



Middle Housing Code Amendments

Implementation of House Bill 1110

Public Involvement Plan – Phase One Deliverable

I. Overview

We all need a place to live that meets our needs and that we can afford, but in Lacey, many of our residents pay more than they can reasonably afford for housing. This financial strain makes it challenging for some individuals to cover essential needs such as food, clothing, healthcare, transportation, and education. It is imperative to implement measures that increase the number of Lacey residents residing in housing that is affordable to their unique circumstances, including income constraints. One effective approach is to promote various housing types in predominantly residentially zoned areas. This will not only increase housing variety and availability, but will also enhance housing affordability by ensuring options exist in the housing landscape that meet a wider range of income levels.

In 2023, The Washington State Legislature passed House Bill 1110, intended to provide Washingtonians with more housing choices, especially housing choices more people can afford. The Bill requires the city to amend its Land Division code (title 15) and Zoning code (Title 16) addressed in the Lacey Municipal Code (LMC) - to allow for middle housing options as per the requirements of House Bill 1110. It is important to note that though accessory dwelling units (ADUs) are not defined as a middle housing “type” they do help to serve the purpose of increasing living opportunities in residential zones that historically did not support more than one single family home. There is also new legislation regarding ADUs supported by House Bill 1337. The City will also need to comply with the new policy provisions for ADUs, and will follow all applicable processes in parallel with the middle housing initiative.

The State has identified nine varieties of middle housing and has charged jurisdictions *fully* planning under the Growth Management Act to approve a minimum of six of the nine varieties. Included in the nine are: Duplexes, triplexes, fourplexes, fiveplexes, sixplexes, townhouses, stacked flats, courtyard apartments and cottage housing. Though Lacey has already implemented policy measures that allow some of these types of housing such as

duplexes and triplexes in predominantly residential zones – there is more work to be done to ensure Lacey offers a wide variety of housing options.

Both the Land Division code and Zoning code act as our agreement about what, where, and how we build in Lacey. One thing we can do together as a community is set regulations that are fair and protect our quality of life, but are also not overly expensive, risky, or time consuming for people who build housing. Updating our regulations to reduce barriers can allow our community to build new housing more quickly, in more places, with less cost and increase social equity and diversity.

The City of Lacey may regulate siting and design of middle housing per the tenets of the Middle Housing House Bill (HB) 1110, codified in the Revised Code of Washington (RCW 36.70A.635 – 36.70A.638). Lacey will need to develop minimum standards for compliance with the bill as well as adopt a Middle Housing Ordinance no later than December 31, 2025. If Lacey does not successfully meet project deadlines and adopt a city-wide middle housing ordinance, the State’s model code will automatically apply until such time Lacey complies with appropriate code revisions and updates as per the requirements of HB 1110.

Outreach

Traditional public outreach methods have often excluded many community members and perspectives. Additionally, we are now living post pandemic and moving in and through economic changes that shifted our housing inventory and housing costs. Due to the significant increase in post pandemic virtual methods of engagement, the city will have an opportunity to expand platforms for participation and public involvement.

This initiative will employ a diverse range of inclusive outreach and engagement tactics, including consultations with experts, roundtable dialogues involving representatives from relevant boards, commissions, neighborhood associations, stakeholders, and local partners. Both online and in-person avenues will be utilized to facilitate engagement with the broader public.

The revision of our Land Division and Zoning codes to be in alignment with House Bill 1110, and House Bill 1337 - holds the potential to influence the growth of our community and broaden the spectrum of housing choices available to residents. Through changes in the Land Division and Zoning code, we have the chance to foster inclusivity and equity in our neighborhoods, ensuring an environment that is welcoming and accessible to all.

