

AGENDA
LACEY PLANNING COMMISSION MEETING
Tuesday, December 1, 2015 – 7:00 p.m.
**Horizons Elementary, 4601 67th Avenue SE

Call to Order: 7:00 p.m.

- A. Roll Call
- B. Approval of Agenda & Consent Agenda Items*
Approval of the November 17, 2015, Planning Commission Meeting Minutes

*Items listed under the consent agenda are considered to be routine and will be enacted by one motion and one vote. There will be no separate discussion of these items. If discussion is desired, that item will be removed from the Consent Agenda and will be considered separately.

Public Comments: 7:01 p.m.

Commission Members Reports: 7:03 p.m.

Director's Report: 7:05 p.m.

New Business: 7:10 p.m.
Self-Introduction of Members.

Envision Lacey Presentation: Ryan Andrews, Planning Manager. Staff will provide an overview of "Envision Lacey", a multi-year effort to update Lacey's Comprehensive Plan.

Central and Horizons Planning Areas: Ryan Andrews, Planning Manager; Christy Osborn, Associate Planner. The Planning Commission will review and provide feedback on the sections of the Land Use Element related to the Central and Horizons Planning Areas.

Community Feedback. This is an opportunity for the public to ask questions and provide feedback and suggestions on growth issues facing Lacey and their neighborhood.

Communications and Announcements: 8:55 p.m.

Next Meeting: December 15, 2015.

Adjournment: 9:00 p.m.

****Directions to Horizons Elementary from Lacey City Hall:** Travel south on College Street. At Yelm Highway, College Street will turn into Rainier Road. Approximately .5 mile south of Yelm Highway, take a right at the roundabout at 67th Avenue SE to the school entrance. The school is located at 4601 67th Avenue SE.

CITY OF LACEY PLANNING COMMISSION WORK SCHEDULE

Planning Commission Meeting
December 1, 2015
Horizons Elementary Library

1. **Worksession:** Planning Commission on the road at Horizons Elementary

Packets due: November 24th

Planning Commission Meeting
December 15, 2015

1. **Worksession:** Capital Facilities Plan (Tom Palmateer)

Packets due: December 10th

Planning Commission Meeting
January 5, 2016

1. **Nomination and Election of Officers**
2. **Public Hearing:** Capital Facilities Plan
3. **Worksession:** City Manager State of the City

Packets due: December 31st

Planning Commission Meeting
January 19, 2016

1. **Worksession:** Planning Commission on the road at Evergreen Forest Elementary

Packets due: January 14th

Pending items:

Planning Commission on the road:

February 2, NE Lacey TBA

Comprehensive Plan Update EIS Scoping Hearing: February 16

MINUTES

Lacey Planning Commission Meeting
Tuesday, November 17, 2015 – 7:00 p.m.
Lacey City Hall Council Chambers, 420 College Street SE

Meeting was called to order at 7:00 p.m. by Mike Beehler.

Planning Commission members present: Mike Beehler, Jason Gordon, Sharon Kophs, Carolyn St. Claire, Paul Enns, Carolyn Cox, Michael Goff, and Cathy Murcia. Staff present: Rick Walk, Christy Osborn, Ryan Andrews, Doug Christenson, and Leah Bender.

Mike Beehler noted a quorum present.

Sharon Kophs made a motion, seconded by Carolyn Cox, to approve the agenda for tonight's meeting. All were in favor, the motion carried. Carolyn St. Claire made a motion, seconded by Paul Enns, to approve the October 20 meeting minutes. All were in favor, the motion carried.

1. **Public Comments:** None.

2. **Commission Member's Report:** None.

3. **Director's Report:**

- Rick Walk informed Planning Commission that at the next City Council meeting Council will recognize the award the City received for the sign code update.
- Rick said that two City Planners, Sarah Schelling and Samra Seymour, recently received an award for service, and Council will recognize them at a future Council meeting.
- Rick and Ryan Andrews will take new Planning Commissioners, Mark Morgan and Michael Goff, on a tour of the city at 1:30 p.m., Thursday, November 19. Any other Commissioners who would like to join them are welcome.
- Rick shared a handout that defined different types of shopping center classifications.
- Ryan informed Planning Commission that the first Planning Commission On-the-Road will be at 7 p.m., Tuesday, December 1, at Horizon's Elementary in the library. This will be the kick off of Envision Lacey focusing on growth issues for the separate planning areas. Along with the usual notification process, notices will go out in the next city utility bills.
- Rick noted that the second Planning Commission On-the-Road will be at on January 19, 2016, at Evergreen Forest Elementary. Thurston County Planning Commission has been invited to attend.

4. **New Business:**

Self-Introduction of New Members:

- Carolyn Cox and Cathy Murcia introduced themselves.

