thought to be problematic for provision of sewer and may not be well suited to urban growth without significant financial expenditures to provide sewer. This area also overlays the McAllister Geologically Sensitive Area and cannot safely be developed without sewer for protection of ground water.

Discussion has considered removal of parts of the Seasons Planning Area from the UGA and replacement of capacity in other areas more suited for provision of urban services, perhaps as an expansion of the Hawks Prairie Planning Area. Until resolution of this issue, land capacity should not consider this area as developable area at urban density unless the expectation is to replace it with suitable land by expansion of another part of the UGA.

At this time, the thought is land resources in these areas might be used at the end of the next twenty-year planning period as land becomes more valuable and it becomes economical to use it. However, it is not expected to be usable over the short term.

Capacity of buildable land resources to meet forecast demands of population is probable, but not certain, based on environmental limitations in the Seasons and Pleasant Glade planning areas and previous growth trends. To illustrate this, we have several growth scenarios that are described below and illustrated in the following chart.



The first alternative is build out in the lowest density capacity allowed under zoning. This assumes a density of 3.5 units per acre in the 0-4 Low Density zone; a density of 3 in the Low Density 3-6 zone and McAllister Geologically Sensitive Area zone; a density of 6 units in both the Moderate and High Density zones; and no residential development in the mixed-use zones or the CBD. Under this scenario we have the capacity for 10,364 housing units.

In the second alternative, Lacey builds out at an average density on remaining land consistent with vested projects proposed that are already in the pipeline and a “most likely” scenario based on past trends. This includes a mixture of low density forms and higher density multifamily development. This alternative provides the capacity for 14,662 housing units.

The third alternative builds out as in the second scenario using vested projects and past trends as a guide, but considers an aggressive approach to zoning changes in the Moderate and High Density zones to require multifamily housing opportunities and a density reflective of the zone’s intent. This assumes all Moderate and High Density designations build out at 12 or 20 units per

acre respectively. It also assumes residential development occurs in the mixed-use zones for an overall average of 6 units per acre. This scenario offers a capacity of 18,866 housing units.

The fourth scenario looks at what the most density could be if all property was used to its maximum capacity under existing zoning. This scenario yields a count of 24,723 housing units.

The fifth scenario takes an aggressive approach to retooling all of the residential zoning designations, including the existing Low Density zones to reflect values for more compact development and mixed-use. This scenario considers a new minimum density of 8 units per acre for the existing Low Density and MSGSA properties that do not already have vested projects. As in scenario three, buildable lands with vested projects are assumed to build out in the capacity of the vested project. As in scenario three, this scenario also assumes a maximum density for the Moderate and High Density zones, but increases the minimum permitted density in the Moderate Density zone to 14 units per acre. It also assumes all property in the mixed-use zones will develop with a mixed-use concept including residential development to minimum residential density permitted; 8 or 12 units per acre, respectively. This scenario has a potential capacity of 27,812 units.

Recent population figures forecast a population increase of 32,176 persons in the next twenty-year planning period. Based upon a household size for Lacey of 2.4 persons per household, Lacey will have the need for 13,406 housing units by the year 2035.

If development occurs at the density in scenario one, buildable land would not be sufficient to accommodate the expected population growth. It would be short of capacity by over 3,000 housing units. The unsuitability of some lands within the UGA could exacerbate this shortfall. If development uses land resources in the capacity permitted, including compact, higher density housing forms, the land resources will likely be sufficient under all of the other scenarios.

Lacey accommodated significant growth in the last up-market period. Of all the local jurisdictions, Lacey's code was designed to be market friendly by providing options for density and housing choice. The thought being whatever the market needed Lacey could accommodate the need. In addition, by including a range of innovative and progressive techniques for increasing density for single family detached development, Lacey could accommodate new and less expensive ways of providing this form of housing. Generally, this is considered good and has earned Lacey a reputation for working with the development community and citizens to provide opportunity for land development while achieving City objectives.

Measured by these objectives, Lacey has been highly successful and in 2006, at the height of the housing market, accounted for 80% of all new housing starts in Lacey, Olympia and Tumwater; Lacey 1,443, Olympia 225 and Tumwater 118.

The 1994 Plan and implementing legislation met objectives for single family residential detached development in the last planning period and demonstrated a market resilient code. This was good for the time period. However it does not meet goals being developed in the new plan for best conservation and use of land resources. In addition to providing opportunities and being resilient to market conditions, Lacey needs to ensure development regulations are meeting current intent and best practices.

Review of our land use distribution after the last market boom indicates new development intensified density within an overall suburban form without achieving a density needed to support urban services or improving what needs to come with the density for a sustainable land use pattern; commercial services, mixed use, walkability, and other transportation options besides automobiles. It could be provisions made for commercial services in the Hawks Prairie planning area will become successful as density matures in the area. But, this may require additional infill before land use objectives will be realized.

