

RESOLUTION 656

CITY OF LACEY

A RESOLUTION AMENDING THE LACEY POLICY PLAN FOR COMPREHENSIVE DEVELOPMENT AND THE LACEY DEVELOPMENT PLAN LAND USE AND CIRCULATION ELEMENTS BY THE ADDITION OF A DOWNTOWN ELEMENT

WHEREAS, the City Council by passage of Resolutions 268 and 383 adopted the Lacey Policy Plan for Comprehensive Development and the Lacey Development Plan Land Use and Circulation Elements and said plans have been amended with the addition of new planning elements; and

WHEREAS, after thorough study and the conduct of public hearings, the Planning Commission of the City of Lacey has recommended to the City Council the adoption of that certain planning element entitled "Comprehensive Plan Downtown Element", and the City Council has duly considered said recommendation after public hearing and finds that it would be in the best interest of the residents of the City of Lacey that said planning element containing goals, policies and land use recommendations pertaining to the central business district of Lacey, be adopted in the form attached hereto; now, therefore,

BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF LACEY, WASHINGTON, that that certain document entitled "Comprehensive Plan Downtown Element" attached hereto be adopted as an addition and an amendment to the Lacey Policy Plan for Comprehensive Development

adopted by Resolution 268, and the Lacey Development Plan Land Use and Circulation Elements adopted by Resolution 383 as said plans have been supplemented.

PASSED BY THE CITY COUNCIL OF THE CITY OF LACEY, WASHINGTON, this 21st day of December, 1989.

CITY COUNCIL

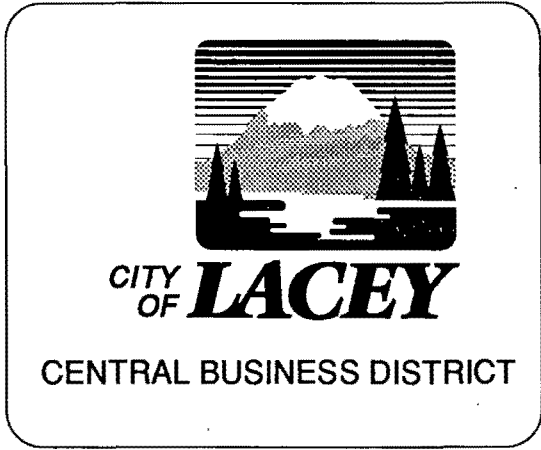
By Kay M. Boyd
Mayor

Attest:

Charlotte M. Taylor
City Clerk

Approved as to form:

[Signature]
City Attorney



COMPREHENSIVE PLAN

DOWNTOWN ELEMENT



TABLE OF CONTENTS

	<u>Page</u>
I. INTRODUCTION	2
A. The Planning Process	2
B. Earlier Reports and Studies	2
C. Relationship to Other Plans	3
D. Study Area and Boundaries	3
II. DOWNTOWN GOALS AND POLICIES	6
A. Land Use	6
B. Sub-Area Downtown Goals and Policies	9
III. DOWNTOWN CONCEPT PLAN	26
A. Land Use	26
B. Transportation	26
C. Parks/Open Space	27
IV. DOWNTOWN RECOMMENDATIONS/IMPLEMENTATION	28
A. Land Use	28
B. Transportation	28
C. Parks/Open Space	29
D. Miscellaneous	30

I. INTRODUCTION

This Plan presents new land use, circulation and physical improvement policies for the Downtown area of Lacey. It represents a major step in the completion of a downtown plan (as an element of the City's Comprehensive Plan) and culminates years of idea generation, study, analysis and participation by a number of citizens who are deeply committed to the future of the City of Lacey.

This Plan describes a vision which builds on the strengths of existing development, while addressing the needs of a growing regional market area. This "vision" is translated into comprehensive statements of public policy and a program of proposed actions for implementation.

Elements of this Plan will become the basis for a series of public and private actions that will shape Lacey's downtown over the next 25 years.

A. THE PLANNING PROCESS

Under the direction of the Lacey Planning Commission, downtown property owners, City residents and interested business people from throughout the City have been actively involved in the development of this Plan and its recommendations. In addition to typical work sessions, the Planning Commission distributed a questionnaire to interested property owners and residents, and conducted numerous informal community meetings and workshops to solicit citizen input and discuss proposals. Finally, the Planning Commission has worked closely with an 18-member Citizens' Core Area Task Force appointed by the Lacey City Council in 1982. The Task Force met periodically with the Planning Commission to discuss downtown development and separately where they have extensively reviewed draft materials and offered numerous suggestions.

B. EARLIER REPORTS AND STUDIES

The Lacey downtown has been the subject of several plans and studies over the past decade. The Lacey Commercial Area Study, prepared by a City Task Force in 1974, addressed land use and circulation problems. Many of the land use and circulation proposals in that Study have been implemented in the Lacey Development Plan (1977) and Lacey Zoning Ordinance (1980). In addition, a Core Area Circulation Amendment to the Lacey Development Plan was adopted in 1981. That amendment focused on automobile circulation in the downtown area.

The Commercial Area Study recommended the City undertake additional planning for pedestrians, bicyclists and open spaces such as greenbelts and plazas. "Amenities such as alternative transportation modes to the automobile, and providing greenbelts, plazas or other open space areas are important factors in creating attractive, people-oriented development. These amenities can be provided more easily if they are planned and designed into development plans rather than waiting until after development occurs."

This Plan marks the most comprehensive study of Lacey's downtown to date, and the most recent. It both builds upon and goes beyond those

earlier efforts in response to new demands and opportunities for regional commercial and mixed-use development.

C. RELATIONSHIP TO OTHER PLANS

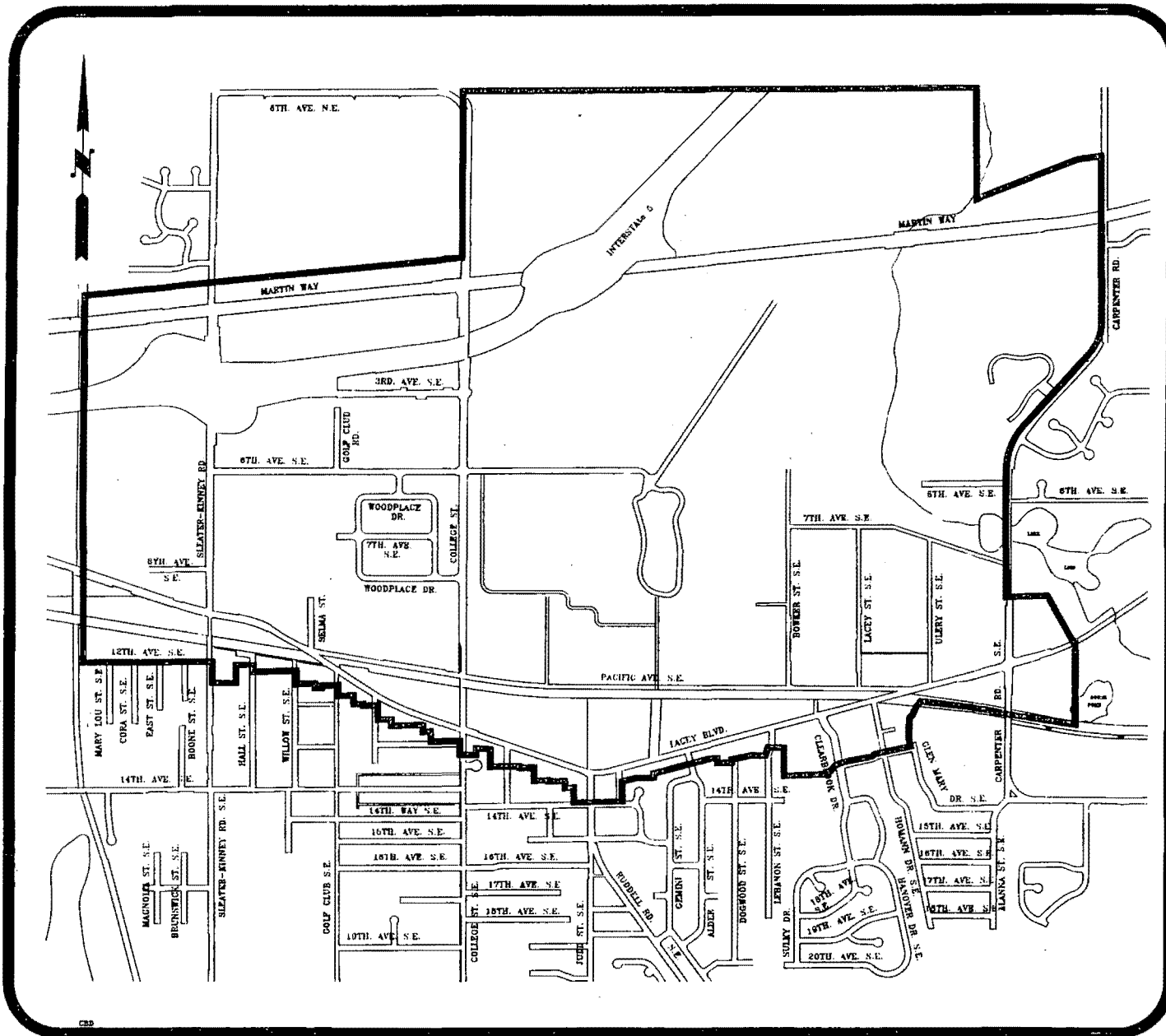
Coordination between Lacey's Downtown Plan (as an element of the overall Comprehensive Plan) and other plans is critical to its ultimate implementation and success. Special attention must be given to the Comprehensive Plan for Outdoor Recreation, the six-year transportation improvement program and capital improvement programs. Specific elements of the Downtown Plan, such as: the major pedestrian corridor, pedestrian linkage systems, central core area park, street improvements and parking facilities must all be included within and coordinated through several City plans and programs.

