



# **CITY OF LACEY AND THURSTON COUNTY LAND USE PLAN FOR THE LACEY URBAN GROWTH AREA**

**A Joint Planning Document Prepared as  
The Lacey Comprehensive Land Use Plan  
and an Element of**

**The Thurston County Comprehensive Land Use Plan  
Updated Under Growth Management Act Requirements 2003**



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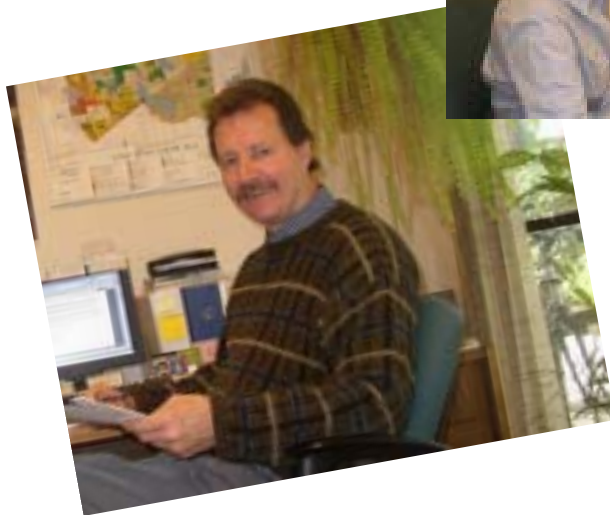
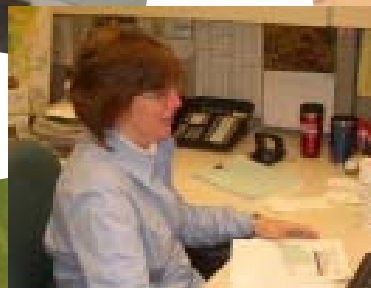
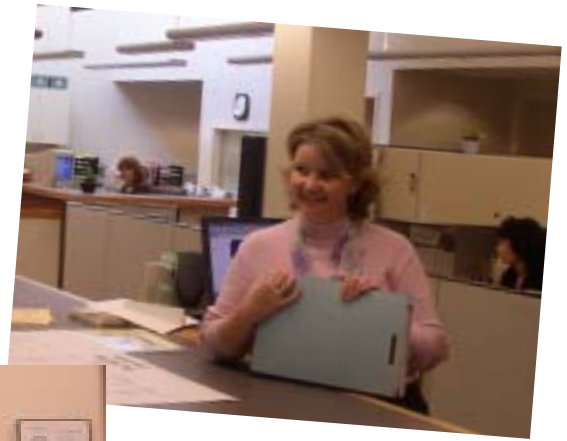
All historic photographs in Chapter II were provided courtesy of the Lacey Museum/City of Lacey, except where noted

A number of studies and articles were used in preparing this element of the Comprehensive Plan. Special acknowledgement must go to Anton Clarence Nelessen and his book "Visions for a New American Dream" used extensively in the Urban Center section. Additional acknowledgement is deserved by Thurston County Regional Planning for work on residential population allocation and distribution, which was used to allocate population to, and create projections for, Lacey's planning areas.

**City of Lacey Community Development Staff that worked on the Comprehensive Land Use Plan, serving the citizens of Lacey in development efforts and community planning**

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**EXECUTIVE SUMMARY  
CITY OF LACEY AND THURSTON COUNTY  
LAND USE PLAN  
FOR THE LACEY URBAN GROWTH AREA**





# **Executive Summary**

## **City of Lacey and Thurston County Land Use Plan For the Lacey Urban Growth Area**

Located at the southern tip of the Puget Sound, Lacey has grown from rural beginnings into a dynamic and vibrant community with a progressive eye towards the future. The area now known as Lacey was first settled in 1848. For many years farming and logging activities dominated the landscape and by 1891 a horse race track, railroad line, station and hotel were constructed. Soon after, in 1903, the Lacey Post Office was established, signifying Lacey's identity.

Slow and steady growth occurred in the Lacey area during the early part of the twentieth century based primarily on the logging and agricultural industries. The Lacey area experienced a housing boon after World War II due to the community's proximity to Fort Lewis. By 1965, the pressures of growth spurred the incorporation of the City of Lacey in 1966.

The 1970 population of the newly founded City of Lacey was 9,696, and Lacey continued to experience steady growth during the first two decades after incorporation. During the decade of the nineties, Lacey once again experienced a surge of population through in-migration and annexation. Lacey's population has more than tripled in the 38 years since Lacey has incorporated. 2007 estimates have Lacey with 35,860 people and its growth area with another 33,245.

### **What is a Comprehensive Plan?**

The intent of the comprehensive plan is to present a clear vision for Lacey's future over a twenty year period. A vision that can be easily understood, evaluated and implemented. The

Lacey Comprehensive Plan is actually comprised of a series of documents or elements (see figure #1) that as a whole provide a consistent policy direction relating to growth and development, housing, parks, open space, environmentally sensitive areas, historic preservation, public services and other issues. These policies establish the foundation for the development and updates to Lacey's Capital Facilities Plan, Transportation Plan and implementation ordinances.

Figure #1  
**Elements of the Comprehensive Plan**

- **City of Lacey and Thurston County Land Use Plan for the Lacey Urban Growth Area–2003**
- **Housing Element for the City of Lacey and the Lacey Urban Growth Area–2003**
- **Environmental Protection and Resource Conservation Plan for the City of Lacey**
- **City of Lacey 1998 Transportation Plan**
- **Capital Facilities Element for the City of Lacey and the Lacey Urban Growth Area**
- **Utilities Element for the City of Lacey and the Lacey Urban Growth Area**
- **City of Lacey Comprehensive Plan for Outdoor Recreation**
- **Water Comprehensive Plan for City of Lacey**
- **City of Lacey Wastewater Comprehensive Plan, 1998**
- **Economic Development Element for the City of Lacey**
- **Comprehensive Plan Downtown Element as supplemented by the Woodland District Guidelines and Northeast Area Plan**

### **Lacey's Comprehensive Land Use Plan**

This current land use element incorporates the 10 year update of Lacey's original Comprehensive Land Use Plan, the City's first plan under the State of Washington Growth Management Act of 1990 (GMA) with more recent 2007 demographic updates and some text changes and map amendments. The comprehensive land use plan is required to be updated every ten years by the GMA. This was accomplished in 2003 and it was an opportunity for the City to review the policies and land use decisions established in the 1994 plan against the growth experience of the first decade of GMA strategies. The 2003 update and subsequent amendments determine policy how the City will accommodate forecasted growth of the coming twenty years, while maintaining Lacey's vision.

The Lacey Planning Area, which is the area influenced by the City of Lacey and Thurston County Land Use Plan for the Lacey Urban Growth Area, consists of approximately 21,048 acres. This area is comprised of the City of Lacey

and a portion of unincorporated Thurston County located within the Lacey Urban Growth Area.

Because the Lacey Planning Area encompasses two jurisdictions, this comprehensive land use plan has been developed and adopted jointly with Thurston County.

One of the fundamental tenets of the GMA is that urban services will be provided by municipalities. It follows that GMA presumes that ultimately the entire growth area will be part of the City. Therefore, having consistent development standards is very important.

Unincorporated areas will become subject to the City of Lacey's implementation ordinances if and when annexation occurs. The close partnership between the City and County in developing and implementing this plan is intended to coordinate development and to smooth the transition of services between the incorporated and unincorporated urban areas as annexation is considered.

The City of Lacey's authority to implement the plan is limited to its jurisdictional boundary. Implementation of the plan in the unincorporated portions of the UGA is to be accomplished by Thurston County.

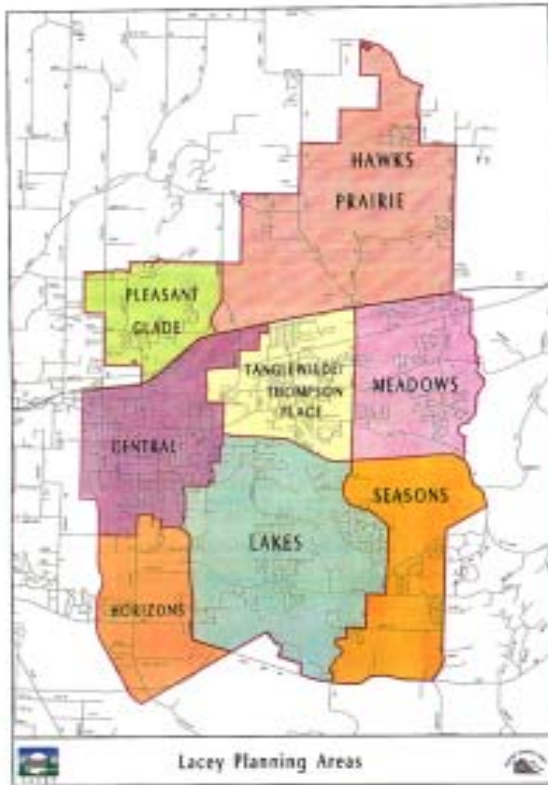
Figure #2  
**Lacey City Limits and UGA**



### **Developing the 2003 Comprehensive Land Use Plan**

The 2003 comprehensive land use plan update process began in September of 2001 with a public meeting held by the Lacey Planning Commission to map out a citizen participation schedule and discuss the initial elements of the comprehensive land use plan review process. Since this initial meeting, the Planning Commission conducted four open houses, one for every two Lacey planning areas, held in a central location (i.e. elementary school) within the subject planning areas. Residents of the specific planning areas attending the open houses were able to review information such as maps and demographic data specific to their neighborhoods.

Figure #3  
Lacey Planning Areas



and the city as whole and provide written comment and/or discuss these issues directly with Planning Commission members and staff.

After conducting the open houses, the planning commission held 37 public meetings (including two joint meetings with the City Council) and four public hearings (including one joint hearing with the Thurston County Planning Commission) prior to issuing a recommendation to the Lacey City Council.

The Lacey City Council held eight public meetings and work sessions discussing the Planning Commission recommendation prior to adopting the final draft of the 2003 comprehensive land use plan.

In addition to considering public input received, the review and development of the 2003 comprehensive land use plan included revisiting goals and policies

established in the 1994 plan, examining current land use trends, market pressures and demographic data (population forecasts and buildable lands inventories) supplied by the Thurston Regional Planning Council (TRPC).

In developing the population projections for Lacey and the Lacey UGA, TRPC used a computer model (EMPFOR) that included past population and employment trends based on age cohorts to provide forecast information to the year 2025. It is anticipated that the population of Lacey and its UGA will grow at an annual rate of 1.84%. The most recent forecasted population estimate looks to the year 2030. Table #1 below shows the anticipated growth at five year intervals to the year 2030.

Table #1:  
Population Projections

Planning Area	2006	2010	2015	2020	2025	2030
Central Lacey	10,910	11,100	11,190	11,510	11,650	11,620
Hawks Prairie	3,010	6,620	8,730	10,440	11,810	12,720
Hawks Prairie - UGA	1,750	1,750	2,160	2,850	3,340	3,700
Horizons	8,420	10,610	11,790	12,700	13,120	13,370
Horizons - UGA	1,620	1,600	1,640	1,650	1,670	1,700
Lakes	9,200	9,360	9,610	9,830	10,020	10,130
Lakes - UGA	6,710	6,770	7,300	7,760	8,350	8,890
Meadows	740	790	910	970	1,160	1,310
Meadows - UGA	10,130	10,380	11,320	12,190	13,100	13,750
Pleasant Glade	850	920	1,050	1,110	1,260	1,370
Pleasant Glade - UGA	1,180	1,480	2,680	3,810	4,820	5,500
Seasons - UGA	3,450	3,720	4,930	7,110	8,670	10,570
Tanglewilde-Thompson	930	1,050	1,040	1,030	1,080	1,130
Tanglewilde-Thompson - UGA	7,990	7,810	8,570	9,270	9,860	10,910
<b>Total</b>	<b>66,890</b>	<b>73,960</b>	<b>82,920</b>	<b>92,230</b>	<b>99,910</b>	<b>106,670</b>
City Total	34,060	40,450	44,320	47,590	50,100	51,650
*figures based on assumption of no annexations occurring						

This growth is broken down into incorporated and unincorporated portions of the planning areas. TRPC has taken the lead on the “Buildable Lands Program” for Thurston County. This has been a tool to implement the GMA monitoring and evaluation provisions, which were added by the State Legislature in 1997. Thurston Regional released its first report in 2002 and its most recent report in 2007.

The Buildable Lands Program in Thurston County provides information for Lacey to answer two key growth-related questions. The first is whether residential development in the urban growth areas is occurring at the densities which were envisioned in local comprehensive land use plans. The second is whether there is an adequate land supply in the



urban growth areas for anticipated future growth in population and employment.

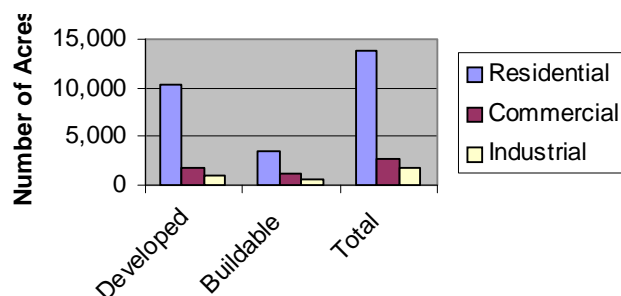
This report provided a synopsis of the amount of land that is currently developed and undeveloped for each general land use classification (i.e. residential, commercial, industrial and open space) for the Lacey UGA.

As described in Table #2 below, approximately 50% of the land zoned for residential use within the City and UGA had been developed by 2002. The report also determined that developed residential lands are being built out at an average density of 3.2 units per acre. The residential lands developed within the City of Lacey have been built out at an average density of 4.7 units per acre. Overall, this report shows that residential land consumption trends over the past ten years are on track and meeting the minimum density scenario envisioned in the 1994 Comprehensive Land Use Plan.

Table #2  
**Land Consumption Trends**

Land Use Classification	Developed	Undeveloped	Total
Residential	10,339	3,522	13,861
Commercial	1,729	1087	2,816
Industrial	1021	663	1,684

Table 2  
**Developed and Buildable Land Resources**



In looking toward the next twenty years, the buildable lands program has provided us with the information summarized in Table 2. Based upon the buildable lands report and general projections, it is anticipated that there is adequate land supply to

accommodate the population growth forecasted for the next twenty years.

The buildable lands report also indicated that of the 2,516 acres of commercially designated land, 1087 remain buildable. This update confirmed that the amount of available commercial land should be closely monitored to ensure a sufficient supply is available to serve the growing population. This is especially important because municipalities in the State of Washington rely heavily on sales tax revenue as property taxes in and of themselves do not cover the cost of primary residential services such as water, sewer, police and fire protection.

### Summary of changes

After reviewing progress of growth and development over the first ten years of Lacey's comprehensive land use plan, it was found that the primary goals and policies of the 1994 plan have been very successful as described below.

### Urban Growth Area

The Lacey UGA remains appropriately sized to accommodate the growing population with an adequate amount of residential designated land to supply the next twenty years of population growth.

### Residential Classifications

Maintaining the variety of zoning districts (i.e. Low Density 0-4, Low Density 3-6, Moderate Density 6-12 and High Density 12 and above units per acre) with slight adjustments to their acreage allocations will maintain or slightly increase the average density of 4.7 units per acre within the City and 3.2 acres per unit UGA wide for the next twenty years. This serves to achieve the minimum and potentially the moderate density scenarios in the plan and, if market factors change, being able to accommodate the high density scenario as described, while still providing a solid mix of housing choice and affordability.

### Innovative Tools

This planning update process also recognizes and reaffirms concepts such as urban centers, planned residential developments, clustering and transfer of

development rights programs. These are successful tools for providing an affordable and diverse mixture of housing types in well planned neighborhood developments with open space and in some cases, limited commercial services.

## **Urban Design**

Commercial and residential design policies established in 1994 have taken hold and a tour of Lacey will confirm the positive affect of these policies. Design policies for residential development were updated in 2008 and new residential developments are being designed to create walk-able neighborhoods that have varying rooflines and interesting streetscapes less dominated with garages.

Commercial buildings are being located closer to streets with elevations that are pedestrian friendly and define the street. In appropriate locations, commercial buildings with larger footprints and parking areas are allowed, but are still designed with elevations and landscaping to both break up mass of the building and be complementary to their surroundings. The comprehensive land use plan reaffirms these design policies as key to Lacey's future vision and aesthetic character as new development and redevelopment occur.

## **Economic Development**

The adoption of this plan reaffirms and clarifies the policies of dispersing commercial designations throughout the planning area based on the function, intended service area and access needs of the specific type of commercial designation.

Neighborhood commercial uses are intended to serve the immediate surrounding neighborhood, catering to the day-to-day needs of the surrounding residents for a limited range of commercial goods and services. These designations are to be located within residential areas, usually at key intersections, as a focal point of an Urban Center in a town square concept, or strategically located for easy pedestrian access from surrounding residential areas.

The function of the Community Commercial Districts was clarified through this update process. These

districts are designed to provide for convenience type businesses and commercial services to serve the needs of residents from the surrounding neighborhoods and accommodate the vehicular trips regularly using the adjacent arterial(s) on a daily basis. This district is not to include uses that will, in and of themselves, draw customers from a broad area or region. It is not the intent of this district to serve the needs of a significant portion of the city or the region. These designations are to be located on the periphery of residential neighborhoods, buffered by uses other than residential and located on one or more arterials. Commercial Districts such as the Woodland, Central Business and General Commercial districts, are intended to provide opportunities for mixed use development, business centers and commercial uses that serve the entire community and local region. These districts are located in the downtown core and the northeast area of Lacey, with access to major arterials and Interstates.

Policies of the 1994 plan placed a focus on developing diversity in employment opportunities for the residents of Lacey. These policies promote the development of public-private partnerships to invest in infrastructure to serve the industrial areas and classifying 573 acres of industrial land under Foreign Trade Zone status. Through the implementation of the policies and programs, employment opportunities have grown in Lacey's industrial and business park areas, reducing Lacey's dependence on one single employment sector.

## **Open Space**

Finally, this plan continues the policies and vision of providing active recreational opportunities for the citizens of Lacey. It promotes the development of a community and regional parks system, recognizes the importance of small and convenient neighborhood/pocket parks and establishes policies for their placement as neighborhoods are developed.

Passive recreational opportunities are also highly promoted by this plan through the establishment of policies for the protection and preservation of lakes, streams, wetlands and other sensitive areas.

The goal of these policies is to provide the citizens of Lacey an active, healthy and high quality of life through both built and natural spaces.

framework for well designed and planned commercial, industrial and recreational development and achieve the goal of providing consistent and cost effective utility and transportation systems.

With the adoption of the 2003 City of Lacey and Thurston County Land Use Plan for the Lacey Urban Growth Area and subsequent amendments, the Council has taken into consideration all of the public input and technical data. The result was the Council’s reaffirmation and clarification of the goals and policies established in the 1994 plan. To achieve these policies and in recognition of the development trends of the previous ten years, this plan establishes an acreage allocation of land use as described in Table #3 to maintain the vision of Lacey as a strong vibrant community.

Table #3  
**Summary of Land Use**

Land Use	City	County	Total
Residential	5,142	8,739	13,881
Commercial	1,926	294	2,220
Industrial	1,585	368	1,953
Open Space	1,670	1,324	2,994
Total	10,323	10,746	21,048

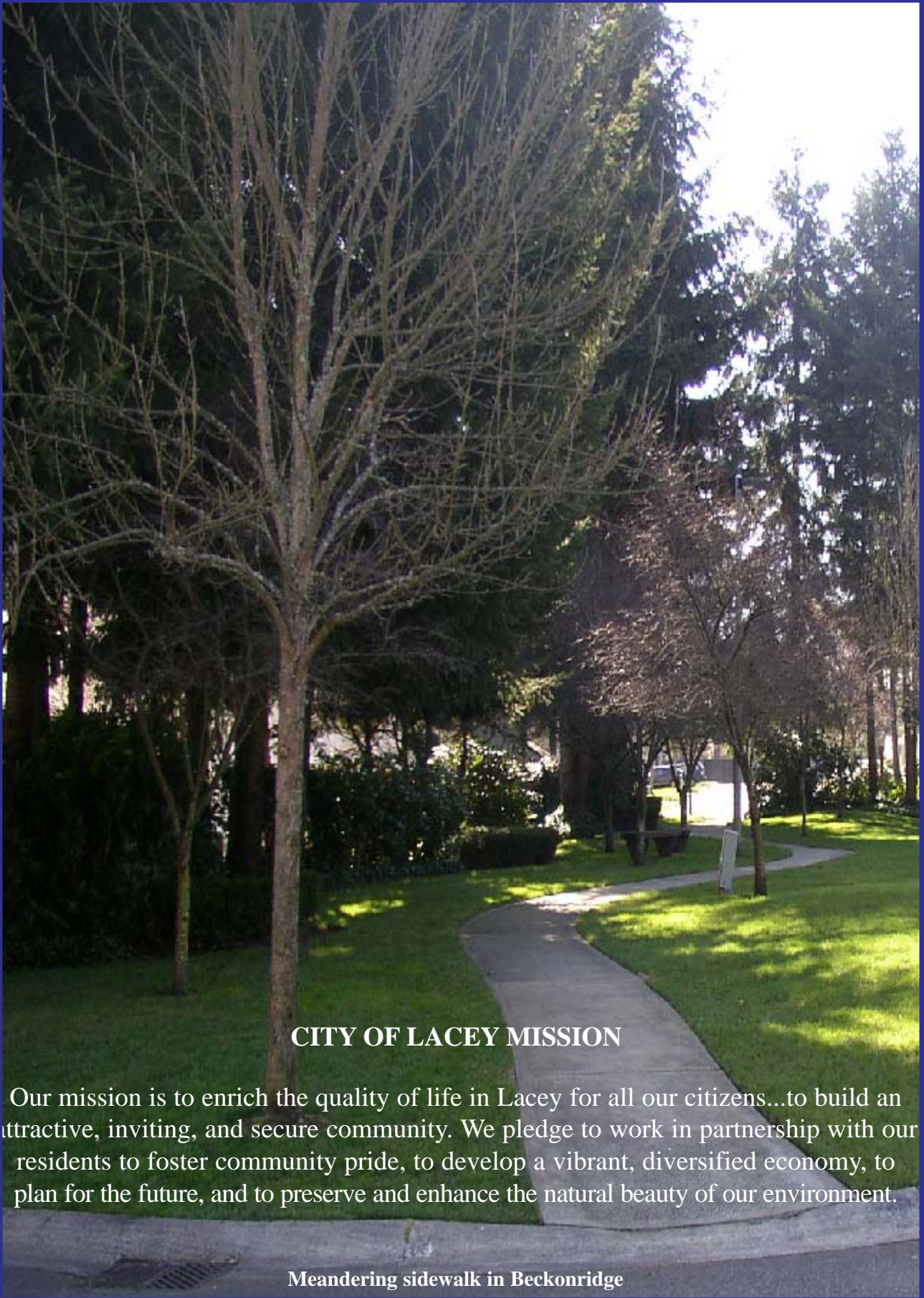
**Conclusion**

The 2003 plan maintains the vision established by the 1994 plan of a livable urban area where growth is tied to the City of Lacey’s ability to provide public services. A special thank you is extended to the citizens of Lacey for participating and providing comments in the planning process, and the City of Lacey Planning Commission Members for the countless hours of discussion and consideration of comment, data and information presented to them as they worked through the many issues involved in this comprehensive planning effort.

Through the efforts of the citizens of the City of Lacey and the Lacey Urban Growth Area, the Plan will continue to envision a range of residential options, consisting of traditional single-family and multi-family housing and neo-traditional housing through either urban centers or planned residential development concepts. It will carry forward the

Cover Photo for the Executive Summary taken by Doug Walker





## **CITY OF LACEY MISSION**

Our mission is to enrich the quality of life in Lacey for all our citizens...to build an attractive, inviting, and secure community. We pledge to work in partnership with our residents to foster community pride, to develop a vibrant, diversified economy, to plan for the future, and to preserve and enhance the natural beauty of our environment.

**Meandering sidewalk in Beckonridge**

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# I. INTRODUCTION



## **I. Introduction to the Land Use Element**

The major thrust of the Growth Management Act is conservation and wise use of our lands. The Growth Management Act recognizes that land use, housing, transportation, utility and capital facility policies and provisions are intimately related and interact to shape our community's growth. The land use element brings all of these components together and is the heart of the comprehensive plan.

The land use element establishes the desirable character, quality, and pattern of physical development of the City and its growth area. It will specify an appropriate amount and location of various land uses, appropriate densities and intensities, and the timing of land uses in various locations. By reviewing the use of land and timing for development, it will coordinate how Lacey and its growth area develop and how necessary infrastructure, such as roads, utilities and capital improvements, are coordinated to serve the expected growth.

The land use element must achieve and maintain desirable land use balances over a period of time. Several balances within this element must be struck: the balance between people's use of the land and lands left in a natural state; the balance between urban, rural and resource types of uses and the balance among different types of uses in the urban and rural areas, such as residential or commercial, relative to the demand for such land uses. As such, the land use element acts as a guide to public and private decisions about when, where and how future development takes place and where public facilities are located.

In times of fast-paced growth, if we do not make conscious decisions about our limited land resources, decisions will continue to be made for us. If we are to use this limited resource wisely and conserve land for future generations, we must do more than react to land use problems. We must take positive action to direct our community's future land use and

character. The land use element accomplishes this by designating the types of uses for land, the location of use and the timing, while coordinating those elements of the plan responsible for the provision of necessary infrastructure and services.

This land use element, as well as the housing, transportation, capital facilities and utilities elements, was prepared through a joint planning process between the City of Lacey and Thurston County, pursuant to requirements of countywide planning policies and the knowledge that interjurisdiction cooperation is necessary to further the joint land use interests of Thurston County and Lacey citizens. These comprehensive plan elements include background information, goals, policies, maps, and other information to guide the City of Lacey and Thurston County governmental actions within the Lacey growth area for the next 20 years.

There are some goals and policies that apply only to the incorporated City of Lacey, such as the policy that states, "Lacey should continue to review potential for development of a convention center" or "Lacey shall assist in the preparation of detailed plans for areas of special community significance." Any such goals or policies applying only to incorporated areas are clearly stated as such by having clear reference to the City of Lacey. These goals and policies do not apply to areas under county jurisdiction and therefore the City of Lacey Council would not be required to participate in the unincorporated county implementation phases of the plan.

An annexation/urban development standards agreement is a key ingredient of the joint planning process. Those policies implemented by the annexation/urban development standards agreement have been implemented by the County. The list in Appendix II identifies the goals and policies of the Plan that do not rely on an annexation/urban development standards agreement for implementation by the County. Both jurisdictions will strive to implement all portions of the

plan. Future amendments will be coordinated similar to original adoptions.

All other discussions, identified issues, goals or policies are assumed to apply both to the City and the unincorporated growth area. However, many of the policies provide specific guidance for development standards necessary to implement goals identified in the plan. The City will prepare specific implementing regulations in its zoning code and other development regulations to implement these policies; the County does not intend to prepare implementing legislation for development standards, but instead shall rely on an annexation/urban development standards agreement between the City and the County to adopt the City's implementing legislation.



## II. PROFILE



Early Picture of  
St. Martin's College



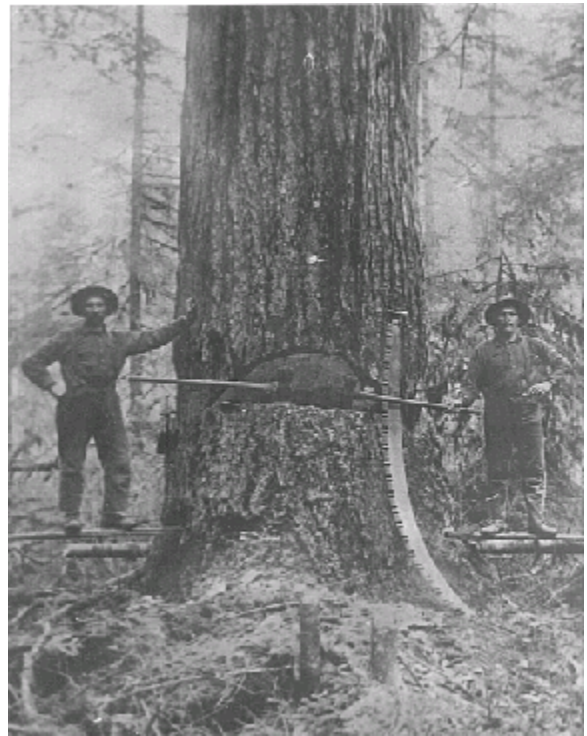
## II. Profile

### A. Historical Context

The history of Lacey in many ways is similar to that of most undeveloped areas in Thurston County, with early dependence on farming and logging and later development of commerce and industry, particularly after World War II. The territory now known as Lacey was first settled in 1848 by David and Elizabeth Chambers. Their donation land claim is now Panorama City (Thurston County Pioneers before 1870: Bibliography and historical data collected on 210 pioneers by the Washington State Library Historical Department). Isaac Wood settled soon after in 1852, in what is Old Lacey Historic area, and later established a brewery in Olympia (Early History of Thurston County, Washington).

In 1889, a logger named Isaac C. Ellis built a large racetrack and stables on 100 acres of land just west of what is now Homann Drive (Deed Book #19, page 334). The Northern Pacific Railroad, which had agreed to lay tracks into the area when the racetrack was finished, completed the railroad and station in 1891 (Morning Olympian, May 22, 1891). The Woodland Station, as it was named, was soon joined by a building originally built as a clubhouse that became the Woodland Hotel. These structures served the many visitors to the racetrack.

Citizens in the area petitioned for a post office (documents in National Archives). The application was signed by George Warren Carpenter; copies of the application are on file at the Lacey Museum. The name of Woodland could not be approved for the post office, as there was already a town named Woodland in Cowlitz County, less than a hundred miles away. O.C. Lacey, who apparently was involved and later became an attorney, may have suggested his own name for the post office which was subsequently approved under the name of "Lacey". In 1903, the name of the railroad station was also changed to Lacey to avoid confusion.



**Union Mills Loggers circa 1915**

Farming and logging were the primary occupations in the community. The first mill at Long Lake was started by J.P. Allison and F.A. Col-

**Lacey School**



**Lacey's school circa 1905. Early class in foreground.**



**Lacey's school with class of 1945 in foreground**

lins in 1896. Later the original Union Mill was erected on the northern tip of Long Lake. St. Martin's College, run by the order of the Benedictine Monks, opened its doors the same year.

The first school in Woodland (now Lacey) was built circa 1886 at the corner of Carpenter Road and Pacific Avenue approximately where the Albertson's grocery store is now. It was a 14 x 20 foot building which held 6 to 10 students. Since Woodland was primarily a farming area, the children had to be available to help with harvesting and attended school for only six months out of the year.

In 1892, David Fleetwood sold to the directors of School District #10 (which included George Warren Carpenter, H. M. Koordt and himself) one acre of land across Carpenter Road from the original schoolhouse. A new slightly larger school was built on that acre. Like the first building, it had only one room. In 1901, an addition was added to accommodate the growing number of students.

By 1912, the school was again too small. The old building was torn down and in its place was built a white one-room structure. Several additions were tacked on to the back during the 1920's. The Daily Olympian of September 1, 1927 described Lacey's fourth school building as a "modern...brick and frame structure." Designed by Jack Griffin, it opened in the spring of 1928 and served as the Lacey School until 1967, when it became the administrative offices of the North Thurston School District.

Until 1994, it stood at the corner of Carpenter Road and Pacific Avenue.

The Chambers family, some of the early settlers in the area, began the Chambers Packing Company for livestock breeders which was located where Panorama City is today. Both Chambers Prairie and Chambers Lake were named after this family. In fact, most of the lakes in Lacey were named for the families that first homesteaded near their shores.



**Lyman Fleetwood Sr., Melvin Heusman and George Amens in Fleetwood Gargage c. 1929**





**Lacey Village Shopping Center at College Street, Pacific Avenue, and Lacey Blvd. in 1968**

Up until World War II, the primary residential neighborhood of Lacey consisted of a small concentration of homes where “Old Lacey” is now, north of Pacific Avenue and on the current east city limits. Individual residences were scattered throughout the rest of the community. After World War II, Lacey experienced a housing boom.

A major contributing factor to this growth was the community’s proximity to Olympia and Fort Lewis. The installation of the private Huntamer Water System, with its low water rates, and the availability of low cost land requiring little or no excavation and clearing, made Lacey a prime area for development. New industries were attracted to the area, starting in 1950 with Lacey Plywood and Continental Can. In 1961, Lacey had its own Chamber of Commerce and in 1963,

Panorama City was constructed on 50 acres. Other developments followed rapidly, including the opening of Lacey Village Shopping Center in 1966. By this time, Lacey had grown so tremendously that Pacific Northwest Bell installed a Lacey exchange.

By 1965 the pressures of urbanization became so great that a change in status of the Lacey area was inevitable. Problems of transportation, sewage disposal, utility service, police protection, drainage and other urbanization issues made it clear that only a City could provide the service necessary to satisfy the needs of the Lacey area. Annexation by Olympia or incorporation as the City of Lacey were seen as the only two viable alternatives in solving Lacey’s problems. This period is an extremely interesting part of Lacey’s history as it is a time when the community faced some very significant choices that would have profound impact upon its future. The issue of incorporation or annexation and the responses to it by the various governmental entities and political figures of the time would shape Lacey’s destiny.



**Lacey City Hall in c. 1968**

Study of the incorporation efforts of the Lacey area provide a rich profile of local intergovernmental relations and politics. Substantial turf issues were involved concerning the loss of a significant portion of the local fire district and the possible absorption or overlapping of the North Thurston School District with the Olympia School District. The local fire district and the local school district played more than a significant



**Lacey City Hall employees, 1985**

role in determining the direction of the community. In association with the Lacey Chamber, both entities shared the primary responsibility for influencing the community to vote for incorporation. The specific political figures involved in the efforts, as well as the specific issues around which the incorporation arguments revolved, show that the efforts of these two organizations essentially gave birth to the City of Lacey.

Looking through old newspaper articles from the Thurston County and Pierce County area, it is easy to identify the rivalry that existed between the Lacey area and Olympia through the 1950's and 1960's. One paper characterized the relationship as a game of "...cat and mouse over the spoils of growth..." (Greater Olympia: A Tale of Three Cities, Editorial, 1966). Considering the intense competition between Olympia and the Lacey area, the extensive growth and development taking place in the area and the keen sense of identity of Lacey area residents, it is not surprising that the argument dealing with incorporation vs. annexation became the dominant local issue in Thurston County in the middle 1960's.

Review of the growth and development taking place in the Lacey area during the 1950's and 1960's paints a textbook picture of urban sprawl and development of a suburban community. Along with this development came the growing

pains that can be expected of young communities experiencing rapid urbanization. Community residents became aware of problems of urbanization that required immediate action that the County was unable to deal with. This situation is best described in an article by Robert Cummings appearing in the Tacoma News Tribune on October 13, 1966. The article states in part: "Less than 40 years ago, Lacey had no problems. It was scarcely more than a railroad station built by the Northern Pacific Railroad to serve St. Martin's College... Most of its residents were either farmers or people with at least an acre of ground that liked country living...It wasn't until after World War II that residential developers took hold of the area and it really began to grow... Most of the newcomers, like their predecessors, had some grievance, real or fancied, against the city where they earned their living...More and more people flocked to the area and the district couldn't build schools fast enough to keep up.... Earlier this year, the multi-million dollar South Sound Shopping Center started to open up...The Country Cousins had become city folk and what once was suburbia now was decidedly urban... During these past 20 years as Lacey was growing...problems were creeping in...In addition to wall-bursting school enrollments, there were problems of drainage, sewage and police protection".

During the middle sixties, it became increasingly evident that the status of Lacey had to change. While the sentiment in the Lacey community



**Turner's Market c. 1945**

*Courtesy of the Tacoma Public Library*



was decidedly anti-city, it became a common belief that there were only two choices for Lacey's future; incorporate or be annexed by Olympia. Robert Cummings described the threat of annexation of the Lacey area to Olympia stating: "Voters in the area...will be voting...on a proposal to incorporate, and the specter of piecemeal annexation into...Olympia hangs... heavily over the area..." Cummings goes on to state that: "Lacey boosters...were catapulted into action sooner than they had expected by a new annexation move...Non-residents with substantial holdings in Lacey were circulating annexation petitions which would take the heart out of Lacey Market Square, the new rapidly expanding South Sound Shopping Center and most of Lacey's industry.." (Cummings, October 12, 1966). In another article a few days later, Cummings reinforced the inevitability of incorporation or annexation, stating "...the proponents of incorporation say there is no middle ground...unless Lacey incorporates, annexation into the City of Olympia is inevitable...The truth of this argument was indicated on October 7 when a group organized and adopted the name "Lacey Citizens for the Greater Olympia Area"...this group's avowed purpose is to seek annexation if incorporation fails...The arguments attain the highest temperatures over which is the better choice, incorporation or annexation" (Cummings October 14, 1966).

It can be said that there were three basic positions on the issue of Lacey during the middle 1960's: Annex the Lacey area to Olympia, incorporate Lacey, or leave the Lacey area as it is in the County. These three positions were perhaps best characterized by Layton in an article in the Daily Olympian on October 30, 1966 as follows: "Lacey is a community of fine homes and thriving businesses, growing more prosperous all the time, populated by people willing and able to create a city and thus solve all their own problems without any help from Olympia."

"Lacey is a mess, a hodgepodge of homes and business laid out without plan, floating on a sea of sewage and desperately requiring the services

that Olympia can offer."

"Those two views with some 10,000 variations in between have provided the liveliest, and bit-terest, poser to confront voters in this election year...A third plague on both your houses faction exists also, but its members...aren't getting much mileage on their desire to stay as we are."

As characterized by Layton above, the confrontation was between those who would scorn the Lacey area, doubt its ability to survive on its own and see annexation to greater Olympia as its only salvation. Such a characterization is not unwarranted, as many articles appearing in local newspapers at the time support the idea of these emotional appeals being the basic foundation and thrust of the controversy. Such an article in the Daily Olympian quoted a citizen heralding the cry for incorporation stating: "As citizens of Lacey, we must decide on November 8 if we will be a city in our own right, retain our own taxes, govern ourselves, solve our own problems, and determine our future" ("Pro Incorporation Group Sounds Off on Lacey Vote", Editorial, October 14, 1966). While these arguments are appealing as an explanation of the battles of the day, they do not tell the complete story. Probing the extensive coverage of the controversy through the local newspaper articles written during this time one begins to ascertain deeper issues dealing with special purposes, districts and underlying governmental turf battles.

As suggested in an article in the Tacoma News Tribune, special purpose districts, specifically the local fire district and the North Thurston School District, were strong catalysts of the incorporation efforts. The Tribune's article quoted Henry C. Turner, the Chairman of Citizens for Incorporation of Lacey, stating: "...some of the spokesmen... working toward annexation to Olympia do not see fit to live in the Lacey area...We live in this community. We are raising our children here. We are sending them to excellent schools... We have a progressive and energetic fire district that has been working constantly to upgrade the standards of the area..." ("Lacey Incorporation



**Lacey Volunteer Fire Department c. 1948**

Leader Raps Opponents”, Editorial, October 14, 1966). References to both the schools and the fire district were made by the chairman of the group that spearheaded the incorporation effort.

The role of the Lacey Fire District in the incorporation efforts is clear. Annexation to Olympia would have meant a loss of \$39,000 in revenue to the District. As stated by Cummings, “The loss in assessed valuation would cost Lacey Fire District \$39,000 annual revenue...Since the Fire District stood to suffer the most immediate

**A.G. Homann**



**A.G. Homman was Lacey’s first mayor, a principal organizer of Fire District 3 and a Fire District Commissioner.**



**Emil Johnson, Al Homann and Bob Christensen in front of Lacey Volunteer Fire Truck c. 1948**

loss, the Lacey Fire Association took the initiative” (Cummings, October 12, 1966). It is also noteworthy that the first Mayor of Lacey, who was elected at the same time as the incorporation election, was A.G. Homann, a principal organizer of Fire District 3 and a Fire District Commissioner for eight years. Additionally, several of the first city councilmen elected during the incorporation elections were also Fire District Commissioners or members of the Firemen’s Association (“If Lacey Incorporates, City Fathers Will...”, Editorial, November 6, 1966) (Lacey Ordinance 1, 1967).

While the role of the North Thurston School District may not have been as obvious at the time, it still played an important part in rallying the Lacey area in favor of incorporation. The historical relationship between the North Thurston School District and Olympia was one of tension and independence and is probably best described by Cummings, who relates the following story in a 1966 newspaper article: “Lacey residents sent their children to Lacey school as far as the 8th grade but their 9th...10th, 11th and 12th to Olympia...The Laceyites complained that their students were treated as country cousins... Right or wrong, feelings ran high when the well went dry at Lacey school. The trunk line which carries the water...to the City of Olympia runs right past the front door of Lacey School... It wouldn’t have been any problem for the school to hook onto the main and the city would



**Mountain View Elementary School on the corner of College Street and 22nd Avenue c. 1966**

have been glad to sell it the water. Rather than be beholden to Olympia, however, the school directors voted to drill down 400 feet for another well of their own, despite the obvious excessive cost” (Cummings, October 13, 1966). Considering this level of independence, it is not surprising that the School District openly resisted an annexation proposal by Olympia that might result in reduced independence by overlapping jurisdictional authority with Olympia, or worse - absorption and control by the Olympia School District. In another article, Cummings remarked on the loyalty folks had for the School District and the impact it had when the battle lines were drawn. Cummings states: “Other outsiders favoring incorporation are many residents of South Bay, Johnson Point, and Puget areas, which are outside the Lacey Fire District, but, like the others are in North Thurston School District... Preservation of North Thurston School District is close to the heart of virtually everybody within the school district, including the residents of the Lacey Fire District” (Cummings, October 15, 1966).

The effort for incorporation of the City of Lacey thus found two powerful allies in the Fire District and the School District, but the alliance would not have been complete without the support of the Lacey business community. Forming a public/private alliance, the Lacey Chamber of Commerce supported the effort, thus becoming

the third powerful ally. In support of incorporation, the Lacey Chamber ran several quarter-page ads in the local newspapers strongly urging voters to vote for incorporation of Lacey (Lacey Area Chamber of Commerce, October 16, 1966). The financial backing and organizing ability of the Chamber played a key role in the success of the incorporation efforts.

The birth of the City of Lacey was due in part to stormy intergovernmental relations and turf struggles and the first two decades of its existence were a reflection of this heritage. Many had hoped that intergovernmental relationships would strengthen and the City of Lacey and the City of Olympia would work out their differences. In this spirit, an article in the Daily Olympian wrote, “Gov. Dan Evans Tuesday urged that the new City of Lacey work closely together to find ways for the two cities to cooperate” (Layton, November 15, 1966). Other articles at the same time echoed this spirit, as the Olympian News stated, “The vote to incorporate...climaxed one of the bitterest campaigns in local history, but the new mayor of the new city, A.G. Homann, was ready to bury the hatchet. He said he plans to call soon on the City of Olympia officials...to cooperate fully in working for the good of the entire area” (“Lacey Gives County a Tri City Area”, Editorial, November 10, 1966).

While hopes were high for cooperation, old political differences and competition between the two jurisdictions only intensified. The first couple of years were particularly trying as the young jurisdiction was immediately tested with an annexation move by Olympia to annex a significant portion of business along Martin Way and residential property to the west. Lacey was unsuccessful in stopping the annexation and to this day Olympia holds a long narrow finger of high revenue commercial property that extends into the heart of the Lacey business community.

Lacey also rapidly became embattled in annexation attempts to extend its boundary to the east to include urbanized portions of the County that



lie adjacent to its borders. The pressure to annex these areas was particularly keen as the threat of Olympia annexing the area and encircling Lacey was seen as a very real possibility. The fears were voiced in the Lacey Leader, stating: “The identity of the Greater Olympia Committee promoting the potential annexation of a large part of Thurston County east of Lacey... remained a secret today...many...suspect that the City of Olympia is preparing to take in a large part of North Thurston County...” (“Olympia Annexation Committee Still Secret”, November 8, 1967). Review of newspaper articles of the time paint a chess game relationship between the two neighboring jurisdictions, both attempting to outflank the other to preserve strategic positions for future growth and expansion. It is clear that where there was once rivalry between the two jurisdictions, there was now heated competition for territory and prime tax base property.

The years following were little different than the first, with numerous annexation proposals and intergovernmental squabbles. Throughout the 1970’s and into the 80’s, Olympia and Lacey

#### **Lacey’s designated Historic Neighborhood**



**Lacey’s designated historic area in Lacey Villas. This monument was constructed as a condition of the approval of the adjacent Albertson’s building in the early 90’s.**

maintained a highly competitive posture.

The City of Lacey was born and shaped as much by the intergovernmental forces and politics of the time as it was by necessity due to the tide of urbanization and accompanying growth pains. The Lacey community was inevitable, shaped by the forces of growth and development requiring massive change in a very few decades. However, Lacey’s separate identity as a City was a phenomena that was due to the intergovernmental forces, personalities and politics of the time. Without the role played by the local Fire District or the North Thurston School District or even the support of the private sector, via the Lacey Chamber, the City of Lacey might never have come to be. Refer to Appendix I for reference cited.

#### **B. Current Land Use Patterns**

As discussed in the section on historical context, the City of Lacey has a heritage as a suburban community. Land use patterns in the City of Lacey reflect this phenomena with a series of arterials that pass through the heart of Lacey’s downtown and extend through the length of the existing incorporated limits and Lacey’s urban growth area. Since the 50’s during the baby boom, folks have moved to the Lacey area and generally commuted to work, either in the Olympia area or Fort Lewis. This has resulted in a dispersed land use typical of suburban communities throughout the country, which have developed at somewhat lower urban densities - below four units per net acre, which is dependent upon the automobile as its primary mode of transportation.

Since the 50’s, the Lacey growth area has been typical of other suburban areas in the nation dependent upon automobile traffic following a leap frog development pattern along the major arterials, radiating out from the Olympia urban core. Lacey began developing in what is now identified as the Central Planning Area, with commercial development in the Woodland District and Central Business District area. Commercial

#### Side Street off of College



**Typical early development in the 1940's and 1950's comprises much of Lacey's affordable housing opportunities, located just off College Street.**

development spread along the major arterials of Martin Way and Pacific. In the 50's and 60's, residential development spread south of Lacey Blvd., and over the next two decades, began to move south along Ruddell and College in this same dispersed pattern.

In the mid 90's development was done under Lacey's first Growth Management Act (GMA) Comprehensive Land Use Plan, adopted in 1994, which designated an urban growth boundary. A year later a revised zoning code was adopted implementing the Plan for the Lacey incorporated area. Essentially the same zoning code, with a few changes to deal with County issues, was adopted by the County in 1996, applying to Lacey's unincorporated growth area. These documents and the urban growth boundary paved the way for development of a number of new subdivisions meeting GMA goals. Subdivisions in the City generally began to be developed with smaller lots, higher densities, design review components, and narrower streets.

A prominent feature in Lacey's development has been a number of lakes and associated wetlands that include Chambers Lake, Lake Lois, Hicks

Lake, Long Lake, Southwick Lake, and Pattison Lake. Woodland Creek also runs through the City of Lacey watershed area to the Sound and the far east end of Lacey's growth area is the Nisqually Valley. Overall, Lacey is predominantly flat, adding to the desirability of development.

Railroads also help to define Lacey's character. The Burlington Northern Railroad right-of-way runs through the center of Lacey and Lacey's growth area from east to west and along its southern boundaries northeast to southwest. This stretch of railroad, through the center of Lacey, was abandoned and is now a trail. The abandoned Weyerhaeuser Railroad right-of-way runs north to south, along the west boundary of the City of Lacey. This was converted to a Regional trail in the early 90's (Chehalis Western Trail).

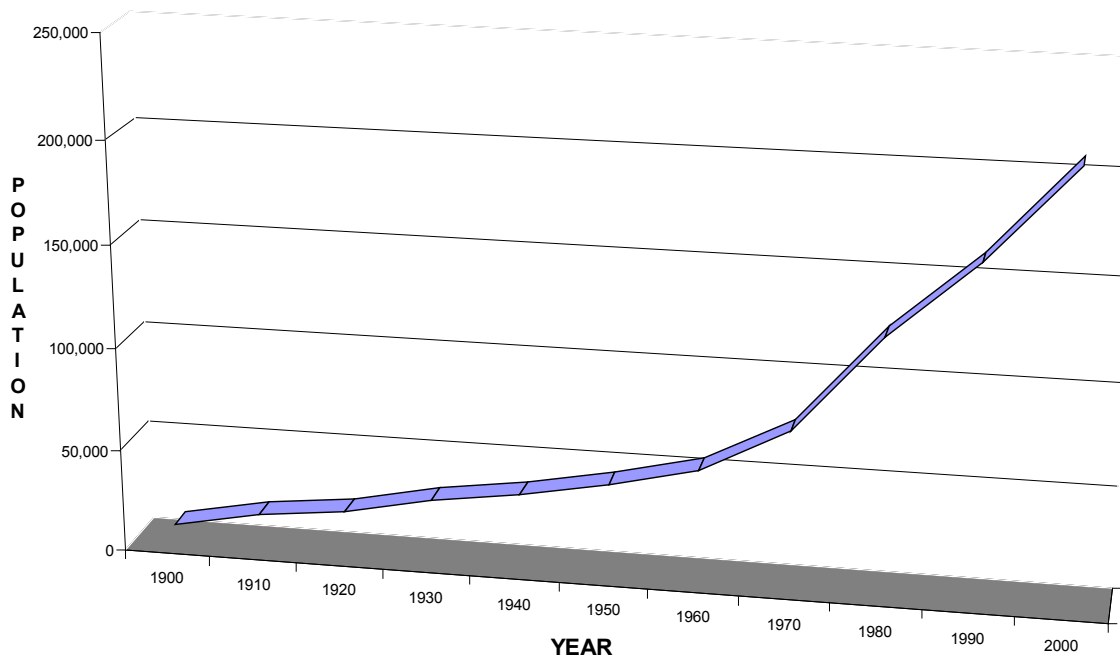
#### C. Population Projections and Vacant Land Studies

Historical information shows that Thurston County's population growth between 1960 and 1970 was 40%, reaching 76,894 persons. By 1980, it had reached 124,264, with a growth of 62%. The 1990 census put the population of Thurston County at 161,238, a growth of approximately 36,974 persons, or almost 30%. The Washington State Office of Financial Management (OFM) shows a 2000 population for Thurston County of 207,355, a growth of 46,117, or almost 29%; See Chart 1.

According to OFM this rapid growth is forecasted to continue. Estimates show a growth of population to 373,000 by the year 2030; See Chart 2.

Historical information indicates that the population of the City of Lacey has been around 11% of the total Thurston County population. 2000 census information and the OFM forecast indicate that Lacey's percentage of the County population is 12%. Lacey and Lacey's growth area account

**CHART 1**  
**THURSTON COUNTY HISTORICAL POPULATION PROFILE 1900-2000**  
 Data provided by Thurston Regional Planning

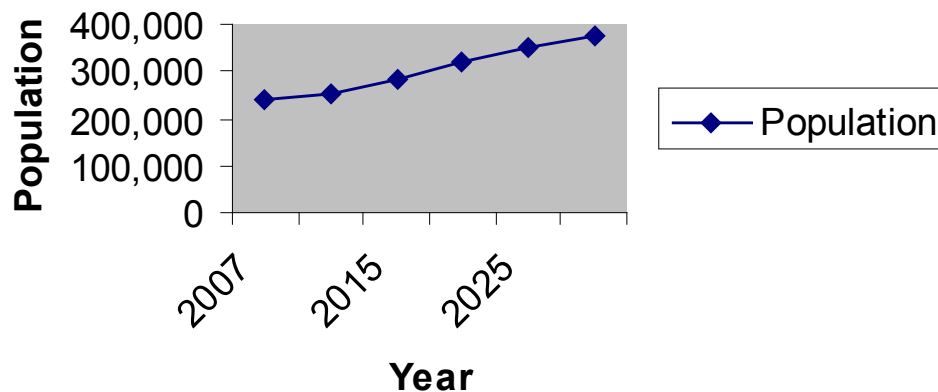


for approximately 28.3% of the population in Thurston County; See Chart 3.

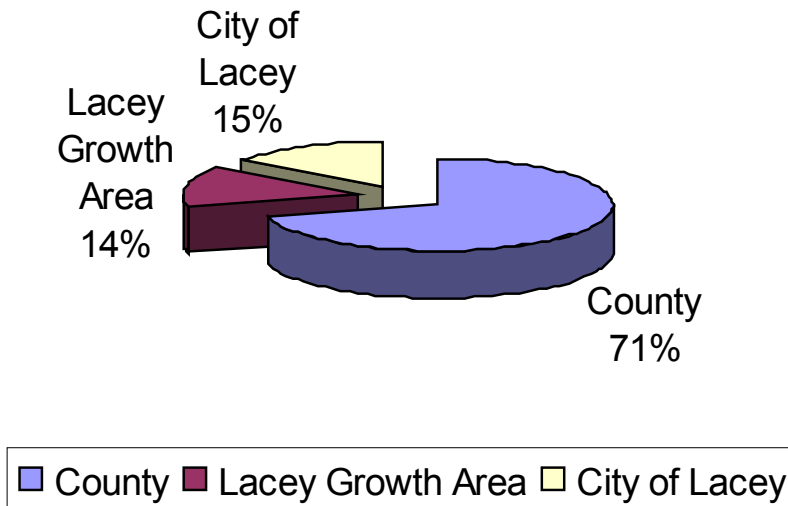
To allocate population, the City of Lacey utilized the Thurston Regional Planning Population and

Buildable Lands Report. The report analyzed vacant land resources both in and out of the urban growth area adopted in 1988. Findings in this study were utilized to chart potential growth areas over the next 20 year period to generally

**Chart 2**  
**Thurston County Projected Population**  
**Growth 2007 to 2030**  
 Data provided By Thurston Regional Planning



**Chart 3**  
**Population Allocation 2007 between Lacey, Lacey's UGA**  
**and Unincorporated Thurston County**  
**Data Provided By Thurston Regional Planning**



allocate population increases for each area in five-year increments and to determine whether the adopted growth boundaries have adequate vacant land resources to accommodate anticipated growth over the next 20 year period.

Regional Planning prepared an estimate of population growth for each urban growth area of the County. In addition, Regional broke population estimates down by Lacey's individual planning areas. These planning areas are based loosely on transportation analysis zones, which derive information from census blocks.

The City has broken down Lacey's Urban Growth Area into eight planning areas and has applied this information from the Regional study to the eight planning areas. These planning areas are shown on Map 1. A profile of these planning areas relating to population growth estimates is shown in Chart 4. Under this scenario, Lacey and its Growth Area are expected to grow from the 2007 population of 69,110 to a total of 106,700 (Lacey: 51,650, Growth Area: 55,050) by the year 2030; See Chart 5.

Chart 6 shows the projected percentage allocation of population to the Lacey Urban Growth

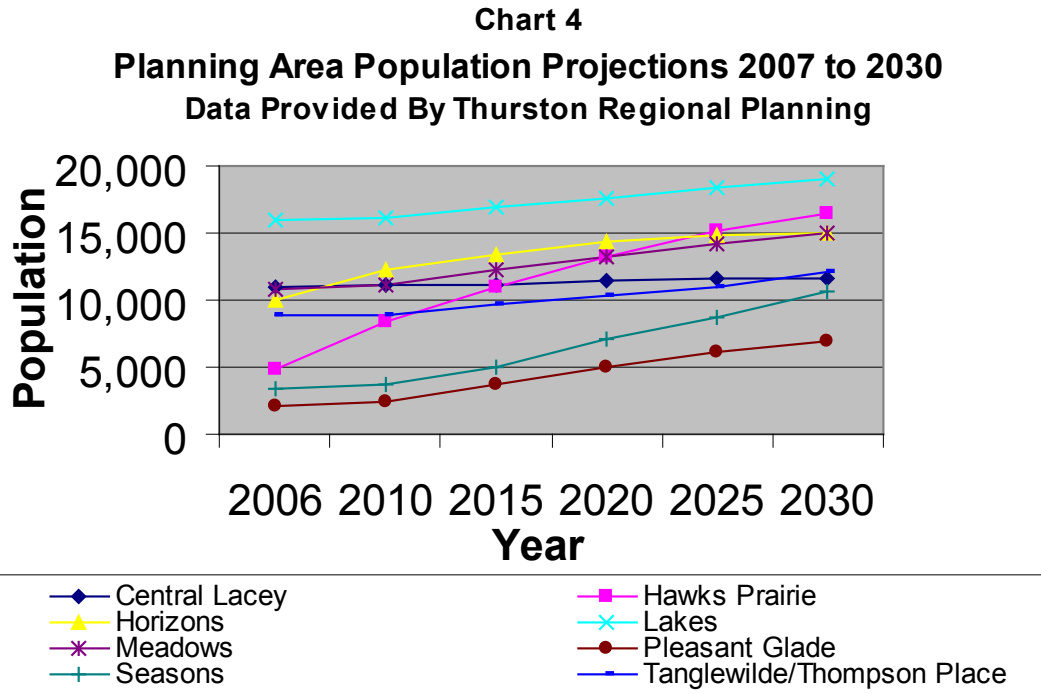
Area in comparison to Thurston County as a whole.

Results of population studies show the Central Lacey area is close to capacity and will probably show only a small increase in population over the near future. However, other planning areas, including a good amount of property outside Lacey's current incorporated boundaries, show significant potential for growth.

As can be shown from the comparison of planning area growth rates, the most significant growth is anticipated for Seasons, Meadows, Hawks Prairie, Horizons and Pleasant Glade. These are the areas that have the most vacant lands and the most potential for development. The Central Lacey area is extensively built out and only a limited amount of infill is expected. The Tanglewilde/Thompson Place area is also already built out, with only limited area for growth.

The Lakes area includes the more environmentally sensitive areas, which is expected to limit potential for density. However, the Lakes Planning Area is also the largest planning area and one of the more desirable areas considering its





lake amenities, which could contribute to significant population increases in this area. Overall, the amount of vacant land resources identified within the UGMA boundaries support the earlier assumption made in 1988, and again in 1994, that the boundaries can accommodate growth

for the next 20-year period. Subsequent studies discussed below further support this finding.

**Chart 5**  
**Population Forecast for Lacey and Lacey's Urban Growth Area 2007 to 2030**  
 Data Provided By Thurston Regional Planning

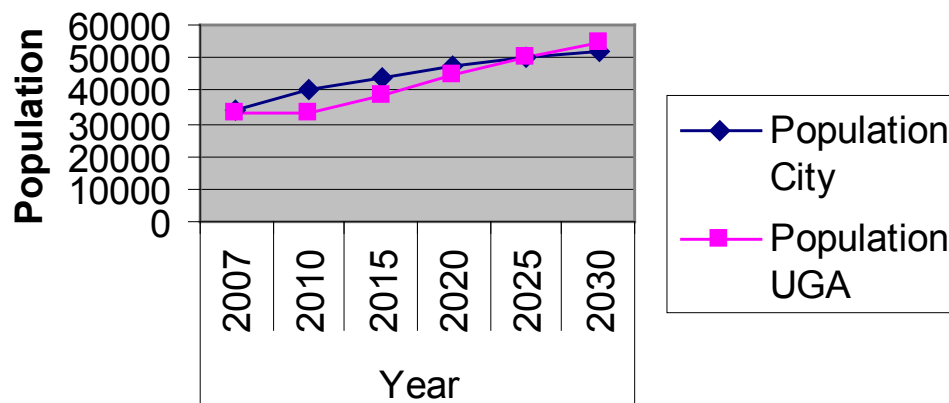
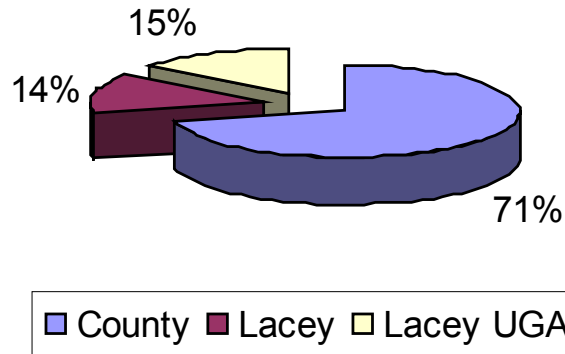


Chart 6

**Projected Population Allocation 2030  
between Lacey, Lacey's Urban Growth  
Area and the rest of Thurston County  
Data Provided By Thurston Regional Planning**



D. Land Use

Critical information required for preparation of a land use element includes existing land use data. It is important to know how much property is currently devoted to various types of land uses and where such land uses are located.

The majority of Lacey's commercial land use is located in the Central area, with a large Community Commercial area in the Horizons Planning Area at the corner of College and Yelm. There are also two undeveloped Community Commercial areas in the Hawks Prairie Planning Area at Marvin and Hawks Prairie Roads and on Wilamette Dr. There is a large General Commercial zone in the Tanglewilde/Thompson Place and Meadows Planning areas at the Martin Way and Marvin Road interchange area. More recently, a significant amount of property has been designated and master planned for commercial development in the Hawks Prairie Planning Area in the Hawks Prairie Business District.

In order to identify existing land uses and future land use needs, the City is utilizing all of the Regional Buildable Lands Report of 2007.

Information from the Buildable Lands Report can be used to provide a profile of the City and

growth area so land use assumptions can be made regarding future land use needs and resources.

To ascertain the forecasted need for different land use types, it is recommended by the literature that, unless significant shifts in the commercial and industrial bases are anticipated, a jurisdiction should aim for comparable percentages of land as what is currently utilized. Based upon this expectation, the vacant land available should be allocated to maintain existing percentages.

Land demand for the Lacey Growth Area has been estimated in the Regional Buildable Lands Report, and is discussed in section II-4 and II-8 of that document, as well as the technical section. The reader is referred to this document for a more thorough analysis of this issue.

