

Draft City of Lacey

**WOODLAND
DISTRICT
STRATEGIC PLAN**

May 1, 2013





ACKNOWLEDGMENTS

City of Lacey

Community Development Department

Rick Walk, Director
Ryan Andrews, Associate Planner

Public Works Department

Scott Egger, Director
Martin Hoppe, Transportation Manager
Roger Schoessel, City Engineer

Planning Commission

K. Gail Madden, Chair
Raymond H. Payne, Jr., Vice Chair
Mike Beehler
Donald Melnick
Kenneth Mitchell
Richard Sovde
Michael Steadman
Ruth Shearer
Vasily Stupin

City Council

Virgil Clarkson, Mayor
Jason Hearn, Deputy Mayor
Jeff Gadman
Lenny Greenstein
Ron Lawson
Cynthia Pratt
Andy Ryder

Strategic Plan Steering Committee

Joni Baker, Associate Broker, Prime Locations
Bruce Freeland, Citizen-At-Large
Sarah Holdener, St. Martin's University
Penny Koal, Alternate for Nancy McKinney
Mark Lahaie, MJR Development
Gail Madden, Chair, Lacey Planning Commission
Nancy McKinney, Vice President for Administrative Services, SPSCC
Don Melnick, Member, Intercity Transit Citizen Advisory Committee
Nancy Peterson, Committee Chair
Chris Reimertz, Owner, Dancing Goats Coffee Bar
Carolyn St. Claire, Citizen-At-Large
Renee Sunde, Marketing and Business Development Director, Thurston EDC

ACKNOWLEDGMENTS

Thurston Regional Planning Council

Veena Tabbutt, Senior Planner

Thera Black, Senior Planner

Consultants

AECOM, Prime Consultant

Inova Planning Communications Design LLC, Project Lead

Property Counselors

The Transpo Group

Joseph Tovar FAICP

TABLE OF CONTENTS

1 Introduction & Purpose 1

Project Purpose	1
Project Study Area	3
Stakeholder Outreach Process	3
Draft Strategic Plan Review	7
How this Document is Organized	7
The Next Generation of the City	9

2 Existing Conditions 11

Six Physical Areas of Focus	15
Market Forecast for the Woodland District	22
Market Conditions in the Woodland District	23
Feasibility Analysis	24
Visioning Meeting — Creating a Community Heart	26

3 Recommendations 29

Nine Qualities of Community	29
Urban Design Concept Diagram	32
Goals & Policies	34
Urban Design Recommendations	45

4 Action Plan 67

Strategy 1: Set the Stage	68
Strategy 2: Improve the Investment Climate	70
Strategy 3: Strategic Partnerships	72
Strategy 4: Recruitment, Advocacy & Stewardship	75

LIST OF FIGURES

Figure 1. Pacific Avenue SE before reconstruction (1973).	viii
Figure 2. Sleater-Kinney Rd SE, South Sound Center Mall Construction, Drive-In Theater (1966).	1
Figure 3. Lacey’s Woodland District	4
Figure 4. Residents and stakeholders participate in the first public meeting held on October 24, 2012.	6
Figure 5. Hearts of the Community.	27
Figure 6. Urban Design Concept.	33
Figure 7. Illustrative Site Plan	48
Figure 8. Existing Figure Ground.	49
Figure 9. Illustrative Figure Ground	49
Figure 10. Existing Circulation	50
Figure 11. Future Circulation Plan	51
Figure 12. Future Street Types.	52
Figure 13. Existing Place Types	54
Figure 14. Future Place Types	55

LIST OF ATTACHMENTS

Under Separate Cover

- A Regulatory Strategy Memo
- B Existing Conditions Technical Memorandum
- C Market Analysis
- D Feasibility Analysis
- E Mall Case Studies Presentation
- F Public Meeting Presentations
- G Public Meeting Summaries
- H Steering Committee Meeting Summaries
- I Stakeholder Outreach Plan
- J Market Day Public Input Summary
- K Children's Day Public Input Summary
- L Business Interviews Summary, Thurston County Economic Development Council
- M Walkability Audit Cities of Olympia, Tumwater and Lacey, Washington, Final Next Steps Memorandum

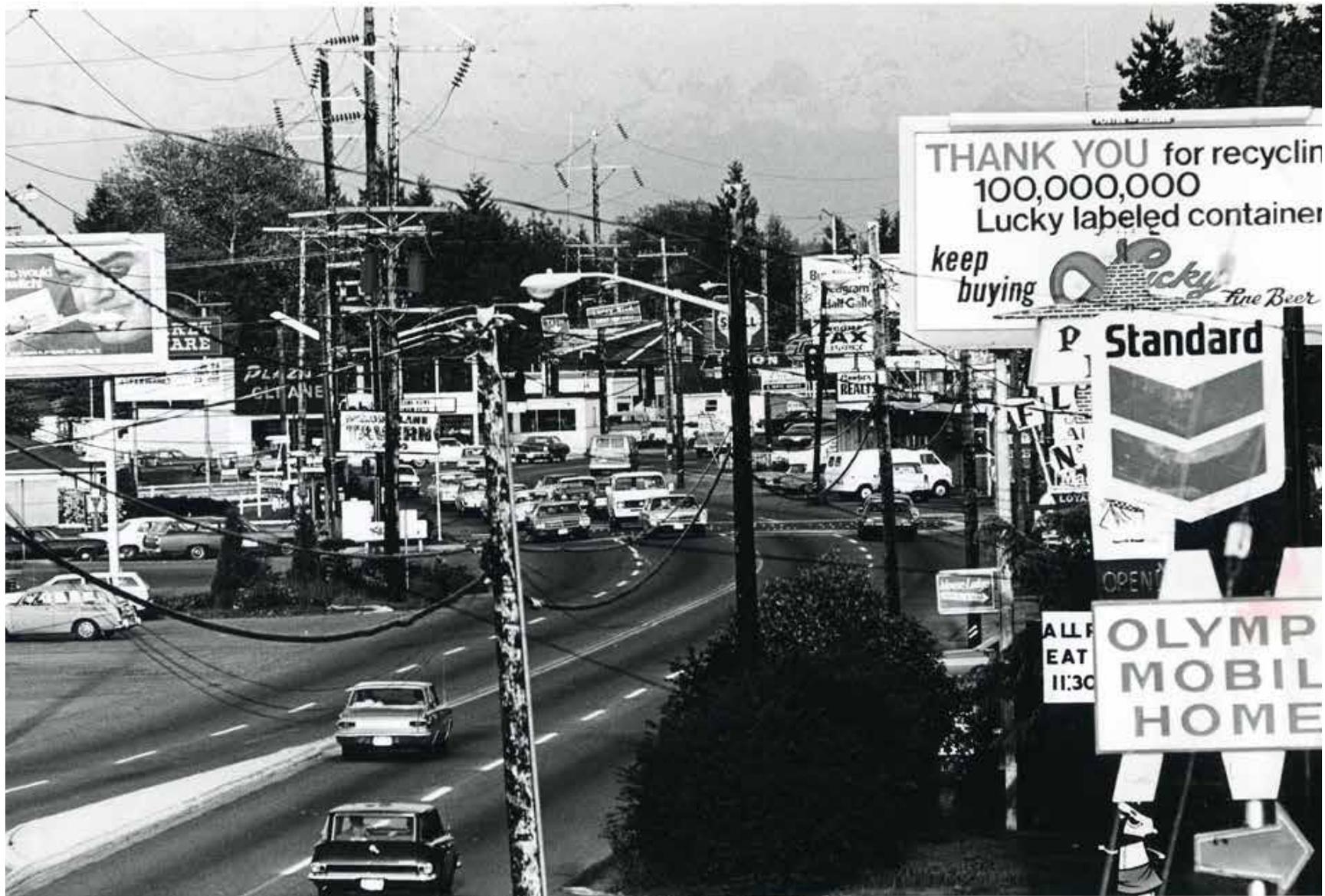


Figure 1. Pacific Avenue SE before reconstruction (1973)

1 INTRODUCTION & PURPOSE

The City of Lacey, in conjunction with various local partners, has prepared the Woodland District (District) Strategic Plan (Strategic Plan), which will enhance Lacey’s core area as a place to gather, interact, live, shop and play. The project is funded through a Federal Department of Housing and Urban Development (HUD) Challenge Grant managed by Thurston Regional Planning Council (TRPC).

Project Purpose

The Plan is designed to knit the different areas of the District together into a cohesive neighborhood populated by businesses, employees and residents. While today the District contains many of the elements that make up a complete neighborhood, many of these elements are separate, isolated and were designed in an earlier era.

Most of the existing development in the Woodland District has occurred within the last 50 years. The District has been a successful retail destination for 50 years and a successful employment center for

Figure 2. Sleater-Kinney Rd SE, South Sound Center Mall Construction, Drive-In Theater (1966)



more than 20 years. The existing built environment is a reflection of this time period of success and prosperity for Lacey. The Woodland District Strategic Plan is designed to capture, retain and build upon the existing value of the District's buildings, parking, streets, large trees and numerous destination uses while transforming in time to a more compact, walkable and mixed use neighborhood. The Plan also provides for a path to strengthen and increase the viability of the Woodland District as a significant retail destination and employment center.

Following adoption, elements of the Woodland District Strategic Plan will be integrated into the framework of the City of Lacey Comprehensive Plan as a sub-area plan. The proposed development regulations will be integrated into the existing regulatory framework of the Lacey Municipal Code. The Action Plan section of the Strategic Plan provides a framework of actions which will remove barriers, provide tools and incentives to enable development, encourage infill and redevelopment and facilitate investment and re-investment within the Woodland District.

The project has been conducted over an approximately one year period between August 2012 and July 2013 and was conducted in four phases:

- Phase 1: Engage *August–September 2012*
- Phase 2: Opportunities and Options *October 2012–January 2013*
- Phase 3: Draft Plan *February–May 2013*
- Phase 4: Final Plan and Action Agenda *June–July 2013*

Project Study Area

The approximately 200-acre project study area is shown in Figure 3. It is bounded by I-5 to the north, College Street SE to the east, the Lacey Woodland Trail to the south and the Chehalis Western Trail to the west.

Stakeholder Outreach Process

A vital part of the Strategic Planning process was the establishment of a Stakeholder Outreach Plan to ensure that community expertise, knowledge and preferences are reflected throughout the development of the City's Woodland District Strategic Plan.

Project Stakeholders & Partners

The City of Lacey and TRPC are partner agencies on the Woodland District Strategic Plan project. The City of Lacey is leading and managing the project. TRPC is responsible for overall HUD grant project management, has jointly participated with the City of Lacey in community outreach and participation and has fostered the coordination between partner grant activities in adjacent communities.

Public Outreach

Public outreach included the following elements:

- Steering Committee,
- Public meetings,



Figure 3. Lacey's Woodland District

- Interactive web page,
- Facebook page,
- Discussions with key stakeholders,
- Thurston EDC small business survey,
- Walkability audit, and
- Booths at the Lacey Market Day and Children's Day.