Stormwater and Low Impact Development:

- Doug Christenson gave some background information and explained that the city must include low impact development (LID) strategies into stormwater development regulations by December 31, 2016.
- Doug gave a PowerPoint presentation that went over what stormwater is, a history and overview of current practices, background on what LID is and why there is a shift to LID use, and an overview of the LID code update project.

5. **Old Business:**

Housing Element Introduction:

- Christy Osborn noted that after the Housing Element was reviewed on October 20, some amendments have been made pursuant to recommendations by Planning Commission; and that Part 1 has been combined with the remainder of the element. Part 2 includes additional demographic information of subareas, goals and policies, and recommended implementation measures.
- Christy went over the changes and amendments.
- Christy outlined the proposed goals and policies and noted that goal number 3 needs to be amended.
- Christy went over the implementation strategies.
- There was a discussion about an inconsistency in the housing stats.
- A suggestion was made to move the section regarding Homeless Population from page 10 to page 6.

Woodland District Form-Based Code Update:

- Ryan Andrews noted that the Woodland District Form-Based Code Update was forwarded to Council with the suggestion to further discuss proportional compliance requirements. Council will be briefed in January.
- Ryan explained that the consultants offered some suggestions and Ryan shared some informational slides.
- There was a discussion as to the equity and fairness. Ryan said further work is needed to come up with a good solution.

6. **Communications and Announcements:** None.

7. **Next meeting:** December 1, 2015.

8. **Adjournment:** 8:50 p.m.



PLANNING COMMISSION STAFF REPORT

December 1, 2015

SUBJECT: 2016 Comprehensive Plan Update: Planning Areas Review

RECOMMENDATION: Review proposed changes and edits made to Chapter 4, Central and Horizons Planning Areas, of the Draft Land Use Element. No formal action is necessary on the proposed changes.

TO: Lacey Planning Commission

STAFF CONTACTS: Rick Walk, Community Development Director
Ryan Andrews, Planning Manager *RA*
Christy Osborn, Associate Planner *CO*

ATTACHMENT(S): 1. Draft Chapter Four, Central Planning Area
2. Draft Chapter Four, Horizons Planning Area

**PRIOR COUNCIL/
COMMISSION/
COMMITTEE REVIEW:**

The proposed changes to the Land Use Element began in early 2013 and have been reviewed by the Planning Commission at several points throughout the process.

BACKGROUND:

At a worksession on December 16th, 2014, the Planning Commission confirmed staff's proposed approach on the update to the Land Use Element. The Planning Commission has previously reviewed chapters one through three in keeping with the framework—now chapter four is being presented for review.

Chapter four is the information related to the City's eight individual planning areas. The review of the planning areas is starting with the Central and Horizons Planning Areas which are the subject of the December 1st Planning Commission on-the-road meeting. The review of the other six planning areas will be associated with the upcoming on-road-meetings to be held at Evergreen Forest Elementary and a yet-to-be-determined location in northeast Lacey.

Much like chapter three, each planning area section in chapter four has been drafted to include a discussion of issues and analysis of each area then lists goals and policies to address the issues. Finally, the section ends with implementation items that are identified for potential future work programs to address.

The Central Planning Area is generally the City of Lacey's original boundaries upon incorporation in 1966 and is the area generally from Interstate 5 south to 37th Avenue SE. All of this planning area is located within the city limits. The section starts with general information about the planning area, demographics, and characteristics. Most of the discussion in this planning area is related to the importance of subarea planning. Specifically this means implementation of the Woodland District Strategic Plan, development of the "Depot District" subarea plan, and the future development of the city's first neighborhood plan for the Golf Club Road neighborhood (the area between Lacey Boulevard and 22nd Avenue SE and west of College Street). Subarea planning is important in the Central Planning Area as it is mostly built-out and subarea plans provide an excellent tool to densify and infill existing built areas. Subarea planning provides an additional level of detail to ensure that development is high quality and well-integrated into existing built areas. Additional analysis is provided for measures related to infill development and the analysis of uses associated with the Central Business District use table in the Lacey Municipal Code. Goals and policies addressing these issues are included as well as implementation measures have been added to identify future work program items for priority issues.

The Horizons Planning Area is located in the southwestern portion of the City and abuts the Central Planning Area on its northern boundary and the Lakes Planning Area to the east along Ruddell Road. The planning area is bounded by the Chehalis Western Trail along its western boundary. The planning area is characterized by a great deal of development that has occurred after the implementation of the Growth Management Act. A number of development projects were master planned as village urban centers which has provided for mixed-use development patterns and a range of housing options. Community Commercial areas adjacent to Yelm Highway and College Street serve the planning area in addition to regional populations. Capital Golf Club Estates and Chamber Estates are the only remaining areas that are not included in the City's corporate limits. Analysis includes discussion of the existing standards for the Business Park District and consideration of the annexation potential of the Capital Golf Club Estates and Chamber Estates. Suggested goals and policies as well as future implementation measures have been included in the section.