E. Vacant Land Resources and Sizing of the Urban Growth Area (UGA)

While the UGA has adequate vacant land resources to accommodate anticipated growth for the next 20-year period, existing incorporated land, when considered alone, does not. Given the Growth Management Act's emphasis on slowing sprawl, an important issue is whether the exist-

## Holly Gilbert



**Thurston Regional Senior Planner Holly Gilbert was lead staff for Regional's Buildable Land Program and published reports completed in 2002 and 2007.**

ing incorporated area can accommodate expected growth and if it can't, how much bigger must the growth management area boundary be? To properly review this issue, a discussion of purpose and intent for establishment of the growth boundary, as well as the background for development of the UGA in north Thurston County is required.

The proposed urban growth management boundaries were established in 1988, with the exception of one proposed change in the Hawks Prairie area to include a vested development. In 1988, the Regional Urban Growth Management Subcommittee of the Thurston Regional Planning Council drew the boundaries based primarily on what areas were already urbanized, considering developed and vested sites, current and proposed zoning and land use designations, and the regional sewer phasing plan.

The primary emphasis in establishing the growth boundaries was to stop sprawl into County areas and, in particular, those areas with agricultural or forest land resources. In drafting the urban

growth management boundaries, agricultural areas and forest areas were protected.

The other major emphasis in drafting of the boundaries was to consider those properties already developed out to urban densities that were on septic tank and drain field and those areas that had vested projects expected to develop that were going to be on septic tank and drain field. This was of particular concern, as the Lacey area is very sensitive considering aquifer protection, and is considered at high risk for contamination of groundwater resources, resources that provide 100% of the area's potable water.

If already urbanized areas or vested projects are put within the urban growth area, those areas can be serviced with sewer, eliminating a primary cause of potential groundwater contamination. If they are drawn outside the UGA, they will likely not be provided with sewer. An example of this is the McAllister Park development in the Seasons Planning Area, which was vested through Court action for development of several hundred units on septic tank and drain field. If the UGA boundary was drafted to exclude this development, it could have legally been allowed to develop and build out at full densities on septic tank and drain field. It was to the County and City's benefit to provide sewer to this development to ensure that these units were hooked to sewer, as opposed to utilizing septic tank and drain field. This issue was particularly significant, since McAllister Park is adjacent to the McAllister Springs Geologically Sensitive Area.

After the initial establishment of the growth boundaries, a vacant land study was accomplished by Regional Planning, with assistance from the City of Lacey, to better identify vacant land resources in the Urban Growth Area. Additionally, subsequent follow-up studies were undertaken by Lacey with Thurston Geographic Information Facility staff. Graphic results of these vacant land studies were shown in the land use map provided in the 1994 Comprehensive Plan, where developed parcels were shown with

## McAllister Park



**Grandfathered in by court action, Lacey provided sewer to help protect what was designated at the time as McAllister Springs Geological Sensitive Area. The development provides upper income homes in the Seasons Planning Area.**

a color coding corresponding to an assessor's land use, and vacant lands were shown as white. This map also showed the current City limits for graphic representation of vacant lands within the City and within the County growth area.

The most recent Buildable Lands Report released in September of 2007 refines information provided in these earlier studies with new information and data, and identifies properties inside and outside the City proposed to be designated for residential, as well as other land uses. This report shows that in the baseline year of the data (first quarter of 2006) approximately 208 vacant acres in the City were designated for high density residential, 214 acres for moderate density residential, and 774 acres for low density residential. Chart 7 and Table P1 shows the number of buildable and developed acres in various land use zones in Lacey. Map B1 is the Lacey portion of the map published in the Buildable Lands Report. It shows information used in the buildable land analogies. Chart 8 shows the percentage of

buildable acres in Lacey by percentage in each general land use zone. Chart 9 shows the percentage of developed acres in Lacey in various land use zones.

In the County, there are an additional 89 acres for High Density, 280 acres for Moderate Density, 1319 for Low Density, and 566 in the McAllister Springs Geologically Sensitive Area. Chart 10 shows the number of buildable and developed acres in various land use zones in the Lacey UGA.

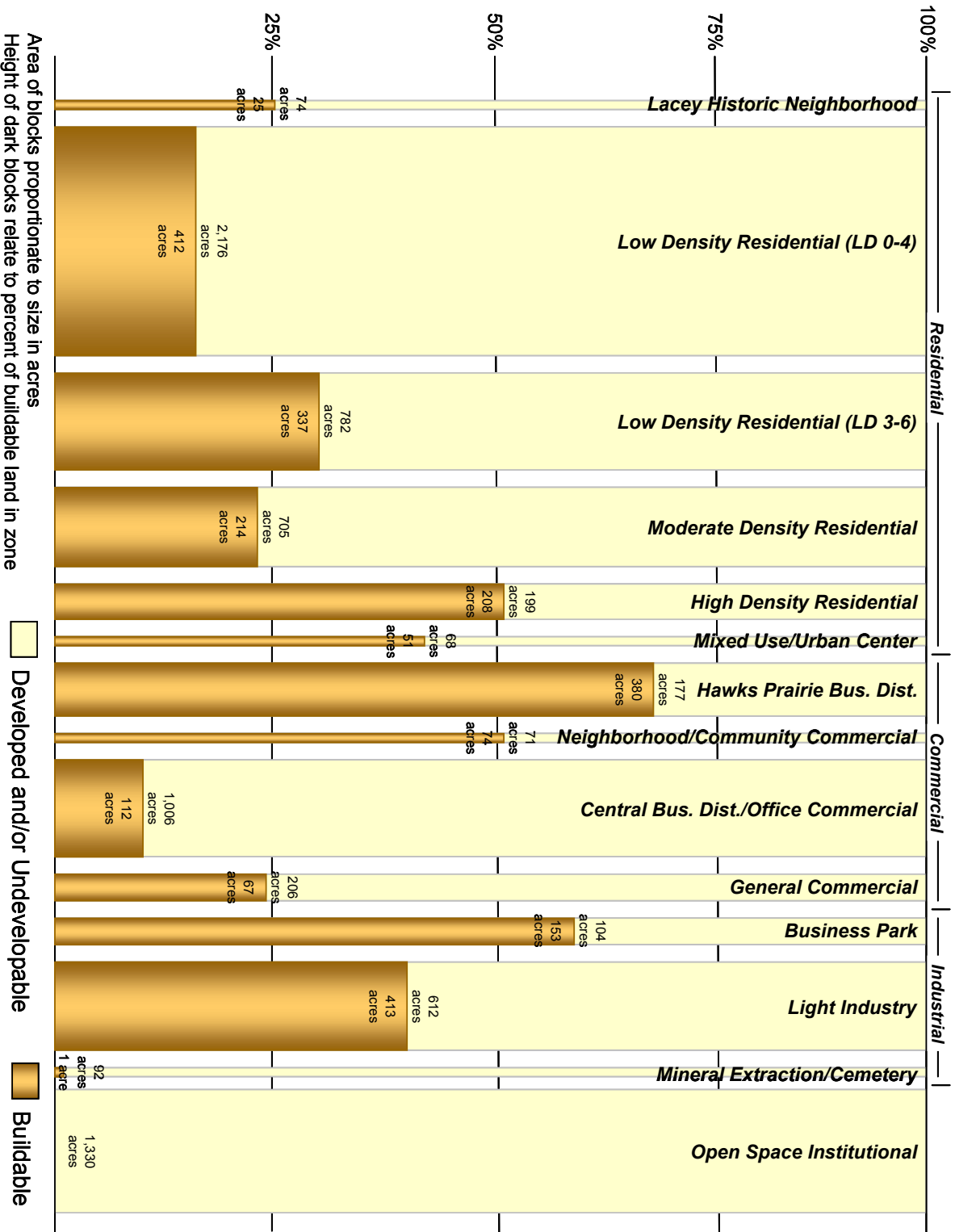
Charts 11 and 12 show the percentage of buildable and developed acres in the Lacey UGA in the various land use zones, respectively.

Chart 13 combines both the City and UGA data to provide an overall picture.

Chart 14 displays all of the developed land in specific land use zones with the percentage of buildable land reserves still available. Chart 15



# Chart 7 – BUILDABLE LAND IN THE CITY OF LACEY



<b>Table 1P</b>			
<b>Developed and Buildable Land Resources in the City of Lacey</b>			
<b>Data from the Thurston Regional Planning September 2007 Buildable lands Report</b>			
	Developed & Undevelopable	Buildable	Total Acres
Lacey Historic Neighborhood	74	25	99
Low Density Residential (LD 0-4)	2,176	412	2,588
Low Density Residential (LD 3-6)	782	337	1,119
Moderate Density Residential	705	214	919
High Density Residential	199	208	407
Mixed Use High Density Corridor	57	21	78
Mixed Use Moderate Density Corridor	6	22	28
Urban Center	5	8	13
Hawks Prairie Business District	177	380	557
Neighborhood Commercial	13	23	36
Community Commercial District	58	51	109
Office Commercial	3	-	3
Central Business District	1,003	112	1,115
General Commercial	206	67	273
Business Park	104	153	257
Light Industrial/Commercial	42	1	43
Light Industry	570	412	982
Mineral Extraction	43	1	44
Cemetery	49	-	49
Open Space Institutional	1,330	-	1,330
Open Space Institutional/Park	14	-	14
Open Space Institutional/School	39	-	39

Note: The Buildable Lands Report is based upon data from the first quarter of 2006. The 2007 Buildable Lands Report was also based upon a capacity analysis that does not easily translate to land in acres. However, to provide the reader another measure, land in acres is shown for consideration.



**City of Lacey & Urban Growth Area**  
**2006 Land Use and Development Potential**

**Lands Suitable for Development**

- Residential Single Lot or Short Plat Potential
- Residential Long Plat Potential
- Residential Partially-Used Lands
- Mixed Use Development Potential
- Commercial or Industrial Development Potential
- Government or Institutional Vacant Lands

**Redevelopment Potential**

- High Redevelopment Potential
- Very High Redevelopment Potential

**Developed or Undevelopable Lands**

- Parks, Preserves & Open Space
- Natural Resources
- Environmental Constraints
- Public & Institutional Lands & Facilities
- High Transmission Power Lines
- Other

**Projects in Development Pipeline**

- Pre-Submission Stage
- Application Stage
- Master Planned Community

**Other Features**

- Hospital
- Olympia Regional Airport
- Park and Ride
- Train Station
- School
- Active Railroads
- Inactive Railroads
- Park Boundaries
- Planning Areas
- City Limits
- Urban Growth Areas
- Activity Hubs

**Subdivisions**

- Approved in 1970s, 80s, or 90s
- Approved in 2000 or later

**Map Printed on July 14, 2008**  
 P:\Lacey\Dave\_Burns\maps\_images\LandUse-BL\Lacey-BL.mxd

**DISCLAIMER:**  
 This map is for general planning purposes only. Thurston Regional Planning Council makes no representations as to accuracy or fitness of the information for a particular purpose.

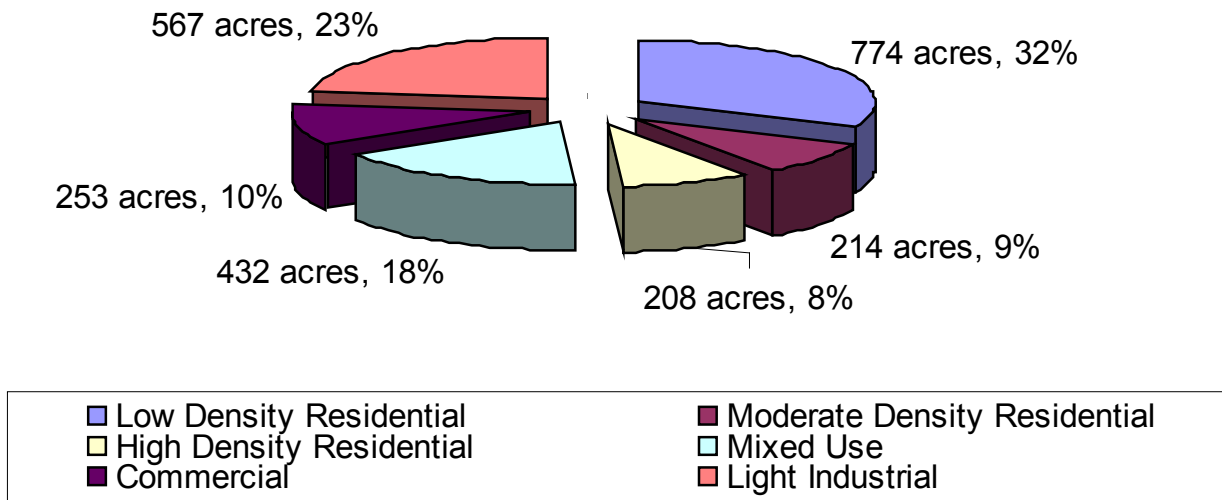
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**TRPC**  
 Thurston Regional Planning Council

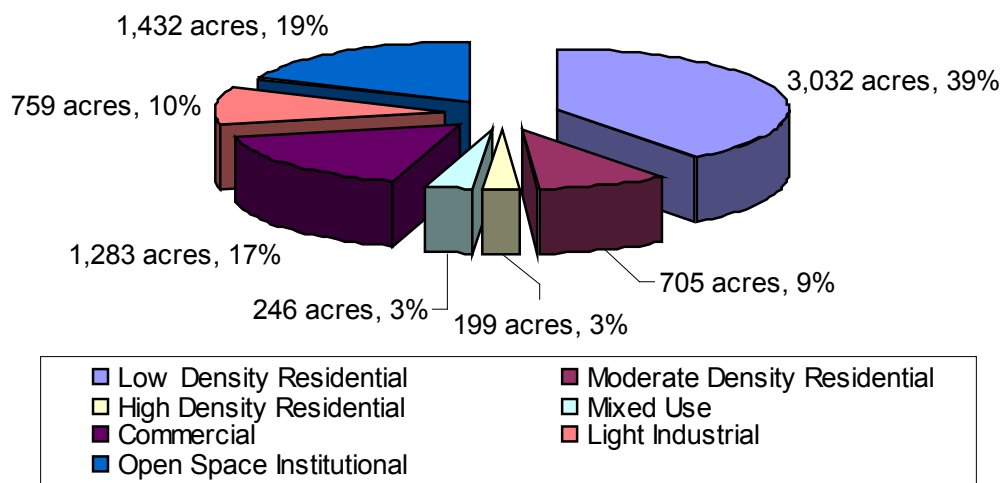
**Map Details:**  
 The map shows the city of Lacey and its surrounding urban growth area. Key features include:  
 - **Highways:** I-5, SR-52, SR-520, SR-52N, SR-52S, SR-52E, SR-52W, SR-52X, SR-52Y, SR-52Z, SR-52AA, SR-52AB, SR-52AC, SR-52AD, SR-52AE, SR-52AF, SR-52AG, SR-52AH, SR-52AI, SR-52AJ, SR-52AK, SR-52AL, SR-52AM, SR-52AN, SR-52AO, SR-52AP, SR-52AQ, SR-52AR, SR-52AS, SR-52AT, SR-52AU, SR-52AV, SR-52AW, SR-52AX, SR-52AY, SR-52AZ, SR-52BA, SR-52BB, SR-52BC, SR-52BD, SR-52BE, SR-52BF, SR-52BG, SR-52BH, SR-52BI, SR-52BJ, SR-52BK, SR-52BL, SR-52BM, SR-52BN, SR-52BO, SR-52BP, SR-52BQ, SR-52BR, SR-52BS, SR-52BT, SR-52BU, SR-52BV, SR-52BW, SR-52BX, SR-52BY, SR-52BZ, SR-52CA, SR-52CB, SR-52CC, SR-52CD, SR-52CE, SR-52CF, SR-52CG, SR-52CH, SR-52CI, SR-52CJ, SR-52CK, SR-52CL, SR-52CM, SR-52CN, SR-52CO, SR-52CP, SR-52CQ, SR-52CR, SR-52CS, SR-52CT, SR-52CU, SR-52CV, SR-52CW, SR-52CX, SR-52CY, SR-52CZ, SR-52DA, SR-52DB, SR-52DC, SR-52DD, SR-52DE, SR-52DF, SR-52DG, SR-52DH, SR-52DI, SR-52DJ, SR-52DK, SR-52DL, SR-52DM, SR-52DN, SR-52DO, SR-52DP, SR-52DQ, SR-52DR, SR-52DS, SR-52DT, SR-52DU, SR-52DV, SR-52DW, SR-52DX, SR-52DY, SR-52DZ, SR-52EA, SR-52EB, SR-52EC, SR-52ED, SR-52EE, SR-52EF, SR-52EG, SR-52EH, SR-52EI, SR-52EJ, SR-52EK, SR-52EL, SR-52EM, SR-52EN, SR-52EO, SR-52EP, SR-52EQ, SR-52ER, SR-52ES, SR-52ET, SR-52EU, SR-52EV, SR-52EW, SR-52EX, SR-52EY, SR-52EZ, SR-52FA, SR-52FB, SR-52FC, SR-52FD, SR-52FE, SR-52FF, SR-52FG, SR-52FH, SR-52FI, SR-52FJ, SR-52FK, SR-52FL, SR-52FM, SR-52FN, SR-52FO, SR-52FP, SR-52FQ, SR-52FR, SR-52FS, SR-52FT, SR-52FU, SR-52FV, SR-52FW, SR-52FX, SR-52FY, SR-52FZ, SR-52GA, SR-52GB, SR-52GC, SR-52GD, SR-52GE, SR-52GF, SR-52GG, SR-52GH, SR-52GI, SR-52GJ, SR-52GK, SR-52GL, SR-52GM, SR-52GN, SR-52GO, SR-52GP, SR-52GQ, SR-52GR, SR-52GS, SR-52GT, SR-52GU, SR-52GV, SR-52GW, SR-52GX, SR-52GY, SR-52GZ, SR-52HA, SR-52HB, SR-52HC, SR-52HD, SR-52HE, SR-52HF, SR-52HG, SR-52HH, SR-52HI, SR-52HJ, SR-52HK, SR-52HL, SR-52HM, SR-52HN, SR-52HO, SR-52HP, SR-52HQ, SR-52HR, SR-52HS, SR-52HT, SR-52HU, SR-52HV, SR-52HW, SR-52HX, SR-52HY, SR-52HZ, SR-52IA, SR-52IB, SR-52IC, SR-52ID, SR-52IE, SR-52IF, SR-52IG, SR-52IH, SR-52II, SR-52IJ, SR-52IK, SR-52IL, SR-52IM, SR-52IN, SR-52IO, SR-52IP, SR-52IQ, SR-52IR, SR-52IS, SR-52IT, SR-52IU, SR-52IV, SR-52IW, SR-52IX, SR-52IY, SR-52IZ, SR-52JA, SR-52JB, SR-52JC, SR-52JD, SR-52JE, SR-52JF, SR-52JG, SR-52JH, SR-52JI, SR-52JJ, SR-52JK, SR-52JL, SR-52JM, SR-52JN, SR-52JO, SR-52JP, SR-52JQ, SR-52JR, SR-52JS, SR-52JT, SR-52JU, SR-52JV, SR-52JW, SR-52JX, SR-52JY, SR-52JZ, SR-52KA, SR-52KB, SR-52KC, SR-52KD, SR-52KE, SR-52KF, SR-52KG, SR-52KH, SR-52KI, SR-52KJ, SR-52KL, SR-52KM, SR-52KN, SR-52KO, SR-52KP, SR-52KQ, SR-52KR, SR-52KS, SR-52KT, SR-52KU, SR-52KV, SR-52KW, SR-52KX, SR-52KY, SR-52KZ, SR-52LA, SR-52LB, SR-52LC, SR-52LD, SR-52LE, SR-52LF, SR-52LG, SR-52LH, SR-52LI, SR-52LJ, SR-52LK, SR-52LL, SR-52LM, SR-52LN, SR-52LO, SR-52LP, SR-52LQ, SR-52LR, SR-52LS, SR-52LT, SR-52LU, SR-52LV, SR-52LW, SR-52LX, SR-52LY, SR-52LZ, SR-52MA, SR-52MB, SR-52MC, SR-52MD, SR-52ME, SR-52MF, SR-52MG, SR-52MH, SR-52MI, SR-52MJ, SR-52MK, SR-52ML, SR-52MN, SR-52MO, SR-52MP, SR-52MQ, SR-52MR, SR-52MS, SR-52MT, SR-52MU, SR-52MV, SR-52MW, SR-52MX, SR-52MY, SR-52MZ, SR-52NA, SR-52NB, SR-52NC, SR-52ND, SR-52NE, SR-52NF, SR-52NG, SR-52NH, SR-52NI, SR-52NJ, SR-52NK, SR-52NL, SR-52NM, SR-52NO, SR-52NP, SR-52NQ, SR-52NR, SR-52NS, SR-52NT, SR-52NU, SR-52NV, SR-52NW, SR-52NX, SR-52NY, SR-52NZ, SR-52OA, SR-52OB, SR-52OC, SR-52OD, SR-52OE, SR-52OF, SR-52OG, SR-52OH, SR-52OI, SR-52OJ, SR-52OK, SR-52OL, SR-52OM, SR-52ON, SR-52OO, SR-52OP, SR-52OQ, SR-52OR, SR-52OS, SR-52OT, SR-52OU, SR-52OV, SR-52OW, SR-52OX, SR-52OY, SR-52OZ, SR-52PA, SR-52PB, SR-52PC, SR-52PD, SR-52PE, SR-52PF, SR-52PG, SR-52PH, SR-52PI, SR-52PJ, SR-52PK, SR-52PL, SR-52PM, SR-52PN, SR-52PO, SR-52PP, SR-52PQ, SR-52PR, SR-52PS, SR-52PT, SR-52PU, SR-52PV, SR-52PW, SR-52PX, SR-52PY, SR-52PZ, SR-52QA, SR-52QB, SR-52QC, SR-52QD, SR-52QE, SR-52QF, SR-52QG, SR-52QH, SR-52QI, SR-52QJ, SR-52QK, SR-52QL, SR-52QM, SR-52QN, SR-52QO, SR-52QP, SR-52QQ, SR-52QR, SR-52QS, SR-52QT, SR-52QU, SR-52QV, SR-52QW, SR-52QX, SR-52QY, SR-52QZ, SR-52RA, SR-52RB, SR-52RC, SR-52RD, SR-52RE, SR-52RF, SR-52RG, SR-52RH, SR-52RI, SR-52RJ, SR-52RK, SR-52RL, SR-52RM, SR-52RN, SR-52RO, SR-52RP, SR-52RQ, SR-52RR, SR-52RS, SR-52RT, SR-52RU, SR-52RV, SR-52RW, SR-52RX, SR-52RY, SR-52RZ, SR-52SA, SR-52SB, SR-52SC, SR-52SD, SR-52SE, SR-52SF, SR-52SG, SR-52SH, SR-52SI, SR-52SJ, SR-52SK, SR-52SL, SR-52SM, SR-52SN, SR-52SO, SR-52SP, SR-52SQ, SR-52SR, SR-52SS, SR-52ST, SR-52SU, SR-52SV, SR-52SW, SR-52SX, SR-52SY, SR-52SZ, SR-52TA, SR-52TB, SR-52TC, SR-52TD, SR-52TE, SR-52TF, SR-52TG, SR-52TH, SR-52TI, SR-52TJ, SR-52TK, SR-52TL, SR-52TM, SR-52TN, SR-52TO, SR-52TP, SR-52TQ, SR-52TR, SR-52TS, SR-52TT, SR-52TU, SR-52TV, SR-52TW, SR-52TX, SR-52TY, SR



**Chart 8**  
**2007 Buildable Land in Lacey**  
**Shown as a Percentage of Land In General Land Use Categories**  
**Data Provided By Thurston Regional Planning**



**Chart 9**  
**2007 Developed & Undevelopable Land in Lacey**  
**Shown as a Percentage of Land in General Land Use Categories**  
**Data Provided By Thurston Regional Planning**





# Chart 10 – BUILDABLE LAND IN THE LACEY UGA

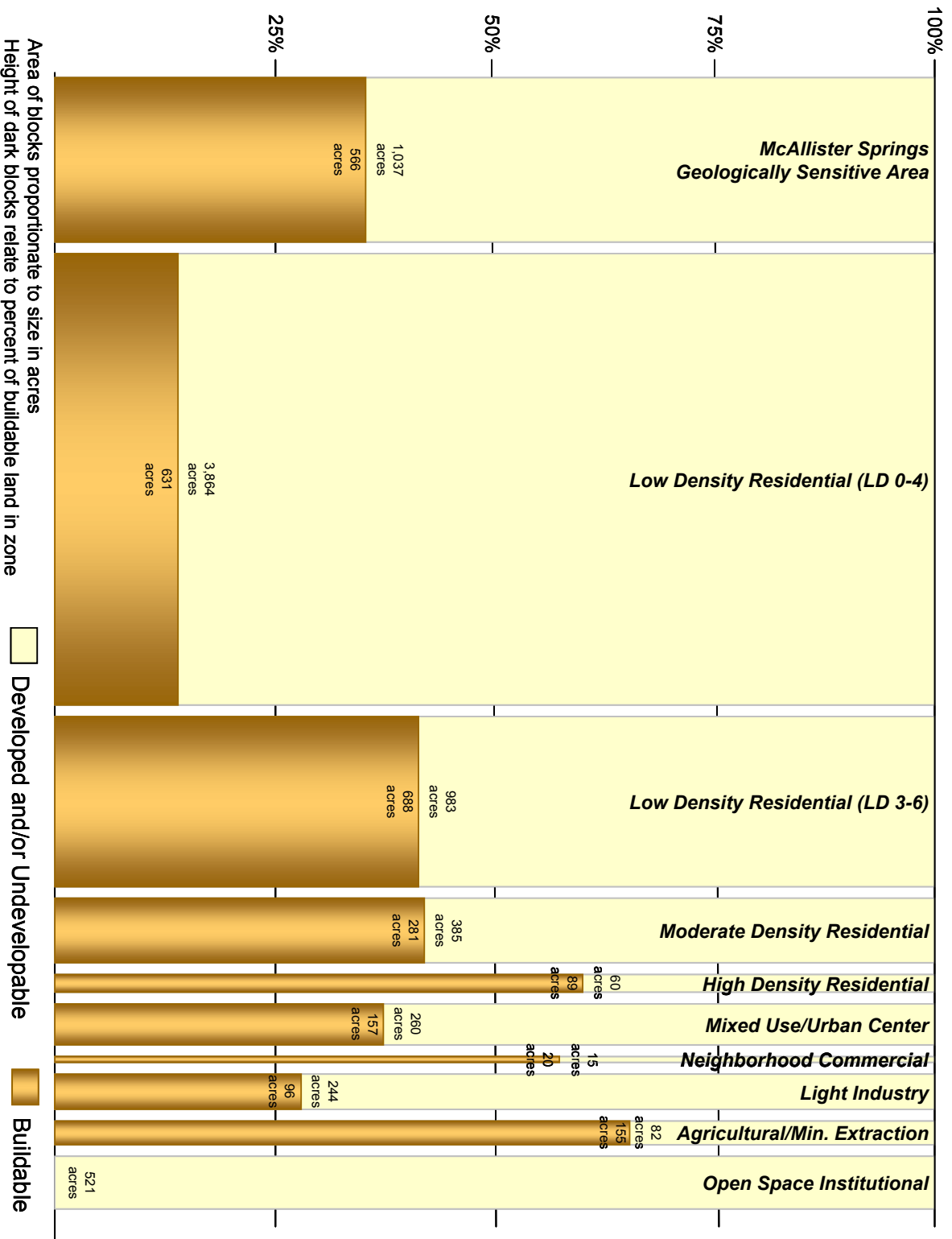
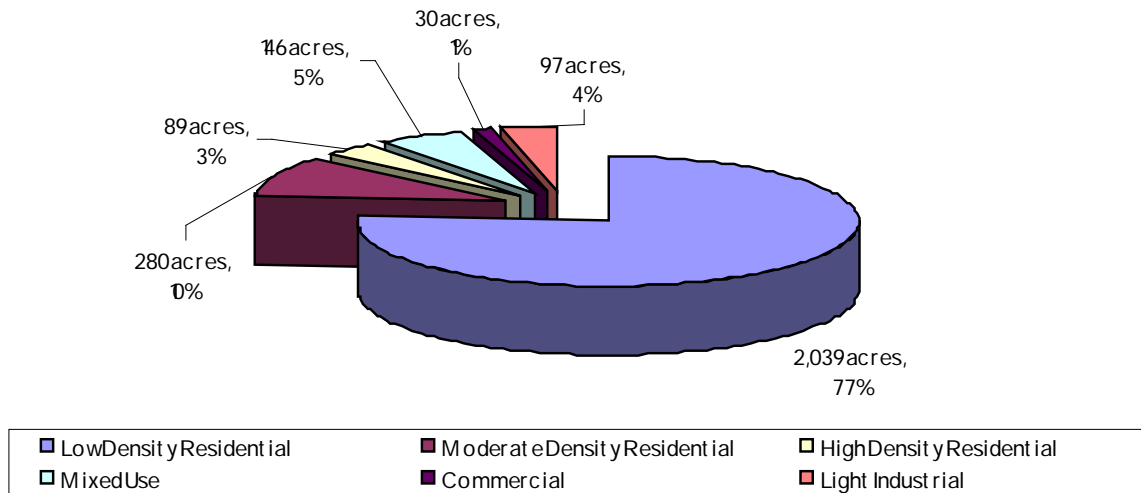


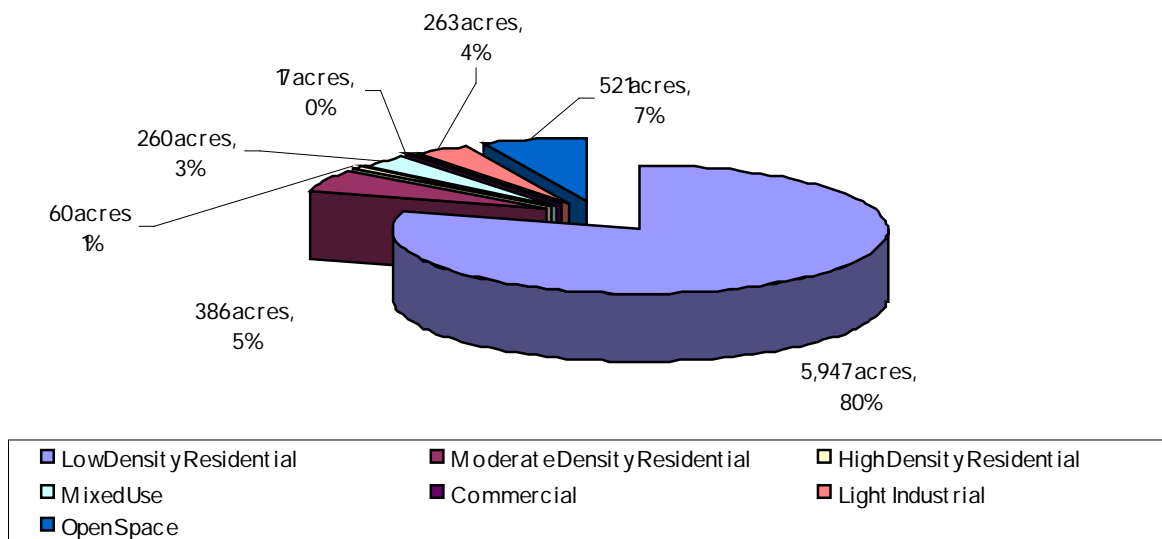
Chart 11  
Buildable Land Resources in the Lacey Urban Growth Area (UGA) 2007  
Shown as a Percentage in each General Land Use Category  
Data Provided By Thurston Regional Planning



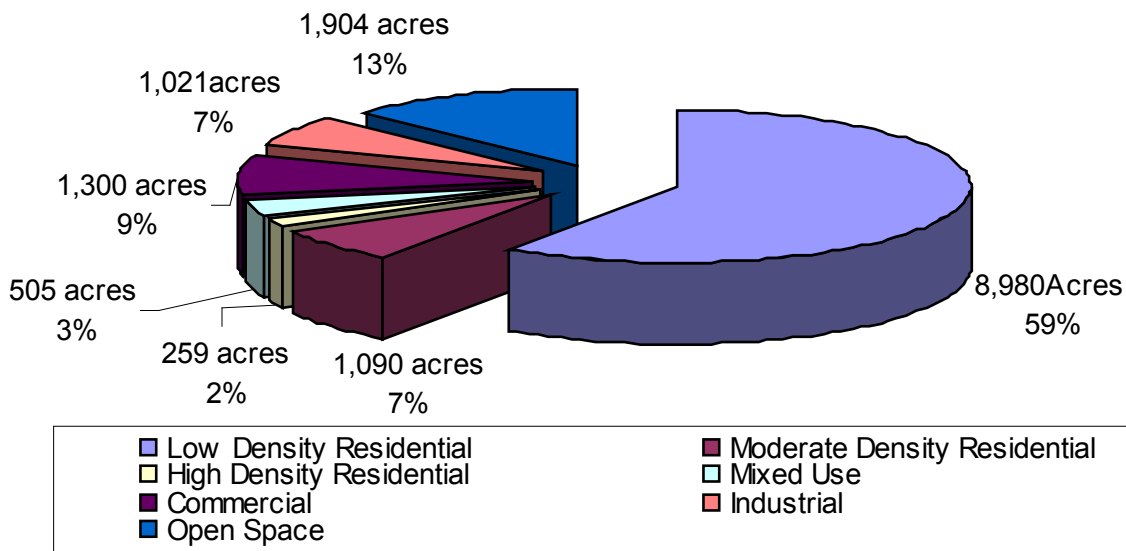
and Table 2P show buildable and developed land resources in both Lacey and the Lacey UGA by zoning district. Chart 16 shows buildable land as a percentage of land resources. This data and the existing land use map provide some understanding of the vacant land resources available in the proposed UGA and it is possible to calcu-

late potential ability to accommodate population growth. Chart 17 shows estimated residential capacity in Lacey and the Lacey Growth Area to the year 2030. However, it is important to understand that figures can be misleading without understanding how they were prepared and some important limitations and considerations.

Chart 12  
Developed Land Resources in the Lacey Urban Growth Area (UGA) Shown  
as a Percentage in each General Land Use Category  
Data Provided By Thurston Regional Planning



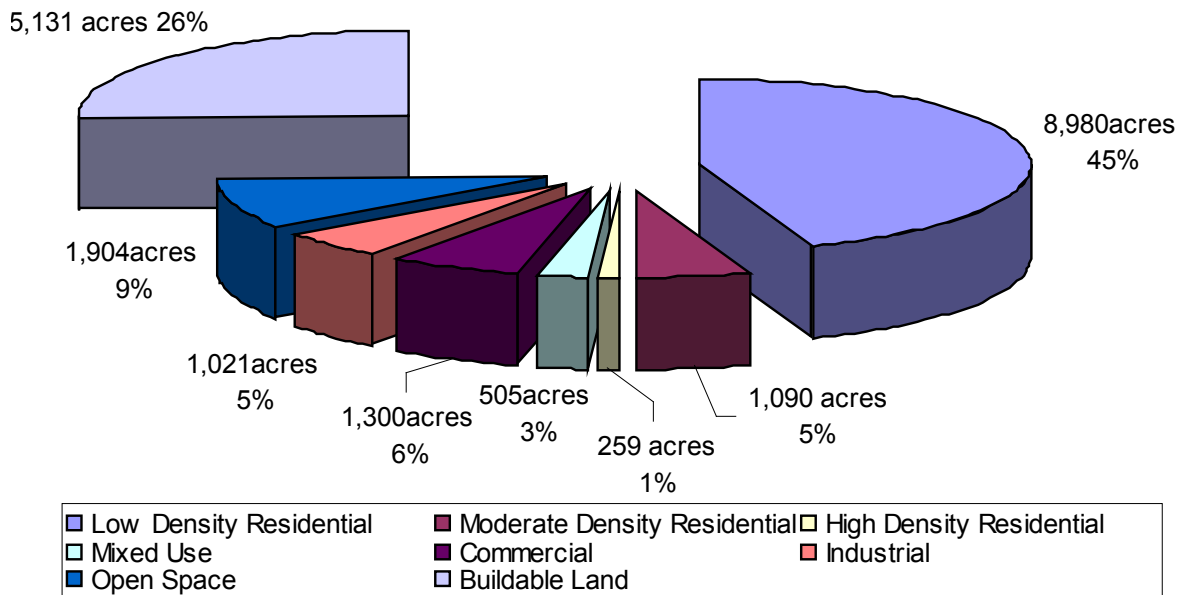
**Chart 13**  
**2007 Developed Land Resources in Lacey and the Lacey Growth Area as**  
**a Percentage in Each General Land Use Category**  
**Data Provided By Thurston Regional Planning**



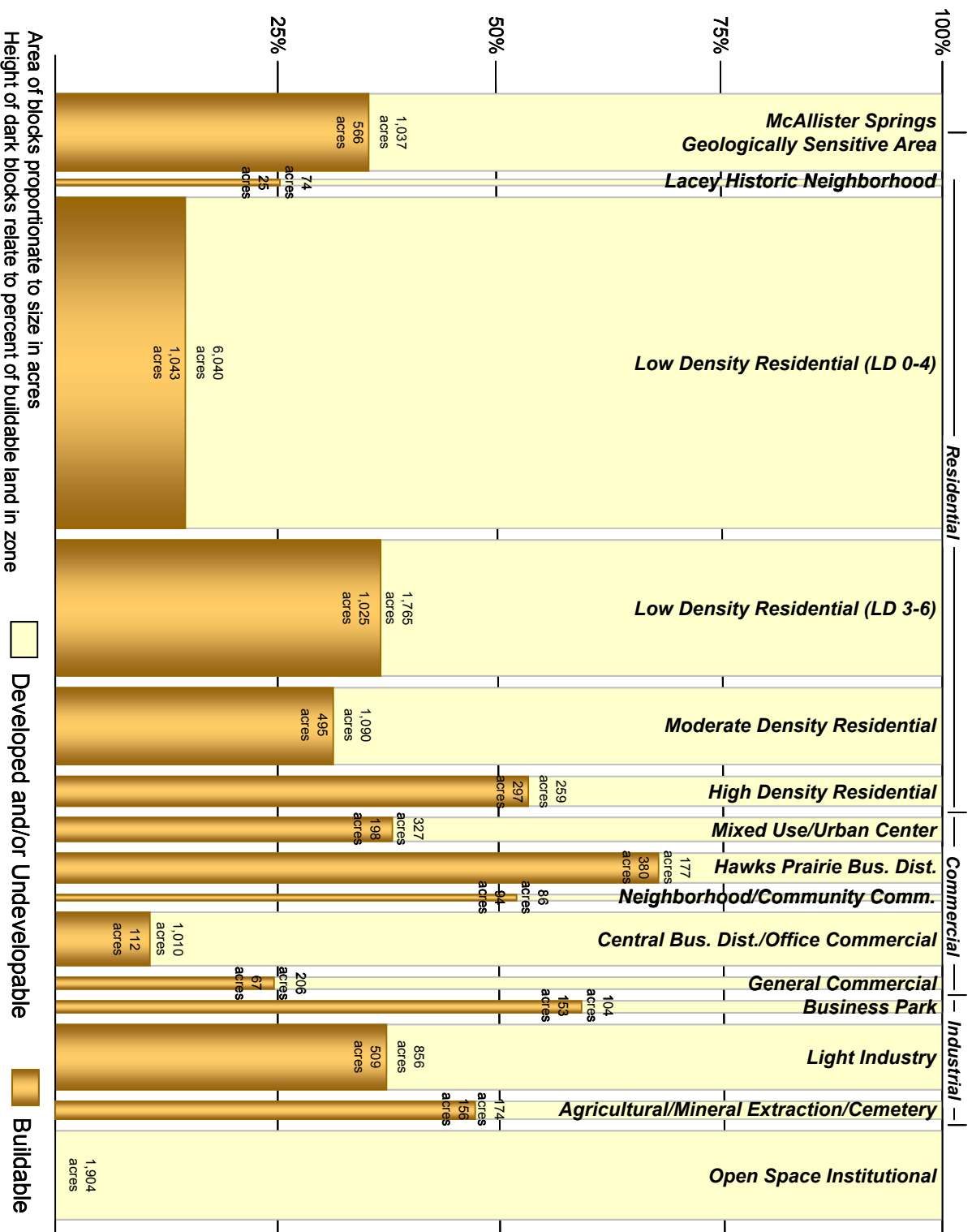
One of the major limitations is the forecasting of densities that will develop. The proposed Comprehensive Plan has an emphasis on providing a full range of housing choices and

responding to market needs and conditions. The Planning Commissions felt it was impossible to predict exactly how densities might develop. In the past, we have seen where moderate den-

**Chart 14**  
**Land Resources in Lacey and Lacey Urban Growth Area 2007**  
**Shows Percentage of Developed Land in General Zoning Categories**  
**and Percentage of Land Resources Still Buildable**  
**Data Provided By Thurston Regional Planning**



# Chart 15 – BUILDABLE LAND IN THE CITY OF LACEY AND LACEY UGA

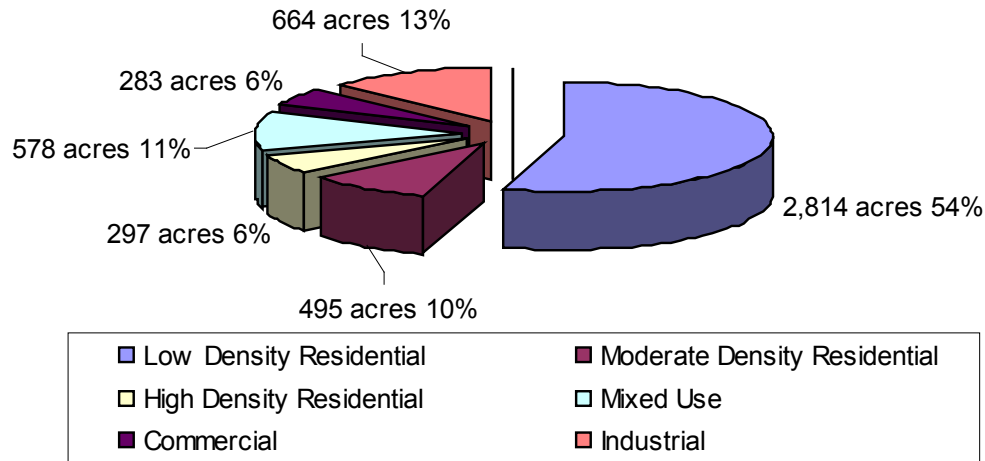




<b>Table 2P</b>			
<b>Developed and Buildable Land in Lacey and the Lacey UGA shown in Acres</b>			
	Developed & Undevelopable	Buildable	Total
Agricultural	64	155	219
McAllister Springs Geologically Sensitive Area	1,037	566	1,603
Lacey Historic Neighborhood	74	25	99
Low Density Residential 0-4	6,040	1,043	7,083
Low Density Residential 3-6	1,765	1,025	2,790
Moderate Density Residential	1,090	495	1,585
High Density Residential	259	297	556
Mixed Use High Density Corridor	210	83	293
Mixed Use Moderate Density Corridor	43	44	87
Urban Center	5	8	13
Village Center	69	63	132
Neighborhood Commercial	28	43	71
Community Commercial District	58	51	109
Office Commercial	3	-	3
Central Business District	1,004	122	1,126
General Commercial	206	67	273
Hawks Prairie Business District	177	380	557
Business Park	104	153	257
Light Industrial Commercial	75	71	146
Light Industrial	781	438	1,219
Mineral Extraction	61	1	62
Opens Space Institutional	1,784	-	1,784
Opens Space Institutional Park	81	-	81
Openspace Institutional School	39	-	39

Note: The Buildable Lands Report is based upon data from the first quarter of 2006. The 2007 Buildable Lands Report was also based upon a capacity analysis that does not easily translate to land in acres. However, to provide the reader another measure, land in acres is shown for consideration.

**Chart 16**  
**Buildable Land In General Land Use Zones for Lacey and the Lacey**  
**UGA 2007**  
**Data Provided By Thurston Regional Planning**



**Pete Swenson**



**Pete Swenson, a senior planner for Thurston Regional, utilizing a software program that he developed, has been responsible for local population projections since February of 1974.**

sity properties have actually developed out at low density because of market forces. While the proposed Comprehensive Plan has density minimums it still provides for a range of options, i.e., low density 0-4 or 3-6, moderate density 6-12, high density 6-20. Because of an unknown market, the range of density options seems rea-

sonable.

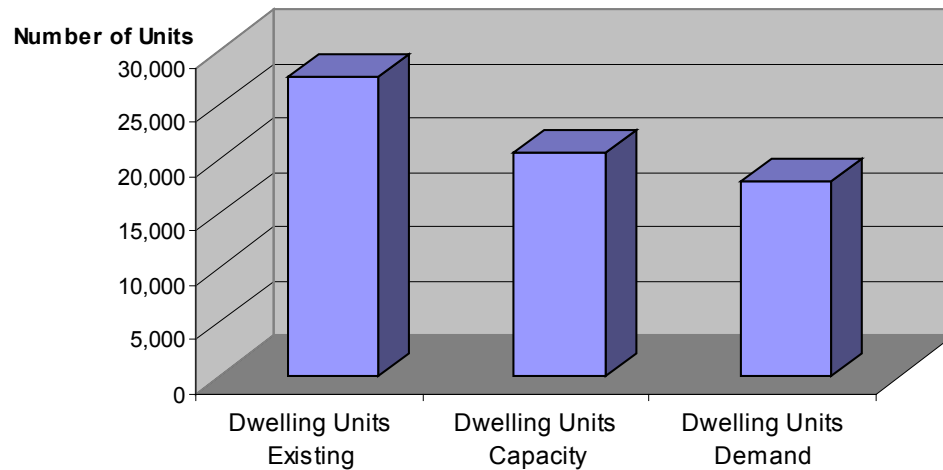
The Planning Commission did not want to require higher density minimums than described above for fear that the market would not bear that amount of high density property. We must remember that not everybody wants to live in apartments. Additionally, for the last decade in

**Ernest Moore**



**A member of Thurston Geodata's GIS team, Earnest Moore, provided special GIS studies for Lacey's 1994 GMA Plan and the 2003 update.**

**Chart 17**  
**Residential Development Capacity**  
**Shows Dwelling Units in 2007, Existing Capacity and Demand Through 2030**  
**Data Provided By Thurston Regional Planning**



the Lacey area banks have been reluctant to loan on multifamily projects. If minimums are set too high for the market to support, significant properties in strategic locations could stand vacant and not develop. Under this scenario, zoning a significant amount of property for moderate and high density, with unrealistic minimum densities that the market cannot support, would do little

**Veena and Pete**



**Veena Tabbutt, a planner for Thurston Regional, discusses demographic information with Pete Swenson, a senior planner for Thurston Regional. Veena provided the demographic material used in plan updates.**

except to accelerate large lot sprawl throughout the County and increase the cost of housing, which would be in conflict with affordable housing goals of the Housing Element.

To analyze probable buildout of the remaining vacant lands in the growth area the 2007 Regional Buildable Lands Report looked at our zoning designations and vacant land, and made some assumptions relating to estimated density. A description of these assumptions and methodology for the study are provided in the 2007 Buildable Lands Report. The reader is referred to this document for a more thorough discussion of methodology involved in the study.

Results of the review found that generally it is expected that the growth area contains enough buildable land to accommodate 20-year growth projections. Under the most intensive scenario, where full densities are utilized (a scenario that has not been borne out by past experience), vacant land resources could accommodate a much longer time span. The caveat on all assumptions is that these figures expect full utilization of all vacant lands.

Review of the existing land use map with vacant acres indicates vacant land resources are not

unusually high, considering existing vested projects, ownership, configuration of vacant land, and the need for sufficient property to provide for healthy competition and a full range of housing opportunities. A major potential problem is the threat of under-estimating the need for vacant land and unnecessarily driving up the cost of land. Drawing the growth boundary too tight, with unrealistic assumptions on infill and not enough land to provide adequate competition, could have significant undesirable consequences.

Tighter growth boundaries could result in even further escalation of cost of properties within the UGA, encouragement of 5-acre sprawl, and the collapse of affordable housing. The effect of limited vacant land resources and potential impacts on market value are borne out by experiences that Lacey staff have had at the permit counter when dealing with potential developers.

As far back as the early 1990's, shortly after adoption of the growth boundary under GMA, a respected developer looking for an area to develop a larger project (40 acres+) could only find two potential sites within the growth area with utilities available. One was difficult to develop because of sensitive area limitations, and the other was locked up in contract to another developer before he could get a contract on it. Other sites were said to have skyrocketed in asking price based upon perceived increase in value as a result of GMA impacts on the market. This has significant implications for affordable housing goals.

As can best be determined, the existing urban growth boundaries properly consider the full range of needs and resources in the planning area. UGA boundaries reflect consideration of existing urban and vested development currently outside the City on septic tank and drain fields. Boundaries also reflect the task of stopping sprawl to protect County resources of agricultural, timber and environmentally sensitive areas. The boundaries also provide room for a full range of housing options.

In addition, the growth boundaries also accommodate a reasonable market factor for reasons discussed in Appendix 5 of the 2007 Buildable Lands Report. The market factor used in the Buildable Lands Report of 2007 ranged between 0 and 25 percent. Lacey market factor for 2028 projections was 24% and for 2030 projections 15%. Market factors account for "vagaries of the real estate market supply" and at a minimum take into account that not all land suitable for development will be available for development in the 20-year planning horizon. Some land owners will choose not to put their vacant or partially-used land on the market, or choose not to redevelop developed properties.

In 2007 Thurston County and the cities and towns began working together in a joint planning effort to develop suitable market factors for each jurisdiction and the adjacent unincorporated urban growth area. A reasonable market factor may also provide for some competition to help affordable housing goals and policies, although perhaps not enough.

In summary, the growth boundaries provide a reasonable balancing of all the above-referenced factors. At expected buildout (at least required minimum densities), we should be able to comfortably accommodate the next 20 years of growth. If market forces change and our goals and policies are effective in encouraging higher densities along corridors, we will be able to utilize our vacant land resources even more effectively and have vacant land that will last past the 20-year projection.



### **III. GROWTH MANAGEMENT ACT**



**Nisqually Farm**

### III. Growth Management Act Land Use Goals and County-Wide Planning Policies

The Growth Management Act has thirteen specific planning goals. Two of the specific goals provide a major thrust in urban development patterns. These statements are:

A. Urban Growth: Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.

B. Reduce sprawl: Reduce the inappropriate conversion of undeveloped land into sprawling low-density development.

These two goals can be considered the guiding principles in desired urban development patterns. To properly implement this concept, the idea of urban growth boundaries was developed, and each county and local jurisdiction has been required to designate specific areas for urban growth to take place. The underlying concept is for a certain area to be designated for urban growth where growth can be planned to occur in

an orderly and efficient manner, considering the provision of necessary services and the conservation of land by its wise use. It is expected that urban growth can be confined to specified areas. Utility planning, transportation planning and capital facilities planning become easier and the cost of providing services becomes more efficient.

Additionally, confining urban growth to specified areas will help conserve rural areas which are better utilized for other purposes, such as resource conservation.

Another major benefit is the conservation of property by a more intensive and therefore economical and efficient use of land. In the past, land resources have been consumed in a disproportionate rate, considering population growth. In short, the amount of land being consumed to support our population is considered to be much more than necessary. By controlling urban growth and limiting it to certain areas, a jurisdiction can expect more economic use of the land and as such make available more undeveloped land resources for future generations.

As part of the Growth Management Act process to implement GMA goals, the County and local jurisdictions got together to agree upon countywide planning policies. Countywide planning policies were agreed to by local jurisdictions and signed September 8, 1992. The agreed upon countywide planning policies mirror requirements of the GMA and were to provide a blue print for crafting GMA plans.

Four of the countywide planning policies deal specifically with issues relating to land use. These include designation and amendment of the Urban Growth Area, promotion of contiguous and orderly development, the provision of urban services, joint County and City planning, and the siting of countywide and statewide public capital facilities.

Designation of urban growth areas is one of the first requirements of the Growth Management

**Legacy Lots**



Much of the growth on larger lots, after the first GMA plan in 1994, took place on what the Regional Buildable Lands Report termed “Legacy Lots”, lots grandfathered prior to the adoption of local GMA plans. This photo shows new home construction in Eagle Cliff, just outside Lacey’s growth area.



Act; Thurston County and the local jurisdictions actually had accomplished most of the work regarding this issue prior to the time the GMA became law. The urban growth boundaries have been utilized by Thurston Regional and the City of Lacey, along with other data, to accomplish the vacant lands study and population estimates and projections for growth. The urban growth boundaries can be considered the foundation for implementation of GMA requirements for local land use planning.

**Robert Patrick**



**Bob was Lacey's first full time planner hired in 1985 as the Community Development Director. Bob was responsible for negotiation of Lacey's first urban growth boundaries prior to adoption of the State Growth Management Act. As the Director, Bob was responsible for overseeing development of Lacey's first GMA Plan in 1994.**

The second issue was the promotion of contiguous and orderly development and provision of urban services. This strikes at the heart of the GMA requirements. The County and local jurisdictions adopted policies to accommodate urban development in the growth area, coordinate urban services

planning and standards and to provide capacity to accommodate planned growth.

Inside the urban growth areas, the County policies also provide for joint City and County planning. According to these policies, each city assumes lead responsibility for preparing the joint plan, in cooperation with the County. Joint planning is then expected to serve as the basis for County planning decisions that will act as the pre-annexation comprehensive plan during annexations and provide both City and County surety in zoning decisions.

The countywide planning policies provide for a rational and fair process for siting of essential public facilities. Essential public facilities are public facilities and privately owned or operated facilities serving a public purpose that are typically difficult to site. They include:

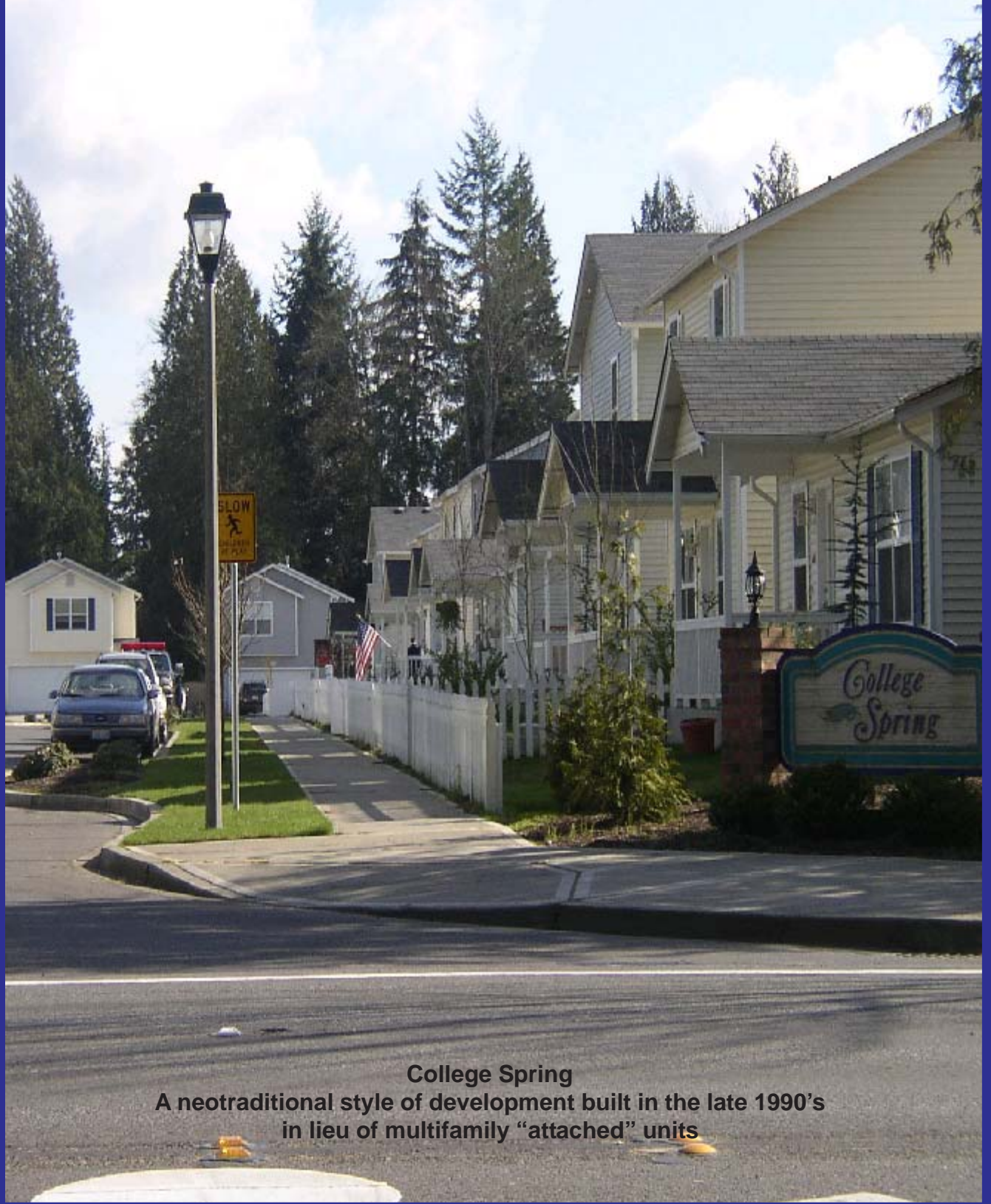
A. Airports; state education facilities; state or regional transportation facilities; prisons, jails and other correctional facilities; solid waste handling facilities; inpatient facilities such as group homes, mental health facilities and substance abuse facilities; sewage treatment facilities; communication towers and antennas; and secure community transition facilities.

B. Facilities identified by the State Office of Financial Management as essential public facilities, consistent with RCW 36.70A.200.

C. Facilities identified as essential public facilities in the City's zoning ordinance.

The countywide planning policies also include a number of other policies that deal with fiscal and economic considerations, affordable housing, transportation, and environmental quality.

## IV. LAND USE ISSUES AND ANALYSIS



**College Spring**  
A neotraditional style of development built in the late 1990's  
in lieu of multifamily "attached" units



## IV. Land Use Issues and Analysis

### A. Densities

#### 1. The Question of Density - To Promote or not to Promote Increased Densities.

The question of density has been a major issue. Densities permitted in the growth area will have significant impact on the way we provide housing for anticipated population growth, the cost and efficiency of utilities and services, as well as the character of our growth area.

Increased densities in the urban growth management area could have some or all of the following impacts. Those designated with a + are usually seen as positive. Those with a - are usually seen as negative (for illustrative purposes only).

- + The UGMA will fill more slowly because of more efficient use of the land.
- + Theoretically, housing would be more affordable. However, experience shows that while the housing unit costs less per square foot, costs are sometimes higher.
- + Utilities can be provided more cost effectively and efficiently by serving more people over a smaller geographical area.
- + Mass transportation becomes more feasible and efficient with increase in densities.
- + Less pressure and impact on the natural resources in lands outside UGMA, including surface waters, ground waters, air and wildlife habitat.
- Increased crowding and transportation congestion. Locating new homes outside the Lacey Growth Area may still result in the need to commute through Lacey which would still add to congestion. Additionally, construction of road infrastructure to provide for sprawling development would be more costly compared to the provision of infrastructure for compact development.
- Transition to more intensive use of property, including more multifamily development and

smaller single family lot sizes.

- Opposition from existing neighborhood groups because of perceived devaluation of property or changes to established character of neighborhood.
- Adverse social changes resulting from increased densities.
- More pressure and impacts to natural resources within the UGA, including surface waters, ground waters, air and wildlife habitat.

Faced with the above-described expectations regarding density and the outcomes desired, the City believes it is in the best interest of the public to encourage maximum densities but only to the extent the market is expected to support it. Many techniques are available to achieve this purpose. These include targeting of selected strategic vacant land for development under an urban center concept with significant design requirements, promoting mixed-use concepts along select major arterials and the use of density minimums. Mitigation techniques, particularly design review, have been successful in integrating new higher density developments within the City.

#### 2. Minimum Densities

One of the density techniques applied with the first GMA plan was designation of zones with minimum required densities; zones where a developer is required to build at least to a certain minimum density. While it is necessary to allow the market to determine the types of housing that gets built so people have opportunities to choose between the full range of single family and multifamily housing styles, achieving the highest acceptable density throughout the growth area has distinct advantages. If “minimum” densities are required, a jurisdiction will have a better handle on the amount of growth it can accommodate within a certain time period. It will be possible to achieve goals to maximize utility and road planning, and to promote efficient use of available vacant land. It makes sense to set a standard to ensure a certain intensity of land use that will provide the

most conservation minded approach to land use and help the sizing of utilities and roads, and the extent and need of supporting land uses, such as commercial and industrial. Providing standards that maximize the use of land while allowing a full range of housing choices also will promote the availability of vacant land for the use of future generations. If the current dispersed low density trend continues, land resources will continue to be eaten up at an alarming rate. The key is to promote the highest acceptable density while requiring a design that properly integrates land uses of different intensities.

Based upon the form we want the urban growth area to take, we have designated some areas for low density residential at a minimum of three units per acre and a maximum of six. The moderate density residential zone designates a minimum of six units per acre and a maximum of twelve, and the high density residential zone designates a minimum of six and a maximum of twenty or higher. Given the development designs that we have seen, it is reasonable to assume that single family residential can still take place at the minimum densities allowed under the moderate density and high density residential classifications, if smaller lot sizes, clustering and flexibility in setbacks is permitted.

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 so that goals for single family large-lot subdivisions around wetlands would not be made impossible by 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.

According to data in the Buildable Lands Report, the minimum density strategy has proved to be successful in obtaining minimum densities within the incorporated growth area. Areas

within the unincorporated growth area have not. However, failure to gain minimum densities in the unincorporated growth area was attributed to “legacy lots” approved before policies for minimum densities were implemented.

A problem identified over the last decade with this strategy has been areas not being able to obtain minimum densities because of the lack of sewer. However, the solution to this has been worked out 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 allows some reasonable use of the land over the short term and preserves the ability to gain minimum densities over the long term.

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

### 3. Timing of Density

There is a need to look closely at timing of densities. However, this can unduly restrict reasonable use of some parcels that are in the outlying areas of the urban growth boundary. As discussed in the section on minimum densities, in such cases a provision has been allowed for interim density, pending the availability of infrastructure. To ensure that outlying larger parcels develop in a configuration allowing later infill with minimum density requirements, a larger threshold and design element for placement of the interim development has been applied. As an example, outlying interim density can be set at one unit per five acres, with a clustered configuration and urban size lots that allow for future development of the remainder of the property at urban densities. In the future, based upon standards for infrastructure and timing, a rezone to anticipated full density can

be allowed upon demonstration that infrastructure is or can be made available. At such time, the undeveloped portion of the property could more easily be developed at acceptable urban densities.