Additional outreach included distribution to key businesses, broad residential outreach and targeted outreach to Panorama, St. Martin's College, Housing Authority apartments and transit users.

Steering Committee

A Steering Committee was appointed by the City to provide project input and develop recommendations to be forwarded to the Lacey Planning Commission and City Council. The Planning Commission and City Council will review and adopt portions of the Strategic Plan into the Comprehensive Plan as a Sub-area document. A Strategic Plan and Action Plan (an element of the Strategic Plan) will also be used to help set City budget and action priorities. The Planning Commission Chair sat member on the Steering Committee to provide continuity and direct reporting to the Planning Commission. The Steering Committee was comprised of approximately fifteen individuals who provided their insight and ideas in a collaborative manner. Their input has been used to directly shape the future of the Woodland District throughout an approximately one year process including five Steering Committee meetings and three Public Meetings.

Steering Committee activities included brainstorming ideas, solicitation and facilitate of community input, crafting of the Woodland



Figure 4. Residents and stakeholders participate in the first public meeting held on October 24, 2012.

District vision and communicating that vision with stakeholders and decision makers. Following Plan adoption, the Steering Committee, while no longer operating as a formal Committee, will function as plan implementation champions. Strong participation by property owners, businesses and outside interests was required for the Plan to be successful. To this end, the project team pursued dialogue with stakeholders to elicit ideas and creative partnerships that could help in the revitalization of the Woodland District.

Public Meetings

Three public meetings were held during the Woodland District Strategic Plan development process:

Meeting One: Visioning/Where is the Heart of the District?

October 24, 2012

This meeting included a presentation on existing conditions, assets and challenges followed by small group discussions facilitated by Steering Committee members and reports back to the full group. Ideas and suggestions from this meeting were evaluated and incorporated into project recommendations.

Meeting Two: Feedback/Project Opportunities and Concepts

January 29, 2013

This meeting included a presentation on key issues and opportunities followed by a visual survey on key project design themes and dialogue as to what preferences entailed. Visual preference results were used to develop the project urban design framework and to define key design elements to be implemented by the City.



Meeting Three: Plan Priorities and Action Plan

May 8, 2013

This meeting will include a presentation on the Draft Strategic Plan followed by participants visiting different stations to review, discuss and provide input on key aspects of the Draft Plan.

Summaries of Steering Committee meetings and public meetings are located in Attachments G and H.

Draft Strategic Plan Review

This Draft Strategic Plan has been issued by the City of Lacey for Public Review by the Steering Committee and project and community stakeholders. Comments from the public at the May 8, 2013 public meeting will be reviewed and incorporated by the Steering Committee into the Steering Committee Draft Recommendations which will be forwarded to the Planning Commission in July 2013.

How this Document is Organized

The body of the Strategic Plan contains four chapters. Attachments supplement the Strategic Plan with documentation and details about project analyses and summaries of key meetings and public input.

Chapter 1 – Introduction: This chapter provides an overview of the project purpose, scope, public process and outcomes.

Chapter 2 – Existing Conditions: This Chapter provides a snapshot of the existing assets and challenges in the District today.

These include physical form (land use, walking conditions, character, access), market conditions, feasibility analysis for new development and reuse and conversions of unoccupied office buildings to residential use.

Chapter 3 – Plan Recommendations: This Chapter provides a detailed urban design vision and goals and policies for the District. These components form 1) the policy basis for the Sub-area Plan (these goals and policies will be added to the City's Comprehensive Plan as a Sub-area Plan), 2) the regulatory basis to develop a Form-Based Code to guide future revitalization and development of streets, public places and private development. The two elements provide the basis for The Action Plan for Implementation, which is contained in Chapter 4.

The illustrations include: a generalized Urban Design Concept diagram, an Illustrative Site Plan, Existing and Future Place Type Diagrams, a Circulation Diagram and Regulating Map, as described in detail in Chapter 3.

Chapter 4 – Action Plan: The Action Plan contains specific implementation actions organized into four categories of key recommendations with twenty detailed actions. The categories of recommended actions include 1) Setting the Stage (Policy and Regulatory Actions), 2) Improving the Investment Climate (Financial and Infrastructure Incentives), 3) Strategic Partnerships to Develop Key Nodes and 4) Recruitment, Advocacy and Stewardship, to further strengthen the local retail and service destinations base and to develop the cultural, community and advocacy aspects of neighborhood.

Attachments

- Regulatory Strategy Memo
- Existing Conditions Technical Memorandum
- Market Analysis
- Development Feasibility Analysis
- Mall Revitalization Case Studies
- Public Meetings Presentations and Summaries
- Steering Committee Meeting Summaries
- Stakeholder Outreach Plan
- Market Day and Children’s Day Input
- Business Interviews Summary
- Walkability Audit

The Next Generation of the City

The City of Lacey began efforts to create a downtown area in the late 1990s with their Downtown 2000 Plan establishing a vision and setting incremental change in motion. The City reaffirmed their vision in the 2011 Downtown Refresh which produced short and long term recommendaions and identified the need to develop the Strategic Plan. This Draft Strategic Plan will result in a prioritized set of actions to implement the established vision and goals in detail in the Woodland District.

2000 Downtown Plan Vision Statement

“By the year 2020, Downtown Lacey will be a vibrant, alive, whole, prosperous place for all residents and visitors. Lacey’s new downtown will invite a rich mix of all people of all ages and ethnicities, especially children, teenagers and seniors.”

2011 Downtown Refresh Goals

Goal A: Encourage density and a diverse mix of uses in the center.

Goal B: Create a core area that is strongly pedestrian-oriented and transit friendly.

Goal C: Create strong identity for the core area.

Goal D: Create places that provide for the needs of a diverse population of different ages.

2 EXISTING CONDITIONS

This chapter provides a snapshot of the Woodland District today, the physical conditions, market potential and assets and barriers. The information in this chapter and stakeholder input set the stage for the Plan Recommendations in Chapter 3 and Action Plan in Chapter 4.

The District has the structure and services that make a great neighborhood; most places are within one quarter-mile of each other; there are two grocery stores, retail services and three urban trails; it has direct freeway access and exposure, a Transit Center and sidewalks on all of the streets; there is a university and in 2015, South Puget Sound Community College will establish a campus in the District; there are three City parks, one of which hosts community events; and mature second growth trees cover half of the District. The District has great bones.

Yet the blocks are large, sub-districts tend to have single uses and walking routes are indirect. Direct connections between major destinations are scant. State employment numbers have dropped and a significant number of buildings are unoccupied or partially leased.

District Profile

207 acres

159 dwelling units

2.3 million ft² of commercial

350 businesses

4,800+ employees consists of:

23% government

19% general merchandise

12% food services

11% health care and social assistance

Existing Conditions



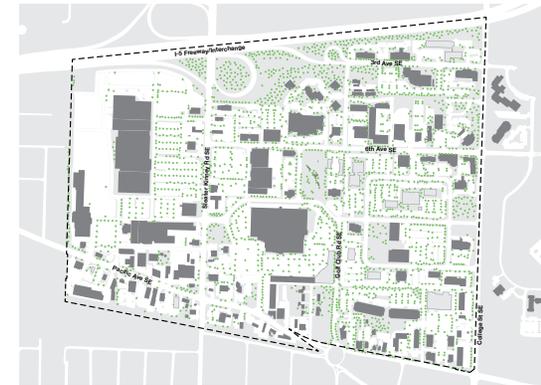
Existing Streets & Block Size

- Varies from 2 to 54 acres.
- Irregular shapes and sizes formed by street right-of-ways.
- Typical “walkable” urban blocks are 2 to 3 acres, similar to those in older downtowns and residential neighborhoods.
- Few typical four-way intersections that form walkable grids.



Vacant Buildings

- Primarily single use districts.
- Western portions of the District are retail; large “big box” destinations and small business and services.
- Eastern half is primarily office and service employment.
- Vacancies (240,000 square feet) occur in office buildings.



Pavement & Trees

- The district is 53% pavement.
- District land use patterns, urban form and character in eastern and western sides of the District.
- Western half is primarily retail and parking.
- Eastern half is forested office district.
- Parking is underused in many areas.



South Sound Center: Assets

- Largest property in the District.
- Put Lacey on the map.
- A former indoor mall made the successful transition to a regional Power Center.
- Visibility from I-5.
- Ample parking and underused land.
- Close to Transit Center.
- Additional market demand for retail in Woodland District.
- Synergistic relationship between tenants.
- Stable retail presence.
- Proximity to trails.

South Sound Center: Challenges

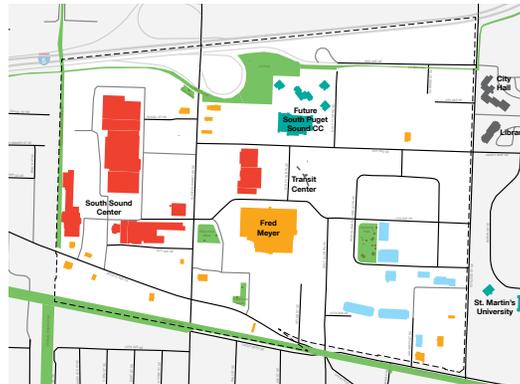
- Area lacks identity or amenities to keep shoppers in district longer.
- Lack of longer term planning.
- Multiple ownerships with different covenants on properties pose challenges of longer term planning.
- Ambiguous circulation pattern.
- Trade area and market demand more limited than in some other mall areas.
- Lack of visibility from adjacent arterials.
- Lack of northbound freeway access.
- Site/building sterility.
- Poor signage.

South Sound Center: Opportunities

- Integrate South Sound Center into surrounding area through using an area-wide urban design framework.
- Leverage proximity to Transit Center, future residential and commercial markets to ensure long-term viability and increased financial performance.
- Return South Sound Center to its former position as a community gathering place.
- Improve visibility.
- Integrate the Center into the District street system.
- Explore broader range of uses which increase destination appeal.

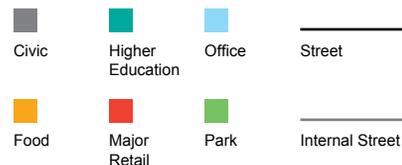
Woodland District Market Analysis Conclusions

“In order to capture demand at the higher level, the perception of the District's potential beyond a retail and office destination must be addressed. But a significant increase in the projected capture rate will depend upon: improvements to attractiveness, improvements to walkability, additional public amenities like parks and community facilities.”



Destinations

- More destinations in center and western half of District.
- Major destinations are retail, employment, civic, transit, medical, higher education and parks.



Community Character

- Notable entry points with street trees, public art
- Parks, trees, clock towers, public art and Old Main at St. Martin's University are primary landmarks.
- Significant tree cover a significant factor of the District identity.



Six Physical Areas of Focus

This sections provides a detailed analysis of key topics that create community character and affect function, neighborhood viability and livability. Community character is defined as those qualities that make a community distinctive, unique, interesting or attractive.

