LAND USE HORIZONS PLANNING AREA

I. Profile of Horizons Planning Area

A. Location

The Horizons Planning Area is located in the southwestern portion of the City of Lacey and its Urban Growth Area. It is bounded by the Chehalis Western Trail along its west boundaries and the Burlington Northern Railroad right-of-way along the south. It abuts the Central Planning Area to the north at 37th Avenue on the west side of College Street SE and at 31st Avenue on the east side of College, and along 34th Avenue immediately west of Ruddell Road. The Horizons Planning Area abuts the Lakes Planning Area along Ruddell Road from 34th Avenue south to the Yelm/Ruddell Road intersection where it shares Yelm Highway as a common boundary south to the Burlington Northern Railroad right-of-way; See Horizons Planning Area map.

All of the Horizons Planning Area with the exception of Capital Golf Club Estates, Chambers Estates, Sorrento Rainier Crossing, The Links at Indian Summer, Horizons Elementary School and property south to the railroad are located within the incorporated limits of the City of Lacey as of this writing. The exceptions noted above are located within Lacey’s Urban Growth Area.

B. Character and Functional Relationship to City

The Horizons Planning Area is characterized as a newer area of the City, with several large area vacant land resources, that is facing significant pressure for development. The zone’s character is best described as “evolving” with a number of new innovative projects being developed, such as cluster housing projects, townhouse projects and the Lacey Corporate Center. The Lacey Corporate Center provides for a mixed use, catering to specific light manufacturing activities, the southeast corner with limited retail potential and a portion with high density residential apartments.

Recent land use approvals and development in the Horizons Planning Area have included a full range of activities. This planning area is serving a number of functions for the City. Functions include affordable housing, low density residential, medium density, commercial, recreational and a business park and a community commercial zone serving a radius extending beyond the Horizons Planning Area. Rainier Vista Park is a 40+ acre multipurpose community park serving as central focus for a portion of the City of Lacey.

C. Identified Neighborhood Groups and Homeowner’s Associations

Being a newer planning area, there are only a couple of established neighborhoods within the Horizons area. These include the South Park development at the extreme north end of Horizons, the adjacent Northridge development, the Mt. Tahoma development, Capital City Golf Club Estates and Chambers Estates, which are within the Urban Growth Area.

The South Park development is more or less divided between older South Park and the newer divisions. The newer divisions have a requirement for a homeowner’s association, pay dues to the association and have maintenance responsibilities for common improvements. The older South Park divisions have no homeowner’s association requirement or dues structure. However, the older divisions of South Park have successfully organized and become involved in land use activities around their neighborhood.

Northridge also has an older division and newer divisions. The older division has no homeowner’s association requirement. Newer divisions of Northridge were required to have homeowner’s associations, have a dues structure and have maintenance responsibilities. Representatives from Northridge have become involved with the South Park homeowner’s association showing interest in adjacent land use activities.
The Mt. Tahoma development was developed in two stages. The first, a combination of single family and duplex lots, was developed with no homeowner’s association requirement. The second division, called Wilshire Estates, was developed as a duplex project with a homeowner’s association requirement. A significant amount of open space exists within the Mt. Tahoma subdivision and has been a topic of interest among the group. Efforts have been made at organizing a homeowner’s association for the first division. These efforts have been somewhat successful, but the association still remains voluntary, with no formal dues requirement.

Capital City Golf Club Estates is in unincorporated Thurston County and is designed around the golf course. There is a homeowner’s association and covenants. Over the past decade this association has been very involved in local land use activities, particularly with the planning of the two adjacent urban centers and related projects.

Chambers Estates is a subdivision just west of Capital City Golf Course with one acre lots and a private airport. The homeowners have shown interest in land use planning in the area. In particular, they desire consideration of their airport and want to ensure it remains to be recognized as a viable land use as the area develops.

Newer subdivisions include South Park Division 7, Avonlea, Lexington, Wildwood, Wellington, College Spring, Quail Park, Park Place, Green Briar Estates, Gunnison Place, Parkside, Emerald Heights, Pinewood Trails and Beckonridge. All of the new subdivisions have organized homeowner’s associations.

