

AGENDA
LACEY PLANNING COMMISSION MEETING
Tuesday, January 2, 2018 – 7:00 p.m.
Lacey City Hall Council Chambers, 420 College Street SE

Call to Order: 7:00 p.m.

- A. Roll Call
- B. Approval of Agenda & Consent Agenda Items*
Approval of the December 19, 2017, Planning Commission Meeting Minutes

Public Comments: 7:01 p.m.

Commission Members Reports: 7:03 p.m.

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

New Business: 8:10 p.m.

Nomination and Election of Officers for 2018. The Planning Commission will nominate and elect members to serve as chair and vice-chair for 2018.

Congregational Housing for Churches: Ryan Andrews, Planning Manager. The Planning Commission will hear a proposal from a pastor and senior leader from a Lacey church about a proposal to provide housing on church property. The Planning Commission will discuss options to allow these uses and identify potential issues that will need to be addressed in a future code amendment.

Communications and Announcements: 8:55 p.m.

Next Meeting: January 16, 2018.

Adjournment: 9:00 p.m.

12/26/17

CITY OF LACEY PLANNING COMMISSION WORK SCHEDULE

Planning Commission Meeting
January 2, 2018

- 1. Election of Chair and Vice Chair**
- 2. Work Session:** Housing for Church Congregations

Packets due: December 28th

Planning Commission Meeting
January 16, 2018

- 1. Work Session:** City Manager State of the City (tentative)

Packets due: January 11th

**Joint Planning Commission/
City Council Meeting**
January 25, 2018

- 1. Work Session:** Approval of 2018 Private Amendment Docket
- 2. Work Session:** 2018 Work Program Discussion

Packets due: January 10th

Planning Commission Meeting
February 6, 2018

- 1. Work Session:** Stormwater Manual Revisions Briefing
- 2. Work Session:** TRPC Wedge Analysis (tentative)

Packets due: February 1st

Upcoming Meetings:

February 20: Stormwater Manual Revisions Hearing

MINUTES

Lacey Planning Commission Meeting
Tuesday, December 19, 2017 – 7:00 p.m.
Lacey City Hall Council Chambers, 420 College Street SE

Meeting was called to order at 7:00 p.m. by Paul Enns.

Planning Commission members present: Paul Enns, Mike Beehler, Michael Goff, David Lousteau, Mark Morgan, Cathy Murcia, Peg Evans-Brown and Sharon Kophs. Carolyn Cox attended via conference call. Staff present: Rick Walk, Christy Osborn, Ryan Andrews, and Leah Bender.

Paul Enns noted a quorum present.

David Lousteau made a motion, seconded by Sharon Kophs, to approve the agenda for tonight's meeting. All were in favor, the motion carried. Mark Morgan made a motion, seconded by Cathy Murcia, to approve the December 5, 2017, meeting minutes. All were in favor, the motion carried.

1. **Public Comments:** Eddie Bishop wished Carolyn Cox, Christy Osborn, and Mike Beehler farewell and good luck.
2. **Commission Member's Report:** Michael Goff noted that Councilman Steadman is attending tonight's meeting.
3. **Director's Report:**
 - Rick Walk updated Planning Commission on the Thurston County Washington Tractor CUP and the Gateway Division 2 Annexation.
 - Rick noted that at the last City Council meeting the budget requests were made to fund a regional Climate Action Strategy Plan. Rick is participating in meetings with regional partners discussing the scope of the strategy plan and gathering information on whether there is a direct positive cost/benefit to the City.
 - Rick discussed TRPC's process for obtaining information on open space areas in the city.
 - Rick noted that interviews were held for the open Planning Commission position. The Mayor has selected David Wasson to recommend to Council. A position remains open for a representative from the un-incorporated UGA. The city will continue to accept applications.
4. **Old Business:**
 - 2018 Work Program Preparation:**
 - Ryan Andrews went over the draft Work Program.
 - There were discussions regarding the Parks Plan, Housing Strategy, and Complete Streets.
 - Staff noted that two private applications have been made for zoning amendments and these items will be added to the work program.
 - Update on Pedestrian and Bicycle Plan and Depot District Subarea Plan:**
 - Ryan shared a PowerPoint presentation that was presented at the last Citizen Advisory Committee Meeting on November 8. The next meeting will be held on January 17, and the committee will review some draft guidelines.
 - Ryan and Rick discussed the Walking Audit and Bike Audit.
 - There was a discussion regarding personal safety on the Chehalis Western Trail. Ryan said that the issue is not addressed in the Plan. Rick noted that Lacey Police Department is aware

of the issues and have used the Senior Patrol to be a presence on the trail corridor by performing safety patrols.