RECOMMENDATION:

The Planning Commission will review draft edits made to Chapter Four: Central and Horizons Planning Areas. Future planning areas in Chapter Four will be brought forward for review associated with their individual Planning Commission on-the-road meeting.

LAND USE CENTRAL PLANNING AREA

I. Profile of Central Planning Area

A. Location

The Central Planning Area is located in the center of Lacey and generally encompasses the area of the city limits upon Lacey's incorporation in 1966. All of the Central Planning Area is located within the incorporated limits of the City of Lacey. It is bounded by Interstate 5 on the north, the Chehalis Western Trail and the Olympia City Limits on the west, 39th and 37th Avenue 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.

B. Character and Functional Relationship to the City

The Central Planning Area is characterized as the oldest area of the City. It has the majority of the City's developed commercial land base, contains the majority of the Central Business District including the Woodland District, has the oldest Lacey residential neighborhood in the Lacey Villas (better known as the Lacey Historic Neighborhood), and the oldest homestead area in the City which is now the Panorama community. Saint Martin's University is located in the Planning Area and was first established in 1895.

The Central Planning Area's primary function is serving as the central commercial core, however, the Planning Area 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 community at Panorama. The Central Planning Area also has the one of the City's largest developed parks in Wonderwood Park.

C. Acreage

The planning area includes approximately 2,530 acres. Of this amount, a large percentage of property is developed (INSERT DEVELOPED/UNDEVELOPED TABLE). Larger acreages do exist but are mostly contained in critical areas such as the Woodland Creek corridor and Chambers Lake or is property owned by Saint Martin's Abbey and associated with Saint Martin's University.

D. Population

As of 2015, the estimated population of this planning area is 11,640. Population growth and allocation projections anticipate the populations in the Central Planning Area by the year 2035 will be 12,770 persons with an anticipated 1,130 residential units added to this planning area in the next 20 years.

E. Land Use - Current

In 2015, there are a total of 5,422 dwelling units in the Central Planning Area with approximately half of those being single family and half being multi-family. Over the next 20 years, it is anticipated that over 75% of the housing units added in the Central Planning Area will be multi-

family located primarily in the Woodland District. The remainder will be single family added through infill within existing neighborhoods.

Over 4 million square feet of commercial buildings (4.047 million s.f.) have been constructed in the Central Planning Area. The commercial property in the Planning Area serves as a regional hub for retail and other services including South Sound Center, Lacey Market Square, Martin Village, and the Central Business District properties between Lacey Boulevard and Pacific Avenue and also those CBD parcels along Martin Way. Most commercial property has been developed in this planning area, therefore, it is expected that most development associated with commercial properties will be in the form of redevelopment to higher intensities over the next 20 years.

F. Sub-areas

Woodland District:

INSERT WD MAP/GRAPHIC

The Woodland District Strategic Plan was a year-long sub-area planning process that sought to enhance Lacey's business core as a place to live, shop, gather, learn and play. Largely developed after World War II, Lacey's core had lacked a sense of identity and was not a "downtown" in the traditional sense; however, the area has been a consistent regional retail and employment center for over 50 years. Planning for the Woodland District began in the mid-1990s as the City of Lacey grappled with the area's identity, culminating in adoption of the Downtown 2000 Plan, which established design guidelines and development standards for the area. The Downtown 2000 Plan envisioned the Woodland District as a vibrant and prosperous place that encouraged density and mix of uses, supported transit, and provided for a diverse population. The vision set forth in the Downtown 2000 Plan has been implemented in a variety of private development projects as well as various city projects.

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

The Woodland District Strategic Plan combines an urban design framework and vision with an action-oriented strategy all based on market realities. The urban design framework vision, goals and policies are detailed in graphic and written form which forms the policy basis for the subarea plan. Detailed urban design recommendations provide the regulatory background for a future form-based code, which will guide future revitalization and development of streets, public places and private development. These recommendations help support the action plan which outlines 25 key actions designed to implement the Woodland District goals and policies. These actions are integrated to provide the necessary framework and incentives to catalyze investment and development, and were developed as an integrated set to be leveraged together so that each will result in multiple benefits in order to realize the District's vision over a 10-year period. Finally, all of these are supported by a market analysis that details current and future conditions related to

retail/commercial, housing, service, and hospitality markets. The market analysis also contains three pro forma which ensure a developments rate of return and ensures that the City’s vision is in line with market realities.

The Woodland District Strategic Plan was adopted on July 25, 2013. Since adoption, as a result of community stakeholder buy-in, the strategic plan has been a living document with several key implementation actions completed or underway.

Implementation measures identified in the plan that have been completed to date include the City Council’s adoption of the multi-family tax exemption for the area to improve development feasibility and to stimulate the construction of new market-rate and affordable housing opportunities.