Given available land resources and projected population demands, we also need to consider how zoning meets GMA requirements for accommodating growth. Under GMA, jurisdictions need to determine they have enough capacity to accommodate expected growth. Where it determines capacity is not sufficient to accommodate growth, the UGA can only be expanded after a jurisdiction demonstrates that it is utilizing all reasonable tools to accommodate the growth in an urban capacity. GMA anticipates compact development forms and density that support urban services. Lacey's low density land use zones and the current land use distribution have not been successful in achieving compact, mixed-use development forms and, in fact, the majority of buildable land resources zoned in a low density capacity prohibit it.

In this update the City should review ways to utilize available buildable lands to its best advantage. This will require strategic location of density and innovative development that brings more than density alone into infill areas. As we go forward we need to ask, how can we conserve land to be more sustainable, which zones can accommodate density increases, and what changes can we make that can facilitate change to a more compact, mixed-use form given the context of existing land use within our neighborhoods?

f. Considerations for Changes to Land Use Designations: The objective of this plan is to provide for the support of the existing suburban land use pattern but not to encourage more of the same suburban development form and distribution. It is the intent to promote infill development within developed neighborhoods that can reduce current shortcomings.

In existing predominantly single family neighborhoods, this could include:

- Expansion of neighborhood commercial zoning.
- Code changes that will allow a higher density with a greater range of housing forms and mixed-use opportunity, provided it is appropriate to the context of the neighborhood in which it is proposed.

This second option will require fundamental changes for evolution of Lacey's zoning districts to a more form-based approach.

If we want to facilitate change, our zoning code needs to provide the opportunity for change where it has the possibility to occur. Most of the City of Lacey is developed, but much of the UGA is undeveloped. The undeveloped areas in the UGA are predominantly zoned as low density designations. In these areas, if a landowner wanted to do a mixed-use project with a higher density and a range of housing forms it would be prohibited. The existing low density zones prohibit anything other than single family detached units.

There are several ways of approaching the evolution of our zoning to allow the form and distribution of growth we want to see. One approach is to change the zoning designations of property that are currently undeveloped to a zone that would allow a more intensive use. This would provide the opportunity for more density, or more commercial use, but would retain the general methodology of requiring segregation of land use types under the existing code land use designations.

Another approach would be to retool the zones to do what we would like them to do; allow compact, mixed-use development forms. This retooling would need to recognize the single family detached (SFD) areas and uses that have established, but should move beyond to allow evolution of our land use form. This would likely be a form of "smart code" to do what smart codes are designed to accomplish; provide for a mix of uses and density appropriate in an urban context.

To allow what Lacey would like to see develop, our residential zones could evolve by amending existing density and use limitations. All of the retooled zones could allow a mix of residential and commercial uses. The main differences between the zones could be the intensity of urban use that would be targeted for development. Depending on how aggressive the City wants to be, the standards could be set to allow a range of density the way it does now, or it could require a set amount for each zone.

Because of the sensitivity of the public to changes in zones in which they live, new development opportunities could rely upon a neighborhood planning process to identify infill parcels within

already developed neighborhoods, the techniques acceptable for development, and what form it would need to take. The neighborhood planning process could be used to match infill tools and density to the context of the neighborhood and link education and understanding of the importance of GMA concepts with public participation. This would be important to provide a bridge for integration of smart growth concepts into developed suburban neighborhoods.

Also, considering the impacts of integration and change, it is important to remember that since 1987 land divisions have adopted protective covenants that would generally prohibit anything other than what is currently in the land division; single family detached units. Changes would need to accept these developments without offering changes or threatening the stability of their land division. But new provisions should offer opportunity for change down the street, as redevelopment occurs on a site that is not in a modern land division, or new development is planned on a vacant parcel.

The standards applied within the zones could result in a land-use form more consistent with smart growth requirements. Coupled with changes to the Land Division ordinance, it could be very effective in evolving our land use form and at a minimum opportunity for the right type of growth as we move forward. The most important change that should be considered under this approach would be what density to require.

Changes to the more intensive zones could be the most straight forward. Here we are dealing with zones that already provide for a higher density and multifamily development. In these zones we might set a base density expectation as a minimum, and a maximum density threshold could be set at what is permitted now, with the ability to suspend the cap in favor of incentive credits the developer can accumulate.

This would basically allow whatever density the site might support, given site limitations and infrastructure that is available, if the developer uses our incentive programs. This would provide new opportunity for the developer, and for the most part maintain the status quo for land use rights and opportunity. Except, we have eliminated the opportunity of filling the zone up with SFD uses with a density that does not meet urban objectives. In code form this might look something like the following:

<u>Zone</u>	<u>Density Required</u>
Urban	12 to 20 units per acre*

* Provided density may be increased to what the site can support through incentives under the transfer of development opportunities program or any other applicable bonuses and incentives.

New provisions should also allow mixed commercial use with a design component that would ensure proper integration.