In addition to City plans, other jurisdictions and municipalities should also be consulted and improvement programs developed cooperatively or even jointly. These entities might include Intercity Transit, the North Thurston School District and Fire District #3. The ultimate development of the Downtown Plan could affect each of these service providers.

D. STUDY AREA AND BOUNDARIES

The Downtown Plan includes an area of approximately 1,370 acres extending generally east from the City limits (railroad tracks) to Carpenter Road and north from Pacific Avenue and Lacey Boulevard to Interstate 5 (see Figure 1 for more precise boundaries). This area represents the heart of Lacey's commercial core and the center of most major transportation links. It is an area with substantial development potential from large parcels of undeveloped land. It is also an area with an extensive retail base and a growing office sector. (The area further includes two existing industrial sites.)

The Lacey Downtown Planning Area as identified in Figure 1 is comprised of several unique sub-areas. Figure 2 identifies each distinct sub-area. The purpose for including these properties within the downtown and identifying them as specific sub-areas is twofold; each sub-area has different combinations of land uses, circulation patterns, geographic constraints, and thereby the development potential of the downtown and each individual sub-area can be maximized by addressing its specific needs and opportunities. This sub-area orientation to downtown planning will allow for the broadest range of possible land uses, retain economic diversity, strengthen the regional influence of the downtown and still allow for development design standards to protect against incompatible uses and ensure adequate environmental protection through policies and regulations "tailor-made" for each sub-area.



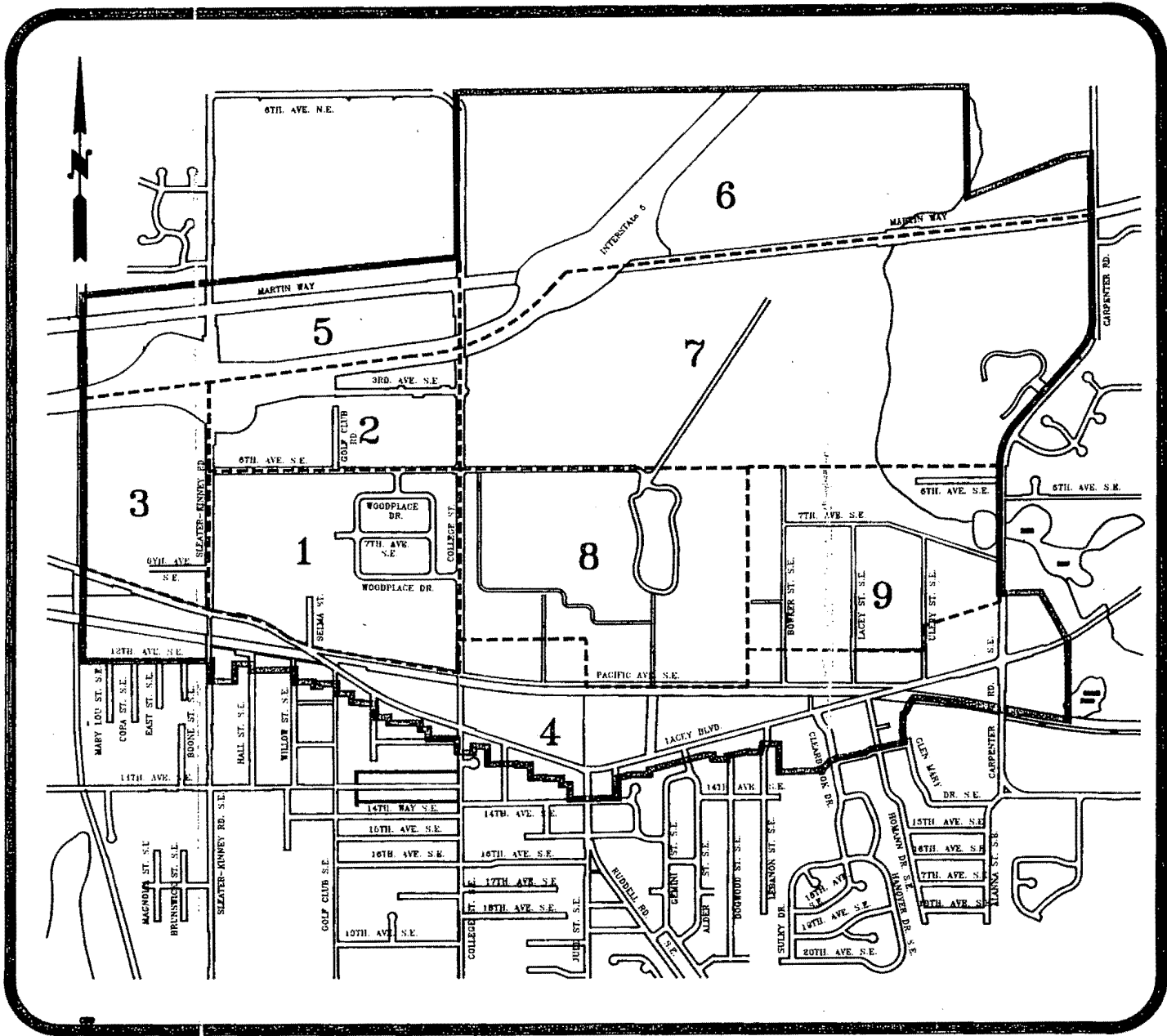
PEOPLE WORKING FOR
A UNITED COMMUNITY

CITY OF LACEY
CENTRAL BUSINESS DISTRICT

DOWNTOWN ELEMENT

LACEY
DOWNTOWN
PLANNING
AREA

Figure 1



PEOPLE WORKING FOR
A UNITED COMMUNITY

CITY OF LACEY

CENTRAL BUSINESS DISTRICT

DOWNTOWN ELEMENT

SUB-AREA BOUNDARIES

Figure 2

II. GOALS AND POLICIES

This Chapter presents goals and policies for Lacey's Downtown. These goals and policies address a wide variety of issues, including land use, transportation, coordinated development, parks and open space, pedestrian amenities and various implementation concepts. They are organized at two different levels of detail; general statements which apply to the entire downtown; and specific statements which relate directly to a specific geographic sub-area of the downtown. Not only does this two-tier approach allow for a clearer sense of direction for future development, it also establishes a more comprehensive "framework" within which detailed development plans, design concepts and implementation strategies can evolve (see Figure 2 for a map of the sub-areas).