1.
Transportation



2.
Buildings



3.
Trees



4.
Signage



5.
Districts & Nodes



6.
Public Gathering Places





Community Character: Transportation

General qualities:

- Irregular street patterns, wide lanes, low traffic volumes on internal streets and high traffic volumes on peripheral streets.
- Incomplete pedestrian connections and large blocks.
- Generic signage.
- Mature trees.
- General lack of bicycle facilities.
- Transit Center central to District.



Trails

- Three regional trails located on the District perimeter.
- Chehalis Western Trail on the West. Access to Woodland District & Pacific Avenue Overpass are planned.
- Woodland Trail on the South. Trail constructed through Woodland District. Trail roundabout planned at intersection of Woodland & Chehalis Western Trails.
- I-5 Trail on the north. Partially separated urban trail and partially on street.
- Pre-existing development faces away from trails towards streets.
- Low visibility of trails and access points.



Bicycle Facilities

- Bicycle commuters use trails to work in the District.
- No dedicated bicycle facilities in the District today except bike racks.
- No planned bicycle facilities in the District.
- Existing high-traffic arterial streets not welcoming to bicycles.
- Existing street pattern lacks direct bicycle connections.



Sleater-Kinney Rd SE

- Primary retail street in the District.
- Mix of conditions with mature trees. Trees mask visibility of businesses.
- Disconnected building pads in front of South Sound Center.
- Lacks distinctive character as walking street, limited building frontage and primarily parking.
- Access and parking management opportunities.
- Lacks highly visible, distinctive, contemporary signage.



College Street SE

- A two-sided forested street.
- Limited land use activity and building engagement to the street.
- Not obvious that the Woodland District and Saint Martin's University are adjacent to College Street SE.
- Opportunities for more vibrant land uses.
- Limited signalized street crossings for pedestrians to connect across College Street SE.
- Lack of relationship to adjacent land uses.
- High traffic volume and speeds.



6th Avenue SE

- “Main Street” connecting retail district with College Street and City Hall.
- Envisioned with pedestrian-oriented mixed use and on-street parking.
- Several projects completed since 2000 Downtown Plan.
- Pedestrian facilities include pedestrian-oriented facades, awnings, first floor retail and curb bulbouts.
- Large trees retained. Street trees, pedestrian lighting and street furniture have been added.
- Transit Center in central location.



Community Character: Buildings

General qualities:

- Most buildings are 20-50 years old.
- Generic office parks and buildings.
- Visibility blocked by trees.
- Architecture is not specific to time, place and culture.
- Recent buildings (since 2000) present significant gains in quality with mixed uses and relationship to surroundings.



Fred Meyer



Retail Center



Office



Mixed Use



Community Character: Trees

General qualities:

- Mature trees; strong distinctive presence in District which are fundamental to its identity.
- Low limbs block views of buildings and parking.
- Opportunity to shape trees on key streets to improve presence, provide visibility and shape views.
- Trees enhance pedestrian facilities.



Street Trees on Sleater-Kinney Rd SE



Trees in Huntamer Park



Street Trees on Golf Club Rd SE Near the Roundabout



Street Trees on 6th Avenue SE Near the Transit Center



Community Character: Signage

General qualities:

- Monument signs required citywide and provide low visibility and minimal character.
- Needs distinctive District-specific signage to strengthen visual identity and character and to improve visibility of business.
- Opportunity to trim lower branches of trees which block visibility in concert with strong contemporary signage to strengthen identity.



Building Mounted Signs Blocked by Trees



Street Signs & Wayfinding



Retail Monument Sign



Low Monument Sign



Community Character: Districts & Nodes

General qualities:

- Sub districts are primarily single use.
- Districts lack the vitality of mixed uses and day and evening use.
- Opportunities to develop vibrancy with a blend of land uses, to create nodes around existing destinations with a mix of uses and placemaking and to create centers or a heart.
- Limited connection between existing nodes.



Community Character: Public Gathering Places

General qualities:

- Huntamer Park is the District gathering space: hosts Market Days, Children's Day and others.
- Park is used less on a daily basis due to reduction in State employees.
- People want more activities and family events in the Park.
- Community celebrations are hidden from passerbys.



Community Market Day



Huntamer Park

Market Forecast for the Woodland District

Market Analysis

A Market Analysis was prepared for this Plan to identify demand for potential uses and development. The analysis included an economic and demographic overview, a district profile and analysis of demand for retail, office, residential and lodging uses. The major findings and conclusions of the analysis are summarized on this page. The full analysis is in Attachment C.

Retail Demand

2010 – 2020:

100,000 to 178,500 ft²

2020 – 2030:

124,000 to 212,500 ft²

2030 – 2040:

224,000 to 391,000 ft²

Office Demand

State-occupied office space has declined significantly since 2008 (240,000 ft² vacancy).

Current vacancies in the District represent 9 to 13 years of projected office absorption.

There is remaining value in the unoccupied buildings.

Renovation or tenant improvements would be required for reoccupation.

Vacancies are mostly office buildings formerly occupied by the State and largely located in the Woodland Square Loop area.

Residential Demand

The Woodland District could capture as many as 1,000 new units between 2010 and 2030.

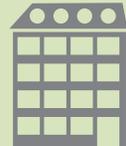
Townhouses:

 185-264 dwelling units

Low-rise (1-2 stories):

 370-423 dwelling units

Mid-rise (3-6 stories):

 185-370 dwelling units

High-rise (9+ stories):

0 dwelling units

Market Conditions in the Woodland District

Business Interviews

The Thurston County Economic Development Commission (EDC), in partnership with TRPC, conducted interviews with 80 local businesses to better understand the business mix, characteristics and opportunities in the Woodland District. Key themes from the interviews are summarized at right. The full summary is in Attachment N.

Corridor Demand Report

Future population and housing characteristics for the Headwaters/Woodland District prepared in TRPC's Corridor Demand Report (2011) are summarized below.

- Primary urban dwellers living in college towns; townhomes, apartments, older single-family homes (+/- 80%).
- Suburban "move up" buyers; homeowners (+/- 20%).
- Professional couples with few children who favor urban settings.
- Owners of townhomes, condos, single-family homes. (+/- 1%).

Local Business Owner's Outlook

Local challenges are generally in line with national economic challenges.

Most in the District are positive about their business and economic future.



95% serve a local or regional market.



98% are stable or growing.



47.5% said their sales are increasing.

Larger percentage of businesses hired versus laid off employees (25%) between 2010 and 2012.

Total number of employees increased from 1,042 in 2010 to 1,160 in 2012.

What Local Businesses Would Like to See

More retail and commercial office tenants.

Much wider variety of business types.



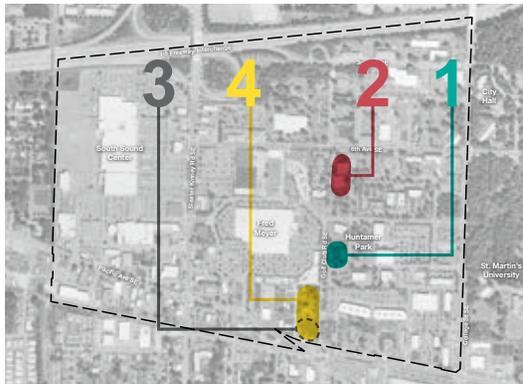
Redevelopment of office buildings as a medical complex.

More multi-family housing to support a family-oriented place.



Education center to support a strong tie to St. Martin's University.

Mixed opinion about high density residential buildings.



Feasibility Analysis

A feasibility analysis was conducted to determine whether development is feasible in the near term and to identify what conditions are necessary for feasibility. Four opportunity sites were identified within the District as candidate sites to serve as a catalyst for development including reuse of existing unoccupied office space and new mixed use development. These findings are summarized at right. The full analysis is in Attachment D.

1

621 Woodland Square Office Building: Reuse or Conversion to Residential Use

Water damage would require significant interior renovation for office reuse.

Residential conversion would require more significant renovations and replacement of all building systems.

Reuse as residential lofts would provide more flexibility for residential reuse.

The analysis shows that it is unlikely that the property will be reused unless the office market recovers more quickly than projected in the market analysis, or a strong residential market emerges and the City makes available incentives through reduced impact fees and tax exemptions.

2

605 Woodland Square Office Building: Reuse or Conversion to Residential Use

Would require significant new tenant improvements for office reuse.

Conversion to residential would require more significant renovations including replacement of all interior partitions and building systems.

Building envelope would be renovated to provide operable windows, exterior doors and decks.

The analysis shows that it is unlikely that the property will be reused unless the office market recovers more quickly than projected in the market analysis, or a strong residential market emerges and the City makes available incentives through reduced impact fees and tax exemptions.

3

Southern Entry Site: Mix of Retail, Surface & Structured Parking at Ground Level & Three Floors of Apartments Above

Vacant site at the northeast corner of Pacific Avenue and Selma Street located on a prominent round-about with views to Mount Rainier.

Feasibility will depend upon both use of public financial incentive tools and rental rates that are at or above the top of the market in Thurston County (but below rates in other areas of the region). To achieve these rent levels, the project will have to capitalize upon and market aggressively the following features:

- Location within identifiable neighborhood of the City.
- Location in area with attractive streetscape and public amenities.
- Location within walking distance of commercial and public services.

4

Southern Entry Site Expanded: Mix of Retail, Surface & Structured Parking at Ground Level & Three Floors of Apartments Above

Includes purchase of three single-family residences to the north.

Feasibility will depend upon both use of public financial incentive tools and rental rates that are at or above the top of the market in Thurston County (but below rates in other areas of the region). To achieve these rent levels, the project will have to capitalize upon and market aggressively the following features:

- Location within identifiable neighborhood of the City.
- Location in area with attractive streetscape and public amenities.
- Location within walking distance of commercial and public services.

Visioning Meeting — Creating a Community Heart

Residents and stakeholders answered questions to help identify the “heart” of the Woodland District at the first public meeting held on October 24, 2012. Below are the questions asked and a summary of responses. A map of the heart locations is included on the following page (Figure 5).

Question 1:

What do you like about the Woodland District?

- Access to I-5.
- Shopping opportunities, services and restaurants.
- Peaceful district with lots of trees.
- Transit Center/access.
- Activities in the park.



Question 2:

What would you like to see changed or added? What would it take to get you to spend more time here?

- Round-the-clock activity.
- Community center.
- Student oriented businesses.
- Taverns, food trucks.
- Higher end restaurants.
- Add residential.
- Access across College Street SE.
- Reduce the amount of pavement.
- More mixed use buildings.
- Create a sense of place: district needs “local color” and “culture.”
- Better pedestrian (walking) environment.

Question 3:

In your opinion, what are the key elements that define the heart of a community? What should be included in the heart of the Woodland District? Where is the heart of the district?

Key Elements

- Being able to meet neighbors and friends, chance encounters.
- Consistent activity.
- Public events.
- Strong identity.

Where?

- The whole District.
- 6th Avenue SE and Sleater-Kinney Rd SE.
- Fred Meyer.
- Transit Center.
- Huntamer Park.