For the current low density zones, standards could be crafted to require new land divisions to provide for a mix of housing and a minimum density. It could also provide the opportunity for mixed commercial use. For instance, standards could be required to provide a baseline density of 12 units per acre (a target urban density to support transit) and would require a land division to accommodate a mix of uses.

New provisions in the zoning sections could also provide for density beyond what we allow now and mixed-use to rely on validation in a neighborhood plan. This would require neighborhood planning to take place before new density and use provisions would be permitted in individual neighborhoods. This would ensure residents have the opportunity to consider standards, target properties, and design issues that would be used to allow such projects to be approved.

Change would have the greatest applicability within the UGA because of where our undeveloped land resources are and less so in the City as most Low Density Residential land resources are already developed. However, changes could also have some limited applicability in the City.

While this has applicability as a tool to encourage a transition to a more urban landscape throughout the City and the UGA, there is only expected to be limited opportunity for infill with mixed-use and higher density in areas developed with single family subdivisions. Staff expects planning efforts will need to rely on other strategies to provide the mixed-use, walkable, and transit oriented development opportunities that smart growth requires.

For this, Lacey's mixed-use corridors, its Central Business District zones, and the Hawks Prairie Business District zones will likely provide the most opportunity for new housing with mixed commercial opportunities. Given land use resources, opportunity for redevelopment, current mix of uses, and opportunity for integration with surrounding uses, these zones hold the most promise.

g. Other Zones: While zones such as the Mixed High Density Corridor and the Hawks Prairie Business District or the CBD zones may have the most potential to develop in a land-use form matching the requirements of smart growth, we need to remember that for over two decades these zones have had provisions that allow the type of development we are trying to encourage.

Facilitating development in these areas is challenging for a number of reasons. The land use form we would like to see to achieve is compact development in multistory mixed-use buildings. This form of land use is currently viable for areas in King County and Pierce County that have

progressed to a higher level of urbanism, but demand and expertise to build this type of product is lagging in suburban areas like Lacey. The top two obstacles to moving new smart growth development forms forward in Lacey will be limitations of the local housing market and local building expertise.

First, the local housing industry is not equipped to make a major transition to a new housing form and distribution. Second, the market, even under the best of conditions, will not readily support the significant change needed to fully embrace smart growth without a corresponding change in consumer demand.

Even with these challenges these zones have the most potential for change; These zones still provide the best opportunity to achieve smart growth objectives. Innovative zoning applications, such as form based zoning, can most easily be applied in these areas for significant density and permitted use changes.

Because of the potential, this Plan puts an aggressive focus on the mixed-use corridors that already contain the framework for transition, as well as the Central Business District zones and the Hawks Prairie Business District. The High Density Residential and Moderate Density Residential zones could also be included for a more aggressive approach without much difficulty.

h. Infill Along Mixed Use-Corridors: Issues for development of the corridors was a task taken on by the Urban Corridors task force. The task force provided a set of recommendations for local jurisdictions to look to in resolving the disconnect between what the original GMA plans provided for and what little actually happened to implement the vision. In moving forward, Lacey will integrate ideas from the Urban Corridor Task Force with Lacey's development codes, as well as other incentive programs. As the market matures for this product, it is the intention of Lacey to be prepared to provide land resources and a code that can facilitate implementation of this development type.

Of all the infill and density techniques discussed, focusing on Lacey's mixed-use corridors has the greatest potential for making the transition to achieve smart growth objectives. There are a number of advantages of focusing density along the corridors.

First, the corridors already contain a mix of uses and standards promoting higher density and mixed-use. This will only require minor refinement of existing codes. This will involve less code work and staff time than developing changes to accommodate infill in other zones. It is also expected to face less resident and land owner opposition.

Second, a recent regional task force focusing on these corridors came out with recommendations that support the use of the corridors for the type of uses we are looking at; high density residential use, mixed commercial use, and transit oriented development.

Third, necessary services and utilities and transit options are either already available or more practical for development along these corridors. Transit options in particular, like light rail, would only be practical with the type of land use pattern and density that could most easily be achieved along these corridors.

Forth, the corridors are strategically located, centralized, and connect key land use area components of Lacey; The Central Business District and the Hawks Prairie Business District.

Lacey should use these advantages in the 2016 update and emphasize the corridors as a main strategy to increase density, expand housing choices, increase mixed-use opportunities, and develop a walkable, transit oriented zone. This should include significant density opportunity integrated with incentive programs, form-based zoning focusing on design and form over use, and emphasis on place-making to attract and retain residents and business uses. Techniques suggested by the Urban Corridor Task Force will also be reviewed for applicability to Lacey.

i. Centralized Zones; CBD and Gateway: Like Lacey's Mixed Use Corridors, Lacey's CBD and the new Hawks Prairie Business District have significant potential to implement smart growth concepts. Lacey's CBD already has height allowances (up to 250 feet in some districts) that can provide significant growth capacity as density becomes marketable and vertical development becomes more economical.