Several of the new subdivisions, most notably College Spring, Beckonridge and Lexington are characterized with small lots and alleys, taking advantage of policies and standards adopted after the 1994 Plan. The subdivisions also represent a wide variety of housing choices and income ranges. Quail Park developed with townhouses and duplexes and the smaller lot subdivisions with single family detached units like Beckonridge and Lexington provide an affordability range for most incomes.

At the other end of the income spectrum, Park Place markets to Lacey’s upper end home buyer. New standards, along with design review required for small lots, have worked to ensure quality and attractive developments within all of these income ranges.

D. School District Facilities

At this time, there are two schools within the Horizons Planning Area. There is a middle school located along College Street called Komachin, and Horizons Elementary School south of Yelm Hwy and west of Rainier Road.

The school district has stated it will need two new elementary schools in this area to accommodate the twenty year population projections. Several village centers were provided for in this planning area in the 1994 Plan, with an intent to place an elementary school in at least two of them. Unfortunately at this time, while two of the urban/village centers have been master planned, none of the urban/village centers have been developed and no school properties have been dedicated to the school district as of this writing.

E. Transportation Analysis Zones

The Horizons Planning Area includes four transportation analysis zones, including 94, 95, 96, 97, 98, 99, 100, and 101.

F. Census Delineation

This planning area includes portions of two census tracts, Tract 114 and 116. It includes over 56 census blocks in the incorporated portion and additional blocks in the County portion of the planning area.
G. **Acreage**

The sub-area includes approximately 1,767 acres of property. Of this amount, it is calculated that approximately 414 acres are vacant and available for development.

H. **Population**

The 2006 population of this planning area is estimated at 10,040 persons.

Approximately 414 acres of vacant land exist within the planning area for development as of the beginning of 2007. Population growth and allocation projections anticipate the population in the Horizons Planning Area by the year 2030 will be 15,060 persons; Chart 24 displays population projections for this planning area. Approximately 3,410 single family residential units and 1,690 multifamily units are expected; see section on housing for discussion of housing forecasts and illustrations. Increasing density over existing zoning designations in the planning area would extend vacant land resources and increase long term potential density and population.

I. **Land Use - Current**

Map 8 displays existing land use for this planning area. This map is based upon Assessor’s information for 2002. Table 5 shows the number of single family dwellings, multifamily dwellings and manufactured homes available within the planning area.

See section on housing for a more detailed discussion and illustrations.

Chart 25 provides an allocation breakdown of developed properties by number of acres in each general land use category. Table 6 provides an allocation breakdown of zoned properties by number of acres in each zoning classification including both developed and undeveloped land. This information is graphically displayed in Chart 26.

Commercial land use in the Horizons Planning Area is limited to a large community commer-

<table>
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<th><strong>Table 5</strong></th>
<th><strong>Residential Units In Horizons Planning Area 2006</strong></th>
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<tr>
<td>Single Family</td>
<td>2470</td>
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<tr>
<td>Multifamily</td>
<td>1360</td>
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<td>Manufactured Housing</td>
<td>410</td>
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cial node located at the northwest, northeast and southwest corners of Yelm Highway and College, extending down the north side of Yelm Highway in the front of the Summerwalk Village/Urban Center property. The Community Commercial designation of the Summerwalk Village/Urban Center was intended to provide for retail shops, businesses, and services to meet the immediate needs of the surrounding neighborhoods. The City of Lacey Council further defined how that commercial designation should develop when an application for a revised master plan was denied that would have allowed a very large combined grocery store and discount center. It is the intent of this update to maintain the village/urban center concept including the

Chart 25
Existing Land Use in Horizons Planning Area
Measured As Acres Of Land Use Resources Consumed
Based Upon Assessor data 2002

Chart 24B
2006 to 2030 Housing Forecast for the Horizons Planning Area
Housing Units Shown By Type
Data Provided By Thurston Regional Planning

![Chart 24B](image_url)

![Chart 25](image_url)
small commercial user footprints adopted in the master plan to provide services primarily for the surrounding neighborhoods consistent with the Council’s decision/interpretation.