Figure 5. Hearts of the Community

3 RECOMMENDATIONS

This chapter provides 1) urban design framework vision, goals and policies in a detailed graphic and written form which form the policy basis for the Sub-area Plan (to be added as an element of the City's Comprehensive Plan), 2) detailed urban design recommendations 3) the regulatory strategy for a Form-Based Code, which will guide future revitalization and development of streets, public places and private development and 4) the basis for the Action Plan for Implementation (Chapter 4).

Nine Qualities of Community

The existing conditions assessment identified six physical areas of focus of community character for District revitalization (transportation, buildings, trees, signs, sub-districts, nodes and public gathering places). Public input and Steering Committee dialogue identified nine Qualities of Community which embody physical design, culture and economic prosperity for the Woodland District. All of these are what build a complete, livable neighborhood.

Framework Principles

The framework principles provide the basis for the planning goals and policies that follow.

- *Create a distinctive physical and cultural identity.*
- *Develop a complete, vibrant community that supports the daily lives of residents, students, employees and visitors.*
- *Create public life that fosters community and creates a community heart.*
- *Integrate and connect the district internally and at its perimeter for pedestrians, bicycles, transit and cars.*
- *Cultivate a fine grain of detail at the pedestrian scale with a compact mix of uses.*
- *Retain and build upon the value that is already here in existing businesses, buildings, destinations and trees.*

Nine Qualities of Community

1. Visibility & Identity: distinctive and cohesive buildings and signs are easily seen from the street by all modes of travel, easy to find and navigate by and support an active streetscape.

2. Connectivity & Mobility: internal and external streets and trails provide a complete system of linkages between centers of activity that is easy to understand and integrates all modes of travel.

3. Vibrancy: opportunities for the arts, culture and creative expression, opportunities for the lifelong acquisition of knowledge and skills and activity throughout the day.

4. Diversity: a range of different people and groups within a community – with varying skills, experience and cultural heritage – and the array of housing, social and cultural opportunities provided to support their assorted needs.

5. Healthy, Complete Community: a built environment and range of available services which enable all members of the community to achieve a state of physical and mental well-being.

6. Unique, Memorable Experience: the community character and visual aesthetic leave visitors with a positive impression of the district that draws them to return and/or linger.

7. Cultural Heart: a lively center which provides public gathering space for a wide variety of uses, including art, civic, educational and cultural organizations, events and institutions.

8. Contemporary / Modern City: the district portrays a modern visual character and is technologically-oriented.

9. Prosperous: the community enjoys the conditions of a strong economy, success and good fortune.



Transportation



Buildings



Trees



Signage



Districts & Nodes



Public Gathering Places

	Transportation	Buildings	Trees	Signage	Districts & Nodes	Public Gathering Places
1. Visibility & Identity	●	●	●	●	●	●
2. Connectivity & Mobility	●			●		
3. Vibrancy	●	●	●	●	●	●
4. Diversity	●	●			●	●
5. Healthy, Complete Community	●	●	●	●	●	●
6. Unique, Memorable Experience	●	●	●	●	●	●
7. Cultural Heart		●			●	●
8. Contemporary / Modern City	●	●	●	●	●	●
9. Prosperous		●			●	●

Urban Design Concept Diagram

This Concept Diagram was presented at the second public meeting to capture public input in urban design concepts and provide the basis to further the six Physical Elements of Character and the nine Qualities of Community. The diagram was developed based upon the Woodland District Vision and Steering Committee and public comment about potential opportunities for development of a “heart” or central public gathering place, identification of Districts, gateways, corridors and other key destinations and land uses. The Diagram provides the basis for further development of the community design plan, detailed policies and recommended implementing actions.

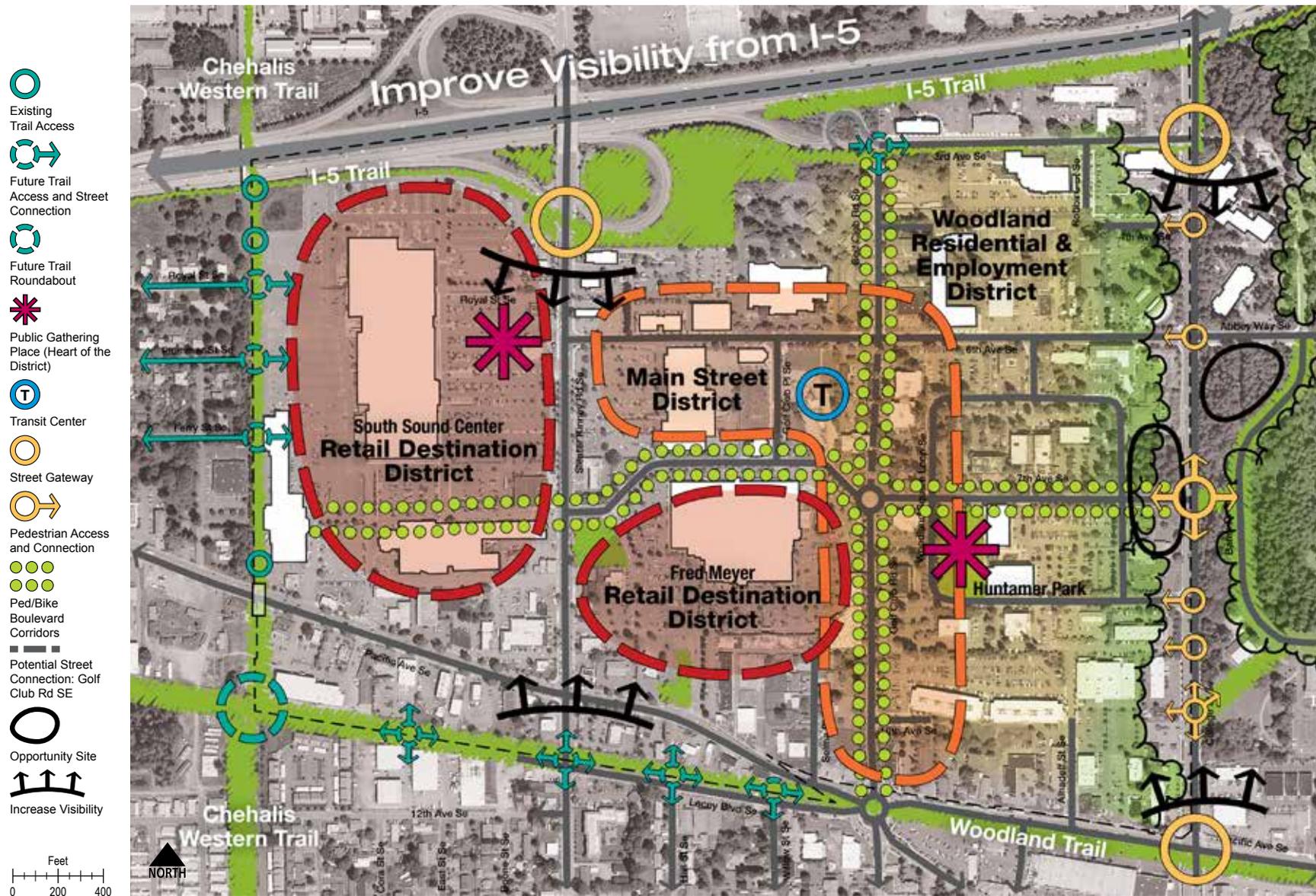


Figure 6. Urban Design Concept

Goals & Policies

Goal QC-1: Create and enhance district *Visibility and Identity* by encouraging distinctive and cohesive buildings and signs that are easily seen from the street by all modes of travel, easy to find and navigate by and support an active streetscape.

Policy QC-1.1: Establish a system of gateways, wayfinding and commercial signage that is visible, distinctive to the district and easy to understand.

Policy QC-1.2: Ensure that the design of streetscapes and buildings contribute to the legibility and unique identity of the district.

Goal QC-2: Increase *Connectivity and Mobility* by improving and aligning internal and external streets and trails to provide a complete system of linkages between centers of activity that is easy to understand and integrates all modes of travel.

Policy QC-2.1: Identify and implement future internal and external street connections that link centers of activity and provide ample access to jobs, shopping, recreational activities, medical facilities and other community locations (such as St. Martin's College).

Policy QC-2.2: Create an easily legible network of movement and integration for all modes of travel (easy transfers between modes – park in one place and walk, etc.).

Goal QC-3: Inspire *Vibrancy* by promoting opportunities for the arts, culture and creative expression, the lifelong acquisition of knowledge and skills and social activity throughout the day.

Policy QC-3.1: Provide opportunities for the lifelong acquisition of knowledge and skills.

Policy QC-3.2: Encourage and celebrate opportunities for the arts, culture, creative expression and civic participation.

Policy QC-3.3: Support higher education and business development services to foster entrepreneurialism.

Goal QC-4: Cultivate *Diversity* by providing an inclusive array of housing, social and cultural opportunities that support the needs of a range of different people and groups within a community – each with varying skills, experience and cultural heritage.

Policy QC-4.1: Recognize the importance of creating a welcoming place for people of a range of ages, incomes, ethnicities and education levels.

Policy QC-4.2: Provide a variety of housing options and prices and a mix of land uses, services and amenities that serve a diverse population.

Policy QC-4.3: Attract and support family cultural activities (e.g., YMCA, youth theaters, etc.)

Goal QC-5: Invigorate a *Healthy, Complete Community* with a built environment and range of available services that enable all members of the community to achieve a state of physical and mental well-being

Policy QC-5.1: Ensure that future development in the district meets the triple bottom line goals of a sustainable environment, economic opportunity and social equity.

Policy QC-5.2: Provide a range of community services within a compact area that encourages walking, biking and supports physical and mental well being.

Goal QC-6: Foster a *Unique, Memorable Experience* that leaves visitors with a positive impression of the community character and visual aesthetic of the district and draws them to return or linger.

Policy QC-6.1: Strengthen the distinctive visual character of gateways, buildings and streetscapes to create a positive and memorable first impression of the district.

Policy QC-6.2: Promote a cohesive built environment that is visually consistent and legible with clear destinations.

Goal QC-7: Animate a *Cultural Heart* within the district, a lively center that provides public gathering space for a wide variety of uses, including art, civic, educational and cultural organizations, events and institutions.

Policy QC-7.1: Cultivate a distinct cultural identity for the district as the cultural, community and business heart of Lacey.

Policy QC-7.2: Strengthen local cultural connections through partnerships with local businesses, food producers, artists, organizations and institutions.

Goal QC-8: Advance a *Contemporary, Modern City* that portrays a modern visual character, is technologically oriented and which values the development and application of knowledge.

Policy QC-8.1: Encourage a contemporary visual and architectural character. Design should be respectful of context and history while seeking to remain fresh.

Policy QC-8.2: Encourage the creation of a knowledge and technology based district with South Puget Sound Community College, Saint Martin's College, Thurston EDC, incubator space and employment skills training as anchors.