Challenges in the CBD include creating destination sites and attracting residents with a range of housing opportunities, a walkable downtown interface for residents and downtown amenities and activities.

The Hawks Prairie Business District is well on its way in promoting smart growth with a main anchor that is a state tourist attraction (Cabelas) and preliminary master plan and adopted development standards. The vision includes a walkable downtown environment, mixed-use including multistory, multifamily development forms (townhomes, and condominiums), other uses and activities conducive to a planned "lifestyle" development, and a civic presence (still to be determined). Continued emphasis on both the CBD and the HPBD should be considered priority for the 2016 update.

j. Location Determinants in Consideration of Efficient and Orderly Growth: The answer to sustainable growth is not as simple as selecting a target density. Density needs to come with services to be

supported. Location will play a key role in where intensive land use should be planned given market preferences, availability of services, and utilities and land use compatibility considerations. Lacey and Lacey's UGA is spread out over a large area (32 square miles). Areas of the UGA with the most capacity include the Season's planning area. Most of the Season's planning area is over two miles to commercial services. Sewer and water have been extended to the edges of the Season's planning area, but will require significant investment to develop service for the full area.

Before land use development takes place in this outlying area of Lacey's UGA, where commercial services and transportation options are not available, there is a logic in trying to focus development where it can be served by all of the utilities and services urban growth requires. To accomplish this intent, development should be targeted for the inner areas of the City to facilitate growth where it can be provided with a full range of urban amenities, utilities, services, and transportation options, and where homes will be within walking distance of commercial shopping opportunities and employment centers.

Considering expansion into the outer areas of the UGA, once development has infilled areas of the City with compact high density mixed-use development that can provide opportunities for an active urban lifestyle, growth could be planned to extend further out in an orderly and economically supportable fashion.

If this is the objective of the City, there are two questions that need to be answered. One, what strategies can be used to require growth to infill before extending to areas that do not have commercial services and utilities at this time? And two, what development opportunities should be available for landowners in the UGA over the interim period before it is ready for urban development?

Considering the first question there are a number of options Lacey can consider including:

- 1) Remove area from the UGA that does not have the capability to provide commercial services, transportation options other than the automobile, and sewer and water utility. This would be difficult given expectations of landowners in areas that would be dropped out of the UGA. It also brings up issues of how Lacey could satisfy needs for accommodating projected population. Lacey would need to demonstrate area remaining would be adequate to provide housing for over 30,000 people. Is it reasonable to assume this could all be accommodated through forms of compact, mixed-use development?

- 2) Create a short and long term growth boundary to facilitate orderly and economic development when urban services can be provided. It is a viable option that would be a direct response to the concerns of orderly, focused development in the right areas at the right time. If the City requested the County to do this, we could expect push back from property owners in the UGA.

Reestablishing short term boundaries would be difficult given expectations of landowners; also see discussion on short term UGA boundaries in Section 3.k. of this chapter.

3) Provide a set of performance standards that must be satisfied before development can occur. A publication by the Victoria Transport Policy Institute called *Smart Growth Reforms*, suggests several criteria to determine whether a project reflects “location efficient development principles”. Several of these reflect location determinants that could be used as performance standards including:

Is it located within a half mile of quality public transit?

Is it located near commonly used services such as grocery stores and schools?

Is it pedestrian friendly?

Does it have a minimum density of 15 units per acre?

Lacey could adopt performance standards similar to these that are designed to ensure development will achieve Lacey’s land use objectives for being walkable and provided with necessary services and utilities specifically:

Commercial shopping and services within walking distance.

Bus service or transit within walking distance (1/2 mile).

Sewer and water availability.

Can be designed to be walkable with destination sites covering the full range of day-to-day needs.

A development plan demonstrating meeting objectives for the items listed above.

While this approach seems logical, it would be complex to implement and would be expected to generate some push back from landowners in the UGA.

4) Lacey could consider a combination of 2 and 3 above using a short term UGA with performance standards for extension. This could be tailored to land use objectives and be crafted to allow both Lacey and the County to be involved in decisions to extend the boundary during joint planning. This seems logical, but would also get complex.

5) An option always available would be to determine that the way development has occurred is fine and to continue using existing policies and standards in regulation of development of the remaining buildable land resources. However, this would continue the suburban development form that is not achieving current land use objectives. Because this option would provide easy access to resources for more of the same development that was popular in the last market, it would likely facilitate, and the

development community would likely favor, development in the outlying UGA as opposed to development of infill in the core areas.

Considering the second question regarding development potential in the interim, Lacey should provide options for land owners if long term land use objectives can be satisfied. At this point how to craft provisions to allow this is not important. If the City decides to take this direction, implementing legislation to facilitate this can be developed once the Plan goals and policies are in place. To provide an idea of how this might work, the following example provisions are provided.