The Community Commercial zone includes approximately 79 acres. Approximately 29 acres of the district are vacant and available for development.

Horizons Planning Area also has the Lacey Corporate Center, which is a business park designed for attracting general high-tech, light manufacturing type uses. In 1999, the southeast corner of the park was re-designated to a Community Commercial designation with limitations on design. This was done to encourage more development at the Corporate Center. The light manufacturing section of the Corporate Center includes a little over 100 acres. The new Community Commercial section is approximately 32 acres. It is under development as of this writing.

Approximately 230 acres of property south of Capital City Golf Course has been developing as Lacey’s first designated Village Center. The property north of Capital City Golf Course, across Yelm Highway, is also zoned Village/Urban Center and is under construction with an approved master plan called Summerwalk. The third original Village/Urban Center property in this area had a master plan developed for it but recently dropped the application. It has since been optioned to a local developer who has applied for and received a rezone of the property, and is currently developing under conventional zoning designations.

K. Parks/Open Space

The Horizons Planning Area has four parks. Rainier Vista, with over 40 acres, is being developed on 45th Avenue, Bush Park is nine acres and located along Yelm Highway and there is a park in Avonlea. The City also recently acquired the historic Jacob Smith House in the Lacey Corporate Center. A number of other smaller open spaces developed during subdivision approvals are scattered throughout the zone and are reserved for park/open space purposes through subdivision conditions. Additionally, a regional trail borders the west boundary of this planning area.

J. Density Characteristics

The sub-area’s character is evolving, with significant variety in housing types and land use. This

<table>
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<th>Zoning Category</th>
<th>Developed</th>
<th>Buildable</th>
<th>Total</th>
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<td>Low Density Residential 0-4</td>
<td>566</td>
<td>12</td>
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<td>Low Density Residential 3-6</td>
<td>208</td>
<td>190</td>
<td>398</td>
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<tr>
<td>Moderate Density Residential</td>
<td>272</td>
<td>83</td>
<td>355</td>
</tr>
<tr>
<td>High Density Residential</td>
<td>2</td>
<td>26</td>
<td>28</td>
</tr>
<tr>
<td>Urban Center</td>
<td>5</td>
<td>8</td>
<td>13</td>
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<tr>
<td>Neighborhood Commercial</td>
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<td>Community Commercial District</td>
<td>50</td>
<td>29</td>
<td>79</td>
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<td>Business Park</td>
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<td>168</td>
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<tr>
<td>Open Space Institutional/Park</td>
<td>14</td>
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<td>14</td>
</tr>
<tr>
<td>Open Space Institutional/School</td>
<td>14</td>
<td>0</td>
<td>14</td>
</tr>
</tbody>
</table>

Table 6: HORIZONS PLANNING AREA
NUMBER OF DEVELOPED AND UNDEVELOPED ACRES BY ZONE
2007 Horizons Planning Area
Chart 26

Data Provided By Thurston Regional Planning
Developed and Buildable Land Resources

Legend:
- Developed and Un-Buildable
- Buildable
area has everything from rural size single family lots of one acre to small lot single family, with lots approaching 3,500 square feet. The area also has an ample supply of apartment complexes and several townhouse developments.