In such a scheme, timing could be left somewhat flexible depending upon market and consumer preference for certain areas, and utilities and infrastructure becoming available at dates earlier or later than anticipated in original plans. This technique has worked well, but it is still stifling for developers that desire to develop an entire property at permanent lower densities.

#### 4. Densities Through a Village or Urban Center Concept

Another strategy that has been utilized in accommodating higher densities is the village center concept with mixed uses. 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 twenty units per acre.

However, the village centers that have been planned over the last eight years have only been successful in increasing densities modestly. One village has been planned to approach nine units per acre, but others have only achieved up to six.

The village center concept has been reworked for this update and renamed to urban center, a more descriptive term for this type of development in an urban environment.

#### 5. Upzone Properties

A technique utilized in 1994, and still applicable with this update, is to up-zone 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 can be expected.

#### 6. Transfer of Development Rights (TDR)

This 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”. Transfer of development rights is also very complex, administratively difficult, and there must be a demand for high density in the designated receiving zones. This technique can be used in conjunction with minimum zoning densities to help drive demand for high density. However, market is again the key. Without demand for high density in the receiving zone, a TDR program will not work. Over the last eight years there has only been one transfer right registered and none have successfully been marketed.

#### 7. Planned Residential Developments (PRD)

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. It should be noted that several PRD projects in

Lacey have been criticized by neighborhood groups because of their non-traditional approach to development design; particularly smaller lot sizes to gain larger open spaces with higher density single family homes. Overall, the planning community has found PRD's an acceptable/desirable alternative to traditional single family developments. The Growth Management Act also requires the Comprehensive 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.

#### 8. Smaller Single Family Residential Lots

Because of the cost of land, the City has seen a trend towards smaller lot sizes for single family development. The 1994 Plan provided an opportunity for significantly reduced 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 (those who want single family houses but cannot afford houses on the more traditional larger lot sizes or don't want the larger lots to maintain). This technique has been very successful in allowing higher density single family development in a more compact form.

#### 9. Inclusionary Zoning

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 will be permitted a density increase for market rate units. This technique was provided for in the 1994 Housing Plan, but standards for the technique were never developed or implemented. Inclusionary zoning and affordable housing techniques in general have been difficult to consider in a climate where more upper end housing has been the preferred target.

#### 10. Accessory Dwelling Units

Accessory dwelling units 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 utilized accessory dwelling units since implementation of the Plan in 1994. This has been a very successful technique for allowing extra density and residential 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.

There are many benefits of allowing accessory dwelling units. One is that it allows new homeowners or older residents an opportunity to achieve a more financially secure situation. This would also create affordable units for individuals who need these type of facilities. Because of the crisis in today's housing market, in some cases people are already doubling up in units, as it's more affordable for everyone concerned.

Some of the impacts of this type of use in a single family neighborhood can include increased traffic and parking. There may also be a minor destabilizing social factor of perceived interruptions to the quality of life in the traditional single family neighborhoods. As we allow these type 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 eight years.



## B. Distribution of Land Uses

A major issue is the location and distribution of various land uses. An even distribution of residential uses is important, particularly in regard to higher density activities, to ensure even distribution of all economic groups throughout the planning areas. Commercial areas and industrial areas must be adequately dispersed to serve the needs of developing population. In particular, how do we want to site specific designations to provide for the needs of each planning area and the City as a whole. The placement of all of the various land uses, including residential, commercial and industrial, should consider available and necessary infrastructure, specifically road capabilities and utility and locational influence on commuting needs and patterns. Additionally, compatibility is important to provide logical neighborhood areas without significant land use conflicts.

## C. Dispersion vs Consolidation of Commercial Areas

A major consideration that works its way into the land use equation is the dispersion of commercial activities and services to serve the needs of developing areas. The Planning Commissions have talked about the dispersion of community commercial and neighborhood commercial districts to serve the needs of residential areas and to reduce the need for long distance commuting. The idea of neighborhood shops within walking distance to everyone's home is attractive, but the actual implementation of this concept to ensure adequate buffering, location and integration, and a concept that will be acceptable in the marketplace, is very difficult, particularly in established neighborhood areas that would resist designation of commercial properties. Again, this is accomplished much easier when areas are laid out like planned communities, as opposed to trying to retrofit existing developed neighborhoods to work under these new concepts.

While the above discussion applies in general to

Community Commercial Districts, properties adjacent to the "cross-roads" intersection of Yelm Highway and Rainier Road/College St. SE were determined to be unique from other Community Commercial areas.

At the time of the adoption of the 1994 plan it was regionally accepted that there would be a major east-west connector built somewhere south of the growth area or near the southern boundary of the growth areas. That east-west connector was to connect from the I-5 corridor in Tumwater to the Marvin Road or Meridian Road area east of Lacey. In 1998, that plan was abandoned regionally and Yelm Highway was designated as the future east-west connector for all the jurisdictions. Therefore, Yelm Highway is now planned to connect Yelm to Tumwater through Lacey and Olympia, and College St. SE/Rainier Rd. serves as the north-south connection between the town of Rainier and points south to central Lacey and I-5. Existing traffic at the current Community Commercial node, including Little Prairie Shopping Center (northeast corner), Rainier Commercial Center (southwest corner) and the undeveloped "Fountain Place" (Fountain Place is the name of the Master Plan approved for Lacey Corporate Center) in Lacey Corporate Center (northwest corner) has become an extremely attractive node for future commercial activities. Little Prairie Shopping Center is currently built out and applying the new Community Commercial criteria will be difficult until it is ready for upgrades. Rainier Commercial Center is partially built out and the new Community Commercial criteria can apply during the build out of that center.

Lacey Corporate Center is the cross-roads intersection site with the most potential for expansion. "Fountain Place" in the Lacey Corporate Center currently has a "master plan" approved that is intended to enhance the Community Commercial criteria and is to be developed in accordance with a development agreement. The "Fountain Place" development agreement is a binding "contract" between the potential devel-

opers of the site and the City of Lacey Council. The Community Commercial zoning at this location should only be expanded if the master plan and development agreement are amended and approved by the City of Lacey Council. The Council felt it also was important to note that during previous processes, the property owners within the Lacey Corporate Center were directly involved with proposals to develop commercial properties. The City of Lacey should assure that such owners continue to have direct involvement with any proposed amendments to the current Master Plan and Development Agreement. Only in this manner will the expectations and investments of these owners be protected. Additionally, it is very clear that the conditions of the contract with the Lacey Corporate Center for the Community Commercial area are intended to far surpass the otherwise applicable development and design standards of the City of Lacey.

The only other Community Commercial designation in this area is the Summerwalk Village/Urban Center Community Commercial. The currently adopted Summerwalk master plan meets the intent and provisions of the Village Center/Urban Center zoning ordinance for Community Commercial land.

Community Commercial Districts in the northeast area of the City of Lacey, whether at the current locations along Willamette Drive or on either side of Hawks Prairie Road, are not located on arterials with the same characteristics of the crossroads. The intent of these commercial areas is clearly different. These commercial centers are intended to serve smaller and less intense area traffic than the crossroads. In the future, a new zoning classification other than Community Commercial may be necessary to implement the intent of the northeast area community commercial service areas. The intent of the new district should be much more in line with the Neighborhood Commercial District, with possibly a restriction to allow only one use in each area to exceed ten thousand (10,000) square feet and all other buildings restricted to

the neighborhood commercial standards.

#### D. Integration and Design Review

In review of land use issues such as density and distribution, a common denominator appears: what is the impact to the neighborhood? Will the density or distribution of land uses degrade the character of the area? This is the bottom line concern we have wrestled with in consideration of densities and locational land use issues.

In the early 90's a joint Lacey City Council/Planning Commission workshop on densities and housing was held. The consensus among those attending, including representatives from the development community and neighborhood groups, was design excellence. The answer to solving the density problem is "Give the neighborhood a design that will knock their socks off". Design review, particularly building design, is being touted as the answer to achieving higher density residential goals without the typical negative impacts and feedback we are used to.

**Beckonridge Entrance**



**An innovative small lot subdivision designed and developed in the late 80's and early 90's became a model for Lacey regulations developed under growth management.**

Some of the elements or techniques of design review, considering the mix of multifamily and single family residential, are listed below:

1. Review of building design to accomplish objectives; make building blend into and complement the surrounding neighborhood.
2. Review design of site layout to accomplish objectives; ensure site layout is well designed and fits into neighborhood.
3. Use of natural or planted vegetated green belts.
4. Use of designated open space.
5. Clustering of high density multifamily structures away from low density areas.
6. Use of fences.
7. Use of berms.
8. Use of setbacks.
9. Separation by streets.
10. Use of garages underneath units to reduce surface parking.

Some of the techniques of design review for smaller single family lots include:

1. Attention to streetscape, use of street trees, planter strips, and rear load access with alleys.
2. Attention to privacy issues, consideration of window placement, visual screening of private space, use of fences and landscaping.
3. Use of pedestrian scale lighting to maintain a feel and look compatible with the more compact development and pedestrian comfort.
4. Strategic placement and use of open space to serve the entire neighborhood and connect key neighborhood areas.

5. Attention to connections to key neighborhood areas for pedestrians.

6. Great architectural design for units, creating an interesting, attractive development.

#### E. Recreation Needs and Amenities

An important part of planning for the future is to ensure that adequate outdoor recreation areas are developed to serve the needs of the urban population. This includes such things as parks, open space, green belts and trail systems. In 1989, the City of Lacey adopted a Comprehensive Plan for Outdoor Recreation. This plan was later updated in 1997 and again in 2003. It describes goals and policies for outdoor recreation. The Land Use Element of the Comprehensive Plan dovetails with these goals and policies and helps ensure that as land is developed the goals for outdoor recreation are satisfied. Regional Planning has also developed a Regional Trail Plan, which has been integrated into the City's land use policies. Implementation of recreation elements includes such things as identifying trail



Path at Wanschers Community Park on Hicks Lake



corridors on plat maps, and ensuring that the pedestrian amenities throughout the City tie into and complement the Regional Trails Plan. Currently, the City has a number of policies in place in its zoning ordinance and subdivision ordinance requiring dedication of open space for active recreation needs and pedestrian requirements. The Land Use Plan is used to bring together these concepts to provide clear focus for what is expected in the design and layout of physical development to achieve open space, greenbelt and trail and pedestrian needs as the City develops. For this purpose our Comprehensive Land Use Plan includes a map identifying major trail and pedestrian corridors, green belt areas around environmentally sensitive wetland and habitat areas, and existing parks and sidewalk systems. New developments are required to design to incorporate these features. These techniques have served the City well over the last eight years of Plan implementation.

#### F. Multi-modal Transportation

In the early 90's Regional Planning developed a Regional Transportation Plan with a heavy emphasis on mass transit and multi-modal modes of transportation. The local city Land Use Plans dovetailed with this concept and reflected significant consideration of alternative modes of transportation in designing and developing land use patterns and site design.

Recently voter initiatives have severely reduced funding available to Intercity Transit for bus systems. This has lead to questions regarding the major assumptions made in land use planning during the early 90's plans. However, updates to local transportation plans still work towards less reliance upon the automobile and more multi-modal transportation options. For other alternative forms of transportation to be successful, provisions must be made to ensure that transit and other alternative forms of transportation can work on a macro scale, considering density and land use dispersion, as well as on a micro level, where individual sites are developed to encourage

multi-modal transportation efforts. Designs that consider alternative modes of transportation can be developed to ensure future users are provided convenient multi-modal transportation options. If land use designs are developed that are not sensitive to requirements, future users will be discouraged from utilizing other transportation options. Site designs should continue to incorporate pedestrian-friendly designs, interconnection with sidewalks, pedestrian trails and bike paths. Transit amenities should be made available, including covered bus waiting areas and convenient and enjoyable walks to and from destinations.

#### G. Schools

The land use plan also needs to make provisions for school sites and integration of schools into residential areas. During the planning in the early 90's a close working relationship was maintained with North Thurston Public Schools to ensure the needs of the school district could be accommodated. Urban Center designations throughout the Lacey UGA include requirements for development of elementary schools. While several of the Urban Centers have been master planned and show future grade school sites, only

**Lonely Bus Stop**



**Not all days are as sunny as this one. Bus Stops without shelter do little to encourage use of buses.**



one of the sites has begun developing and no school sites have actually been dedicated to North Thurston Public Schools. Additionally, the urban center concept has been questioned considering its market feasibility and several have been re-designated eliminating planned school sites. As urban center sites are re-designated, consideration needs to be given to replacement of grade school sites. Other standards for impact mitigation need to be maintained and new means of identifying future school sites must be developed to ensure consideration of school district needs. These needs include a full spectrum, such as covered bus waiting areas for students, interconnecting safe and convenient pedestrian walkways to schools and provisions for helping alleviate the impact of students on the school district. School district planning should also consider integration of school sites into neighborhood areas so that the school can become an identifying quality for a neighborhood and act as a catalyst and focus for neighborhood activities.

#### H. Neighborhood Character and Design

The overall quality of life that our citizens enjoy will rely to a great extent upon neighborhood character and design. A significant effort needs to be made to provide each neighborhood area with a character and design commensurate with what citizens expect in a quality living environment.

Emphasis should be placed on trying to develop through concepts like a village or urban center, planned community, planned unit development, or PRD approach, where large areas are developed and it is easier to accommodate the full range of neighborhood needs within one development. This has definite advantages considering integration of neighborhood needs, such as consistent street layout, parks, integration of trail and pedestrian amenities, integration of public transit needs, community commercial needs with buffering and common area landscaping, all of which help establish a sense of place that comes with neighborhood identity and character. Where multiple ownership exists and PUD's,

planned communities, or PRD's are not practical, planning should provide for future community needs by evaluation of vacant lands and making provisions for street layouts or, at a minimum, major interconnections. Dedication of open spaces should be planned to consolidate contiguous pieces to provide central park areas. Provision should be made for payment in lieu of to purchase park properties where they are most needed in neighborhood areas.

Width of streets should be scaled to neighborhood needs. Local access streets should be scaled down and oriented towards the pedestrian with 6 - 12 foot planters between the curb and sidewalk. Sidewalks should be placed on each side of the street and street trees should be placed in the planter area. Street trees should be picked to provide a neighborhood distinctive character.

Where land uses of different intensities are contiguous or in close proximity, transitioning techniques should be required. Green belts and buffers should be employed, developed in conjunction with pedestrian interconnections and community open spaces. Multifamily development should have a design review, ensuring compatibility and proper integration into the community setting. Multifamily design, where possible, should be developed to look like single family development by the use of multiple entryways, location of separate entrances on different sides of the structure, and other architectural features that provide a pleasing facade consistent with other residential development.

#### I. Water Quality and Regional Drainage Basin Planning

The Growth Management Act requires consideration of water quality issues. The Growth Management Act states that "the land use element shall provide for protection of the quality and quantity of groundwater used for public water supplies". It goes on to state that "where applicable, the land use element shall review drainage, flooding and stormwater runoff in the area and

nearby jurisdictions and provide guidance for corrective actions to mitigate or cleanse those discharges that pollute waters of the state, including Puget Sound or waters entering Puget Sound.” This guidance provides for regional drainage basin planning. Over recent years, a considerable amount of work has gone into stormwater management, drainage basin planning, and aquifer protection. The City adopted the Environmental Protection and Resource Conservation Plan, an element of the Land Use Plan, which provides for consideration of aquifer sensitive areas. Other documents and plans developed that deal with this topic include the Puget Sound Water Quality Management Plan, the Northern Thurston County Groundwater Management Plan, the Drainage Design and Erosion Control Manual for Thurston Region, the Woodland Creek and Woodard Creek Comprehensive Basin Management Plan, the McAllister/Eaton Creek Comprehensive Drainage Basin Plan, Chambers Lake Stormwater Management Plan, the Henderson Inlet Watershed Action Plan, and the Water Conservation Plan for the City of Lacey. The Comprehensive Land Use Plan must help provide coordination for implementation of these plans, encouraging land use patterns and development that complement the plan goals, design of projects that implement plan policies and standards, and reservation of open space and zoning designations that are consistent with drainage basin planning.

Ground water protection within the McAllister Springs Geologically Sensitive Area and other vulnerable and important aquifers are of particular concern. McAllister Springs is recognized as one of the most important sources of drinking water in Thurston County, in that it is capable of providing water to over 100,000 people. It is also one of the more vulnerable ground water sources within the County due to its relatively shallow depth and overlying porous soil conditions.

In recognition of these conditions, in 1991 Thurston County adopted special protection measures

for this area as part of a new McAllister Springs Geologically Sensitive Area zoning district.

In 1994 the County and City adopted policies in the Land Use Plan that protect the area within this district where sewer is not available, but also encourage sewer extension by providing opportunities for a higher density where sewer is provided. Plan policies and zoning adopted under the Plan limits residential uses to a maximum density of 1 dwelling unit per 5 acres where there is no public sewer and sets a minimum density of 3 units per acre and a maximum density of 6 dwelling units per acre where public sewer is provided.

Providing for greater density with sewer is based upon the belief that the extension of sewer to this area is in the best interests of ground water protection. And, it is thought any density below 3 to 6 units per acre would not provide enough incentive for private developers to extend sewer for development. The cost of sewer infrastructure would be expensive based upon any lower density, except for very high end development.

Advice from the Thurston County Health Department during discussion of density issues indicated that smaller lot sizes and higher densities might actually decrease impacts associated with fertilization of yards and use of pesticides. Larger lot sizes, particularly in the half acre to 5 acre range could be expected to increase the use of fertilizers and pesticides for lawns and gardens. While higher densities with greater incidence of automobile use would increase the potential for oil and gas contaminants from storm water runoff, new storm water management treatment requirements are expected to help protect ground water quality.

Based upon these considerations a low density designation of no more than 3-6 units per acre may be more desirable to promote sewer and protect groundwater.

Other ground water protection measures that should be considered within wellhead protection

areas in general include: 1) using subdivision covenants, conditions and restrictions (CCRS) to help regulate landscaping, automobile maintenance, pesticide use, and other activities that affect ground water; 2) encouraging developments with open space areas to preserve native vegetation, or to landscape with vegetative materials certified as “low input”; and 3) other appropriate measures.

## V. INNOVATIVE TECHNIQUES



Roundabout on Meridian



## **V. Innovative Techniques**

### Growth Management Act and Innovative Techniques

Section 9 of the State Growth Management Act states, “the comprehensive plan should provide for innovative land use management techniques, including, but not limited to, density bonuses, cluster housing, planned unit developments, and the transfer of development rights.” In keeping with the spirit and intent of this provision, the Comprehensive Plan reviews a full range of innovative land use management techniques, including those mentioned in the Growth Management Act. These are discussed below as they relate to specific innovative techniques.

#### A. Clustering

Clustering is a technique which allows for an adjustment (clustering) in the location of dwelling units on a site to reserve area on other portions of the site for purposes such as resource protection or open space, so long as the number of dwelling units does not exceed the number otherwise permitted in the zoning district. In a cluster development, uses are grouped or clustered as opposed to spread out evenly throughout the parcel, as in a conventional development.

Cluster development is often utilized in a rural setting to protect resource production, such as farming or timber harvesting, and in the urban areas to protect environmentally sensitive areas or create open space for recreation, buffers and other purposes. Clustering provides development potential for the landowner while protecting a resource or providing open space. Clustering can also save on infrastructure costs by more efficient and innovative design.

Forms of clustering have been utilized by the City of Lacey for several decades: the City of Lacey currently uses clustering in Planned Residential Development projects to achieve 30% open space in each PRD project and in

conventional subdivisions to receive 10% open space. The City’s wetland protection ordinance also has a provision to allow clustering in order to accomplish maximum densities while achieving protection of wetland resources. Urban center standards have promoted clustering to provide open space and achieve superior design.

Clustering often requires flexibility in standard zoning requirements: in order to achieve maximum benefit from clustering, spatial standards of the zoning code, including such things as minimum lot size and setbacks, must be varied from. In utilizing cluster concepts, flexibility from spatial requirements must be allowed to achieve more innovative and creative development.

#### B. Transfer of Development Rights

Transfer of development rights (TDR), sometimes called transfer of development credits, allows development rights that are assigned through zoning to one parcel to be transferred to another parcel at a different location. The right to develop a specific parcel can therefore be separated from the land itself. Both the property and the development rights remain private property and can be sold separately.

Transfer of development rights is based upon the principle that development potential of land is a separately marketable item according to the “bundle of rights” philosophy. A transfer of development rights program recognizes development rights within a designated sending zone as one of the numerous rights that a fee simple property owner has. The concept allows the development rights to be severed from the actual property, much in the same manner as air, mineral, or water rights can be severed and purchased in a free market.

In a transfer of development rights program, there is a sending zone, also called a protection or preservation zone, from which development rights can be severed and a receiving zone, which can accept development rights for higher

densities. The TDR program can preserve or protect something in the sending zone, such as farmland, timberland, environmentally sensitive areas, open space, historic buildings or landmarks. The TDR program can also steer development to areas that are best able to handle it.

Like the clustering concept, transfer of development rights can be utilized for the preservation of a variety of resources. There are a number of jurisdictions throughout the country now utilizing transfer of development rights programs to accomplish a number of objectives, including historic preservation, control or redirection of growth, protection of farms, or the preservation or protection of open space and sensitive environments.

Transfer of Development Rights Programs help alleviate the “wipeouts” problem (significant loss of property values) by redistributing existing development potential to the benefit of both public and individual property owners.

Under traditional zoning, there have been clear winners and losers when property is zoned for one use or the other. The concept of transfer of development rights eases this equity problem by allowing a property owner to be compensated where regulations would reduce the development potential of the particular piece of property. Transfer of development rights is therefore conceived in the spirit of fair play as a means of reducing the regulatory disparity among otherwise similarly situated properties.

Transfer of Development Rights programs can be utilized in both a residential and commercial context. While transfer of development rights is most often associated with transferring of residential development rights, it can also be applied to the transfer of commercial rights. Under such circumstances, rights for the development of floor area ratios is usually the unit of measurement. Under such situations, a commercial property owner limited by environmental sensitivities or a historic building would be able to transfer the rights to develop “X” amount

of square feet of office or commercial space to another parcel in a receiving district.

Certain resources in the County were targeted with the implementation of the regional TDR program to serve as sending sites in a program. These sending sites included agricultural resource areas in the County.

It is important to carefully choose receiving areas based on available infrastructure and market limitations. If sites are designated for receiving that cannot accommodate increased densities because of infrastructure limitations or market conditions, the TDR program will run into trouble, as the development community will not be able to use transfer rights on receiving areas.

Choice in receiving sites should promote a TDR program that can adjust to changing market conditions and result in a full range of housing options. In designating receiving sites, we should also consider the housing mix that will be achieved in such areas.

To be successful, TDR programs must involve all four of the essential partners in a TDR transaction. These include the developer of land in the receiving district, the owner of the protected property in the sending district, the municipal government with planning, zoning, and property taxation authority, and the mortgage lenders on property, both in the receiving district and the sending district. The program must be designed to serve the interests of all of the players so that all are encouraged to use the system to serve their own interests. If any stake holder in the process is not served by the system, the program may break down.

Sending properties must have strict mandatory regulations concerning the development potential of such sites. In situations where the TDR program is optional and strict regulations are not put on sending sites, protection of resource or environmental areas is spotty, at best, and landowners will usually not opt to take advantage of

the TDR program.

Development and implementation of a TDR program has been a complex process and has involved regional issues considering designation of sending and receiving areas, market viability and density allocation of projected population for Thurston County. As such our TDR program was done in a regional context with cooperation from all local jurisdictions.

Overall the program holds promise for the future, but as yet has not been utilized by resource land owners or developers. Where we have ample vacant land resources and generous density provisions there has not been a market for density transfers. As land becomes more scarce, and higher densities become more economically viable in our market, the TDR program may gain more momentum.

### C. Transition Zones

For the purpose of this discussion, a transition zone is defined as an area which acts as a transition to buffer and achieve visual and physical compatibility and integration between land use zones or land uses of different intensities. The transition area may be, for example, a specific space of land area where a single-family residential environment and a multifamily residential environment, or a multifamily residential environment and a business area, are contiguous. Proper transition between one land use zone and another may be accomplished by a number of methods, including utilization of natural boundaries or requiring design to incorporate specific techniques, such as clustering, height restrictions, landscaping, buffers, berms, fences, architectural requirements, or the phasing of less intensive land uses to progressively more intensive uses within a certain geographical area.

Land uses provided for within different zoning districts and sometimes within one zoning district may impact one another, depending upon specific nuisance characteristics associated with

the land uses. For example, multifamily development may be out of character of the neighborhood if located adjacent to single family residential structures and designed in a way that is inconsistent with the architectural style of the houses, or has parking lots located in close proximity to single family yards. In the same way, high intensity commercial uses may impact single family or multifamily residential neighborhoods if improperly designed without consideration of screening, landscaping, security lighting, traffic and parking impacts.

Many objections to the contiguous location of different land uses may reflect design problems rather than incompatibility. When multifamily development is located adjacent to single family residential development, or even when higher densities of the same housing type are located within an established neighborhood, residents often object because of perceived incompatibility issues. Many adverse impacts from location of high densities or multifamily development within established single family residential areas are the result of poor design and a lack of consideration of neighborhood characteristics. These adverse impacts can often be mitigated by proper design. Where conflicting land uses meet, a transition area is needed with requirements for consideration of special neighborhood characteristics and design techniques to mitigate perceived impacts. As part of a transition between zoning boundaries, natural features and roads may provide logical delineation. Roads, power easements, streams and other features that take up physical space and require setbacks or buffers can be used as a physical boundary to separate zones that permit uses of different intensities.

Other design techniques can be utilized with larger areas when developing planned communities and planning zoning designations. These techniques include the progression of low intensity uses to higher intensity uses; progressing from single family residential to multifamily residential, from low intensity commercial to higher intensity commercial. This concept is

especially applicable to planned communities, large PRD's or PUD's and urban center areas.

The City of Lacey and Thurston County will continue to face many growth pressures in the coming years, particularly considering the need to accommodate high densities and urban infill in the urban growth area. These pressures will demand techniques for accommodating high densities in a manner that is acceptable to existing residential groups within established neighborhoods. When locating multi-family developments, neighborhood compatibility will be a key issue.

We should consider natural transition of zones when designating and designing new zoning boundaries and zones to accomplish plan goals. This is particularly applicable in urban centers and planned communities.

We should continue to utilize a full range of transition techniques.

#### D. Village or Urban Centers

There are many definitions of the village or urban center concept of development. In the 1994 Plan it was referred to as Village Center. Recent discussions of this form of development usually refer to it as urban centers and smart growth. For purposes of the update we will refer to the concept as urban center. In the most general sense, definitions of the urban center emphasize certain common elements: the compact form, a mix of residential and commercial uses, a well-defined edge, and pedestrian orientation.

An article by Lawrence A. Houstoun in Small Town gave the following definition for village center: "A village is a predominantly residential area with supporting commercial and public activities lying near its center. It does not have a clear distinction between residential and non-residential areas. A village is compact relative to its surroundings and to traditional suburban tract development, and it is easily distinguish-

able from the surrounding undeveloped land. The density mix and arrangement of land uses encourage pedestrian movement among local origins and destinations".

For the purposes of this comprehensive plan, the urban center will be an overlay zone covering 60+ acres, requiring development generally consistent with Houstoun's definition. The development will be primarily residential with commercial support services and compact form relative to its surroundings. It will have a density mix and arrangement of land uses encouraging pedestrian movement among local origins and destinations.

Urban centers can be a mechanism for achieving relatively higher density. One of the attractive features of the urban center concept is that it is designed to accommodate higher density than traditional subdivisions with a fuller mix of residential housing types. Areas currently designated for village or urban centers help control sprawl and can provide an opportunity for a wider range of housing types than would normally be available in traditional developments.

The design of urban centers with mixed uses provides a full range of land uses within the center. Commercial services are provided within walking distance of urban center residents, thereby potentially reducing the need for single occupant vehicle trips.

While the opportunity for commercial services within close proximity to residential uses is convenient, it can also create problems if the commercial uses are not tightly controlled. Both the type of commercial use allowed and the design of the commercial use is important to the success of the urban center.

In order to foster the diversity inherent in the traditional urban center, zoning standards must be more flexible and more sensitive to design issues than conventional zoning. Regulation of uses and dimensions alone is insufficient. Build-



**Nisqually Farm**



**One of a number of small farms in the Nisqually Valley just outside Lacey's growth area.**

ing scale and compatibility with surroundings must also be considered. A typical urban commercial center district permits a mixture of residential, commercial and civic uses. Commercial uses, however, are restricted to those that seem to fit the size, scale and intensity of the setting.

Design principals are often better expressed through good examples than through the blunt instrument of an ordinance.

Design of the urban center is critical to its success. Both from the layout of uses to achieve the desired neo-traditional neighborhood with its relationship of public spaces, residential and commercial uses, and from a compatibility standpoint considering architectural design and aesthetics.

The Lacey Growth Area is quite different than many of the other areas throughout the state and nation which are attempting urban center or village concepts. Lacey is a suburban community that is relatively new.

The urban center concept has been applied to undeveloped areas as opposed to those areas which are already developed and need to be redeveloped. The sites Lacey designated for development of urban centers were completely undeveloped in 1994. One of the biggest challenges of our urban centers will be to provide

compatibility with land uses surrounding designated urban center sites, as opposed to redevelopment of already densely developed urban areas.

The size of the urban center is an important aspect of implementation. Because this concept requires a mix of uses and key neighborhood focal points, such as park site and elementary school and commercial services, there is a minimum amount of property required for successful

implementation of an urban center. As the previous literature indicates, emphasis should be placed on the pedestrian nature of urban centers and recommends they be limited to reasonable walking distance, which is a quarter mile radius. A full quarter mile radius is 160 acres, and is considered the ideal size for the small, neo-traditional town concept. One hundred sixty acres provides ample room for provision of a full range of residential areas, a park site, an elementary school site, and commercial services. While 160 acres is considered ideal, very few undeveloped tracts within Lacey's growth area approach 160 acres. Because of this limitation, smaller parcels over sixty acres were considered. Sixty (60) acres, again, would provide an opportunity for a park site, an elementary school site, limited commercial services, and clustered housing. Bringing the threshold down to 60 acres still significantly limits potential development sites, given land resources in our growth area. For this reason multiple ownerships were included in village center designations in 1994.

Over the past decade we have experienced difficulty with the multiple ownership designations. Problems have resulted from owners disagreeing on development timing as well as desired goals. Disagreements have made it extremely difficult to coordinate these projects, and have lead to several re-designations of properties originally designated Village Center in the 1994 Plan.

Design of the urban center has proven to be the most crucial aspect of urban centers in the Lacey area. An urban center should be laid out as a planned community, with the focus of designing the neighborhood around key elements of a neighborhood, such as a central park and school. The whole center needs to be pedestrian-oriented with a multi-modal transportation orientation. Lerner-Lam, in *Neo-Traditional Neighborhood Design and Implications for Traffic Engineers*, lists the following elements of neo-traditional neighborhood design:

- There is a neighborhood center within 5 minutes walking distance (approximately 1/4 mile radius).
- The streets are laid out in regular, connected, geometric patterns, at a pedestrian-friendly scale, so that there are alternate automobile and pedestrian routes to every destination.
- The streets are treated as complex public spaces, containing traffic and parking, and they are an integral part of the visual panorama consisting of the trees, sidewalks and buildings which front them.
- The streets are relatively narrow and the streetscapes are well-defined by the buildings along them.
- On-street parking is permitted and provides a substantial supply of spaces. The cars act as additional buffers in the form of large blocks of steel between pedestrians on sidewalks and moving vehicles on the adjacent street. They also serve to slow down the passing traffic, helping to balance the overall use of the street.
- Bicycles are considered an integral part of the transportation mode mix, and the design of the streets and sidewalks includes appropriate facilities for them.
- Buildings are limited in size, and building uses are often interspersed. Small houses, large houses, outbuildings, small apartment buildings, corner stores, restaurants and offices are compatible in size and placed in close proximity.
- In addition to streets, there are squares that form public commons, around which are larger shops and offices, as well as apartments.

- Civic buildings (meeting halls, theaters, churches, clubs, museums, etc.) may be placed along the squares and sometimes at the termination of streets so that important buildings receive important locations. The public space around the street is “closed” at its end by “vista terminations”.

**Horizon Pointe**



**One of the first Village Centers to achieve Master Plan approval, this 235 acres filled with Scott's Broom sits vacant as of this writing in 2003.**

Anton Clarence Nelessen sets forth ten basic design principles for villages in his book *Visions for a New American Dream*. These are:

- **Design for the Human Scale:** design for the human scale and perceptions, creating a sense of neighborhood and community.
- **Ecological Responsibility:** design in harmony with nature, not against it.
- **Pedestrianism:** define the primary community by walking dimensions.
- **Open Spaces:** design for internal and peripheral open spaces.
- **Community Focus:** design for a neighborhood or community center.
- **Streetscapes:** design for streets internal to the community and highways on the periphery, incorporate complementary movement opportunities.

- Variation: design for buildings of smaller scale in a pattern of various footprints.
- Mixed Use: design for mixed and multiple land uses, also include a mix of housing types, incomes, and a horizontal and vertical mix of uses.
- Design Vocabulary: specify an architectural style or styles for the community including facade treatment, walls and fences, streetscapes, materials, and colors.
- Maintenance: design community materials, and organizations that facilitate short term and long term maintenance and security.

With regard to these design principles, Nelessen states: “Each of these principles must be incorporated into the conceptual design of place which in turn must guide the master plan. The master plan must assume the location and the design intent of small communities. It must be sufficiently prescriptive to assure a municipality that positive small communities will be the end result, but must be flexible enough to encourage design and technological innovation. A more specific application of the principles must be completed as development or redevelopment areas become more clearly defined and as the master plan evolves.”

Nelessen’s principles are summarized below:

Principle One - Humanism: “Design for the human, pedestrian scale, to create a sense of community and neighborhood. The community must be a place for people to live, work, play, and interact.”

Principle Two - Ecological Responsibility: “Communities must complement the natural characteristics of the area and respect the environment.”

Principle Three - Pedestrianism: “Design for pedestrian dimensions and distances through compact form, layout, and streetscape characteristics.”

Principal Four - Open Space: “Provide for ad-

equated internal and peripheral open spaces.”

Principal Five - Core: “Every community must have a core or community focus.”

There must be a core that contains commercial, residential, and civic buildings, a green or commons, and that provides a focal point for the community. One of the main focal points for an urban center is a grade school site. The grade school has often been considered the heart of a neighborhood. It should always be part of a urban center and used as a main focus point during design.

Principle Six - Streetscape: “Streetscapes create the form and scale of the community and must accommodate the pedestrian and the vehicle.”

As the foundation of settlement patterns, streets are our most important public spaces and, therefore, require thoughtful design.

Principal Seven - Variation: “Variation within the design conformity creates the most visually positive communities.”

The community is unique because individuality is encouraged through a fabric of diverse elements within a defined compact and varying framework of streets. A building pattern of varying sizes, shapes, and forms is required.

Principle Eight - Mixed and Multiple Uses: “A mix of land uses, housing, jobs, and incomes creates a more balanced community, reduces traffic, costs and creates better fiscal balance”.

Principal Nine - Design Vocabulary: “A small community is physically unified by common design features which include building mass and style, facade treatment, materials, colors, landscape and streetscape details.”

Principal Ten - Maintenance: “A small community must have a commitment to maintaining its character and quality of place.”

These characteristics are an attempt to bring back the traditional atmosphere of old-style towns, and integrate all parts of the community as a whole. Primary goals are to reduce automobile use, enhance neighborhood aesthetics, and to encourage a greater feeling and sense of community.

A number of conclusions can be drawn for the Lacey area based upon our own experiences, and experiences of other communities over the last decade. These are:

- a. The urban center, also known as neo-traditional neighborhood design or “Smart Growth”, is a very popular design concept for achieving higher densities and more livable neighborhoods.
- b. The urban center promises an opportunity to reduce automobile trips and enhance other multi-modal transportation opportunities.
- c. The Lacey urban growth area provides the opportunity for the siting of a few strategically located urban centers.
- d. The urban center concept promises the opportunity for accommodating a full range of housing needs.
- e. We should refine existing legislation to encourage and implement designated urban centers consistent with Houstoun’s definition and Nelessen’s ten points, and adaptable to the particular needs of the Lacey’s growth area.

#### E. Modern Roundabouts

Traffic circles have been part of the transportation system in the United States since 1905 and many large traffic circles have been built. In traffic circles, priority is given to entering vehicles, encouraging high-speed entries. This facilitated high speed merging and weaving of vehicles, which led to high crash experience and congestion, resulting in traffic circles falling out of favor in the mid 1950’s.

The modern roundabout was first developed in the United Kingdom to solve the problems with old traffic circles. A “give way” rule was adopted, which requires entering traffic to yield to circulating traffic. This rule prevents circular intersections from locking up by requiring cars entering the roundabout to wait for sufficient gaps in circulating traffic. Smaller circular intersections were also designed, which required slower entry and circulation speeds.

The modern roundabout improved safety characteristics of these circular intersections and significantly reduced the number and severity of accidents. The modern roundabout is significantly different than the old traffic circles, both in how they operate and how they are designed. Many countries have now adopted this new style of circular intersection.

This technique has great potential in helping Lacey deal with urban traffic at many of our intersections. It significantly reduces the number of traffic lights needed to control traffic. When this happens, many of the negative aspects of traffic signals can be eliminated.

The idea of the roundabout is to keep traffic moving. The idea of traffic lights is to stack traffic, and move it through intersections in an orderly fashion. When traffic is stacked there can be high volumes of traffic not moving and consequently automobiles are burning fuel over longer periods of time, contributing to air pollution and wasting resources. Modern roundabouts significantly reduce the amount of idle time by keeping traffic moving.

Roundabouts require slower speeds at intersections, significantly reducing the number and severity of accidents that occur. Accidents at traffic lights are often caused by people speeding up to make a light that is turning red. If they miss the light and speed through the intersection, the chances for very serious accidents occur. At roundabouts the traffic is slowed, and the design requires cautious entering into the intersection.



If accidents occur, they are typically at much slower speeds and much less severe.

Lacey has adopted the idea of modern roundabouts and it has become an important strategy to help us improve the management of traffic in our area. The one-way couplet and several other key traffic areas have been planned to utilize this strategy. At the time of this writing several roundabouts have been constructed and several others are planned.



**The 45th/College Street roundabout was an alternative to a traffic light when traffic warranted some means of control at this intersection. This first roundabout on Lacey's southwest side went operational in 2002.**

## VI. GENERAL GOALS AND POLICIES



Public participation was a major emphasis in development of the original plan and subsequent updates. This picture shows a packed house at the joint City and County Planning Commission hearing held at the Saint Martin's Pavilion in the spring of 2003. The hearing was the second joint public hearing held by both planning commissions. The first was held in 1994 during development of the original GMA Plan.



## **VI. General Goals and Policies for the Land Use Element Applying to All Planning Areas:**

### **A. Coordination Between Comprehensive Plan Elements:**

1. Goal: Provide coordination between other elements of the comprehensive plan, as well as other plans and regulatory land use codes.

a. Policy: Provide land use policies that are consistent with and help implement requirements of the State Growth Management Act.

b. Policy: Provide land use policies that are consistent with and implement countywide planning policies.

c. Policy: In joint planning, to the extent possible, use a consistent zoning approach, as is used throughout the north Thurston County unincorporated growth areas.

d. Policy: Through joint planning ensure consistency between County and City extraterritorial zoning for growth areas.

e. Policy: Through joint planning ensure County zoning is compatible with and a logical extension of City zoning on adjacent lands.

f. Policy: Through regional cooperative efforts continue to support a regional Transfer of Development Rights Program aimed at protecting long term agricultural lands.

g. Policy: Provide land use policies that are consistent with and implement other elements of the plan, as well as plans and land use regulations referenced by those plans, including the housing element, capital facilities element, utilities element, transportation element, Environmental Protection and Resource Conservation Plan element, Outdoor Recreation Plan, and Urban Trail Plan.

h. Policy: Provide land use policies that give specific guidance on amendment and implementation of the zoning code.

i. Policy: Provide land use policies that give specific guidance on amendment and implementation of subdivision regulations.

j. Policy: Provide land use policies with specific guidance and coordination of individual planning area goals and policies.

k. Policy: Provide land use policies that give specific guidance on amendment and implementation of design review requirements.

### **B. Plan Implementation/Amendment and Land Use Maps**

1. Goal: The City of Lacey shall prepare and adopt legislation to implement this Plan. Rather than the County preparing implementing legislation relating to development standards, the City and County have adopted an annexation/urban development standards agreement which addresses specific City development standards that will be implemented within the urban growth area.

2. Goal: The City and County shall continue to work together to refine inter-local agreements to implement the Growth Management Act and the vision of the Land Use Plan for the Lacey Urban Growth Area.

3. Goal: Provide efficient, effective and cooperative joint planning process for amendment of the Plan.

a. Policy: Amendments of the Plan must meet all Growth Management Act requirements for timing. Amendments or revisions of the Comprehensive Plan shall be considered no more frequently than once every year unless an emergency exists. All amendments shall be considered concurrently so the cumulative effect of the

various amendments can be ascertained.

b. Policy: Amendments relating to issues, goals or policies clearly identified as applying to those areas within the incorporated City of Lacey shall proceed through the City of Lacey's normal comprehensive plan amendment process. The Board of Thurston County Commissioners will consider requests to amend portions of this plan which pertain to the unincorporated growth area concurrently with all other requests to modify the Thurston County Comprehensive Plan. The City of Lacey will schedule its annual hearings and action on such requests to accommodate the County's schedule.

c. Policy: Amendments relating to issues, goals or policies that affect unincorporated areas shall proceed through a joint planning process. This process must involve both the City of Lacey and Thurston County's normal comprehensive plan amendment process. The City and County shall explore options for a combined process, or a process where only the County Planning Commission holds a hearing on Comprehensive Plan amendments in the growth area to save time and money by avoiding duplication of testimony, hearings, and associated administrative work.

4. Goal: Identify appropriate locations for major land uses in advance of development proposals.

a. Policy: Preferred locations for specific land uses are identified on the Comprehensive Plan map for the Lacey Growth Area. This map, together with land use policies, will be the basis for land use zoning decisions.

b. Policy: The zoning map will be amended only if it is consistent with the Comprehensive Plan map for the Lacey Growth Area together with the Goals and Policies of this Comprehensive Land Use Plan.

#### C. Traditional and Innovative Land Use Techniques

1. Goal: Take advantage of a full range of

customary and innovative land use regulations in implementation of the comprehensive plan.

a. Policy: Lacey will continue to employ traditional zoning as well as alternative approaches to ensure a land use pattern consistent with plan goals.

b. Policy: Land use regulations will be actively enforced.

2. Goal: Achieve innovative cluster development design where necessary or desirable to accomplish retention of open space for recreation, environmentally sensitive areas protection, well head protection, habitat conservation corridors, urban trail networks and other public uses.

a. Policy: Require clustering concepts where necessary to achieve full urban densities, while protecting and properly managing environmentally sensitive areas and achieving habitat corridors and urban trail systems.

b. Policy: Promote clustering concepts that provide common recreation area for development residents.

c. Policy: Promote clustering concepts that provide open space areas for buffering of roads, adjacent incompatible uses, and provision of aesthetic green belts.

d. Policy: Provide legislation permitting clustering concepts in all zones with relief from normal zoning dimensional development standards, such as minimum lot size, yard area and setbacks where such achieve the goals of providing public open space benefits.

#### D. UGA Boundary and Densities

1. Goal: Use urban growth area (UGA) boundaries as the centerpiece of Growth Management Act land use policy for control of growth and sprawl.



a. Policy: Use UGA boundaries as focus for designation of residential densities to avoid sprawl and provide a logical service and utility planning.

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

- (1) Contain areas characterized by urban growth;
- (2) Are served by or planned to be served by municipal utilities;
- (3) Contain vacant land near existing urban areas capable of serving urban development;
- (4) Are compatible with the use of designated resource lands and critical areas;
- (5) Follow logical boundaries;
- (6) Consider citizen preferences;
- (7) Are of sufficient area and densities to permit the urban growth that is projected to occur in succeeding 20-year period.

c. Policy: Urban growth boundaries shall be amended in accordance with the Growth Management Act and countywide planning policies and other applicable law.

d. Policy: Accommodate urban densities within the UGA boundary. Implementing strategies may include minimum density requirements, providing options for smaller lot sizes, a transfer of development rights program, PRD bonuses, inclusionary zoning bonuses and other strategies for increase of densities.

2. Goal: Have criteria for the location of a full range of urban densities based upon the UGA boundaries and the availability of roads, utilities and services and environmental limitations. This criteria can serve for development of the comprehensive plan's land use map and for future

decisions concerning amendment of the land use map.

a. Policy: High density and moderate density areas shall be located within the urban growth management area. Preference for high and moderate density development will be given along major arterials consistent with the Regional Transportation Plan. High and moderate density areas shall only be designated where road systems, utilities and services are available or can be provided concurrent with development.

b. Policy: Areas designated for high and moderate density residential development shall be planned to accommodate a minimum density of 6 units per acre. Both high and moderate density designations may accommodate from 6 units per acre to the full density that might be permitted given other policies and standards, including PRD bonuses, transfer of development right bonuses, and other density incentives.

c. Policy: Moderate density designations may be located between high density and low density zones to provide a transition between zones of significantly different land use character.

d. Policy: High and moderate density residential zones, should be designed to accommodate a full range of uses, including small lot single family residential development, as well as multiple story apartment complexes meeting maximum densities allowed under the zone. Standards shall provide opportunity for a range and mix of housing. A design review program shall be developed to minimize land use conflicts and promote attractive, functional residential use that provides variety, interest, identity, complimentary character, and compatibility with existing neighborhood areas. Within the unincorporated urban growth area, design control will apply only to multifamily projects with more than four units, provided lots within the unincorporated area shall be larger than 4,000 square feet in size.

e. Policy: Two low density zones shall be cre-

ated to provide a range of low density lot sizes and market opportunities for predominantly single family residential uses. The lowest density designation with largest lot sizes can be located anywhere where larger lots are desired. To promote land use compatibility with similar lot sizes, this zone may also be considered for location adjacent to where existing low density single family residential subdivisions have been developed. Additionally, to reduce environmental impacts this zone should be located adjacent to environmentally sensitive properties, and around most lake frontages where there is noted environmental sensitivity. This zone should be planned to accommodate between 0-4 units per acre.

f. Policy: The second low density designation with slightly higher density and smaller lots should be located adjacent to moderate or high density zones and sites surrounded by predominantly undeveloped areas. This designation should be avoided on sites with known environmental sensitivity, including problems such as high ground water table and drainage problems. This designation should be planned to accommodate a minimum of 3 to a maximum of 6 units per acre, unless environmentally sensitive characteristics or some other features make an even lower density prudent.

g. Policy: Low density designations may be located in the areas with no direct access to major arterials in areas where public transportation is not readily available and does not meet the criteria for moderate or higher density development because of limitations on utilities or other city services.

h. Policy: Development taking place without urban utilities of water or sewer shall be required to develop in a clustered design with urban size lots in order to reserve the balance of property for future development at urban densities.

i. Policy: Changes from one designation to another, both in the comprehensive plan or the zoning map, shall take place only when it is consistent with the provision of roads and road

systems as described in the transportation element, and with utilities and services as provided in the utilities element, capital facilities element, and other goals and policies of the land use element.

#### E. Residential Goals and Policies

1. Goal: Enhance appearance, quality and function of residential neighborhoods.

a. Policy: High quality, attractive, innovative design characterized by humanistic scale shall be encouraged in all residential projects. This will include specific design and performance standards that provide pedestrian and transit orientation, attractive streetscapes, open space, protection of the environment, and nuisances mitigation.

b. Policy: Promote the sense of community by encouraging mixed housing types and income levels. Ensure a variety of housing types will be available to people with a range of incomes in each planning area.

c. Policy: Promote the logical, orderly, attractive and functional placement of land uses of different intensities to avoid conflicts and provide smooth transitions so that land uses complement one another and provide for a more livable neighborhood.

d. Policy: Require design review of all residential land uses to promote attractive and functional neighborhoods with variety, interest, individual identity, a sense of place, complementary character and enhanced livability. Design shall consider both aesthetic and functional components.

Aesthetic considerations shall include the look, feel, character, and visual compatibility with surrounding development. Variety and interest will be an important emphasis.

Function shall include consideration of the needs of individual units to provide energy efficiency, privacy, security, yard area and convenience in the needs of daily living. Functional design will provide opportunities

for residents to interact with the environment and surrounding neighborhood, including consideration of transportation strategies, common open space, pedestrian connections, schools and other important neighborhood focus points and activity centers. Aesthetic and functional design expectations shall be applicable to all residential development. Within the unincorporated urban growth area, design review will apply only to multifamily projects with more than four units, provided lots within the unincorporated area shall be larger than 4,000 square feet in size.

e. Policy: Require development to plan around and complement natural features and resources, such as topography, wetlands, tree stands, and other natural or environmentally sensitive features. The intent is to integrate development into the environment, demonstrating a reverence for nature.

f. Policy: Provide for and design public and civic spaces and uses such as school sites, neighborhood parks, or other public places so that they are well integrated into the development and create focal points for the neighborhood.

g. Policy: Develop an interconnecting network of streets and alleys designed for narrower widths and slower speeds. Provide pedestrian-friendly streetscapes, transit and alternative forms of transportation, curbside planting strips with trees and landscaping and civic identity.

h. Policy: Provide a connected system of community, neighborhood, and wildlife open spaces.

i. Policy: Street trees and planting strips are integral to every residential concept. All proposals shall include plans for street trees in planting strips. Planting strips shall be a minimum of six feet wide to provide adequate area for tree growth. Planting strips that are wider are encouraged.

j. Policy: Develop property maintenance codes to provide neighborhoods free from nuisance characteristics, such as junk cars, unmaintained buildings and structures, or unkept yards. Design

programs that promote pride in one's yard and neighborhood.

k. Policy: Require integrated planning for all residential developments and encourage large scale residential development, such as planned unit developments, planned residential developments, planned communities and urban centers that provide the opportunity for large scale integration of neighborhood needs.

2. Goal: Develop residential zones with a mix of housing options, particularly in high and medium density zones. Options should include a full range of single family and multifamily opportunities to avoid concentrated areas of rental housing or housing serving only lower income groups.

a. Policy: Utilize standards for subdivisions and building projects in medium and high density residential zones to provide opportunities for well-designed and properly integrated mixed residential uses.

b. Policy: Provide for limited multifamily options in the low density 3-6 zone where duplexes, triplexes and quadraplexes are designed to look like single family structures and can be properly integrated into areas of single family residential development.

c. Policy: Utilize residential design criteria for all residential development. Design of mixed residential use developments shall consider transitions and strategies for blending of residential uses of different intensities to minimize impacts and promote integration and compatibility. Within the unincorporated urban growth area, design review will apply only to multifamily projects with more than four units, provided lots within the unincorporated area shall be larger than 4,000 square feet in size.

## F. Mixed Use Goals and Policies

1. Goal: Provide opportunities that allow mixed uses, enhancing character, functionality and desirability of planning areas.

### Policies Regarding New Urban Centers

- a. Policy: Utilize the urban center concept with specific development requirements as one strategy to promote a mixed use concept.
- b. Policy: Consider designation of residential parcels of 60 acres or greater in size, or parcels that are surrounded by vacant residential parcels totaling 60 or more acres in size that can reasonably be integrated into a mixed use concept, as new urban centers. New urban centers shall be designed to have interconnecting streets and appropriate placement of open spaces and commercial use to serve adjacent parcels. Encourage the integrated design of adjacent parcels less than 60 acres in size to develop in conjunction with and to complement urban centers. Where multiple parcels are involved, participation in dedication of land for public purposes and distribution of land uses shall be balanced as much as possible.
- c. Policy: Urban center zones shall include a full range of housing choices, park area, transit services, pedestrian orientation and civic spaces. Additionally, they shall include neighborhood or community commercial scale retail and service businesses and offices, if considered appropriate to the site, and a school site if deemed necessary by the North Thurston Public Schools.
- d. Policy: Developments within Urban Center zones shall be designed and recorded as subdivisions and binding site plans for the commercial sections, with detailed covenants and requirements for homeowners associations, as opposed to generalized master plans. Lot sizes, land uses, and street and open space locations shall all be permanently fixed in place. The location and use type of buildings shall be coded into the binding site plans and subdivisions to maintain continuity and consistency over time.
- e. Policy: An Urban center may include a business or employment center focused on a primary job generation. The project size must be sufficient to accommodate this use in addition to all other

required elements of the mixed use concept. The business component must fit within the character of the development and surrounding neighborhood and not be the prominent land use element of a project. Those businesses must meet all development, environmental, nuisance and noise standards. Urban centers with Neighborhood Commercial designations shall be designed primarily for localized neighborhood use, as opposed to uses located within commercial zones designed to predominantly capture traffic along major arterials. Zones with Community Commercial designations may be designed to achieve a balance in serving the new urban center and the surrounding community.

### Policies Regarding Mixed Use Arterial Corridors

- a. Policy: Provide for a mixed use arterial corridor zone along Martin Way encouraging high density residential infill and redevelopment opportunities along this commercial strip as a strategy to promote a mixed use concept.
- b. Policy: Apply different mixes of commercial and residential land uses along the Martin Way corridor based upon sensitivity to existing uses so they may be integrated into the long term vision.
- c. Policy: Establish the Martin Way corridor as a mixed use high density district that provides specific areas where auto related businesses are permitted and others where they are restricted.
- d. Policy: Street frontage improvements are prioritized by the City and County with input from property owners and the public. Prioritization is to be based in part on available funding mechanisms that will include, as appropriate, City/County/community funds, grants, requirements for building permits, Local Improvement Districts, Business Improvement Districts or any other combination of funding.
- e. Policy: The City and County monitor and coordinate needed safety improvements for the Martin Way corridor.



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

g. Policy: Use the 1993 study conducted by Thurston Regional Planning titled "Evolution of a Corridor – From Auto-Oriented Arterial to High Density Residential Corridor" as a guide for creation of the mixed use arterial zone and accompanying standards.

h. Policy: Provide strong emphasis on the commercial aspects of the corridors as a way of strengthening Lacey's commercial base.

#### Policies Applying to All Mixed Use Concepts

a. Policy: Provide adequate flexibility within clear development standards to ensure that mixed use concepts are adaptable to varying needs and conditions without compromising the desired result.

b. Policy: Use mixed use concepts to create communities with an integrated sense of place, neighborhood identity, human scale and continuity, and that provide a mix of housing types which will be available to all income levels and age groups.

c. Policy: In all mixed use concepts, develop an interconnecting network of streets and alleys designed for narrower widths and slower speeds. Create attractive pedestrian-friendly streetscapes, transit and alternative forms of transportation, allow on-street parking to replace or reduce uninterrupted expanses of parking lots. Require curbside planting strips with trees, significant land-

scaping and civic identity.

d. Policy: Use mixed use concepts to promote reduced dependency on single occupancy vehicle use by providing some selected services within walking distance of residences.

e. Policy: Require a specific mix of component land uses for mixed use concepts.

f. Policy: High quality, attractive, innovative design characterized by humanistic scale shall be the foundation of all mixed use concepts. This will include specific design and performance standards that provide pedestrian and transit orientation, spatial relationships between buildings, building and facade articulation, window and entrance treatments, the relationship of buildings to streets and pedestrians, attractive streetscapes, transportation, open space and protection of the environment, and nuisances mitigation.

g. Policy: Mixed use concepts should ensure an integrated relationship between buildings and their positive relationships to streets. Buildings and their primary entrances shall face streets.

h. Policy: Provide for public and civic spaces and uses that are well integrated into mixed use concepts and create focal points for the neighborhood.

i. Policy: Pedestrian-friendly techniques and improvements such as street trees in wide planting strips, sidewalks with brick crosswalks, pedestrian-scale lighting, street furniture and bus stops are integral to mixed use concepts. All proposals shall include plans for such improvements in conjunction with pedestrian corridors and key pedestrian intersections shown on the future land use plan map.

j. Policy: Mixed use concepts should be designed to promote the sense of community by mixing land uses, housing types and income levels. Concepts need to integrate these uses in proximity to essential services and workplaces.

Concepts must have significant interconnections of roads and sidewalks. To meet housing goals, concepts should provide a variety of housing types available to people with a range of incomes.

k. Policy: Promote the following essential mix of land uses in mixed use proposals: housing, neighborhood-oriented shopping and services, offices, civic uses and spaces, workplaces, open spaces, and natural systems network.

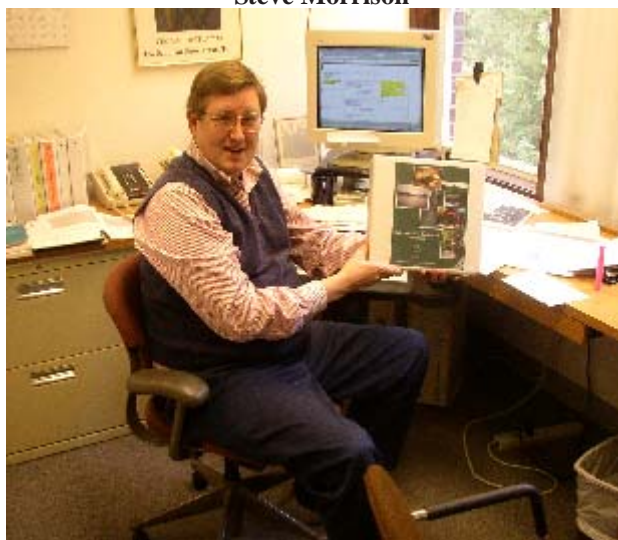
l. Policy: Mixed use concepts must promote efficient land use by encouraging infill, ensuring development at more compact, higher urban densities, and placing residential uses in close proximity to basic retail and support services, as well as work places.

m. Policy: Mixed use concepts shall be designed with a variety of housing types.

n. Policy: Mixed use concepts shall provide a connected system of community, neighborhood, and wildlife open spaces.

o. Policy: Mixed use developments shall integrate development into the environment, demonstrating a reverence for nature.

**Steve Morrison**



**Steve, a senior planner for Thurston Regional Planning, was responsible for the extensive wetland work in creating our local wetland inventory.**

## G. Environmental Quality

1. Goal: All developments should complement natural resources and environmentally sensitive areas.

a. Policy: Development shall be consistent with the Lacey environmental protection and resource conservation element. This element shall provide protection for Lacey's critical areas consistent with practices of best available science.

b. Policy: Based upon Regional aerial photographic studies or other studies by or for Lacey or the County, wetland areas and buffers shall be designated as open space institutional on land use maps to clearly identify development limitations and in anticipation of dedication requirements. In the event of a question or disputed wetland boundary, on-site review shall determine actual wetland delineation. In the event actual on-site studies show the wetland and buffers to be smaller than the area designated OSI on the map, that portion of property designated OSI shown to be out of the wetland or buffer shall be allowed to be used and developed under the requirements of the adjacent designation. Wetland areas on private lands within the unincorporated urban growth area will not be designated OSI, although wetland maps are available for public review at the Thurston County Development Services office. Wetlands in this area are protected through the Thurston County Critical Areas ordinance.

c. Policy: For purposes of calculating density credit in wetland buffers, wetland buffers designated OSI in residential areas shall be considered to have an allowed density of 4 units per acre.

## H. Parks and Recreation

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

- a. Policy: Continue to require open space for residential and commercial development.
- b. Policy: Provide incentives for provision of additional open space areas. Provide open space wherever extremely sensitive natural environments are found.
- c. Policy: Provide for public and/or private parks and playgrounds within each neighborhood.
- d. Policy: Require means to ensure perpetual maintenance of wetlands and priority habitat sites for passive recreational opportunities.
- e. Policy: Provide for coordination of land use policies with the open space requirements of the Environmental Protection and Resource Conservation Plan.
- f. Policy: Link pedestrian and bicycle pathways with greenbelts, priority habitat sites, wetlands, and open space between neighborhoods. Open space shall be designed into a project from the outset, with sizable and meaningful pieces set aside. It shall not

#### **Bush Park**



**Named after long time Council Member Bill Bush, Bush Park was achieved by consolidation of open space required in the original short plat of this area, including the Beckonridge and Rainer Commercial Center parcels.**

#### **Bill Bush**



**Bill served on the Lacey Planning Commission from 1969 until he was appointed to the Lacey City Council in 1973. He served on the Council for the next 24 years until he retired on December 31, 1997. This photograph was taken of Bill when he served as Mayor between 1974 and 1976. His leadership on the Planning Commission and Council was key to Lacey's growth and development as a City from its formative years in the late 60's, through implementation of Growth Management Act concepts and strategies in the mid 90's.**

be left to the end, using only those restricted and small spaces that are left over. It should be designed in conjunction with school and community sites whenever possible and should provide a focus for neighborhood areas and developments.

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

h. Policy: Where feasible, open space requirements for contiguous properties may be combined to provide more opportunities for active recreation purposes. In instances where open spaces or contiguous open spaces exceed 5 acres, the City should take over responsibilities for ownership and maintenance of the park to better guarantee and



achieve open space goals for the residents and surrounding community.

i. Policy: Where wetlands, habitat conservation areas, or other sensitive or resource lands exceed 5 acres in size, or is contiguous with adjacent wetlands, the City may require dedication in conjunction with development applications. Dedication should ease the burden and responsibility of maintenance of such sites for homeowner's associations and should actively maintain and provide for such sensitive lands for the benefit of the homeowners of the development, as well as the community at large.

### I. Residential Streets

1. Goal: Streets and transportation systems shall enhance the appearance, quality, and functionality of residential neighborhoods.

a. Policy: Ensure coordination with Thurston Regional Transportation Plan.

b. Policy: Ensure coordination with Lacey transportation element of the comprehensive plan.

c. Policy: Residential developments shall require strong, multi-modal transportation and pedestrian orientation. Pedestrians need friendly streetscapes, sidewalks, pedestrian links, and convenient covered bus stops. Multifamily areas may benefit from buildings organized along the

#### **Beckonridge Alley**



A long dead concept in Lacey, Beckonridge resurrected the idea of alleys in the early 90's.

