Date: February 14, 2014

Public Hearing Date: Tentatively scheduled for March 25, 2014,

Prepared by: Christy Osborn, Senior Planner
Thurston County

Proponents: North Thurston School District

Tax Parcel 11934100000

Action Requested: Amend Map M-14 Urban Growth Areas and M-15 Future Land Use, and accessory maps in the Thurston County Comprehensive Plan to update the UGA, and associated tables

Amend the Official Zoning Map, Thurston County, Washington, to change the zoning from Rural/Residential Resource (RRR 1/5) (Title 20) to Open Space/Institutional (OSI) (Title 21).

Proposal Description: A site specific Comprehensive Plan Amendment and zoning from RRR 1/5 to Open Space/Institutional (OSI) for approximately 72.09 acres and to amend the Urban Growth Boundary for the City of Lacey.

 tà Map Changes tà Text Changes tà Both tà Affects Comprehensive Plans/documents
 tà Affected Jurisdictions: Thurston County and the City of Lacey.

1 ISSUE:
2 The North Thurston School District has requested approval of a site specific Comprehensive Plan amendment and associated rezone for approximately 72.09 acres of property and an amendment to the Urban Growth Boundary for the City of Lacey for the inclusion of the subject property. The request would change the land use and zoning from Rural Residential/Resource One Unit per Five Acres (RRR 1/5) to Open Space/Institutional (OSI) to allow for the future
construction of a public school campus with a high school, middle school and ancillary structures and uses. The subject site is currently vacant with the exception of a well site located in the northeast portion of the site near Marvin Road.

The amendment would amend the Comprehensive Plan for the City of Lacey and the Lacey Urban Growth Boundary.

BACKGROUND:
The North Thurston Public Schools purchased the subject property in the mid-1990’s based on the identified need to provide educational facilities including a high school to service this area. The District’s Capital Facilities Plan has identified that the population growth in this area is expected to continue and neighborhoods with urban densities have been built adjacent to this site that will require additional educational facilities to serve the growth. A review of available land resources within the Lacey Urban Growth Areas within the Hawks Prairie planning area indicated that sufficiently sized parcels for a future school site was not available without re-designating property.

The Board of County Commissioners have considered the merits of the review of the subject application, and included this item in the 2013-14 Comprehensive Plan Amendment Official Docket to review the request to change the land use and zoning of the subject site and an amendment to the urban growth boundary of the City of Lacey.

PRELIMINARY ANALYSIS:
The subject site currently contains a domestic well site. If the subject property was included within the City of Lacey Urban Growth Area, public water and sewer services would be available to serve the site. Access to the property is via Marvin Road NE and the subject property is located on the west side of Marvin Road and 41st Ave. NE. A preliminary analysis from GeoData shows no preliminary resource or critical areas on the subject property. Additional environmental review will be conducted during the review process including the development process.

Surrounding Land Use and Zoning

North
Zoning: Rural LAMIRD (RL 1/1)

Land Use: Adjacent property to the north is developed with single family residential uses (Prairie Ridge Subdivision) and is located within Thurston County.

East
Zoning: Open Space/Institutional (OSI), Neighborhood Commercial (NC) and High Density Residential.

Land Use: Adjacent properties to the east are located across Marvin Road are within the City of Lacey and the Lacey UGA and are currently undeveloped. Surrounding properties to the east are developed with single family residential uses.

South
Zoning: Rural Residential /Resource (RRR 1/5).
Land Use: Properties to the south are within Thurston County and are developed with scattered residential uses.

West
Zoning: Rural Residential/Resource (RRR 1/5)

Land Use: Properties directly adjacent to the west of the site are developed with detached single family residential uses. Properties beyond are a mix of vacant and scattered rural residential uses. These properties are located within Thurston County.

COUNTY WIDE PLANNING POLICIES
Under the Growth Management Act “Each county that is required or chooses to plan under RCW 36.40A.040 shall designate an urban growth area or areas within which urban growth shall be encouraged and outside of which growth can occur only if it is not urban in nature. Each city that is located in such a county shall be included within an urban area…”

The process for this state law is explained further in the County-Wide Planning Policies (see Attachment C), specifically policies 1.1 and 1.2), which specify the criteria for the designation of growth area boundaries and the process to designate and amend the boundaries. The specific criteria listed in County-Wide Planning Policy 1.1 are explored below.

Contain areas characterized by urban growth
The subject site is adjacent to the Urban Growth Boundary of the City of Lacey. The adjacent areas within the UGA have experienced residential growth in the area which necessitates the construction of public facilities to serve the resident population.

Are served by or are planned to be served by municipal utilities
If the proposed amendment to the Urban Growth Boundary is approved, the site will be served by municipal utilities by the City of Lacey. Fire and emergency services for the public school campus would be provided by the City of Lacey Fire Department as well police services.

Contain vacant land near existing urban areas that is capable of supporting urban development
The subject property is planned to be built out with the development of a public school campus. The urban character of the development warrants the inclusion of this property within the Lacey Urban Growth Areas and satisfies the intent of the Growth Management Act and County-Wide Planning Policies.

Follow Logical Boundaries
The subject property is located adjacent to the existing Urban Growth Boundary and is intended to serve the school population within the surrounding area.

Consider Citizen Preferences
The school district has taken public input on this site for the development of public school facilities. The City of Lacey has also considered public comments on the proposal. Thurston County will also consider input as part of the public comment and notification required in the review of the application.
Are of sufficient area and densities to permit the urban growth that is projected to occur in the succeeding twenty-year period. The proposed should not affect the amount of land available for projected growth over the next twenty-years but will facilitate serving the growth in the Urban Growth Area. The proposal is proposed to be designated for institutional use (school) which will not create additional residential or commercial development on the subject site.