A. OVERALL DOWNTOWN GOALS AND POLICIES

1. GOAL - GENERAL

The downtown should be a compactly developed regional center supporting a diversity of uses to meet the needs of the broadest possible range of the region's population.

2. GOAL - COORDINATED DEVELOPMENT

Encourage coordinated development of the downtown in a harmonious and compatible manner by facilitating communication, cooperation, and planning among landowners, developers, and the City.

Policies:

- a. Encourage coordinated development for both large and small property owners.
- b. Encourage provision for common open spaces, plazas and courtyards within and between buildings.
- c. Encourage common, shared parking areas or facilities between developments and properties.
- d. Encourage compatibility of building and site designs among properties.
- e. Development should be encouraged to provide uses at the street level that will provide activity where it is critical to the vitality and function of an area and promote a pleasant and interesting pedestrian environment.
- f. Buildings should be integrated with the physical context of their surroundings where the scale of existing development is important to the character of the area.

3. GOAL - LAND USE

Develop throughout the downtown a variety of land uses while recognizing that each sub-area provides opportunities for homogeneous land uses which enhance their own unique characteristics.

Policies:

- a. Maximum intensities of development should be encouraged within constraints of public service capacities.
- b. Encourage high-intensity development for all land uses.
- c. Encourage a range and mix of commercial and residential uses, densities and heights in the downtown.
- d. Encourage the location of uses that draw large number of people and generate high levels of activity where regional auto access is best and within walking distance of existing or planned transit service.
- e. Bulk and density requirements should encourage distinctions between downtown sub-areas, and provide transitions between areas of different intensities of development.
- f. Building heights and coverage should protect light, air, and human scale qualities of the street environment.
- g. Protect existing downtown and adjacent residential neighborhoods from the encroachment of incompatible nonresidential uses.
- h. Designate alternative locations outside the downtown for land uses which are supportive of, but not compatible with, downtown land uses (such as warehousing).
- i. Provide incentives for parking requirements to be met within the building envelop as an alternative to on-site surface parking.

4. GOAL - PARKS AND OPEN SPACE

Provide for a network of open space including landscaping, pathways, greenbelts, and parks which enhance the attractiveness of buildings and their settings, and provide unifying design elements within the downtown.

Policies:

- a. Encourage development of open space and other features that will facilitate pedestrian circulation.

- b. Provide incentives in private developments to encourage pocket parks, plazas, courtyards, arcades, atriums, pedestrian corridors and through-block corridors.
- c. Encourage private participation in the development of public open space.
- d. Encourage architecture, art, landscaping, paving material, lighting, and street furniture that will enhance the appearance of streets, sidewalks, and other public places.

5. GOAL - TRANSPORTATION

Develop a balanced circulation system that is supportive of other downtown goals; that encourages the integration of automobile, transit and pedestrian (including bicycle) travel; and that maximizes circulation efficiency.

Policies:

- a. There should be safer, easier access to the downtown from outside the City and improved vehicular circulation within the corridors serving the downtown (such as Sleater-Kinney and College).
- b. There should be improved linkage of existing commercial development with new development.
- c. Provide for convenient and safe pedestrian circulation from parking lots to all uses within the downtown.
- d. Encourage pedestrian skybridges and tunnels that support street level activity and provide a pedestrian circulation alternative to an otherwise unsafe or congested condition.
- e. Separate and/or buffer walkways from vehicular circulation areas, parking lots and driveways.
- f. Provide pedestrian linkages between the downtown and other portions of the City.
- g. Encourage mass transit into and within the downtown.
- h. Balance the need for off-street parking requirements against the availability of mass transit, vanpool, carpool programs and other alternative transportation means.
- i. Encourage private participation in vanpool and carpool programs.
- j. Provide incentives for preferential parking space and/or rates for vanpool and carpool programs.

- k. Promote parking within building structures in order to use land more efficiently and to lessen walking distances in the downtown.
- l. Develop an off-street parking management plan and control program that includes uniform signage; differentiates between long- and short-term parkers; places restrictions on the maximum provision of off-street parking to individual developments; promotes joint use and shared parking; uses differential pricing to promote parking efficiency; and identifies specific control and enforcement mechanisms.
- m. Encourage the provision of park-and-ride lots along transit routes serving the downtown area.
- n. Encourage the public provision of parking facilities.
- o. Encourage the formation of a Transportation Management Group to coordinate all aspects of Lacey's circulation and parking needs, involving all affected parties and jurisdictions.

6. GOAL - IMPLEMENTATION

Develop a strong public-private partnership and commitment to a healthy, active downtown.

Policies:

- a. Public improvements that benefit the City as a whole should be financed by the City as a whole, whereas those that benefit individual properties or groups of properties should be financed by property owners.
- b. Provide a variety of tools for possible use in implementing development of the downtown, such as special review districts, planned unit development (PUD) districts, parking and business improvement areas, local improvement districts, and incentive zoning.

B. SUB-AREA DOWNTOWN GOALS AND POLICIES

This section presents goals and policies at the sub-area level. The order of "hierarchy" in terms of a policy framework for sub-area planning includes the planning principles being the general basis for the goals and policies. The goals and policies then form the basis for implementation. The implementation guidelines are intended to reflect whether or not specific actions should be implemented mandatorily, through incentives or through design guidelines.

1. SUB-AREA 1 (CORE AREA)

- a. Background. This sub-area is the heart of the downtown, with the largest amount of vacant,

undeveloped land. It is zoned for core commercial development and has a mix of land uses including retail, office, general commercial, and a limited number of single-family residences. This sub-area is approximately 110 acres in size with substantial land holdings by one company.

- b. Planning Principles. This sub-area has the most opportunity for coordinated development where design and functional relationships that promote intensive, vertical, mixed-use development can be achieved. High density housing should be encouraged as an outright use and in combination with mixed-use office projects in close proximity to City parks and pedestrian corridor.

Development regulations should encourage design flexibility, include incentives for the provision of public amenities and open space and encourage a pleasant street environment. New buildings should be oriented toward the sidewalk and other elements of the pedestrian linkage system. Surface parking should be kept to a minimum and potential sites of parking structures should be identified in advance of actual need.

c. Goals/Policies

- (1) Encourage development of larger tracts of land as a "planned unit".
- (2) Encourage mixed-use development patterns to include high-density residential, high-density office, street level retail, and a variety of cultural and entertainment activities.
- (3) Allow higher densities of development when combinations of office, commercial and residential uses are mixed.
- (4) Promote residential activity with a complete range of residential services necessary to ensure the quality of life best suited to the unique requirements of downtown living.
- (5) Encourage small shops, restaurants, and open cafes along the pedestrian corridor.
- (6) Encourage the development of hotels and convention facilities.
- (7) Encourage facilities and public activities which extend activity beyond working day hours.
- (8) Provide a downtown park that is linked by the pedestrian and bikeway system to transit facilities and development in this sub-area providing a

mixture of passive recreational and leisure opportunities.