- Bus stops and crossing locations were discussed.
- Ryan noted that a consultant team has been hired to develop the Depot District Plan. A program similar to the charrette will be held February 26 through March 2 at the depot museum site.

5. **New Business:**

Recognition of Chair Cox, Commissioner Beehler, and Associate Planner Christy Osborn:

- Planning Commissioners and Staff thanked Carolyn, Mike, and Christy for their service to the City and wished them well in their new endeavors.
- Mike, Christy, and Carolyn each thanked Staff and Commissioners and expressed how much they enjoyed their time with the City.

6. **Communications and Announcements:**

- Councilman Steadman asked Planning Commission for their help determining where funds from the Transportation Benefit District would best be used; and asked them to consider making the housing strategy and joint planning items on the work program high priorities.

7. **Next meeting:** January 2, 2018.

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



PLANNING COMMISSION STAFF REPORT

January 2, 2018

SUBJECT: Introductory briefing on congregational housing for churches

RECOMMENDATION: The Planning Commission will hear a presentation from a Lacey church about providing temporary housing within permanent structures on church property. The Planning Commission will also discuss options to allow these uses and identify potential issues that will need to be addressed in a future code amendment.

TO: Lacey Planning Commission

STAFF CONTACTS: Ryan Andrews, Planning Manager *RA*

ATTACHMENT(S): 1. Research briefing on church-provided congregational housing

**PRIOR COUNCIL/
COMMISSION/
COMMITTEE REVIEW:** None.

BACKGROUND:

The Community and Economic Development Department has been approached by the pastor and a senior leader of Saint Mark's Church about temporarily housing homeless individuals within permanent structures on church property. Currently, City regulations do not provide for any housing associated with churches or within the Open Space Institutional zone (the zoning district in which most churches are located) other than as an incidental use to the permitted use such as caretaker's quarters, or as an accessory use to institutional facilities such as housing for students, staff or faculty of colleges, hospitals and the like (LMC 16.48.020(5)). The only allowance for temporary housing would be associated with homeless encampments. The regulations for homeless encampments are contained in Lacey Municipal Code 16.64.

A priority 2018 work program item and a priority of the City Council is to offer tools that the City of Lacey can use to address the issue of housing and homelessness in the community. Churches are well-suited to be able to accommodate housing for at-risk populations (homeless, elderly, those with a disability, etc.) on their own property and many churches have missions to serve those that may need some form of assistance.

The Planning Commission will hear a presentation from the leadership at Saint Mark's Lutheran Church about providing temporary housing within permanent structures on church

property. The Planning Commission will also discuss options to allow these uses and identify potential issues that will need to be addressed in a future code amendment to allow these types of uses. To assist the Planning Commission in the discussions, staff has prepared a research briefing on the topic that contains relevant goals and policies from the Comprehensive Plan, what other jurisdictions are doing to permit these types of uses, and potential topics to consider when drafting new regulations to allow these types of uses.

Title 16- Alternative Housing Overview

Background:

The City Council and Planning Commission have been in the process of discussing ways to provide additional affordable housing tools for the community. The City Council has identified affordable housing as one of its priorities. Various religious and nonprofit groups with ideas to provide alternative housing accommodations in the community have approached the Department of Community and Economic Development.

The department has researched ways various communities have addressed alternative housing needs. There are some alternative housing examples by municipalities, although the examples to draw from are limited. The approach that most jurisdictions seem to be taking are to allow a pilot project approach that allows a project at a specific site or allowing a specific alternative housing type in limited zones or locations. Examples of alternative housing tools utilized by municipalities include:

Seattle: The City has implemented mandatory housing affordability rezones throughout the City. These rezones are identified as “urban villages” in different neighborhoods throughout the community that provide both housing and employment. Developers in these areas are allowed increased densities or building heights in exchange for providing affordable housing on-site or paying into an affordable housing fund managed by the City. Affordability is required to be preserved for a 75-year term. The amount the developer has to build or pay is determined by the usual cost of housing in the zone and the scale of the zone change. The rezones also include requirements for family-sized housing units. Monitoring of these regulations is required to address displacement risks, and access to multi-modal transportation.

Seattle also allows the placement of small-efficiency dwelling units (micro housing) in select locations. These units are required to be a minimum of 150 square feet in size on ground floor, include a kitchen with a refrigerator, stove or microwave, running hot and cold water, bathroom, closet area, storage area, and accommodations for natural light.

Olympia: Quixote Village was constructed as permanent supportive housing that consists of 30 cottages, a 2,640-foot community building; two full-time staff members that include a program manager and social worker, with an elected resident council that helps govern the village.