South Puget Sound Community College has completed a \$7.5 million construction project to convert a former state-leased office complex into the new Lacey campus of South Puget Sound Community College. Located across 6th Avenue from the Intercity Transit center, the campus will serve as a destination for an estimated 10,000 people per year for use as both a community college and for contracted training programs.

Contained within the Action Plan is a strategy important to both the vitality of the District and the City of Lacey—establishment of a business and entrepreneurial center. South Puget Sound Community College, in partnership with the Thurston EDC and the City, will develop a business and entrepreneurial center in the District. This places the College’s business, technology and workforce training programs, and the business support services of the Thurston EDC in one location to help entrepreneurs launch and build successful companies and provide skilled labor to support business attraction, retention, and expansion programs. The center will help early stage entrepreneurs grow through a variety of support services and facilities in a professional working environment, with a focus on creating new family-wage jobs to help spark the region’s economic recovery and facilitate reinvestment in the Woodland District.

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

The Woodland District Strategic Plan has set the stage for infill, redevelopment and new development and has an innovative and action-oriented approach will ensure that this area will be a vital place to live, shop, gather, learn and play.

Depot District:

INSERT DEPOT DISTRICT MAP

A future sub-area plan for the area commonly known as the “Depot District” is a priority for development in the short term. The plan would be centered on the area between the Pacific Avenue and Lacey Boulevard roundabouts zoned Central Business District 5. The subarea would also include the adjacent residential neighborhoods including the Lacey Historic Neighborhood and the residential neighborhood between the Lacey Post Office and Lacey Elementary. The anchor of the “Depot District” is the future Train Depot Museum project under development. This public investment will include the future city museum, outdoor gathering spaces, interpretive

information, and trailhead to the Lacey Woodland Trail. The public investment in a historically-accurate structure will dovetail with a local neighborhood planning effort to provide an opportunity to define the character and encourage private investment into the surrounding area.

Golf Club Road Neighborhood Plan:

A need for a future neighborhood-oriented sub-area plan has been identified for the area designated as the “Golf Club Road” neighborhood. This is generally the area south of Lacey Boulevard between the westerly city limits and College Street, south to 22nd Avenue. This area contains some of Lacey’s oldest housing stock in larger-sized lots and the infrastructure serving the area has additional capacity to serve additional units while close proximity to services make it an attractive neighborhood for more intensive development. The area is served by transit; however, much of the area lacks sidewalks and pedestrian connections necessary to make transit convenient. A future sub-area plan would how additional density could be achieved while prioritizing infrastructure improvements related to sidewalks and pedestrian connections.

Golf Club Road is also an important north/south link connecting residential areas to nearby commercial areas and services. As projects have been developed along the Golf Club corridor over the past 20 years, frontage improvements have generally been deferred to a later date. The sub-area plan should analyze the completion of Golf Club Road by the City and those property owners who have deferred the requirement to improve pedestrian amenities and to potentially catalyze private investment in the area.

G. Density Characteristics

The planning area’s density is stabilized and not expected to change significantly over the next 20-year period with the projected addition of 1,130 new residential units. Most of the existing housing stock consists primarily of older homes being constructed in the 40’s, 50’s and 60’s. The overall density of the area is typical of 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. The oldest residential area in Lacey, the Lacey Historical Neighborhood, has a significantly different character with large lot sizes, primarily one acre and larger.

Of the 1,130 new residential units projected for this planning area, most will be accommodated in the Woodland District. According to a market study completed by Property Counselors for the Woodland District Strategic Plan, by the year 2030 the projected number of additional multi-family units is anticipated at 740 to 1,056. At this level of development, it would be anticipated that the remaining 390 to 74 units will be accommodated in existing neighborhoods elsewhere within the planning area.

New residential development will consist of teardown and rebuilding of older housing stock, infilling older neighborhoods with larger lot sizes with the capacity to handle additional units, and redevelopment and infill within the Woodland District. In 2008, Sixth Avenue Place became Lacey’s first truly mixed-use building with 101 multi-family residential units with a retail frontage.

Within the Woodland District, the Woodland District Strategic Plan identifies the area for significant public and private investment to make the area more desirable from a residential standpoint. Additionally, the multi-family tax exemption program enacted by the City will incentivize multi-family development reducing property taxes associated with multi-family units between 8 and 12 years after project construction. The Woodland District Strategic Plan also identifies a future affordable housing strategy as a work program item to provide a variety of housing in the District for a range of household types and income levels such as seniors, students, local employees and low- and moderate-

wage workers. The strategy would also support the multi-family tax exemption program to oversee compliance with the affordability requirements of the program.