### **Meridian Campus Streetscape**



**Meridian Campus was designed as a planned community in the late 1980's. It provides lots for many of Lacey's upper end homes. Streetscapes in Meridian Campus are attractive showing sidewalks, planter strips and street trees.**

streets.

d. Policy: Street sections shall be characterized by an interconnected network or modified grid pattern, an attractive streetscape that is inviting to pedestrians as well as vehicles, planting strips with street trees between street and sidewalks, sidewalks on both sides of streets, pedestrian scale lighting and on-street parking. Design shall promote the safe coexistence of pedestrians and vehicles in close proximity. Streets shall have narrower widths and slower speeds, accommodations for bicycles and bike parking. Nearly all streets shall terminate to other streets. Alleys shall be designed down the center of blocks and interconnected with other alleys and internal streets serving the development. Provisions shall be made for transit stops to accommodate attractive shelters.

e. Policy: Strong emphasis on encouraging alleys down the center of blocks, except where critical areas and development site edges may preclude alleys. Alleys provide alternative access to lots and are preferable locations for garages, parking and utilities.

f. Policy: Garage scapes ought to be discouraged.



Emphasis shall be on garages locating along alleys or designed so they are located to be unobtrusive and not the predominant initial focus of a residential lot. If garages are located in the front of lots they should be encouraged to be recessed behind the front of the house.

g. Policy: Traffic calming techniques shall be used where appropriate to enhance street space and experience by reducing vehicular speed and helping to create a sense of place for streets that serve pedestrians and cyclists, as well as vehicles. Techniques may include “T” intersections, roundabout islands and other diversions, offset intersection and slow points, such as planting bulbs that provide protected parking and force regular changes of direction.

h. Policy: Parking lots serving mixed use developments and commercial sites in residential areas shall be located to the rear or sides of the buildings. They shall not be located on the street side of buildings. Any parking located to the sides of buildings must be designed and screened such that it neither disrupts nor distracts from the streetscape continuity.

i. Policy: All parking lots in mixed use developments and in commercial sites in residential areas shall provide bicycle parking and shall be screened. Lots shall be heavily landscaped throughout and along the edges, and shall include numerous trees and internal planting bays.

## J. Special Needs Housing

1. Goal: Integrate special needs housing throughout the growth area.

a. Policy: Continue a liberal accessory dwelling unit concept, allowing for second residences that provide apartments for the elderly and young families, while promoting infill at a higher density in the residential zones.

b. Policy: Allow group homes, where groups live together in a family environment and whose

outward appearance and activity levels are comparable to single family homes, to be located in any residential zone,

c. Policy: Provide for larger institutional special needs homes to be located in any residential zone as a conditional use permit, where proper design and buffering can be used to integrate the project into a residential setting.

d. Policy: Emphasize housing for special needs populations in high and moderate density zones, where access will necessarily be provided to major arterials close to transit that special needs populations may require.

## K. Neighborhoods

1. Goal: Recognize and help maintain defined neighborhood areas, promoting citizen pride, ownership and participation in neighborhood activities and use neighborhood areas and identified values and goals as a focus for land use planning.

a. Policy: Promote the formation of neighborhood action committees and groups. Support community interest activities at the local level. To aid in organization, encourage formation of representative groups in the various geographic sectors of the community.

b. Policy: Promote the development of focal points for neighborhood activities. Neighborhood unity is enhanced by having a physical focus or center for the area. Lacey will support the development of such features as neighborhood parks, community centers and schools.

c. Policy: Support the placement of signs identifying the neighborhoods of the community. Clear identification of neighborhood enhances residents’ interest in the area and encourages individual activity in support of the neighborhood.

d. Policy: Encourage a diverse population to occupy the housing in each neighborhood. Diversity

enhances the residential experience. The City supports the formation of neighborhoods which include people of various backgrounds, skills, interests and lifestyles.

e. Policy: Require strong covenants creating strong homeowner's associations with property maintenance codes and clear neighborhood vision supporting goals of the comprehensive land use plan.

f. Policy: Develop a public participation process early for all land use submittals to obtain comments from existing neighborhoods.

g. Policy: Encourage innovative public participation techniques in order to mediate differences.

#### L. Commercial Goals and Policies

1. Goal: Provide a full range and appropriate siting and design of commercial facilities to support the residential environment of Lacey and support the development of Lacey as an attractive, functional regional commercial center. All commercial development should enhance the quality of life of our residents.

a. Policy: The location of community commercial or

##### **Neighborhood Commercial Site at Mullen and Marvin Roads**



**A parcel designated for neighborhood commercial in 1994 to serve the Seasons Planning Area stands vacant in 2003.**

neighborhood commercial centers should be based on suitability of circulation and access, compatibility of use with surrounding uses, market feasibility, and strategic placement to provide coverage to the entire Lacey growth area. Neighborhood Commercial zones need to be placed within residential areas, and should provide coverage within walking distance of most residential neighborhoods. Location of Community Commercial zones should be at the periphery of residential areas, on arterials, and should provide primarily to a market area within five miles of every planning area.

b. Policy: Neighborhood commercial uses that supply nearby residents with everyday convenience shopping goods should be encouraged within residential areas to reduce traffic generation. Generally, these uses will be very small, not generate excessive traffic, and be compatible with nearby residences. Uses may include a full range of small commercial activities that provide convenience to the surrounding neighborhood, such as grocery stores, drug stores and laundries.

c. Policy: Neighborhood commercial activities are best provided through new urban center concepts and other means of achieving large scale mixed use development projects.

d. Policy: Business and professional offices that can provide local services to neighborhoods should be encouraged to develop in community or neighborhood commercial areas.

e. Policy: As retail and personal services are business uses dependent on walk-in traffic, they should be encouraged to group together, preferably within planned centers to maximize sales and pedestrian movement within the concentration and to provide safer and more efficient facilities for access, internal circulation and parking.

f. Policy: Large city-wide or regional general commercial uses should be grouped into centers, rather than dispersed throughout the city. These centers shall have a landscaped urban park quality.

### South Sound Center 2003



**Lacey's original regional mall developed by Bob Blume in the 1960's was redeveloped in the late 1990's, eliminating small mall businesses to create room for the Target store.**

g. Policy: Future development of commercial areas should rest on a comprehensive integrated planning scheme incorporating performance standards regarding greenbelts and buffering, landscaping, public service, utilities, parking facilities, commute reduction techniques consistent with the State Commute Reduction Law, and other items of site design important to the community.

h. Policy: In order to improve traffic-bearing capacity of streets designated as arterials or collectors for through traffic, the indiscriminate stripping of commercial uses along the frontage should not be allowed. Developers shall be required to concentrate non-residential land uses in integrated centers in order to ensure convenient access and prevent strip development. Further extensions of strip commercial development shall not be permitted.

i. Policy: New business development should be designed to encourage buses, pedestrians and bicyclists, as well as motorists.

j. Policy: Seek methods of safely introducing the pedestrian and bicyclist into existing business areas, including, but not limited to, requiring such

things as pedestrian improvements, bike lanes and bike parking with development of commercial sites.

k. Policy: All commercial developments that lie adjacent to residential areas should be adequately buffered and screened by greenbelts and landscaping.

l. Policy: Whenever practical, site planning and design of non-residential land uses should permit the shared use of parking facilities for off-hour activities. Additionally, park and rides should be permitted and should qualify as parking for surrounding commercial activities.

m. Policy: Distributive business services and light fabrication should be located with access provided to expressways or major arterial truck routes so that traffic will not pass through residential areas. These uses should be located adjacent to industrial areas except where special circumstances dictate a separate location.

n. Policy: Auto-oriented businesses should be located functionally convenient to major arterials as

### Changing Message Center Signs



**Approval of this Walgreens sign on College St. set off a controversy over attractiveness of changing message signs and led to an amendment of the sign code to limit their use.**



### 2003 Construction of the One Way Couplet



**Rapid growth has necessitated extensive street improvements. This shows construction of the one way couplet at Pacific Avenue and Lacey Blvd.**

a part of other business areas. Preferably, the location should be on the edge of the business area convenient to arterials, freeway, or expressway interchanges, dependent upon the intensity of the use.

o. Policy: Business development should occur only after sufficient right-of-way improvements and special controlled access points have been assured to accommodate the added traffic generated. This should include provision for proper entrances and exits, internal traffic circulation of parking, the separation of streets from parking areas, and public transportation and pedestrian access.

p. Policy: So that College Street and Ruddell Road can continue to move through traffic and not become congested with commercial traffic, the portions south of Lacey Blvd. should not be allowed to develop with commercial uses except in areas designated as Neighborhood Commercial or Community Commercial.

q. Policy: Reclassification of other land for commercial uses in a given planning area normally should not occur if that planning area already has more than twice as much land available

for commercial use as is in commercial use at the time, unless there are compelling reasons in the best interest of the public to do so.

r. Policy: The available Central Business District zoning presently designated for commercial use should be largely developed prior to reclassification of other property adjacent to the core for commercial uses.

s. Policy: Future regional commercial/retail shopping centers should be located in one of the Central Business Districts, Woodland District, the General Commercial zone at the Marvin Road I-5 Interchange, or in the Hawks Prairie Planning Area. Stand-alone regional uses are also encouraged to locate in these zones.

t. Policy: Signage in all commercial areas should be adequate to identify businesses but not so large, garish, or numerous as to create visual clutter. Sign should also complement the building.

u. Policy: Shopping centers should be designed to support pedestrian activity and encourage social interaction, as well as retailing.

(1) Shopping center design should give people the opportunity to stroll, browse, eat, sit, and relax,

### Design Review That Didn't Work



**Early efforts to enforce design review requirements with doors on the street to accommodate pedestrians led to this development sporting doors on the street, but were utilized only for employee access.**



as well as shop.

(2) Circulation in the shopping center should induce people to walk in front of stores. Pleasant surroundings separated from automobiles and vehicular traffic create environments in which people want to congregate.

(3) Shopping center parking lots should provide easy access for shoppers and transit passengers with bus loading zones. Interior planters, islands, and sidewalk planters should be planted with trees and shrubs. Benches, courtyards, and entry plazas can direct pedestrians to store entries and can provide transitional space between parking and shopping.

v. Policy: Use the city's comprehensive design review program as a tool to achieve design expectations for commercial development.

2. Goal: Create a healthy and attractive setting along the arterial commercial entrances to Lacey; Martin Way from College to Marvin and Marvin Road from I-5 to Martin, at the entrances on Pacific and along streets within Lacey's core commercial areas.

a. Policy: Establish urban design plans for each of Lacey's arterial entrance corridors. These plans should set design criteria which accomplish the policies of this section and which are sensitive to the unique conditions along each corridor.

b. Policy: Site planning, landscaping, architecture, signage and street design in arterial commercial entrance corridors should combine to create a pattern of visual continuity at a scale appropriate to automobile travel, but also consistent with policies for the Martin Way Mixed Use High Density Corridor, to make the corridor friendly and inviting to pedestrians.

c. Policy: Site design, setbacks and landscaping should be used to define a strong edge to the street corridor, helping create visual order rather than chaos.

d. Policy: Urban design along Lacey's arterial entrance corridors should reinforce the sense of gateway or entrance to the city.

e. Policy: Setbacks should be appropriate to the setting. The Martin Way corridor has extensive right of way, providing enough room for significant street frontage improvements. Setbacks along Martin Way need to be consistent with policies developed for the Mixed Use High Density Corridor. Setbacks for other commercial zones should be consistent with the intent and emphasis of the zone.

f. Policy: Development should use setbacks, site designs and landscaping to avoid creating a corridor with parking lot after parking lot and to promote safe pedestrian walkways within parking lots. This should encourage walking, public transportation and bicycle use.

g. Policy: Landscaping in all commercial areas should be used to:

(1) Enhance the visual experience in the street by softening the appearance of buildings and parking areas;

(2) Create a buffer separating buildings, parking areas, adjacent streets and adjacent uses; and

(3) Make arterial commercial areas more attractive and comfortable for pedestrian use.

h. Policy: Landscaping in all commercial areas should be:

(1) Compatible with adjoining projects in order to establish visual continuity; and

(2) Suited to our local climate; and

(3) Designed to permit easy maintenance; and

(4) Maintained in healthy and attractive manner.

i. Policy: Architecture in all commercial areas should:

- (1) Be distinctive to our community rather than standardized nationally or regionally;
- (2) Take into account the relationship to its surroundings; and
- (3) Improve the overall quality of design in the vicinity.

j. Policy: Arterial commercial entrance corridors should also incorporate facilities for non-auto-motive transportation, including:

- (1) Pedestrian facilities that provide easy access but with strong separation from heavy street traffic; and
- (2) Bikeways designed to be distinct from pedestrian paths; and
- (3) Transit facilities.

k. Policy: Public investments within the street corridor should also be consistent with the policies in this section, especially regarding landscaping, pedestrian facilities and transit facilities.

#### M. Industrial

1. Goal: Provide for high quality industrial development.

a. Policy: Land use plan policies shall implement the goals, policies and objectives of the City's economic development plan.

b. Policy: Encourage industrial development which adds to the tax base, provides high paying jobs and diversifies and strengthens our local economy.

c. Policy: Industrial development should be designed, built, landscaped, operated and main-

tained in a way that will ensure that it will be a good neighbor to nearby land uses. Industrial areas and uses should be located where preservation of natural characteristics, development of buffers, or man made transitions like commercial offices will separate industrial uses from residential areas or other incompatible uses, providing a smooth transition.

d. Policy: Industrial areas should be reasonably scaled to the probable demand and need.

e. Policy: Industrial areas should be located with access to major transportation routes, including major arterial truck routes and transit facilities.

f. Policy: Industrial areas should be located where they can be adequately served by necessary major utility lines, such as electric power stations and transmission lines, trunk sewer lines, trunk water lines and trunk gas lines.

g. Policy: Non-industrial uses should not be encouraged in industrial areas, with the exception of commercial establishments serving the industrial firms and their employees. Additionally, uses determined to be most appropriately located in the zone, such as live adult entertainment and transition facilities for sexual predators may be permitted.

h. Policy: Use the city's comprehensive design review program as a tool to achieve design expectations for industrial development.

#### N. Utilities and Capital Facilities

1. Goal: Coordinate with the Comprehensive Plan's Utilities Element and Capital Facilities Element to ensure land use policies provide for developments that take full advantage of, but do not exceed, capabilities of utilities or infrastructure to provide necessary services.

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

environmental impact assessments.

b. Policy: Preference normally should be given to providing adequate public facilities to settled areas, rather than extending new services to sparsely settled or undeveloped areas, and to serve the incorporated land before serving unincorporated areas. However, sewer extension shall be allowed to areas for purposes of ground water protection, surface water protection or the correction of identified existing residential, commercial or industrial need for sewer service; also for the extension of water utility service into the City's established water service area to solve water service or water quality problems. Provided further sewer may also be extended to vacant or developed lands in the growth area, if it is wholly funded by private parties through LID's or as a development requirement.

c. Policy: Public agencies work with developers to determine where and when new public facilities are to be placed to permit proper development of commercial and residential projects. This process should be directly related to the capital facilities plan, utilities element, and transportation element in order to achieve concurrency.

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

e. Policy: Residences and businesses utilizing private wells for water systems which have City water service available shall be required to connect to it when the well fails, needs replacement, requires major repairs or is sold.

f. Policy: A large portion of the Lacey growth area is in the designated McAllister Springs Geologically Sensitive area. Property located in

this area should not develop at densities greater than one unit per five acres on septic tanks and drain fields. When such property is developed at one unit per five acres, it shall be done so in a clustered manner that will allow redevelopment at urban densities once sewer is made available. The City and County will work cooperatively with the Health Department and the Fire District to assure that hazardous materials are contained properly and are not discharged in ways that can contaminate ground water or the environment.

#### O. Water Resources

1. Goal: Reduce impacts from flooding, encourage efficient stormwater management and ensure the quality and quantity of groundwater resources are protected and preserved for all uses.

a. Policy: Ensure that new development is in conformance with requirements and standards of the North Thurston Groundwater Protection Plan.

b. Policy: Ensure that new development is in conformance with requirements and standards of the Drainage Design and Erosion Control Manual for City of Lacey and Thurston Region.

c. Policy: Ensure coordination with the Puget Sound Water Quality Management Plan, the Northern Thurston County Ground Water Plan, the Coordinated Water System Plan, the Chambers Lake Stormwater Management Plan, the Woodland Creek/Lake Lois Enhancement Plan, the Chambers Creek Comprehensive Drainage Basin Plan, the Woodland and Woodard Creek Comprehensive Drainage Basin Plan, the Chambers/Ward/Hewitt Comprehensive Basin Management Plan, the McAllister/Eaton Creek Comprehensive Drainage Basin Plan, the Henderson Inlet Watershed Action Plan, the Budd/Deschutes Watershed Action Plan, the McAllister Springs Wellhead Protection Plan and the City of Lacey Wellhead Protection Plan.

d. Policy: Ensure that new development is in conformance with the City's Environmental

Protection and Resource Conservation Plan section on aquifer protection.

e. Policy: Participate in regional efforts towards developing and protecting long range domestic drinking water supplies outside of Urban Growth Management boundaries and identify groundwater watershed protection areas.

f. Policy: Ensure that groundwater, as a finite resource, is managed effectively to support all beneficial uses. Participate in regional efforts to manage ground and surface waters.

g. Policy: Recognize and pay attention to the phosphorous leaching problem in our lakes and deal with the problem through a comprehensive water resources management approach.

h. Policy: Within the UGA, encourage and promote sewer to the McAllister Springs Geologically Sensitive Area. Densities of no more than 3-6 units per acre may be considered to further this purpose. Consideration of additional data and research on the effects of residential development on ground water quality may be used in future evaluation of appropriate density and standards for zoning.

i. Policy: Consider additional ground water protection measures within wellhead protection areas throughout the planning area, such as using subdivision CCR's to help regulate land use activities that affect ground water, encouraging developments with open space areas to preserve native vegetation or to landscape with vegetative materials certified as "low input" and other appropriate measures.

j. Policy: The City of Lacey has taken, and shall continue to take appropriate action to safeguard the City's water supply as outlined in procedures developed by the Operations Division of the Public Works Department for water system security.

## P. Institutional Uses

1. Goal: Provide public and institutional land use to

improve the image of Lacey as a community and to meet social needs of the community.

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

b. Policy: Lacey should continue to review potential for development of a convention center. Lacey should identify strategic sites for a structure with meeting, restaurant and hotel space and should assist in the development of such a facility through a public/private partnership, if market demand becomes favorable for this use.

c. Policy: Lacey shall assist in the preparation of detailed plans for areas of special community significance. These supplementary plans may include St. Martin's College campus, which lies in the core of the community and may provide a focal point for community activity. The City will work with the college to ensure that its campus will continue to enhance the quality of life in the community.

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

a. Policy: Work with North Thurston Public Schools to facilitate school district planning. Assess the need for additional school sites in the area north of Interstate 5 (Pleasant Glade and Hawks Prairie Planning Areas) when reviewing development projects.

b. Policy: Grade schools and middle schools should be sited and designed so they can be a focal point for neighborhood activities. High schools which serve multiple neighborhoods should be sited and designed to best accommodate and serve larger community areas.

c. Policy: Review development projects for impact to schools and require mitigation of identified



impacts. Mitigation may include dedication of property for school sites, development of school or school-related improvements, payment of impact fees, other techniques necessary for mitigation, or a combination of the above.

d. Policy: Ensure all developments within the sphere of influence of a school provide a design with features such as pedestrian trails, bike trails, bus stop improvements, access points and interconnected open space that recognizes and enhances the development's tie to the school.

#### Q. Essential Public Facilities

1. Goal: Maintain consistent countywide planning policies for siting of essential public facilities.

a. Policy: Essential public facilities may be allowed as conditional uses in the zoning ordinance. Essential public facilities shall be subject, at a minimum, to the policies provided in adopted countywide planning policies and policies and standards specified in this Comprehensive Plan, the City/County Zoning Ordinance and other applicable codes and regulations.

b. Policy: Essential public facilities shall be classified as follows:

(1) Type One: Multi-county facilities. These are major facilities serving or potentially affecting more than one county. These facilities include, but are not limited to, regional transportation facilities, such as regional airports, state correction facilities and state educational facilities.

(2) Type Two: These are local or inter-local facilities serving or potentially affecting residents or property in more than one jurisdiction. They could include, but are not limited to, county jails, county landfills, community colleges, sewage treatment facilities, communication towers, and inpatient facilities (e.g., substance abuse facilities, mental health facilities, and group homes). NOTE: Such facilities which would not have impacts beyond the jurisdiction in which they are proposed to be located would be Type

Three facilities.

(3) Type Three: These are facilities serving or potentially affecting only the jurisdiction in which they are proposed to be located.

In order to enable the City and County to determine the project's classification, the applicant shall identify the approximate area within which the proposed project could potentially have adverse impacts, such as increased traffic, public safety risks, noise, glare, emissions, or other environmental impacts.

c. Policy: Provide early notification and involvement of affected citizens and jurisdictions as follows:

(1) Type One and Two Facilities: At least 90 days before submitting an application for a Type One or Type Two essential public facility, the prospective applicant shall notify the affected public and jurisdictions of the general type and nature of the proposal, identify sites under consideration for accommodating the proposed facility, and identify opportunities to comment on the proposal. Applications for specific projects shall not be considered complete in the absence of proof of a published notice regarding the proposed project in a newspaper of general circulation in the affected area. This notice shall include the information described above and shall be published at least 90 days prior to the submission of the application.

The Thurston Regional Planning Council may provide the project sponsor and affected jurisdiction(s) with their comments or recommendations regarding alternative project locations during this 90-day period. (The purpose of this provision is to enable potentially affected jurisdictions and the public to collectively review and comment on alternative sites for major facilities before the project sponsor has made their siting decision.)

(2) Type Three Facilities: Type Three essential public facilities are subject to standard notification requirements for conditional uses.

d. Policy: Essential public facilities shall not have any probable significant adverse impact on critical areas or resource lands, except for lineal facilities, such as highways, where no feasible alternative exists (adapted from Countywide Policy 4.2[a]).

e. Policy: Major public facilities which generate substantial traffic should be sited near major transportation corridors (adapted from Countywide Policy 4.2[b]).

f. Policy: Applicants for Type One essential public facilities shall provide an analysis of the alternative sites considered for the proposed facility. This analysis shall include the following:

(1) An evaluation of the site's capability to meet basic siting criteria for the proposed facility, such as size, physical characteristics, access, and availability of necessary utilities and support services;

(2) An explanation of the need for the proposed facility in the proposed location;

(3) The site's relationship to the service area and the distribution of other similar public facilities within the service area or jurisdiction, whichever is larger; and

(4) A general description of the relative environmental, traffic, and social impacts associated with locating the proposed facility at the alternative sites which meet the applicant's basic siting criteria. The applicant shall also identify proposed mitigation measures to alleviate or minimize significant potential impacts.

(5) The applicant shall also briefly describe the process used to identify and evaluate the alternative sites.

2. Goal: Provide appropriate standards and expectations for facilities that will protect Lacey's community and neighborhoods.

a. Policy: Develop specific standards for location

and design of transitional facilities that will provide our community and neighborhoods security and protection.

b. Policy: Require commercial level design and landscaping treatment for transitional facilities to ensure aesthetic compatibility with the neighborhood.

3. Goal: Encourage planning and coordination between jurisdictions to site secure community transfer facilities in the most appropriate location from a regional planning perspective.

a. Policy: Promote an application process for secure community transfer facilities through the Regional Planning Council, to suggest preferred site(s) to meet State requirements for bed ratios for Thurston County. Siting should be based upon State guidelines and valid consideration of applicable issues throughout Thurston County.

b. Policy: Recommendations through a process as suggested in the above should not limit a jurisdiction's responsibility to review an individual site and facility or its authority to condition or deny a proposed site or facility based upon its guidelines and standards.

## **VII. PROPOSED LAND USE KEY CONCEPTS, MAPS AND DESCRIPTION OF PROPOSED DESIGNATIONS**



**View of Hicks Lake from Wanschers Community Park**



## **VII. Proposed Land Use Key Concepts, Maps and Description of Proposed Designations**

### **A. Key Concepts Visualized in Land Use Maps**

Based upon the analysis and goals of this land use element and other elements of the comprehensive plan, key concepts have been used in preparing the land use maps. The most significant of these include using various techniques to increase density in the urban growth area, providing a mix of land uses in each planning area, including a full range of residential uses and provision of commercial services, recognizing and protecting environmentally sensitive areas, interconnection of multi-modal corridors and urban trails with key elements of the neighborhoods and community and a desire to increase the commercial and industrial base.

Several main techniques have been used to increase densities. These include concentration of high densities along major arterial corridors consistent with the Regional Transportation Plan, implementing a Mixed Use High Density Corridor along Martin Way and Mixed Use Moderate Density Corridors along Sleater Kinney and Pacific Avenue, designating strategically located large undeveloped parcels for development under an urban center concept and implementing the concept of requirements to achieve minimum densities in certain zones.

To promote a mix of uses consistent with the housing element and the Regional Transportation Plan, each planning area was analyzed for its mix of uses and residential and commercial opportunities. Each planning area was provided with a rich mix of residential zones to provide opportunity for a full range of housing types. Each planning area was also reviewed for the strategic siting of neighborhood commercial areas to promote the opportunity for each neighborhood to be within walking distance of key commercial services.

To insure proper consideration of environmentally critical areas, particularly wetlands, known sensitive areas and anticipated buffers have been designated open space institutional. These sites can now be more easily identified and integrated into the planning process. Maps show graphically, with the open space institutional classification, the inter-relationships of lakes, wetlands and wildlife corridors with other key public sites in our neighborhoods, such as parks and schools and how these key public sites can be interconnected by trails and pedestrian corridors.

The maps also emphasize the neighborhood and pedestrian emphasis of the plan by showing multi-modal corridors and pedestrian links with key components of each neighborhood, including environmentally sensitive properties, parks, schools, and commercial areas.

A desire to evolve from our heritage as a residential suburban community to a healthier funded jurisdiction with a thriving commercial and industrial base is shown with substantial commercial and industrial resources shown in the Central, Hawks Prairie, and Tanglewilde/Thompson Place Planning Areas. In addition, strategically placed neighborhood commercial sites are sprinkled throughout the growth area, including Urban Centers where a mixed use concept is encouraged.

### **B. Meeting Needs of Various Land Uses**

Charts 10 and 11, based upon the Buildable Land Report, show land resources in each land use category. The proposed land use accommodates anticipated needs for residential, commercial, industrial and open space institutional property.

### **C. Proposed Land Use Maps**

The proposed land use maps show the intended long term use of the property throughout the urban growth area. The maps, together with goals and policies of the plan, provide long-term guidance in development and amendment of



zoning maps which provide regulations for land use over the short term. The maps include described land use designations for the specific use of individual properties, overlays to provide general design guidance for development of large parcels or groups of parcels, and pedestrian corridor plans providing guidance for linking components of each planning area and planning areas with one another.

Urban Center designations, which are general overlays, are intended to guide development by setting certain performance expectations rather than specifically dictating where certain uses of an Urban Center are to go. As such, a school symbol and neighborhood commercial symbol are shown in the Urban Center area, indicating that such sites are normally expected parts of the urban center concept without placing an exact location requirement for such use. The need and exact location of Urban Center components is considered in the design of the Urban Center at the application stage based upon the characteristics and needs of the site and surrounding neighborhoods.

The pedestrian linkage system shown is also a general guide showing the intent of the plan to link elements of each neighborhood and each neighborhood area, but not necessarily providing the exact location. Linkage is mandatory in keeping with the intent of the plan and all projects must comply with this intent. However, once each individual parcel and site has been analyzed, flexibility must be allowed in actual siting of pedestrian corridors to provide the opportunity to accomplish the best pedestrian design possible, considering functionality and neighborhood character.

Designated key pedestrian intersections are intended to provide guidance for location of pedestrian and other multi-modal transportation improvements, which may include such things as street furniture, exceptional landscaping treatment, transit waiting area and information signs, bike racks, public drinking fountains, street

merchant pads and other such amenities to improve and enhance pedestrian and multi-modal transportation opportunities. They are located to maximize pedestrian linkage opportunities with key components of the neighborhood, such as residential and commercial areas, neighborhood recreation areas, environmentally sensitive resources such as wetlands and other key neighborhood elements.

More exacting standards for Urban Centers and pedestrian linkage will be provided in the zoning code based upon goals, policies, and map designations of the Comprehensive Land Use Plan.

#### D. Proposed Map Designations

##### 1. LD 0-4 - Low Density Residential

This is an urban residential classification with the lowest urban density intended for areas located adjacent to existing single family subdivisions with larger lots (7000 square foot or greater) and those areas with wetlands or other known environmental sensitivities. The designation is intended primarily for single family use at a density range of up to 4 units per acre.

##### 2. LD 3-6 - Low Density Residential

This is an urban residential classification to be applied to areas intended primarily for single family residential use at a range of between 3 and 6 units per acre. Limited mixed residential uses can be permitted under rigorous design review to ensure compatibility with surrounding uses and enhancement of residential function, quality and character of a neighborhood.

##### 3. MDR 6-12 - Moderate Density Residential

This is an urban residential classification to be applied to areas intended for mixed residential uses at a range of between 6 and 12 units per acre. It can be applied to areas having necessary urban services and utilities and mass transit options available to support moderate intensity

residential use. Because of the significant mix and moderate intensity of residential uses, design review is a key element to all uses locating in this designation. Design review must promote proper building design, site design, layout, and functional relationships in a neighborhood context. All projects must be made to contribute to the overall function, quality and character of the neighborhood and planning area in which they locate.

#### 4. HDR 6-20 - High Density Residential

This is an urban residential classification to be applied to areas intended to accommodate the highest intensity of residential use at a range of between 6 and 20 units per acre. It can be applied in areas having a full range of urban services, utilities and mass transit options capable of servicing the needs of intensive residential use. Because of the significant concentration of population and intensity of use, design review is a key element of all projects locating in this designation. Design review must promote proper building design, site design, layout and functional relationship in a neighborhood context. Of particular importance in this zone is the interconnection of intensive residential uses to multi-modal transportation opportunities and commercial support services. Emphasis is needed in pedestrian and mass transit facilities and opportunities. All projects must be made to contribute to the overall function, quality and character of the neighborhood and planning area in which they locate.

#### 5. Mixed Use Moderate Density Corridor

This designation is intended to accommodate a wide range and mix of medical, office and professional services, along with moderate density residential uses. It can be applied to arterial corridors that have significant undeveloped property or property that can be redeveloped and that is designated as Moderate Density Corridor in the Regional Transportation Plan. Emphasis shall be placed upon design and

integration of a mix of uses to develop an attractive corridor that serves and accommodates both community based clientele and associated traffic and local neighborhood traffic and neighborhood pedestrians. Design themes or emphasis on specific uses shall be crafted to best fit within, and take advantage of, needs and opportunities available in and adjacent to the surrounding planning area. Emphasis is placed upon site and building design, pedestrian orientation, transit amenities and landscaping.

#### 6. Mixed Use High Density Corridor

This designation is intended for the Martin Way strip commercial area where Lacey envisions the strip evolving into a Mixed Commercial High Density residential corridor described in the Regional study “Evolution of a Corridor; From Auto-oriented Arterial to High Density Residential Corridor”.

It is intended to allow the area to evolve into a beautiful place to live, work, walk and travel. Housing will fit the needs of a variety of households. Frequent transit will link it to key City centers. Public improvements are focused in areas along the corridors that have the greatest possibility for redevelopment. Emphasis is placed upon site and building design, pedestrian and transit amenities and landscaping. Emphasis is also placed upon the intended commercial orientation of the corridor.

#### 7. Hawks Prairie Business District

This designation implements goals of the Northeast Area Plan with opportunity for mixed use development in a planned approach, promoting retail commercial and business commercial uses.

#### 8. UC - Urban Center

This is an overlay designation intended to be applied to large parcels, or groups of parcels, requiring integrated planning of mixed residential use with limited commercial support services. The Urban Center concept follows the

scheme of development referred to as “neo-traditional” development. The intent is to create an old-fashioned sense of place with pedestrian-oriented, tree-lined streets, an easily-remembered grid, main street styled Urban Centers made for strolling and shopping and a full range of housing types.

#### 9. CBD - Central Business District and Woodland District

This designation covers the financial and business hub of the Lacey community. It is a designation to attract regional retail shopping facilities and major office complexes, along with specialty retail businesses, support services, urban residential, hotel and institutional uses. It is designed for intensive use while promoting a pedestrian-friendly and aesthetically attractive commercial environment. St. Martin’s College and Abbey are also located in a CBD zone. It is the intent to facilitate the maintenance and growth of the school, not to expect to use their land base for major retail use.

#### 10. GC - General Commercial District

This is a commercial designation with regional emphasis designed to provide for a full range of commercial uses and particularly those uses dependent more heavily on vehicle access rather than pedestrian access. This designation serves commercial uses that do not require location in more specialized commercial districts, or that would be inappropriate in such other districts.

#### 11. OC - Office Commercial District

This is a commercial designation intended to provide for development of concentrated office complexes, creating an attractive setting adjacent to other businesses and commercial areas. The zone may also serve as a transition or buffer between living areas and other types of land use.

#### 12. CCD - Community Commercial District

This is a commercial designation designed to

provide for convenience type businesses and commercial services to serve the needs of residents from the surrounding neighborhoods and accommodate the vehicular trips regularly using the adjacent arterial(s) on a daily basis. This district should not include uses that will, in and of themselves, draw customers from a broad area of the region. Therefore, it is not the intent of this district to serve the needs of a significant portion of the city or the region. One would typically not see destination uses such as regional malls, super-centers or warehouse clubs locating in a Community Commercial District. This district should be located on the periphery of residential neighborhoods, buffered by uses other than residential and be located on one or more arterial streets.

#### 13. NC - Neighborhood Commercial District

This is a commercial designation designed to provide commercial facilities for the immediate surrounding neighborhoods, catering to the day-to-day needs of surrounding residents for a limited range of commercial goods and services. The designation will therefore be designed to serve an area less than the size of one planning area and will be pedestrian-oriented and complementary of the surrounding neighborhood character and needs. This designation is located within residential areas, usually at key intersections, as a focal point of an Urban Center in a town square concept, or strategically located for easy pedestrian access for surrounding residential areas. Uses and design are strictly controlled to conform to the intent of the designated neighborhood function.

Within the McAllister Springs Geologically Sensitive Area, Neighborhood Commercial uses shall be limited to small-scale grocery stores. This may include grocery, drug, hardware, dry goods stores, bakery, retail, fresh fruit and vegetable outdoor stands, feed stores (except the sale of chemicals for farm practices), public facilities except handling of hazardous materials and radio/TV towers. Other neighborhood

commercial uses may be allowed if not specifically prohibited in the County's McAllister Springs GSA Zone and if the City and County find they represent a low risk to ground water contamination.

14. LI/C - Light Industrial/Commercial District

This designation is designed to provide for a mix of light industrial uses and compatible commercial uses. The designation should be removed or extensively buffered from residential areas and have good arterial access.

15. LI - Light Industrial District

This is an industrial designation designed to provide for light industrial activities, protected from other uses that may interfere with the purpose and efficient functioning of said area. It also provides for uses that need to be isolated from residential areas because of identified nuisance characteristics or issues. This includes adult entertainment activities and secure transitional facilities. In order to adequately isolate this district from residential properties, peripheral uses shall use techniques like transition area buffers and increased setbacks.

16. BP - Business Park District

This designation is designed to provide an environment exclusively for and conducive to the development and protection of a broad range of business park activities, including modern administrative facilities, research institutions and specialized manufacturing organizations. Comprehensive planning is required for each Business Park district to accomplish an integrated campus-type setting.

17. I - Industrial District

This designation provides the opportunity for a full range of industrial activities inappropriate for other designations and protected from other uses. This designation requires arterial access,

adequate services to provide industrial requirements and buffering between adjacent non-industrial uses.

18. PID - Planned Industrial Park Developments

This is an overlay zone requiring comprehensive integrated planning of large industrial sites. It is designed to promote more flexibility and result in the preservation and creation of superior environmental amenities over those generally found in conventional industrial districts.

19. PC - Planned Community

This designation provides for large-scale projects that incorporate a full range of land uses, including major employment centers with supporting housing, commercial services and other facilities and services for employees and residents of the project.

20. ME - Mineral Extraction District

This is a resource designation designed to provide for mineral extraction activities of local significance over the short term. This designation implements mineral resource policies of the Environmental Protection and Resource Conservation Element of the Comprehensive Plan.

21. OSI - Open Space Institutional District

This designation provides for the social needs of the community relating to public services, open space and institutions, whether publicly or privately sponsored. It designates land devoted to existing or future use for cultural, educational and similar activities and is used to designate parks, open space and other natural and physical assets to the community.

22. L - Limited Zone

This is an overlay zone designed to provide the opportunity for application of performance standards and conditions to a particular zoning



designation. This can allow rezone of certain properties for specified uses, with necessary performance standards to achieve compatibility of development with surrounding properties.

23. AG - Agricultural District

This is a resource designation to be applied to those areas where active farming is taking place in the growth area and where landowners request it to maintain their farming activity over the short term. Residential use is permitted at a density of 1 unit per 5 acres. This designation implements Lacey's right-to-farm policy within the Environmental Protection and Resource Conservation Element of the Comprehensive Plan.

24. ESA - Environmentally Sensitive Areas

This designation shows known environmentally sensitive areas as identified in the Environmental Protection and Resource Conservation Plan and implementing legislation.

25. TDRP - Transfer of Development Rights  
Preservation Zone

Reserved

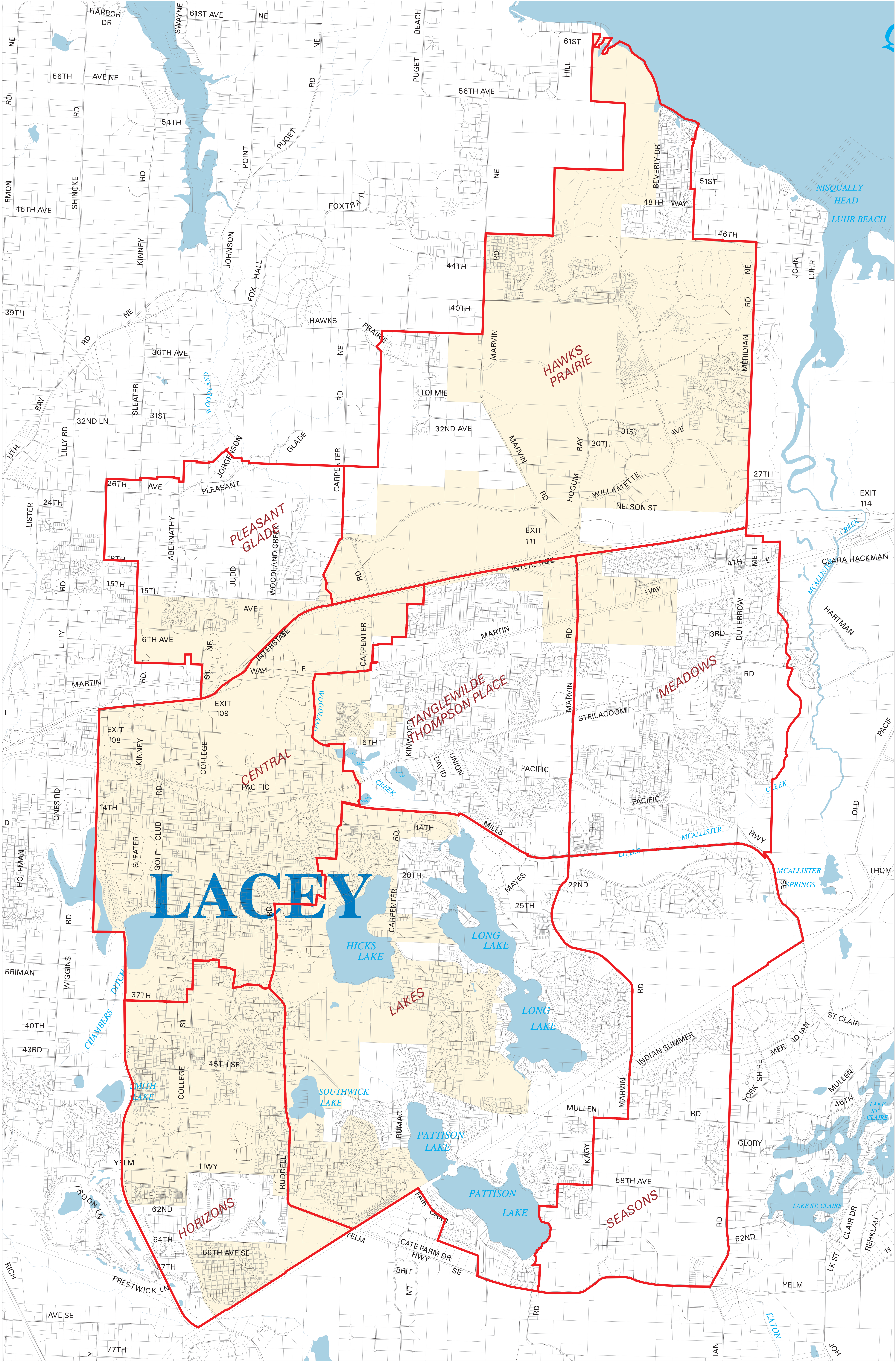
26. TDRR - Transfer of Development Rights  
Receiving Zone

Reserved

27. McAllister Springs Geologically Sensitive  
Area

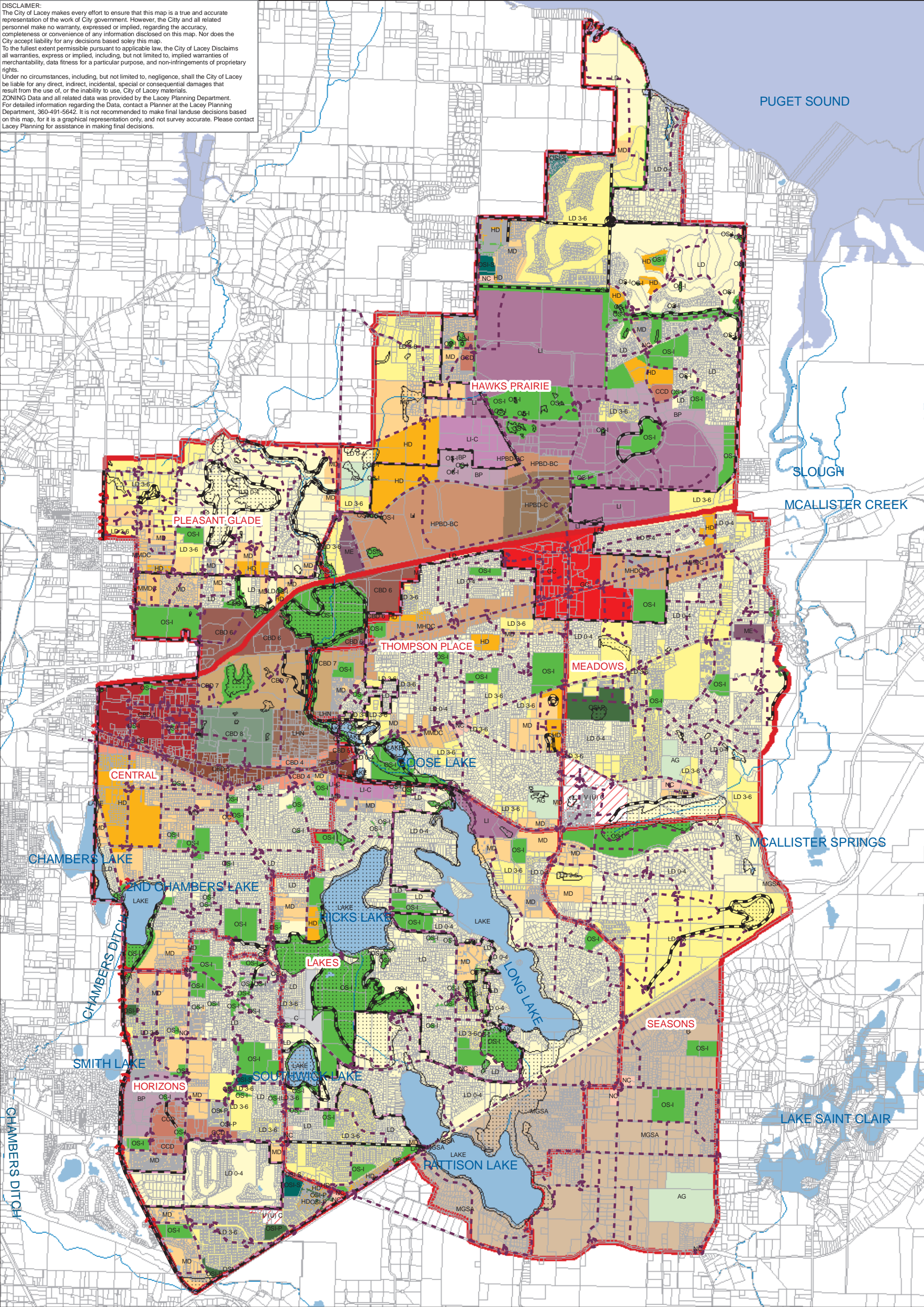
This is an interim designation designed to protect the known McAllister Springs recharge area. Interim densities are limited to 1 unit per 5 acres on septic tank and drain field and higher densities of 3-6 units per acre will be required once sewer becomes available. All standards of the McAllister Springs Geologically Sensitive Area Designation (Ordinance 9707) shall apply in this designation and in all other designations within the McAllister Springs GSA.







DISCLAIMER:  
The City of Lacey makes every effort to ensure that this map is a true and accurate representation of the work of City government. However, the City and all related personnel make no warranty, expressed or implied, regarding the accuracy, completeness or convenience of any information disclosed on this map. Nor does the City accept liability for any decisions based solely on this map.  
To the fullest extent permissible pursuant to applicable law, the City of Lacey disclaims all warranties, express or implied, including, but not limited to, implied warranties of merchantability, data fitness for a particular purpose, and non-infringement of proprietary rights.  
Under no circumstances, including, but not limited to, negligence, shall the City of Lacey be liable for any direct, indirect, incidental, special or consequential damages that result from the use of, or the inability to use, City of Lacey materials.  
ZONING Data and all related data was provided by the Lacey Planning Department. For detailed information regarding the Data, contact a Planner at the Lacey Planning Department, 360-491-5642. It is not recommended to make final land use decisions based on this map, for it is a graphical representation only, and not survey accurate. Please contact Lacey Planning for assistance in making final decisions.



Approved by the Lacey City Council  
ORDINANCE # 1315  
Approval Date: September 11, 2008  
Mayor: *[Signature]*  
Attest: *[Signature]*  
City Clerk

## Comprehensive Plan Map for the Lacey Urban Growth Area

\* Shading designates areas with identified wetlands or environmental constraints. Environmental issues will need to be addressed as properties with this shading are developed. Shaded areas, when annexed to Lacey, will be zone OS-I Open Space/Institutional. Absence of this designation does not mean a site is without environmental constraints.

- |                                             |                                                          |                                  |                                                  |
|---------------------------------------------|----------------------------------------------------------|----------------------------------|--------------------------------------------------|
| MGSA McAllister Geologically Sensitive Area | HPBD-BC Hawks Prairie Business District (Business/Comm.) | Central Business District 6      | C Cemetery                                       |
| LHN Lacey Historic Neighborhood             | HPBD-C Hawks Prairie Business District (Commercial)      | Central Business District 7      | AG Agriculture                                   |
| LD 0-4 Low Density Residential              | NC Neighborhood Commercial                               | Central Business District 8      | OS-I Open Space Institutional                    |
| LD 3-6 Low Density Residential              | CCD Community Commercial District                        | BP Business Park                 | Recreation/Park in (Urban) Center                |
| MD Moderate Density Residential             | OC Office Commercial                                     | LI-C Light Industrial Commercial | Designated School Site in Village (Urban) Center |
| HD High Density Residential                 | Woodland District                                        | LI Light Industrial              | Lake                                             |
| MMDC Mixed Use Moderate Density Corridor    | Central Business District 4                              | ME Mineral Extraction            | Village (Urban) Center                           |
| MHDC Mixed Use High Density Corridor        | Central Business District 5                              |                                  | Planning Areas                                   |
|                                             |                                                          |                                  | Environmentally Sensitive*                       |
|                                             |                                                          |                                  | City Limits                                      |

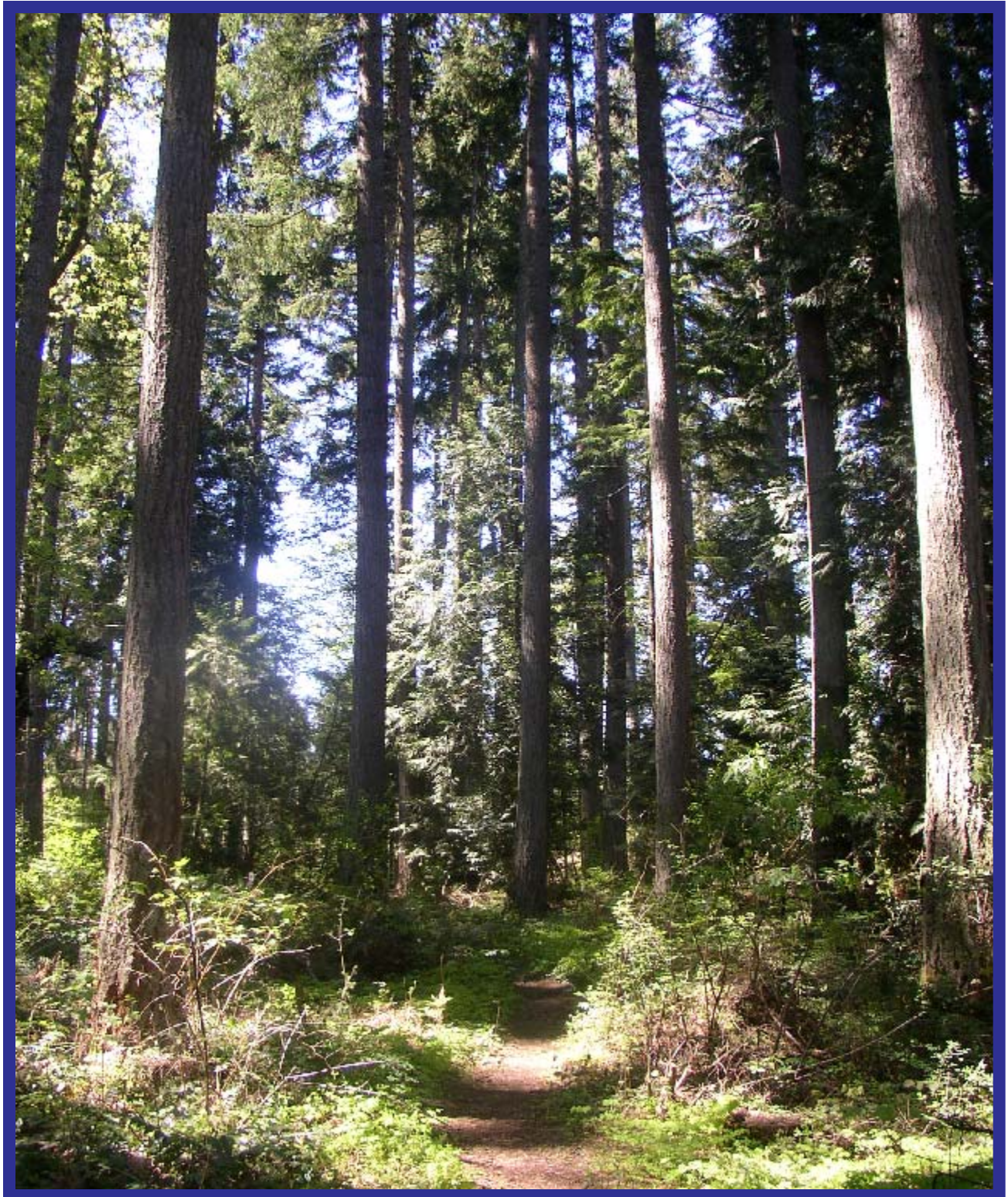
Revised 2008

October 15, 2008



## **Part 2**

### **Planning Area Land Use Profiles, Issues, Goals and Policies**



**Park path leading into the woods of Wanschers Community Park.**

**This park was a gift to the City from Lettie Wanscher. Lettie was so impressed with the kindness of police officer Bob Lyons, who checked on her from time to time after the death of her husband Harry, that she dedicated the park to the City in her will.**



## LAND USE CENTRAL PLANNING AREA

### I. Profile of Central Planning Area

#### A. Location

The Central Planning Area is located in the central, older portion of the City of Lacey. It is bounded by I-5 on the north, the old Weyerhaeuser railroad right-of-way (currently a regional trail) and Chambers Lake on the west, 39th and 37th Ave. to the south, and Carpenter Road to Alanna Drive to Ruddell Road on the east. It abuts Pleasant Glade Planning Area to the north, Horizons Planning Area to the south, and the Tanglewilde/Thompson Place and Lakes Planning Areas to the east. See Central Planning Area map attached.

All of the Central Planning Area is located within the incorporated limits of the City of Lacey.

#### B. Character and Functional Relationship to City

The Central Planning Area is characterized as the oldest area of the City. It has the majority of the City's commercial land base, contains the majority of the Central Business District, including the Woodland District, has the oldest Lacey residential neighborhood (Lacey Villas) considered Lacey's Historic District, and the oldest home-stand area in the City, which is now Panorama City.

The Central Planning Area's primary function is serving as the central downtown commercial center, serving a full range of commercial needs. However, the Central Business District also has an extensive residential base, which includes a significant amount of affordable housing opportunities in the form of older residential units, primarily of the 50's and 60's vintage. Additionally, it contains the City's primary special needs housing base, Panorama City. The Central Planning Area also has the City's largest developed park, Wonderwood Park.

#### Bell Towne Center on 6th Avenue



**A major downtown planning effort in the late 90's led to a vision for pedestrian friendly streets and small businesses. Bell Towne Center brings entrances to the streets and sports pedestrian friendly courtyard design.**

#### C. Identified Neighborhood Groups and Homeowner's Associations

Being the oldest section of Lacey, there are not many homeowner's associations established as we normally think of homeowner's associations, because such associations were not fashionable until this area had already been developed out. However, there are at least a few newer subdivisions that required homeowner's associations, and there are neighborhoods without homeowner's associations that have become well organized. The PRD known as Clearbrook has a required homeowner's association and has been active in some City actions. Panorama City also has a well-organized community in and of itself. Some of the newer subdivisions along College Street, including Lakeview, Montclair, and Lakecrest have homeowner's associations. Additionally, neighborhoods such as Lacey Villas, without a formal homeowner's association, have been very active and effective in City land use

planning, as has the older Southpark area, which is partially within the Central Planning Area.

#### D. School District Facilities

There are two schools within the Central Planning Area. Part of the property of Lacey Elementary on Homann Drive and Mountain View Elementary off College Street are in this planning area.

#### E. Transportation Analysis Zones

The Central Planning Area includes a number of transportation analysis zones, including TAZ 29, 43, 45, 46, 47, 49, 52, 53, 54, 56, 57, 58, 59, 60, 62, 63, 64, 65, 66, 67, 68, 77, 78, 91, 92, 93, 102, 103, 104.

#### F. Census Delineation

This planning area includes portions of three census tracts, including 0112, 0113, and 0114. It includes an extensive number of census blocks.

#### G. Acreage

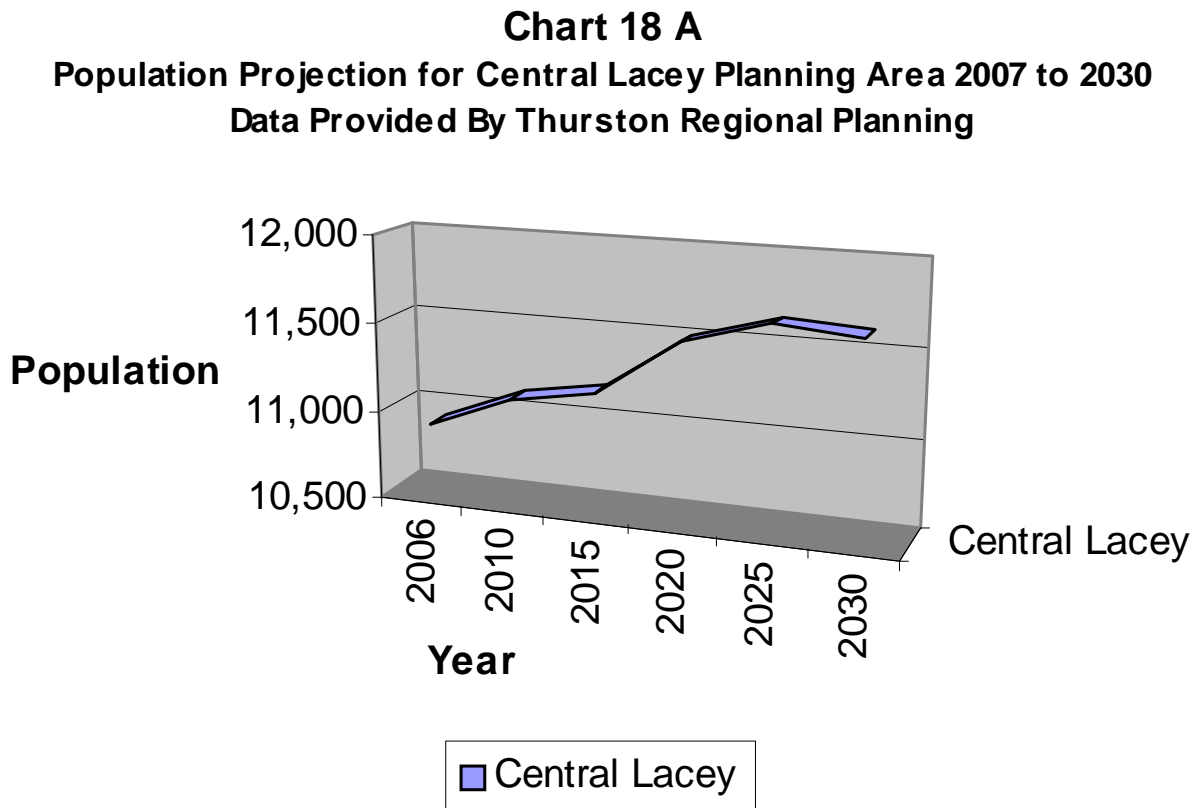
The planning area includes approximately 2,333 acres. Of this amount, it is calculated that approximately 355 acres are vacant and available for development as of this writing.

#### H. Population

The 2005 census put the population of this planning area at 10,910 persons. Population growth and allocation projections anticipate the populations in the Central Planning Area by the year 2030 will be 11,620 persons; Chart 18A displays population projections for this planning area. Approximately 2,670 single family and 2,880 multifamily units are expected by the year 2030. See section of Housing Element for discussion of housing forecasts and illustrations.

#### I. Land Use - Current

Chart 18B shows the number of single family



**Chart 18B**  
**2006 to 2030 Housing Forecast for the Central Planning Area**  
**Housing Units Shown By Type**  
**Data Provided By Thurston Regional Planning**



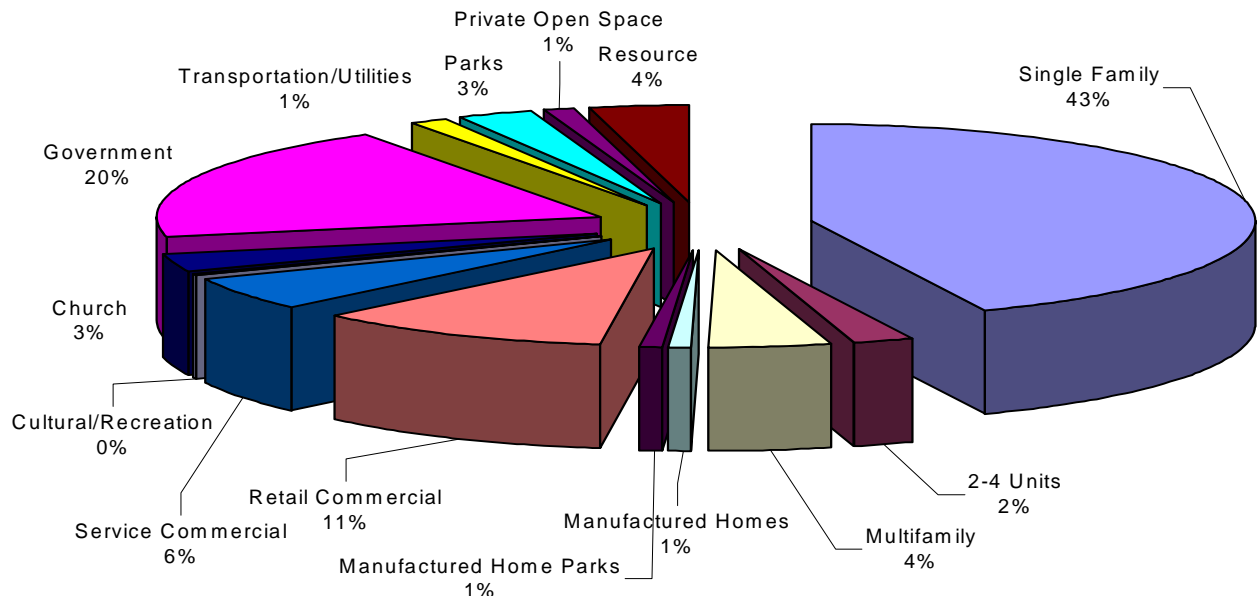
dwelling, multifamily dwellings and mobile homes available within the planning area as of 2007 and projections for 2030.

Map 4 displays existing land use for this planning

area. This map is based upon assessor's information for 2002. Chart 19 provides an allocation breakdown of developed properties by number of acres in each general landuse category.

