

**3-D City of Lacey Updates  
Land Use, Housing, and Utilities Elements  
Final Staff Report**

Date: April 28, 2010

Public Hearing Date: June 1, 2010 - Tentative

Prepared by: David R. Burns, AICP, Lacey  
Principal Planner

Proponent/Applicant: City of Lacey/Thurston County  
joint planning effort

Staff Contact, OTHER JURISDICTION: David R. Burns, AICP, Lacey  
Principal Planner

Action Requested: Briefing and review of the  
demographic updates to the  
Lacey/Thurston County joint Land  
Use and Housing elements adopted  
by Lacey in September of 2008.

Proposal Description: Adoption of the demographic  
updates to the Land Use and  
Housing elements for Lacey and  
Lacey's growth area.

This proposal is primarily housekeeping demographic updates. Most of the charts and graphics have been updated where there was new information. It does not include map changes. It has explanatory text changes pertaining to the demographic updates. The proposal will update the Lacey/Thurston County joint Land Use and Housing elements for the Lacey UGA.

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- 2 **A. ISSUE:**
- 3 Joint Plan out of date: The last major update to the Lacey Comprehensive Land Use Plan was
- 4 accomplished in 2003. The 2003 update complied with the state Growth Management Act
- 5 (GMA) update requirement. The next major update required under GMA is due in 2011.
- 6 However, to keep demographic information current, the City of Lacey did a demographic update
- 7 to its Plan in 2008. The 2008 update utilized new information developed by Thurston Regional
- 8 Planning Council in the 2007 Buildable Lands Report for Thurston County.
- 9
- 10 **B. BACKGROUND:**
- 11 1. Previous 2003 update: The demographic information used in the 2003 update was the most
- 12 recent at the time. Both the population forecasting and the buildable lands report information
- 13 used in the 2003 Plan was the result of the work accomplished in 2002. This information was
- 14 based upon the 2000 census.

1  
2 2. Buildable land and state demographic cycle: Both state population forecasts and buildable land  
3 report requirements under GMA are on a 5 year cycle. As a result of the 5 year cycle, both the  
4 State population forecast and the Thurston Regional Buildable Lands Report were updated and  
5 reported in 2007.

6  
7 3. Adoption of 2008 update recommended: While it is not required under state law, it is desirable  
8 to update the demographic work in our Plan with the new 5 year demographic information.  
9 While somewhat time consuming, it was a relatively straight forward process to take information  
10 generated by Thurston Regional Planning and report it in updated tables and charts.

11  
12 **C. DEPARTMENT ANALYSIS/PROCESS FOR UPDATE:**

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14 1. Form of the 2008 demographic update: Two primary elements were given a demographic  
15 update with new demographic information in 2008; the Land Use element and the Housing  
16 element. These two elements have the most comprehensive treatment of demographic  
17 information of any of our Plan elements. These updated elements are included in your packets  
18 for your review. The changes to the Plan elements are shown in "bill format"; Additions are  
19 shown underlined and deletions are shown with a ~~strike through~~. Specific changes are itemized  
20 and described in section D. 3 and 4 below.

21  
22 2. Graphics that needed an update: The updated Plan elements have a number of tables, charts  
23 and graphs that detail the population for the City and the growth area, the amount of land in  
24 various zoning categories, the amount of land available for development and the number of  
25 housing units by type. Generally, forecasts for this information is also provided over the state  
26 required 20 year planning horizon.

27  
28 3. Update process: Lacey staff worked with Thurston Regional Planning Council staff to update  
29 this information. The most complex work required for the update was reporting of buildable  
30 land. The last buildable lands report calculated capacity of land for density given a number of  
31 factors. It is not reported in simple terms of acres of land available for development and it needed  
32 to be reorganized so it could be displayed relative to each individual Planning Area section of the  
33 Plan.

34  
35 4. Result of graphics update: As a result of this work, most all of the tables, charts and graphs in  
36 the Plan have undergone revision. In addition, a number of new graphics have been included.  
37 Charts that have been updated are marked with an asterisk \* in the table of contents. All new  
38 charts are marked as "new". We also utilized the mapping work done in the most recent  
39 September 2007 Buildable Land Report. The map providing a graphic of buildable lands data is a  
40 significant improvement.

41  
42 5. Text Changes: You will note, in addition to update of the tables, charts and graphs there are a  
43 number of text changes. Generally, the text changes are discussions that support understanding  
44 of the updated graphics. Section D. 3 and 4 below describes each of the text changes.