H. Parks/Open Space

Recreational opportunities within the Central Planning Areas include Huntamer Park, Wonderwood Park (a community park), Homann Park (community park), Chambers Lake Natural Area and Brooks Park, a neighborhood park. Pocket parks include the two Plaza Parks adjacent to the Lacey Market Square shopping center and the Lacey Civic Plaza adjacent to South Sound Center. The Central Planning Area has 3.86 acres of park land per 1000 residents. The parks in this area provide a variety of outdoor recreational opportunities that are both passive and active. There are baseball fields, soccer fields, tennis courts, basketball courts and playground equipment. Several of the parks include trails (paved and dirt).

I. School Facilities

There is one North Thurston Public Schools operated school within the Central Planning Area—Mountain View Elementary. For middle and high schools, students in this planning area are served by Chinook Middle and North Thurston High Schools located in the Pleasant Glade Planning Areas to the north.

As previously stated Saint Martin’s University is at the center of the planning area and is a private university established in Lacey in 1895. In 2010, Saint Martin’s Abbey developed a comprehensive master plan and development agreement to guide future campus development including guidelines for the construction of future buildings, roads, infrastructure, parking areas and landscape and open space areas. Both the master plan and development agreement were adopted by the Lacey City Council on February 25, 2010. The master plan and development agreement is an important tool to guide the future development of the St. Martin’s property.

In 2015, South Puget Sound Community College completed a \$7.5 million construction project to convert a former state-leased office complex into the new Lacey campus of South Puget Sound Community College. Located across 6th Avenue from the Intercity Transit center, the campus will serve as a destination for an estimated 10,000 people per year for use as both a community college and for contracted training programs.

J. Streets, Trails, and Connections

College Street SE, Sleater-Kinney Road, Carpenter Road, Ruddell Road, and Golf Club Road are the main north-south transportation corridors in the Central Planning Area. The Lacey Boulevard/Pacific Avenue one-way couplet and Martin Way are the primary east-west corridors. Interstate 5 runs east/west through the planning area with full access provided at exit 108 off of Marvin Road. Off-ramps from I-5 also connect to Sleater-Kinney Road.

In 2009, the College Street Improvements Final Report was developed to identify strategies to improve College Street from Lacey Boulevard south to 37th Avenue SE. College Street provides a primary north-south link for automobiles, transit, pedestrians, and bicyclists from South Thurston County to Interstate 5. The corridor contains a heavy number of vehicles per day (estimated at 32,000 per day by the year 2020). However, the corridor also provides local access to many homes fronting the street, an elementary school, and access to local streets and collectors. The College Street Improvements Final Report identifies a series of improvements to be developed to improve conditions for all modes of

transportation throughout the corridor. The first improvements identified in the report are slated for construction in the short term with the roundabout at 22nd Avenue.

The Central Planning Area is well-connected with the regional trail system. The Chehalis Western Trail runs the length of the planning area along the western border. The Chehalis Western runs north-south and connects as far north as Woodard Bay and as far south as Rainier. The Lacey Woodland trail runs east-west between Pacific Avenue and Lacey Boulevard. The trail connects to the Olympia Woodland Trail to the west which terminates near the Capitol Campus and terminates at the Woodland Creek Community Park on the east. Both the Chehalis Western and the Lacey Woodland Trails are former rail corridors that were part of the rails-to-trails conversion program. It is possible, however unlikely, that these corridors may be reverted back to rail lines in the future. The Interstate 5 trail runs parallel to I-5 east-west and connects between downtown Olympia and terminates at the Department of Ecology Headquarters building.

K. 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.

L. 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.

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. In 2006, the Lacey City Council confirmed (as part of a private rezone and comprehensive plan amendment application) that the Open Space Institutional Designation was appropriate for this area given the environmental sensitivity.

II. Analysis

Given that this planning area is the oldest area of Lacey and is mostly developed, most of the development within the next two decades will be through redevelopment. Sub-area planning is an important aspect of redevelopment and implementation of the City's vision in the Central Planning Area. Sub-area plans provide more detailed planning, guidance, and predictability for residents, businesses, and for applicants of a development project. Sub-area planning also ensures that development is high-quality and well-integrated into existing built areas. Implementation of the Woodland District Strategic Plan and development of the future Depot District Plan and Golf Club Road Neighborhood Plan should be the highest priority in this Planning area.

In 2004 as the result of neighborhood concerns over the creation of infill lots where homes were being placed in what was once the backyard of an existing home, the city council enacted regulations to prohibit this type of development. Essentially, new lot size requirements were enacted for parcels less than one acre in size that prohibited redevelopment—specifically related to lot size width requirements along public streets. Since then, new lot creation in our older neighborhoods especially in the Golf Club Road neighborhood has stopped even though this area has land availability, utility capacity, is served by transit, and is in close proximity to services. The City should reexamine the de facto prohibitions on infill in this area given its strategic location and age of the neighborhood. Standards should remove focus on lot layouts and more on design requirements related to privacy and architectural design.