Everett: The City approved a pilot project to allow for student housing accommodations in the downtown area with accommodations for off-site parking. The ordinance allows for alternative housing use if the building is not fully occupied by university students. The pilot project

allowed for the placement of student housing in the downtown commercial zone. The City is also in the process of evaluating micro housing opportunities in the downtown area.

Throughout the United States, religious organizations have begun to provide housing opportunities on their church property. In downtown Seattle, Gethsemane Lutheran Church remodeled their current church into a structure that includes 50 units of affordable housing, a community service center, and sanctuary. Other religious organizations in Oregon and other states have constructed affordable housing projects within or next to existing structures. The construction of these projects have been precipitated as a response to address current social issues and declining membership numbers in many churches.

Comprehensive Plan Goals:

The Land Use Element of the Lacey Comprehensive Plan is built on a framework of providing an appropriate mix of land uses that provide an array of housing choices; identifies goals and policies to serve the community and fulfills the overall vision of improving the quality of life for all residents. Applicable framework policies that apply include:

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

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

Applicable Land Use Policies contained in the Comprehensive Plan include:

Residential

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

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

Infill

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

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

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

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

The Housing Element of the Comprehensive Plan also provides direction on provisions for alternative housing. The Community Vision contained in the Housing Elements states:

Lacey includes a broad choice of housing types at a range of prices, including affordable homes in diverse, safe settings that maintain a high quality of life.

Applicable goals and policies that address alternative housing considerations, including the homeless population, contained in the Housing Element include:

Goal 1: Have a sufficient number of single-family dwelling units, multifamily units, and group and special need housing to provide a selection of rental and home ownership affordable housing opportunities for all persons.

Goal 4: Achieve housing that is compatible and harmonious with existing neighborhood character while allowing infill and providing for environmental sensitivity.

Goal 6: Work cooperatively with local jurisdictions, nonprofits and religious organizations to reduce homelessness and find ways for providing emergency and transitional shelter to serve the identified needs of this population.

Policy B: Provide the opportunity to accommodate innovative strategies that will include emergency and transitional housing for the homeless population.

Policy C: Ensure location and use of emergency and transitional housing considers, and is successfully integrated into, the surrounding neighborhood without impact to other land use activities.

Policy D: Maintain and expand linkages with the business, religious and nonprofit communities as partners in ending homelessness.

Policy E: An emphasis in City policy will be to reflect the Continuum of Care approach, which emphasizes supporting self-sufficiency and transitional housing programs rather than stop gap measures which fail to break the cycle of homelessness.

Policy H: Continue to review and monitor participation and experience in programs that support the homeless population, assess effectiveness in meeting the needs of Lacey's homeless individuals, and provide opportunities for programs that can better serve this demographic.

Policy I: Particular priority will be provision of services to minors without family resources and families with children. The City will place its highest priority on assisting homeless children and families with children and victims of domestic violence and other special needs groups.

Title 16 – Zoning

The Zoning Ordinance currently contains provisions that allow for a wide range of housing types including single-family, duplex, multi-family, townhomes, manufactured homes, and accessory dwelling units. Accessory dwelling units are allowed in the single-family, moderate and high-density zones as accessory to the primary residential use. The code requires specific design criteria to be met that limits the size of the unit and promotes compatibility and complementary design.

Chapter 16.64 contains provisions for Homeless Encampments. Homeless encampments are permitted when accommodated by religious host agency through a Limited Administrative Review process. Requirements are outlined in the code to address sanitary facilities, water, number of residents, parking, security, and cooking facilities. Public notification to the North Thurston Public Schools and a public meeting is required for the placement of these temporary accommodations. The code does provide for placement of these temporary accommodations inside existing church structures.

The Zoning Ordinance does not currently provide for the placement of alternative non-profit or affordable housing such as micro housing, tiny house villages, or allowing the placement or use of permanent structures in conjunction with other uses such as a religious institution. Staff has identified items to consider and discuss for the placement of non-profit alternative housing.

Items of considerations include:

- The requirement to partner with a religious organization or other non-profit for oversight and management
- Use as an accessory use to a primary use
- Single structure or multiple structures
- Allow for as part of a multiple use structure or existing structure
- Required design standards
- Utilities – Adequate sanitary facilities
- Parking accommodations
- Buffering from adjacent land uses
- Densities allowed
- Site security-internal and external
- Allowance for site built or modular units

- Zones in which use would be allowed
- Level of project review by City-required review by other departments or other agencies such as the social and health services and North Thurston Public Schools
- Location in the Zoning Ordinance – Separate chapter for alternative housing provisions, placement in individual zones