45  
46 6. Buildable lands and market factor discussion: There is also an expanded discussion of the  
47 Buildable Lands Report and Findings, as well as discussion of the concept of market factor.

1 These discussions were considered important to understanding major concepts of the Plan and  
2 the demographic presentations displayed in the Plan.

3  
4 7. Organization of the Land Use and Housing elements: The Land Use and Housing Elements are  
5 organized into two major parts. The first part has general sections that deal with the whole City  
6 and Growth Area. The first part has a number of charts, tables and graphs of the growth and  
7 resources for the total City and growth area. The second part deals with individual Planning  
8 Areas. The second part has a series of charts, graphs and tables for each planning area.

9  
10 9. About planning areas: Lacey and its growth area are organized into eight separate Planning  
11 Areas. These were outlined based upon a combination of geography, School District boundaries  
12 and grade school locations, Parks planning areas, and traditional neighborhood boundary  
13 considerations. Each of the Planning Areas includes two or more neighborhood areas in terms of  
14 the traditional neighborhood unit concept of a grade school service area.

#### 15 16 **D. OPTIONS/COUNTY PLANNING COMMISSION ACTION SUGGESTED:**

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18 1. Purpose of work-session is overview of demographic updates: This work-session has been  
19 scheduled to provide the Thurston County Planning Commission a briefing on the 2008 update.  
20 The amount of demographic information being updated is significant. A full meeting is  
21 scheduled for this review. This item has been scheduled for the Planning Commission's  
22 September 16, 2009 meeting date.

23  
24 2. Simply reporting demographic data: Because this task is little more than reporting there is not  
25 a need for the Thurston County Planning Commission to do anything with the information other  
26 than to review it and note how the demographic information and changes might impact our  
27 planning efforts.

#### 28 29 3. Specific changes itemized Land Use element:

- 30  
31 a) Executive summary pages v to ix - New text describes demographic changes; population  
32 change, minor re-structure or wording clarifying purpose of updates since 1994,  
33 introduce 2030 forecast, introduce discussion of buildable land report, introduces updated  
34 design policies. Note: the urban design policies may not be applicable to the County.  
35  
36 b) Section II Profile pages 2-10 to 2-29 - Refer to OFM findings on growth and update  
37 county growth to year 2030. Update of charts 3, 4, 5, 6, 8, 9, 11, 12, 13, 14, 16, and 17  
38 was accomplished to refer to updated forecasts and allocation to 2030 including  
39 population and buildable land data. New charts were developed to include a graphic  
40 analysis of buildable land; charts 7 and 10 (These were prepared by a Lacey PC member).  
41 In addition, tables 1P and 2 P showing buildable lands information for the City and the  
42 UGA have been added. An all new map of buildable land resources has also been  
43 included; this map is the Lacey and Lacey UGA portion of the larger County map  
44 published in the Buildable Lands Report.  
45  
46 c) Market Factor, page 2-28 - In addition to the update of charts and graphics mentioned  
47 above an expanded discussion of the concept of "market factor" has been included. This

1 seems appropriate given the emphasis placed on market factor when calculating an  
2 appropriate developable land supply.

- 3
- 4 d) Section VI General Goals, pages 6-4 through 6-7 - Lacey also expanded its discussion in  
5 several policies to address new design review updates. These may be of interest to  
6 County PC members but it is not applicable to the County at this time.
- 7
- 8 e) Part 2, Planning Area Profiles, pages 10-1 through 15-8 - The rest of the changes address  
9 update of the demographics for each of the planning areas to include allocations and  
10 population changes to the year 2030 and new buildable land information. It is all  
11 housekeeping without any changes to any of the goals and policies.
- 12

13 4. Specific changes itemized Housing:

- 14
- 15 a) The new look - The most notable change to the Housing Element is its new look. It  
16 received an infusion of pictures to enhance its look and presentation. New photographs  
17 provide a look at concepts discussed and give the reader graphic examples of individual  
18 planning area developments. All of the pictures are new. Pictures are provided  
19 throughout the document.
- 20
- 21 b) Section II Demographic Profile Relating to Housing Needs, pages 2-2 through 2-6 -  
22 Updated demographic information provided in this section includes new population  
23 numbers and other information of interest when considering housing issues. This includes  
24 income and employment data. Unfortunately, most of the information available is still  
25 from the 2000 census. New employment and income data down to the census block and  
26 for individual cities will not be available until the 2010 census. However, Regional did  
27 some projections that are a little timelier than the 2000 census that were used in the 2008  
28 update.
- 29
- 30 c) Note on available information - Note should be made that new housing information has  
31 recently become available in the "Consolidated Housing Plan for Thurston County 2008-  
32 2012". The Lacey Planning Commission is currently using the information to address our  
33 specific housing needs, frame proposed local programs and refine goals and policies for  
34 the mandatory 2011 GMA update.
- 35
- 36 d) Housing Profile and Analysis, pages 3-2 to 4-1 - This section updates information for  
37 housing inventories and characteristics. This information is taken primarily from  
38 Thurston Regional Planning. Information is provided for the existing number and types  
39 of units and projections to the year 2030. Charts updating Lacey's housing profile include  
40 charts 2, 3, 5 and 6. In addition new charts presenting housing starts are provided for the  
41 three major cities in Thurston County; charts 1B and 1C. These new charts show the  
42 tremendous growth Lacey experienced in the last market. Information is also included for  
43 the ratio of home ownership to rental, vacancy rates, cost of housing and affordability.  
44 Charts provided for cost information include new charts 3B and 3C. Tables 4 and 5  
45 provide updated sales activity information and buildable land information.
- 46
- 47 e) Individual Planning Areas, pages 6-1 to 13-5 - Information updated in the individual  
48 Planning Area sections includes profile information for the number and type of units both

1 existing and projections to the year 2030. In addition each planning area's neighborhood  
2 profiles are updated for housing values generally. This analysis included a random look at  
3 values assigned by the Assessor's office after the last market.

4 5. Specific changes itemized in the Utility Element:

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- 6 a) Generally - Staff worked with Puget Sound Energy to make changes that updated PSE's  
7 planning for the northeast area. This was generally needed to provide improvements in  
8 infrastructure we needed to accommodate the Gateway project.
- 9
- 10 b) Section 3 A Specific Utilities, Natural Gas, page 3 - Changes update description and size  
11 of pressure main planned to serve the Hawks Prairie area.
- 12
- 13 c) Section 3 B Specific Utilities Electrical Service pages 5 and 6 - Introduction of new map  
14 covering infrastructure and corridors planned for the lacey area. Also update of project  
15 planning list. Projects completed were dropped off the list and new projects were added.
- 16

17 6. A public hearing will be required: As an amendment to the Plan, if you decide to update the  
18 Land Use and Housing elements you will need to hold a public hearing for citizens to have the  
19 opportunity to review and comment on the information. The Thurston County Planning  
20 Commission will be asked to hold a public hearing on the demographic updates. The Lacey  
21 Planning Commission held a public hearing on these same amendments and the Lacey City  
22 Council adopted these amendments in September of 2008.

23

24 **E. SEPA:**

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26 An environmental checklist was prepared for the demographic update and the task was given a  
27 determination of non significance. This information has been provided to the County staff.

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29 **F. NOTIFICATION:**

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31 Written notice of the Lacey public hearing was advertised in the Olympian and posted on Lacey's  
32 web site. CTED was notified of Lacey's intent to adopt and provided the required state 60 day  
33 notice of comment to all interested agencies.

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35 Notice of any hearing scheduled by the County staff for the Thurston County Planning  
36 Commission will comply with applicable County requirements.

37

38 **G. PUBLIC COMMENT:**

39 Because the updates include only housekeeping demographic amendments with no controversial  
40 issues there was minimal public interest and no testimony at the public hearing. A public  
41 hearing will be scheduled later in the year.

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43 **H. DEPARTMENT COMMENTS:**

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45 The proposed changes will be circulated to Thurston County departments for comment this fall.

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1 **I. CITY PLANNING COMMISSION RECOMMENDATION:**

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3 In the summer of 2008, the Lacey Planning Commission developed the amendments and referred  
4 them to the Lacey Council with a recommendation for approval.

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6 **J. CITY COUNCIL RECOMMENDATION:**

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8 The Lacey Council adopted the amendments in September of 2008.

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10 **K. THURSTON COUNTY PLANNING COMMISSION RECOMMENDATION:**

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12 One March 17, 2010, in a vote of nine for and zero against (9-0) the Thurston County Planning  
13 Commission voted to recommend approval of the proposed text changes.

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15 **ATTACHMENTS:**

- 16  
17 Attachment A Updated Land Use Element  
18 Attachment B Updated Housing Element  
19 Attachment C Updated Utilities Element

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