The uses within the Central Business District zones (CBD 4, 5, 6 and 7) are listed according to a table associated with the manual on Standard Industrial Classification (SIC code). These tables are oftentimes confusing and can be difficult to administer. The City should examine the tables associated with the CBD zones and simplify them. Also, uses should be analyzed to ensure that they still meet the City’s vision including but not limited to: more allowances for multi-family residential development, higher permitted residential densities, more flexibility of uses, and compatibility requirements between commercial and residential.

III. Goals and Policies

A. Goal: Provide for a healthy and vigorous core area as a destination commercial center and central urban hub for the City.

1. Policy: Implement the Downtown 2000 Plan and the Woodland District Strategic Plan.
2. Policy: Develop and implement a sub-area plan for the Depot District.
3. Policy: Review and update standards of the Central Business District on a regular basis to maintain a competitive place in regional retail economy while maintaining a quality level of development.
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 the Lacey Historic Neighborhood as a unique housing resource. Continue to require special development standards for Lacey Historic Neighborhood 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.

3. Policy: Develop and implement a sub-area plan for the Golf Club Road Neighborhood.

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 lower density neighborhoods 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 an exceptional transportation network that interconnects all uses with the Central Business District including employers, retail establishments, parks, and 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. Specifically, the Golf Club Road corridor should be improved to full city standards to link pedestrians in residential areas with businesses and services.

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

3. Policy: Provide safe pedestrian crossings to encourage walking and pedestrian access.

4. Policy: Require pedestrian-friendly building design in areas where foot travel is likely and encouraged. Pedestrian-friendly building design may include buildings oriented towards adjacent regional trails.

5. Policy: Ensure that parking areas are “right sized” for the use they are intended to serve while supporting optional minimum requirements should less than the minimum number of parking stalls be desired by an applicant.

IV. Implementation Measures

1. Continue to support the implementation of the Woodland District Strategic Plan and the 25 prioritized action items.

2. Develop and implement the Depot District and Golf Club Road Neighborhood sub-area plans.

3. Identify target areas and strategies to accommodate projected residential development. Strategies shall include encouraging infill development on larger lots by establishing new standards related to minimum lot size, lot width, etc. while ensuring compatibility between existing and new development; supporting existing and future sub-area planning efforts; continuing a liberal policy on accessory dwelling units; and city-supported incentives such as the

multi-family tax exemption program.

4. Examine and simplify the Central Business District table in the Lacey Municipal Code to ensure that they meet the City's vision including but not limited to: more allowances for multi-family residential development, higher permitted residential densities, more flexibility of uses, and compatibility requirements between commercial and residential.

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).

B. Character and Functional Relationship to City

The Horizons Planning Area is characterized as a newer area of the City, with the majority of the development in this area having occurred since the City began planning under the GMA. The area has developed with a number of diverse projects including cluster housing, townhouses, and mixed use developments. A number of these projects were master planned under the provisions for village (urban) centers which allows mixed density neo-traditional residential development, commercial uses, common open spaces and community and public uses. The Horizon Pointe and Summerwalk developments both include a range of development densities and housing types with commercial development components. The Lacey Corporate Center was originally envisioned as a business park development with a high density residential component and accessory commercial uses. The southeastern portion of the property was redesignated for community commercial uses as part of the Crossroads development. This commercial area as well as the surrounding commercial development along Yelm Highway serves as the central commercial hub for the Horizons Planning area

All of the Horizons Planning Area with the exception of Capital Golf Club Estates and Chambers Estates are located within the incorporated limits of the City of Lacey. The exceptions noted above are located within Lacey's Urban Growth Area and are served by the City with water services. Capital Golf Club Estates and Chambers Estates were developed in the 1960's and are an unincorporated island area in the southern portion of the planning area. These developments are surrounded by the corporate limits of the City with the exception of the western boundary of Chamber Estates which directly borders Thurston County.

This planning area is intended to serve a number of functions for the City. Functions include affordable housing, low and medium density residential uses, community and public uses, business park development, and neighborhood commercial use. The community commercial zone located along Yelm Highway serves the Horizons Planning Area as well as adjacent planning areas and outlying communities that are served by the highway. There are also designated neighborhood commercial areas along College Avenue and adjacent to the Horizon Pointe development that is intended to serve adjacent neighboring areas.

C. Acreage

The planning area includes approximately 1,767 acres of property. There are some additional areas available for future development in this area for single family and multifamily development (INSERT DEVELOPED/UNDEVELOPED TABLE). There is also limited area for commercial and business park use. Much of the remaining single family development areas have vested subdivision applications or are in the process of completing phased development of the project.

D. Population

The 2015 population of this planning area is estimated at 14,510 persons. Population growth and allocation projections anticipate the population in the Horizons Planning Area by the year 2035 will be 15,460 persons, an increase of 950 persons during the 20-year planning period. An additional 930 housing units are expected during this period as well. The planning area experienced its greatest amount of growth after the City began planning under the GMA. There is limited potential for infill and redevelopment in the planning area.