Options might include the following type of standards:

For parcels less than 40 acres:

Provided utilities or water and sewer can be made available, allow interim development in a fashion that will facilitate infill when higher density can be supported with commercial services and transportation options. For this, a reserve parcel and clustering could be utilized similar to what has been done in the MSGSA providing a low density development option clustered in an urban form. This strategy should include features designed to facilitate the type of development Lacey wants to promote over the long term including:

Total reserved parcel(s) allocated for future development should include no less than 75 % of the ownership.

Property developed over the interim period should be limited to 25% of the parcel size.

Development permitted over the interim period may use any housing form.

Development allowed over the interim period should be limited to a density of 8 units per acre and cannot count property within the reserve parcel for density credit.

Planning should provide for expectations of future density and mixed residential use with a street grid layout at pedestrian scale (blocks 300 feet in width or less) including alleys and future connections to adjacent properties.

If the property is adjacent to a collector and 10 acres in size or larger, property fronting the collector should be reserved for mixed residential development at density necessary to support efficient transit (15 units per acre). Property reserved for this purpose should be a minimum of 50% of the parcel size.

Note: these standards were given for illustrative purposes only. Code language would require additional review and consideration.

k. The Idea of Short and Long Term Growth Boundaries: Prior to 1994 and adoption of the first GMA plans, Lacey's draft plan had both short and long term growth boundaries. The idea was to force growth into centralized portions of the City or UGA before locating development at the edge. This has the advantage of orderly growth that can be managed by provision of utilities and

services in the City and core areas first before spreading out into the long term growth area where utilities and services will be more expensive to develop and provide. Once the short term boundary fills in, it can be expanded in a logical manner out to areas Lacey wants to see develop next.

While it held promise, Lacey was not the entity paying to expand sewer. The development community is adding sewer as it develops properties. From this standpoint, if a developer is willing to provide the sewer and other utilities and build them to our standards, the thought was they should be able to do it in whatever time frame is economic for them to make it work as long as it is a property somewhere in the UGA. This would usually depend upon the market and would correspond to provision of housing to satisfy a market need.

In addition, there were issues with where the line for a short term boundary should be drawn. Justifying where the long term boundaries should be was based upon enclosing existing developed areas to provide sewer to properties developed on septic tank drain field, avoiding areas where there was limited opportunity to provide utilities and where there were resource land or environmental sensitive considerations. These issues were easily identifiable. However, the short term boundary was more problematic. The implication was someone could be across the street from the short term boundary where land had been developed to urban density and be told they needed to wait ten years before the boundary would be extended while infill occurred inside the short term boundary.

At the time, avoiding sprawl outside one boundary seemed good enough and had validity from the science of protecting ground water by provision of sewer to areas inside the UGA. The short boundary didn't. In fact, a short term boundary could result in additional development on septic tank drain field inside the long term UGA, pending expansion of the short term boundary to provide sewer.

Looking at this issue today, a short term boundary, coupled with aggressive minimum density requirements for new development and a prohibition on new development on septic tank drain fields, would force infill into inner areas of the City and UGA in a more compact product. It would also prevent sprawl to the outside edges of the growth area until the central areas were at an urban density. However, this scenario would likely face challenges from land owners in the long term growth area seeking short term use of their property. It would also be very complex trying to justify exactly where a new boundary should be to cause infill to occur in select areas.

1. Density Allowances and Integration with Incentive Strategies: Concepts for linking density with incentive strategies are being developed in the form of transfer of development opportunities program. These programs need to factor in market considerations to achieve a

workable, balanced land use strategy. Programs also need to work for the development community while achieving public objectives. If density thresholds are simply adopted without consideration of market and how they can be integrated with incentive programs, incentive programs designed to increase density could be expected to fail.

m. Density and Sensitive Areas: To be consistent with goals developed for environmentally sensitive areas, minimum density requirements have excluded any property containing wetlands, steep slopes, or other environmentally sensitive areas. The strategy has been to provide for single family, large-lot subdivisions around wetlands that are not constrained by minimum density requirements. A twenty-acre site with ten acres of wetlands only needs to build the minimum densities based on the upland area. This allows average sized lots and does not force multifamily structures.

However, this is a strategy Lacey should review with this update. While protection of environmentally sensitive areas is the top priority, large lots with single family structures may not be the best way to protect these areas, or the best way to provide access opportunities for the general public. Clustering with attached housing may be less intrusive considering environmental impact, can provide more density towards GMA objectives, can ensure more consistent maintenance of common property fronting sensitive areas, and can provide more opportunity for public access to sensitive land resources.

