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

A Joint Planning Document Prepared as
The Lacey Comprehensive Land Use Plan
and an Element of
The Thurston County Comprehensive Land Use Plan
Updated Under Growth Management Act Requirements 2003
Partial Forecast / Demographic Update 2008
PHOTOGRAPHS
David R. Burns, AICP, Principal Planner
All historic photographs in Chapter II were provided courtesy of the Lacey Museum/City of Lacey, except where noted.

A number of studies and articles were used in preparing this element of the Comprehensive Plan. Special acknowledgement must go to Anton Clarence Nelessen and his book “Visions for a New American Dream” used extensively in the Urban Center section. Additional acknowledgement is deserved by Thurston County Regional Planning for work on residential population allocation and distribution, which was used to allocate population to, and create projections for, Lacey’s planning areas.
City of Lacey Community Development Staff that worked on the Comprehensive Land Use Plan, serving the citizens of Lacey in development efforts and community planning

From top left to right: Marci Price is one of Lacey’s Permit Technicians and provides administrative support to the Planning Commission. She was responsible for all of the administration work and detail required in putting the Plan document together; Joyce Phillips, AICP, is Lacey’s Senior Planner responsible for the current planning program that implements the Comprehensive Land Use Plan; Jerry Litt is the Community Development Director. He was responsible for overseeing development of the 2003 Plan update and he is the chair of the Site Plan Review Committee that reviews development projects and ensures they meet goals and policies of the Plan. He is also the lead on Lacey’s economic development efforts; Chrissy Bailey is an Assistant Planner who works primarily on current planning projects. She also provided support for hearings held on the Comprehensive Land Use Plan update and was the lead for development of Lacey’s Comprehensive Plan for Outdoor Recreation; Sharyl Robbins is one of Lacey’s Permit Technicians and is primarily responsible for operation of the building permit side of the City’s permit counter. She was also backup administrative support to the Lacey Planning Commission; Cindy Carmichael is department assistant and provides administrative support to the Community Development Department as well as backup support to the Lacey Planning Commission; David Burns, AICP, is the City’s Principal Planner responsible for Lacey’s long range planning program. He was the lead planner for development of the City’s original 1994 GMA Plan and the major 2003 update; Rick Walk, AICP, is an Associate Planner responsible for working on current planning projects ensuring compliance with Plan goals and policies. He also provided support to the Planning Commission for development of commercial goals and policies and he wrote the executive summary for the 2003 Plan update.
EXECUTIVE SUMMARY
CITY OF LACEY AND THURSTON COUNTY
LAND USE PLAN
FOR THE LACEY URBAN GROWTH AREA
Executive Summary
City of Lacey and Thurston County Land Use Plan
For the Lacey Urban Growth Area

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

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

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

What is a Comprehensive Plan?
The intent of the comprehensive plan is to present a clear vision for Lacey’s future over a twenty year period. A vision that can be easily understood, evaluated and implemented. The Lacey Comprehensive Plan is actually comprised of a series of documents or elements (see figure #1) that as a whole provide a consistent policy direction relating to growth and development, housing, parks, open space, environmentally sensitive areas, historic preservation, public services and other issues. These policies establish the foundation for the development and updates to Lacey’s Capital Facilities Plan, Transportation Plan and implementation ordinances.