E. Land Use – Current

There were a total of 6,103 dwelling units in the Horizons Planning Area in 2015. Approximately 60% of these dwellings are projected to be single-family units, and 40% are multi-family units. Over the next 20 years, it is anticipated that

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. This commercial area extends down the north side of Yelm Highway in the front of the Summerwalk Village (Urban) Center property. The Community Commercial designation of the Summerwalk development has been recently developed with a neighborhood Walmart Center and adjacent retail establishments. These businesses are intended to provide services primarily for the surrounding neighborhoods. The Community Commercial zone includes approximately 79 acres and has a small number of sites remaining to be developed.

Horizons Planning Area also includes the Lacey Corporate Center. This development includes property designated for business park use. In 1999, the southeast corner of the park was re-designated to a Community Commercial designation consisting of 32 acres. This was done to encourage more development at the Corporate Center. There has been some development completed in the Business Park portion of the project including, multifamily development. However, the zoning provisions for business park development that call for a campus type development style that is no longer desired by the development community and is not particularly suited to this area.

Approximately 230 acres of property south of Capital Golf Club Estates has been developed as Horizon Pointe which was Lacey's first designated Village Center. This project is nearing completion with the development of the final 69 lots. The Horizon Pointe development is the single largest development in this area with over 1,300 lots. The portion of the project that is designated as Neighborhood Commercial has not been developed at this point. The property

north of Capital City Golf Course, across Yelm Highway, has an approved master plan called Summerwalk. Portions of this property have been developed for residential and commercial uses. The final phases of residential development have been approved and are moving toward completion.

The planning area includes the Capital Golf Club Estates and the Chamber Estates subdivision that are located outside the incorporated limits of the City. These projects began development in the 1960's and are supplied by City water services and on-site septic systems.

F. Density Characteristics

The character of the planning area has evolved over the last twenty years, and contains a significant variety in housing types and land use. This area has some remaining larger single family lots 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. Those areas are primarily located along College Street which is intended to create a corridor to accommodate transit.

In the 1980's and early 1990's, single family development on lot sizes of 5,000 square feet or larger was the predominant land use pattern in the north portion of the planning area, 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. The adoption of the 1994 Comprehensive Plan promoted higher densities, smaller lot sizes, and re-designating of significant portions of the area as Moderate Density. Since that time, the area has developed at somewhat higher densities on average with lot sizes ranging from 3,700 to 5,000 square feet. More recent subdivision development in the Moderate Density areas have taken advantage of the active market for affordable single family homes and the development standards which have allowed single family homes on lots approaching 3,700 square feet.

G. Parks/Open Space

The Horizons Planning Area contains Rainier Vista Community Park, which is a 40+ acre multipurpose community park that serves as the central recreational focus for this portion of the City of Lacey. Park facilities in this planning area also include William A. Bush Park and Horizon Pointe Park. A portion of the Chehalis Western Trail runs parallel along the western boundary of the planning area and includes the 67th Avenue trailhead.

The City also owns the historic Jacob Smith House in the Lacey Corporate Center. The home was constructed prior to the Civil War and is the oldest home in Lacey. The structure and surrounding 3 acre grounds is now used as a community facility used for weddings, receptions, seminars and retreats. 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, the Chehalis Western regional trail borders the west boundary of this planning area.

H. School District Facilities

There are two schools within the Horizons Planning Area. There is the Komachin middle school located along College Street and Horizons Elementary School south of Yelm Hwy and west of Rainier Road. A construction bond passed by the district in 2014 included facility upgrades to Komachin Middle School. Phase I of these improvements began in 2015. There are currently no other school improvements anticipated in this planning area as part of the *2015-2021 North Thurston Public Schools Capital Facilities Plan*. The district recently completed school boundary changes to balance enrollment increase capacity at most schools.

I. Streets

Yelm Highway SE and 37th Avenue SE are the primary east-west transportation corridors in the Horizons Planning Area. 37th Avenue comprises a portion of the northern border of the planning area. College Street SE is the primary north-south corridor serving the area. All of these roadways are designated as Arterials in the *City of Lacey 2030 Transportation Plan*. The portions of College Street and Yelm Highway have the highest projected traffic volumes in the planning area.

Future street widening and improvement projects are identified in the City's Transportation Improvement Plan and are completed based on need and funding. Widening and pedestrian improvement are anticipated for 37th Avenue from College Street west to the city limits and portions of Yelm Highway.

The planning area is connected to the regional trail system. The Chehalis Western Trail runs the length of the planning area along the western border. The trail runs north-south and on the far north connects Woodard Bay to its southern extent at the City of Rainier. The Chehalis Western Trail is a former rail corridor that was constructed as part of the rails-to-trails conversion program.

J. Resource Designations

There is 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. There are also sites are designated as open space/agricultural for taxation purposes.

