

Date 27 January 2015 | **Project** Lacey Woodland District Hybrid FBC

To Ryan Andrews, City of Lacey

From Joseph Readdy, Urbsworks, Inc.

Copy Dan Penrose, SCJ Alliance

Task 1.1.2 Previous Planning Analysis Memorandum

Purpose

The purpose of this memo is to briefly review each key planning document for those aspects relevant to the development of a hybrid form-based code for the Woodland District. A preliminary list of planning documents was identified by the consultant team and approved by the City of Lacey.

Description of task from the Scope of Work—Site Analysis: *City staff makes available previous plans and relevant documents in digital form. Consultant Team reviews previous plans, and prepares a Previous Planning Analysis Memo.*

List of Documents Received

- 2013 Woodland District Strategic Plan
- 2012 Woodland District, Code Review Summary
- 2012 Woodland District Mall Revitalization Case Studies
- 2008 Comprehensive Plan: Introduction; Land Use Issues and Analysis; Innovative Techniques; General Goals and Policies; Proposed Land Use Key Concepts; Central Planning Area; and Bibliography
- 2009 Development Guidelines and Public Works Standards
- 2030 Transportation Plan
- 2013 Urban Forest Management Plan
- 2010 Stormwater Design Manual Chapters 1-5
- 2010 Stormwater Design Manual Chapters 6-10
- 2008 Public Participation Element of the Comprehensive Plan
- 2012 Walkability Audit – Cities of Olympia, Tumwater, and Lacey, Washington: Next Steps Memorandum

Review of Documents

2013 Woodland District Strategic Plan

Administered by the City of Lacey, Department of Community Development. Supports implementation of a Form-based Code for the Woodland District.

Together with local partners, the City of Lacey prepared the Woodland District Strategic Plan as a road map to transformation of the district into a place to gather, interact, live, shop, work, and play.

The Strategic Plan is organized by six areas of focus: transportation; buildings; trees; signage; districts and nodes; and public gathering places.

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.

2012 Woodland District, Code Review Summary

Administered by the City of Lacey, Department of Community Development.

Chapter 14.23 Design Review

<http://www.codepublishing.com/WA/Lacey/html/Lacey14/Lacey1423.html>

In addition to promoting the health, safety and welfare of the public, design review will encourage the development of pedestrian-oriented commercial and residential developments with an opportunity for higher residential densities, smaller lot sizes, and superior design standards.

14.23.040 Design Review Process.

The design review process is conducted by the director of community development. Design review is concurrent with the underlying planning review process or building permit application.

Concurrent review for design review and site plan review can occur as follows:

1. Presubmission Conference
 - a. Land use meeting with SPR Committee.
 - b. Design review meeting with assigned staff member. Drawings can be conceptual.
2. Site Plan Review Meeting
 - a. Approval of project for land use and environmental review. Subject to completion of meetings for design review approval.

Presubmission Conference and Site Plan Review Meeting feasibly can occur on the same day.

- b. If design review is not completed prior to SPR approval, a second design review meeting to determine approval of formalized design plans may be requested as necessary.

14.23.084 Public Transportation And Pedestrian Circulation Design Requirements For Commercial Development.

14.23.086 Design Requirements For Zones With Pedestrian Emphasis And Key Multimodal Corridors And Intersections.

Chapter 14.23.087 Additional Design Standards that apply to the Woodland District: these standards are supplemental to other applicable standards found in LMC 14.23.083; 14.23.084; 14.23.086; and 14.23.088.

14.23.088 Open Space.

Chapter 16.24 Woodland District. The intent for the Woodland District is to encourage density and a diverse mix of uses; create a vibrant commercial core that is strongly pedestrian-oriented and transit-friendly; creates places that serve the needs of a diverse population; provides high-density residential in mixed-use buildings; promotes living-wage job creation and employment opportunities; and supports the policies of the Comprehensive Plan, the Lacey Vision Plan, and the Woodland District Guidelines.

2012 Woodland District Mall Revitalization Case Studies

Envisions the Woodland District of the future as “downtown” Lacey that is a vibrant, prosperous, pedestrian-friendly and transit-supportive place for residents and visitors of all ages.

Limited trade area and smaller market demand, combined with lack of clear and distinctive image and multiple ownerships, has led to the devolution of South Sound from an enclosed regional mall to a Power Center.