See section on housing for a more detailed

**Chart 19**  
**Existing Land Use in Central Planning Area**  
**Based upon Assessor data 2002**



<b>Table 2</b>			
<b>CENTRAL LACEY PLANNING AREA</b>			
<b>NUMBER OF DEVELOPED AND UNDEVELOPED ACRES BY ZONE</b>			
<b>Zoning Category</b>	<b>Developed</b>	<b>Buildable</b>	<b>Total</b>
Lacey Historic Neighborhood	70	25	95
Low Density Residential	607	12	619
Moderate Density Residential	254	39	293
High Density Residential	154	8	162
Open Space Institutional	318	0	318
Office Commercial	3	0	3
Neighborhood Commercial	2	1	3
Central Business District	890	79	969
Light Industrial/Commercial	5	0	5

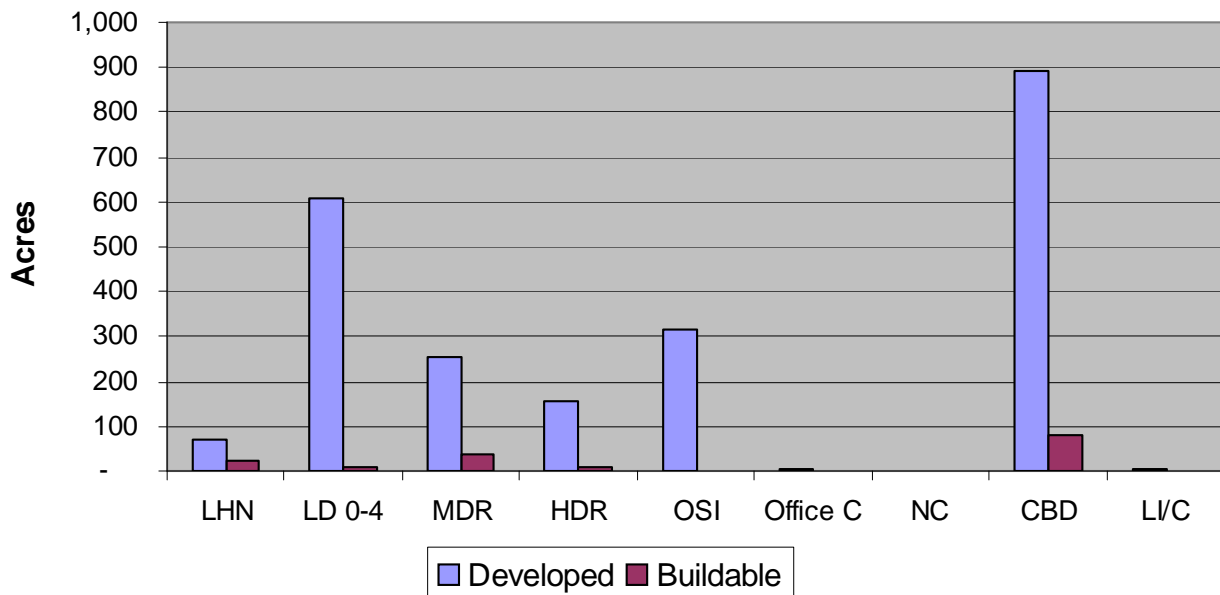
discussion and illustrations.

in Chart 20.

Table 2 provides an allocation breakdown of zoned properties by number of acres in each zoning classification, including both developed and undeveloped land. This information is graphically displayed

Commercial land use includes approximately 39% of the developed land area. This area is located in what is known as the Central Business District. However, this planning area also has a good stock of housing,

**Chart 20**  
**2007 Central Planning Area**  
**Developed and Buildable Land Resources**  
**Data Provided By Thurston Regional Planning**





which includes 46% of the developed land area.

#### J. Density Characteristics

The planning area's density has somewhat stabilized and is not expected to change significantly over the next 20-year period. The housing stock consists primarily of older houses being constructed in the late 40's, 50's, and 60's, with some newer houses developed in the 70's and 80's. Very few starts have been developed in this planning area over the last two decades. There is also a fair amount of multifamily housing in the form of duplexes, quadraplexes and apartment complexes.

The overall density of the area is probably to be considered standard for an older suburban community, with typical lot sizes ranging from 5,000 square feet to 10,000 square feet, for an overall density including open space of between 4 and 8 units per net acre. Areas along Ruddell Road that have developed with apartment complexes are between 8 and 14 units per net acre.

The oldest residential area in Lacey, known as Lacey Villas, has a significantly different character with large lot sizes, primarily one acre and larger.

#### K. Parks/Open Space

The Central Planning Area has two large parks, a small central downtown park, several pocket parks and a number of privately-owned open space areas associated with individual subdivisions. The largest park is Wonderwood Park, which is over 40 acres in size. There is also Homann Park, a little over 5 acres in size, and a pocket park between 13th and 15th Avenue. These three parks serve the residential section of the Central Planning Area. There are also two pocket parks in the Central Business District, the Fred Meyer or Market Square site, and Huntamer Park, a small downtown central park on two lots along Woodland Square Loop in Woodland Square.

#### L. Resource Designations

There are no agricultural or mineral extraction sites designated of long term commercial significance within this planning area. However, there is currently an active mineral extraction site near depletion, which would be expected to convert to some other use in the near future. This site is located along Carpenter Road in the extreme northeast portion of the planning area, adjacent to the Thompson Place subdivision. There is also a small farm in the Lacey Villas area just East of Saint Martin's College.

#### M. Environmentally Sensitive Area Designations

This planning area includes Chambers Lake and Lake Lois, as well as a good portion of the Woodland Creek Corridor and associated wetlands. These are designated as environmentally sensitive and have specific protection requirements as delineated in the City of Lacey Environmental Protection and Resource Conservation Plan. Most of the planning area, as with most of the City of Lacey, is also designated as a sensitive area for aquifer protection. For specific location of designated environmentally sensitive areas, please refer to the Environmental Protection and Resource Conservation Plan, Chapter 2. Note needs to be made of the property adjacent to and east of Woodland Creek and west of Carpenter Road between I-5 and Martin Way. This property has areas of environmental sensitivity because of Woodland Creek, its associated wetlands, and steep slopes. It is questionable whether portions of these properties are developable because of these environmental limitations. Because of noted sensitivities, the majority of the properties have been designated Open Space Institutional, based upon our most recent environmental inventories. The east corners of the property have been designated CBD-6, anticipating the opportunity for some limited development. At such time as more definitive data becomes available for the site, the CBD-6 designation may be enlarged or reduced dependent upon the extent of environmental sensitivity and the capability for development.

## II. Analysis

### A. Primary Land Use Characteristics and Existing/Potential Functions

This planning area is the oldest area of Lacey and could be described as stabilized. If significant change occurs over the coming two decades, it would be expected to be the St. Martin's property, which is where most of the undeveloped property in the Central Planning Area exists. Use of the St. Martin's property is most likely to be for the expansion of the college and maintenance of the Abbey. Some redevelopment might also be expected with some of the older housing stock in the residential neighborhoods. The Council has also discussed expansion of the Central Business District by redevelopment of the area between Lacey Blvd. and 14th Avenue for commercial use. However, the City has policies in the housing element that would encourage maintenance of the single family affordable housing stock in this area.

There would be some opportunity for infill and particularly accessory apartment style developments in this planning area.

The central focus of this planning area has been, and will continue to be, the Central Business District and the provision of older houses in stabilized neighborhoods.

Additionally, Panorama City is the City's largest housing resource for special needs populations, in this case the elderly. It is anticipated that Panorama City will continue to be a viable retirement community and will continue to expand in this planning area.

### B. Land Use Balance

This planning area currently provides an appropriate balance of residential uses, including a good stock of affordable single family housing and multifamily housing. A good number of mobile homes in mobile home subdivisions and parks are also identified within this planning area.

The Central Business District obviously provides a unique function for this planning area with 39% of the developed land area devoted for commercial uses and almost the entire balance of vacant land identified for commercial development. While this is disproportionate to other planning areas, it is reasonable and necessary considering its function as a job and retail center.

### C. Proposed Land Use

Map 5 shows proposed land use conforming to recommendations of this plan.

## III. Goals and Policies

A. Goal: Provide for a healthy and vigorous Central Business District as a destination commercial center and central urban hub for the City.

1. Policy: Use downtown plan as guide to planning the Central Business District and Woodland District areas.

2. Policy: Review and update standards of the Central Business District Plan on a regular basis to maintain a competitive place in regional retail economy while maintaining quality downtown environment.

3. Policy: Implement concepts in the Economic Development Element pertaining to health of the Central Business District.

4. Policy: Continue to strive for proper transition of the Central Business District with surrounding residential zones with closer pedestrian ties to residential areas.

5. Policy: Consider the Central Planning Area as a focus for the location of cultural activities.

B. Goal: Maintain quality and function of existing residential areas in the Central Planning Area.

1. Policy: Acknowledge historical character and

value of Lacey Villas as a unique housing resource. Continue to require special development standards for Lacey Villas that recognize and preserve historical values and neighborhood character while allowing reasonable infill and development.

2. Policy: Acknowledge character and value of older residential neighborhoods adjacent to the Central Business District as an affordable housing resource.

C. Goal: Provide opportunities for infill in the Central Planning Area.

1. Policy: Maintain the liberal policy on accessory residential units while maintaining quality and character of neighborhood through performance standards and design review.

2. Policy: Provide opportunities for duplexes, triplexes and quadraplexes to locate in low density zones as infill mechanisms, which enhance neighborhood character by requiring exceptional and rigorous design requirements.

3. Policy: Provide opportunities for single family cluster housing on smaller lot sizes than underlying zone with exceptional and rigorous design requirements to maintain quality and character of neighborhood areas.

D. Goal: Provide exceptional network of pedestrian corridors that interconnect the Central Business District with surrounding residential neighborhoods.

1. Policy: Particular emphasis on interconnection of pedestrian corridors and development of pedestrian opportunities throughout the Central Business District and outlying residential areas should be encouraged.

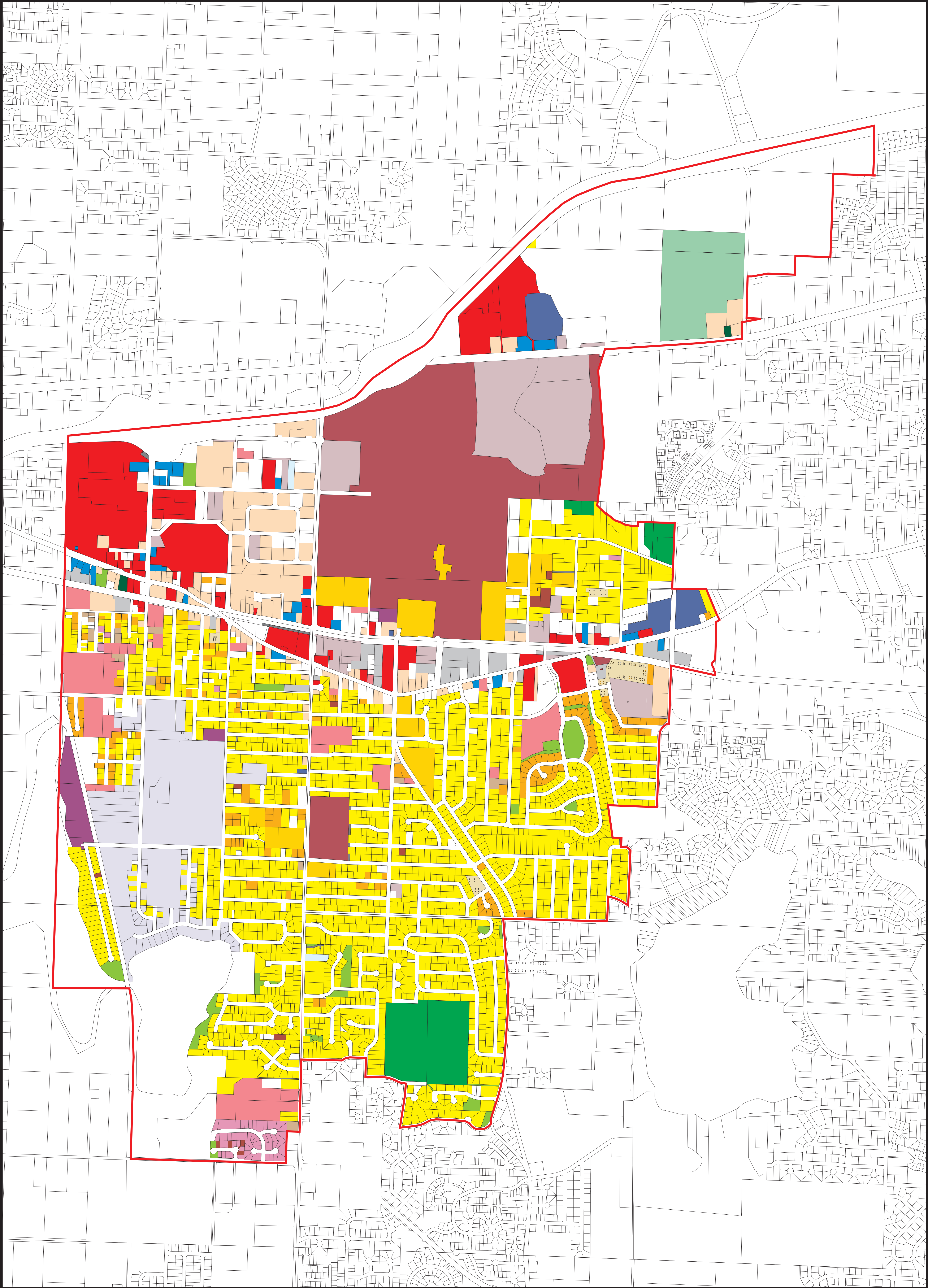
2. Policy: Work towards interconnection of parks, pedestrian-oriented centers, and residential pedestrian systems.

3. Policy: Continue to work with St. Martin's

College to promote the campus and its substantial open space to function as a major pedestrian linkage and "central" park for the community as the campus expands.

4. Policy: Expand pedestrian system to provide interpretive nature opportunities along Woodland Creek and Lake Lois.



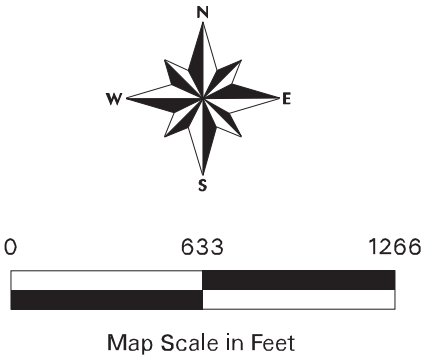


Landuse Types

- |                           |                           |
|---------------------------|---------------------------|
| 2-4 Residential Units     | Recreational Use          |
| Apartments                | Residential Condos        |
| Assisted Care             | Resource                  |
| Churches                  | Restuarants               |
| Daycare                   | Retail                    |
| Grocery Stores            | Retirement Community      |
| Industrial - Commercial   | Services - Commercial     |
| Mobile Home Parks         | Services - Education      |
| Mobile Homes              | Services - Government     |
| Multi-Family Res 5+ units | Single Family Residential |
| Other Residential         | Taverns                   |
| Parks                     | Transportation            |

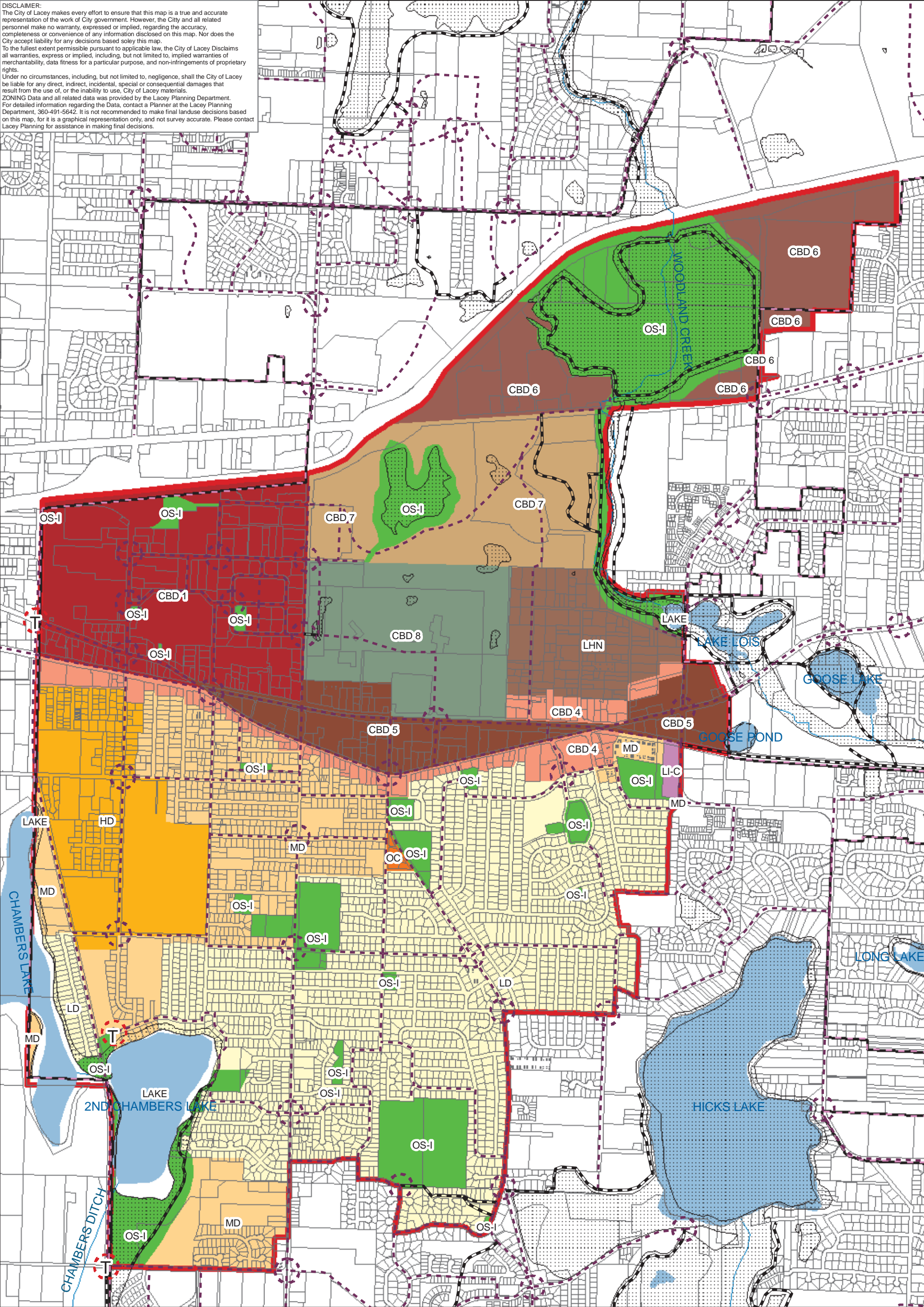
# LANDUSE DATA FOR CENTRAL AREA

Landuse Derived from Assessor's Database  
February 2004





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Approved by the Lacey City Council

ORDINANCE # 1315

Approval Date: September 11, 2008

Mayor: *Graham Beckman*

Attest: *Carol Little*  
City Clerk

Revised 2008

## Lacey Comprehensive Plan Map for the Central Planning Area

- |                                 |                                  |
|---------------------------------|----------------------------------|
| LHN Lacey Historic Neighborhood | Central Business District 5      |
| LD 0-4 Low Density Residential  | Central Business District 6      |
| MD Moderate Density Residential | Central Business District 7      |
| HD High Density Residential     | Central Business District 8      |
| OC Office Commercial            | LI-C Light Industrial Commercial |
| Woodland District               | OS-I Open Space Institutional    |
| Central Business District 4     |                                  |

- |                            |                                           |
|----------------------------|-------------------------------------------|
| Central Planning Area      | Key Multimodal Corridor                   |
| Environmentally Sensitive* | Pedestrian Trail/Wildlife Corridor Only   |
| City Limits                | Connections to Regional Trail Systems (T) |
|                            | Viewpoint Designation (D)                 |

\* Shading designates areas with identified wetlands or environmental constraints. Environmental issues will need to be addressed as properties with this shading are developed. Shaded areas, when annexed to Lacey, will be zone OS-I Open Space/Institutional. Absence of this designation does not mean a site is without environmental constraints.



October 15, 2008

## **LAND USE HAWKS PRAIRIE PLANNING AREA**

### **I. Profile of Hawks Prairie Planning Area**

#### **A. Location**

The Hawks Prairie Planning Area includes the extreme northeast portion of the Lacey growth area. It includes the Beachcrest and Nisqually Crest developments, and runs along 46th Avenue and Stillwell Road. It is delineated on the east by Meridian Road and on the west generally by Carpenter Road and Marvin Road, and on the south by I-5. Approximately two thirds of this planning area is within the City limits at the time of this writing.

#### **B. Character and Functional Relationship to City**

The Hawks Prairie Planning Area is the planning area with the most potential for development. It has extensive vacant land resources and has historically served a wide range of uses, including single family residential development, commercial development, and industrial development. In 1992, the Meridian Campus planned community and adjacent Hawks Prairie Planned Community were approved in this area. Together they comprise 1,870 acres and represent a full range of land uses.

In the early 90's, a special Northeast Area Plan was completed by the City which included another significant portion of the area that was not included in the master plans. The chief emphasis of this plan and follow-up work throughout the last decade has been the Hawks Prairie Business District. This area includes almost 500 acres of property with convenient I-5 access and visibility. The City has worked diligently to promote and advance plans for this area to build out as a major commercial center.

Historically, this area has been planned as the City's industrial area, and there are scattered industrial and commercial uses within the zone.

Over the last several decades dominant industrial uses to this area included the Olympia Cheese Factory, Ameron Pipe manufacturing facility, Lakeside Industries gravel crushing operations, and the Waste and Recovery Center. The Ameron Pipe manufacturing company and the Olympia Cheese factory closed, but many new industrial activities have been established, including the Target distribution center, the Home Depot distribution center, Spring Air Mattress Company and Federal Express.

This planning area is also the site of Beachcrest and Nisqually Crest residential subdivisions at the extreme north, which range from moderate to high income. It includes the Hawk Acres development, which is predominantly mobile homes ranging from moderate to low income. There is also some limited multifamily and a small number of duplexes out by Tolmie Park Estates and in the White Fir subdivision.

Currently, this planning area's primary function could be characterized as mixed commercial and industrial uses, with a trend towards residential. In the future, the residential component will become more emphasized, with continued interest in commercial and light industrial uses.

#### **C. Identified Neighborhood Groups and Homeowner's Associations**

There are a couple of well-organized neighborhood groups in this area, including Nisqually Crest, Beachcrest and new developing associations in Classic Heights and Continental Crest. These groups all have homeowner's associations and maintenance responsibilities.

#### **D. School District Facilities**

The North Thurston Public Schools does not have any schools in this planning area. However, the new planned communities have four designated sites, three for elementary schools and one for a middle school. As the Hawks Prairie Planning Area builds out, these school sites may be utilized.



#### E. Transportation Analysis Zones

The Hawks Prairie Planning Area includes TAZ 10, 12, 14, 15, and 16.

#### F. Census Delineation

This planning area includes portions of census tract 012220. It includes a number of census blocks.

#### G. Acreage

This planning area includes approximately 4,624 acres of property. Approximately 2,709 acres are currently developed, with 1,915 still available for development.

#### H. Population

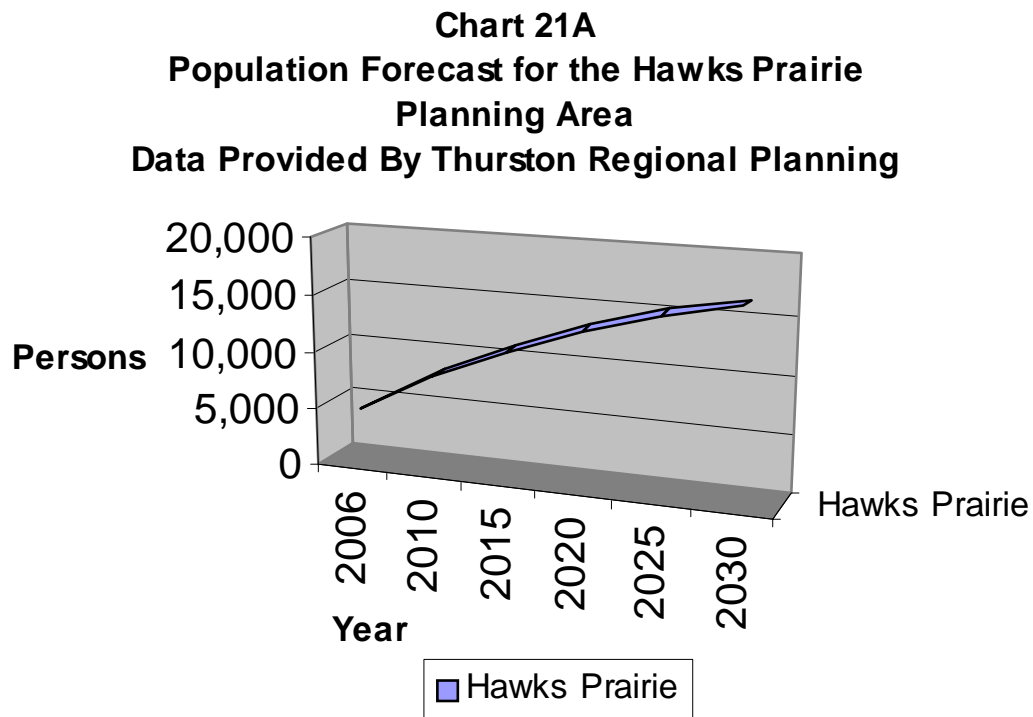
The 2006 population of this planning area is estimated at 4,760 persons. Approximately 1,915 acres of vacant land exist within the planning area for development as of 2007. Population growth and allocation projections anticipate the population in the Hawks Prairie Planning Area by 2030 will be

16,420 persons; Chart 21 displays population projections for this planning area. Approximately 4,290 single family, 1,050 multifamily units and 140 manufactured homes are expected to be within this planning area by the year 2030; See section on housing for discussion of housing forecasts and additional illustrations.

Increasing density over existing zoning designations or actions encouraging higher density in this planning area could extend the vacant land resources and increase long term potential density and population.

#### I. Land Use - Current

Table 3 shows the number of single family dwellings, multifamily dwellings, and manufactured homes available within the planning area as of 2006, based upon estimates by Thurston Regional Planning. Map 6 displays existing land use for this planning area. This map is based upon assessor's information for 2002. See Section on housing for more detailed discussion and illustrations. Chart 22 provides an allocation breakdown of developed properties by percentage in each general



<b>Table 3</b>	
<b>Residential Units In</b>	
<b>Hawks Prairie Planning Area 2006</b>	
Single Family	1680
Multifamily	80
Manufactured Housing	150

land use category. This information is based upon assessor information for 2002.

Table 4 provides an allocation breakdown of zoned properties by number of acres in each zoning classification, including both developed and undeveloped land. This information is graphically displayed in Chart 23 and is based upon information in Regional's Buildable Land Report 2007.

#### J. Density Characteristics

Through the 70's and 80's the primary residential

form in Hawks Prairie Planning Area was single family residential on large urban lot sizes of approximately 1/4 acre, with the exception of Beachcrest. Beachcrest is characterized by very small lots. All of the single family residential development at that time was on septic tank and drain field. In the 90's the City provided sewer to this area through a major Local Improvement District (LID). The more recent Classic Heights and Meridian Campus subdivisions are on the new Septic Tank Effluent Pump (STEP) sewer system and were able to develop with more urban sized lots, between 6,500 and 8,000 square feet.

#### K. Parks/Open Space

This planning area has two dedicated City parks, a 24 acre neighborhood site and a 5 acre neighborhood park site, both dedicated to the City as part of the Meridian Campus Planned Community. These parks and identified environmentally sensitive areas and wildlife corridors are planned to serve

**Chart 22**  
**Existing Land Use In Hawks Prairie Planning Area**  
**Measured As Acres Of Land Consumed**  
**Based Upon Assessor Data 2002**

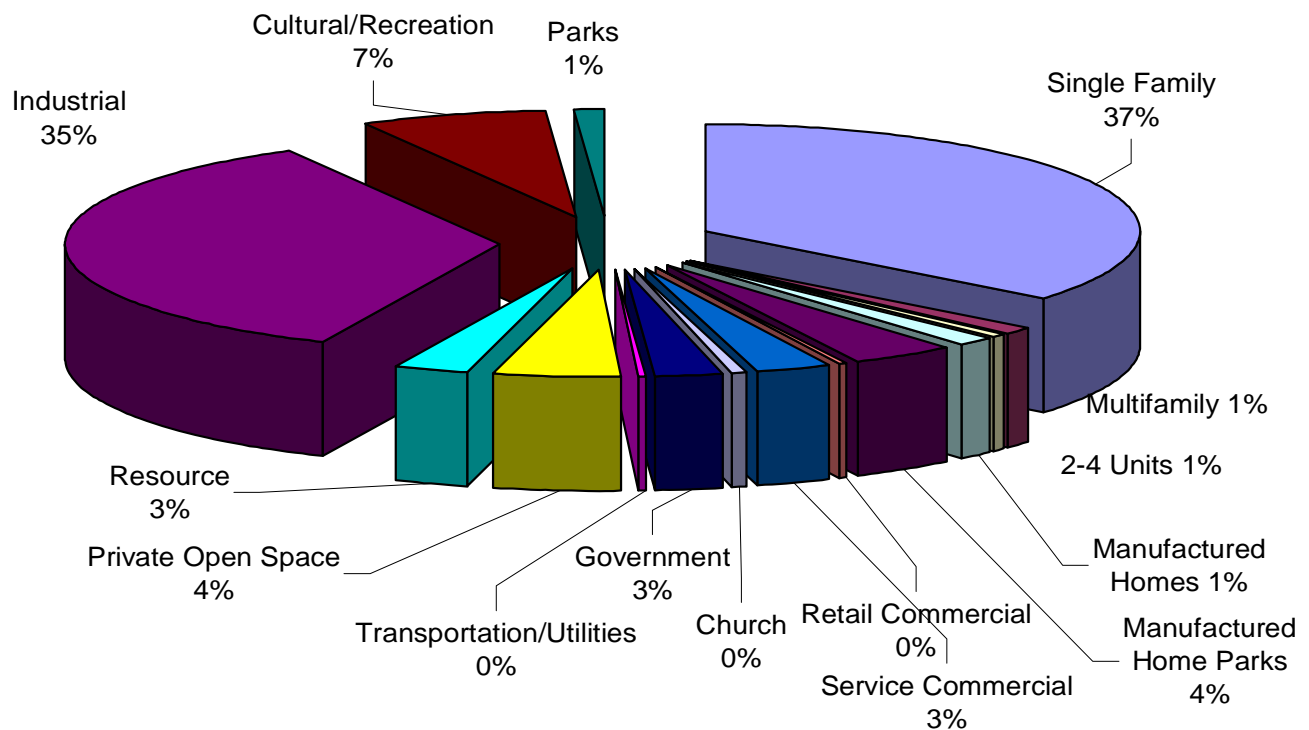


Table 4			
HAWKS PRAIRIE PLANNING AREA			
NUMBER OF DEVELOPED AND UNDEVELOPED ACRES BY ZONE			
Zoning Category	Developed	Buildable	Total
Agricultural	35	5	40
Low Density Residential 0-4	726	302	1028
Low Density Residential 3-6	446	206	652
Moderate Density Residential	115	152	267
High Density Residential	32	241	273
Hawks Prairie Business District	177	380	557
Neighborhood Commercial	1	8	9
Community Commercial District	9	22	31
Business Park	54	97	151
Light Industrial/Commercial	33	71	104
Light Industry	738	429	1167
Mineral Extraction	43	1	44
Open Space Institutional	276	0	276
Open Space Institutional/School	24	0	24

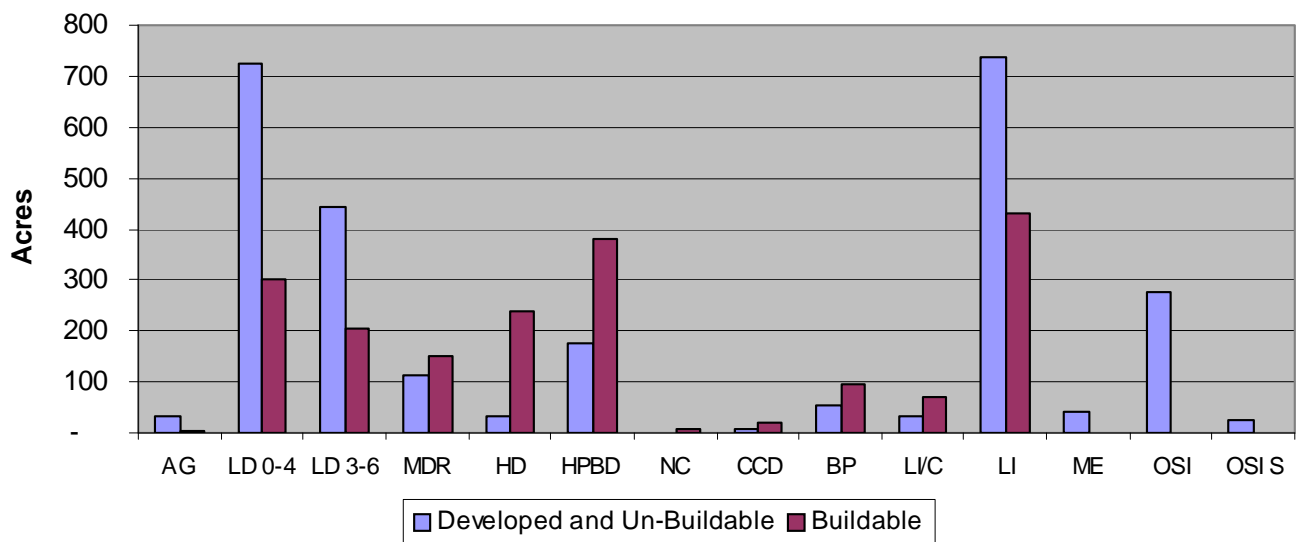
anticipated residents of the area.

#### L. Resource Designations

The Meridian Campus Planned Community park site was developed in 2007.

There is one County gravel pit and several other gravel pit activities in this planning area along Carpenter Road. As these pits are mined out, they will

**Chart 23**  
**2007 Hawks Prairie Planning Area**  
**Developed and Buildable Land Resources**  
**Data Provided By Thurston Regional Planning**





be converted to other uses.

The County solid waste recovery and transfer facility exists in this planning area. This use provides a much needed service for the County. This 140 acre site has been utilized since the mid 1940's. Refuse fill areas have reached capacity and are closed. Remaining solid waste activities on site include waste collection/transfer, composting, recycling, household hazardous waste collection, etc., and are anticipated to continue indefinitely.

#### M. Environmentally Sensitive Area Designations

This planning area has a number of environmentally sensitive areas, primarily wetlands, which are generally small and spot the planning area. Additionally, out at Beachcrest there are some environmentally sensitive area bluffs along Puget Sound waterfront. These areas are designated as environmentally sensitive and have specific protection requirements as delineated in the City of Lacey Environmental Protection and Resource Conservation Plan.

## II. **Analysis**

#### A. Primary Land Use Characteristics and Existing/Potential Functions

This planning area has more potential than the other planning areas for development because of available vacant land resources and availability of utilities, including sewer and water. Throughout the 90's, one of the biggest problems associated with development in this area, as identified in the Northeast Area Plan, was the limitation of the intersection at Marvin and I-5. The issues with the I-5 intersection resulted in a concurrency moratorium on development in this area and crippled the City's effort for utilization of this area's land resources for a couple years. Recently improvements to the I-5 intersection were completed after years of planning by City staff and a major LID involving all of the property owners in this area. Now that this limitation has been overcome, this planning area shows tremendous

potential for development of a full range of activities, including residential, commercial, and light industrial activities. There has also been a need identified for an Interstate access at Carpenter Road and I-5.

Lacey's Northeast Area Plan articulates a vision for the Hawks Prairie Planning Area that includes accommodation of mixed uses within the Hawks Prairie zone with a business and a retail commercial component. Because of the extensive vacant land resources and prime location, many alternatives for innovative development are available.

The Founders Group property, a 480 acre industrial property proposed for development of a horse racetrack in the 80's and early 90's, is in the middle of the planning area and a major portion has recently been developed with the Target Distribution Center. The Hawks Prairie Planned Community property, a 720-acre property just north of the 480 acre site, is under development.

#### B. Land Use Balance

This planning area currently provides a reasonable balance of residential uses, including a small stock of affordable single family housing in Hawk Acres and White Firs, and middle to higher income housing in Nisqually Crest, Beachcrest and in Meridian Campus Planned Community.

Of all the area in the City, this area also is the most promising for development of industrial uses and commercial uses, with two new regional distribution centers, new industrial parks developing with various uses and significant undeveloped property in the Hawks Prairie Business District.

#### C. Proposed Land Use

Map 7 shows proposed land use conforming to recommendations of this plan.

### III. Goals and Policies

In 1991-92, extensive consideration of a portion of the Hawks Prairie area, referred to as the Northeast Area, took place. In 1992 a separate land use plan with goals and policies was adopted for the Northeast Area, including commercial, industrial, residential, utility and transportation issues. This plan covered the majority of the Hawks Prairie Planning Area with the exception of the northernmost segment, and included portions of the Tanglewilde/Thompson Place and Meadows Planning Areas. In the late 90's refinement of this plan was continued and significant effort was undertaken to provide a binding vision for the area designated in the Hawks Prairie Business District zone.

A. Goal: Have Hawks Prairie Planning Area develop consistent with the vision provided in Lacey's Northeast Area Plan and the design checklist developed in the late 90's.

1. Policy: The goals and policies adopted in Lacey's Northeast Area Plan are considered applicable to the entire Hawks Prairie Planning Area and are hereby referenced and adopted in this document.

B. Goal: Recognize the Hawks Prairie Planned Community approved in this planning area.

1. Policy: Allow implementation of uses as designated in the Hawks Prairie Master Plan.

2. Policy: Properties located in the Hawks Prairie Master Planned Community in the expanded growth management boundary are limited to the density approved in the Hawks Prairie Master Plan and may not be increased.

3. Policy: Any significant change to the planned communities will require an amendment to the master plan.

4. Policy: Planned Community land use and service policies shall guide Master Plan review and review of development proposals within the

Hawks Prairie Planned Community. In addition, the following policies will apply to the Hawks Prairie Planned Community.

#### a. Residential Uses.

(1) The Master Plan shall indicate general structure types and numbers of units for each residential area in the planned community. The Master Plan shall be designed to accommodate a maximum of 2,424 dwelling units.

(2) Where the Planned Community borders on rural residential zoning districts, residential densities, structure types and vegetation types shall be compatible with the adjoining rural designations.

#### b. Commercial Uses.

Neighborhood commercial uses will be provided to serve the needs of residents and employees of the Planned Community development.

#### c. Open Space/Recreation.

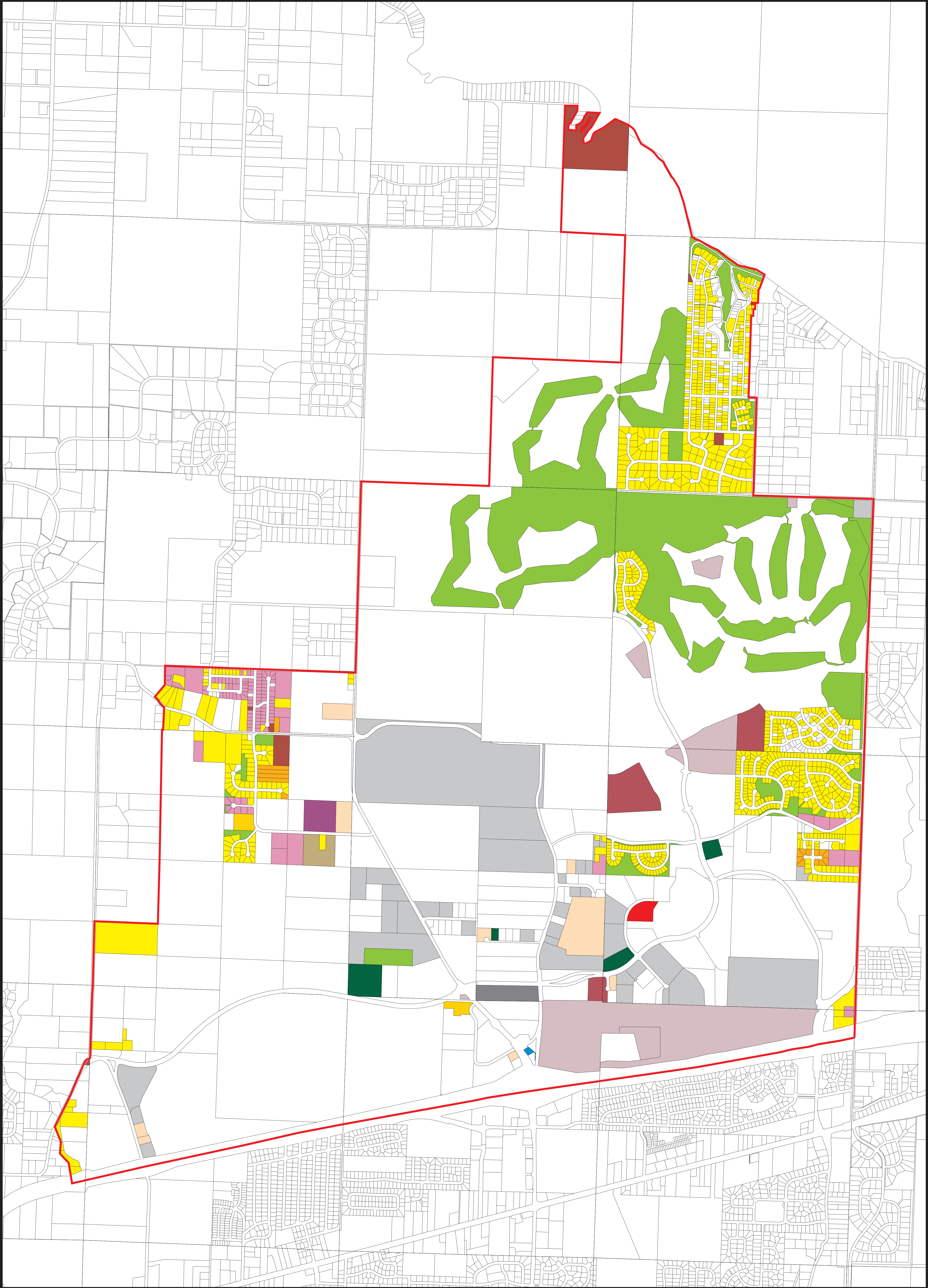
A minimum of 20 percent of the site shall be dedicated for open space as required in the planned community approval.

(1) A 50-foot minimum buffer of existing vegetation or park site shall be retained along Marvin Road where the Planned Community borders on residential zoning districts. The buffers shall be measured from the edge of the property line. Public access to the shoreline will be provided. Details of access will be provided in the Master Plan, including consideration of security for adjoining residents.

#### d. Boundaries

The specific boundaries of density and use districts and types of permitted uses may be amended at the time of Master Plan approval.

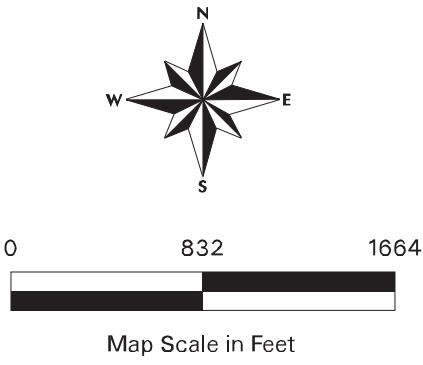




Landuse Types

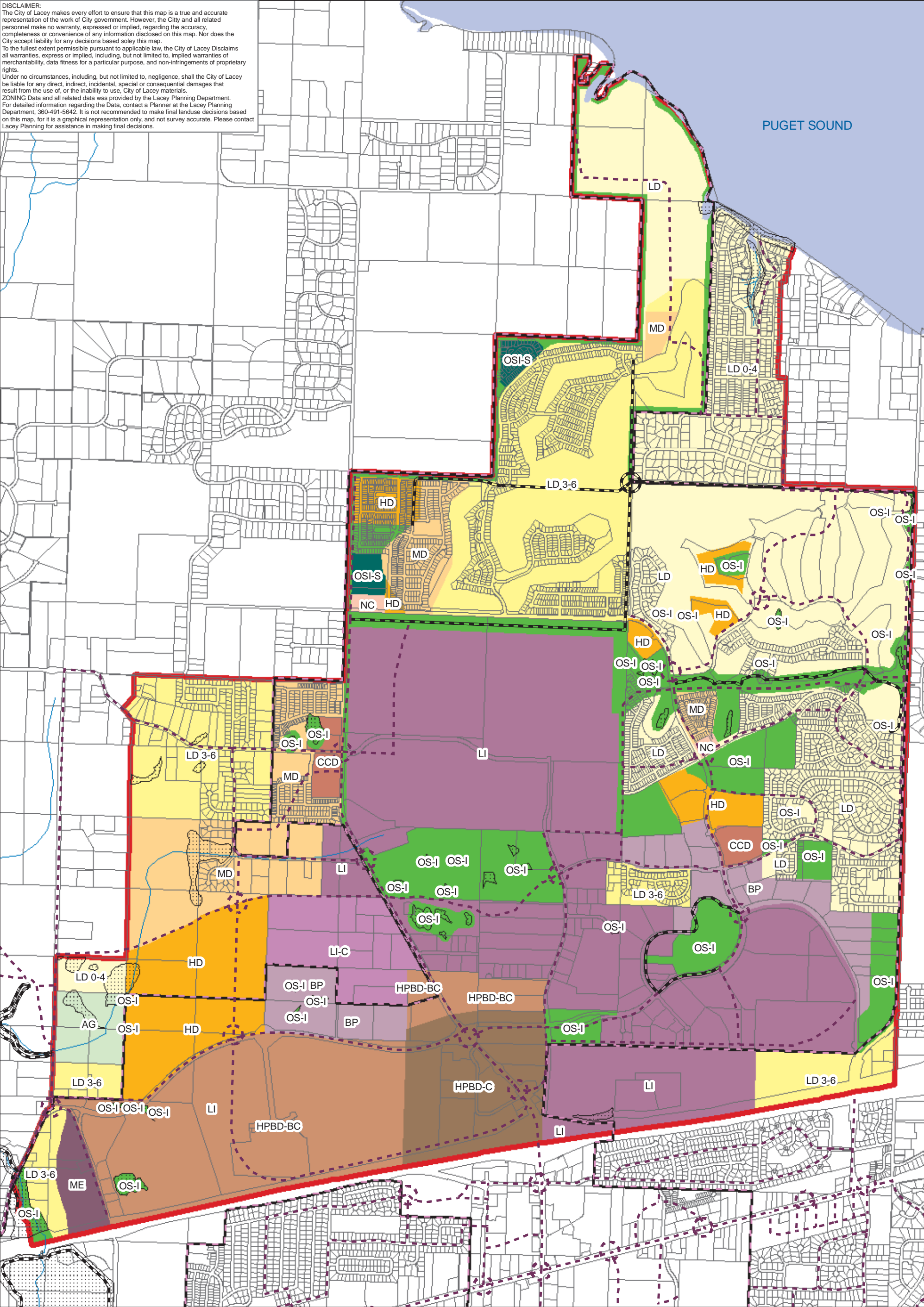
- |                           |                           |
|---------------------------|---------------------------|
| 2-4 Residential Units     | Recreational Use          |
| Apartments                | Residential Condos        |
| Assisted Care or Daycare  | Resource                  |
| Churches                  | Restuarants               |
| Grocery and Quick Marts   | Retail                    |
| Hotels and Motels         | Retirement Community      |
| Industrial - Commercial   | Services - Commercial     |
| Mobile Home Parks         | Services - Education      |
| Mobile Homes              | Services - Government     |
| Multi-Family Res 5+ units | Services - Professional   |
| Other Residential         | Single Family Residential |
| Parks                     | Transportation            |

LANDUSE DATA FOR  
HAWKS PRAIRIE AREA  
Landuse Derived from Assessor's Database  
February 2004





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Approved by the Lacey City Council  
ORDINANCE # 1315  
Approval Date: September 11, 2008  
Mayor: *[Signature]*  
Attest: *[Signature]*  
City Clerk

Revised 2008

# Lacey Comprehensive Plan Map for the Hawks Prairie Planning Area

- |                                                          |                                                  |
|----------------------------------------------------------|--------------------------------------------------|
| LD 0-4 Low Density Residential                           | BP Business Park                                 |
| LD 3-6 Low Density Residential                           | LI-C Light Industrial Commercial                 |
| MD Moderate Density Residential                          | LI Light Industrial                              |
| HD High Density Residential                              | ME Mineral Extraction                            |
| HPBD-BC Hawks Prairie Business District (Business/Comm.) | AG Agriculture                                   |
| HPBD-C Hawks Prairie Business District (Commercial)      | OS-I Open Space Institutional                    |
| NC Neighborhood Commercial                               | Designated School Site in Village (Urban) Center |
| CCD Community Commercial District                        |                                                  |

- |                             |                                           |
|-----------------------------|-------------------------------------------|
| Hawks Prairie Planning Area | Key Multimodal Corridor                   |
| Environmentally Sensitive*  | Pedestrian Trail/Wildlife Corridor Only   |
| City Limits                 | Connections to Regional Trail Systems (T) |
|                             | Viewpoint Designation (D)                 |

\* Shading designates areas with identified wetlands or environmental constraints. Environmental issues will need to be addressed as properties with this shading are developed. Shaded areas, when annexed to Lacey, will be zone OS-I Open Space/Institutional. Absence of this designation does not mean a site is without environmental constraints.

October 15, 2008



## LAND USE HORIZONS PLANNING AREA

### I. Profile of Horizons Planning Area

#### A. Location

The Horizons Planning Area is located in the southwestern portion of the City of Lacey and its Urban Growth Area. It is bounded by the Chehalis Western Trail along its west boundaries and the Burlington Northern Railroad right-of-way along the south. It abuts the Central Planning Area to the north at 37th Avenue on the west side of College Street SE and at 31st Avenue on the east side of College, and along 34th Avenue immediately west of Ruddell Road. The Horizons Planning Area abuts the Lakes Planning Area along Ruddell Road from 34th Avenue south to the Yelm/Ruddell Road intersection where it shares Yelm Highway as a common boundary south to the Burlington Northern Railroad right-of-way; See Horizons Planning Area map.

All of the Horizons Planning Area with the exception of Capital Golf Club Estates, Chambers Estates, Sorrento Rainier Crossing, The Links at Indian Summer, Horizons Elementary School and property south to the railroad are located within the incorporated limits of the City of Lacey as of this writing. The exceptions noted above are located within Lacey's Urban Growth Area.

#### B. Character and Functional Relationship to City

The Horizons Planning Area is characterized as a newer area of the City, with several large area vacant land resources, that is facing significant pressure for development. The zone's character is best described as "evolving" with a number of new innovative projects being developed, such as cluster housing projects, townhouse projects and the Lacey Corporate Center. The Lacey Corporate Center provides for a mixed use, catering to specific light manufacturing activities, the southeast corner with limited retail

potential and a portion with high density residential apartments.

Recent land use approvals and development in the Horizons Planning Area have included a full range of activities. This planning area is serving a number of functions for the City. Functions include affordable housing, low density residential, medium density, commercial, recreational and a business park and a community commercial zone serving a radius extending beyond the Horizons Planning Area. Rainier Vista Park is a 40+ acre multipurpose community park serving as central focus for a portion of the City of Lacey.

#### C. Identified Neighborhood Groups and Homeowner's Associations

Being a newer planning area, there are only a couple of established neighborhoods within the Horizons area. These include the South Park development at the extreme north end of Horizons, the adjacent Northridge development, the Mt. Tahoma development, Capital City Golf Club Estates and Chambers Estates, which are within the Urban Growth Area.

The South Park development is more or less divided between older South Park and the newer divisions. The newer divisions have a requirement for a homeowner's association, pay dues to the association and have maintenance responsibilities for common improvements. The older South Park divisions have no homeowner's association requirement or dues structure. However, the older divisions of South Park have successfully organized and become involved in land use activities around their neighborhood.

Northridge also has an older division and newer divisions. The older division has no homeowner's association requirement. Newer divisions of Northridge were required to have homeowner's associations, have a dues structure and have maintenance responsibilities. Representatives from Northridge have become involved with the South Park homeowner's association showing

interest in adjacent land use activities.

The Mt. Tahoma development was developed in two stages. The first, a combination of single family and duplex lots, was developed with no homeowner's association requirement. The second division, called Wilshire Estates, was developed as a duplex project with a homeowner's association requirement. A significant amount of open space exists within the Mt. Tahoma subdivision and has been a topic of interest among the group. Efforts have been made at organizing a homeowner's association for the first division. These efforts have been somewhat successful, but the association still remains voluntary, with no formal dues requirement.

Capital City Golf Club Estates is in unincorporated Thurston County and is designed around the golf course. There is a homeowner's association and covenants. Over the past decade this association has been very involved in local land use activities, particularly with the planning of the two adjacent urban centers and related projects.

Chambers Estates is a subdivision just west of Capital City Golf Course with one acre lots and a private airport. The homeowners have shown interest in land use planning in the area. In particular, they desire consideration of their airport and want to ensure it remains to be recognized as a viable land use as the area develops.

Newer subdivisions include South Park Division 7, Avonlea, Lexington, Wildwood, Wellington, College Spring, Quail Park, Park Place, Green Briar Estates, Gunnison Place, Parkside, Emerald Heights, Pinewood Trails and Beckonridge. All of the new subdivisions have organized homeowner's associations.

Several of the new subdivisions, most notably College Spring, Beckonridge and Lexington are characterized with small lots and alleys, taking advantage of policies and standards adopted after

the 1994 Plan. The subdivisions also represent a wide variety of housing choices and income ranges. Quail Park developed with townhouses and duplexes and the smaller lot subdivisions with single family detached units like Beckonridge and Lexington provide an affordability range for most incomes.

At the other end of the income spectrum, Park Place markets to Lacey's upper end home buyer. New standards, along with design review required for small lots, have worked to ensure quality and attractive developments within all of these income ranges.

#### D. School District Facilities

At this time, there are two schools within the Horizons Planning Area. There is a middle school located along College Street called Komachin, and Horizons Elementary School south of Yelm Hwy and west of Rainier Road.

The school district has stated it will need two new elementary schools in this area to accommodate the twenty year population projections. Several village centers were provided for in this planning area in the 1994 Plan, with an intent to place an elementary school in at least two of them. Unfortunately at this time, while two of the urban/village centers have been master planned, none of the urban/village centers have been developed and no school properties have been dedicated to the school district as of this writing.

#### E. Transportation Analysis Zones

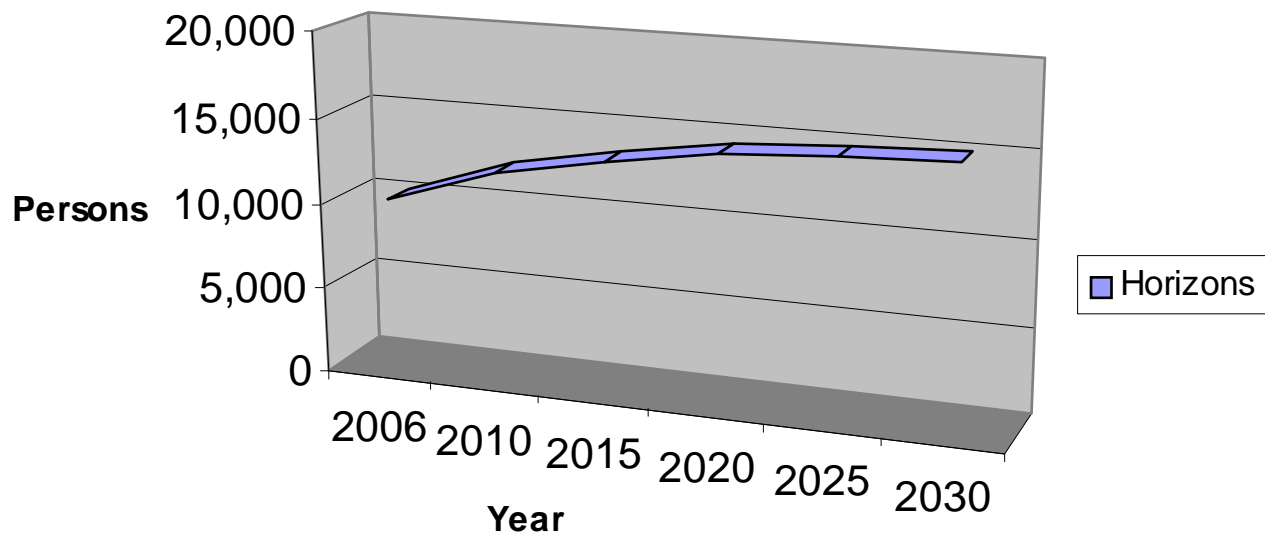
The Horizons Planning Area includes four transportation analysis zones, including 94, 95, 96, 97, 98, 99, 100, and 101.

#### F. Census Delineation

This planning area includes portions of two census tracts, Tract 114 and 116. It includes over



**Chart 24A**  
**Population Projection for the Horizons Planning Area 2007 to 2030**  
**Data Provided By Thurston Regional Planning**



56 census blocks in the incorporated portion and additional blocks in the County portion of the planning area.

**G. Acreage**

The sub-area includes approximately 1,767 acres of property. Of this amount, it is calculated that approximately 414 acres are vacant and available for development.

**H. Population**

The 2006 population of this planning area is estimated at 10,040 persons.

Approximately 414 acres of vacant land exist within the planning area for development as of the beginning of 2007. Population growth and allocation projections anticipate the population in the Horizons Planning Area by the year 2030 will be 15,060 persons; Chart 24 displays population projections for this planning area. Approximately 3,410 single family residential units and 1,690 multifamily units

are expected; see section on housing for discussion of housing forecasts and illustrations. Increasing density over existing zoning designations in the planning area would extend vacant land resources and increase long term potential density and population.

**I. Land Use - Current**

Map 8 displays existing land use for this planning area. This map is based upon Assessor's information for 2002. Table 5 shows the number of single family dwellings, multifamily dwellings and manufactured homes available within the planning area.

See section on housing for a more detailed discussion and illustrations.

<b>Table 5</b>	
<b>Residential Units In</b>	
<b>Horizons Planning Area 2006</b>	
Single Family	2470
Multifamily	1360
Manufactured Housing	410

**Chart 24B**  
**2006 to 2030 Housing Forecast for the Horizons Planning Area**  
**Housing Units Shown By Type**  
**Data Provided By Thurston Regional Planning**

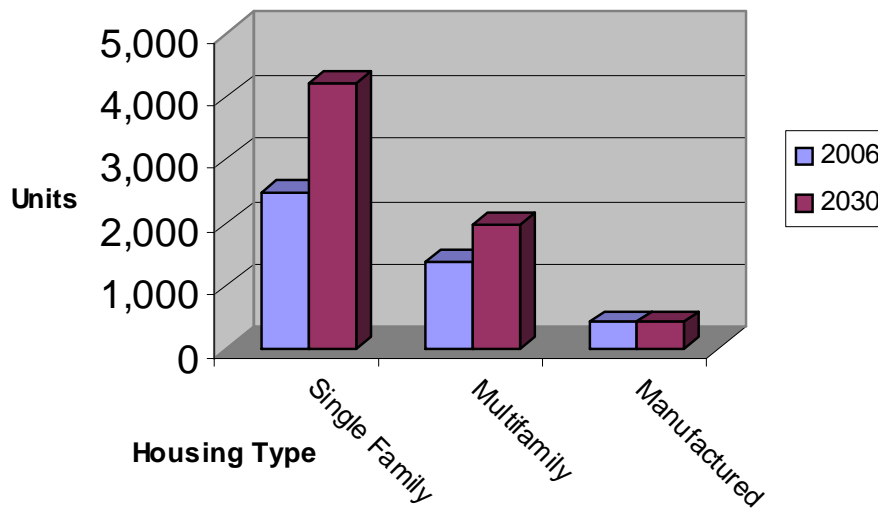
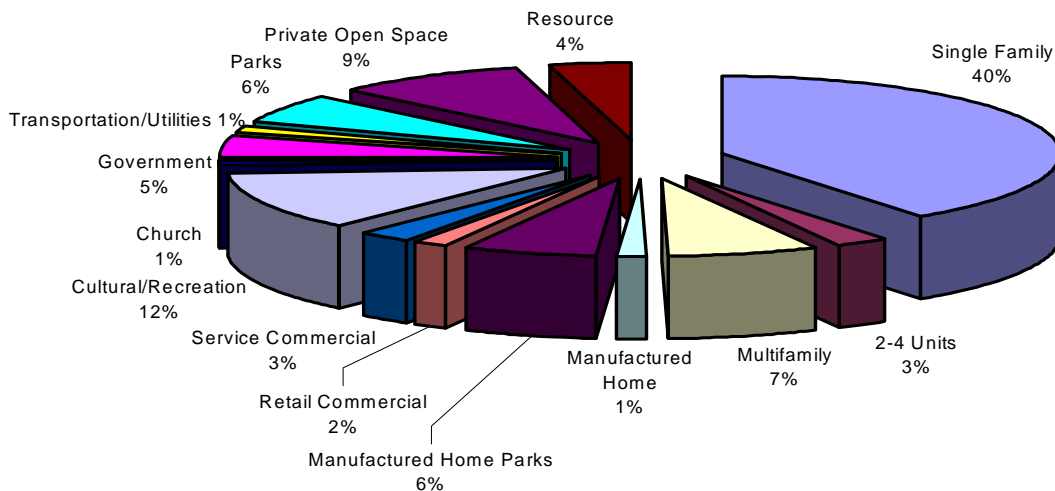


Chart 25 provides an allocation breakdown of developed properties by number of acres in each general land use category. Table 6 provides an allocation breakdown of zoned properties by number of acres in each zoning classification including both developed and undeveloped land. This

information is graphically displayed in Chart 26.