K. 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.

There has been some documentation of the presence of the Mazama Pocket Gopher on some sites in the southern portion of the planning area. Several species of the gopher have been listed as "threatened" by the U.S. Fish & Wildlife Service. Special measures have been put

in place by the service to assist in the protection on these species.

II. Analysis

The character of the planning area has been formed in part by development that has occurred after the adoption of the first Comprehensive Plan adopted under the provisions of the GMA. The area includes attractive single family residential neighborhoods, a number of multifamily projects, as well as affordable housing projects and 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. The primary function of this planning area has been to provide residential areas 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 that effectively serves a community and regional function for provision of commercial services. Commercial development in this area primarily began in the 1980's and has been incrementally added to over the ongoing years. The Community Commercial areas adjacent to College Street and Yelm Highway not only serve residents in the planning area but a large part of the southern portions of the City as well as area cities and rural areas. Neighborhood commercial areas along College Street and adjacent to the Horizons Point development have been slower to develop.

The recent economic recession had an impact on residential and commercial development in this area by slowing the pace of residential and commercial growth. Many of these projects that have been put on hold are now being completed. Continued development of the Business Park District of the Lacey Corporate Center has been slow. The development standards for this zoning district were adopted in the 1980's. Since that time, the construction of business park developments have dramatically changed from locating these uses outside of core areas in a campus like setting to the desire to be located in a more urban environment that is near amenities used by the employees such as restaurants, shopping, and recreational facilities. The Business Park District needs to be reviewed to determine if amending the provisions would provide for appropriate standards for business park use or if another land use designation is warranted.

Demographic and housing information for the planning period indicated that there is some potential for additional residential and commercial development in the planning area. Due to the age of the majority of housing stock in the area, there is limited potential for infill and redevelopment opportunities. Changes to the regional transportation plan in the late 90's for major transportation connections designated Yelm Highway as the major east/west connector in this area. Traffic through the crossroads intersection has continued to increase as the development of the planning area and surrounding communities have grown. Development in the planning area needs to continue to consider possible impacts to sensitive wellhead protection areas.

Annexation of the Capital City Golf Club Estates and Chamber Estates should be reviewed based on criteria established by the City Council for inclusion into the city limits. These properties are currently the only remaining areas in the planning area that are not part of the City of Lacey. The Chambers Estates development contains an airstrip that should continue to be considered and accommodated as a private small aircraft airport in 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.

Continued coordination of multi-modal and pedestrian facilities needs to occur throughout the planning area to serve this area and promote successful urban mixed-use development. Map XX shows proposed land use conforming to recommendations of this plan.

III. Goals and Policies-Horizons Planning Area

Goal 1: Continue to encourage the development of a range of residential types, providing opportunity for high density residential development along arterials with transitions to existing low density residential development.

Policy A: Retain undeveloped property along College, Yelm, Ruddell, and Rainier Road in the moderate density residential classification.

Policy B: 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.

Policy C: Pay careful attention to creating effective transitions between new developments of higher density and existing low density development.

Goal 2: Provide for coordinated interconnection of new residential and commercial development emphasizing pedestrian, bicycle and mass transit opportunities.

Policy A: Require interconnections of streets, pedestrian trails and greenbelts with adjacent projects and properties unless there are apparent safety issues.

Policy B: Require access easements through private streets and apartment complexes to ensure an interconnection between adjacent properties and local collectors and arterials.

Policy C: Require exceptional pedestrian linkage and pedestrian, bicycle and mass transit improvements throughout the residential and commercial areas.

Goal 3: Provide convenient access to neighborhood commercial zones throughout the planning area with emphasis on pedestrian opportunities.

Policy A: Retain strategic sites within the planning area for neighborhood commercial activities, providing neighborhood commercial activities within walking distance of all neighborhood areas.

Policy B: Pay particular attention to integration of neighborhood commercial sites to ensure the site is compatible with and complements and serves local neighborhood uses.

Policy C: 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.

Goal 3: Maintain the local character of the Horizons Planning area by ensuring high quality aesthetic standards similar to the Lacey Corporate Center vision. Review the Business Park District to analyze development standards and the land use designation for its appropriateness in the planning area.

Policy A: Continue to require that retail development in the Lacey Corporate Center designated as Community Commercial adhere to special design and development conditions similar to those contained within the approved master plan and development agreement in place.

Policy B: If the area currently designated as Business Park District is approved for redesignation or development standards are amended, maintain design standards and development conditions that consider impacts to existing and adjacent developments.

IV. Implementation Measures

1. Review the Business Park District designation in the Lacey Corporate Center to determine if changes need to be made to the development standards or if another land use designation is more appropriate in this area.
2. Assess the viability of annexing Capital Golf Club Estates and Chamber Estates based on the annexation criteria adopted by the City Council.
3. Encourage the development of a citywide bike and trails plan that ensures linkages to commercial centers and transit opportunities.