II. *Goals* - Public Involvement Plan

This document serves as a roadmap for navigating the procedure of formulation and ratifying modifications to Lacey's Land Division and Zoning codes to align with House Bill 1110 and House Bill 1337. The objective is to facilitate the integration of middle housing types across residential neighborhoods in Lacey. The plan delineates the strategy for public involvement throughout the project's duration and encompasses objectives along with a strategy for project communications. It

specifies the instances and methods through which city staff will engage with essential stakeholders and the broader public. The Public Involvement Plan:

- Describes opportunities and different ways people can engage in the planning process;
- Details how individuals and organizations with a stake in the outcome of the Land Division and Zoning codes can effectively participate; and
- Is consistent with the City's Communications Plan (2022-2027) and the Lacey Housing Action Plan (2021). Other regional goals will equally be referenced to maintain compliance with all state, regional and local regulations and goals.

The Project Team (comprised of planning staff) is committed to a public involvement process that is:

- **Meaningful:** We will use the input received to help draft amendments to the Lacey Land Division and Zoning codes, within the requirements of House Bills 1110 and 1337 - related state laws and local policies.
- **Accountable:** We will respond to ideas, critique, comments and concerns.
- **Inclusive:** We will strive to communicate with all stakeholders, including under-represented groups, in ways that people understand and can relate to.
- **Transparent:** We will make decisions public and share information in a variety of ways that is timely and effective.
- **Realistic:** We will inform people about the project's constraints, scope and timeline, including the requirements of HB 1110 and related state laws.
- **Outcome-oriented:** We will create community-supported and City adopted land division and Zoning code amendments, and establish and adopt a middle housing ordinance as the project's final objective.

City of Lacey Communications Plan

The City of Lacey Communications Plan (2022-2027) will guide the project from start to finish. Foundational values of the plan that speak to public involvement include:

1 Augment internal communications to increase cross-departmental collaboration and awareness

To be a better all-around community provider and partner, the city strives to strengthen its internal communications leading to increase in cross-departmental awareness, improved message alignment, and advanced information access and management.

2 Continuously evaluate and enhance external communications to provide transparent, timely, and accessible information to community stakeholders

The only constant is change. Lacey is a constantly growing and diversifying community. With this in mind, the city endeavors to find new and innovative ways to reach a wider range of audiences. Similarly, the City is committed to evaluating what is and what is not working to ensure that limited resources are directed in meaningful ways. This includes focusing on enhancing diversity, equity, and inclusion efforts. The City will continuously look for improved ways to keep community members informed about events, opportunities and major decision, and increase access to engagement and participation opportunities, particularly when decisions impact the greater community.

3 Proactively craft communications and establish a defined Lacey brand

The City will continue to refine the City and the Lacey community's overall image through a variety of opportunities, including developing materials that resonate with existing and future residents, investors and other community stakeholders alike.



Targeted Audiences in Brief

The Lacey Communications Plan goals, objectives and target actions were created to improve communication with Lacey community members. Target audiences of the Plan include:¹

- City of Lacey residents
- Business Community
- Community Partners (Nonprofits, government entities, etc.)
- Underrepresented Populations
- Visitors and tourists
- Elected Officials, Advisory Board Members, Volunteers
- City Staff
- Building and Development Community

Key messaging themes resonated with community members including a clean and safe environment, welcoming and dynamic city, military-friendly, business friendly and affordable. Housing affordability is top of mind for many, whether as a renter or a homeowner. Conversely, retirees and individuals on fixed incomes are sensitive to rising inflation, utility bills, and property taxes. Explaining efforts to encourage more housing and more affordability options is critical.²

Existing Communications Tools and Channels

The City of Lacey currently utilizes an array of communications tools and channels, including those found in Figure 16 of the Lacey Communications Plan.³

The follow Non-Emergency External Communications Tool Matrix was established in the Communications Plan and will be carefully followed, where applicable, to carry out the middle housing Public Involvement Plan. The matrix is helpful in choosing appropriate outreach styles and materials.