- (9) Dispersed open space is desirable in this sub-area to compliment the public park system and should be met through open space requirements applied to individual private development proposals.
 - (10) Use landscaping elements to provide unity, to provide screening to soften parking lots and unsightly areas, to provide a transition between architectural styles, and to enhance the character of the sub-area.
 - (11) Develop a pedestrian corridor along 7th Avenue connecting South Sound Center with St. Martin's.
 - (12) Promote pedestrian circulation between this sub-area and the St. Martin's campus.
 - (13) Provide a pathway-greenbelt system, transit facilities and other pedestrian amenities to promote pedestrian access.
 - (14) Encourage buildings to be oriented to pedestrian linkages.
 - (15) Assure the provision of the pathway-greenbelt system by property owners as land is developed.
 - (16) Provide safe and attractive transit-pedestrian rest and convenience centers on public properties where possible, and encourage their development on private property as land is developed.
 - (17) Encourage downtown employees to use mass transit, vanpools, carpools, and bicycles rather than single occupancy vehicles.
 - (18) Provide incentives for alternate modes of travel besides the automobile, including transit facilities and pedestrian walkways.
 - (19) Provide incentives to developers who incorporate on-site parking requirements within the building envelope.
- d. Implementation Guidelines. The policies proposed for this sub-area encourage an active, mixed-use core area which is alive 24 hours a day. It requires a careful balance between intense office, residential retail and entertainment/cultural activities along with parks, plazas, open space and other necessary residential support services.

The policies encourage a pattern of improved pedestrian linkages connecting parks, open space, retail centers, transit stations, parking facilities and other major activity areas. A concept plan identifying the general nature and location of these linkages needs to be prepared, as well as design standards to ensure that the linkages are built to an adequate standard.

Another important policy area is transportation, transit and parking. Implementation actions must incorporate street improvements in the six-year street plan, transit improvements must be agreed to by Intercity Transit and off-street parking should be provided through joint public/private investments. A wide variety of high-occupancy vehicle (i.e., vanpools, carpools, etc.) strategies should be encouraged through incentives to private developers.

Another major policy issue is pedestrian amenities, including landscaping, street furniture and street "life" or activities. For the most part, this and other policy objectives of this sub-area should be achieved through density bonus incentives. The downtown park, pedestrian linkages and improvements to Sleater-Kinney are examples of mandatory actions by public and private interests. Most of the policies will be met by development standards and incentives in the Zoning Ordinance; others will appear in capital improvement-related plans and programs.

Due to the proximity and strong ties between this sub-area and the Lacey City Center Complex, as well as St. Martin's Abbey/College, careful planning and integration of land use, transportation networks, and amenities must be linked together.

2. SUB-AREA 2 (CORE AREA)

- a. Background. This sub-area is generally undeveloped and is most commonly known for its fast-food restaurants on Sleater-Kinney, professional offices and a corporate headquarters near College Street. It is zoned for core commercial development with a sizeable amount of vacant land. This sub-area is approximately 60 acres in size and borders against I-5 on the north and 6th Avenue on the south.
- b. Planning Principles. The mid-rise office character and natural setting of this sub-area should be retained and a similar development pattern encouraged. Medium density housing should be permitted as a secondary use. Residential uses should be carefully sited away from I-5 and other major traffic corridors. Sufficient landscaping and natural vegetation should be maintained to minimize visual impacts and reduce noise, light, and glare.

New development east of Golf Club Road should be consistent in scale and architecture with existing professional offices and should gradually integrate existing commercial and residential uses. A mix of medical and professional office and service uses should be encouraged on a "planned unit" basis in this portion of the downtown.

c. Goals/Policies

- (1) Promote architectural harmony between new and existing development.
- (2) Encourage development of larger tracts of land as a "planned unit".
- (3) Encourage mixed-use development patterns to include medium density residential, mid-rise office, medical and professional services, and social service activities.
- (4) Allow higher densities of development when combinations of office, commercial and residential uses are mixed.
- (5) Promote residential activity with a complete range of residential services necessary to ensure the quality of life best suited to the unique requirements of downtown living.
- (6) Encourage the development of hotels and convention facilities.
- (7) Encourage facilities and public activities that extend activity beyond working day hours.
- (8) Use landscaping elements to provide unity, to provide screening to soften parking lots and unsightly areas, to provide a transition between architectural styles, and to maintain the natural character of the sub-area.
- (9) The eastern portion of this sub-area should develop strong pedestrian linkages to the City Center Complex and St. Martin's campus.
- (10) High traffic generating uses such as banks with drive-up windows, fast-food restaurants, etc., should be limited to arterial access along Sleater-Kinney Road.
- (11) Provide a pathway-greenbelt system, transit facilities and other pedestrian amenities to promote pedestrian access.

- (12) Assure the provision of the pathway-greenbelt system by property owners as land is developed.
- (13) Encourage buildings to be oriented to pedestrian linkages.
- (14) Provide safe and attractive transit-pedestrian rest and convenience centers on public properties where possible, and encourage their development on private property as land is developed.
- (15) Encourage downtown employees to use mass transit, vanpools, carpools, and bicycles rather than single occupancy vehicles.
- (16) Provide incentives for alternate modes of travel besides the automobile, including transit facilities and pedestrian walkways.
- (17) Provide incentives to developers who incorporate on-site parking requirements within the building structure.

d. Implementation Guidelines. The policies for this sub-area encourage a continuation of intensive multiple-use development including office, limited retail, residential and human service agencies. Elements of this sub-area such as landscaping, pedestrian linkages, transportation and pedestrian amenities are similar to Sub-Area 1.

3. SUB-AREA 3 (SOUTH SOUND CENTER)

- a. Background. This sub-area is generally developed and is the primary retail commercial center for the City of Lacey. South Sound Center, an enclosed shopping mall, is the largest and most predominant single occupant. In addition to retail, this sub-area also has general commercial and professional office uses. This sub-area is approximately 90 acres in size and is generally developed, although some new development and redevelopment could be accommodated.
- b. Planning Principles. A strong emphasis must be placed on maximizing the retail potential of this site, while allowing some additional office and service uses in an accessory capacity. Part of this emphasis should be in redeveloping and expanding the mall and improving both internal and external pedestrian and vehicular circulation.

Design and development standards should be adopted for new development and redevelopment of South Sound Center and other buildings in this sub-area. Pedestrian linkages should be created between clusters of buildings on this site.

c. Goals/Policies

- (1) Strengthen the role of this sub-area as a regional retail center.
- (2) Encourage the use of landscaping and other forms of screening to soften the appearance of parking lots, backs of buildings (to alleviate visual impacts), and entrances.
- (3) Promote better pedestrian access and linkages within and between Sub-Area 3 businesses and sub-areas in the CBD, particularly Sub-Areas 1 and 2.
- (4) Encourage improvements to the Sleater-Kinney corridor to improve vehicular, transit, and pedestrian circulation.
- (5) Encourage the redesign of interior circulation and the joint use of driveways.
- (6) Encourage downtown employees to use mass transit, vanpools, carpools, and bicycles rather than single occupancy vehicles.

d. Implementation Guidelines. The policies of this sub-area encourage development flexibility, improved internal circulation and transportation improvements to Sleater-Kinney. No dramatic changes in land use or business activity are envisioned for this sub-area. In fact, regional retail activities are intended to be enhanced by allowing for further development and an improved pedestrian shopping environment.

4. SUB-AREA 4 (PACIFIC AVENUE)

a. Background. This area contains Lacey's oldest commercial area as well as industrial property near both the east and west ends. Much of the area is best known for small businesses extending along Pacific Avenue and Lacey Boulevard in a strip development pattern. It is a sub-area with some service establishments and many fast food restaurants. Much of the eastern portion of this sub-area is underdeveloped and it is likely that this portion could further develop without substantially impacting adjacent residential neighborhoods or commercial uses. This sub-area is approximately 190 acres in size.

b. Planning Principles. While making every effort to visually and functionally improve this form of strip commercial development, it nevertheless will likely continue to be the dominant use and development pattern

of this sub-area - largely due to transportation access and geographic constraints. As pedestrian circulation and linkages begin to extend from other sub-areas across Pacific Avenue, land uses in Sub-Area 4 should become more accommodating to pedestrian activities and services.