Access to these resources could include both opportunities for public dedication of access sites and public park area, as well as providing for more homes fronting open space associated with sensitive area amenities. For instance, instead of having the view of a preserved wetland area and the buffer area monopolized by a few private homes, a multifamily complex could provide views for many residents and the open space along the sensitive area could be developed with a public trail for access to the general public.

n. Property Without Sewer and Minimum Density: A problem identified over the last decade with the minimum density strategy has been areas not being able to obtain minimum densities because of the lack of sewer. The answer to this in the 1994 Plan has been to allow only a portion of the property to develop in a cluster configuration with community drain field. This leaves a reserve parcel that can be more intensively developed when sewer becomes available.

This reserved parcel approach has allowed some use of the land over the short term that might not otherwise have been able to develop and it preserves the ability to gain minimum densities over the long term. Lacey's growth area has had a couple of examples of this. However, this is something that should be reviewed. Generally development on septic tank drain fields is not considered good. Particularly as most of Lacey's City and UGA is in close proximity to lakes and sensitive ground water areas. It may be a better idea, considering environmental protection as well as providing for an orderly growth, to require growth in areas that are served by utilities before expanding out to areas that are not, even if the area is within a UGA.

Another issue has been areas where soils have been identified with significant limitations rendering higher minimum densities impractical. These areas have generally been identified and adjusted with alternative designations where necessary.

o. The Urban Center Concept: This idea promotes specific areas for providing the full range of urban uses at higher density. In developing this technique, it was thought the concept would allow significantly higher densities, perhaps approaching up to 20 units per acre, with an opportunity to walk to commercial services. However, the Village Centers that have been planned and developed under Lacey's zoning have only been successful in increasing densities modestly. Three Urban Centers have been developed to date; one in the unincorporated growth area and two within the City in the Horizons Planning Area. One center approached 9 units per acre, but others have only achieved up to 6 units. This may be a result of the market and what developers consider for their customer base.

Commercial/mixed-use applied to these developments is still pending. Instead of providing mixed and commercial use, internal zoning adopted with the plans have tended to fall victim to segregation of land use types similar to what would be expected under different zoning classifications. Market issues and bank lending policies have also worked against development of designated urban center commercial sites.

Commercial areas in these developments have generally been relegated to non centralized areas that are not convenient to residents of the urban center or competitive with drive to areas given current market demands. As of 2013, in all cases commercial areas in Urban Centers are undeveloped and waiting for a market.

Except for bus service that is available to both of the Urban Centers located in the Horizons planning area, residents of the Urban Centers are still in a situation that requires use of an automobile to shop and go to work.

While these zones have not developed with commercial use to date, area is still reserved for commercial use in each developed Urban Center. This can be considered a future resource for commercial development that can help provide the urban services residential areas need. As density increases over time with infill, development of these commercial sites may become feasible.

p. Density by Up Zone of Properties: A technique utilized in 1994, and with the 2003 update was up zone of properties. This provides a higher zoning designation allowing more density. This can include the full spectrum; from up-zoning existing developed properties for higher densities as such properties are redeveloped, to targeting only vacant land for higher density development. If developed properties are up zoned, it may take years for them to redevelop. Redevelopment of higher densities may be inconsistent with protective covenants on already existing developed properties and significant opposition from neighborhood groups would be expected.

Another issue to consider is the impact on incentive programs; particularly those programs relying on transfer of development opportunities (TDO's); see discussion under TDO programs below and discussion under the Innovative Techniques chapter for incentive programs. If the base line density allowance is set too high with an up-zone of property, it could ruin the market for the use of incentives.

If up zone of property provides all of the density potential the market will support, there will be no need to utilize incentive programs and there will be no market for TDO's. Zoning should support incentive programs and ensure there is a viable market for incentive programs to work. This can be done by setting the baseline density at a level necessary to accommodate standard development, but also to provide some opportunity for incentive strategies to be marketable.

q. Transfer of Development Opportunities (TDO) and Other Incentive Programs: Incentive programs providing increased density for infill based upon implementation of concepts identified as a priority for the community is a strategy being developed for the 2015 update. These would include zoning provisions outlining optional and more attractive development standards tied to some performance expectations for the development. This could also include TDO programs trading zoning incentives such as increased density for purchase of TDO credits allowing higher density. TDO credits will be tied to an identified public priority such as protection of resource lands, incentives to provide public access to shorelines of the state, provisions for affordable housing, dedication of land for a park site, school site, park and ride or other public need; see Innovative Techniques chapter regarding incentive programs.

Transfer of Development Rights (TDR's), specifically for agricultural areas, is a technique gaining popularity and currently being provided for in all of the zoning codes of local jurisdictions. It is being implemented and administered by Thurston Regional Planning. It is a technique with promise for protecting agricultural land in the Nisqually Valley. It is a promising technique for protecting specified areas (preservation zones), while at the same time providing the owner of protected properties an opportunity to sell development rights to developers with property in "receiving zones".