Commercial land use in the Horizons Planning Area is limited to a large community commercial node located at the northwest, northeast and southwest corners of Yelm Highway and College, extending

**Chart 25**  
**Existing Land Use in Horizons Planning Area**  
**Measured As Acres Of Land Use Resources Consumed**  
**Based Upon Assessor data 2002**



<b>Table 6</b>			
<b>HORIZONS PLANNING AREA</b>			
<b>NUMBER OF DEVELOPED AND UNDEVELOPED ACRES BY ZONE</b>			
<b>Zoning Category</b>	<b>Developed</b>	<b>Buildable</b>	<b>Total</b>
Low Density Residential 0-4	566	12	578
Low Density Residential 3-6	208	190	398
Moderate Density Residential	272	83	355
High Density Residential	2	26	28
Urban Center	5	8	13
Neighborhood Commercial	5	10	15
Community Commercial District	50	29	79
Business Park	50	56	106
Open Space Institutional	168	0	168
Open Space Institutional/Park	14	0	14
Open Space Institutional/School	14	0	14

down the north side of Yelm Highway in the front of the Summerwalk Village/Urban Center property. The Community Commercial designation of the Summerwalk Village/Urban Center was intended to provide for retail shops, businesses, and services to meet the immediate needs of the surrounding neighborhoods. The City of Lacey Council further defined how that commercial designation should develop when an application for a revised master plan was denied that would have allowed a very large combined grocery store and discount center. It is the intent of this update to maintain the village/urban center concept including the small commercial user footprints adopted in the master plan to provide services primarily for the surrounding neighborhoods consistent with the Council's decision/interpretation.

The Community Commercial zone includes approximately 79 acres. Approximately 29 acres of the district are vacant and available for development.

Horizons Planning Area also has the Lacey Corporate Center, which is a business park designed for attracting general high-tech, light manufacturing type uses. In 1999, the southeast corner of the park was re-designated to a Community Commercial designation with limitations on design. This was done to

encourage more development at the Corporate Center. The light manufacturing section of the Corporate Center includes a little over 100 acres. The new Community Commercial section is approximately 32 acres. It is under development as of this writing.

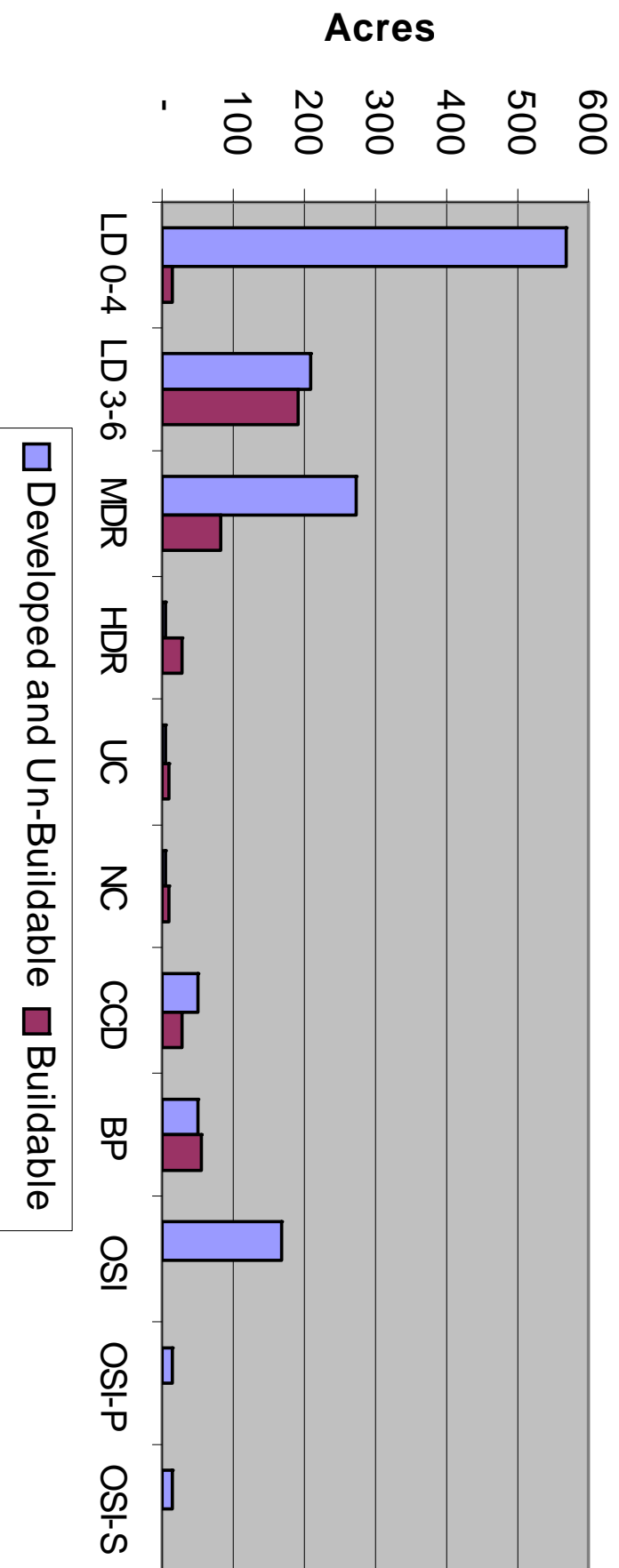
Approximately 230 acres of property south of Capital City Golf Course has been developing as Lacey's first designated Village Center. The property north of Capital City Golf Course, across Yelm Highway, is also zoned Village/Urban Center and is under construction with an approved master plan called Summerwalk. The third original Village/Urban Center property in this area had a master plan developed for it but recently dropped the application. It has since been optioned to a local developer who has applied for and received a rezone of the property, and is currently developing under conventional zoning designations.

#### K. Parks/Open Space

The Horizons Planning Area has four parks. Rainier Vista, with over 40 acres, is being developed on 45th Avenue, Bush Park is nine acres and located along Yelm Highway and there is a park in Avonlea.



**Chart 26**  
**2007 Horizons Planning Area**  
**Developed and Buildable Land Resources**  
**Data Provided By Thurston Regional Planning**



The City also recently acquired the historic Jacob Smith House in the Lacey Corporate Center. A number of other smaller open spaces developed during subdivision approvals are scattered throughout the zone and are reserved for park/open space purposes through subdivision conditions. Additionally, a regional trail borders the west boundary of this planning area.

#### J. Density Characteristics

The sub-area's character is evolving, with significant variety in housing types and land use. This area has everything from rural size single family lots of one acre to small lot single family, with lots approaching 3,500 square feet. The area also has an ample supply of apartment complexes and several townhouse developments.

At one time, the majority of the Horizons Planning Area in the incorporated city limits was designated with a Moderate Density residential designation. In the late 1980's a rezone was accomplished for much of the area, designating the area north of 45th Ave. and east of College St. as Low Density for development of single family residential structures at four units per net acre.

As a result of this rezone multifamily development is basically limited to those areas designated as Moderate or High Density under the 1994 Plan, predominantly those areas along College Street, creating a corridor to accommodate transit. Single family development on lot sizes of 5,000 square feet or larger is the predominant land use pattern in the north portion of the planning area that developed in the eighties and early nineties, with the exception of a sizeable area with several mobile home parks developed at higher densities west of College Street and just south of 37th Avenue. After 1994, plan adoption promoted higher densities, smaller lot sizes, and the re-designating of significant portions of the area as Moderate Density. The area has developed at somewhat higher densities on average. Newer subdivisions have lot sizes ranging from 3,700 to 5,000 square feet. New subdivisions in the Moderate Density areas have taken advantage of the active

market for affordable single family homes and the new standards which have allowed single family homes on lots approaching 3,700 square feet.

#### L. Resource Designations

There are no agricultural or mineral extraction sites designated of long term commercial significance within this planning area. A number of sites still are forested or have significant trees that fall under the jurisdiction of Lacey's tree protection ordinance. A number of sites are designated as open space/agricultural for taxation purposes. For specific location of designated resource sites please refer to the Environmental Protection and Resource Conservation Plan Chapter I.

#### M. Environmentally Sensitive Area Designations

There is a site around Chambers Lake and a site adjacent to Southwick Lake that have been identified with wetland sensitive areas. A number of localized sites have been identified with geologically sensitive slopes within the planning area. Most of the planning area, as with most of the City of Lacey, is designated as sensitive for aquifer protection. The city also has some major well sites in the area with wellhead protection zones. For specific location of designated environmentally sensitive areas, please refer to the Environmental Protection and Resource Conservation Plan, Chapter II.

## II. **Analysis**

#### A. Primary Land Use Characteristics and Existing/Potential Functions

This sub-area has an evolving character and currently satisfies a number of city-wide functions. A couple of the more attractive single family residential neighborhoods, those being South Park, Park Place, and Capitol City Golf Club Estates, exist within this zone. A number of multifamily projects have also been approved, as well as some groundbreaking affordable housing projects such as The Cottages and new zero lot line cluster housing

projects. A number of mobile home parks also exist in this planning area, providing another affordable housing resource for the city. It is anticipated that the primary function of this planning area will be to provide a residential area for a full range of housing options.

The intersection of Yelm Highway and College is the site of a large Community Commercial District and the Lacey Corporate Center. This serves a community and regional function for provision of commercial services, as well as a high-tech light manufacturing job center.

Demographic studies show significant population increases within the market area of this intersection; see Discussion Paper Number 1 in Appendix III. In addition, changes to the regional transportation plan in the late 90's for major transportation connections has left Yelm Highway as the major east/west connector in this area. Traffic through the crossroads intersection has continued to increase at a steady pace over the last decade. Studies show between 1990 and 2001 traffic through this intersection increased by 17,109 trips per day on College Street heading north, and 18,719 trips per day on Yelm Highway heading east. The total count in 2001 was 26,087 trips per day heading north on College Street, and 30,502 trips per day heading east on Yelm Highway. Based upon demographic changes expected over the next 20 years, this traffic is expected to continue increasing at a significant rate. This has lead to significant pressure for commercial development in close proximity to this intersection.

At the time of the 2003 update, the City was experiencing pressure from large retailers to take advantage of the demographics and traffic generated by the transportation network. Large retailers with standard footprints of 220,000 square feet have made application and inquiries into location in this area. Market research of these companies supports the assumption that this area will have the capability to support significantly more commercial retail activity, both to serve the immediately surrounding Horizons Planning Area and to support the more

regional market area of the crossroads intersection. If properly planned with appropriate commercial land resources, this area has the opportunity to capture and provide for the identified retail market.

The Planning Commission held two public hearings exclusively devoted to considering the issue of providing more intensive commercial use in this area, which generated significant public interest both in favor of and opposed to the idea. In addition, they held a joint public hearing with the County that addressed testimony on this issue. Most voiced concern over perceived traffic impacts that would be generated and potential adverse impacts to the quality and local character of the area. People in the community were split on the idea of large retail users locating in the area. The Planning Commission proposed a compromise between capturing and providing for the regional retail opportunities, and balancing the desire to maintain and promote the local community/neighborhood look and feel. Limitations on size and scale and strong design components will be critical in achieving this balance.

The City of Lacey Council, after considerable discussion, concurred with the Planning Commission that the crossroads intersection node is unique and should allow for more intensive community commercial uses than those community commercial zones located elsewhere. Part of the discussion included the types of services to locate at the crossroads, specifically Lacey Corporate Center in the future. Two other issues that were considered were: 1) the fact that the Lacey Corporate Center Community Commercial would not be immediately adjacent to residential neighborhoods, and 2) the impact of the commercial uses would be carefully monitored and controlled by the existing master plan and development agreement for "Fountain Place". This Community Commercial District designation can be more intensive than those not located at the crossroads of two major arterial roads. Even so, it still should be limited to commercial uses that are primarily designed to address the needs for goods and services of the surrounding



neighborhoods and the traffic that uses the arterial roads on a daily basis. Therefore it was determined that the uses there should not be primarily destination retailers designed to draw customers from a significant portion of the City or region.

The unique mix of a full range of residential uses, as well as the Business Park and Community Commercial District, along with significant vacant land resources, provide the opportunity for a mix of development. However, the location of the City's well sites advises caution in development of this area. In the past, under the old pre 1994 Comprehensive Land Use Plan, the property between 45th, College, Ruddell, and Yelm Highway was designated for development of a Planned Unit Development (PUD) that could serve as the hub of an urban center. The majority of this area was designated Village Center in 1994. Given the mix of uses and available land resources, this is considered an ideal use for this area if the development can take place in a manner that is sensitive to wellhead protection.

The Chambers Estates airport should also continue to be considered and accommodated as a private small aircraft airport in planning this area. As new plats have been approved in this area, stipulations have been required in covenants and on the face of plats alerting new buyers to the airport's presence. Conditions of new developments have tried to build adequate buffering into the design.

Great potential exists for designing new residential sites with interconnecting pedestrian features and tying these areas together with the regional trail, park sites and commercial areas.

#### B. Land Use Balance

The zone provides a unique balance of different land uses. Residential uses include low density single family, multifamily, unique affordable housing projects and manufactured housing. The area also has an ample share of commercial property providing community commercial services. The Business

Park provides regional opportunities for light manufacturing business park-type uses.

In 1994 an additional commercial designation at the future 37th/Mullen Road/College Street intersection was created. This is considered a logical spot for neighborhood commercial convenience uses, considering adjacent commercial uses in the Central Planning Area. The location of Komachin Middle School across the street and the proximity of a number of residential sites, including Lakeview Estates, Montclair, Belair, South Park and several mobile home parks within walking distance of the site make the intersection attractive for limited neighborhood commercial use.

#### C. Proposed Land Use

Map 9 shows proposed land use conforming to recommendations of this plan.

### **III. Goals and Policies**

A. Goal: Designate the Village Centers, with approved master plans as Urban Centers to continue to support a High Density mixed use concept as a central focus for the planning area.

1. Policy: Change the remaining Village Center designations on the Horizon Pointe and Summerwalk Village Centers to Urban Centers.

B. Goal: Encourage development of a range of residential types, providing opportunity for high density residential development along arterials with transitions to existing low density residential development.

1. Policy: Retain undeveloped property along College, Yelm, Ruddell, and Rainier Road in the moderate density residential classification.

2. Policy: Encourage a full range of higher density residential uses, including single family zero lot line developments, townhouse units, mixed residential use, planned residential developments and multifamily

apartments.

3. Policy: Pay careful attention to creating effective transitions between new developments of higher density and existing low density development.

C. Goal: Provide for coordinated interconnection of new residential and commercial development emphasizing pedestrian, bicycle and mass transit opportunities.

1. Policy: Coordinate a modified street grid layout to ensure adequate connections throughout the urban core and other vacant lands in the planning area.

2. Policy: Require interconnections of streets, pedestrian trails and greenbelts with adjacent projects and properties. Pay particular attention to interconnection with 45th Avenue Park, 58th Avenue and Mullen Road extension.

3. Policy: Require access easements through private streets and apartment complexes to ensure an interconnection between adjacent properties and local collectors and arterials.

4. Policy: Require exceptional pedestrian linkage and pedestrian, bicycle and mass transit improvements throughout the residential and commercial areas.

D. Goal: Provide convenient access to neighborhood commercial zones throughout the planning area with emphasis on pedestrian opportunities.

1. Policy: Retain strategic sites within the planning area for neighborhood commercial activities, providing neighborhood commercial activities within walking distance of all neighborhood areas.

2. Policy: Pay particular attention to integration of neighborhood commercial sites to ensure the site is compatible with and complements and serves local neighborhood uses.

3. Policy: Neighborhood commercial zones

should be designed and sited to serve neighborhood needs as opposed to serving a larger community base or capturing the motoring public.

E. Goal: Facilitate development of commercial retail services in the Horizons Planning Area at the crossroads intersection, recognizing this intersection generates the need for more intensive service demands due to the existing and anticipated daily traffic using this regional corridor and the increased density surrounding this intersection.

1. Policy: Expansion of the existing community commercial designation in the Lacey Corporate Center should be considered to accommodate larger commercial retail uses that have the capability of capturing expected commercial users in this area, provided policies under Goal F can be satisfied.

2. Policy: The Summerwalk Village/Urban Center should meet the policies of this plan for Urban Centers and chapter 16.59 of the Lacey Municipal Code setting forth the regulations for the Urban Center designation. Any modification of the current Master Plan for Summerwalk Village/Urban Center should only be considered if there is a showing of changed conditions supporting such modifications.

F. Goal: Maintain the local character of the Horizons Planning area by controlling the high quality aesthetic standards similar to the Lacey Corporate Center vision and enhance the ability for pedestrians of the area to comfortably enjoy access to the commercial services in the area.

1. Policy: Retail development in that portion of the Lacey Corporate Center designated as Community Commercial should be limited by special design and development conditions similar to those contained within the approved master plan and development agreement currently in place. If the area currently designated as Community Commercial is approved for expansion to accommodate consumer demand for additional retail activity at the intersection of College Street SE/Yelm Highway, such re-designa-

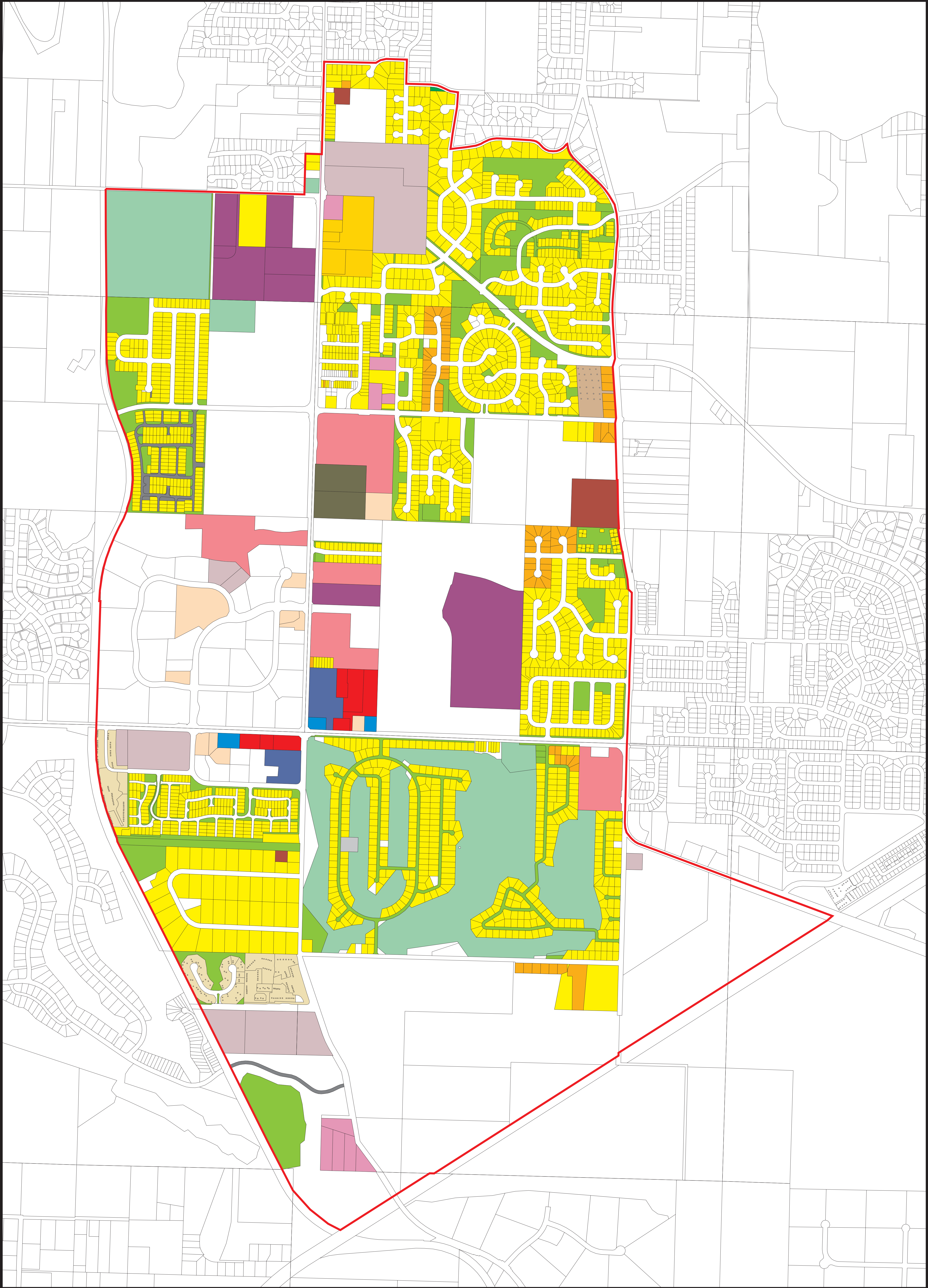
tion should not be effective until an amended or new development agreement specific to the design and use of this portion of the Lacey Corporate Center is approved by the Council.

2. Policy: Maintain the high quality campus style environment that currently prevails in the Lacey Corporate Center. Particular attention should be given to designing the commercial site and transition areas between this site and other business park users in a manner which will be pedestrian friendly and create smooth transitions and visual buffering in order to ensure compatibility between the retail and non-retail uses within the Center. The City should help fulfill the expectations of and protect the property values of those property owners who have purchased lots within the Lacey Corporate Center on the strength of zoning and development regulations in effect at the time of such purchase. Therefore, in determining whether to approve or not approve an amended or new Development Agreement, the City Council should give particular emphasis to the views of such property owners, especially those abutting Corporate Center Drive SE and Corporate Center Loop SE.

3. Policy: Care should be taken to mitigate impacts to the existing adjacent Corporate Center tenants by creating a smooth transition between the non-retail commercial tenants and the expanded retail area.

4. Policy: Care should be taken in development of Community Commercial uses in the Summerwalk Village Center to follow design expectations of an urban center and to comfortably integrate the uses into the existing surrounding residential community.

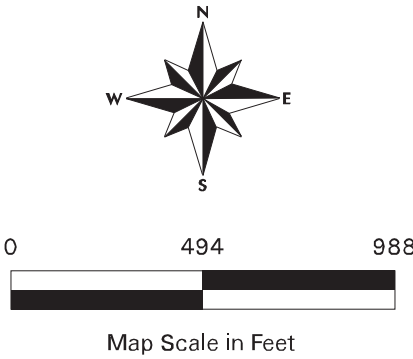




Landuse Types

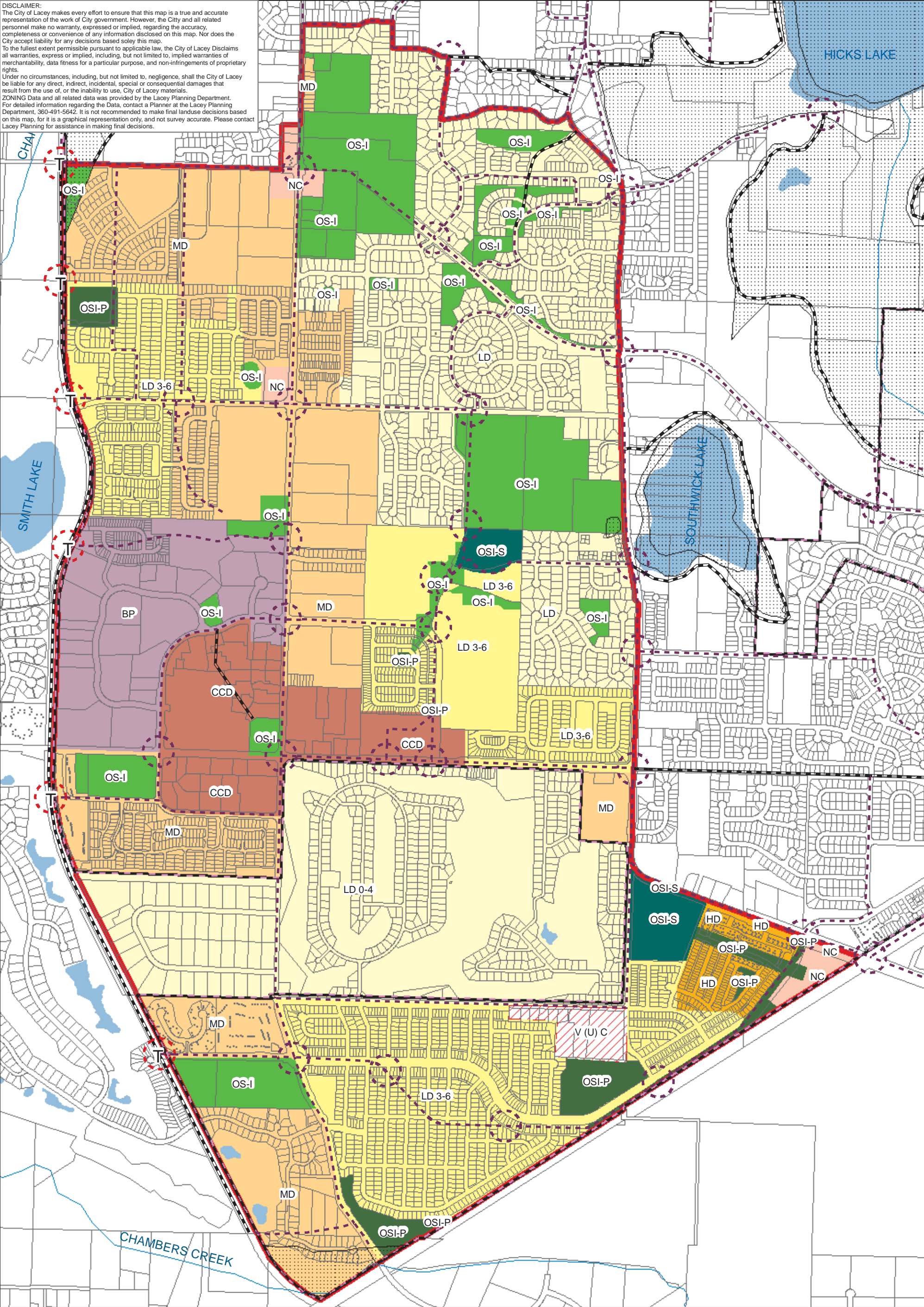
- |                           |                           |
|---------------------------|---------------------------|
| 2-4 Residential Units     | Recreational Use          |
| Apartments                | Residential Condos        |
| Assisted Care             | Resource                  |
| Churches                  | Restuarants               |
| Daycare                   | Retail                    |
| Grocery Stores            | Retirement Community      |
| Industrial - Commercial   | Services - Commercial     |
| Mobile Home Parks         | Services - Government     |
| Mobile Homes              | Single Family Residential |
| Multi-Family Res 5+ units | Taverns                   |
| Other Residential         | Transportation            |
| Parks                     |                           |

LANDUSE DATA FOR  
HORIZONS AREA  
Landuse Derived from Assessor's Database  
February 2004





DISCLAIMER:  
The City of Lacey makes every effort to ensure that this map is a true and accurate representation of the work of City government. However, the City and all related personnel make no warranty, expressed or implied, regarding the accuracy, completeness or convenience of any information disclosed on this map. Nor does the City accept liability for any decisions based solely on this map.  
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Under no circumstances, including, but not limited to, negligence, shall the City of Lacey be liable for any direct, indirect, incidental, special or consequential damages that result from the use of, or the inability to use, City of Lacey materials.  
ZONING Data and all related data was provided by the Lacey Planning Department.  
For detailed information regarding the Data, contact a Planner at the Lacey Planning Department, 360-491-5642. It is not recommended to make final land use decisions based on this map, for it is a graphical representation only, and not survey accurate. Please contact Lacey Planning for assistance in making final decisions.



Approved by the Lacey City Council  
ORDINANCE # 1315  
Approval Date: September 11, 2008  
Mayor: *Graham Beckman*  
Attest: *Carol Litten*  
City Clerk

Revised 2008

# Lacey Comprehensive Plan Map for the Horizons Planning Area

- |                                 |                                                  |                            |                                           |
|---------------------------------|--------------------------------------------------|----------------------------|-------------------------------------------|
| <all other values>              | CCD Community Commercial District                | Horizon's Planning Area    | Key Multimodal Corridor                   |
| LD 0-4 Low Density Residential  | BP Business Park                                 | Environmentally Sensitive* | Pedestrian Trail/Wildlife Corridor Only   |
| LD 3-6 Low Density Residential  | OS-I Open Space Institutional                    | City Limits                | Connections to Regional Trail Systems (T) |
| MD Moderate Density Residential | Recreation/Park in (Urban) Center                |                            | Viewpoint Designation (D)                 |
| HD High Density Residential     | Designated School Site in Village (Urban) Center |                            |                                           |
| NC Neighborhood Commercial      | Village (Urban) Center                           |                            |                                           |

\* Shading designates areas with identified wetlands or environmental constraints. Environmental issues will need to be addressed as properties with this shading are developed. Shaded areas, when annexed to Lacey, will be zone OS-I Open Space/Institutional. Absence of this designation does not mean a site is without environmental constraints.

Village (Urban) Centers in the unincorporated areas require the inclusion of park and school land. As village (urban) centers are planned, park and school sites and sizes will be determined and land set aside for these uses.

October 15, 2008





## LAND USE LAKES PLANNING AREA

### I. Profile of Lakes Planning Area

#### A. Location

The Lakes Planning Area includes those neighborhoods significantly influenced by Hicks Lake, Long Lake, Pattison Lake and Southwick Lake. It is delineated by Burlington Northern Railroad right-of-way on the north, Marvin Road on the east, Alanna Drive and Ruddell Road on the west, Yelm Highway and Cate Farm on the south.

The majority of the Lakes Planning Area is within the City of Lacey. Approximately two thirds of this planning area is within the city limits at the time of this writing.

#### B. Character and Functional Relationship to City

The Lakes Planning Area is characterized as Lacey's most environmentally sensitive area, containing those immediate environs influenced by our major lakes. The primary function of the Lakes Planning Area is residential, with only a very small portion of developed land use allocated to commercial uses. Commercial uses are limited to a small Neighborhood Commer-

cial zone at the corner of Carpenter and Mullen, another at the corner of Ruddell and Yelm Highway, a number of light industrial commercial uses at the extreme northwestern tip of the planning area on the north side of Carpenter Road, and the Weyerhaeuser box plant adjacent to and north of Long Lake.

Overall, the planning area provides a good mix of residential housing, with some of the most expensive homes in Lacey located along the shorelines and some of the most affordable multi-family projects within the City that are located along Ruddell Road. There are a good number of single mobile homes and a couple of mobile home parks.

#### C. Identified Neighborhood Groups and Homeowner's Associations

There are a number of identified homeowner's associations within the Lakes Planning Area. Associations include Carpenter Estates, Carpenter Hills, Eastwood Estates, Emerald Hills, Lakepointe, Lake Forest, Meadowlake, Pattison Park, Shadywood, Thornbury Meadows, Weatherwood and Wedgewood Manor. Additionally, there are lake management districts for Pattison Lake and Long Lake.

#### D. School District Facilities

There are five public elementary schools within this planning area, including Lakes Elementary off of Mullen Road, Woodland Elementary on Carpenter, Evergreen Forest Elementary on Marvin, Seven Oaks Elementary off Mayes Road and the majority of property of the Lacey Elementary School on Homann Drive. There are also two high schools in this planning area, Timberline High School on Mullen and the Puget Sound Alternative High School on 54th.

#### E. Transportation Analysis Zones

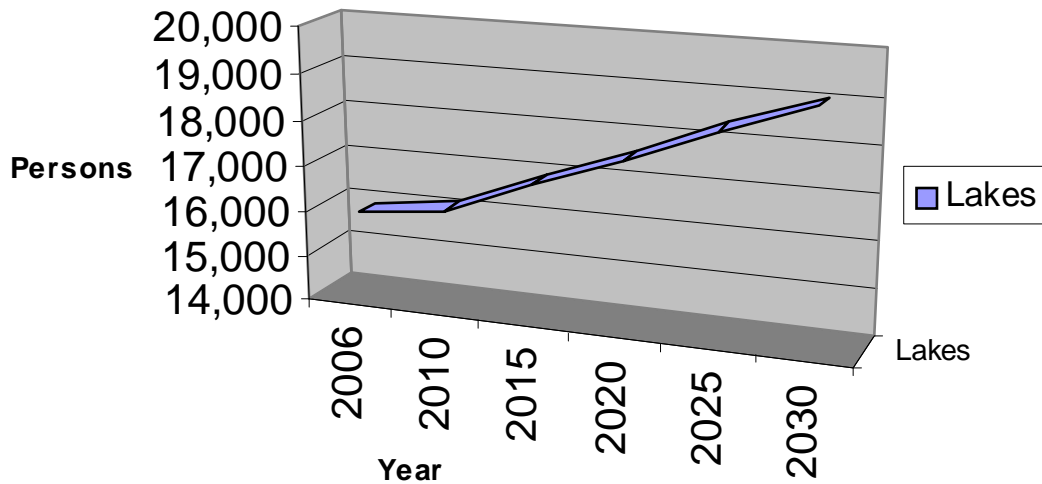
The Lakes Planning Area includes a number of transportation analysis zones, including TAZ



View of Hicks Lake from Wanschers Park



**Chart 27A**  
**Population Projection for the Lakes Planning Area 2007 to 2030**  
**Data Provided By Thurston Regional Planning**



27, 69, 70, 79, 80, 81, 82, 83, 84, 85, 86, 87, 88, 89, and 90.

116.2. It includes an extensive number of census blocks.

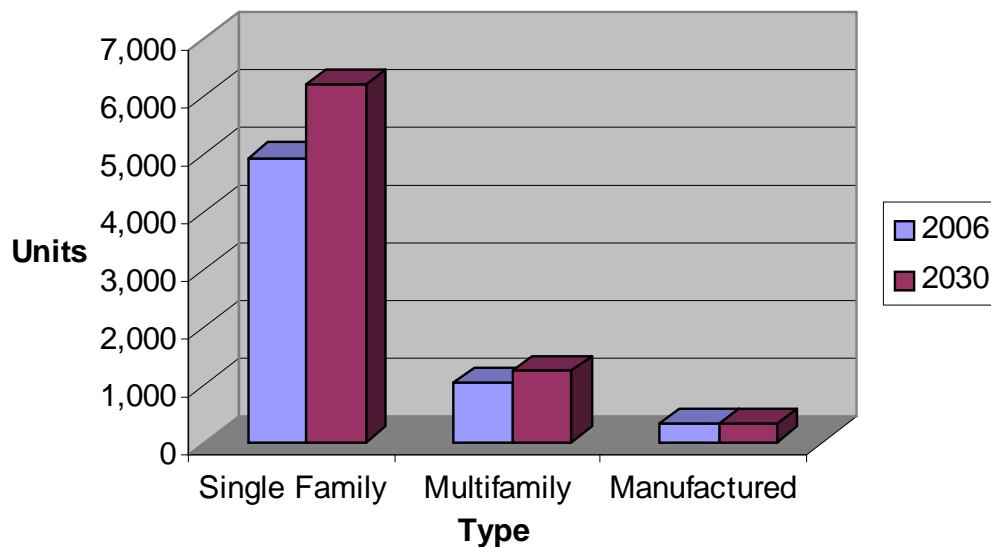
**F. Census Delineation**

**G. Acreage**

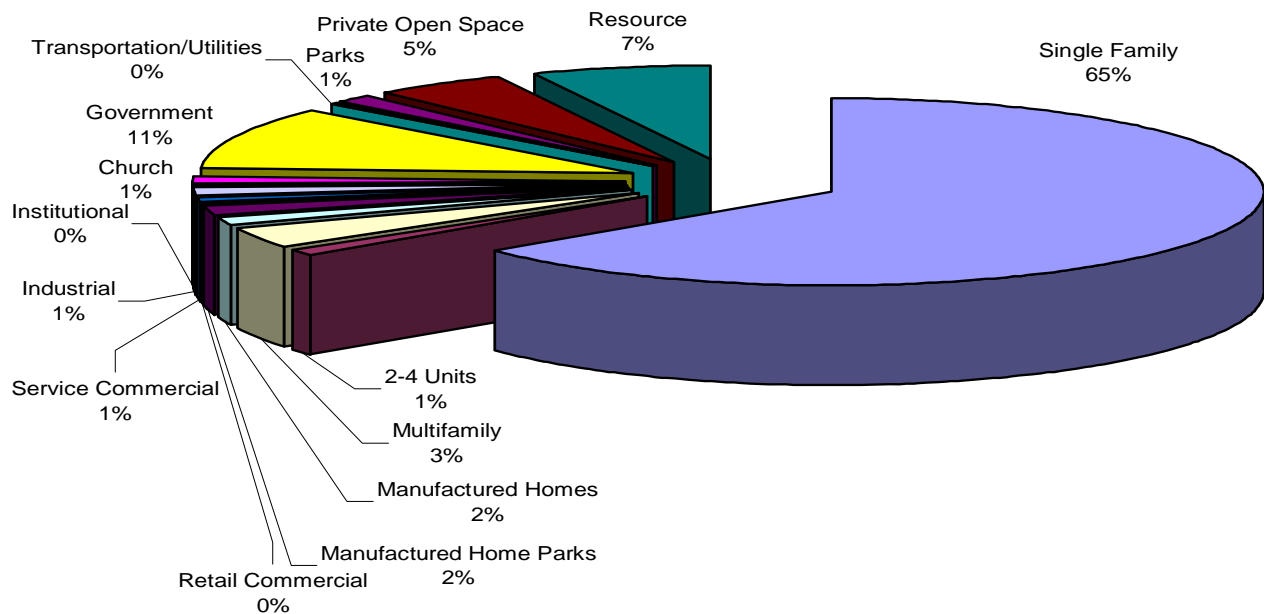
This planning area includes portions of four census tracts, including 114.1, 114.2, 116.1, and

The planning area includes approximately 3,496 acres. Of this amount, it is calculated that approxi-

**Chart 27B**  
**2006 to 2030 Housing Forecast for the Lakes Planning Area**  
**Housing Units Shown By Type**  
**Data Provided By Thurston Regional Planning**



**Chart 28**  
**Existing Land Use in Lakes Planning Area**  
**Measured as Acres of Land Consumed**  
**Based Upon Assessor Data 2002**



mately 353 acres are vacant and available for development as of 2007.

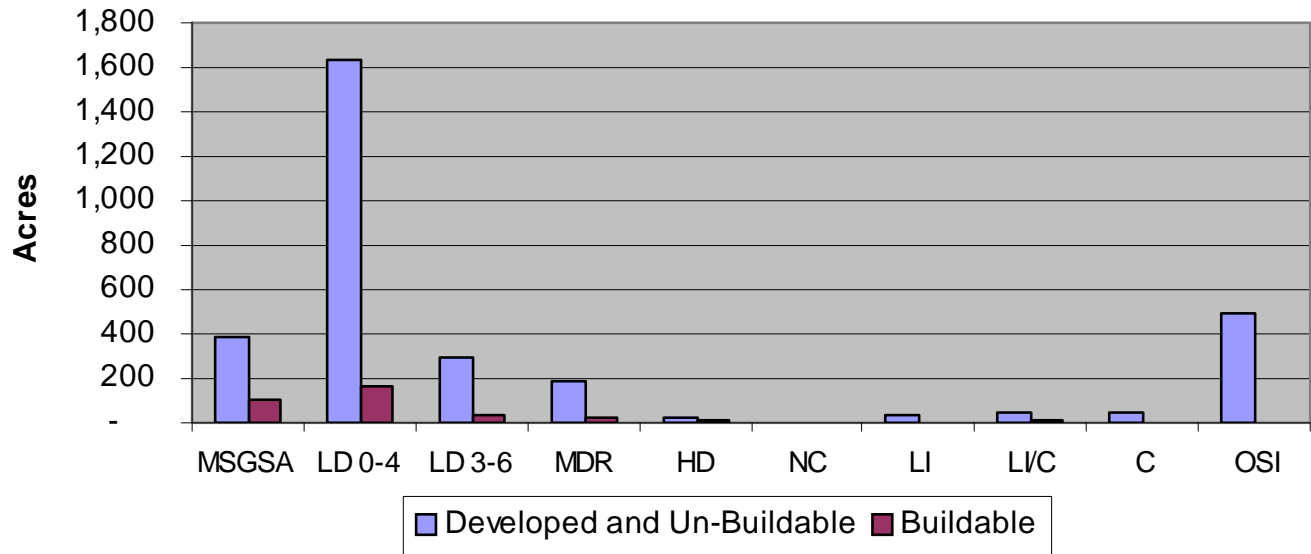
#### H. Population

The population of this planning area is estimated to be approximately 15,910. Approximately 353 acres

of vacant land exists within the planning area for development as of 2007. Population growth and allocation projections anticipate the population in the Lakes Planning Area by the year 2030 will be 19,020 persons; Chart 27 displays population projections for this planning area. According to Regional projections there will be approximately

Table 8			
LAKES PLANNING AREA			
NUMBER OF DEVELOPED AND UNDEVELOPED ACRES BY ZONE			
Zoning Category	Developed	Buildable	Total
McAllister Geologically Sensitive Area	390	109	499
Low Density Residential 0-4	1636	169	1805
Low Density Residential 3-6	292	31	323
Moderate Density Residential	183	22	205
High Density Residential	18	7	25
Neighborhood Commercial	5	5	10
Light Industrial/Commercial	37	1	38
Light Industrial	43	9	52
Cemetery	49	0	49
Open Space Institutional	489	0	489

**Chart 29**  
**2007 Lakes Planning Area**  
**Developed and Buildable Land Resources**  
**Data Provided By Thurston Regional Planning**



1,020 new single family units and almost 570 new multifamily units built between 2000 and the year 2025; See section on housing for discussion of housing forecasts and illustrations.

Increasing densities over existing zoning designations or actions encouraging high density in this planning area would extend the vacant land resources and increase long term potential density and population.

#### I. Land Use - Current

Map 10 displays existing land use for this planning area. This map is based upon assessor's information for 2001. Chart 27B shows the number of single family dwellings, multifamily dwellings and manufactured homes available within the planning area as of 2006 and projection to 2030. See section on housing for a more detailed discussion and illustrations.

Chart 28 provides an allocation breakdown of developed properties by percentage in each

general land use category.

Table 8 provides an allocation breakdown of zoned properties by number of acres in each zoning classification, including both developed and undeveloped land. This information is graphically displayed in Chart 29.

The majority of land use in this planning area is residential, encompassing approximately 78 %.

#### J. Density Characteristics

The primary residential form in the Lakes Planning Area is single family detached units on large size lots as a result of the necessity to accommodate the septic tank drain field systems. Most of the lots in this planning area are therefore 1/4 of an acre or more. However, some of the newer subdivisions on sewer, primarily along Ruddell Road and 54th, have lot sizes of 5000 square feet. New subdivisions along Carpenter Road and Mullen, which have been required to



extend sewer, also have lot sizes in the 5000 square foot range. Apartments along Ruddell Road are on sewer, and have a density over 12 units per net acre. Because of health concerns, subdivisions are now being required to hook up to sewer and as a consequence are going to be able to achieve more urban style lots.

#### K. Parks/Open Space

This planning area has five public park sites under control of the City of Lacey, a number of private open space areas within subdivision developments, two public boat launch areas, and the County Fairgrounds.

Public park areas include Long Lake Park off of Carpenter, the Hicks Lake Park area off Hicks Lake Road, Thornbury Park off 54th Avenue, dedicated open space from Lake Hills along Southwick Lake and another small piece of property along Southwick Lake adjacent to Ruddell Road that was dedicated to the city when Mount Tahoma Estates was developed. The public boat launches are owned by the State and include a site adjacent to Hicks Lake Park and a site on Pattison Lake.

#### L. Resource Designations

There are no agricultural or mineral extraction sites designated within this planning area. However, according to assessor records a number of property owners have their property classified as open space timberland for tax purposes.

#### M. Environmentally Sensitive Area Designations

This planning area is centered around environmentally sensitive areas of Hicks, Long, Pattison and Southwick Lakes and their associated wetlands. There are extensive associated wetlands connecting these Hicks, Pattison and Long Lakes. These designated environmentally sensitive areas, within the city, have protection requirements as delineated in the City of Lacey Environmental Protection and Resource Conservation Plan and regulations.

In addition to the extensive wetlands, there are also designated habitat sites, primarily for bald eagle and wood ducks. There are also designated geologically sensitive areas regarding slopes surrounding some of the lake sites. Portions of this planning area are within the McAllister Springs Geologically Sensitive Area and have specific requirements under County Ordinance 9707.

### II. Analysis

#### A. Primary Land Use Characteristics and Existing/Potential Functions

The Lakes Planning Area has an extensive number of single family residences and it is anticipated this would be the primary use that would continue to dominate in the future. While there is extensive property for development, the majority of undeveloped property lies adjacent to wetlands and will have limitations for development. There may be some opportunity for some high or medium density residential development along major arterials and along Hicks Lake Road adjacent to the City park site. In 1994, vacant property along Hicks Lake Road was designated for High Density Residential to accommodate some high-end condominium units that could capture a market wanting lake views. The City's intent is to encourage high-end multifamily development with lake views if it is possible to accommodate, considering road access, utilities and protection of environmental qualities. Discussion with the land owner entertained the idea that the Hicks Lake Road site might accommodate clustered high-end development on Hicks Lake Road, while retaining the waterfront area in buffer and common open space. Pursuant to environmental protection requirements, the buffer area could be dedicated to the city for protection and maintenance, essentially extending the adjacent park site along the waterfront and providing the condominium units with a premium location overlooking a groomed park area and waterfront.

Sewer is a high priority in this planning area because of the environmentally sensitive properties. Sewer is

currently working its way through the planning area and will be in a position in the near future to serve most areas within the planning area. This will provide the opportunity for smaller lot sizes and clustered developments removed from environmentally sensitive areas.

The emphasis in this planning area should be to protect and enhance the environmentally sensitive areas and try to utilize environmental amenities. This could be accomplished through the provision of waterfront park areas and interconnecting trails and pedestrian systems, designed to afford the public the opportunity of enjoyment of environmental amenities. Opportunity exists for extensive interconnection of pedestrian trails and sidewalk systems along existing undeveloped environmentally sensitive areas if standards are in place at the time of development to require proper interconnections.

Currently, many of the properties adjacent to the extensive wetland resources in this area have not been developed because of the difficulty in developing environmentally sensitive properties.

The Environmental Protection and Resource Conservation Plan and regulations require proper buffering and dedication of environmentally sensitive properties to the City as development occurs on adjacent ownership. The opportunity exists to provide interconnecting habitat corridors with environmentally sensitive resources and to provide interpretive nature trails on the outer edge of such areas to provide the public the opportunity to enjoy these resources. Hicks and Southwick Lake provide the best opportunity for this, with an opportunity to provide a trail along the west side of Hicks Lake and along the entire perimeter of adjacent wetland areas south of Hicks Lake. Key dedications can also be obtained around Southwick Lake, which will provide an opportunity for a trail system along the south side of Southwick Lake as adjacent properties develop.

#### B. Land Use Balance

The planning area currently provides an appropriate balance of residential uses, considering the environmental sensitivity of the area. This planning area includes a good stock of affordable apartment units along Ruddell Road, as well as a good stock of affordable single family houses. Additionally, this area has premium residential shoreline property. The area is weak on provision of commercial services. However, this is appropriate given the environmental restrictions and land use patterns which currently exist. The planning area does have two small neighborhood commercial areas, one at the northeast corner of the Ruddell and Yelm Highway intersection, and one at the corner of Carpenter and Mullen Road intersection. These two neighborhood commercial sites can serve the southern portion of the planning area. Proximity to the Central Business District will provide services to the north end of the planning area.

Urban Center concepts, designated on property in the Seasons and Meadows Planning Areas and the Neighborhood Commercial designation around the intersection of Marvin and Mullen, could provide commercial services to properties in the east of the Lakes Planning Area. If any commercial expansion takes place, the best location would be at the corner of Carpenter and Mullen Road, which is central to the Lakes Planning Area. The one limitation of this site is its proximity to the Woodland Elementary School, which places limitations on the sale of beer and wine.

#### C. Proposed Land Use

Map 11 shows proposed land use conforming to recommendations of this plan.

### III. **Goals and Policies**

A. Goal: Protection of environmental resources in this planning area is of paramount concern.

1. Policy: Require development to work around environmental amenities and create developments that take advantage of and promote environmental

resources as an amenity.

2. Policy: All development designs shall be sensitive to how individual projects fit into the overall thrust of protecting environmentally sensitive areas.

3. Policy: In balancing competing goals and interests the City shall weigh in favor of strict application of environmental regulations and public access requirements in this planning area.

B. Goal: Interconnect all environmentally sensitive areas providing uninterrupted wildlife corridors and pedestrian interpretive trails.

1. Policy: Each development with wetlands and habitat sites shall be required to work towards providing interconnected environmentally sensitive areas with adjacent properties.

2. Policy: Habitat studies shall pay particular attention to interconnection of wildlife corridors and impact of development on adjacent environmentally sensitive areas.

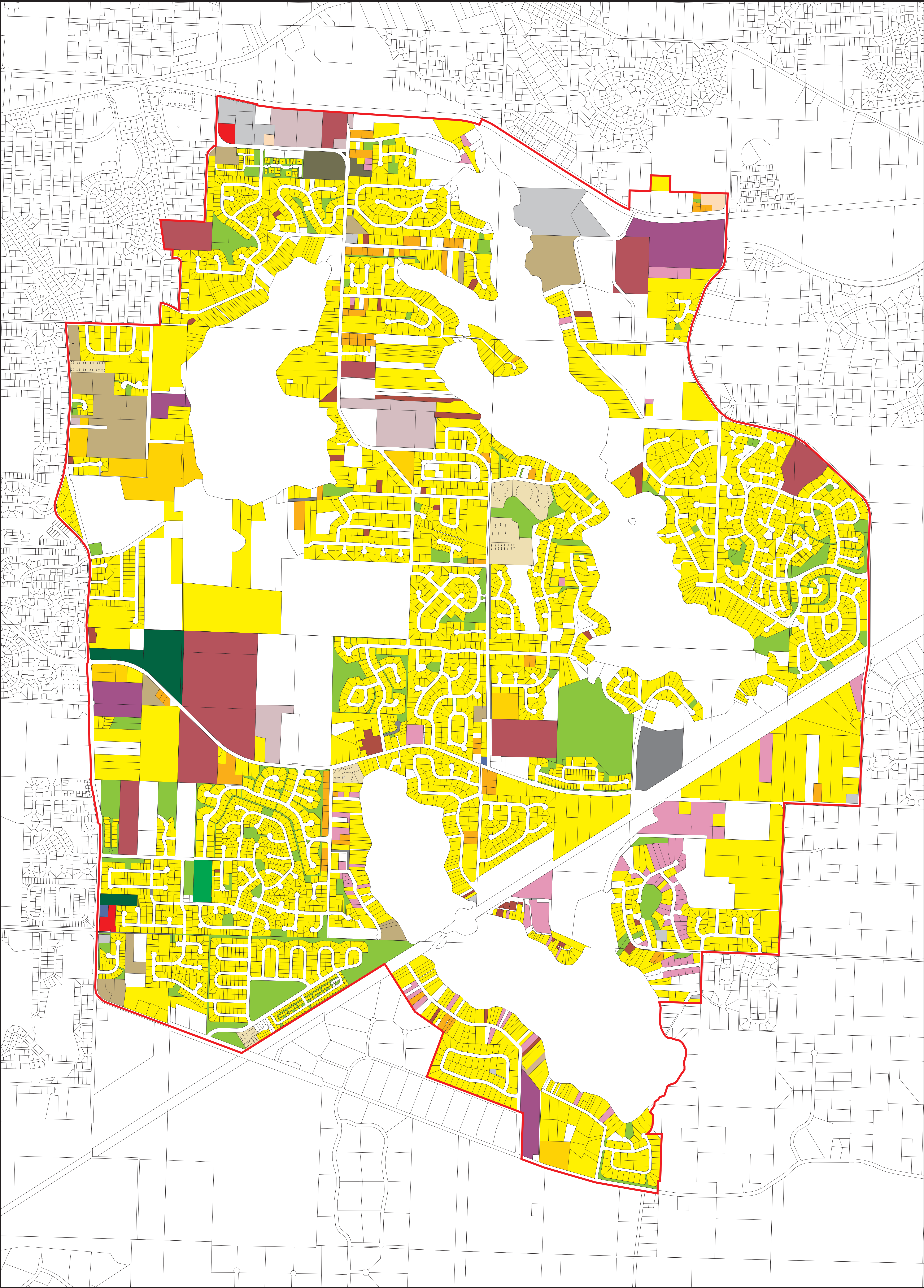
3. Policy: Each development shall pay particular attention to providing public pedestrian opportunities around environmentally sensitive areas, providing an extensive interconnecting pedestrian trail system throughout the Lakes Planning Area.

4. Policy: Interpretive trails shall be designed to interconnect all residential areas, as well as environmentally sensitive areas.

C. Goal: Maintain existing medium and high density housing opportunities along major arterials with convenient access to transit where no impact to environmentally sensitive areas will occur.

1. Policy: Maintain areas for medium density development opportunities along Ruddell Road.

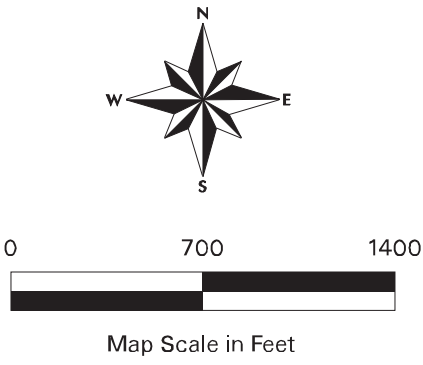




Landuse Types

- |                           |                           |
|---------------------------|---------------------------|
| 2-4 Residential Units     | Recreational Use          |
| Apartments                | Residential Condos        |
| Assisted Care or Daycare  | Resource                  |
| Churches                  | Restuarants               |
| Grocery and Quick Marts   | Retail                    |
| Hotels and Motels         | Retirement Community      |
| Industrial - Commercial   | Services - Commercial     |
| Mobile Home Parks         | Services - Education      |
| Mobile Homes              | Services - Government     |
| Multi-Family Res 5+ units | Services - Professional   |
| Other Residential         | Single Family Residential |
| Parks                     | Transportation            |

LANDUSE DATA FOR  
LAKES AREA  
Landuse Derived from Assessor's Database  
February 2004









## LAND USE MEADOWS PLANNING AREA

### I. Profile of Meadows Planning Area

#### A. Location

Meadows Planning Area is delineated by I-5 on the north, the Nisqually Bluffs representing the growth boundary on the east, the Burlington Northern Railroad right-of-way on the south, and Marvin Road on the west.

With the exception of a portion of the commercial and mixed use area in the northwest corner of the planning area, all of the Meadows Planning Area is unincorporated.

#### B. Character and Functional Relationship to City

The Meadows Planning Area is characterized primarily as a residential area, with suburban development on septic tank and drain field and lot sizes of 10,000 square feet or larger. Additionally, there is a section of commercial at the intersection of I-5 and Marvin Road, spotted commercial uses along Martin Way and a couple of commercial uses along Pacific Avenue.

The planning area provides a mix of residential housing, with a considerable amount of mobile homes mobile home parks, single family residential structures, and some duplex and multi-family development in Tanglewilde East in the northern part of this planning area. Considering the residential balance, more emphasis could be placed on multifamily and duplex opportunities in this planning area.

#### C. Identified Neighborhood Groups and Homeowner's Associations

There are a number of identified neighborhood groups within the Meadows Planning Area. Identified neighborhood groups include Tanglewilde East, Hawks Ridge, Meridian Acres, Ridgeview, Hawks Glen, the Meadows, Evergreen Terrace, The Ridge and Madrona Park.

Several of the larger developments in this area, such as Meadows, Meridian Acres, Hawks Ridge, Madrona Park and Ridgeview have identified homeowner's associations and organizational structure, including collection of dues and maintenance of common areas.

#### D. School District Facilities

There are two schools within this planning area including Meadows Elementary in the Meadows subdivision and River Ridge High School off Martin Way.

#### E. Transportation Analysis Zones

The Meadows Planning Area includes a number of transportation analysis zones, including TAZ 33, 34, 35, 36, 74 and a portion of 76.

#### F. Census Delineation

This planning area is in one census tract, Tract 0123. It includes an extensive number of census blocks.

#### G. Acreage

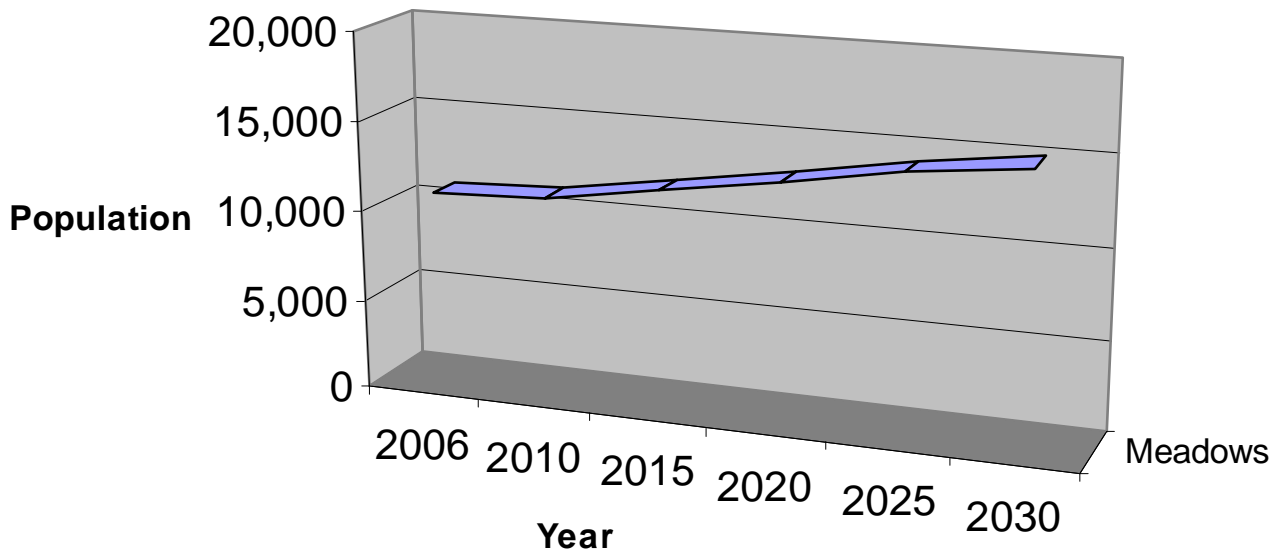
This planning area includes approximately 2,256 acres. According to the Regional Vacant Lands Study, approximately 465 are available for development as of 2007.

#### H. Population

The 2006 population of this planning area is estimated at 10,870. Approximately 465 acres of vacant buildable land exists within the planning area for development as of 2007. Population growth and allocation projections anticipate the population in the Meadows Planning Area by the year 2030 will be 15,060 persons; Chart 30A displays population projections for this planning area. According to Regional projections, there will be approximately 4,000 single family units, 1,580 multi-family units and 510 manufactured home units by the year 2030; See section on Housing for housing forecasts and



**Chart 30A**  
**Population Projection for the Meadows Planning Area 2007 to 2030**  
**Data Provided By Thurston Regional Planning**



illustrations.

Increasing densities over existing zoning designations or actions encouraging high density in this planning area would extend the vacant land resources and increase long term potential density and population.

#### I. Land Use - Current

Map 12 displays existing land use for this planning area. This map is based upon assessor information for 2002. Chart 30B shows the number of single family dwellings, multifamily dwellings and manufactured homes available within the planning area as of

<b>Table 9</b>	
<b>Residential Units In</b>	
<b>Meadows Planning Area</b>	
Single Family	2810
Multifamily	860
Manufactured Housing	490

2006 and projection for 2030. See section on housing for a more detailed discussion and illustrations.

Chart 31 provides an allocation breakdown of developed properties by percentage in each general land use category.

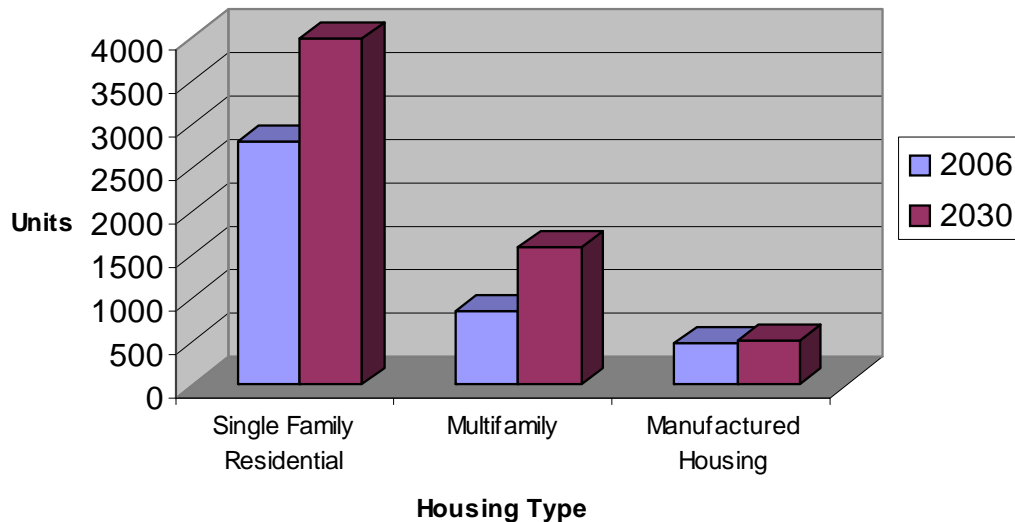
The majority of land use in this planning area is residential, encompassing approximately 87% of the developed land use. Commercial land use accounts for 6%.

Table 10 provides an allocation breakdown of zoned properties by number of acres in each zoning classification, including both developed and undeveloped land. This information is graphically displayed in Chart 32.