The eastern portion of this sub-area, with a larger land area could be potentially redeveloped into a galleria atmosphere with small shops, a public market, special events, and open air activities. By redesigning existing parking on-site and in Sub-Area 1, as well as creating mid-block pedestrian crossings, Sub-Area 4 can be linked more closely to other commercial, residential and entertainment activities of other sub-areas and the St. Martin's campus. However, due to the strategic location of this property, it is important that it be developed and redeveloped with sensitivity to St. Martin's College, core commercial areas, and residential neighborhoods.

c. Goals/Policies

- (1) Encourage the preparation of an urban design plan to improve the visual appearance and functional relationships of this sub-area with the rest of the downtown.
- (2) Encourage the use of landscaping and other forms of screening to soften the appearance of parking lots, driveways, backs of buildings (to alleviate visual impacts), and service entrances.
- (3) Encourage improvements to Pacific Avenue and Lacey Boulevard to improve vehicular, pedestrian and transit circulation.
- (4) Encourage the joint use of driveways and discourage further curb cuts.
- (5) Encourage development of larger tracts of land as a "planned unit".

d. Implementation Guidelines. The policies of this sub-area recognize a continuation of general commercial uses in an arterial (horizontal) development pattern. Development and design standards that encourage further landscaping, improved circulation and linkages between sub-areas should be adopted. The scale and character of development in this sub-area should be controlled through traditional bulk and density requirements including minimum lot size, building coverage and setbacks.

5. SUB-AREA 5 (MARTIN WAY)

- a. Background. This sub-area is outside Lacey City limits and most of it is developed with retail and service uses. This sub-area is important to the City of Lacey for functional as well as aesthetic reasons, and is an area of critical importance to the downtown in terms of vehicular circulation. This sub-area is approximately 90 acres in size.
- b. Planning Principles. The City of Lacey should cooperate with the City of Olympia, Intercity Transit and the State Department of Transportation to improve pedestrian circulation between Sub-Areas 2, 3, 5, 6, and 7, and the Lacey City Center Complex by constructing pedestrian improvements as part of the I-5 widening and Sleater-Kinney interchange project.

The City of Lacey, jointly with property owners and the City of Olympia should undertake an urban design plan to improve the visual and functional nature of this sub-area, with an emphasis on creating linkages and a sense of continuity throughout the downtown area.

c. Goals/Policies

- (1) Encourage the development of larger parcels and joint use of driveways to reduce the impacts from strip commercial.
- (2) Improve land use linkages between this sub-area and other sub-areas.
- (3) Encourage the development of hotels and convention facilities.
- (4) Encourage facilities and public activities that extend activity beyond working day hours.
- (5) Improve appearance and promote pedestrian circulation by such means as widening sidewalks, planting trees, providing landscaping and screening.
- (6) Encourage improvements to Martin Way to improve vehicular, pedestrian and transit circulation.

- d. Implementation Guidelines. The policies of this sub-area encourage intensive arterial and interchange development, along with circulation, landscaping and visual improvements. In order to reverse the trend of strip commercial along Martin Way, this sub-area should promote strong functional linkages with Sub-Area 2. The scale and character of this sub-area (at least the portion south of Martin Way) should be transformed from

small-scale, low-profile individual buildings into more of a coordinated business park like setting with common access, landscaping and open space, mid-rise office space mixed with general commercial uses and improvements in the circulation network to promote pedestrian activity. Design and development flexibility should be encouraged through density bonus incentives, coupled with other dimensional requirements.

6. SUB-AREA 6 (ST. PLACID/MARTIN VILLAGE)

a. Background. This sub-area contains a large amount of undeveloped land which is some of the most attractive for development to be found anywhere in Thurston County. It contains St. Placid's Priory, that portion of St. Martin's Abbey north of Martin Way, and a small area of privately owned property at Carpenter Road and Martin Way. The majority of the property is presently zoned Open Space/Institutional with the exception of one 28-acre parcel of General Commercial owned by St. Martin's and the small area at Carpenter Road. The majority of the property is heavily timbered with second growth trees. Both the St. Placid and St. Martin properties contain wetlands. This sub-area is approximately 240 acres in size.

b. Planning Principles. A strong emphasis must be placed on preserving the natural characteristics of this sub-area while allowing retail and service uses. Any development proposed for this sub-area should be required to retain the maximum reasonable number of trees and other vegetation to be incorporated into the landscaping and buffering of the property.

The natural wetlands areas should remain undeveloped. Potential exists for passive recreational opportunities, either public or private.

To achieve a degree of compatibility with the existing characteristics of the sites, development of larger "planned units" should be encouraged.

c. Goals/Policies

- (1) Encourage development of larger tracts of land as a "planned unit".
- (2) Encourage the development of retail and commercial facilities oriented toward service of the traveling public.
- (3) Provide protection against development of the wetlands.

- (4) Require the retention of the maximum number of trees possible in the area.
 - (5) Encourage the location of community facilities, such as recreation fields or multipurpose facilities in this area.
 - (6) Provide for screening of any development between the area and the residential property to the north.
- d. Implementation Guidelines. The policies of this sub-area support a mix of facilities to serve the traveling public, large mixed-use planned unit developments, retention of natural characteristics, and encouragement for public facilities. The scale and character of this sub-area should reflect a sensitivity to its natural beauty and the value to the community of the wetlands and timber. Development in this sub-area should be controlled through traditional bulk and density requirements, including minimum lot size, building coverage and setbacks.

7. SUB-AREA 7 (ST. MARTIN'S PARK)

- a. Background. This sub-area contains the largest amount of undeveloped land in the Downtown Area. It consists primarily of land owned by St. Martin's Abbey lying south of Martin Way, although the City Hall/City Library site is located at the west end of this sub-area and the City pit site is at the east end. It also contains existing medium-density residential properties at the east end on Carpenter Road. The existing zoning is mainly Open Space/Institutional with some General Commercial, Office Commercial and Medium Density Residential. Much of the property is heavily wooded, particularly the St. Martin's ownership, with a number of fields and meadows. Woodland Creek crosses this sub-area from south to north across the St. Martin's property and several wetlands exist. This sub-area is approximately 300 acres in size.
- b. Planning Principles. A strong emphasis must be placed on allowing a broad range of retail, commercial, office and business park-type activities while preserving the natural characteristics of this sub-area. Any development proposal should proceed as a "planned unit", taking advantage of the abundant opportunities to develop strong aesthetic characteristics in tune with the natural surroundings.

A strong emphasis must also be placed on preserving and protecting the existing vegetation and wetlands, particularly along Woodland Creek, and incorporating these attributes into the landscaping and buffering of the property.

This sub-area offers the opportunity to carefully mix office uses, service-oriented retail uses, and predominant "business park-type" uses that provide for a non-nuisance type of employment opportunity under controls to protect the nearby uses of land and to encourage comprehensive planning of the entire sub-area within a business park campus-type setting.

c. Goals/Policies

- (1) Encourage development of larger tracts of land as a "business park campus-type" of development.
- (2) Provide for a mix of compatible uses within this sub-area, predominantly those providing employment opportunities for modern administrative facilities, research institutions, and specialized manufacturing organizations.
- (3) Encourage the development of retail facilities oriented toward service to the uses within this sub-area.
- (4) Provide for the protection and preservation of the fragile, natural environmental amenities by preserving natural vegetation and location development away from these natural areas.
- (5) Provide for the screening of any development between the area once the residential areas to the south and east.
- (6) Encourage the location of community facilities, such as parks, recreation fields, public buildings and facilities, and places of public assembly in this area.

d. Implementation Guidelines. The policies of this sub-area support a mix of facilities dominated by employment opportunities of the non-nuisance type with some retail to serve the sub-area and existing residential. Encouragement of public facilities should be stressed, particularly those beneficial to the property owners and to the City. The scale and character of this sub-area should reflect the large potential to provide for a multitude of business and employment opportunities while at the same time remaining sensitive to the natural beauty and fragile nature of this area. Development in this sub-area should be controlled through traditional bulk and density requirements, including minimum lot sizes, building and development coverage, setbacks, and landscaping standards.