Key to longer term intensification is to integrate South Sound Center into surrounding area with an area-wide urban design framework, a network of interconnected streets, and leveraging its proximity to the existing transit center and to future mixed-use residential and commercial development.

2008 Comprehensive Plan: Introduction; Land Use Issues and Analysis; Innovative Techniques; General Goals and Policies; Proposed Land Use Key Concepts; Central Planning Area; and Bibliography

Administered by the Thurston County and the City of Lacey.

Acts as a guide for public and private decisions about when, where and how future development takes place and where public facilities should be located. Recognizes land as a resource to be wisely developed for future generations.

Identifies urban centers with mixed uses as a means to promoting specific districts with a full range of urban uses at higher intensities. Each neighborhood and district should have a distinct character. Centers integrate neighborhood needs, such as safe, walkable street network; integration of trail and pedestrian amenities; integration of public transit; commercial and retail that meet daily needs; and parks. All of these elements can help foster a sense of place and neighborhood identity. Urban centers are designed to accommodate higher densities with a mix of various residential housing types that respond to market demand and demographics. Urban centers provide a full range of destinations within walking distance.

Tools included in the Comprehensive Plan are provisions for the transfer of development rights; small-lot single-dwelling residential development; inclusionary zoning; and accessory dwelling units.

Multi-modal Transportation with an emphasis on mass transit, walking, and biking. Land Use Plans should reflect a significant consideration of alternative modes of transportation.

2009 Development Guidelines and Public Works Standards

(the 2014 version has been adopted by council but not posted to the web yet): <http://www.ci.lacey.wa.us/city-government/city-departments/public-works/plans-and-documents/library/development-guidelines>

Administered by the City of Lacey, Department of Community Development.

2030 Transportation Plan

<http://www.ci.lacey.wa.us/city-government/city-departments/public-works/plans-and-documents/library/development-guidelines>

The Plan is an element of the Comprehensive Plan and is administered by the City of Lacey and Thurston County.

Woodland District Plan - Identifies the development of a street network in the Central Planning Area (downtown).

The 2030 Transportation Plan is designed to support City goals for land use planning, smart growth, and sustainability. The Plan supports the concept of “Complete Streets” emphasizing urban development of a mature street network that is functional, inviting, and safe for pedestrians and bicyclists.

For the Woodland District and the CBD significant capacity exists within the Central Planning Area for multi-story residential development in the commercial designations – permitted building heights in the Woodland District are from 120 to 250 feet. While only a limited amount of residential infill has been realized in the Central Planning Area, the demographics are expected to change in favor of the centralized location close to services and urban activities. The Woodland District has been designated an urban center due to its proximity to the Martin Way corridor. The transit center located in the heart of this district has the potential to offer a more urbanized lifestyle.

Planning strategies are being designed to provide opportunities to develop various uses within the Central Planning Area to attract compact mixed-use development to this area, especially within the Woodland District. Design and use of transportation demand management techniques can encourage mixed-use development without a need to increase capacity of the street system.

College Street SE, Sleater-Kinney Road, Carpenter Road, Ruddell Road and the Chehalis Western Trail are the main north-south transportation corridors in the Central Planning Area. The Lacey Boulevard/Pacific Avenue one-way couplet, Martin Way and the Lacey Woodland Trail are the primary east-west corridors.

One key to the development of the Woodland District Plan is a grid system network of connecting streets to improve connectivity and encourage multimodal transportation. This will encourage residential development that is not be dependent upon cars and provide safe and logical pedestrian connections throughout the District.

2013 Urban Forest Management Plan

http://www.ci.lacey.wa.us/Portals/0/docs/community_development/planning_documents/2013_urban_forest_management_final.pdf

Administered by the City of Lacey, Department of Community Development.

The Urban Forestry Plan was updated in 2013, including: new regulations for administering Class IV Forest Practices Applications; establishing a fee-in-lieu program for tree tracts in certain locations; clarification of regulations contained in LMC 14.32 pertaining to tree replacement on individual lots; clarification of definitions contained in LMC 14.32; and improved procedures for inspecting trees in the right-of-way.