At one time, the majority of the Horizons Planning Area in the incorporated city limits was designated with a Moderate Density residential designation. In the late 1980’s a rezone was accomplished for much of the area, designating the area north of 45th Ave. and east of College St. as Low Density for development of single family residential structures at four units per net acre. As a result of this rezone multifamily development is basically limited to those areas designated as Moderate or High Density under the 1994 Plan, predominantly those areas along College Street, creating a corridor to accommodate transit. Single family development on lot sizes of 5,000 square feet or larger is the predominant land use pattern in the north portion of the planning area that developed in the eighties and early nineties, with the exception of a sizeable area with several mobile home parks developed at higher densities west of College Street and just south of 37th Avenue. After 1994, plan adoption promoted higher densities, smaller lot sizes, and the re-designating of significant portions of the area as Moderate Density. The area has developed at somewhat higher densities on average. Newer subdivisions have lot sizes ranging from 3,700 to 5,000 square feet. New subdivisions in the Moderate Density areas have taken advantage of the active market for affordable single family homes and the new standards which have allowed single family homes on lots approaching 3,700 square feet.

L. Resource Designations

There are no agricultural or mineral extraction sites designated of long term commercial significance within this planning area. A number of sites still are forested or have significant trees that fall under the jurisdiction of Lacey’s tree protection ordinance. A number of sites are designated as open space/agricultural for taxation purposes. For specific location of designated resource sites please refer to the Environmental Protection and Resource Conservation Plan Chapter I.

M. Environmentally Sensitive Area Designations

There is a site around Chambers Lake and a site adjacent to Southwick Lake that have been identified with wetland sensitive areas. A number of localized sites have been identified with geologically sensitive slopes within the planning area. Most of the planning area, as with most of the City of Lacey, is designated as sensitive for aquifer protection. The city also has some major well sites in the area with wellhead protection zones. For specific location of designated environmentally sensitive areas, please refer to the Environmental Protection and Resource Conservation Plan, Chapter II.

II. Analysis

A. Primary Land Use Characteristics and Existing/Potential Functions

This sub-area has an evolving character and currently satisfies a number of city-wide functions. A couple of the more attractive single family residential neighborhoods, those being South Park, Park Place, and Capitol City Golf Club Estates, exist within this zone. A number of multifamily projects have also been approved, as well as some ground-breaking affordable housing projects such as The Cottages and new zero lot line cluster housing projects. A number of mobile home parks also exist in this planning area, providing another affordable housing resource for the city. It is anticipated that the primary function of this planning area will be to provide a residential area for a full range of housing options.
The intersection of Yelm Highway and College is the site of a large Community Commercial District and the Lacey Corporate Center. This serves a community and regional function for provision of commercial services, as well as a high-tech light manufacturing job center.

Demographic studies show significant population increases within the market area of this intersection; see Discussion Paper Number 1 in Appendix III. In addition, changes to the regional transportation plan in the late 90’s for major transportation connections has left Yelm Highway as the major east/west connector in this area. Traffic through the crossroads intersection has continued to increase at a steady pace over the last decade. Studies show between 1990 and 2001 traffic through this intersection increased by 17,109 trips per day on College Street heading north, and 18,719 trips per day on Yelm Highway heading east. The total count in 2001 was 26,087 trips per day heading north on College Street, and 30,502 trips per day heading east on Yelm Highway. Based upon demographic changes expected over the next 20 years, this traffic is expected to continue increasing at a significant rate. This has lead to significant pressure for commercial development in close proximity to this intersection.

At the time of the 2003 update, the City was experiencing pressure from large retailers to take advantage of the demographics and traffic generated by the transportation network. Large retailers with standard footprints of 220,000 square feet have made application and inquiries into location in this area. Market research of these companies supports the assumption that this area will have the capability to support significantly more commercial retail activity, both to serve the immediately surrounding Horizons Planning Area and to support the more regional market area of the crossroads intersection. If properly planned with appropriate commercial land resources, this area has the opportunity to capture and provide for the identified retail market.

The Planning Commission held two public hearings exclusively devoted to considering the issue of providing more intensive commercial use in this area, which generated significant public interest both in favor of and opposed to the idea. In addition, they held a joint public hearing with the County that addressed testimony on this issue. Most voiced concern over perceived traffic impacts that would be generated and potential adverse impacts to the quality and local character of the area. People in the community were split on the idea of large retail users locating in the area. The Planning Commission proposed a compromise between capturing and providing for the regional retail opportunities, and balancing the desire to maintain and promote the local community/neighborhood look and feel. Limitations on size and scale and strong design components will be critical in achieving this balance.