8. SUB-AREA 8 (ST. MARTIN'S CAMPUS)

- a. Background. This sub-area contains St. Martin's College, a private Benedictine College of approximately 600 students. Founded in 1895, St. Martin's College occupies the "heart" of the "Downtown Area". In addition to college campus activities, the Washington State Department of Ecology Headquarters and Shorelines Section are housed in former dormitories. The campus consists of the primary classroom building, "old main", the Pavilion, the largest place of assembly in Thurston County, and a number of other administrative and on-campus residential structures. St. Martin's College contains its own internal water and sewage disposal system. A considerable amount of this sub-area is undeveloped, containing natural vegetation and open space. It contains 170 acres.
- b. Planning Principles. The planning principles for this sub-area should be placed on preserving and enhancing the college campus atmosphere, preserving the historical characteristics of the campus, and expanding the opportunities for joint College/City public facilities. In particular, strong emphasis should be placed on encouraging the further development and upgrading of the campus in a manner that will create an environment conducive to educational and leisure activities. A strong emphasis must be placed on preserving the natural characteristics of this sub-area while allowing and promoting public uses in a manner that is nondisruptive to the college. With the exception of public events held at St. Martin's Pavilion, no commercial or retail activities should be permitted.
- c. Goals/Policies
- (1) Strengthen the role of this sub-area as a city-wide center of learning.
 - (2) Encourage the upgrading and modernization of college facilities.
 - (3) Encourage the use of the campus facilities for a broad range of public events, particularly at St. Martin's Pavilion.
 - (4) Encourage the preservation of open space areas and their availability to the public.
 - (5) Initiate the acquisition of property adjacent to City Hall for development of a downtown park. This area should be 5-10 acres in size.

- (6) Encourage the joint development by the College and City of recreational and civic facilities and functions on the college campus.
 - (7) Require the retention of the existing significant natural vegetation on the college campus whenever possible.
 - (8) Provide for pedestrian linkages between all areas of the campus and the rest of the Downtown Area.
- d. Implementation Guidelines. The policies for this sub-area encourage a continuation of primarily college campus activities, an upgrading and modernization of college facilities, encouragement of expanded public uses and activities, and joint development of public and recreational facilities and activities by the college and the City. The scale and character of development in this sub-area should be controlled through strict use guidelines and traditional bulk and height limitations.

9. SUB-AREA 9 (LACEY VILLAS)

- a. Background This sub-area contains the plats of Lacey Villas, Turners Addition and J. M. Adams Addition. It also contains Lake Lois, Lake Lois Park, and several other smaller parcels of unplatted property. The southern portions of Lacey Villas and Adams Addition lying along Pacific Avenue are developed into commercial uses and are not part of Sub-Area 9. The majority of this sub-area is developed with single-family residences, many of which are the oldest homes in or around Lacey. Although an attempt to designate this area an historical district was not successful, the age and condition of many of the residences, as well as the expressed wishes of many of the property owners, speaks to preserving the existing characteristics of this sub-area. Sanitary sewer service is not presently available, so septic tanks and drain fields provide sewer treatment and disposal. Domestic water is provided by the small Thurston County Water District No. 2 which serves only this area. This sub-area is 120 acres in size.
- b. Planning Principle. A strong emphasis must be placed on preserving and protecting the existing characteristics of this older single-family residential neighborhood by prohibiting the intrusion of any other types of land use. Land use activities should remain single-family residential on lots of sufficient size to accommodate septic tanks and drain fields and which retain the uncrowded nature of this area. Development standards, such as streets, sidewalks, and street lights, should be designed and constructed in a manner that will retain the historical characteristics now present.

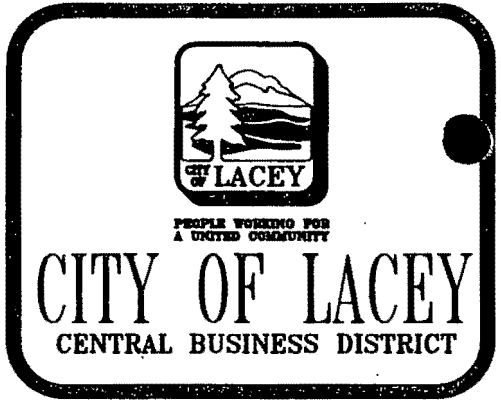
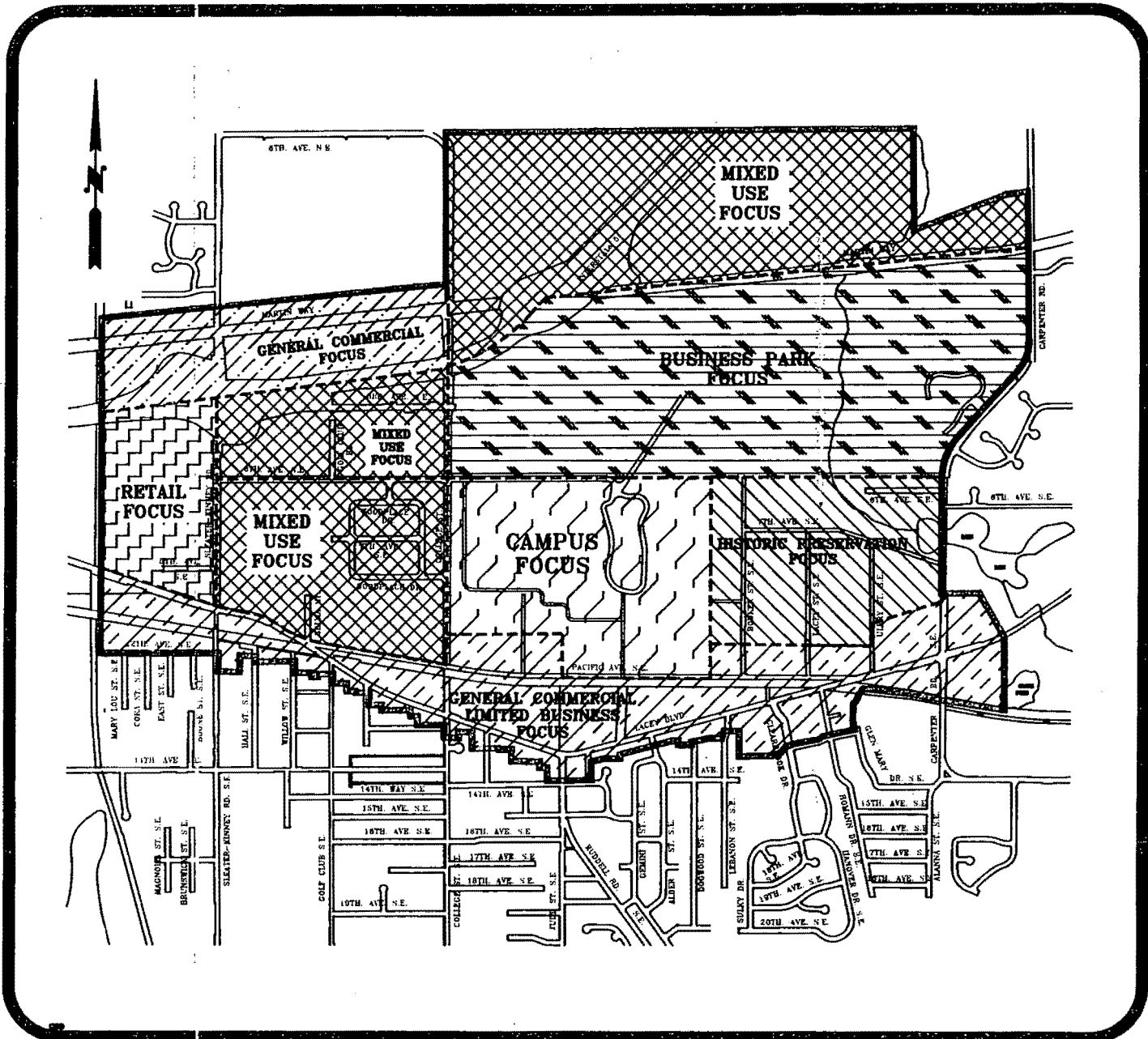
Other types of land uses, such as churches and schools, may be permitted providing they meet the development standards of this sub-area.