Goal QC-9: Invest in a *Prosperous* district that capitalizes on synergies of business, education, civic and community activity to provide a range of economic opportunities.

Policy QC-9.1: Leverage both public and private investments to create centers of activity and synergies.

Policy QC-9.2: Explore creative options to capture new investment and development such as through local incentives, tax exemptions or credits, or federal grant programs.

Policy QC-9.3: Partner with brokers, land owners and leasing agents to develop a database of vacant buildings to create building and permitting information sheets to assist in the recruiting of potential tenants.



Goal TP-1: Develop a more fine-grained, easily navigated pattern of blocks and corridors, including multi-modal streets, trails and mid-block pedestrian connections.

Policy TP-1.1: Develop a fine grained circulation pattern with smaller blocks, more frequent connections and more direct routes. Use walkways and trails to break up large blocks where street connections are missing.

Policy TP-1.2: Integrate large sites into the street fabric by encouraging vehicular and non-motorized internal circulation routes of a similar grain to that of surrounding public streets.

Goal TP-2: Create a network of complete streets that serve multiple modes of travel.

Policy TP-2.1: Define street types and intersections that support and invited all modes of travel.

Policy TP-2.2: Work within existing right-of-way and preserve existing curb, gutter and utilities where feasible, while still meeting complete street goals.

Goal TP-3: Design distinctive streetscapes which unify and distinguish the District.

Policy TP-3.1: Design streets to become a strong element of the community's design identity using distinctive district-wide streetscape standards, including sidewalks, crosswalks, street furniture, street signs, wayfinding, trees, landscaping and paving.

Goal TP-4: Establish consistent district-wide pedestrian connectivity using sidewalks, trails, mid-block pedestrian connectors and walkways through parking lots.

Policy TP-4.1: Ensure that the pedestrian system is internally connected and directly connected to key destinations within the district.

Policy TP-4.2: Increase the visibility of trail corridors, access points and other pedestrian connections by incorporating public art and wayfinding signage.

Policy TP-4.3: Develop a plan for pedestrians to effectively and safely cross roadways both on the periphery and internal to the district, through large properties, blocks and parkings lots.

Goal TP-5: Capitalize on and strengthen the existing trail network by promoting trail oriented development.

Policy TP-5.1: Encourage buildings oriented to trails by facing entrances, windows, outdoor public spaces and providing through block connections to the trail.

Policy TP-5.2: Recruit business oriented to trail users, including bike-oriented and bike friendly uses. Develop a trail marketing plan in cooperation with local businesses.

Goal TP-6: Establish a connected, safe and legible bicycle network.

Policy TP-6.1: Cultivate a bike culture and market the district as bike-oriented and bike-friendly.

Policy TP-6.2: Create easy-to-navigate primary internal bicycle connections using north/south and east/west streets. Provide distinctive bicycle system logo for signage and in-lane markings.

Policy TP-6.3: Encourage bicycle racks and shared bicycle facilities within the Woodland District.

Goal TP-7: Develop a distinctive character for Sleater-Kinney Rd SE as a vibrant retail street that is active day and night.

Policy TP-7.1: Add distinctive, lively, contemporary and stylish signage. Improve visibility of signs by allowing greater height.

Policy TP-7.2: Create visible and vibrant storefronts by using transparent facades, large windows and color.

Policy TP-7.3: Make more efficient use of vehicle infrastructure by managing access and parking through shared use agreements.

Goal TP-8: Develop College Street SE as a compelling edge and entry to the Woodland Square area with an increased mix of uses, signage and gateways which direct people into the District.

Policy TP-8.1: Better integrate St. Martin's University with the Woodland District by making College Street SE a two-sided street connected with safe and visible pedestrian crossings and student-oriented retail.

Policy TP-8.2: Retain wooded character of the street, particularly on the east side, while increasing visibility into the District to the west.

Goal TP-9: Retain the character of Pacific Avenue SE as a regional commercial corridor.

Policy TP-9.1: Promote shared use of driveways and parking to minimize traffic and pedestrian conflicts.

Policy TP-9.2: Incorporate safe pedestrian crossings and access points to balance trail oriented development with existing traffic volumes and development.

Policy TP-9.3: Orient buildings close to the street with visible pedestrian entrances and transparent windows.



Buildings

Goal TP-10: Employ a district-wide parking strategy that balances supply and demand with urban design objectives.

Policy TP-10.1: Reserve the street edge for buildings and public places. Locate parking behind buildings.

Policy TP-10.2: Define parking sheds and assure that parking levels are proximate to development. Use a balance of on- and off-street parking to meet demand. Set maximum rather than minimum parking limits.

Policy TP-10.3: Promote shared parking agreements to allow parking facilities in the Woodland District to be used more efficiently.

Goal TP-11: Better integrate the Transit Center with the surrounding street grid and nearby uses, including increased visibility and multi-modal access.

Policy TP-11.1: Provide connections between key bicycle and pedestrian routes to the Transit Center.

Policy TP-11.2: Improve the availability and legibility of bus status and transfer information.

Goal B-1: Create a cohesive architectural character within the district that embodies the desired Community Qualities.

Policy B-1.1: Use design standards and form based codes to encourage modern, contemporary architecture.

Policy B-1.2: Achieve some consistency in character and quality that identifies the district as a unique place, while still allowing design flexibility.

Policy B-1.3: Integrate building characteristics with the streetscape, parking and wayfinding.



Trees

Goal T-1: Retain and plant trees to strengthen the distinctive character and identity of the district.

Policy T-1.1: Retain mature trees, which provide a strong distinctive presence in the district and are fundamental to its identity. Design around and retain large trees with redevelopment.

Policy T-1.2: Maintain and replenish trees and forest on a sustained schedule to ensure long term viability of the urban forest.

Policy T-1.3: Establish program for selective limbing or crown-raising of street and landscape trees to improve visibility into commercial properties.

Policy T-1.4: Assure that trees do not impede visibility for transportation and public safety.



Signage

Goal SG-1: Use the design of signage to strengthen district identity, visibility and wayfinding.

Policy SG-1.1: Develop a signage palette that helps create stronger Woodland District identity. Desired image should be vibrant and visible.

Policy SG-1.2: Establish standards for visually prominent commercial signs that increase visibility of businesses and signage while retaining distinctive tree canopy.

Policy SG-1.3: Use signage to increase district visibility from I-5 during both daytime and nighttime for the City and South Sound Center.

Policy SG-1.4: Use distinctive signage for gateways and wayfinding for pedestrians, bicycles, transit access and vehicles.



Districts & Nodes

Goal DN-1: Define and strengthen the unique character of sub-districts and nodes.

Policy DN-1.1: Identify place types and nodes around destinations with a mix of uses and public places.

Policy DN-1.2: Identify large sites that offer the potential for infill, intensification and placemaking. Integrate these sites into the grid and strengthen with a mix of uses and destinations.

Policy DN-1.3: Require master plans of large properties and destinations to ensure internal cohesion and coordination and external integration with the surrounding areas.

**Goal DN-2: South Sound Center/
Large Retail Sites**

Policy DN-2.1: Convert over time South Sound Center with other large retail sites to a street grid. Create trail access points. Connect with adjacent Olympia streets.

Policy DN-2.2: Regularize the internal circulation system with internal “streets” and pedestrian walkways. Provide a clear definition for the pedestrian realm. Clearly separate visitor and delivery access.

Policy DN-2.3: Enhance the efficiency of existing parking.

Policy DN-2.4: Increase the intensity of activity with infill, complementary uses and public uses.

Goal DN-3: Market Square

Policy DN-3.1: Integrate with surrounding street grid. Create smaller city-block scale internal circulation, including clear pedestrian walkways.

Policy DN-3.2: Develop additional retail uses and orient these toward a “Main Street” along Golf Club Rd SE and 6th Avenue SE.

Policy DN-3.3: Consider relocation of the Plaza parks as opportunities for a more integrated site or convert them to more active use combining public and private amenities.

Goal DN-4: Woodland Square Loop

Policy DN-4.1: Create a complete, vibrant, livable district with a mix of residences, employment, retail, centered on Huntamer Park as a destination cultural heart.

Policy DN-4.2: Identify opportunities for the reuse of vacant buildings or vacating or realigning street rights-of-way to enlarge the Huntamer Park while maintaining needed circulation and access.

Policy DN-4.3: Recruit medical and knowledge based uses, building on similar existing uses through partnership between SPSCC, SMU and EDC.



Public Gathering Places

Goal DN-5: South Puget Sound Community College

Policy DN-5.1: Integrate the site into the street grid, particularly at 6th Avenue SE and 4th Avenue SE. Create a connection to the I-5 trail to provide access to and from Sleater-Kinney Rd SE and the regional trail system.

Policy DN-5.2: Provide safe and visible pedestrian connection to the Transit Center and "Main Street."

Policy DN-5.3: Partner with South Puget Sound Community College and the Thurston County Economic Development Council in the development of a business and technology incubator program and facilities in the District.

Goal P-1: Use public gathering places to create a community heart and support nodes of activity around key destinations.

Policy P-1.1: Public gathering places should provide flexible space that is usable year-round to accommodate a variety of public events as well as informal passive enjoyment. Provide seasonal or permanent shelter to enable year round use.

Policy P-1.2: Public gathering places should be accessible to all users, regardless of age, status, or ability. They should be safe and welcoming places.

Policy P-1.3: Public gathering places should be memorable spaces with features such as water, art, or towers. They should be framed by building, streets, or the landscape.

Goal P-2: Huntamer Park – Heart of Woodland

Policy P-2.1: Cluster cultural and community uses, such as a water feature or YMCA, around the park to reinforce the area as the heart of the district.

Policy P-2.2: Provide flexible year-round public open spaces such as a covered pavilion to allow for markets, festivals, or performances.

Policy P-2.3: Use buildings, landscaping and other design elements to provide a sense of enclosure on the perimeter.

Policy P-2.4: Undertake an updated master planning process for the park to identify users and develop plans for future park development activities.

Goal P-3: South Sound Center
Entertainment Center- Heart of Retail

Policy P-3.1: Identify opportunities for community and commercial uses that will help activate South Sound Center and support development and use of a public gathering space. Uses may include a food court, skating rink, or outdoor movie theater, in combination with flexible public open spaces to accommodate uses such as Farmer's Markets, bike rodeos seasonal festivities or outdoor movies and similar uses.

Goal P-4: Transit Center/Main Street

Policy P-4.1: Create a node around the Transit Center, South Puget Sound Community College and 6th Avenue SE to provide opportunities for "Main Street" infill and transit-oriented development.

Policy P-4.2: Connect Golf Club Rd SE from Pacific Avenue SE to 3rd Avenue SE to strengthen the existing vehicular, bicycle and pedestrian circulation network of "Main Street" and mixed use activity around the Transit Center.