Tree tract standards for cases of infill or redevelopment in core areas like the Woodland District where many of the properties predate the first requirements for landscaping and tree tract requirements. Redevelopment under current policy would require a 5% tree tract. This standard seems somewhat contrary to Lacey's goals of establishing the core area as the urban center. It may be prudent for the City to require a fee-in-lieu that may be used to either further urban forestry goals in other areas of the City or be used even in the same Planning Area to provide additional tree canopy to balance the City's urban forestry goals with its goals to urbanize.

2010 Stormwater Design Manual Chapters 1-5

http://www.ci.lacey.wa.us/Portals/0/docs/Public_Works_documents/stormwater/2010_lacey_stormwater_design_manual_chapters_1-5.pdf

2010 Stormwater Design Manual Chapters 6-10

http://www.ci.lacey.wa.us/Portals/0/docs/Public_Works_documents/stormwater/2010_lacey_stormwater_design_manual_chapters_6-10.pdf

Administered by the City of Lacey, Department of Community Development.

The requirements of the 2010 SDM are applicable to all types of public and private land development projects. This manual establishes the minimum standards for development, redevelopment, and street projects. It provides guidance on preparation stormwater site plans and reports for implementation. Stormwater management requirements are satisfied by the application of Best Management Practices (BMPs) identified in the manual.

On-site low-impact development (LID) BMPs focus on minimization of impervious surface area, the use of infiltration, and dispersion through on-site vegetation for stormwater runoff treatment and flow control. LID emphasizes conservation and use of existing natural site features. Some LID BMPs provide runoff treatment as well as flow control. Additional information on LID techniques is available in the Thurston County 2009 Drainage Design and Erosion Control Manual and in the Low Impact Development Technical Guidance Manual for Puget Sound, available on-line at <http://psat.wa.gov/Publications/Publication.htm>.

2008 Public Participation Element of the Comprehensive Plan

Administered by the Thurston County and the City of Lacey.

Public participation is the process by which public concerns, needs, and values are incorporated into decision making. Citizen participation is essential. The Public Participation Element provides the framework for public participation. Its purpose is to describe the city's policies for citizen participation and support ways to achieve successful partnering with citizens, organizations and businesses in planning, developing, and maintaining our community.

Public participation is required by the 1990 Growth Management Act (GMA) which specifies “early and continual citizen participation” in the development and updates of local comprehensive plans. The intent is clear: involve the public, provide opportunities to have meaningful input and give consideration of that input with emphasis on providing direct responses.

In addition to being required by GMA, public participation is a good business practice. Like good customer service, a good public participation program builds trust and credibility and can earn the respect of involved citizens. Ultimately it results in better and more responsive services to meet the needs of citizens. Some of the benefits of public participation include:

- An increased public trust in government;
- Engaged citizens that take ownership of local growth management challenges and solutions;
- Creates educated and empowered citizens;
- Encourages good planning and citizen support;
- Removes hearings board challenges to public participation rules;
- Increases the opportunity for new and innovative ideas;
- Brings people with firsthand knowledge of the neighborhood to the table;
- Creates interaction between people who care about the community and their neighborhood, thereby building a network of people Lacey can look to for help on more global issues as well as local neighborhood concerns.

2012 Walkability Audit – Cities of Olympia, Tumwater, and Lacey, Washington: Next Steps Memorandum

Administered by the Thurston Regional Planning Commission.

Lacey – Woodland District. Recommendations for the Woodland District in Lacey include:

- Create a signalized pedestrian crossing at the existing T-intersection of Woodland Square Loop SE at College Street SE to connect the Woodland District with the pedestrian path on the east side of College Street that connects to residential areas on the St. Martin’s University campus.
- Fill in existing gaps in the sidewalk network.
- Improve the visibility and utility of the existing I-5 Trail.
- Add a crosswalk with a potential pedestrian hybrid beacon at Golf Club Road SE and 6th Avenue SE, where both pedestrian movement and traffic volumes are expected to increase. A traffic calming strategy for 6th Avenue between Sleater Kinney Road and College Street may also be worth considering.
- Consistent with the City’s master plan, consider design and signage treatments for 6th Avenue SE that would reinforce its function and utility as a true main street for the residents of Lacey. Create “gateway” intersections at Sleater Kinney Road and College Street.
- Consider adding a trailhead in the Woodland District for the three shared use paths that connect into Lacey.