¹ Source: Lacey Communications Plan, 2022-2027

² Source: Lacey Communications Plan, 2022-2027

³ *Id.*

Figure 16: Existing Communication Tools and Channels

Tool/Channel	In-person	Online	Mobile	Print	Frequency
City of Lacey website		X	X		Frequently
Email alerts		X	X		Semi-frequently
Text alerts			X		As needed
LaceyLife newsletter		X	X	X	Monthly
Lacey Playbook newsletter		X	X	X	Monthly
StreamTeam newsletter		X	X	X	Periodically
Economic Development newsletter		X			Periodically
City of Lacey / Lacey Police social media channels		X	X		Frequently
We Care Form (soon to be 311 request app)		X	X		As needed
Council meetings and workshops	X	X	X		Weekly
Various boards and commission meetings	X	X	X		Varies
Open houses, forums and design charrettes	X	X	X		As needed
Video features		X	X		Varies
Public events, hearings and notices	X	X	X		As needed
Surveys		X	X	X	As needed
Mailers				X	As needed
Utility bill inserts					Monthly
Water quality reports		X	X	X	Annual
Press releases		X	X		As needed
Flyers and brochures		X	X	X	As needed
Door hangers				X	As needed
Signage	X				As needed
Presentations to service clubs, formalized groups	X				Upon Request

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⁴ Source: Lacey Communications Plan, 2022-2027

Figure 17: Non-Emergency External Communications Tool Matrix (Topic-Specific Audience Communication Preferences)

High Impact: **H** Low Impact: **L**

Communication Type	Communications Tool															
	Email	LaceyLife newsletter	Parks E-newsletter	Direct mail	Social media	Text alert	City website	Location Lacey website	Utility bill inserts	Council listening session	Banner display	Press release	Video streaming	Public meetings	Kiosks, posters & flyers	Presentations
Policy/budget discussion	H	H					H		H	L		L	H	H		L
Community event	H	H	H		H	L	H		H		H				L	
Construction impact	H	H		H	L	H	H	H	H			H			L	
Good news update		H			H		L		H			L				L
Economic impact	L	L			L		L	H	L			H				L
Public safety issue	L				L	H				H		L	H	L		H
Engagement opportunity	H	H	L	H	H	L	H	L	H	L	L	H		H	L	L

Figure 18: Non-Emergency External Communications Tool Matrix (General Audience Communication Preferences)

High Impact: **H** Low Impact: **L**

Target Audience	Communications Tool															
	Email	LaceyLife newsletter	Parks E-newsletter	Direct mail	Social media	Text alert	City website	Location Lacey website	Utility bill inserts	Council listening session	Banner display	Press release	Video streaming	Public meetings	Kiosks, posters & flyers	Presentations
General	L	L			H		H		H			H		H	L	L
Teens					H	H										
Young Adult	L				H	H					L					
Working Families	H	H	H	H	H	L	H		H	L	H		L		L	
Seniors	H	H	H	H	L	L			H	L	L		L	L		H
Business Owners	H			H		H		H	H	L		H				L
Taxpayers	L	H	L	H	L		H	H	H	H		L	H	H		L

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Core Values Summary

The City of Lacey will guide the middle housing project from start to finish. The core values for public involvement may be summarized to include the following main concepts:

- Careful Planning and Preparation
- Inclusion and Demographic Diversity
- Collaboration and Shared Purpose
- Transparency and Trust
- Impact and Action
- Sustained Involvement and Participatory Culture

Activities of the Plan

Specifically, the activities of the public involvement plan will include:

⁵ Source: *Lacey Communications Plan, 2022-2027*

- Building on previous involvement and visioning from the Envision Lacey Comprehensive Plan, Lacey Housing Action Plan, and other housing related tools and strategies.
- Early input and involvement from agency subject matter experts and stakeholders, such as developers, builders and Realtors.
- Involvement with representatives from boards, commissions and local partners, including neighborhood associations and the Lacey Commission on Equity.
- Input and guidance from the Lacey Planning Commission.
- Input and guidance from Commerce.
- Outreach materials and online opportunities for the general public to provide input through a variety of events and formats.
- Balancing differing community input with the requirements of State wide and local planning goals in parallel with House Bill 1110 requirements and House Bill 1337 which speaks new legislation regarding opportunities for accessory dwelling units on residential lots.
- A public hearing and adoption process with City of Lacey Planning Commission and City Council to complete the adoption of a Middle Housing Ordinance. ⁶

III. Public Involvement Process

Implementation of House Bill 1110 to allow for middle housing types will result in changes to the Lacey Land Division and Zoning codes, and potentially to adopted land use plans. The Land Use and Zoning amendment process will begin with the publication of a public involvement plan accessible on the City's Middle Housing webpage and available through other media forms. To begin with in-person engagement, staff will present an initial overview to the Planning Commission, who serves as the City's resident involvement committee. Subsequent to informing the Planning Commissioners, staff will continue with all scheduled public involvement opportunities and activities. Staff will adjust the plan accordingly - if general feedback indicates other methods should be considered.