Urban Design Recommendations

This section of the report contains detailed urban design recommendations which will implement the goals and policies and urban design concept. These recommendations, combined with the goals and policies, provide the basis for the Action Plan and its implementation. Included in this section are:

- Regulatory Strategy Overview
- Illustrative Site Plan
- Circulation and Streets Plan
- Place-Based Districts

Regulatory Strategy

Under Washington State's Growth Management Act, city comprehensive plans, including subarea plans such as the Woodland District Strategic Plan, are implemented in a variety of ways, one of which is through development regulations. While the GMA requires that development regulations be consistent with the policy direction in the plans, cities enjoy great flexibility in selecting the specific format, substance and processes for their development regulations.

Most city zoning codes historically focused on segregating uses and densities into homogenous and separate zones (e.g., residential, commercial and industrial), in which dozens or hundreds of specific uses were listed as "permitted, prohibited, or conditional." These codes gave little thought to desired three-dimensional form or character other than buffers, building height and setback maxima. This traditional approach generally treated each parcel of development as a stand-alone island, paying scant attention to the

context of adjacent properties or the public realm of walkways, streets and parks. Relying heavily on written text rather than summary tables or illustrations, many of these codes were difficult for permit applicants to navigate or city staffs to administer.

The regulatory strategy for the Woodland District is to depart from the traditional model by incorporating elements of character and form-based codes into a future Woodland District (WD) zone. The Illustrative Site Plan provides a detailed graphic vision of the District (see Figure 7). By creating a future circulation map and place-based districts with specific process requirements, form and character standards, it would be possible to tailor the WD code to more closely apply the vision and policies in the Strategic Plan. It would also be possible, with a greater reliance on summary tables and maps, photographs and drawings, to make the permit process more timely, fair and predictable. These two items, the Future Circulation Map and the Future Place-Based Map, described below, (Figure 11 and Figure 14) would form the basis for the development of a future Regulating Map.

The Regulating Map and its associated code text and illustrations would begin to further define the more unified and cohesive physical character of the Woodland District by identifying the placement, form and character of development along each street frontage, including building/street relationships and signage.

Illustrative Site Plan

The Illustrative Site Plan (see Figure 7) shows the comprehensive vision built with the urban design concept, goals and policies, six physical design elements and nine qualities of community. It is shown to illustrate key opportunities and to enable the community to envision the phased redevelopment and revitalization of the District through time which can be achieved by implementing Chapter 4, the Action Plan. The illustrative site plan is figurative rather than literal and primarily shows the comprehensive framework of streets, buildings, trails and public places. It highlights sub-districts and nodes which can be achieved through strategic public investment, public incentives, key partnerships with agencies, institutions and groups, coupled with private investment. A comparison of the the existing figure-ground and illustrative figure-ground is included in Figure 8 and Figure 9.



Figure 7. Illustrative Site Plan

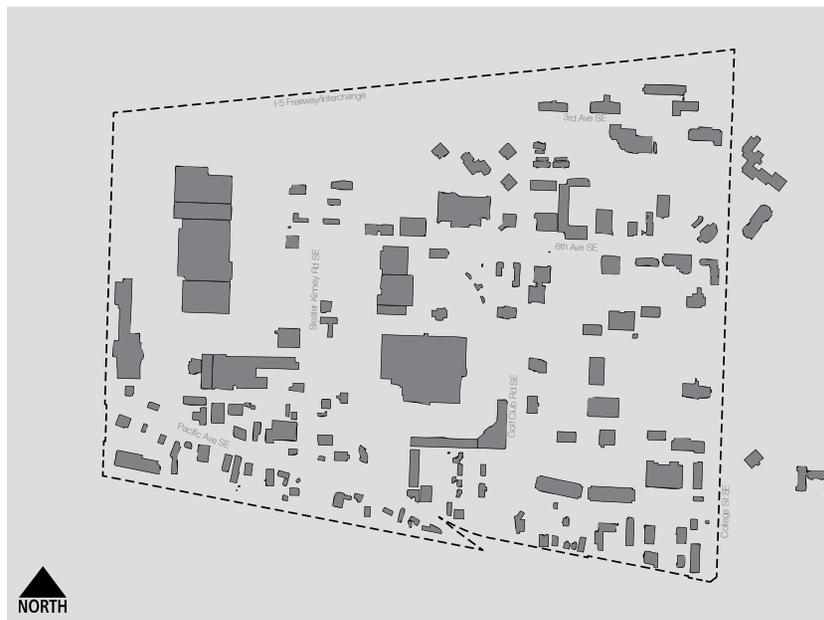


Figure 8. Existing Figure Ground



Figure 9. Illustrative Figure Ground





Figure 10. Existing Circulation

-  Arterial
-  Collector
-  Internal Road
-  Trail

Circulation Plan

The future circulation map for the District (Figure 11) identifies the completion of the finer-grained street grid that is needed to support future place types, intensities, mix of uses and increased transit use, walking and bicycling. The grid was developed by converting the existing superblocks into the envisioned network of existing street-right-of-ways, trail corridors, future streets, private streets, walkways and alleys. Future street types are identified on Figure 12 and are based on the future Circulation Map network; they include:

- Sleater-Kinney Rd,
- Pacific Avenue,
- College Street Corridor,
- Future "Main Street,"
- Neighborhood Streets,
- Bicycle Streets,
- Alleys,
- Walkways,
- Private Streets, and
- Trail Corridors.

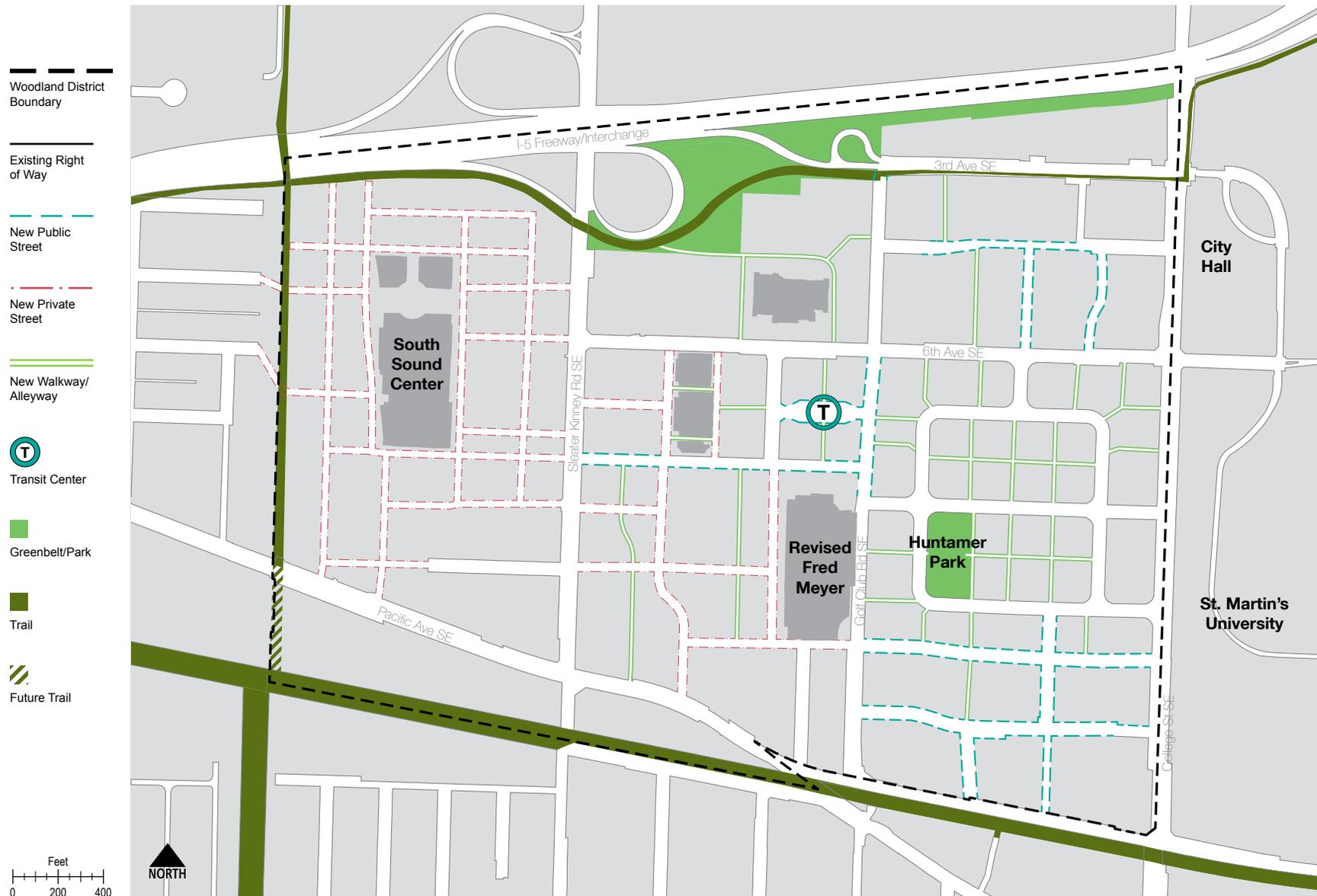


Figure 11. Future Circulation Plan



Figure 12. Future Street Types

Place-Based District Maps

These maps, supplemented by the text below, depict the existing and future character of the distinct districts within the Woodland District (Figure 13 and Figure 14, respectively). The existing place-based map is based on the existing circulation system and generalized character districts. The future place-based map is drawn on the future circulation system and identifies the characteristics of more unified and cohesive future character districts including land use, place types and envisioned urban form. Attachment A includes examples from other jurisdictions of what standards in future character and form-based code for the Woodland District (WD) zone could look like.

The Regulatory Strategy would involve amending the zoning map to break the existing WD zone into nine place-based districts and crafting a series of illustrated form and character design standards. These standards would apply form and character requirements to all new development in the WD place types, keyed to which street type fronts on a given parcel. These new WD place types would focus primarily on the visual character, shape, size and orientation of new buildings and rely upon the market to determine when development is ripe and which specific uses or densities inhabit those buildings.

Existing Place Based Districts

Existing place-based district types are shown in Figure 13 and their characters are defined below.