Figure #1
Elements of the Comprehensive Plan

- City of Lacey and Thurston County Land Use Plan for the Lacey Urban Growth Area–2003
- Housing Element for the City of Lacey and the Lacey Urban Growth Area–2003
- Environmental Protection and Resource Conservation Plan for the City of Lacey
- City of Lacey 1998 Transportation Plan
- Capital Facilities Element for the City of Lacey and the Lacey Urban Growth Area
- Utilities Element for the City of Lacey and the Lacey Urban Growth Area
- City of Lacey Comprehensive Plan for Outdoor Recreation
- Water Comprehensive Plan for City of Lacey
- City of Lacey Wastewater Comprehensive Plan, 1998
- Economic Development Element for the City of Lacey
- Comprehensive Plan Downtown Element as supplemented by the Woodland District Guidelines and Northeast Area Plan
Lacey’s Comprehensive Land Use Plan
This current land use element incorporates the 10 year update of Lacey’s original Comprehensive Land Use Plan, the City’s first plan under the State of Washington Growth Management Act of 1990 (GMA) with more recent 2007 demographic updates and some text changes and map amendments. The comprehensive land use plan is required to be updated every ten years by the GMA. This was accomplished in 2003 and it was an opportunity for the City to review the policies and land use decisions established in the 1994 plan against the growth experience of the first decade of GMA strategies. The 2003 update and subsequent amendments determine policy how the City will accommodate forecasted growth of the coming twenty years, while maintaining Lacey’s vision.

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

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

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

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

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

Developing the 2003 Comprehensive Land Use Plan
The 2003 comprehensive land use plan update process began in September of 2001 with a public meeting held by the Lacey Planning Commission to map out a citizen participation schedule and discuss the initial elements of the comprehensive land use plan review process. Since this initial meeting, the Planning Commission conducted four open houses, one for every two Lacey planning areas, held in a central location (i.e. elementary school) within the subject planning areas. Residents of the specific planning areas attending the open houses were able to review information such as maps and demographic data specific to their neighborhoods and the city
examining current land use trends, market pressures and demographic data (population forecasts and buildable lands inventories) supplied by the Thurston Regional Planning Council (TRPC).

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

The first is whether residential development in

Table #1: Population Projections

<table>
<thead>
<tr>
<th>Planning Area</th>
<th>2005</th>
<th>2010</th>
<th>2015</th>
<th>2020</th>
<th>2025</th>
<th>2030</th>
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<td>9,810</td>
<td>11,160</td>
<td>11,410</td>
<td>11,510</td>
<td>11,650</td>
<td>11,620</td>
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<td>Hawks Prairie</td>
<td>2,900</td>
<td>6,620</td>
<td>8,720</td>
<td>10,440</td>
<td>11,910</td>
<td>12,720</td>
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<tr>
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<td>1,750</td>
<td>2,160</td>
<td>2,850</td>
<td>3,340</td>
<td>3,600</td>
</tr>
<tr>
<td>Hotlitz</td>
<td>3,400</td>
<td>10,610</td>
<td>11,760</td>
<td>12,760</td>
<td>13,120</td>
<td>12,270</td>
</tr>
<tr>
<td>Hotlitz - UGA</td>
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<td>1,600</td>
<td>1,640</td>
<td>1,650</td>
<td>1,670</td>
<td>1,730</td>
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<td>Lakes</td>
<td>9,280</td>
<td>9,180</td>
<td>9,110</td>
<td>9,030</td>
<td>10,020</td>
<td>10,130</td>
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<tr>
<td>Lacey - UGA</td>
<td>5,750</td>
<td>5,750</td>
<td>7,000</td>
<td>7,360</td>
<td>8,150</td>
<td>9,400</td>
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<tr>
<td>Meadows</td>
<td>740</td>
<td>790</td>
<td>910</td>
<td>970</td>
<td>1,160</td>
<td>1,310</td>
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<tr>
<td>Meadows - UGA</td>
<td>9,130</td>
<td>10,380</td>
<td>11,220</td>
<td>12,340</td>
<td>13,100</td>
<td>13,750</td>
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<td>Pleasant Glade</td>
<td>950</td>
<td>920</td>
<td>1,050</td>
<td>1,110</td>
<td>1,260</td>
<td>1,320</td>
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<tr>
<td>Pleasant Glade - UGA</td>
<td>1,180</td>
<td>1,480</td>
<td>1,680</td>
<td>1,810</td>
<td>1,920</td>
<td>1,960</td>
</tr>
<tr>
<td>Seasons - UGA</td>
<td>3,480</td>
<td>3,720</td>
<td>4,830</td>
<td>7,110</td>
<td>9,790</td>
<td>10,670</td>
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<tr>
<td>Tanglewood-Thompson</td>
<td>930</td>
<td>1,250</td>
<td>1,040</td>
<td>1,630</td>
<td>1,089</td>
<td>1,130</td>
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<tr>
<td>Tanglewood-Thompson - UGA</td>
<td>7,980</td>
<td>7,810</td>
<td>8,570</td>
<td>9,270</td>
<td>9,968</td>
<td>10,910</td>
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<tr>
<td>Total</td>
<td>56,000</td>
<td>60,450</td>
<td>64,420</td>
<td>67,590</td>
<td>70,160</td>
<td>71,850</td>
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The Lacey City Council held eight public meetings and work sessions discussing the Planning Commission recommendation prior to adopting the final draft of the 2003 comprehensive land use plan.