Pedestrian linkages should be encouraged within and through this sub-area to St. Martin's and to the rest of the Downtown Area.

c. Goals/Policies

- (1) Retain the historical characteristics of this sub-area.
- (2) Prohibit the conversion of land use from single-family residential to other uses.
- (3) Encourage the implementation of development standards for this sub-area that retain the existing historical characteristics.
- (4) Encourage the location of other non-obtrusive land uses such as churches and schools.
- (5) Encourage the development of pedestrian linkages within and through this sub-area that will promote a high level of pedestrian traffic.
- (6) Encourage City policies and programs that will promote the historical attributes of this sub-area.
- (7) Require lots of sufficient size to accommodate on-site sewage disposal and which are also in harmony with the existing lots.

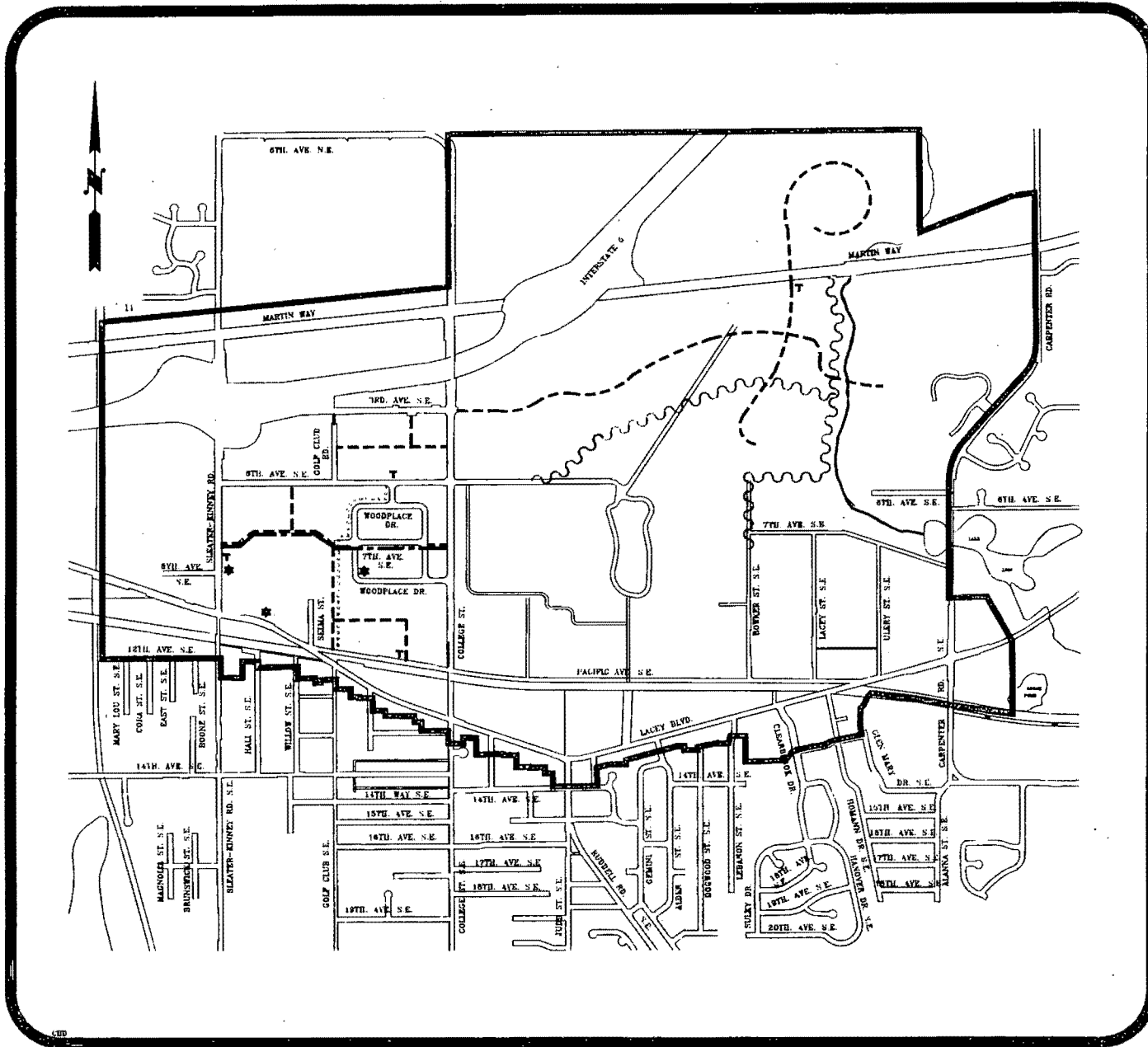
d. Implementation Guidelines. The policies for this sub-area provide for a preservation and continuation of a predominately single-family neighborhood that is recognized as unique within the City. Any development should be that which matches as near as possible the existing type of development. New development should be controlled through strict regulation of permitted uses, development standards and height and bulk standards.



DOWNTOWN ELEMENT

**SUB-AREA
LAND USE FOCUS**

Figure 3



PEOPLE WORKING FOR
A UNITED COMMUNITY

CITY OF LACEY

CENTRAL BUSINESS DISTRICT

DOWNTOWN ELEMENT

PEDESTRIAN LINKAGES

PEDESTRIAN CORRIDOR

PROPOSED STREETS

GREENWAY/PARK SYSTEM

TRANSIT CENTERS T

CITY PARKS *

Figure 4

III. CONCEPT PLAN

This Chapter presents a "concept" plan for Lacey's downtown. The goals and policies presented above provide the general framework for the downtown, whereas the concept plan creates a "vision" about how the various components and geographic sub-areas of the downtown functionally related to one another. This discussion is organized by issue area and will describe how each component fits together by sub-area into a cohesive framework within which specific development plans should occur.

A. LAND USE

The proposed downtown goals and policies envision a lively, mixed-use downtown serving the needs of both Thurston County and southern Puget Sound residents. Figure 3 identifies the primary land use activity for each sub-area. These designations, in addition to specific permitted uses, form the basis for a balanced downtown with strong growth potential for retail, office and residential activity.

The vitality and special character of the downtown's many parts is one of its outstanding qualities. This element proposes not only to preserve and enhance this quality, but also to capitalize on opportunities to shape the character of areas in transition. By "viewing" the downtown as a complex unit of interrelated geographic areas, the Plan can clearly express the unique needs and opportunities of each sub-area.

B. TRANSPORTATION

Of critical concern to everyone interested in the development potential and character of the Lacey downtown is transportation (automobile, transit, pedestrian and bicycle). Getting employees, customers and residents in and out of downtown during rush hours greatly affects the ability of downtown to accommodate growth. The opportunities to expand transportation facilities are limited. Improvements are currently being made to the Interstate system (I-5) and further arterial improvements are suggested in Chapter IV. The primary opportunity for growth is through improvements to the existing arterial network and expansion of the transit system.