Destination Retail - South Sound Center, Market Square: Large site single use retail development consisting of multiple buildings separated from the surrounding street grid by parking and

Recommendations

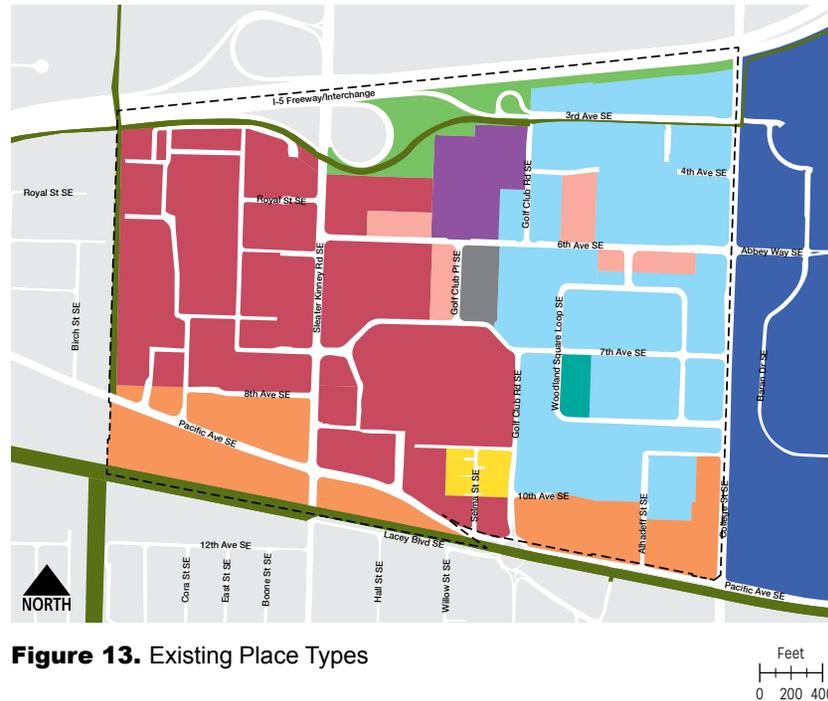


Figure 13. Existing Place Types



connected to each other by internal circulation system.

Retail Strip - Pacific Avenue SE, Office Depot: One or more single use retail buildings located along an arterial street with on-site parking

Main Street - 6th Avenue SE: Pedestrian-oriented, walkable retail/ mixed use area in central location.

Campus - Rowe Six/South Puget Sound Community College: Large destination site where the primary purpose is technical education and workforce training. Internal circulation and parking. Low visibility from street.

Employment District - Woodland Square Loop Area: Large single-use multiple block cluster of office buildings and service uses located on separate lots with on-site parking, primarily served by automobiles.

Civic Open Space - Huntamer Park: A formal space containing a civic or cultural use or civic green.

Civic Open Space - Trail Corridors: Linear regional corridors used for non-motorized transportation and recreation.

Greenway/Wooded Natural Area - I-5 Greenway: Naturalized open space or conservation area with few active uses aside from walking or biking trails.

Future Place Based Districts

Future place-based district types are shown in Figure 14 and their characters defined on the following pages.



Figure 14. Future Place Types

Regional Destination Retail/Entertainment Node — South Sound Center

Retail Power Center, Multi-Venue Destination Entertainment Cluster, Skating Arena or Recreational Venue, Food Destinations and Public Gathering Places.

- Locally-owned entertainment venues are encouraged.
- West side of site reserved for future uses or structured parking.

Circulation

- Private street system with separate functions create blocks.
- Circulation separated by function: dropoff and loading, through traffic, through pedestrian walkways.
- Trail connection to the west through parking.
- Increased landscaping helps break up large parking lots and delineates safe, walkable streets and lanes.

Visibility from I-5 & Sleater-Kinney Rd SE

- Trim vegetation on I-5
- Add prominent signage.
- More creative, contemporary, highly visible signage should be explored for visibility from I-5.
- Building mounted signs on individual stores.



Outdoor Food Court



Entertainment



Landscaping in Parking Areas



Pedestrian Walkways in Parking Areas



Landscaping Near Parking



Regional Destination Mixed Use Retail — Market Square

Destination retail site with Fred Meyer and small retail adjacent to perimeter streets. Outdoor public place with amenities and seating proximate to retail.

- Redeveloped Market Square site aligns new Fred Myer building north-south along of Golf Club Rd SE (“Main Street”) reorients access and use.
- Outdoor public space with retail on Sleater-Kinney Rd SE.

- Improved visibility from surrounding streets.
- Legible circulation separated by function: dropoff and loading, through traffic, through pedestrian walkways.
- Increased landscaping and trees delineate circulation.
- Limited pockets of on-street parking.
- District parking participation.

- Large building mounted signs, limited contemporary street signage and building mounted signs are appropriate.
- Locally-owned entertainment venues are encouraged.
- West side of site reserved for future uses or structured parking.



Fred Meyer



Retail with Outdoor Pedestrian Seating



Pedestrian Walkways in Parking Areas



Modern Low Monument Sign for Adjacent Retail



Building Mounted Signs



Small Retail with Outdoor Pedestrian Seating

Retail/Mixed Use District

Transition District between "Destination Retail" and "Urban Neighborhood" districts.

- Proximity to the Transit Center, SPSCC and 6th Avenue SE "Main Street" area create development potential.
- Comfortable and safe walking streets with higher traffic volumes.
- Gradual redevelopment potential to mixed use district.
- Through block connections to Transit Center.
- District Parking participation.
- Large and small building mounted signage is appropriate.



Small Neon Window Sign



Pedestrian Oriented Retail Street with On-Street Parking



Mixed Use Development Adjacent to Public Space



Street Landscaping

Retail Edge — Pacific Avenue SE

- Retail uses on single and mixed-use sites.
- Auto-destination district.
- Buildings oriented to the street.
- Parking on sides or behind buildings.
- Fill in and replace street trees.
- Building mounted signage is appropriate.



Retail Building with Street Landscaping



Retail Building Oriented to the Street



Small Scale Fast-Food Sign



Retail Building Oriented to the Street

Urban Neighborhood District

Mixed Use/employment area supported by retail and services. Walking neighborhood with small retail and the Transit Center. Cultural center of Lacey centered at Huntamer Park with year-round pavilion building, YMCA, water feature and cultural uses. Medical and Human Services cluster north of 6th Avenue SE.

- “Main Street” with small retail, fine grain of building and street details continued south from 6th Avenue SE with connection of Golf Club Rd SE and reorientation of Transit Center.
- Collector streets move traffic to arterials on perimeter. Slow streets with on-street parking are used for some through traffic.
- Bicycle streets north-south (Golf Club Rd SE/"Main Street" and 7th Avenue SE provide north-south connections between the urban trails on the perimeter.



Pedestrian Oriented Building



Mixed Use Building



Building Mounted Sign



YMCA



Outdoor Public Gathering Space



Pedestrian Oriented Landscaping

Transit Mixed Use District

Transition District between Destination Retail and Urban Neighborhood District provides opportunities for mixed use and placemaking with the east-west reorientation of the Transit Center.

- Proximate to SPSCC, 6th Avenue SE/Golf Club Rd (“Main Street”).
- Legible pedestrian and bicycle networks to/from Transit Center.
- Vibrant, high-activity uses around Transit Center.
- Retain visibility around Transit Center.
- Clear delineation of public/private space.
- Building mounted signage is appropriate.



Pedestrian Streetscape with Landscaping



Renton Transit Center

South Puget Sound Community College

Branch Community College to be located in large former business park centrally located across from the Transit Center on 6th Avenue SE adjacent to the I-5 Trail. To be occupied by SPSCC for 10 years. College will be visited by 10,000 people per year.

- Integrate SPSCC into the District functionally with direct east-west connections through the site to streets, private properties and the I-5 Trail.
- Shape trees on 6th Avenue SE for visibility to SPSCC from the street.
- Provide signage to identify the College and to direct visitors internally to destinations.



6th Avenue SE (Existing)



Main Building from 6th Avenue SE (Existing)

4 ACTION PLAN

The Action Plan outlines twenty-five key actions designed to implement the Woodland District goals and policies. These actions are integrated to provide the necessary frameworks and incentives to catalyze investment and development. The actions were developed as an integrated set so that each will result in multiple benefits in order to realize the District vision within a 10-year period.

The twenty strategies are organized into four categories:

- Strategy 1: Set the Stage for Implementation
- Strategy 2: Improve the Investment Climate
- Strategy 3: Establish Key Implementation Partnerships
- Strategy 4: Recruitment, Advocacy and Stewardship

Strategies 1 and 2 are designed to provide a foundation for joint investment and development of nodes with key partners to achieve Strategy 3 and to enable recruitment of key businesses, customers and residents. Strategy 4 includes desired community qualities. The Recommendations are defined on the following pages and are listed in the table to the right and described in the following pages.

1	Set the Stage
1.1	Form-Based Code
1.2	Planned Action EIS
1.3	District Stormwater & Green Infrastructure Plan
1.4	District Parking Plan
1.5	District Brand Identity Program
1.6	Forest Management Plan Update
1.7	College Street SE Transportation Study
1.8	Identification and Leverage of Financial Resources
2	Improve Investment Climate
2.1	Multifamily Tax Exemption Program
2.2	Reduce Impact Fees
2.3	Main Street/Golf Club Rd SE
2.4	Bicycle & Pedestrian Improvements
2.5	Streetscape Improvements
3	Strategic Partnerships to Develop Key Nodes
3.1	South Sound Center Entertainment Center
3.2	Cultural Center
3.3	Market Square
3.4	Transit Center Redevelopment
3.5	SPSCC Campus
3.6	SPSCC/EDC Business & Entrepreneurial Center
3.7	Affordable Housing Strategy
3.8	St. Martin's University
4	Recruitment, Advocacy & Stewardship
4.1	Recruit Office Tenants to Support Use Clusters
4.2	Locally-owned Destination Businesses
4.3	Arts & Cultural Plan
4.4	Neighborhood Stewardship Association

Strategy 1: Set the Stage

1.1

Form Based Code

Description: Development and adoption of a Form-based Code is recommended for the Woodland District's implementing regulations. Such a "place-based" regulatory system would clearly illustrate the District's desired form and character with both graphics and concise narrative. It would shape both the public realm (the streets and pedestrian network, public places and parking supply) and private realm (building forms, design and locations, private signage, on site parking, circulation and landscaping). The form-based approach provides clarity of content and the permitting process. The Code would serve as an incentive to attract new investments and produce a cohesive neighborhood characterized by great places.

Lead: City of Lacey

Partners: Strategic Plan Stakeholders

1.2

Planned Action Environmental Impact Statement (EIS)

Description: A Planned Action EIS will streamline and provide greater certainty in the development process. It entails review of potential impacts of development during the planning stage, rather than the development review stage, identifies mitigation measures upfront, such that future development proposals that are consistent with the EIS and ordinance do not require additional SEPA review. Following preparation of the EIS the local government may adopt a planned action ordinance that specifies the amount and type of development and required mitigation to qualify as a planned action project.

Lead: City of Lacey

Partners: Strategic Plan Stakeholders

1.3

District Stormwater & Green Infrastructure Plan

Description: A regional stormwater management plan would address stormwater-related water quality and water quantity impacts of new and existing land uses in a drainage area. It is developed on a drainage area basis and is not limited to on-site stormwater management measures. Facilities associated with the Plan can provide on-site and area-wide amenities and public spaces in urban environments, increase residential and commercial property values and neighborhood appeal. It would also facilitate maintenance and reduce maintenance costs.

Lead: City of Lacey

Partners: Strategic Plan Stakeholders & Agencies

1.4

District Parking Plan

Description: A district parking system provides parking for districts rather than individual sites by pooling parking supply in desired locations. This approach would support future development levels while reserving valuable street frontage for active pedestrian-oriented uses. District parking supply would be defined and managed based on demand for different uses and times of day. This program could be initiated in the near term to capture the value of existing parking and to reduce individual project costs by providing shares of district parking supply. It would be revised in phases as development intensifies in the area.