The City of Lacey Council, after considerable discussion, concurred with the Planning Commission that the crossroads intersection node is unique and should allow for more intensive community commercial uses than those community commercial zones located elsewhere. Part of the discussion included the types of services to locate at the crossroads, specifically Lacey Corporate Center in the future. Two other issues that were considered were: 1) the fact that the Lacey Corporate Center Community Commercial would not be immediately adjacent to residential neighborhoods, and 2) the impact of the commercial uses would be carefully monitored and controlled by the existing master plan and development agreement for “Fountain Place”. This Community Commercial District designation can be more intensive than those not located at the crossroads of two major arterial roads. Even so, it still should be limited to commercial uses that are primarily designed to address the needs for goods and services of the surrounding neighborhoods and the traffic that uses the arterial roads on a daily basis. Therefore it was determined that the uses there should not be primarily destination retailers designed to draw customers from a significant portion of the City or region.
The unique mix of a full range of residential uses, as well as the Business Park and Community Commercial District, along with significant vacant land resources, provide the opportunity for a mix of development. However, the location of the City’s well sites advises caution in development of this area. In the past, under the old pre 1994 Comprehensive Land Use Plan, the property between 45th, College, Ruddell, and Yelm Highway was designated for development of a Planned Unit Development (PUD) that could serve as the hub of an urban center. The majority of this area was designated Village Center in 1994. Given the mix of uses and available land resources, this is considered an ideal use for this area if the development can take place in a manner that is sensitive to wellhead protection.

The Chambers Estates airport should also continue to be considered and accommodated as a private small aircraft airport in planning this area. As new plats have been approved in this area, stipulations have been required in covenants and on the face of plats alerting new buyers to the airport’s presence. Conditions of new developments have tried to build adequate buffering into the design.

Great potential exists for designing new residential sites with interconnecting pedestrian features and tying these areas together with the regional trail, park sites and commercial areas.

B. Land Use Balance

The zone provides a unique balance of different land uses. Residential uses include low density single family, multifamily, unique affordable housing projects and manufactured housing. The area also has an ample share of commercial property providing community commercial services. The Business Park provides regional opportunities for light manufacturing business park-type uses.

In 1994 an additional commercial designation at the future 37th/Mullen Road/College Street intersection was created. This is considered a logical spot for neighborhood commercial convenience uses, considering adjacent commercial uses in the Central Planning Area. The location of Komachin Middle School across the street and the proximity of a number of residential sites, including Lakeview Estates, Montclair, Belair, South Park and several mobile home parks within walking distance of the site make the intersection attractive for limited neighborhood commercial use.

C. Proposed Land Use

Map 9 shows proposed land use conforming to recommendations of this plan.

III. Goals and Policies

A. Goal: Designate the Village Centers, with approved master plans as Urban Centers to continue to support a High Density mixed use concept as a central focus for the planning area.

1. Policy: Change the remaining Village Center designations on the Horizon Pointe and Summerwalk Village Centers to Urban Centers.

B. Goal: Encourage development of a range of residential types, providing opportunity for high density residential development along arterials with transitions to existing low density residential development.

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

2. Policy: Encourage a full range of higher density residential uses, including single family zero lot line developments, townhouse units, mixed residential use, planned residential developments and multifamily apartments.

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

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

1. **Policy**: Coordinate a modified street grid layout to ensure adequate connections throughout the urban core and other vacant lands in the planning area.

2. **Policy**: Require interconnections of streets, pedestrian trails and greenbelts with adjacent projects and properties. Pay particular attention to interconnection with 45th Avenue Park, 58th Avenue and Mullen Road extension.

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

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

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

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

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

3. **Policy**: Neighborhood commercial zones should be designed and sited to serve neighborhood needs as opposed to serving a larger community base or capturing the motoring public.