Much of the public involvement will occur at the beginning phases of the process, but continued opportunities for involvement will run parallel.

In late Spring 2024, staff will begin to create *draft* amendments to the *Land Use* and *Housing Elements* of the Comprehensive Plan, supporting the implementation of middle housing as per HB 1110. A draft of proposed changes will be presented to the public and

⁶ Source: *Lacey Communications Plan, 2022-2027*

decision makers for feedback. During the process of developing code amendments – public involvement opportunities and information updates will continue.

Summary of Project Phases, Deliverables and Timeline

The following table reflects the general timeline for deliverables due to the Washington State Department of Commerce upon completion of each segment of work. Five deliverables will collectively complete the requirements - across four phases of the project.

Phase	Deliverables Department of Commerce	Timeline
Phase 1 - Develop Public Involvement Plan/Approach	Public Involvement Plan	Spring 2024
Phase 2 - Complete an examination of the Comprehensive Plan and policies related to middle housing and the implementation of HB 1110.	Draft amendments to the Land Use and Housing Elements of the Comprehensive Plan supporting the implementation of middle housing in HB 1110.	Early Summer 2024
Phase 3 - Prepare a code audit of existing amendments and those necessary to implement HB 1110. Begin drafting code amendments to meet HB 1110 requirements.	Draft middle housing development regulations and updated codes/ordinances.	Early Summer 2024
*Wrap up of public engagement	Public engagement results report with informational materials used to engage the public.	Early Summer 2025
Phase 4 - Adopt middle housing development regulations	Adopted Middle Housing Ordinance (development regulations). Adopted amendments to the Land Use and Housing Elements of the Comprehensive Plan supporting the implementation of middle housing in HB 1110.	Summer 2025 - Winter 2025

Decision-Making

After the project team assembles draft code from analysis and feedback as outlined above, the draft code language will go through an adoption process which will culminate with a decision from the Lacey City Council.

Aligning with Participation Metrics

The figure below is taken directly from the International Association of Public Participation (IAP2)'s spectrum of public participation, which shows varying levels of involvement based

on the level of public impact. The Project Participation Levels show how this relates to the general public and key stakeholders in addition to the decision-making bodies. This material, designed by IAP2, is applied internationally across numerous public participation plans, and distinguishing IAP2 as a leader in the public participation arena.⁷

		INCREASING IMPACT ON THE DECISION				
		INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
PUBLIC PARTICIPATION GOAL		To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions.	To obtain public feedback on analysis, alternatives and/or decisions.	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.	To place final decision making in the hands of the public.
	PROMISE TO THE PUBLIC	We will keep you informed.	We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision.	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.	We will look to you for advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.	We will implement what you decide.

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Project Participation Levels

The following provides a snapshot for anticipated project participation levels among city staff, the general public, key stakeholders and other agency partners, and decision-making bodies including those who are elected and those who are appointed. The AIP2 model is helpful in providing delineation among appropriate participation levels across participants.

⁷ Source: *IAP2 Spectrum of Public Participation* IAP2 Resources - International Association for Public Participation