In addition to considering public input received, the review and development of the 2003 comprehensive land use plan included revisiting goals and policies established in the 1994 plan, the urban growth areas is occurring at the densities which were envisioned in local comprehensive land use plans. The second is whether there is an adequate land supply in the urban growth areas for anticipated future growth in population and employment.

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

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

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

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

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

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

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

Innovative Tools
This planning update process also recognizes and reaffirms concepts such as urban centers, planned residential developments, clustering and transfer of development rights programs. These are successful tools for providing an affordable and diverse mixture of housing types in well planned neighborhood developments with open space and in some cases, limited commercial services.

Urban Design

Table #2
Land Consumption Trends

<table>
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<tr>
<th>Land Use Classification</th>
<th>Developed</th>
<th>Undeveloped</th>
<th>Total</th>
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<tr>
<td>Residential</td>
<td>10,339</td>
<td>3,522</td>
<td>13,861</td>
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<tr>
<td>Commercial</td>
<td>1,729</td>
<td>1087</td>
<td>2,816</td>
</tr>
<tr>
<td>Industrial</td>
<td>1,021</td>
<td>863</td>
<td>1,884</td>
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</table>

Table 2
Developed and Buildable Land Resources
Commercial and residential design policies established in 1994 have taken hold and a tour of Lacey will confirm the positive affect of these policies. Design policies for residential development were updated in 2008 and new residential developments are being designed to create walkable neighborhoods that have varying rooflines and interesting streetscapes less dominated with garages.

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

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

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

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

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

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

Passive recreational opportunities are also highly promoted by this plan through the establishment of policies for the protection and preservation of lakes, streams, wetlands and other sensitive areas.
The goal of these policies is to provide the citizens of Lacey an active, healthy and high quality of life through both built and natural spaces.

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

### Conclusion

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

Through the efforts of the citizens of the City of Lacey and the Lacey Urban Growth Area, the 2003 Plan will continue to envision a range of residential options, consisting of traditional single-family and multi-family housing and neo-traditional housing through either urban centers or planned residential development concepts. It will carry forward the framework for well designed and planned commercial, industrial and recreational development and achieve the goal of providing consistent and cost effective utility and transportation systems.

### Table #3

**Summary of Land Use**

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<th>Land Use</th>
<th>City</th>
<th>County</th>
<th>Total</th>
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<td>Residential</td>
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<td>8,739</td>
<td>13,881</td>
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<td>Commercial</td>
<td>1,926</td>
<td>294</td>
<td>2,220</td>
</tr>
<tr>
<td>Industrial</td>
<td>1,565</td>
<td>368</td>
<td>1,953</td>
</tr>
<tr>
<td>Open Space</td>
<td>1,670</td>
<td>1,324</td>
<td>2,994</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>10,323</strong></td>
<td><strong>10,746</strong></td>
<td><strong>21,049</strong></td>
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CITY OF LACEY MISSION

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

Meandering sidewalk in Beckonridge
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Part 2
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Lakes Planning Area
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Meadows Planning Area

I. Profile 12-1
II. Analysis 12-5
III. Goals and Policies 12-6

Pleasant Glade Planning Area

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II. Analysis 13-5
III. Goals and Policies 13-6

Seasons Planning Area

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Tanglewilde/Thompson Place Planning Area

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