Development of a Transportation Improvement Plan for the downtown area of Lacey necessarily involves the need to integrate the proposed transportation system, particularly streets, with the existing and proposed transportation system for the rest of the City and for the urban area of Thurston County. Only through a detailed analysis of the existing system, projections for growth and development, and coordination with adjacent jurisdictions can a transportation plan accurately and completely address future needs.

The Plan proposes that major transportation system improvements in the downtown area, particularly the identification of new streets, be identified in conjunction with an overall Transportation Improvement Plan that will address the needs of the entire City as well as integrate with the transportation needs of the urban area.

The Plan proposes transit shelters throughout the downtown, improvements to crosstown and downtown transit service, improvements to crosstown and downtown automobile circulation, improved pedestrian circulation, and construction of several new streets (see Figure 4).

The greatest challenge and possible constraint to maximum development in the downtown is to accommodate both commuter (east/west and north/south) and downtown traffic. With all of the major arterials serving the downtown also functioning as crosstown and inter-community links, the downtown could become too congested to attract future growth and achieve its full development potential. New arterials and/or crosstown corridors must be developed to route commuter trips around the downtown, thereby allowing both transportation objectives to be met with the least conflict.

C. PARKS/OPEN SPACE

In addition to the pedestrian linkage system identified in Figure 5, the Downtown Plan also promotes a wide variety of other pedestrian spaces such as parks, open space, and landscaping to name only a few. Some of these, such as the downtown park, are identified in the concept plan. Others will be obtained through private development as property owners request additional floor area in trade for specified public amenities. The park, pedestrian linkage system and the landscaping network (Figure 5) are, however, the major components of the public park/open space/greenbelt system.

Private developers are encouraged to expand upon these minimum improvements by participating in an extensive floor area ratio (FAR) amenity program. This program clearly identifies priority public amenities (such as plaza, landscaping, arcade, art/water feature, etc.), by sub-area, which developers may voluntarily provide in exchange for additional floor area. (See the Central Business District, Chapter 16.24, of the Zoning Code for further information about the FAR Amenity Incentive System.)

This combination of public and private open space should provide diversity among uses, an improved living environment and still leave ample room for future growth and development.

IV. RECOMMENDATIONS/IMPLEMENTATION

This Chapter outlines specific actions necessary to begin implementation of the downtown policies. For any long-range plan, it is not necessary or even possible to implement many proposals immediately. In fact, the very purpose of a policy plan is to recognize the dynamics of downtown development and regional growth. Most of the implementation actions should be phased to the rate of development and accomplished through a spirit and commitment of public/private partnership in creating a healthy, active and stimulating downtown.

Specific implementation recommendations are identified two ways: first, each recommendation is listed by issue area (i.e., land use, etc.), and second, by when the action should be implemented (timing).

A. LAND USE

1. Incorporate into the CBD land use code a system of incentives that permit additional floor area and/or additional height based on the provision of public amenities. This bonus system should promote amenities identified in the land use policies or ancillary to effective pedestrian activity in specific sub-areas, such as: pedestrian corridor, art or landscaping, plazas, arcades, marquee/awning, recreation areas, public meeting rooms, mixed-use development, transit shelters, through block corridors, etc.
2. Prepare Urban Design Plans for the areas fronting along Martin Way, Sleater-Kinney, College Street and Pacific Avenue. These areas have developed under a variety of different development regulations and are often architecturally and functionally unrelated. An urban Design Plan would address these issues in addition to circulation in an attempt to create some degree of cohesion and relationship between these uses and the rest of the downtown.

B. TRANSPORTATION

1. Prepare a Transportation Improvement Plan for the entire City. Special consideration and attention should be given to the need to identify needed new corridors and collectors within and through the downtown.
2. Amend the Six-Year Transportation Improvement Program to allow for funding of general circulation improvements to streets inside the downtown. A number of street improvements may be necessary to promote pedestrian circulation and improve automobile and transit circulation in the downtown.
3. Identify the location and construct necessary transit shelters and bus "pull-outs". Intercity Transit, in cooperation with the City of Lacey, should provide bus shelters and "pull-outs" along "key" arterials and intersections to promote transit use in the downtown.

4. Intercity Transit should study the feasibility of a free transit zone, park-and-ride lots, a transfer station and "theme" vehicles in the downtown. Transit service to and throughout the downtown will change dramatically as development begins to take place. Intercity Transit should carefully evaluate the long-term transit needs of the downtown, in cooperation with the City of Lacey and private property owners, paying particular attention to commuter and shuttle service.
5. Adopt a corridor design plan for the major pedestrian corridor. The City should direct the Planning Commission to appoint an interdisciplinary design team of public and private professionals to prepare detailed design and development plans/standards for the major pedestrian corridor.
6. Undertake a comprehensive circulation and parking study of the downtown. Based upon recent changes to the Interstate system, increased development potential in the downtown, and probable increased east/west circulation on the arterial network, the City should evaluate the impact of such changes on the downtown circulation system. The Planning Commission should be required to prepare an off-street parking plan and should base its recommendations, in part, on the findings of the circulation study and forecast.

C. PARKS/OPEN SPACE

1. Acquire property and develop a central public park in downtown Sub-Area 8. The City's Comprehensive Plan for Outdoor Recreation should identify the location, timing and financing of a downtown public park in this sub-area. This park should be designed to meet the recreational, leisure and entertainment needs of downtown employees, visitors and residents.
2. Develop design guidelines for the provision of private parks and open space. As a compliment to the pedestrian linkage system and other public open space, private developers should be given bonuses to provide pocket parks, plazas and other open spaces. To ensure that these spaces will be desirable, safe and compatible with adjacent uses, the City should develop and adopt a downtown design guidelines manual.
3. Review parks and open space needs and linkages on a community-wide basis. As a result of the adoption of this Downtown Plan and changes to the Comprehensive Plan, the City should review and evaluate overall community-wide needs for parks and open space paying particular attention to linkages and networks which integrate various neighborhoods and sub-areas.

D. MISCELLANEOUS

1. Create a Parking and Business Improvement Area in the downtown. To ensure that an adequate amount of long-term funding is able for area-wide improvements and business enhancement, the City of Lacey should create a PBIA as prescribed by state law.
2. Conference/Convention Center. Results from recent market studies generally indicate a demand for additional hotel rooms either through existing facilities or a new facility in the near term. Obviously, a new facility located in the CBD would be preferable. Combined with this should be a conference/convention center funded either publicly or through some joint agreement. Similar plans have been discussed by local architects in the form of a mixed-use project referred to as the Centennial Center project. A good example of this type of complex is the City of Yakima.
3. Promotions. Continuity is an important ingredient in identity. Identity is something often associated with familiarity and quality. To achieve this end, a Lacey Downtown Development Association should be formed to coordinate promotions, retail sales and special events. Specific consideration should be given to signage, advertising, a downtown logo and additional special events sponsored solely by the Downtown Association and in conjunction with other community groups.
4. Sister Cities. The sister city ties established by many American cities extend far beyond cultural exchanges. This type of program has potential far-reaching economic consequences (both directly and indirectly). The City Council, Sister City Committee and other interested groups and individuals should consider developing a long-range program of adopting strategic sister cities in most Pacific Rim and European countries. These relationships should include all aspects of social, cultural, political and economic life.
5. International Exhibits. Either as part of a conference/convention complex or as a separate pavilion, the City should consider the promotion of international exhibits and festivals, including but not limited to: drama, dance, art, international markets, restaurants, and other internationally-oriented tourist activities. Such activities would not only strengthen foreign trade and tourism, but would also culturally enrich our community.
6. Street Life. In addition to some seemingly ambitious efforts at attracting tourists and furthering our international ties, the City should further the promotion of street life activities of interest to pedestrians, such as street vendors, musicians, art shows, sidewalk cafes and the like. A strong emphasis should be on activities of interest to both children and adults.