E. **Goal**: Facilitate development of commercial retail services in the Horizons Planning Area at the crossroads intersection, recognizing this intersection generates the need for more intensive service demands due to the existing and anticipated daily traffic using this regional corridor and the increased density surrounding this intersection.

1. **Policy**: Expansion of the existing community commercial designation in the Lacey Corporate Center should be considered to accommodate larger commercial retail uses that have the capability of capturing expected commercial users in this area, provided policies under Goal F can be satisfied.

2. **Policy**: The Summerwalk Village/Urban Center should meet the policies of this plan for Urban Centers and chapter 16.59 of the Lacey Municipal Code setting forth the regulations for the Urban Center designation. Any modification of the current Master Plan for Summerwalk Village/Urban Center should only be considered if there is a showing of changed conditions supporting such modifications.

F. **Goal**: Maintain the local character of the Horizons Planning area by controlling the high quality aesthetic standards similar to the Lacey Corporate Center vision and enhance the ability for pedestrians of the area to comfortably enjoy access to the commercial services in the area.

1. **Policy**: Retail development in that portion of the Lacey Corporate Center designated as Community Commercial should be limited by special design and development conditions similar to those contained within the approved master plan and development agreement currently in place. If the area currently designated as Community Commercial is approved for expansion to accommodate consumer demand for additional retail activity at the intersection of College Street SE/Yelm Highway, such re-designation should
not be effective until an amended or new development agreement specific to the design and use of this portion of the Lacey Corporate Center is approved by the Council.

2. **Policy**: Maintain the high quality campus style environment that currently prevails in the Lacey Corporate Center. Particular attention should be given to designing the commercial site and transition areas between this site and other business park users in a manner which will be pedestrian friendly and create smooth transitions and visual buffering in order to ensure compatibility between the retail and non-retail uses within the Center. The City should help fulfill the expectations of and protect the property values of those property owners who have purchased lots within the Lacey Corporate Center on the strength of zoning and development regulations in effect at the time of such purchase. Therefore, in determining whether to approve or not approve an amended or new Development Agreement, the City Council should give particular emphasis to the views of such property owners, especially those abutting Corporate Center Drive SE and Corporate Center Loop SE.

3. **Policy**: Care should be taken to mitigate impacts to the existing adjacent Corporate Center tenants by creating a smooth transition between the non-retail commercial tenants and the expanded retail area.

4. **Policy**: Care should be taken in development of Community Commercial uses in the Summerwalk Village Center to follow design expectations of an urban center and to comfortably integrate the uses into the existing surrounding residential community.
Disclaimer:
The City of Lacey makes every effort to ensure that this map is a true and accurate representation of the work of City government. However, the City and all related personnel make no warranty, expressed or implied, regarding the accuracy, completeness or convenience of any information disclosed on this map. Nor does the City accept liability for any decisions based solely on this map.

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Zoning data and all related data was provided by the Lacey Planning Department. For detailed information regarding the Data, contact a Planner at the Lacey Planning Department, 360-491-5642. It is not recommended to make final land use decisions based on this map, for it is a graphical representation only, and not survey accurate. Please contact Lacey Planning for assistance in making final decisions.

Revised 2008

Lacey Comprehensive Plan Map for the Horizons Planning Area

Shading designates areas with identified wetlands or environmental constraints. Environmental issues will need to be addressed on properties within these designated areas. A lack of shading does not mean a site is without environmental constraints.

Village (Urban) Centers in the unincorporated areas require the inclusion of park and school land. As village (urban) centers are planned, park and school sites and sizes will be determined and land set aside for these uses.

All other values
LD 0-4 Low Density Residential
LD 3-6 Low Density Residential
MD Moderate Density Residential
HD High Density Residential
NC Neighborhood Commercial
CCD Community Commercial District
BP Business Park
OS-I Open Space/Institutional
Recreation/Park in Village (Urban) Center
Designated School Site in Village (Urban) Center
Horizons Planning Area
Key Multimodal Corridor
Existing Trail/Trail Access
Connections to Regional Trail Systems (T)
Viewpoint Designation (D)