TDR's can also be very complex, administratively difficult, and there must be a demand for high density in the designated receiving zones. Over the last eight years there has only been one transfer right registered for the agricultural program and none have successfully been marketed. This is probably the result of the overly generous density allowances permitted under the original GMA plans in the early 1990's. In original GMA Plans density permitted in most zones exceeded what the market would support. As a result, many developments never approached allowed density, and were actually below what was permitted. When this is the case, there will be no market for incentives that cannot offer something of value to the development community.

As part of the 2015 Plan update, this concept is being expanded to a number of land use scenarios as an incentive technique. New ideas for making TDR's and TDO's marketable and

integrating incentive provisions into the zoning code to support the programs are expected to breathe new life into TDR value and use; see the Innovative Techniques Chapter regarding incentive programs for a more detailed discussion on this topic.

It should also be mentioned that the term “development right” infers a right to develop that may not be valid. The concept of zoning is based upon planning and organizing the community’s land use to provide a livable, prosperous city for all the residents. This is done by defining where and at what intensity various uses can be accommodated. Land owners do not have the right to develop anything they want on their property because some activities might have adverse impacts to adjacent land owners and the community. For this reason, comprehensive plans and zoning provide development permissions for authorized uses that create opportunity for urban development based upon a community vision developed through inclusive citizen participation processes.

To assume someone who owns a property has a “right” to develop it to what he/she thinks is the highest and best use ignores the properties context to the surrounding community. Considering use of any property in a vacuum, without context to the surrounding land use is contrary to the concept of comprehensive planning and the use of zoning to provide development opportunities in the best interest of the community.

A better term to use in implementing this concept might be “development opportunities”, to indicate everyone has a right to use their property, but the use must depend on those development opportunities provided according to the community’s plan. The Plan will necessarily consider compatibility and functionality with surrounding land use, availability of public infrastructure and cost to the community to maintain, and sound environmental policy protecting natural resources through wise environmental stewardship over the long term. The Plan will also represent social inclusiveness through the public process used for its adoption.

r. Planned Residential Developments (PRD): The Growth Management Act requires the Land Use Plan to have a section on “Innovative Techniques” and lists Planned Unit Developments (PUD’s), Planned Residential Developments (PRD’s) and clustering as techniques that should be considered.

The current PRD section of the City zoning code allows small density bonuses for developing a project as a PRD. To qualify as a PRD, significantly more open space is required, as well as certain recreation amenities not normally found in conventional developments. A PRD allows greater flexibility in design, allowing the clustering of units to protect valuable site characteristics and provides flexibility from most normal zoning requirements to allow for innovative projects.

However, after the original GMA Plan that provided generous density allowances, there have been no PRD's proposed. This was likely a direct result of the density allowances satisfying the market for increased density.

s. Smaller Single Family Residential Lots: The 1994 Plan provided an opportunity for significantly reduced size lots with design review to consider small lot issues, such as privacy and streetscapes. Developments designed with smaller lots have had no problem marketing houses, indicating there is a great demand for smaller lots. This technique has been very successful in allowing higher density single family development in a more compact form.

While this may significantly increase the density of a subdivision, it lacks the density and land use variety necessary to claim the benefits of a truly urbanized area. In fact, it can be argued it only increases the impacts of suburban development by maintaining and exacerbating the impacts of automobile dependence. It also is not as efficient in using land resources as more innovative forms of attached housing, such as townhomes. Attached housing with good design can use the space lost in a side yard for an enhanced internal design with extra living space.

However, there is still a strong market for small lot detached homes. Allowing smaller lots has applicability to development under a number of scenarios and should be continued.

t. Housing Programs as a Strategy for Promoting Infill Opportunity and Increasing Density: Inclusionary zoning is a technique whereby a certain portion of newly developed residential units are set aside for low to moderate income and/or disabled residents. If the developer sets aside a predetermined number of units then he/she will be permitted a density increase for market rate units. This technique was provided for in the 1994 Housing Plan. While this opportunity was overlooked for the first decade of the Plan given the generous density allowances provided throughout the residential zoning designations, it is a concept recently given new life as the market for density has begun to mature with zoning caps remaining at original GMA levels. Between 2008 and 2010, several developers looked at this strategy as a potential way to reach density levels for multifamily products that needed to achieve higher density than the underlying zoning would permit. Unfortunately, the market correction and climate during this time have made it difficult to market any housing products, and the market for compact development with density beyond that provided under standard zoning designations still remains largely untested in this area.

u. Accessory Dwelling Units: Accessory dwelling units (ADU's) are generally created out of extra space that is available in a single family residence. Detached units that are limited in size and designed to be compatible with the main unit may be utilized as well. The City has permitted accessory dwelling units since before implementation of the Plan in 1994. This has been a successful technique for allowing extra density and greater choice for residential housing opportunities. The technique has not been utilized to a great extent by builders doing spec homes because it is a specialized market, but it has been utilized by the individual home owner when it is advantageous to meet various needs at a particular time in their lives. This technique can serve a variety of roles.