⁸ *Id.*

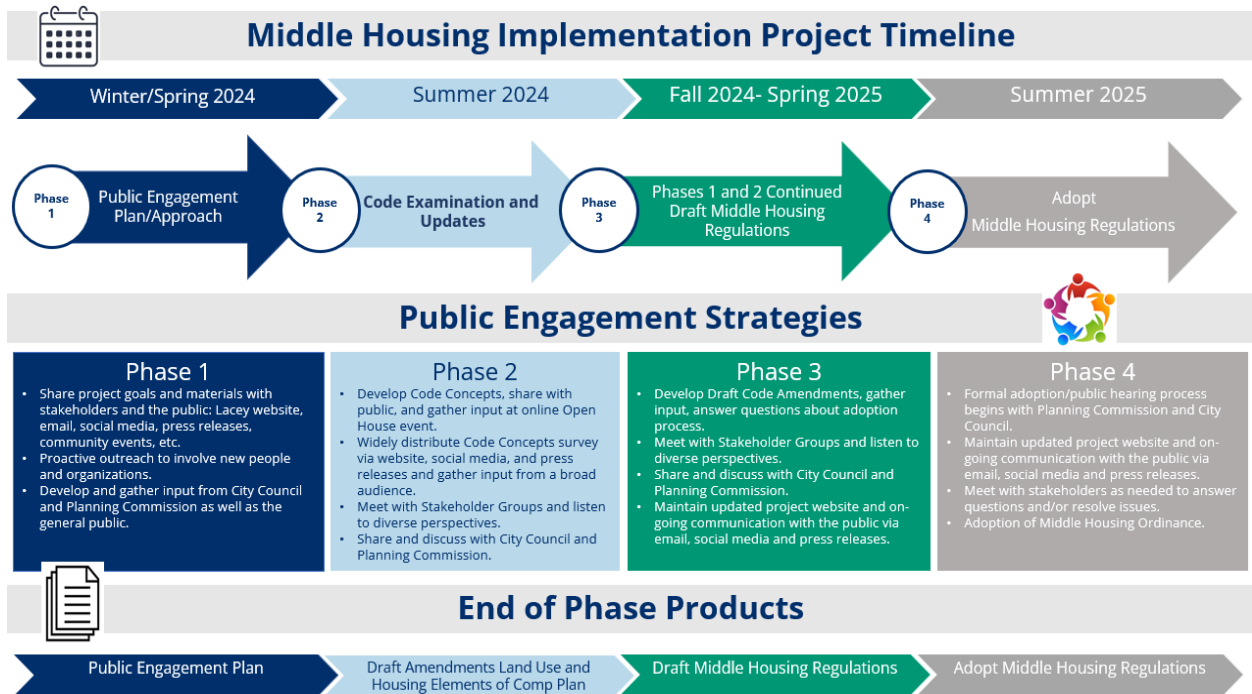
Empower	Lacey City Council (elected to decide)
Collaborate	Lacey Planning Commission (appointed by elected officials to review and recommend)
Involve	Other Boards and Commissions; Local Partners; Agency Subject Matter Experts
Consult and Inform	Stakeholders and General Public (welcomed and encouraged to give opinion and stay engaged)

Middle Housing Project Timeline

The following graphic suggests the middle housing project timeline of events, through each project phase. This does not serve as an exhaustive list and may be added to as the project continues and opportunity for other methods of community engagement.

*Activities not included but anticipated are: a potential informative meeting with the Lacey Planning Commission and appropriate staff, and a staff member from the Washington State Department of Commerce who has worked directly with the Middle Housing Initiative, or a potential open house meeting. An open house may have benefit and will be further assessed as an opportunity for stakeholders, elected officials, city staff, and the public, could view printed materials (such as informational posters and 3-D middle housing modeling examples)⁹, while also having an opportunity to ask questions specific to middle housing.

⁹ The City has not yet determined whether 3-D modeling will be available.



Communication and Public Involvement Activities

This section outlines various communication methods along with an estimated timeline of when certain project milestones will occur. The intent is to engage a broad spectrum of the community to gather feedback on the design and code concepts, code framework, and draft Land Division and Zoning code language. As the project commences, the methods will be evaluated for inclusivity and effectiveness.

The majority of proposed public involvement activities will focus on understanding what middle housing *is* and *is not*, how Lacey has already implemented many of the middle housing provisions, what more Lacey must or may choose to do to comply with House Bill 1110, design standards for middle housing, benefits of middle housing for the community, the housing landscape, homeowners and renters, - and address concerns and nuances of middle housing as a tool for improved housing stability in the community.