#### J. Density Characteristics

The primary form of development in the Meadows Planning Area is single family residential units on large size lots because of the necessity to accommodate septic tank drain field systems. Most of the lots

**Chart 30B**  
**2006 to 2030 Housing Forecast for the Meadows Planning Area**  
**Housing Units Shown By Type**  
**Data Provided By Thurston Regional Planning**

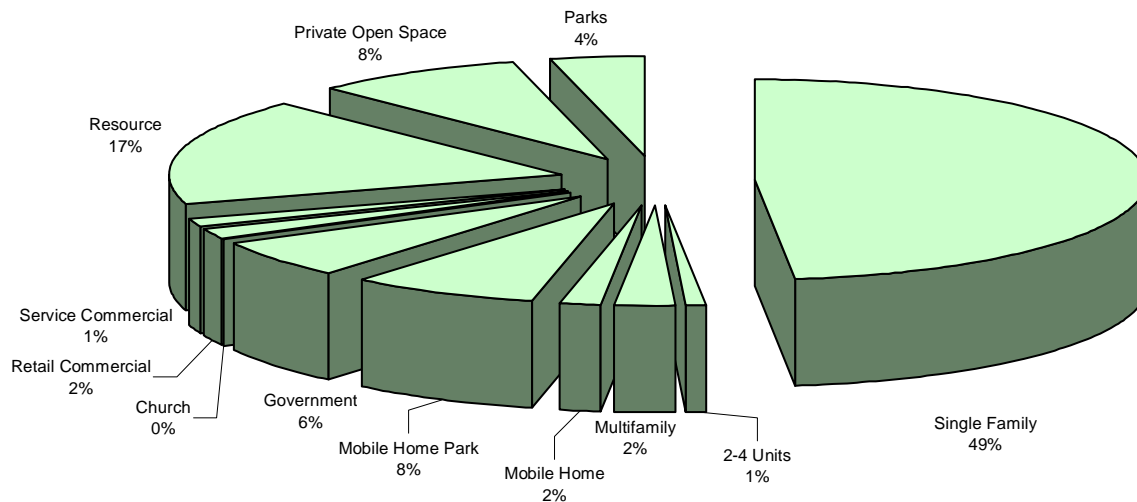


in this planning area are therefore 1/4 acre or more in size, resulting in a density of developed acres of less than 4 units per net acre. Recently, sewer has been extended into the planning area from the south as a result of development of projects in the Seasons Planning area and the Madrona Subdivision. Sewer

has also been extended into the area from the north as a result of development of River Ridge High School.

The absence of sewer until the last decade, along with market conditions, accounts for the absence of

**Chart 31**  
**Existing Land Use in Meadows Planning Area**  
**Measured As Acres Of Land Resources Consumed**  
**Based On Assessor Data 2002**



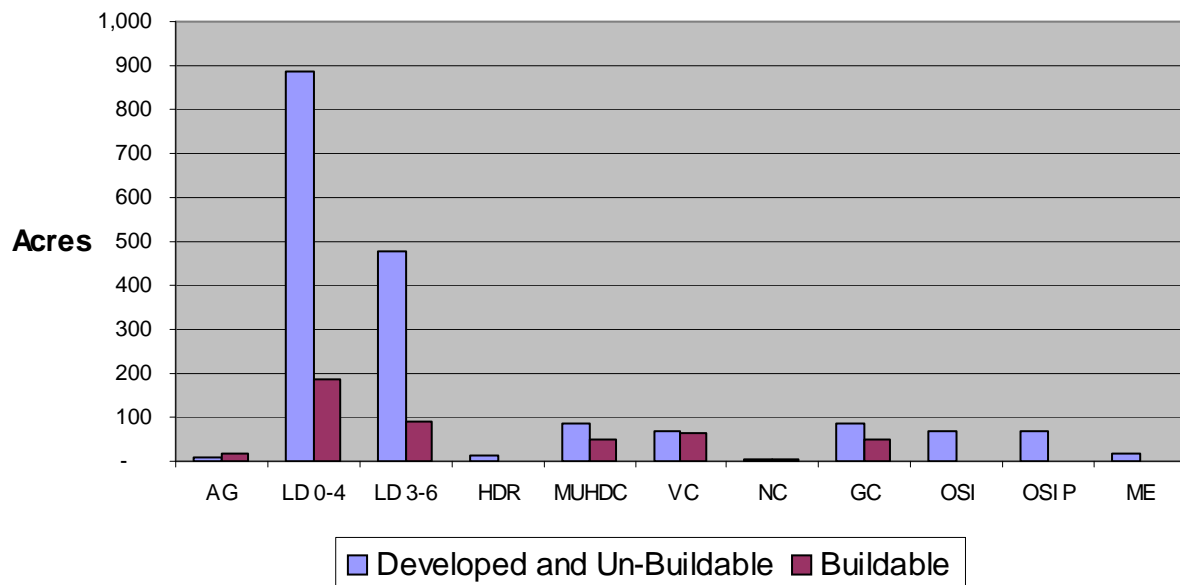
<b>Table 10</b>			
<b>MEADOWS PLANNING AREA</b>			
<b>NUMBER OF DEVELOPED AND UNDEVELOPED ACRES BY ZONE</b>			
<b>Zoning Category</b>	<b>Developed</b>	<b>Buildable</b>	<b>Total</b>
Agricultural	10	20	30
Low Density Residential 0-4	887	188	1075
Low Density Residential 3-6	477	91	568
High Density Residential	15	0	15
Mixed Use High Density Corridor	86	49	135
Village Center	69	63	132
Neighborhood Commercial	5	5	10
General Commercial	87	50	137
Open Space Institutional	68	0	68
Open Space Institutional/Park	67	0	67
Mineral Extraction	18	0	18

significant multifamily areas. There are at least two large multi-family areas within this planning area. One is located in Tanglewilde East, where a large open space area serves as a community drain field area.

K. Parks/Open Space

Recently in a joint venture with the County the City acquired a major regional park site by buying part of the mushroom farm property at the Southeast corner of Marvin Road and Steilacoom. This site is planned to be developed into a major regional park with baseball, softball and soccer fields. Additionally, there are numerous open space areas in common ownership in subdivisions. Most notably, there is a

**Chart 32**  
**2007 Meadows Planning Area**  
**Developed and Buildable Land Resources**  
**Data Provided By Thurston Regional Planning**





large area in Tanglewilde East, significant open space and green belts throughout the Meadows, a large park site in Madrona Park and a large open space area in Evergreen Terrace.

#### L. Resource Designations

This planning area contains resource designations and a mushroom farm that is designated for residential use in anticipation of re-development in the future. The mushroom farm is located at the northeast corner of Marvin and Steilacoom Road. This farming activity has been in operation for a number of years, predating subdivision development around it. In recent years as residential development has occurred, the mushroom farm has been the target of complaints based on the significant odors generated as a result of composting at the site. The site is considered of local agricultural significance, but not state-wide significance. Two properties shown under the ownership of Smith, one along Marvin and one on Steilacoom, have also been actively farmed for years. In 1994 owners requested an agricultural designation so they could continue the agricultural activity. In addition to the agricultural properties, the County also has a gravel pit on Steilacoom Road. This pit is considered of long term significant use.

#### M. Environmentally Sensitive Area Designations

This planning area has some significant wetland areas, most notably in the southern area along the Burlington Northern Railroad right-of-way and just east of Hawksridge. There is also a stream and ravine drawing out of the southeast corner of the Meadows subdivision. Additionally, this area has some geologically sensitive areas regarding slopes along Nisqually Bluffs at the easternmost end of the planning area.

## II. Analysis

#### A. Primary Land Use Characteristics and Existing/ Potential Functions

The Meadows Planning Area is predominantly single family residential, but recently the commercial area in

the Northwestern portion has been expanded and has taken on a regional emphasis.

There are also extensive undeveloped resources designated Mixed Use High Density Corridor along Martin Way. This designation has provided the opportunity for existing commercial properties to redevelop and new commercial activities to develop under this mixed use concept. This designation is a continuation of the High Density Mixed Use Corridor from the Tanglewilde Planning Area. During review of the Mixed Use High Density concept in 1996 and 1997 the entire corridor was broken into three areas with slightly different emphasis to accommodate existing commercial uses. That portion in the Meadows planning area was the least developed and determined to be the best for development of only those uses most consistent with the intent of the zone. For this reason it is the most restrictive considering automobile orientation, allowing only those uses not dependant upon automobiles.

Sewer has been a high priority in this planning area currently on septic tank, because of significant urbanization and to serve potential infill development on vacant lands along arterials. Sewer is now in a position to be extended into most of the undeveloped portions of this planning area.

#### B. Land Use Balance

This planning area currently provides a balance of residential uses that would be expected considering the absence of sewer over the last decade. As sewer now becomes available to the planning area, moderate to high density options, including multifamily development and 2-4 unit development, can be encouraged, particularly along the major arterials of Steilacoom, Marvin, Pacific and Martin Way.

Currently, single family homes in this area provide a full range of housing opportunities, including condominiums in the Meadows selling for around \$85,000 to properties with views along Nisqually Bluff in Ridgeview selling at \$250,000 and more.

The area also has significant potential for the provision of commercial services considering the Martin Way corridor and the intersection of Marvin and I-5. The existing Neighborhood Commercial area along Pacific where a couple of commercial uses currently exist provides the opportunity for local commercial services to the southern portion of this planning area.

### C. Proposed Land Use

Map 13 shows proposed land use conforming to recommendations of this plan.

## III. **Goals and Policies**

A. Goal: Continue to pursue the evolution of the existing Martin Way strip commercial area into an attractive high density mixed use corridor.

1. Policy: Use the “Evolution of a Corridor” study (from auto-oriented arterial to high density residential corridor) developed by Regional as a guide for redevelopment of Martin Way in this area.

2. Policy: In development of the mixed use corridor, pay particular attention to ensuring compatibility with adjacent low density residential areas and the new school.

3. Policy: Work on pedestrian connections to the corridor for surrounding residential neighborhoods and the new high school.

B. Goal: Accomplish coordinated multi-modal transportation planning in this area.

1. Policy: Utilize extensive tracts of vacant land to accomplish early street planning, with particular emphasis on necessary interconnections for multi-modal transportation and pedestrians.

2. Policy: Provide coordinated interconnection of new residential and commercial development emphasizing pedestrian opportunities.

3. Policy: Require interconnections of streets, pedestrian trails and greenbelts with adjacent projects and properties. Pay particular attention to interconnection of the Urban Center site and interconnections to wetland, habitat corridors, park sites and school sites.

4. Policy: Require access easements through private streets and apartment complexes to ensure an interconnection between adjacent properties and local collectors and arterials.

5. Policy: Require exceptional pedestrian linkage between residential and commercial areas.

C. Goal: Encourage development of the Urban Center at the corner of Marvin and Pacific as a main focus for new development.

1. Policy: Promote a range of mixed residential uses, the planned school site, and limited neighborhood commercial use in the Urban Centers designed to serve this planning area.

2. Policy: Require proper integration of the Urban Center with surrounding developed and undeveloped properties. Integration should emphasize pedestrian connections, streetscape, trails, open space, the planned school site and logical transitions and blending of land uses of different intensities.

D. Goal: Encourage development of a range of residential types, with emphasis on providing additional medium and high density opportunities in this area.

1. Policy: Continue to support the designation of areas along Pacific and Steilacoom for medium and high density, with transitions to existing low density residential development.

2. Policy: Encourage a full range of moderate and high density residential uses, including single family zero lot line developments, townhouse units, mixed residential use planned

residential developments and multifamily apartments and condominiums.

3. Policy: Pay careful attention to creating effective transitions between new developments of higher density and existing low density development.

E. Goal: Provide convenient access to neighborhood commercial zones throughout the planning area with emphasis on pedestrian opportunities.

1. Policy: Pay particular attention to design of the Urban Center to create convenient neighborhood commercial activities within walking distance of surrounding neighborhood areas.

2. Policy: Pay particular attention to integration of neighborhood commercial sites to ensure the site is compatible with, complements and serves local neighborhood uses.

3. Policy: Neighborhood Commercial zones should be designed and sited to serve neighborhood needs as opposed to serving a larger community base or capturing the motoring public.

F. Goal: Serve area's urbanized neighborhoods with sewer.

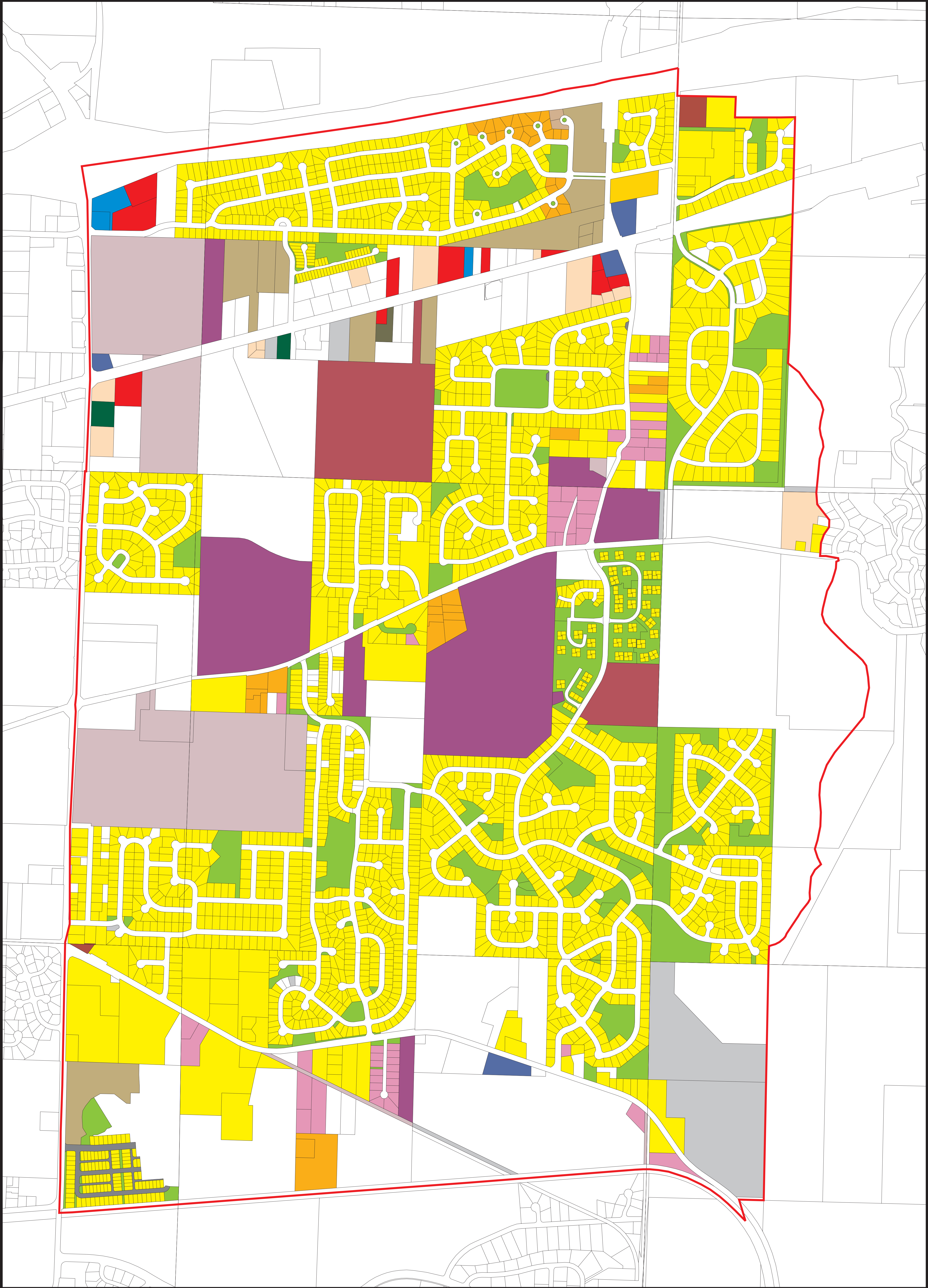
1. Policy: Recognizing the importance of providing this urbanized area with sewer, encourage provision of sewer to built-out residential neighborhoods in this area.

G. Goal: Protect resource uses in this planning area.

1. Policy: Continue to support the designation of the small farm and the Ostrom Mushroom property as agricultural, and allow existing agricultural activities to continue.

2. Policy: Designate the County gravel pit for mineral extraction use and allow the existing use to continue.



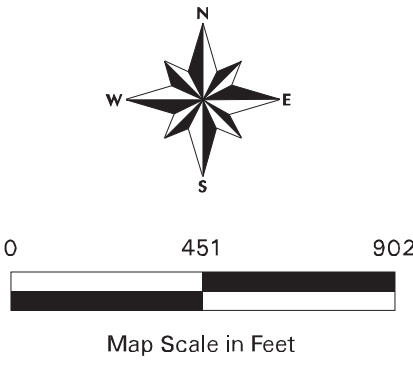


Landuse Types

- |                           |                           |
|---------------------------|---------------------------|
| 2-4 Residential Units     | Recreational Use          |
| Apartments                | Residential Condos        |
| Assisted Care or Daycare  | Resource                  |
| Churches                  | Restuarants               |
| Grocery and Quick Marts   | Retail                    |
| Hotels and Motels         | Retirement Community      |
| Industrial - Commercial   | Services - Commercial     |
| Mobile Home Parks         | Services - Education      |
| Mobile Homes              | Services - Government     |
| Multi-Family Res 5+ units | Services - Professional   |
| Other Residential         | Single Family Residential |
| Parks                     | Transportation            |

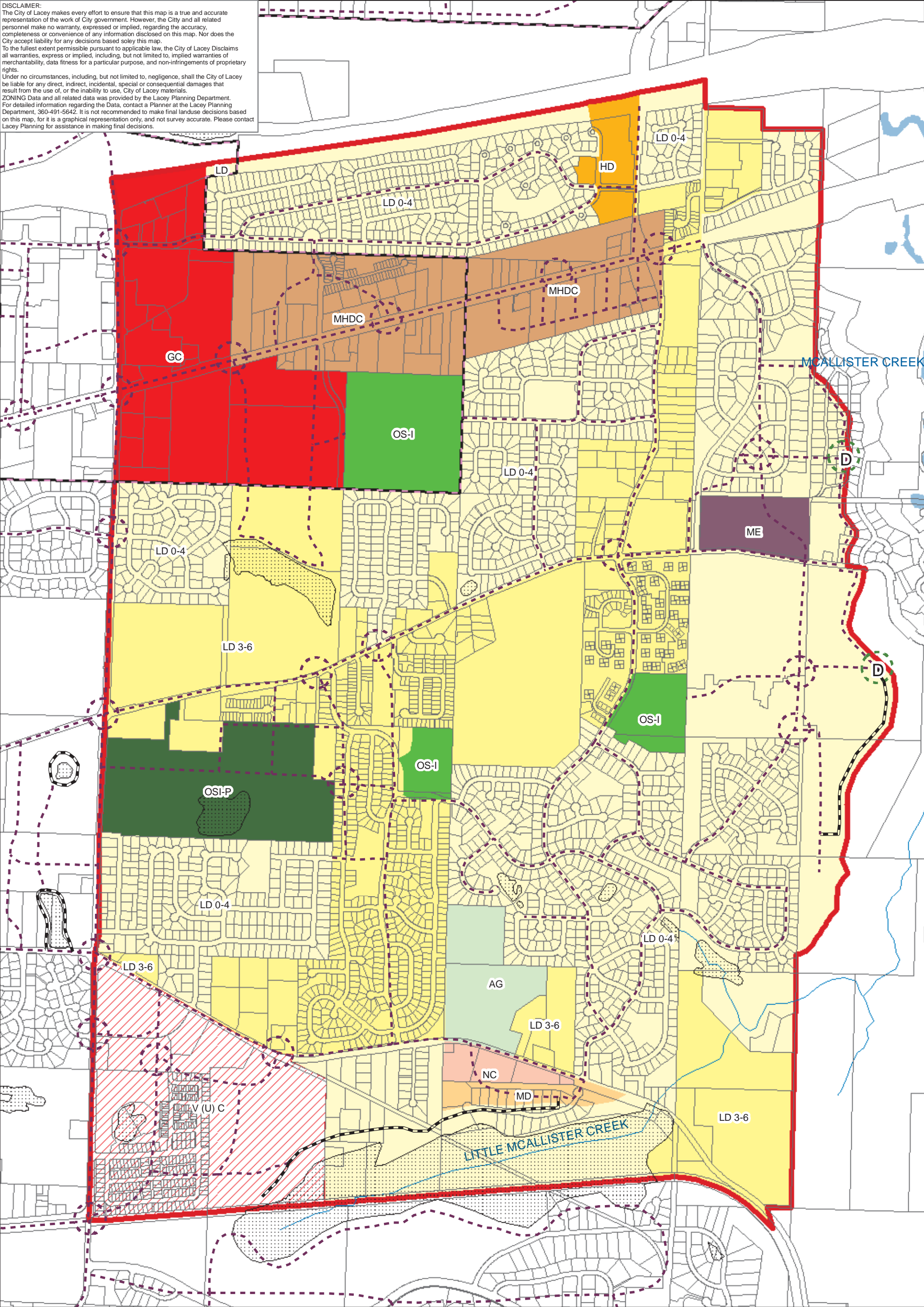
# LANDUSE DATA FOR MEADOWS AREA

Landuse Derived from Assessor's Database  
February 2004





**DISCLAIMER:**  
The City of Lacey makes every effort to ensure that this map is a true and accurate representation of the work of City government. However, the City and all related personnel make no warranty, expressed or implied, regarding the accuracy, completeness or convenience of any information disclosed on this map. Nor does the City accept liability for any decisions based solely on this map.  
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Under no circumstances, including, but not limited to, negligence, shall the City of Lacey be liable for any direct, indirect, incidental, special or consequential damages that result from the use of, or the inability to use, City of Lacey materials.  
ZONING Data and all related data was provided by the Lacey Planning Department.  
For detailed information regarding the Data, contact a Planner at the Lacey Planning Department, 360-491-5642. It is not recommended to make final land use decisions based on this map, for it is a graphical representation only, and not survey accurate. Please contact Lacey Planning for assistance in making final decisions.



Approved by the Lacey City Council  
ORDINANCE # 1315  
Approval Date: September 11, 2008  
Mayor: *Graham Beckman*  
Attest: *Carol Litten*  
City Clerk

Revised 2008

# Lacey Comprehensive Plan Map for the Meadows Planning Area

- |                                      |                                   |                            |                                           |
|--------------------------------------|-----------------------------------|----------------------------|-------------------------------------------|
| LD 0-4 Low Density Residential       | GC General Commercial             | Meadows Planning Area      | Key Multimodal Corridor                   |
| LD 3-6 Low Density Residential       | ME Mineral Extraction             | Environmentally Sensitive* | Pedestrian Trail/Wildlife Corridor Only   |
| MD Moderate Density Residential      | AG Agriculture                    | City Limits                | Connections to Regional Trail Systems (T) |
| HD High Density Residential          | OS-I Open Space Institutional     |                            | Viewpoint Designation (D)                 |
| MHDC Mixed Use High Density Corridor | Recreation/Park in (Urban) Center |                            |                                           |
| NC Neighborhood Commercial           | Village (Urban) Center            |                            |                                           |

\* Shading designates areas with identified wetlands or environmental constraints. Environmental issues will need to be addressed as properties with this shading are developed. Shaded areas, when annexed to Lacey, will be zone OS-I Open Space/Institutional. Absence of this designation does not mean a site is without environmental constraints.  
Village (Urban) Centers in the unincorporated areas require the inclusion of park and school land. As village (urban) centers are planned, park and school sites and sizes will be determined and land set aside for these uses.

October 15, 2008



## LAND USE PLEASANT GLADE PLANNING AREA

### I. Profile of Pleasant Glade Planning Area

#### A. Location

Pleasant Glade Planning Area includes generally that property north of Interstate 5, west of Carpenter and Draham Road, east of Sleater Kinney Road and Chehalis Western trail, and south of the urban growth boundary just north of Pleasant Glade Road.

The majority of the Pleasant Glade Planning Area is unincorporated. Approximately 1/3 is within the City of Lacey.

#### B. Character and Functional Relationship to City

This planning area has historically been almost exclusively residential, with the exception of approximately 102 acres designated as Central Business District in the southeast corner of the planning area, adjacent to and east of College Street and adjacent to and north of Interstate 5. Of the 102 acres zoned Central Business District, only 76 acres are considered built out, leaving an additional 25 acres for development. In 1994 the City designated Sleater Kinney Road in this area as Mixed Use Moderate Density Corridor with the intent of providing some opportunity for local commercial services and retail functions. The proximity of Lilly Road and the Hospital also promised the potential to expand medical service activities under this designation.

To date no one has taken advantage of the commercial opportunities of this zone. Commercial services located along Martin Way and in the Central Business District are the closest commercial services for residents of this planning area.

The planning area provides a good mix of resi-

dential housing, with a number of single family houses, duplexes, several apartment buildings, manufactured home parks and scattered manufactured homes throughout the planning area.

#### C. Identified Neighborhood Groups and Homeowner's Associations

There are a number of identified neighborhood groups within this planning area including Westminster Estates, Midway and Woodland Creek. Westminster Estates has a homeowner's association and common property. Midway is composed of a significant number of rentals with duplexes and apartment buildings and there is no identified homeowner's association. There is no identified homeowner's association for the Woodland Creek development. However, the Woodland Creek subdivision has been fairly active in neighborhood issues.

#### D. School District Facilities

The North Thurston Public Schools has North Thurston High School, Chinook Middle School and Pleasant Glade Elementary School in this planning area. The high school and middle school are between College and Sleater Kinney, just south of Sixth Avenue. Pleasant Glade Elementary School is on Abernethy.

#### E. Transportation Analysis Zones

The Pleasant Glade area includes portions of Transportation Analysis Zones 18, 19, 20, 21, 22, and 105.

#### F. Census Delineations

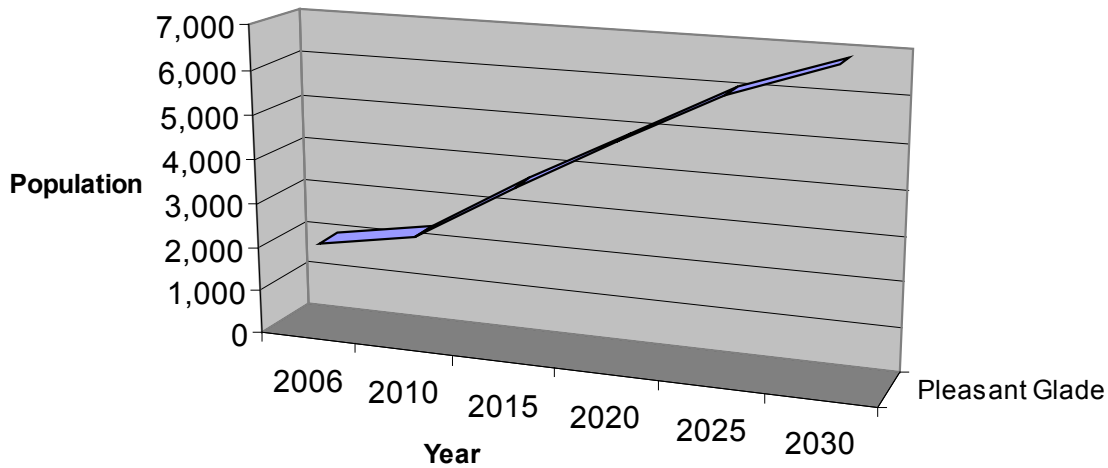
This planning area includes portions of two census tracts, 012220 and 012210. It includes portions of 15 different census blocks.

#### G. Acreage

This planning area includes approximately 1,373 acres. Of this amount, it is calculated that ap-



**Chart 33A**  
**Population Projection for the Pleasant Glade Planning Area 2007 to 2030**  
**Data Provided By Thurston Regional Planning**



proximately 527 acres are vacant and available for development as of this writing; See land use map attached.

#### H. Population

The population of this planning area is estimated at approximately 2,030 in 2006. Approximately 527 acres of vacant land exist within the planning area for development as of 2007. Population growth and allocation projections anticipate the population of the Pleasant Glade Planning Area by the year 2030 will be 6,870 persons; Chart 33 displays population projections for this planning area. According to Regional projections by 2030 there will be approximately 2,220 single family units, 630 multi-family units and 210 manufactured homes. See section on Housing for discussion of housing forecasts and illustrations.

Increasing densities over existing zoning designations or actions encouraging high density in this planning area would extend the vacant land resources and increase long term potential density and population.

#### I. Land Use - Current

Map 14 displays existing land use for this planning area. This map is based upon estimates by Thurston Regional Planning for 2001. Table 11 shows the number of single family dwellings, multifamily dwellings and mobile homes/manufactured housing available within the planning area as of 2006 and projection for 2030.

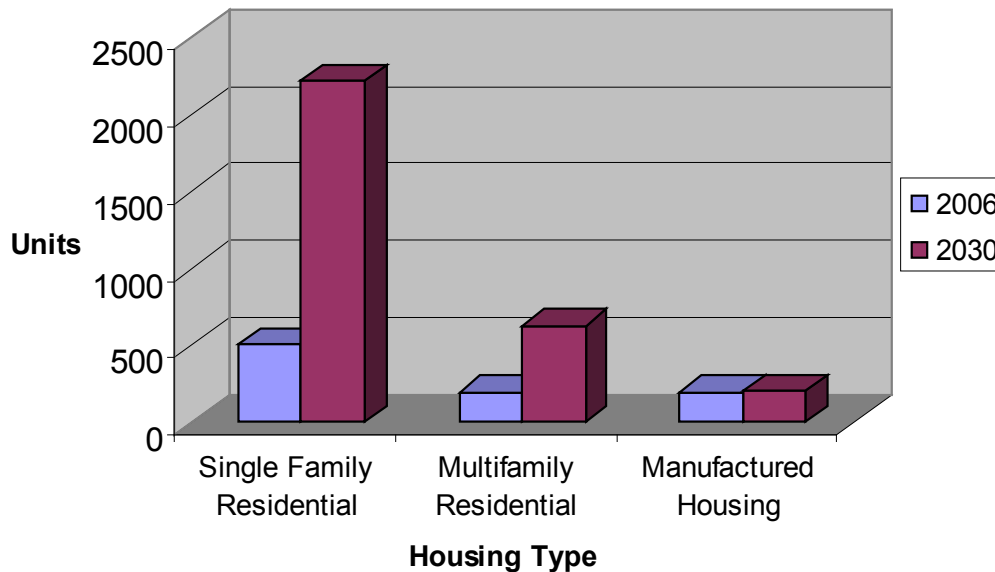
See section on Housing for more detailed discussion and illustrations.

Chart 34 provides an allocation breakdown of developed properties by percentage in each general land use category.

Table 12 provides an allocation breakdown of zoned properties by number of acres in each zoning classification, including both developed and

<b>Table 11</b>	
<b>Residential Units In</b>	
<b>Pleasant Glade Planning Area 2006</b>	
Single Family	510
Multifamily	200
Manufactured Housing	200

**Chart 33B**  
**2006 to 2030 Housing Forecast for the Pleasant Glade Planning Area**  
**Housing Units Shown By Type**  
**Data Provided By Thurston Regional Planning**



undeveloped land. This information is graphically displayed in Chart 35.

The majority of land in this planning area is residential, encompassing approximately 77% of the developed land use. There is also an exten-

sive amount of wetlands within the area, as well as the Woodland Creek Corridor and associated wetlands. Review of the zoning data indicates an extensive amount of undeveloped vacant land remains in the low density residential category, and some of the commercial property contained

**Chart 34**  
**Existing Land Use In Pleasant Glade Planning Area**  
**Measured As Acres Of Land Consumed**  
**Based Upon Assessor Data 2002**

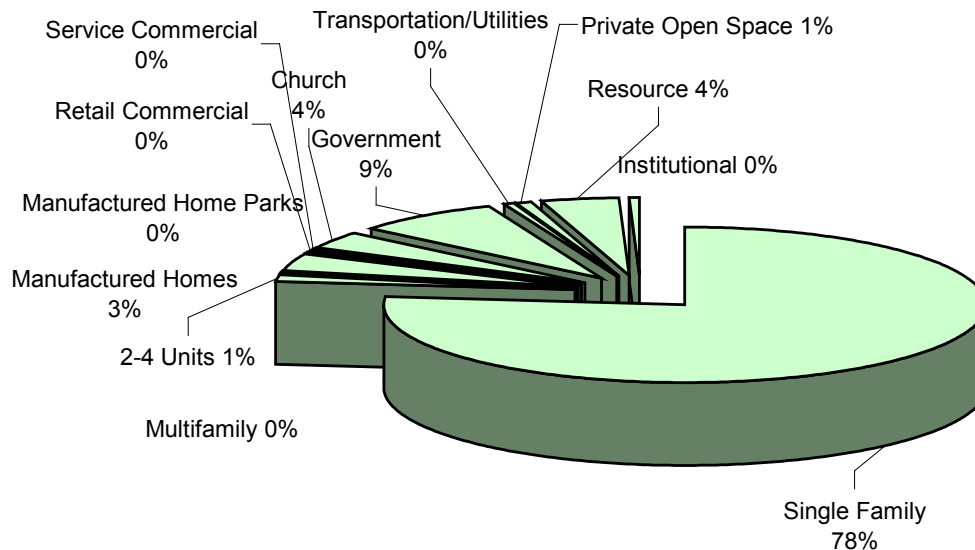


Table 12			
PLEASANT GLADE PLANNING AREA			
NUMBER OF DEVELOPED AND UNDEVELOPED ACRES BY ZONE			
Zoning Category	Developed	Buildable	Total
Low Density Residential 0-4	400	265	665
Low Density Residential 3-6	125	85	210
Moderate Density Residential	117	121	238
High Density residential	10	4	14
Mixed Moderate Density Corridor	13	27	40
Central Business District	76	25	101
Open Space Institutional	105	0	105

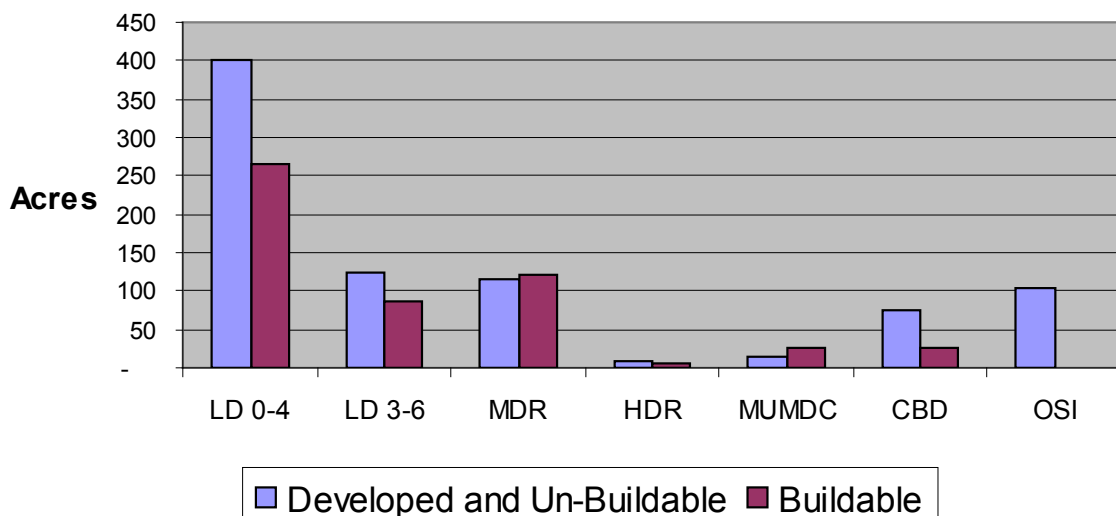
within the Central Business District is also available for development.

#### J. Density Characteristics

The primary land use form in the Pleasant Glade Planning Area is single family residential units on urban-sized lots, with septic tank/drain field systems. Midway's typical lot is around 8,300 square feet, and duplex lots range around 12,000

square feet, or 1/4 acre. Westminster and Woodland Creek lots are generally over 1/4 acre. Lot sizes in the area have been limited because of the unavailability of sewer. Currently, all of the subdivisions in the area are unsewered. New subdivisions in the area are being required to extend sewer service to the property.

**Chart 35**  
**2007 Pleasant Glade Planning Area**  
**Developed and Buildable Land Resources**  
**Data Provided By Thurston Regional Planning**





## K. Parks/Open Space

This planning area has one park owned by the City, Pleasant Glade Park . It is a neighborhood park of 31.85 acres and was acquired in 2002.

## L. Resource Designations

There are no agricultural or mineral extraction sites designated in this planning area. However, several land owners have property designated in open space tax designations for tax purposes.

## M. Environmentally Sensitive Area Designations

This planning area has significant wetland areas and contains the Woodland Creek corridor, which also has associated wetlands. These areas have protection requirements as delineated in the City of Lacey's Environmental Protection and Resource Conservation Plan and implementing legislation. Protection of wetlands in the area will have an impact on how and where development may take place in this planning area.

Significant areas of geological sensitivity regarding steep slopes are also found in this area. For specific location of designated environmentally sensitive areas, please refer to the Environmental Protection and Resource Conservation Plan, Chapter 2.

## II. **Analysis**

### A. Primary Land Use Characteristics and Existing Potential Functions

Pleasant Glade Planning Area is primarily residential and it is anticipated that this would be the primary use that would continue to dominate in the future. While there is extensive property for development, a significant amount of vacant property lies adjacent to wetlands and will have limitations for development. This could provide the opportunity to market upper-end housing utilizing wetland resources as an amenity for the

development. This would be particularly true of the Woodland Creek corridor area. Large single family lots with large buffers and open spaces or clustered lots with large buffers could be developed around sensitive areas to protect them, while at the same time using them to market the developments.

As discussed in the housing section for the Pleasant Glade Planning Area, the arterials of Sleater Kinney and 15th Avenue could provide the opportunity for some moderate density residential development, as long as it did not impact wetland resources in the area.

A mixed use concept, as visualized and implemented in 1994, was adopted along Sleater Kinney with the thought of providing commercial services to the planning area. Another contemplated use for the mixed use zone is an emphasize on medical activities and support services given its proximity to hospital facilities and Olympia's Lilly Road medical services designation. Vacant land resources along Sleater Kinney make development of a mixed use concept relatively easy.

Because of the significant number of single family residences within the area on septic tank and drain field and the significant amount of environmentally sensitive area, sewer is a high priority for this planning area. Throughout Westminster Estates, failure of septic tanks and drain fields has occurred. Sewer will provide the opportunity for undeveloped parcels to develop with smaller urban-sized lots and eventually provide the opportunity for hook-up of existing development in the area.

Emphasis in this planning area should be to protect and enhance environmentally sensitive areas and try to utilize environmental amenities. This can be accomplished through the provision of wildlife and pedestrian corridors and interconnecting trails designed to afford the public the opportunity to enjoy environmental amenities. The Environmental Protection and Resource Conservation Plan and implementing legisla-

tion require proper buffering and dedication of environmentally sensitive properties to the City as development occurs on adjacent ownership. The opportunity exists to provide interconnecting habitat corridors in environmentally sensitive areas and to provide interpretive nature trails on the outer edge of such areas to provide the public the opportunity to enjoy these resources.

#### B. Land Use Balance

This planning area currently provides an appropriate balance of residential uses, considering the environmental sensitivity of the area and the absence of sewer. The planning area includes a good stock of affordable single family residential structures, duplex structures, and apartment units for moderate to low-income households, as well as more expensive housing, primarily along the Woodland Creek corridor.

While the area contains a section of the Central Business District which is primarily undeveloped, the area is weak on neighborhood supporting commercial services. A mixed use concept along a portion of Sleater Kinney providing the flexibility for local professional services along with medical services would strengthen the area's commercial base and provide professional service opportunities in this planning area.

#### C. Proposed Land Use

Map 15 shows proposed land use conforming to recommendations of this plan.

### III. Goals and Policies

A. Goal: Protection of environmental amenities in this planning area is of paramount concern.

1. Policy: Require development to work around environmental amenities and create developments that take advantage of and promote environmental resources as an amenity.

2. Policy: All development designs shall be

cognizant of how individual projects fit into the overall thrust of protecting environmentally sensitive areas.

3. Policy: In balancing competing goals and interests, the City shall weigh in favor of strict application of environmental regulations in this planning area.

B. Goal: Interconnect all environmentally sensitive areas, providing uninterrupted wildlife corridors and pedestrian interpretive trails.

1. Policy: Each development with wetlands and habitat sites shall be required to work towards providing interconnected environmentally sensitive areas with adjacent properties.

2. Policy: Habitat studies shall pay particular attention to interconnection of wildlife corridors and impact of development on adjacent environmentally sensitive areas.

3. Policy: Each development shall pay particular attention to providing public pedestrian opportunities around environmentally sensitive areas, providing an extensive interconnecting pedestrian trail system throughout the Pleasant Glade Planning Area.

4. Policy: Interpretive trails shall be designed to interconnect all residential areas as well as environmentally sensitive areas with links to the Central Business District.

C. Goal: Maintain existing moderate density housing opportunities along major arterials with convenient access to potential future transit where no impact to environmentally sensitive areas will occur.

1. Policy: Maintain existing areas for moderate density development opportunities along arterials of Sleater Kinney and 15th Avenue.

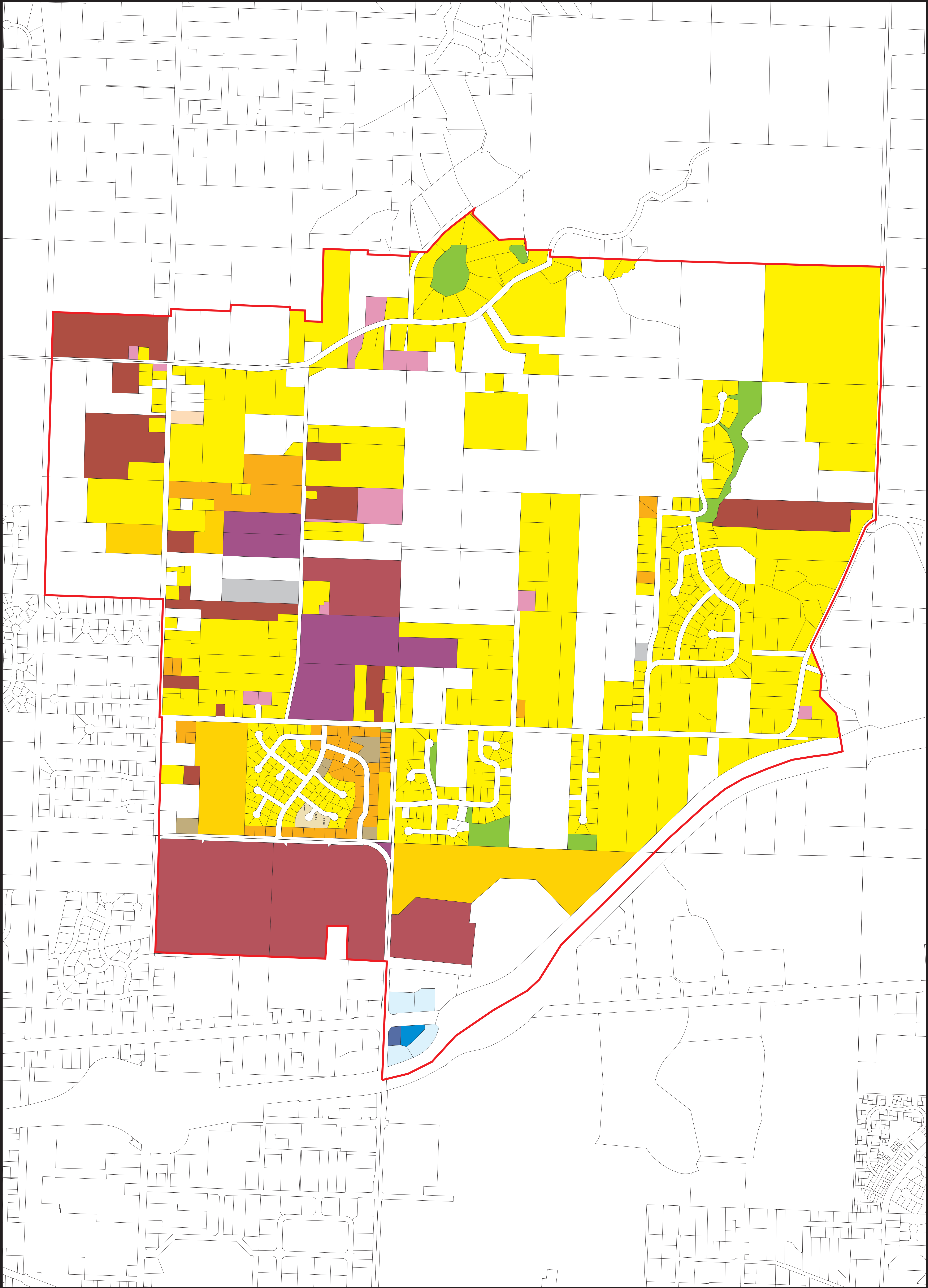
D. Goal: Maintain the existing Mixed Use Moderate Density zone along a portion of Sleater

Kinney, with an emphasis on medical use and supporting services.

1. Policy: Maintain the designation of a portion of Sleater Kinney for Mixed Use Moderate Density.

2. Policy: The design and use theme developed for the mixed use moderate density uses in this planning area should emphasize medical opportunities resulting from the close proximity of hospital facilities and the adjacent Olympia medical services designation.



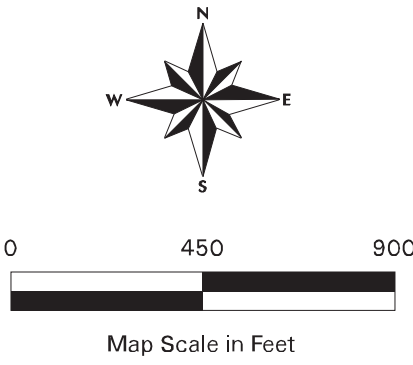


Landuse Types

- |                           |                           |
|---------------------------|---------------------------|
| 2-4 Residential Units     | Recreational Use          |
| Apartments                | Residential Condos        |
| Assisted Care or Daycare  | Resource                  |
| Churches                  | Restuarants               |
| Grocery and Quick Marts   | Retail                    |
| Hotels and Motels         | Retirement Community      |
| Industrial - Commercial   | Services - Commercial     |
| Mobile Home Parks         | Services - Education      |
| Mobile Homes              | Services - Government     |
| Multi-Family Res 5+ units | Services - Professional   |
| Other Residential         | Single Family Residential |
| Parks                     | Transportation            |

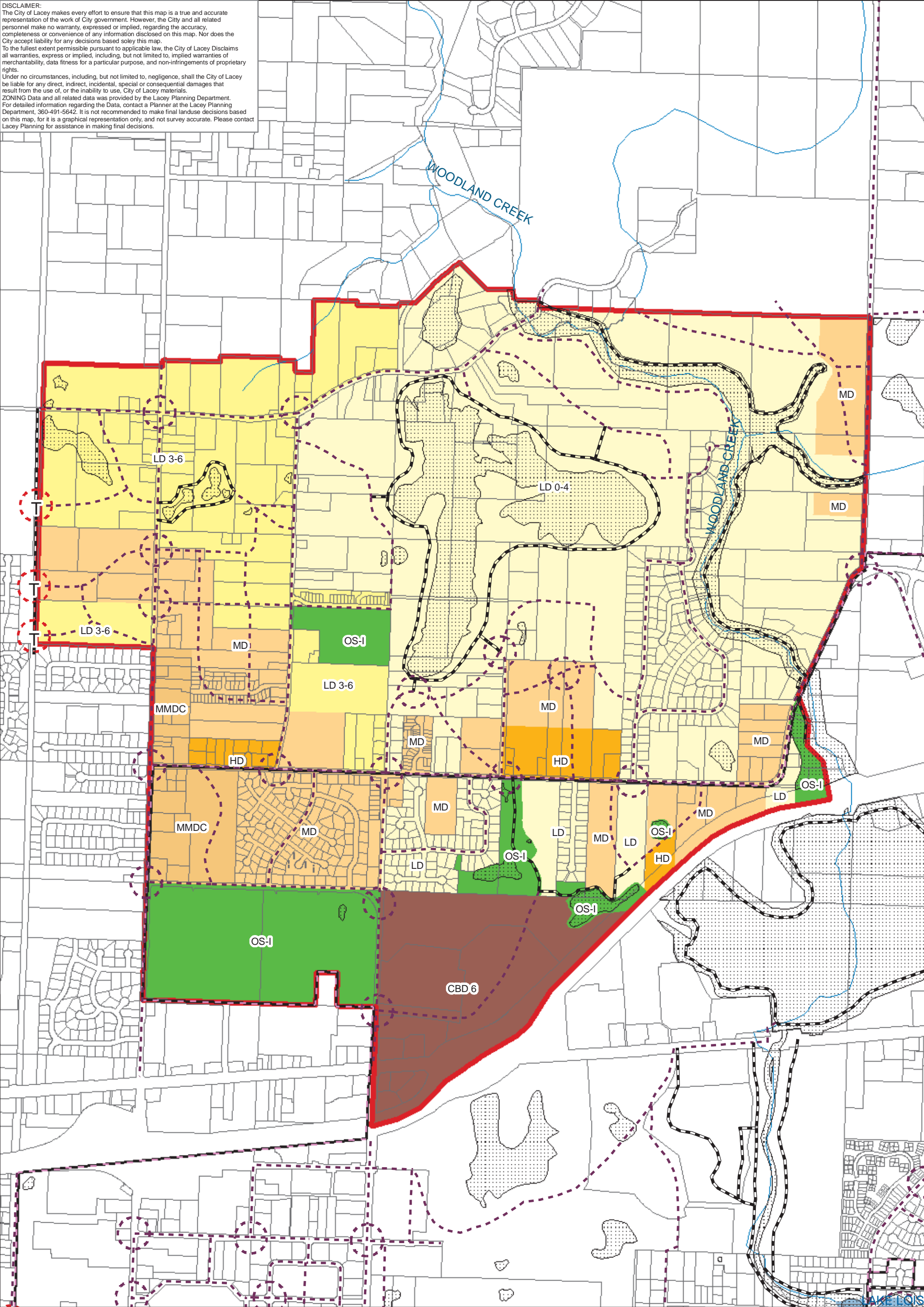
# LANDUSE DATA FOR PLEASANT GLADE AREA

Landuse Derived from Assessor's Database  
February 2004





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ZONING Data and all related data was provided by the Lacey Planning Department.  
For detailed information regarding the Data, contact a Planner at the Lacey Planning Department, 360-491-5642. It is not recommended to make final land use decisions based on this map, for it is a graphical representation only, and not survey accurate. Please contact Lacey Planning for assistance in making final decisions.



Approved by the Lacey City Council  
ORDINANCE # 1315  
Approval Date: September 11, 2008  
Mayor: *Glen Beckman*  
Attest: *Carol Little*  
City Clerk

Revised 2008

# Lacey Comprehensive Plan Map for the Pleasant Glade Planning Area

- |                                 |                                          |                              |                                           |
|---------------------------------|------------------------------------------|------------------------------|-------------------------------------------|
| LD 0-4 Low Density Residential  | MMDC Mixed Use Moderate Density Corridor | Pleasant Glade Planning Area | Key Multimodal Corridor                   |
| LD 3-6 Low Density Residential  | Central Business District 6              | Environmentally Sensitive*   | Pedestrian Trail/Wildlife Corridor Only   |
| MD Moderate Density Residential | OS-I Open Space Institutional            | City Limits                  | Connections to Regional Trail Systems (T) |
| HD High Density Residential     |                                          |                              | Viewpoint Designation (D)                 |

\* Shading designates areas with identified wetlands or environmental constraints. Environmental issues will need to be addressed as properties with this shading are developed. Shaded areas, when annexed to Lacey, will be zone OS-I Open Space/Institutional. Absence of this designation does not mean a site is without environmental constraints.

October 15, 2008



## LAND USE SEASONS PLANNING AREA

### I. Profile of Seasons Planning Area

#### A. Location

Seasons Planning Area is bounded by Burlington Northern Railroad and the Meadows Planning Area on the north, Pacific Highway and Meridian Road on the east, Yelm Highway on the south and Marvin Road and Lakes Planning Area to the west. All of the Seasons Planning Area is currently unincorporated.

#### B. Character and Functional Relationship to City

The Seasons Planning Area is strictly residential with varying densities. Parcel sizes range from 80 acres to 1/4 acre lot sizes in suburban plats. There are numerous 5, 10 and 20 acre pieces, and a substantial number of 1/4 acre and 1/3 acre lots in existing plats. The character is thus described as ranging from rural to suburban.

Overall, while there are examples of affordable single family housing for moderate and lower income families, the most prevalent form is middle to upper income, with houses ranging from \$150,000 to 250,000 and up. The predominant form of housing is single family residential, with scattered individual manufactured homes on large ownerships. There is no multifamily, and less than 10 acres of duplex units.

Of all the planning areas, it is probably the least balanced, composed almost entirely of single family residential structures and no commercial or industrial land uses. Residents in this planning area rely solely on commercial services outside the planning area.

#### C. Identified Neighborhood Groups and Homeowner's Associations

There are four clearly defined neighborhood groups in this area, including Evergreen Estates,

the Seasons, Eagle Crest, and Country Home Estates. The Seasons, Eagle Crest and Evergreen Estates neighborhoods have been represented at land use workshops.

#### D. School District Facilities

There are no school district facilities within this planning area. However, the Evergreen Forest Elementary School borders the planning area just to the west of Marvin Road and Woodland Elementary School is approximately one mile to the west of the planning area.

#### E. Transportation Analysis Zones

The Seasons Planning Area includes four transportation analysis zones: 24, 25, 26, and 76.

#### F. Census Delineation

The planning area is in census tracts 0123 and 011620 and includes a number of census blocks.

#### G. Acreage

This planning area includes approximately 2,371 acres. Of this amount, it is calculated that approximately 1,017 acres are vacant and available for development as of this writing.

#### H. Population

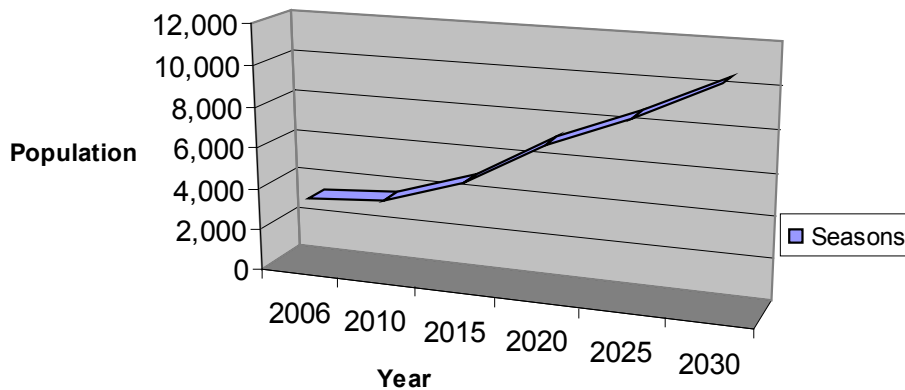
The population of this planning area in 2006 is estimated at 3,450. Approximately 1,017 acres of vacant land exist within the planning area for development as of 2007. Population growth and allocation projections anticipate the population in Seasons Planning area by the year 2030 will be 10,570 persons; Chart 36 displays population projections for this planning area. According to Regional projections, there will be approximately 3,690 single family units, 140 manufactured homes and 160 multifamily units by the year 2030.

See section on housing for discussion of housing



**Chart 36A**  
**Population Forecast for the Seasons Planning Area**  
**2007 to 2030**

**Data Provided By Thurston Regional Planning**



forecasts and illustrations.

Increasing densities over existing zoning designations or actions encouraging high density in this planning area would extend the vacant land resources and increase long term potential, density and population.

#### I. Land Use - Current

Map 16 displays existing land use for this planning area. This map is based upon assessor's information for 2002. Table 13 shows the number of single family dwellings, multifamily dwellings, and manufactured homes within the planning area as of 2006 and projections for 2030, based upon information provided by Thurston Regional Planning. See section on housing for a more detailed discussion and illustrations.

Chart 37 provides an allocation breakdown of developed properties by percentage in each general land use category.

Table 14 provides an allocation breakdown of zoned properties by number of acres in each zoning classification, including both developed and undeveloped land. This information is graphically displayed in Chart 38.

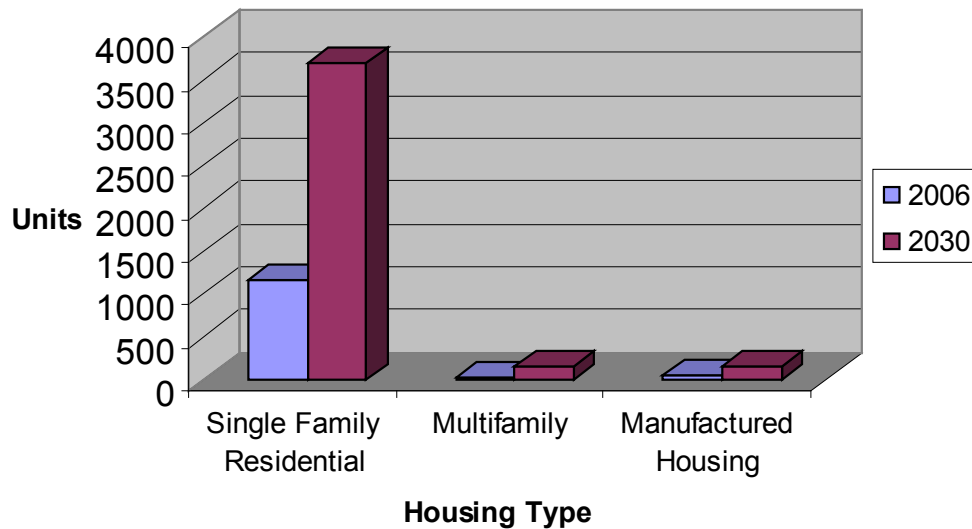
The majority of land in this planning area is residential, encompassing approximately 88% of the developed land use. The other major category represented is resource production, accounting for 10%. The large percentage in resource production is due to the DNR tree farm on the southeastern edge of the planning area and large landowners taking advantage of open space or open space forestry taxation laws.

#### J. Density Characteristics

The land use in this planning area ranges from suburban 1/4 acre lot sizes to 80-acre undeveloped properties. The primary suburban subdivision lot size ranges from 1/3 of an acre to 2 acre lot sizes. There are a significant number of 5, 10 and 20 acre pieces, either entirely undeveloped

<b>Table 13</b>	
<b>Residential Units In</b>	
<b>Seasons Planning Area 2006</b>	
Single Family	1170
Multifamily	20
Manufactured Housing	50

**Chart 36B**  
**2006 to 2030 Housing Forecast for the Seasons Planning Area**  
**Housing Units Shown By Type**  
**Data Provided By Thurston Regional Planning**



or with one single family residence.

Previously there was no sewer to this planning area, which accounts for the larger suburban to rural lot sizes that were served by septic tank and drain fields.

**K. Parks/Open Space**

This planning area has one undeveloped public park sites under control of the City of Lacey. Several private open space areas have been

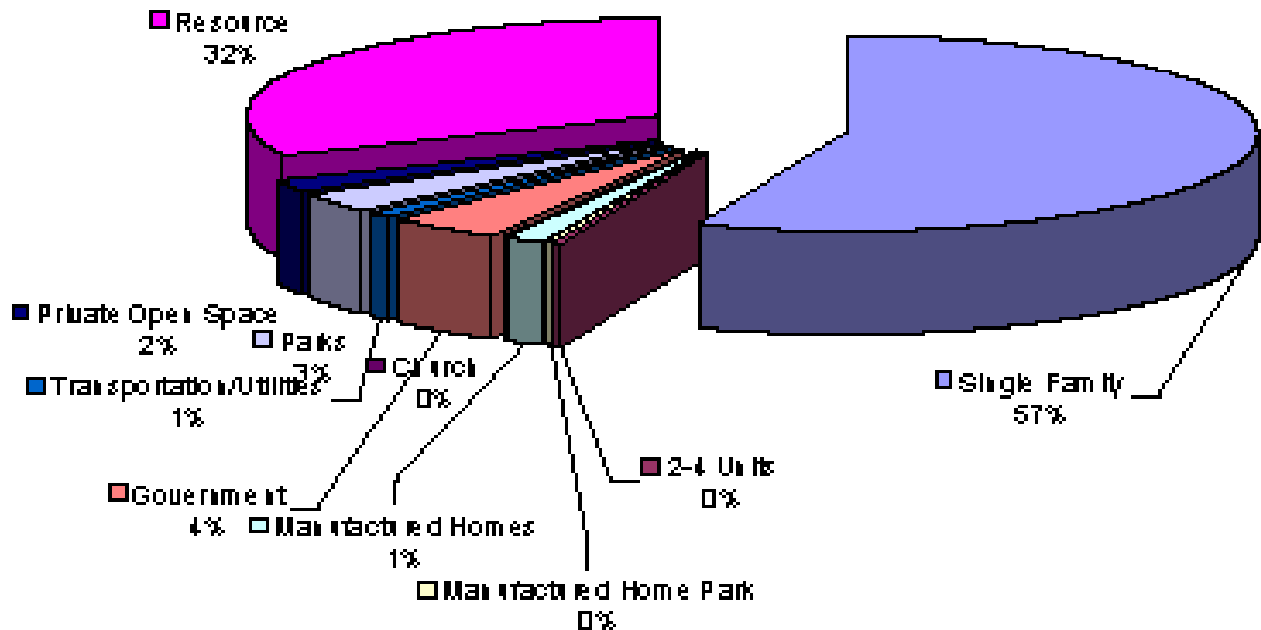
developed as open space for subdivisions, most notably in Seasons, Eagle Crest and Country Home Estates.

**L. Resource Designations**

A major resource designation site in this planning area is the Department of Natural Resources tree farm. This is a large 110-acre site at the southeast end of the planning area. During review of agricultural resources and development

Table 14			
<b>SEASONS PLANNING AREA</b>			
NUMBER OF DEVELOPED AND UNDEVELOPED ACRES BY ZONE			
Zoning Category	Developed	Buildable	Total
Agriculture	7	105	112
McAllister Geologically Sensitive Area	646	457	1103
Low Density Residential 0-4	370	59	429
Low Density Residential 3-6	140	354	494
Moderate Density Residential	27	31	58
Neighborhood Commercial	3	11	14
Open Space Institutional	161	0	161

**Chart 37**  
**Existing Land Use In Seasons Planning Area**  
 Measured in Acres Of Land Consumed  
 Based Upon Aerial Data 2002



of the Resource Conservation and Environmental Protection Plan, this site was not designated as a resource area of long term commercial significance.

However, it is definitely of local value and needs to be accommodated as long as the State determines it is a vital tree-growing site.

#### M. Environmentally Sensitive Area Designations

This planning area has several environmentally sensitive area designations. These are wetland areas by Pattison Lake, along the northern boundary of the planning area by the Burlington Northern Railroad right-of-way and in the northeast section of the planning area in close proximity to McAllister Springs.