One benefit of ADU's is the provision of a unique rental opportunity not otherwise available; small units in a single family residential location. Many singles, couples, elderly, or disabled would like a small single family unit with minimal maintenance requirements. The ADU performs this role. Rental services say there is a very high demand for this type of unit.

Some jurisdictions limit ADU use to relatives or require the owner to live in the main unit to prohibit an absentee landlord. It is important to note, that to make this strategy practical, the units need to be available for use by anyone. Use of an ADU should not be limited to family members and landlords should not be required to live on site. Otherwise, the technique becomes a very limited market and enforcement of restrictions becomes very difficult. There is no justification for putting restrictions on residency of the land lord or who can reside in the units.

There is no reason to expect that a single mother needing an affordable small unit that is unrelated to the family living in the main home will have more impacts living in the unit than a single mother of the family living in the main home. There is no justification for expecting a person who lives off site and rents the unit will cause more impact than someone living on the property renting the unit. There can be bad examples either way. The jurisdiction's involvement should be limited to setting forth the design and use expectations and applying it consistently and fairly to all persons.

Some of the impacts of this type of use in a single family neighborhood can include in-creased traffic and parking. There may also be a minor destabilizing social factor of perceived interruptions to the quality of life in the tradi-tional single family neighborhoods. As we allow these types of units to be placed in single family neighborhoods, we need to regulate the size of the units, the exterior appearance of the structure, and off-street parking. Conditions developed for implementation of this strategy have generally worked well over the last two decades and should continue.

v. Examining Issues Associated with Mixed-Use Concepts:

Form: The term mixed-use development can refer to several different forms that all provide for both commercial and residential use in the same proximity. This can include:

One building accommodating both uses.

A site development that has separate buildings for both commercial and residential use.

A land division with both commercial and residential components on different lots.

Generally, the preferred model and more traditional approach is both uses contained in the same structure, with the commercial uses on the ground floor and residential use on upper stories.

However, the benefit of mixed-use is to get both residential and commercial use in close

proximity to make transportation between one and the other easier. Designed properly, any of the three forms of mixed-use can achieve the same objectives.

Regulation: Codes differ in how regulation of mixed-use is applied, if it is allowed at all. Conventional codes often did not permit it at all because of the same concerns and approach to land use that resulted in segregated land use zones in a suburban framework. However, there is a growing understanding of the benefits mixed-use has and codes implementing smart growth concepts have provisions allowing mixed-use.

Lacey implemented its first mixed-use concepts in the 1980's in development of the Business Park zone. In this zone provisions were made for both an employment area and a residential component to provide for both work and living in the same area.

Mixed-use opportunities were expanded in the original GMA Plan in 1994, with additional mixed-use zones being created. Three new zones were developed to specifically promote mixed-use; The Mixed Use High Density and Mixed Use Moderate Density zones and the Village Center (called Urban Center in the existing zoning code). Lacey also amended several other commercial zones in the 1990's to allow a limited mix, such as a proprietor with a shop and a residence on the second story in the same building.

The Business Park zone was an example of a cautious approach to mixing uses and contains requirements for very large buffers between the employment area and the residential areas of the zone. The mixed-use corridors developed in 1994 took a more flexible approach with standards that would allow for both commercial and residential uses in the same building, on the same lot or on different lots within the same development. The idea was to allow flexibility for innovative and creative design as long as a concept would work.

The mixed-use zones also have a number of incentives designed to add value to sites and provide more development opportunity. Density increases over the 20 units per acre cap is allowed when the project includes a percentage of affordable housing. Density increase can also be achieved through TDR's and other incentive bonuses Lacey provides.

However, it should be noted the underlying density cap is already more density than the local market requires and incentive programs have been ineffective in adding economic incentive to development. Unfortunately, there has also been a very limited local market for multifamily development for the past two decades. This has likely had an impact on the ability of these zones to facilitate moderate or high density residential developments.

Going Forward: An emphasis of this Plan update is to support and enhance opportunity for mixed-use development. This will include support and ideas for enhancing zones that currently accommodate mixed-use, as well as looking at new provisions to allow mixed-use in zones that currently don't. Intent will be to provide mixed-use in an appropriate form given the context of existing land use throughout Lacey and Lacey's UGA.

Support and enhancement of opportunities in existing zones will focus on the Mixed Use Moderate and Mixed Use High Density zones by considering recommendations of the Urban Corridors Task Force and by increasing incentive opportunities. Efforts will also focus on the CBD area to encourage residential development and the Lacey Gateway area to ensure design of new development meets expectations for a balance of both commercial and residential use organized and distributed to facilitate a range of housing choices, transportation alternatives, and an emphasis on walkability.

New techniques to increase mixed-use opportunity throughout Lacey and the UGA will include looking at mixed-use options in existing residential zones. Mixed-use introduced into these zones with the right design elements and consideration of the neighborhood context would enhance neighborhood opportunities for accommodating day-to-day activities.