Staff will evaluate the effectiveness of different methods and adapt where necessary. Planned communications and public involvement activities will include:

- Website – provide project information and documents (fact sheets, general process timeline, videos, summaries of outreach efforts and opportunities to engage, updates to the process, and any other middle housing information relevant to the Middle Housing Initiative and HB 1110 requirements.
- Lacey Life – use this existing City E-newsletter to provide regular project updates.
- Social Media – use existing City accounts on Instagram, Facebook and Twitter to get messages out, post videos, and advertise involvement opportunities. Critical to the project is the inclusion of information posted on multiple social media platforms.
- Printed Media – create printable/digital meeting materials for local organizations, neighborhood associations, and other interested parties to provide feedback on the project without having staff present or having to attend a public meeting.
- Local Media – interviews with Thurston Talk and the JOLT (Lacey, Olympia, Lacey and Tumwater local news publication). Interviews to be in person audio format or published articles.
- Lacey Community Events – in person events will include an informational table highlighting the middle housing initiative in Lacey. Materials in print will be available as well as the use of large content displays such as posters and 3D models of middle housing types to encourage and have discussions around density benefits.

A non-exhaustive list of local Lacey events will include (but is not limited to the following: History Talks, Lacey Cultural Celebration, Lacey in Tune (weekly summer concerts), 3rd of July Fireworks event, Lacey Spring Fun Fair, south Sound chamber events where applicable, possible open-house hosted at the City Hall to present middle housing information and discuss benefits, incentives and potential barriers or concerns.

- Presentations – in person presentations will be scheduled with stakeholders such as the Master Builders Association, the local Realtor’s Association, developers, architecture and design firms, neighborhood associations (upon request) and any other stakeholders who wish to have a formal (or informal) presentation on the project requirements. In addition, presentations will be integral to all meetings comprised of City staff, Commission, Board and Council members.
- Utility Bill Insert – a utility bill insert will be mailed to all utility customers in Lacey to inform and direct people to the Middle Housing Project webpage, via QR code.
- Roundtable Workshops –
 - Commission on Equity Roundtable: The intent of a roundtable discussion with the Commission on Equity is to both inform on Middle Housing requirements for the city, in addition to being informed about further opportunities for meaningful public involvement– especially with those members of the community who are underserved or underrepresented.

- Boards and Commissions Roundtable: Representatives from various City boards and commissions may be invited to participate in a roundtable discussion to discuss those areas of the middle housing regulations that allow jurisdictions to make decisions unique to their community needs. At this time, such a roundtable has not been confirmed as necessary. The city will continue other planned involvement activities and revisit this if determined to be of added value to the process and to the participants.
- Public Open House(s): The community will have opportunities to review and give input on all new modified Land Use Code sections once

Agency Subject Matter Expert - Participation

The project will involve agency subject matter experts to provide technical input on draft code language, in addition to coordination with other plans, partners and projects. Agency experts will be invited for input through a variety of methods that aim to receive technical input on draft code language – during multiple phases of the project. Staff from various agencies will be included and encouraged to participate:

- City of Lacey Community Development
- City of Lacey Public Works Department
- City of Lacey Police
- City of Lacey Fire
- City of Lacey Parks Department

Boards and Commissions

The boards, Commissions, and local partners roundtable(s) will serve as stakeholders and will help staff to develop and refine policy and code language. While all advisory board meetings are open to the public - staff will invite representatives from the following active City boards and commissions:

- Parks, Culture and Recreation Board
- Historical Commission
- Planning Commission
- Youth Council
- Commission on Equity

Equity and Inclusivity

Residential zoning has a nuanced history marked by the exclusion of marginalized communities, including low-income individuals and Black, Indigenous, and people of color, from specific neighborhoods. While Washington has experienced repercussions from explicit racial exclusion of past policies, such exclusions are now illegal, though their lasting impact continues to affect our community communities through the legacy of zoning regulations that consequently became one tool for segregating people and places.

The forthcoming housing policy and code adjustments present an opportunity to address and alleviate these historical inequities. Throughout the public involvement process, an emphasis will be place on educating the public about zoning history and the interconnectedness of housing policy, zoning, and equity.

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