In addition to the wetlands, there are designated eagle habitat sites along the southeast perimeter of Pattison Lake. For specific locations of des-

ignated environmentally sensitive areas, please refer to the Environmental Protection and Resource Conservation Plan, Chapter 2.

The McAllister Springs Geologically Sensitive Area also occurs in this planning area. Its designation here has resulted in a conservative zoning classification of 1 unit per 5 acres in much of the planning area. Specific protection requirements are currently in place under County Ordinance 9707.

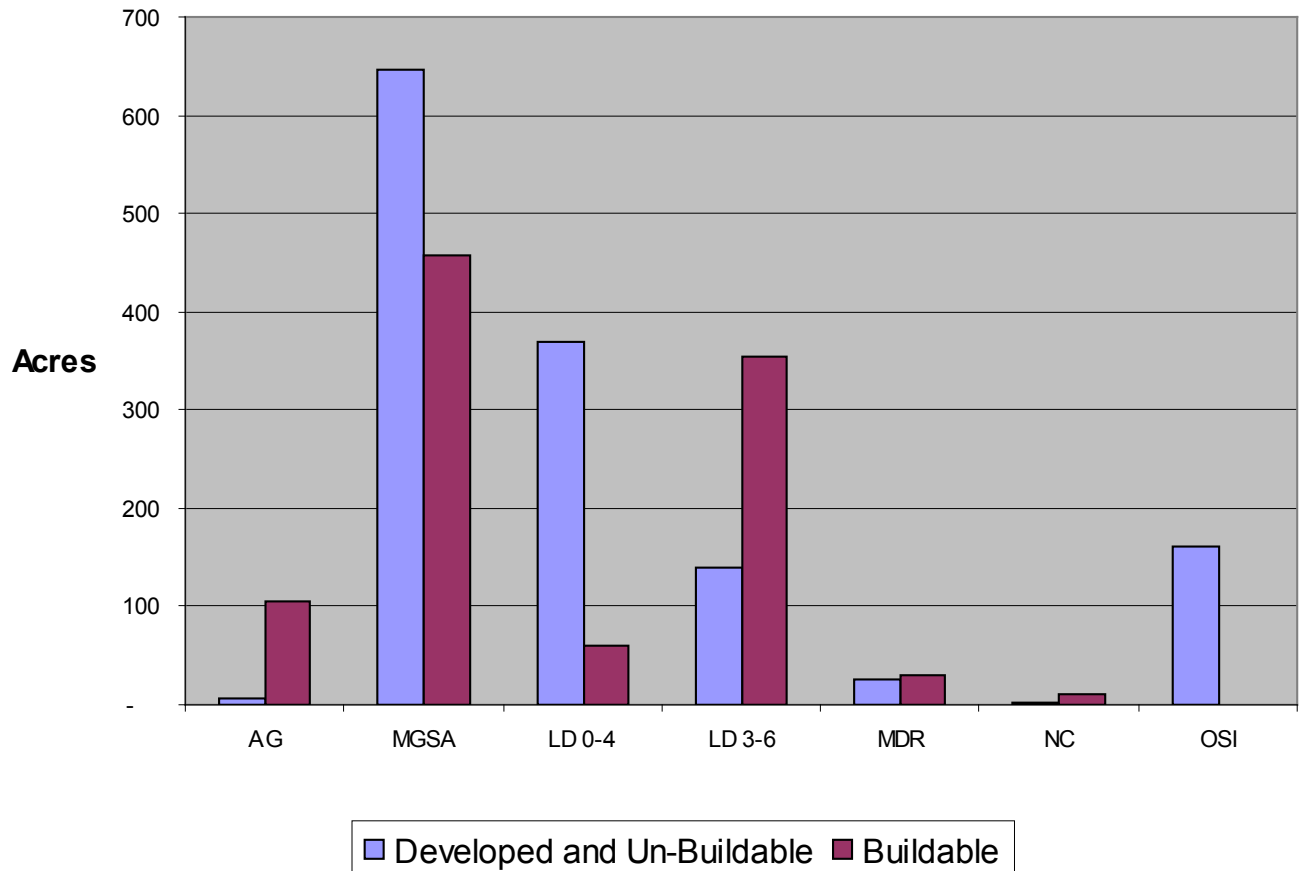
## **II. Analysis**

### A. Primary Land Use Characteristics and Existing/Potential Functions

Current land use in the Seasons Planning Area is predominantly single family residences and it is anticipated that this will be the primary use that would continue to dominate in the future. While there is extensive property for development, the entire area, with the exception of the northern



**Chart 38**  
**2007 Seasons Planning Area**  
**Developed and Buildable Land Resources**  
**Data Provided By Thurston Regional Planning**



most part, is currently unsewered. The McAllister Springs Geologically Sensitive Area is of great concern and significantly inhibits growth potential until sewer is available.

As a result of a court suit that vested a development (McAllister Park) in the McAllister Springs area, sewer was extended to the northern most portion of this planning area so development would be less threatening to McAllister Springs. Another issue is provision of commercial services to this planning area. A Neighborhood Commercial designation was adopted at the corner of Mullen and Marvin Roads. To date this site has not been developed, so the planning area is still without commercial services with the exception of a very small Neighborhood Commercial zone at the corner of Yelm Highway and Meridian.

#### B. Land Use Balance

Development in this area is currently all low density and the zoning provides very little opportunity for moderate density development, virtually no opportunity for high density development, and as discussed above very little commercial services.

Considering high and moderate density potential over the long term, opportunities could be realized along Marvin, Mullen, 58th and Yelm Highway. These areas could be designated for moderate and high densities over the long term anticipating the provision of services and utilities over the next decade.

### C. Proposed Land Use

Map 17 shows proposed land use conforming to recommendations of this plan.

### III. Goals and Policies

A. Goal: The Seasons Planning Area will provide for long term growth.

1. Policy: The majority of property in this planning area should remain under an interim designation until such time as utilities are available to the area, road infrastructure is adequately developed and other criteria of the plan are satisfied.

B. Goal: Accomplish coordinated multi-modal transportation planning in this area.

1. Policy: Utilize extensive tracts of vacant land to accomplish early street planning, with particular emphasis on necessary interconnections for multi-modal transportation and pedestrians.

2. Policy: Coordinate a modified street grid layout throughout the planning area to ensure adequate connections throughout existing vacant lands in the planning area.

3. Policy: Provide coordinated interconnection of new residential and commercial development emphasizing pedestrian opportunities.

4. Policy: Require development taking place to conform to street grid requirements.

5. Policy: Require interconnections of streets, pedestrian trails and greenbelts with adjacent projects and properties. Pay particular attention to Seasons Planning area interconnections to wetland and habitat corridors, park sites, and school sites.

6. Policy: Require access easements through private streets and apartment complexes to ensure an interconnection between adjacent

properties and local collectors and arterials.

7. Policy: Require exceptional pedestrian linkage between residential and commercial areas.

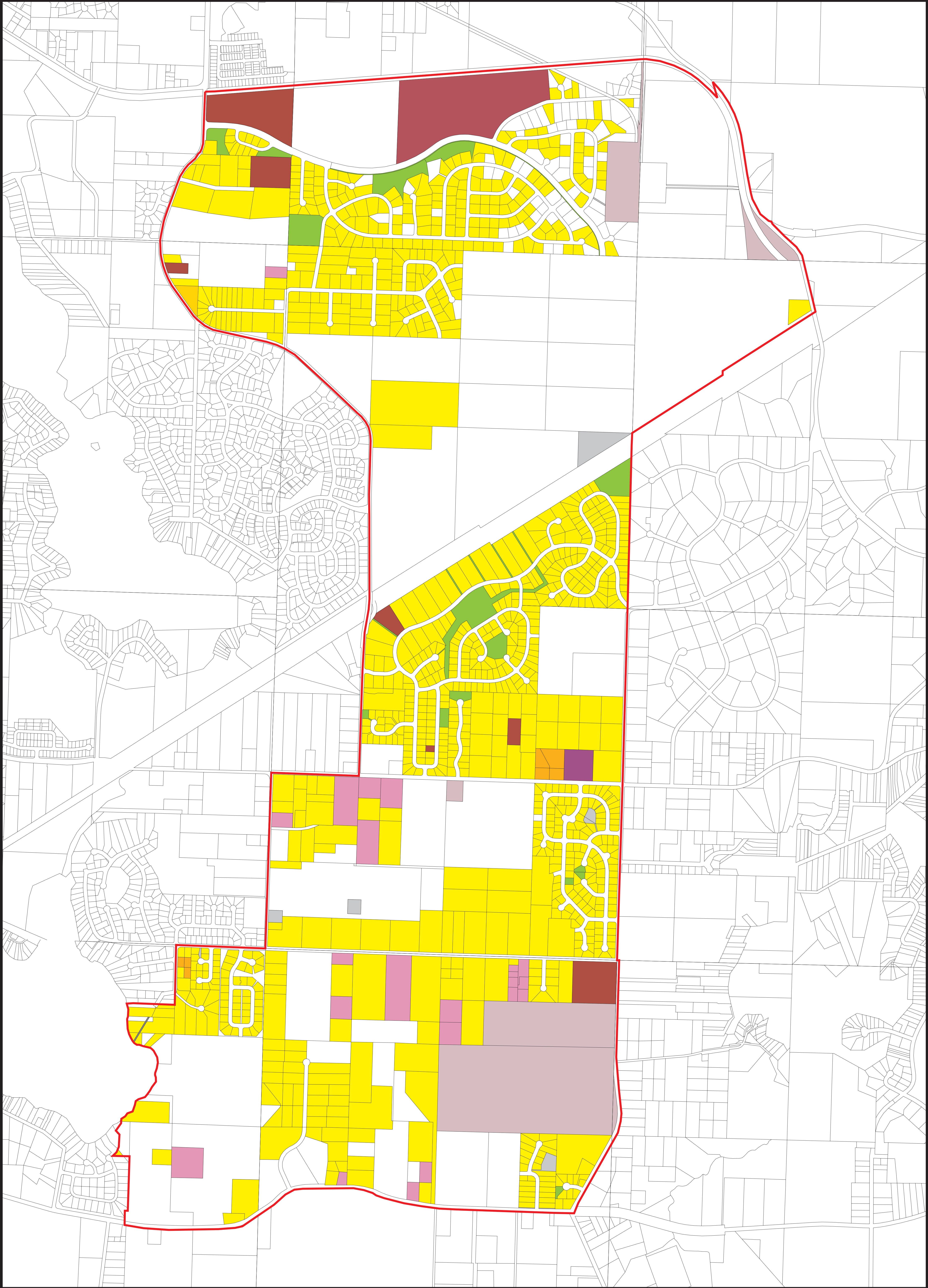
C. Goal: Over the long term encourage development of a range of residential types, with emphasis on providing additional moderate and high density opportunities in this area.

1. Policy: Maintain areas along Marvin road for moderate density development as sewer becomes available. Review areas along Mullen, Yelm Highway, and 58th for moderate density development as sewer becomes available. Moderate and high density zones should be planned to provide transitions to existing low density residential development.

2. Policy: Encourage a full range of moderate and high density residential uses, including single family zero lot line developments, townhouse units, mixed residential use and planned residential developments and multifamily apartments and condominiums.

3. Policy: Pay careful attention to creating effective transitions between new developments of moderate density and existing low density development.



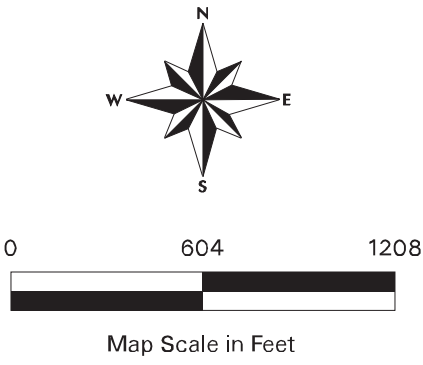


Landuse Types

- |                           |                           |
|---------------------------|---------------------------|
| 2-4 Residential Units     | Recreational Use          |
| Apartments                | Residential Condos        |
| Assisted Care or Daycare  | Resource                  |
| Churches                  | Restuarants               |
| Grocery and Quick Marts   | Retail                    |
| Hotels and Motels         | Retirement Community      |
| Industrial - Commercial   | Services - Commercial     |
| Mobile Home Parks         | Services - Education      |
| Mobile Homes              | Services - Government     |
| Multi-Family Res 5+ units | Services - Professional   |
| Other Residential         | Single Family Residential |
| Parks                     | Transportation            |

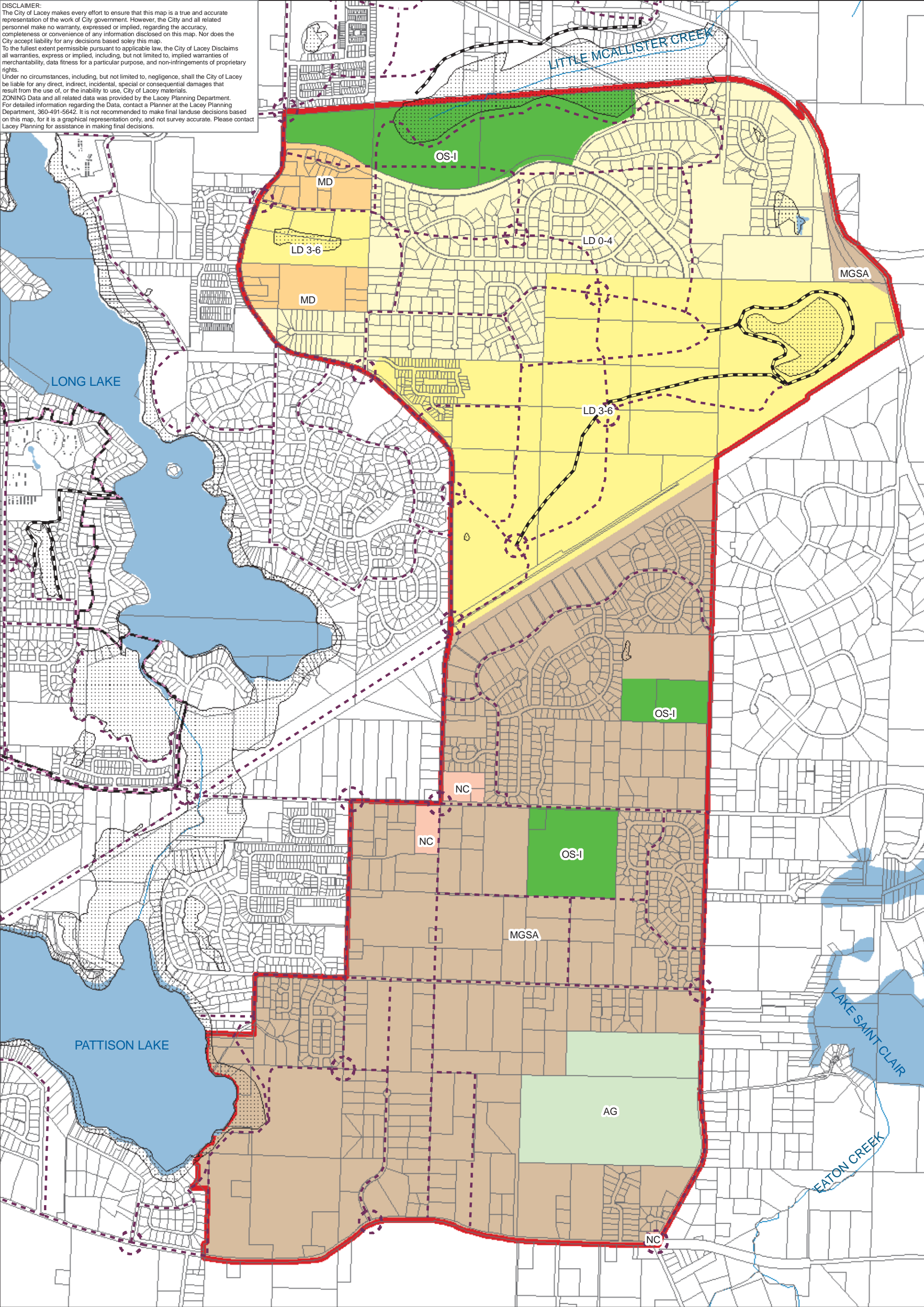
# LANDUSE DATA FOR SEASONS AREA

Landuse Derived from Assessor's Database  
February 2004





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Under no circumstances, including, but not limited to, negligence, shall the City of Lacey be liable for any direct, indirect, incidental, special or consequential damages that result from the use of, or the inability to use, City of Lacey materials.  
ZONING Data and all related data was provided by the Lacey Planning Department. For detailed information regarding the Data, contact a Planner at the Lacey Planning Department, 360-491-5642. It is not recommended to make final land use decisions based on this map, for it is a graphical representation only, and not survey accurate. Please contact Lacey Planning for assistance in making final decisions.



Approved by the Lacey City Council  
ORDINANCE # 1315  
Approval Date: September 11, 2008  
Mayor: *Graham Beckman*  
Attest: *Carol Little*  
City Clerk

Revised 2008

# Lacey Comprehensive Plan Map for the Seasons Planning Area

- |                                           |                                |                                             |
|-------------------------------------------|--------------------------------|---------------------------------------------|
| Key Multimodal Corridor                   | Environmentally Sensitive*     | LD 3-6 Low Density Residential              |
| Pedestrian Trail/Wildlife Corridor Only   | City Limits                    | MD Moderate Density Residential             |
| Connections to Regional Trail Systems (T) | Seasons Planning Area          | MGSA McAllister Geologically Sensitive Area |
| Viewpoint Designation (D)                 | AG Agriculture                 | NC Neighborhood Commercial                  |
|                                           | LD 0-4 Low Density Residential | OS-I Open Space Institutional               |

\* Shading designates areas with identified wetlands or environmental constraints. Environmental issues will need to be addressed as properties with this shading are developed. Shaded areas, when annexed to Lacey, will be zone OS-I Open Space/Institutional. Absence of this designation does not mean a site is without environmental constraints.

October 15, 2008



## LAND USE TANGLEWILDE/THOMPSON PLACE PLANNING AREA

### I. Profile of Tanglewilde/Thompson Place Planning Area (Revised 3/5/02)

#### A. Location

The Tanglewilde/Thompson Place Planning Area is located just east of the Central Planning Area, bordered by I-5 on the north, Marvin Road on the east, Burlington Northern Railroad and Union Mill Road on the south and generally Carpenter Road on the west. It abuts the Hawks Prairie Planning Area on the north, the Meadows Planning Area on the east, the Lakes Planning Area on the south and the Central Planning Area on the west. Most of the Tanglewilde/Thompson Place Planning Area is located outside of the incorporated limits of the City of Lacey.

#### B. Character and Functional Relationship to City

The Tanglewilde/Thompson Place Planning Area is comprised principally of two older established neighborhoods dating from the late 50's and early 60's, the Tanglewilde Planned Unit Development and Thompson Place. These two developments built out at urban densities, with average lot sizes of approximately 10,000 square feet.

The planning area also includes a good portion of commercial property along Martin Way at the intersection of Martin and Marvin and I-5 and a small piece of the Central Business District belonging to St. Martin's.

The planning area's primary function is residential. However, strip commercial, the General Commercial intersection at Marvin and Martin and the highway commercial intersection at Marvin and I-5 make commercial activities a major emphasis.

#### C. Identified Neighborhood Groups and Homeowner's Associations

The main neighborhoods in the Tanglewilde/Thompson Place Planning Area, Tanglewilde and Thompson Place, do not have formalized homeowner's associations with collection of dues and specific maintenance requirements. However, both areas have well organized neighborhood groups.

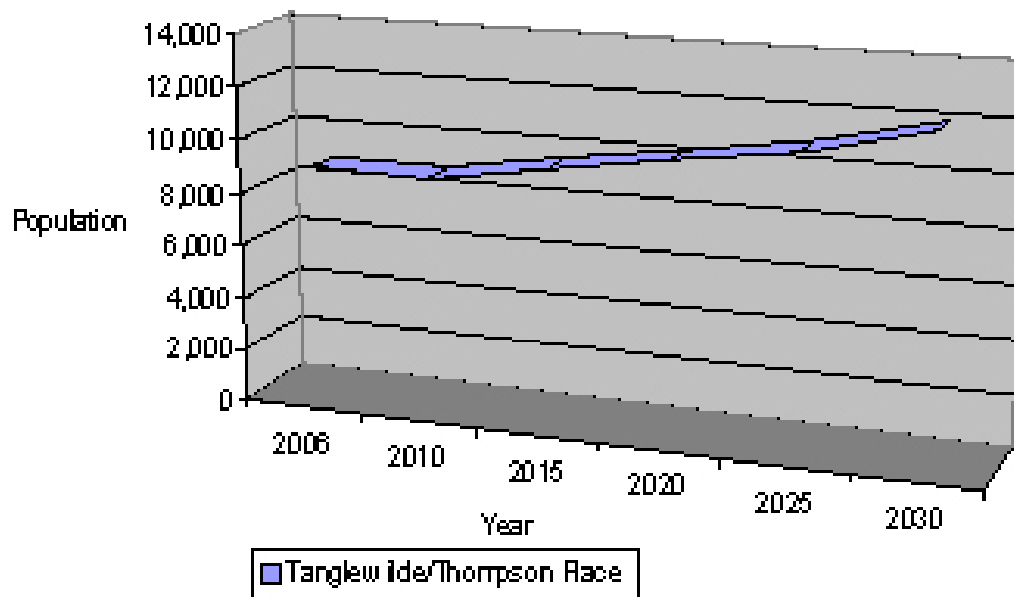
The Tanglewilde area has the Tanglewilde Recreation Center Inc., established to be responsible for maintenance of the park and pool. All single family homes within Tanglewilde can vote for officers on the Tanglewilde Recreation Center board. A Park District was also formed and Tanglewilde residents get to vote for Park Board members. Every two years, tax levies are voted on within the local park district to maintain the park and pool. This creates the necessity for extensive networking and community activity.

Thompson Place and adjacent Woodglen also have active neighborhood groups that have participated in recent land use projects. Thompson Place has a park, requiring a neighborhood organization to maintain it.

Two smaller but newer developments, The Park and Aldea Glen, have well-organized homeowner's associations. The Park requires mandatory collection of dues to maintain private facilities, including play equipment, a pool and parkway maintenance.

There are some 14 other subdivisions within this planning area. Three of these, including Bicentennial, Sherwood and McGimpsey Estates, are north of Steilacoom. Of those three, only McGimpsey Estates has a lot owner's association. The other subdivisions south of Steilacoom and Pacific have no identified contact persons and are not recognized as having formal homeowner's associations in a listing developed by the City.

Chart 39A  
Population Forecast for the Tanglewilde/Thompson Place  
Planning Area 2007 to 2030  
Data Provided By Thurston Regional Planning



#### D. School District Facilities

North Thurston Public Schools has three properties within this planning area. These include Lydia Hawk Elementary School within the Tanglewilde neighborhood, the Olympic View Elementary School within the Thompson Place neighborhood and Nisqually Middle School at the corner of Marvin and Steilacoom.

#### E. Transportation Analysis Zones

The Tanglewilde/Thompson Place Planning Area includes TAZ 31, 32, 38, 40, 41, 42, 44, 71, 72, and 73.

#### F. Census Delineation

This planning area includes three census tracts, all of tract 115 and portions of 116.10 and 112.

#### G. Acreage

This planning area includes approximately 1,935

acres of property. Approximately 479 acres are still available for development.

#### H. Population

The population of this planning area is estimated at 8,920 persons. Approximately 479 acres of vacant land exist within the planning area for development as of 2007. Population growth and allocation projections anticipate the populations in the Tanglewilde/Thompson Place area by the year 2030 will be 12,040 persons. Chart 39A displays population projections for this planning area. Approximately 2,770 single family, 870 multifamily units and over 370 manufactured homes are expected by the year 2030.

See section on housing for discussion of housing forecasts and illustrations.

Increasing density over existing zoning designations or actions encouraging higher density in this planning area would extend vacant land resources and increase long term potential density



and population.

#### I. Land Use - Current

Map 18 displays existing land use for this planning area. This map is based upon assessor's information for 2002. Table 15 shows the number of single family dwellings, multifamily dwellings and manufactured homes available within the planning area as of 2006. See Section on housing for a more detailed discussion and illustrations.

Chart 40 provides an allocation breakdown of developed properties by percentage in each general land use category.

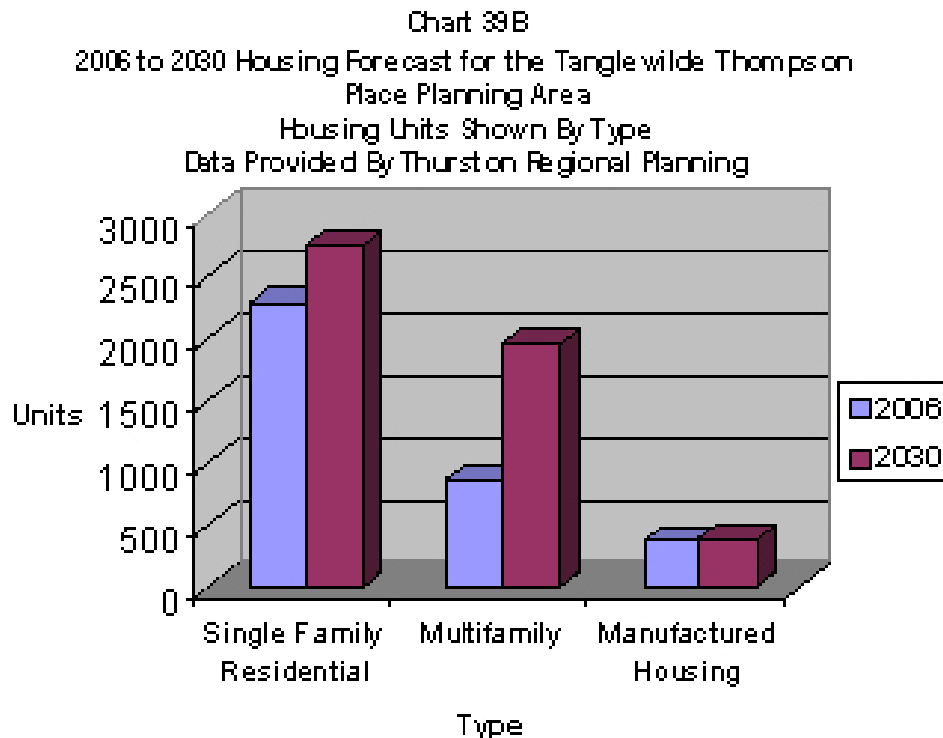
<b>Table 15</b>	
<b>Residential Units In</b>	
<b>Tanglewilde/Thompson Area 2006</b>	
Single Family	2290
Multifamily	870
Manufactured Housing	370

Table 16 provides an allocation breakdown of zoned properties by number of acres in each zoning classification, including both developed and undeveloped land. This information is graphically displayed in Chart 41.

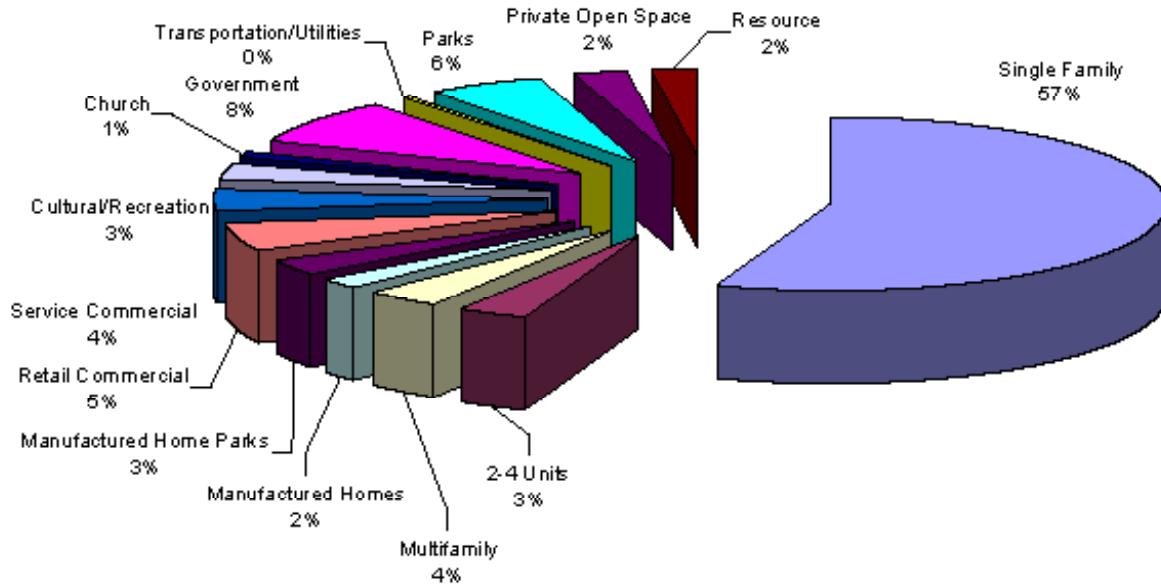
The majority of the land use in this planning area is residential, encompassing 69% of the developed land use. This planning area also has a good share of commercial, which includes approximately 9% of the developed land use.

#### J. Density Characteristics

The primary residential form in the Tanglewilde/Thompson Place Planning Area is single family residential on large urban lot sizes of approximately 1/4 acre sites. However, approximately 3% of the developed land area is also multi-family, with another 3% in duplex lots that pushes the density up slightly higher than this. The residential portions of this planning area have been constructed for utilization of septic tank and drain fields, which has significantly limited the potential density.



**Chart 40**  
**Existing Land Use In Tanglewilde/Thompson Place Planning Area**  
**Measured As Acres Of Land Resources Consumed**  
**Based Upon Assessor Data 2002**



**K. Parks/Open Space**

This planning area has three older private parks associated with the Tanglewilde/Thompson Place neighborhoods and some newer park areas recently acquired by the City of Lacey. The Tanglewilde neighborhood has a large 5.2 acre park with a community recreation center, including swimming pool, tennis courts, and outdoor

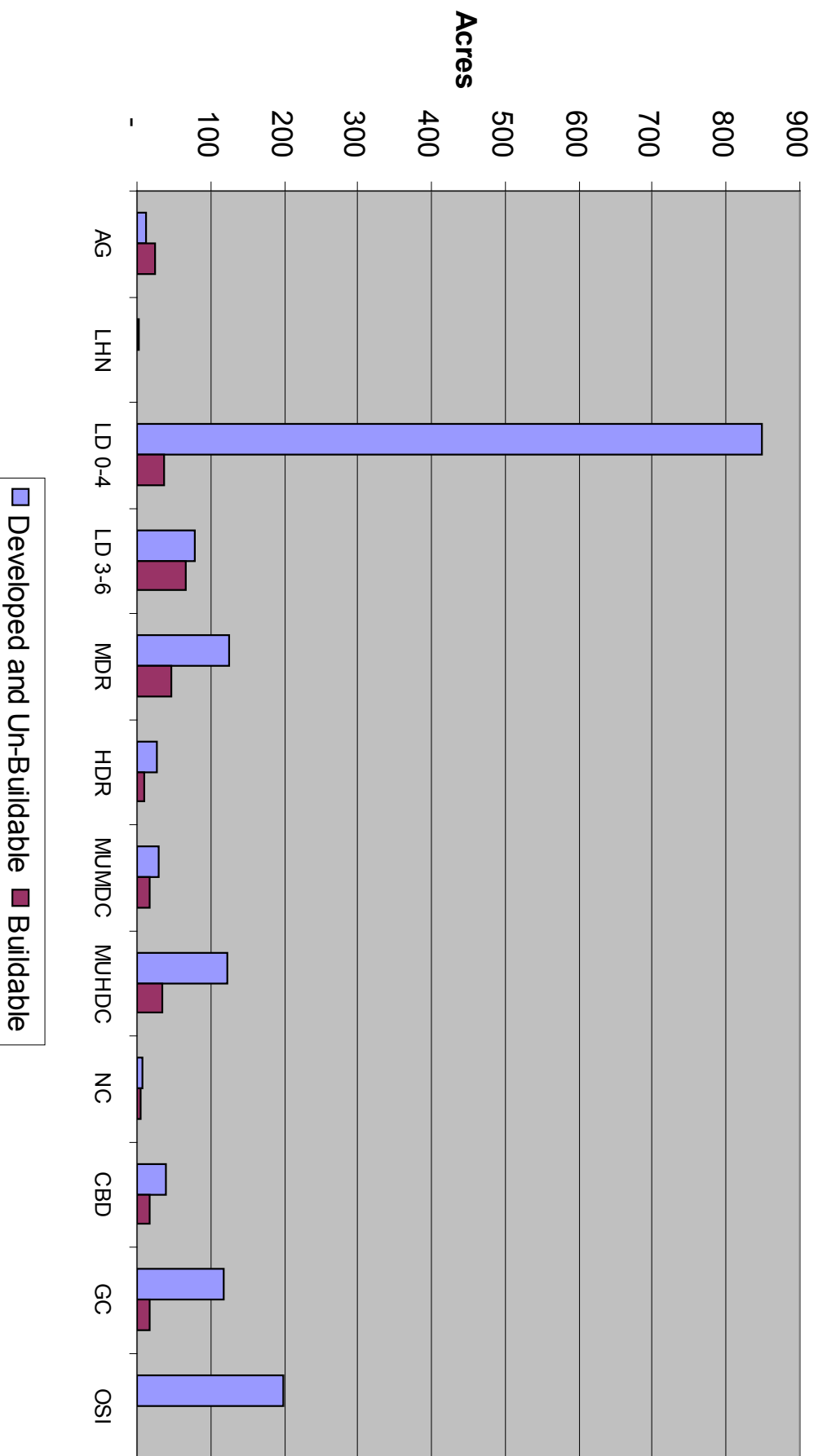
basketball court.

**L. Resource Designations**

There is one site slightly less than 40 acres located along Marvin between Pacific Avenue and the railroad right-of-way that is actively farmed at the time of this writing.

<b>Table 16</b>			
<b>TANGLEWLDE/THOMPSON PLACE PLANNING AREA</b>			
<b>NUMBER OF DEVELOPED AND UNDEVELOPED ACRES BY ZONE</b>			
<b>Zoning Category</b>	<b>Developed</b>	<b>Buildable</b>	<b>Total</b>
Agriculture	11	26	37
Lacey Historic Neighborhood	4	0	4
Low Density Residential 0-4	848	36	884
Low Density Residential 3-6	79	67	146
Moderate Density Residential	124	47	171
High Density residential	28	11	39
Mixed Use Moderate Density Corridor	30	17	47
Mixed Use High Density Corridor	124	34	158
Neighborhood Commercial	7	4	11
Central Business District	38	18	56
General Commercial	119	17	136
Open Space Institutional	199	0	199

**Chart 41**  
**2007 Tanglewilde Thompson Place**  
**Developed and Buildable Land Resources**  
**Data Provided By Thurston Regional Planning**





## M. Environmentally Sensitive Area Designations

This planning area includes portions of Lake Lois and the Woodland Creek corridor and associated wetlands that run from Lake Lois to the northern tip of Long Lake. These areas are designated environmentally sensitive and have specific protection requirements as delineated in the City of Lacey Environmental Protection and Resource Conservation Plan. There are also isolated areas of geological sensitivity considering slope. For specific location of designated environmentally sensitive areas, please refer to the Environmental Protection and Resource Conservation Plan, Chapter 2.

## **II. Analysis**

### A. Primary Land Use Characteristics and Existing/Potential Functions

This planning area includes primarily residential areas in the County that were urbanized in the 60's. The Tanglewilde neighborhood and Thompson Place neighborhood are extensively built out with single family residential units on 1/4 acre lot sizes, with little opportunity for additional development. The majority of vacant property in this area is along Marvin Road, with some property that is undeveloped and some that could be redeveloped along Pacific. These areas have been designated for a higher density to promote the Regional Transportation Plan's goal for densification of major arterials. Additionally, Martin Way has historically developed as a strip commercial area. Over the last decade this area was designated with a Mixed Use High Density Corridor designation with the intent to provide an opportunity for high density redevelopment designed under the "Evolution of a Corridor" concept developed by Thurston Regional Planning for high density mixed use.

In the 1980's the Hawks Prairie Center area was discussed as a good area for an urban center. However, this area was becoming extensively developed and it was doubtful that an

urban center concept was realistic. Over the last decade this area has been promoted as an area ideal for regionally oriented commercial activities. Improvements to the I-5 interchange including the slip ramp have made this a good area for automobile oriented uses and regional access. With the improvements recently made to the I-5 interchange, and with significant pieces of underdeveloped land now under state ownership, this area has the potential to become more of a regional draw with significant regionally oriented commercial uses. Discussion has continued with the state over alternatives for selling or trading the state owned property in this area to enable commercial activities to develop. If this occurs, it promises to have a significant positive financial impact to the City with the potential for an increased retail tax base.

The best alternatives for increasing density and providing commercial services may be a High Density Mixed Use Corridor concept along Martin Way, and a Moderate Density Mixed Use concept along portions of Pacific. Some opportunity also exists for higher density options on undeveloped property along Marvin Road with existing moderate and high density designations.

If this is to be accomplished, sewer will be required. Sewer currently serves the Martin Way area, but does not serve Pacific or Marvin south of Martin Way. A new sewer line was recently extended along the Burlington Northern Railroad right-of-way at the south boundary of the planning area, and is now in a position to be extended to serve undeveloped properties along Marvin Road.

### B. Land Use Balance

This planning area currently provides an appropriate balance of residential uses, including a good stock of affordable middle income single family housing and multi-family housing. Tanglewilde/Thompson Place area is known as a neighborhood for young families.

The commercial strip development along Martin Way has been characterized as the classic unattractive strip development that jurisdictions usually discourage. Design of the Mixed Use High Density Corridor concept is expected to improve the situation over the long term. The strip development and the malls at the corner of Marvin and Martin account for approximately 14% of the developed land area. This commercial development serves not only the neighborhood, but also community-based and more recently regionally-based commercial services.

### C. Proposed Land Use

Map 19 shows proposed land use conforming to recommendations of this plan.

## III. **Goals and Policies**

A. Goal: Continue to promote the implementation of the evolution of the existing Martin Way strip commercial area into an attractive, high-density mixed use corridor.

1. Policy: Use the “Evolution of a Corridor” study (from auto-oriented arterial to high density residential corridor) developed by Thurston Regional Planning as a guide for redevelopment of Martin Way in this area.

2. Policy: Recognize that viable auto-related uses exist along Martin Way that should be allowed to mix with other uses to maintain a healthy business environment.

3. Policy: Provide for a mixed use corridor west of Ranger/Hensley along Martin Way that would include the numerous existing auto-related businesses as permitted uses.

4. Policy: Provide for a mixed use corridor east of Ranger/Hensley along Martin Way to the General Commercial area with limitations placed on new or expanded auto-related uses through a public hearing process.

5. Policy: In development of the mixed use corridor, pay particular attention to ensuring compatibility with adjacent low density residential areas.

6. Policy: Work on pedestrian connections to the corridor for surrounding residential neighborhoods.

7. Policy: Funding sources will include the City, County and property owners for developing and phasing road improvements to Martin Way.

B. Goal: Promote the Mixed Use Moderate Density zone along portions of Pacific Avenue with emphasis on office and professional services to support this planning area.

1. Policy: Designate portions of Pacific Avenue that are undeveloped or with opportunities for redevelopment for a Mixed Use Moderate Density zone.

2. Policy: The use and design theme developed for the Mixed Use Moderate Density zone in this planning area should emphasize opportunities to provide the commercial service needs for this planning area.

C. Goal: Develop vacant land along Marvin Road with the exception of agricultural resource areas for moderate and high density where sewer can be provided and environmentally sensitive lands can be protected.

1. Policy: Promote the provision of sewer to service Pacific Avenue in this area.

2. Policy: Ensure proper development considering the environmental sensitivity of Goose Lake by strict application of standards of the Environmental Protection and Resource Conservation Plan and implementing legislation.

3. Policy: Retain designation of vacant property along Marvin Road for moderate and high

density residential use.

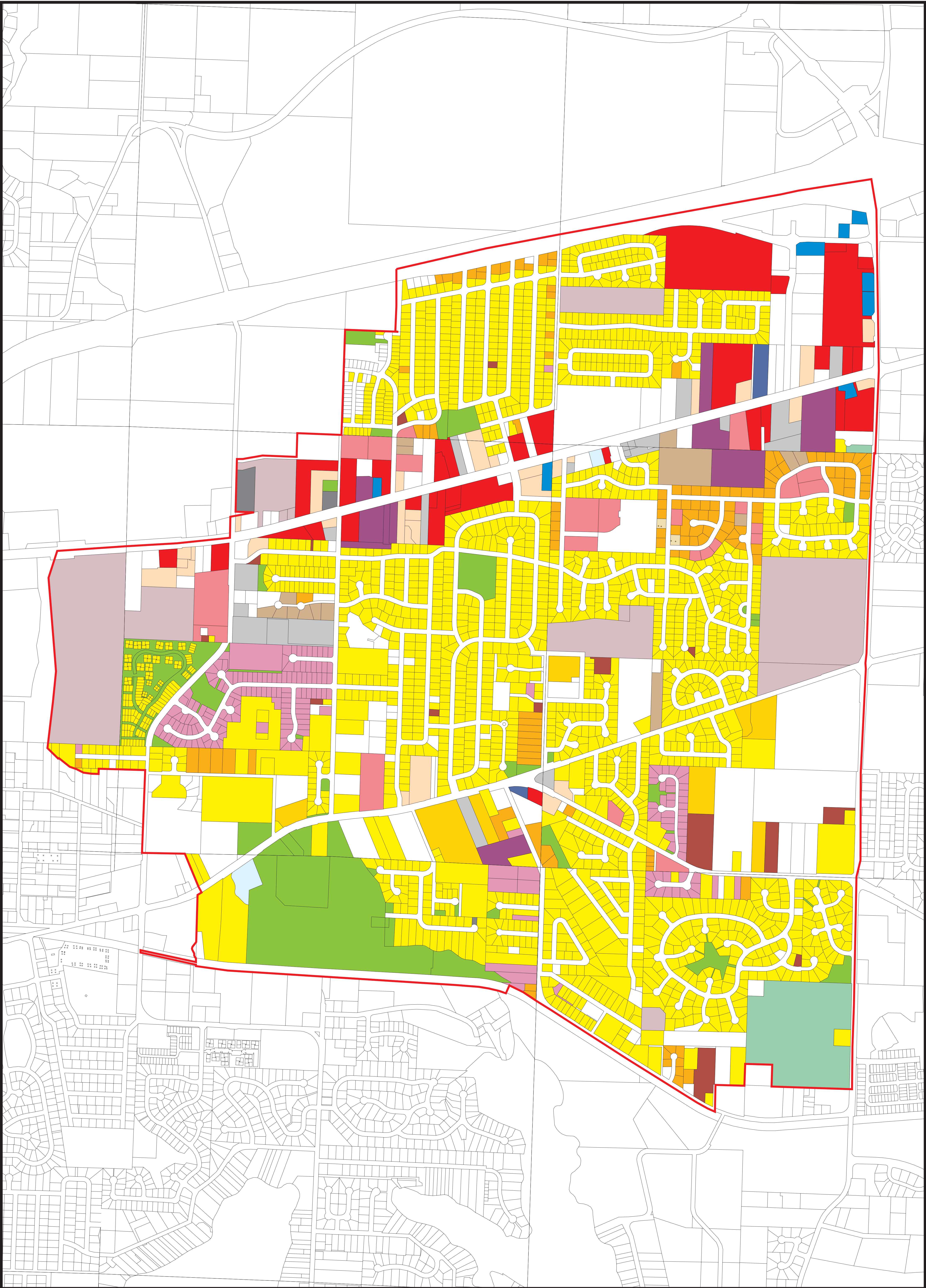
4. Policy: Promote the provision of sewer along Marvin Road in this area.

D. Goal: Serve the Tanglewilde/Thompson Place neighborhoods with sewer.

1. Policy: Recognizing the importance of providing this urbanized area with sewer, encourage provision of sewer to residential neighborhoods in this area.

2. Policy: Explore a range of options for provision of sewer, including alternatives of S.T.E.P. sewer.

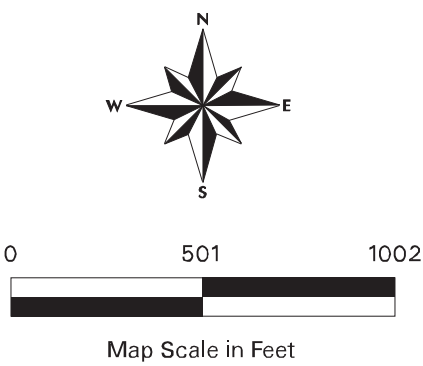




Landuse Types

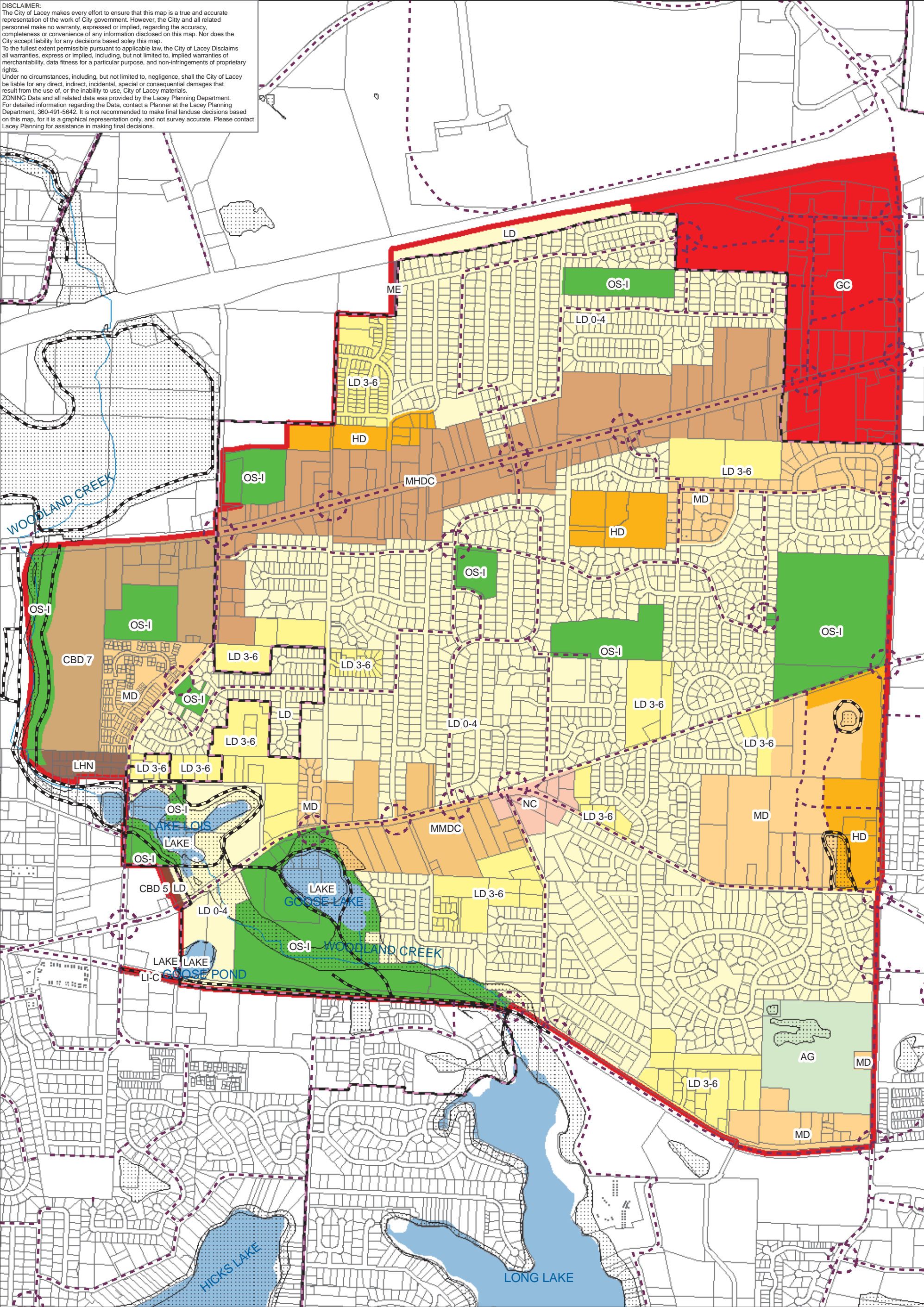
- |                           |                           |
|---------------------------|---------------------------|
| 2-4 Residential Units     | Recreational Use          |
| Apartments                | Residential Condos        |
| Assisted Care             | Resource                  |
| Churches                  | Restuarants               |
| Daycare                   | Retail                    |
| Grocery Stores            | Retirement Community      |
| Industrial - Commercial   | Services - Commercial     |
| Mobile Home Parks         | Services - Government     |
| Mobile Homes              | Single Family Residential |
| Multi-Family Res 5+ units | Taverns                   |
| Other Residential         | Transportation            |
| Parks                     |                           |

**LANDUSE DATA FOR  
THOMPSON PLACE AREA**  
Landuse Derived from Assessor's Database  
February 2004





DISCLAIMER:  
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Approved by the Lacey City Council  
ORDINANCE # 1315  
Approval Date: September 11, 2008  
Mayor: *[Signature]*  
Attest: *[Signature]*  
City Clerk

Revised 2008

# Lacey Comprehensive Plan Map for the Tanglewilde/Thompson Place Planning Area

- |                                          |                                  |                              |                                           |
|------------------------------------------|----------------------------------|------------------------------|-------------------------------------------|
| LHN Lacey Historic Neighborhood          | Central Business District 5      | Thompson Place Planning Area | Key Multimodal Corridor                   |
| LD 0-4 Low Density Residential           | Central Business District 7      | Environmentally Sensitive*   | Pedestrian Trail/Wildlife Corridor Only   |
| LD 3-6 Low Density Residential           | GC General Commercial            | City Limits                  | Connections to Regional Trail Systems (T) |
| MD Moderate Density Residential          | LI-C Light Industrial Commercial |                              | Viewpoint Designation (D)                 |
| HD High Density Residential              | ME Mineral Extraction            |                              |                                           |
| MMDC Mixed Use Moderate Density Corridor | AG Agriculture                   |                              |                                           |
| MHDC Mixed Use High Density Corridor     | OS-I Open Space Institutional    |                              |                                           |
| NC Neighborhood Commercial               |                                  |                              |                                           |

\* Shading designates areas with identified wetlands or environmental constraints. Environmental issues will need to be addressed as properties with this shading are developed. Shaded areas, when annexed to Lacey, will be zone OS-I Open Space/Institutional. Absence of this designation does not mean a site is without environmental constraints.

October 15, 2008



## APPENDIX I

### Bibliography

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12. Olympia Annexation Committee Still Secret, Editorial, Lacey Leader, November 8, 1967.
13. Pro Incorporation Group Sounds Off on Lacey Vote, Editorial, Daily Olympian, October 14, 1966.



## **APPENDIX II**

### **LACEY/THURSTON COUNTY JOINT PLAN GOALS AND POLICIES FOR THE UNINCORPORATED LACEY URBAN GROWTH AREA**

#### **Preface**

**This Lacey Comprehensive Plan/Joint Plan includes background information, goals, policies, maps and other information to guide the City of Lacey’s governmental actions for the next twenty years. The plan also applies, in part, to unincorporated Thurston County lands, and hence Thurston County governmental actions, within the Urban Growth Area for Lacey. The portions of this Plan that apply to unincorporated Thurston County lands are often referred to as the “Joint Plan” for Lacey’s Urban Growth Area, since both the City and the County have adopted these portions.**

**The portions of this Plan that apply within the unincorporated Thurston County are part of the Thurston County Comprehensive Plan. If any portions of this Plan that apply within unincorporated Thurston County conflict with any other provisions of the Thurston County Comprehensive Plan, the former shall govern.**

**The following list identifies the portions of this Plan that apply within the unincorporated Urban Growth Area for the City of Lacey. The Urban Growth Area is identified in the Thurston County Comprehensive Plan, including this Plan. In adopting this Plan, the Thurston County Board of Commissioners adopts only the provisions listed below. Portions of this Plan which are not listed below apply only to the City of Lacey.**

Narrative and Analysis  
 Part 1 - General  
 Issue A  
 Goal 1  
 Policies a through k  
 Issue B  
 Goal 1  
 Goal 2  
 Policies a through d  
 Issue C  
 Goal 2  
 Policies a through d  
 Goal 3  
 Policies a through f  
 Issue D  
 Goal 1  
 Policies a through d  
 Goal 2  
 Policies a through l  
 Issue E  
 Goal 1  
 Policies a and 1  
 Goal 2  
 Policies a and b  
 Issue F  
 Goal 1  
 Policies a through c  
 Issue G  
 Goal 1  
 Policies a through c  
 Issue H  
 Goal 1  
 Policies a through c  
 Issue H  
 Goal 1  
 Policies a through i  
 Issue I  
 GOal 1  
 Policies a through g  
 Issue J  
 Goal 1  
 Policies a through d  
 Issue K  
 Goal 1  
 Policies d through f  
 Issue L  
 Goal 1

Policies a through s, u, and v  
 Goal 2  
 Policies a through m  
 Issue M  
 Goal 1  
 Policies b through i  
 Issue N  
 Goal 1  
 Policies a through f  
 Issue O  
 Goal 1  
 Policies a through i  
 Issue P  
 Goal 1  
 Goal 2  
 Policies a through d  
 Issue Q  
 Goal 1  
 Policies a through f  
 Part 2- Planning Areas  
 Hawks Prairie  
 Goal A  
 Policy 1  
 Goal B  
 Policies 1 through 5  
 Horizoons  
 Goal A  
 Policy 1 and 3  
 Goal B  
 Policies 1 through 3  
 Goal C  
 Policies 2 through 4  
 Goal D  
 Policies 1 through 3  
 Lakes  
 Goal A  
 Policies 1 through 3  
 Goal B  
 Policies 1 through 4  
 Goal C  
 Policy 1  
 Meadows  
 Goal A  
 Policies 1 through 3  
 Goal B  
 Policies 1 through 7  
 Goal C

Policies 1 and 2  
 Goal D  
 Policies 1 through 3  
 Goal E  
 Policies 1 through 3  
 Goal F  
 Policies 1 and 2  
 Goal G  
 Policies 1 and 2  
 Pleasant Glad  
 Goal A  
 Policies 1 through 3  
 Goal B  
 Policies 1 through 4  
 Goal C  
 Policy 1  
 Goal D  
 Policies 1 and 2  
 Seasons  
 Goal A  
 Policy 1  
 Goal B  
 Policies 1 through 7  
 Goal C  
 Policies 1 and 2  
 Goal D  
 Policies 1 through 3  
 Goal E  
 Policies 1 through 3  
 Goal E  
 Policies 1 through 3  
 Tanglewilde/Thompson Place  
 Goal A  
 Policies 1 through 3  
 Goal B  
 Policies 1 and 2  
 Goal C  
 Policies 1 through 4  
 Goal D  
 Policies 1 and 2

**APPENDIX III**  
**DISCUSSION PAPER #1**  
**HORIZONS PLANNING AREA COMPREHENSIVE PLAN UPDATE 2003**  
**Demographic Data**

**June 17, 2003**

For: The City of Lacey Planning Commission

Prepared by: Rick Walk, AICP, Associate Planner

---

The information below is a summary of research conducted thus far showing the general growth that has occurred in the Horizons Planning area since 1990. This data gathering effort is centered on the crossroads of College Street SE and Yelm Highway. The planning effort, which occurred in 1994 and produced the "City of Lacey & Thurston County Land Use Plan for the Lacey Urban Growth Area", recognized the Horizons planning area as having the potential for experiencing a lot of growth in the ensuing 20 year period.

The Horizons area includes approximately 1,782 acres of property. In 1993, 1,182 acres were determined to be undeveloped. Currently, there are three large residentially zoned parcels undeveloped totaling approximately 400 acres (Horizon Pointe, Summerwalk and Avonlea) all of which have an approved master plan or are planned for development. Also, there are several commercial parcels in the Rainier Commercial Center that remain vacant and the majority of the Lacey Corporate Center is undeveloped. Currently, six of the business park parcels are developed or planned for development. The remainder of the Horizons area has been largely developed and therefore shows a general growth experience on a land consumption basis in this planning area.

*Population*

On a demographic basis, the population growth experienced by this area reflects the land consumption described above. City staff developed population figures based on the 2000 Census at the block group level. Using the "Crossroads" as a central focus point, staff wanted to see the population growth characteristics in a general area not just the Horizons planning area. This population count is displayed below in table 1. Using one-mile incremental radius rings (as the crow flies) out to five miles, staff determined 2000 U.S. Census population totals at each increment. This is depicted on the attached map titled "Crossroads 5 Mile Population Rings". It is important to point out that the radius rings divided several census block groups. In these instances, the population total of the census block was allocated to the radius ring containing more than half of the census block.

Table 1: Crossroads radius population figures

	<b><i>1 mile</i></b>	<b><i>2 miles</i></b>	<b><i>3 miles</i></b>	<b><i>4 miles</i></b>	<b><i>5 miles</i></b>
<b>2000 Census Population</b>	9,054	25,067	53,507	68,023	94,254

In an attempt to get a true idea of growth directly affecting the crossroads of College Street & Yelm Highway intersection, staff arbitrarily determined a market influence area. This boundary was determined based on assumptions relating to proximity to other commercial service areas, transportation network and ease of travel and is shown on the attached map Titled "Crossroads Market Influence Area and Associated Population Rings".



The market influence area was extended beyond the five mile ring to include the southern portion of Thurston County and the municipalities of Yelm, Rainier and Tenino based on these jurisdictions location adjacent to major transportation corridors converging at the crossroads of College Street and Yelm Highway intersection. The one-mile incremental rings were modified to only include the boundaries of the Market Benefit Area. In addition to collecting the 2000 U.S. Census population figures we were also able to collect the 1990 Census population figures to show the change in population between the ten years. These population numbers are reflected in Table 2.

Table 2: Crossroads radius population figures based on market influence area

	<b>1 mile</b>	<b>2 miles</b>	<b>3 &amp; 4 miles</b>	<b>5 miles</b>	<b>&gt; 5 miles</b>
<b>2000 Census Population</b>	9,054	25,067	33,817	37,329	57,934
<b>1990 Census Population</b>	4,549	15,700	22,788	24,426	40,019
<b>Total Increase</b>	4,505	9,367	11,029	12,903	17,915

> 5 miles includes Yelm, Rainer & Tenino areas

#### Traffic

To determine the amount of growth occurring since 1990 in vehicular trips, staff worked with the City of Lacey Transportation Department who provided traffic count numbers from 1990 and 2001. These numbers, shown in Table 3, are Average Daily Trips and count the number of average trips in one day travelling in both directions on College Street (north and south of Yelm Highway) and Yelm Highway (east and west of College Street). The average trip total was determined by averaging the number of trips counted on three weekdays (i.e. Tuesday, Wednesday, Thursday).

Table 3: Average daily trips (ADT) at the intersection of Yelm Highway & College Street

	<b>College St. North</b>	<b>College St. South</b>	<b>Yelm Hwy West</b>	<b>Yelm Hwy East</b>
<b>2001 ADT</b>	26,087	12,721	21,446	30,502
<b>1990 ADT</b>	8,978	Figures not available	10,907	11,783
<b>Total Increase</b>	17,109	-	10,539	18,719

\*Traffic counts performed by City of Lacey Public Works Dept.

As shown by the above preliminary information, the Horizons planning area and points south have experienced a high amount of growth in the ten years between 1990 and 2000. While the potential for this growth was recognized in both the 1984 and 1994 comprehensive plans it has put a lot of pressure on the crossroads of Yelm Highway and College Street. It is also evident by this information that further data gathering, analysis, policy review and discussion is warranted to determine the appropriate land use allocation from a holistic approach. The crossroads of College Street and Yelm Highway today, as determined in the 1984 plan, appear to continue to be the "focus" of the Horizon's planning area.

#### Commercial Lands

The properties in the vicinity of the crossroads of College Street and Yelm Highway are classified under the City of Lacey Zoning Code as Community Commercial. The Community Commercial

District frames the intersection of College Street and Yelm Highway with Rainier Commercial Plaza anchored by the QFC grocery store and Rite Aid drugstore on the southwest corner of the intersection. On the northwest corner of the intersection is the Fountain Place property, which is undeveloped (has approved master plan and development agreement). The Little Prairie Center anchored by the Safeway grocery store is located on the northeast corner of the intersection. Immediately east of Little Prairie Center, fronting Yelm Highway is the portion of the Summerwalk Village Center designated as community commercial through the master plan approved in 1996, which is undeveloped.

71.59 acres are currently zoned community commercial in proximity to the crossroads of College Street and Yelm Highway intersection (see Table 4). 26.6 of these acres are currently developed. The Little Prairie Center is the only center/property, which is completely built out. The center is 13.9 acres in size and contains 125,268 square feet of gross floor area. Rainier Commercial Plaza is partially built out. This center is 17.89 acres, and currently contains 94,202 square feet of gross floor area. 12.76 acres of the center are currently developed. The Fountain Place property contains 20.4 acres and is currently undeveloped. A master plan and development agreement was approved for this property when it was reclassified from Business Park to Community Commercial in 1997. The community commercial of the Summerwalk property consists of 19.4 acres and is also currently undeveloped. This particular property is within the Summerwalk Village Center, which imposes specific design standards on the commercial portion to achieve commercial development that is pedestrian in focus and integrated into the entire village with respect to connectivity and design.

Table 4: Horizons Area Community Commercial Comparisons

Commercial Center	Total Acres	Acres Developed	Acres Undeveloped	Anchor Tenant - Gross Sq. Feet	Gross Floor Area Developed (including anchor)
Rainier Commercial Plaza	17.89	12.76	5.13	QFC – 38,396 Rite Aid – 16,519	94,202
Fountain Place	20.4	0	22	NA	NA
Little Prairie Center	13.9	13.9	0	Safeway – 54,516	125,268
Summerwalk	19.4	0	19.4	NA	NA
<b>Totals</b>	<b>71.59</b>	<b>26.6</b>	<b>46.53</b>	<b>109,431</b>	<b>219,470</b>

\*Square footage numbers are approximate