Lead: City of Lacey

Partners: Development Community, Local Lending Institutions, SPSCC, State Department of Enterprise Services

1.5

Urban Forest Management Plan Update

Description: The update would ensure that trees and the existing urban forest remain viable as an integral component of District identity and livability while managing trees for visibility to businesses and places by defining tree cover goals for the District, designing development to retain key trees, identifying annual tree replenishment goals and implementing an annual tree crowning-raising program to provide visibility to existing buildings and places.

Lead: City of Lacey

Partners: ForTerra or similar entity who establish and maintain urban forests through their Green Partnership program.

1.6

Brand Identity & Visibility: Name of District, Gateways, Wayfinding, Streetscape & Signage

Description: Development of an integrated branding program for the District – including renaming the District, a logo, entry gateways, wayfinding signage and revised sign standards – would increase visibility and provide a cohesive identity for the District. This program would also increase the Districts' competitiveness in the regional housing market, by improving the pedestrian realm, creating walkable streets and District legibility. The sign ordinance should be updated with signage specific to the Woodland District including wayfinding for vehicles, pedestrians and bicyclists, street signs and commercial signage.

Lead: City of Lacey

Partners: Thurston County EDC, Chamber of Commerce, Woodland District Stakeholders

1.7

College Street SE Transportation Study

Description: Prepare a study for College Street SE between I-5 and Pacific Avenue SE to identify methods of improving multi-modal access and circulation to the district while maintaining the capacity for managing regional through traffic. Identify strategies and projects to enhance facilities for all modes, better relate the roadway design to existing and future land uses and ensure adequate access for all modes to and from the Woodland District, City facilities and St. Martin's University. The College Street SE Transportation Study could be folded into a more extensive transportation analysis in the Planned Action EIS if the EIS is conducted first.

Lead: City of Lacey

Partners: Woodland District Stakeholders, St. Martin's University

1.8

Identification and Leverage of Financial Resources

Description: Description: Identification of financial resources for Plan implementation would enable the City to define projects and develop a detailed, phased 10 year implementation strategy. Identification of financial resources would include capital funding, financing methods, key partnerships and technical assistance. Partnerships with JBLM, HUD, the Main Street Program, Woodland District financial institutions and others should be established and leveraged to recruit partners and financial participation.

Lead: City of Lacey

Partners: Thurston County EDC

Strategy 2: Improve the Investment Climate

2.1

Multifamily Tax Exemption Program

Description: The City of Lacey should designate the Woodland District for the Multifamily Tax Exemption to improve development feasibility and to stimulate the construction of new market rate and affordable housing opportunities within urban centers. The City must designate areas within an urban center for use of the program. Eligible projects are exempt from property taxation for eight successive years; or for twelve years if the property commits to at least twenty percent of the multifamily housing units as affordable housing units.

Lead: City of Lacey

Partners: Woodland District Stakeholders, Thurston County EDC, Chamber of Commerce, Development Community

2.2

Reduce Impact Fees

Description: Impact fees may be waived on a discretionary basis by the City and may be specific to geographic areas to improve feasibility of development. An adjustment of fees sends a signal to the development community that the District is a priority for the City and that the City is willing to provide incentives for private development in the District.

Lead: City of Lacey

Partners: Woodland District Stakeholders, Thurston County EDC, Chamber of Commerce, Development Community

2.3

Develop Main Street/Golf Club Rd SE Street Connection

Description: The connection/re-alignment of Golf Club Rd SE from Pacific Avenue SE to 3rd Avenue SE would catalyze the development of several projects including a pedestrian-oriented mixed use Main Street, provide direct access to the Transit Center, provide a continuous bicycle streets connecting the three major urban trails, increase access and visibility of the Woodland Square Loop area, the Huntamer Park Cultural Node and to Market Square. Renaming the street to a more local reference could become a key place identifier within the District as part of the District Identity and Renaming process.

Lead: City of Lacey

Partners: Intercity Transit, Property Owners, WSDOT

2.4

Bicycle & Pedestrian Improvements

Description: A comprehensive approach to the development of a District-wide network of walkable, bicycle-friendly streets would improve safety, comfort and interest to pedestrians and bicyclists and would improve livability and the investment climate. The program would guide the buildout of the future circulation network, redevelopment of sites and retrofit of existing streets and sites. City street and development standards should be updated to Reflect the pedestrian and bicycle improvements recommended in this Plan.

Lead: City of Lacey

Partners: Woodland District Stakeholders, Property and Business Owners, Pedestrian and Bicycle Advocates, Capitol Bicycling Club, Woodland Trail Greenway Association

Strategy 3: Strategic Partnerships

2.5

Streetscape Improvements

Description: A comprehensive palette of streetscape improvements is a companion action to bicycle and pedestrian improvements designed to strengthen District identity, improve pedestrian comfort and interest, quality of life and the investment climate. Pedestrian lighting, street trees, landscaping, street signage, District-specific paving, crosswalks and street furniture should be included with a map identifying improvements at specific locations. City street and development standards should be updated to include a map with locations for streetscape improvements by type including street furniture, signage, trees and landscaping, paving, crosswalks, and intersections.

Lead: City of Lacey

Partners: Property Owners

3.1

South Sound Center Entertainment Center

Description: South Sound Center has successfully transitioned to a retail power center. As the largest property in the District, the Center's economic, cultural and community value as a destination visible from I-5 can be increased with intensified development, more efficient use of land, increased mix of uses, addition of a cluster of multi-venue entertainment uses (skating rink, food court and additional retail), a public gathering place, internal street system, shared parking, improved signage and freeway visibility and connections to City of Olympia streets. The site would be reintegrated with the street grids, provide access to the Chehalis Western Trail and could host community events.

Lead: South Sound Center

Partners: City of Lacey

3.2

Cultural Center

Description: This project adds facilities and uses to the Huntamer Park area to develop the cultural center or "heart" of the Lacey community. Huntamer Park could be enlivened with a water feature, a multipurpose year-round pavilion for events, fairs and festivals and a YMCA on an adjacent site. Increased building development around Huntamer Park would provide a sense of enclosure and further build the identity of a Civic Green.

Lead: City of Lacey

Partners: Woodland District Stakeholders

3.3

Market Square

Description: Market Square (Fred Meyer site) would be reconfigured to improve visibility, circulation and access and deliveries. The two small City parks adjacent to the property could be consolidated and relocated into a usable public space integrated into the reconfiguration and small retail added on Main Street. Market Square could be a participant in Shared Parking District in the Woodland Square Loop area.

Lead: Market Square Property Owner

Partners: City of Lacey

Cost:

3.4

South Puget Sound Community College

Description: The future SPSCC facility at Rowe Six provides a new destination and a generator of local culture. The property is currently self-contained with low visibility from the street though well-placed across from the Transit Center and adjacent to 6th Avenue SE's mixed use area. Establishment of sidewalks, formal links to adjacent properties and the I-5 trail, directional and building signage, reconfigured parking, off-site programs and business incubators would fully leverage and integrate the institution's value and culture into surrounding District.

Lead: Thurston EDC

Partners: SPSCC, City of Lacey

3.5

Transit Center Redevelopment

Description: The Transit Center provides a vital service in a central location but is underused in its current configuration. Reconfiguration to an east/west orientation between Golf Club would increase its prominence, provide more direct bus access and take advantage of the development of Main Street and the future Huntamer Park Cultural Center. Mixed use development on the southern half of the site would intensify use, maximize the value of the Transit Center and provided significant opportunities for placemaking and transit-oriented development.

Lead: Intercity Transit

Partners: City of Lacey, Woodland District Strategic Plan Stakeholders

3.6

South Puget Sound Community College/EDC Business & Entrepreneurial Center

Description: South Puget Sound Community College, in partnership with the Thurston EDC and the City, plan to develop a business and entrepreneurial center in the District. The goal of the Center will be to help entrepreneurs launch and build successful companies and turn innovation into commercialization by providing an array of business support resources and services. 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 prepare students for careers. The Center will be designed to take advantage of available office space in the District.

Lead: SPSCC

Partners: Thurston County EDC, City of Lacey

3.7

Affordable Housing Strategy

Description: Develop a strategy 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. Programs could include rental production and preservation, operating & maintenance fund, rental assistance, homebuyer assistance, acquisition and opportunity loan funds and others. The strategy should support the multi-family tax exemption program and oversee compliance with the affordability requirements of the program.

Lead: City of Lacey

Partners: Local Banks and Financial Institutions, Thurston County Housing Authority, Other Agencies

3.8

Partnership with St. Martin's University

Description: Strengthen the City of Lacey's ongoing partnership with St. Martin's University to integrate programs, housing, cultural activities and facilities into the Woodland District. Integration of the university faculty, staff, and students will enrich the District and its offerings, while the District can offer increased retail and services, transit and housing to the university community.

Lead: City of Lacey.

Partners: St Martin's University

Strategy 4: Recruitment, Advocacy & Stewardship

4.1

Recruit Tenants to Support Clusters of Uses

Description: Active recruitment of unoccupied offices offer opportunities to develop clusters of uses which build on existing District uses such as medical facilities and higher education institutions, particularly in the 6th Avenue SE/ Main Street Transit Center area. Workforce training, business incubator programs and a service hub for JBLM health and human services are potential users. Student-oriented businesses and cultural programs could further support reuse of existing buildings.

Lead: Thurston EDC, Chamber of Commerce

Partners: City of Lacey

4.2

Locally-owned Destination Retail & Entertainment Venues

Description: Recruiting locally-owned destination retail and entertainment venues would bring new customers and visitors to the District from urbanized Thurston County. Examples include a music store and locally-owned restaurants and pubs and a food cart hub or pod would provide unique businesses and build local culture. Collocation of destination uses would build synergy with existing destinations such as South Sound Center, Market Square and 6th Avenue SE.

Lead: Thurston EDC, Chamber of Commerce

Partners: City of Lacey

4.3

Arts & Culture Plan

Description: Development of an Arts and Culture Plan would provide a strategic and coordinated approach to cultural development and identity of the Woodland District and the Lacey community. It could include a plan for the “Cultural Center” envisioned in the Huntamer Park/Main Street node in the Woodland Square Loop area and develop a broader plan and become known as a thriving local arts and culture community which celebrates its heritage, cultures and social diversity with vibrant street life, community events and organizations.

Lead: Parks Board & Planning Commission

Partners: Woodland District Stakeholders, Schools and Colleges, Business, Public Agencies

4.4

Establish a Woodland District Neighborhood Association

Description: The establishment of an association for the District would develop a formal group to champion Strategic Plan implementation and provide an advocacy role for the neighborhood. This group, by its nature, would bring broad perspective to an implementation group and represent many community representatives and voices whose interests and participation are vital.

Lead: City of Lacey

Partners: District Businesses, Residents, Higher Education Institutions, Public Agencies, Intercity Transit, Thurston EDC and others.



Draft

Lacey Woodland
District Strategic Plan