ALTERATION OF THE FUTURE LAND USE AND ZONING DESIGNATIONS:
The consideration of whether to make the change to the Urban Growth Area, the zoning and future land use designation for the property should also be considered.

Existing Future Land Use and Zoning Designations
The existing Land Use Designation and zoning for the property is Rural Residential/Resource, One Unit per Five Acres. This designation is intended “to maintain the rural character of the county; to buffer environmentally sensitive areas and resource management areas from incompatible activities; and to maintain a balance between uses and the natural environment”. Zoning for the site primarily allows single-family residential development, as well as home occupations and agricultural uses.

Proposed Future Land Use Designation
The proposed designation would change the future land use and zoning of the property to Open Space/Institutional. This designation is intended to protect and preserve certain areas of land devoted to existing and future uses for civic, cultural, educational and similar facilities. Permitted uses within this district include public and government buildings including schools, parks, and open space.

NO ADDITION OF RESIDENTIAL CAPACITY:
Expansion of the Lacey Urban Growth Area will not increase the development capacity of the urban growth area. The property will consist of public schools and accessory structures and no housing units are anticipated.

SEPA:
Thurston County issued at Determination of Nonsignificance on February 6, 2014.

NOTIFICATION:
Public notice will be published in The Olympian at least 20-days prior to the public hearing per TCC Chapter 2.05 Growth Management Act Public Participation and will be sent to property owners within 300 feet at least ten days before the public hearing in accordance with Thurston County Code Chapter 20.59, Rezone and Textual Amendments in the Thurston County Zoning Ordinance. The 60-day requirement for notification and comment to the Department of Commerce began on December 23, 2013.

AGENCY COMMENTS:
The City of Lacey has commented that the North Thurston Public Schools (NTPS) Board has previously discussed their desire to amend the Lacey UGA with the City during their annual joint meetings with the Lacey City Council. Because the application has merit, the Council has supported the efforts of NTPS to bring the site into the UGA.
The City of Lacey finds the application consistent with the City’s Comprehensive Plan to provide educational services to planned growth within the City’s UGA, to prevent the conversion of rural lands to residential, commercial, and/or industrial uses of urban intensities, and to protect environmental resources. In addition, the city commented that the application is consistent with the NTPS’s Capital Facilities Plan. The city’s complete comments are attached to the staff report as Attachment D.

The Urban Growth Management (UGM) Subcommittee of the Thurston Regional Planning Council meet to consider the proposed amendment to the City of Lacey Urban Growth Boundary on February 10, 2014. The UGM-Subcommittee is recommending approval of the proposed amendment.

PUBLIC COMMENT:
Public testimony will be taken during the public hearing. There have been no written comments received at the writing of the staff report.

THURSTON COUNTY PLANNING COMMISSION RECOMMENDATION:
A recommendation by the Planning Commission is expected at the conclusion of the public hearing on February 19, 2014.

THURSTON COUNTY STAFF RECOMMENDEDATION:
Staff recommends the approval of the requested site specific Comprehensive Plan amendment and associated rezone for approximately 72.09 acres of property and an amendment to the Urban Growth Boundary for the City of Lacey for the inclusion of the subject property from Rural Residential/Resource One Unit per Five Acres to Open Space Institutional.

ATTACHMENTS:

Attachment A  Project Site Maps
Attachment B  Project Application Materials
Attachment C  County Wide Planning Policies (UGA)
Attachment D  City of Lacey Comments
Attachment A:

Application Site Maps
Attachment B:

Project Application Materials
November 15, 2010

TO: Mike Laverty
Director, Office of Construction & Design, NTPS

FROM: Kristine R. Wilson
Attorney at Law, Perkins Coie LLP

RE: Marvin Road School Site: Growth Management Act Consistency of Proposed Amendment to Thurston County/City of Lacey Urban Growth Boundary

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Background Facts

North Thurston Public Schools ("NTPS") owns a 72-acre site located at 4101 Marvin Road NE (the "School Site"), depicted in the Site Map. The following are key background facts regarding the School Site, surrounding land uses and affected environment.

1. The School Site is identified in the NTPS six-year capital facilities plan ("CFP") as the location of school facilities necessary to serve projected student population growth in the surrounding urban and rural areas.

2. The School Site is currently located in unincorporated Thurston County and falls within a rural residential zoning district.

3. The School Site is immediately adjacent to the City of Lacey's ("Lacey's") municipal boundaries and the Lacey Urban Growth Area ("UGA").

4. The parcels to the east of the School Site fall within the boundaries of Lacey and are zoned for light industrial, open space institutional, or high density uses.

5. Parcels adjacent to the southern boundary of the School Site lie within the Lacey UGA and Potential Annexation Area ("PAA").

6. Urban governmental services (water, sewer, power, telecommunications, and gas) are available to serve the School Site and can be connected to the School Site without extensions through rural area parcels.

7. Transportation access to the School Site is already available via the arterial street, Marvin Road NE, which fronts the School Site.

8. The School Site is undeveloped. It is not designated as agricultural, forest or resource lands. The current comprehensive plans and zoning code designate it as a rural residential property.
9. There appears to be no other existing parcel suitable for middle school or high school purposes available within Lacey's UGA. The few parcels large enough to meet educational standards set by the Office of the Superintendent of Public Instruction ("OSPI") and NTPS would require rezoning and would convert areas set aside for industrial or commercial uses in a manner inconsistent with the Growth Management Act, Chapter 36.70A RCW (the "GMA"), its implementing regulations, and existing comprehensive plan provisions.

10. The School Site is proximate to source wells for municipal water supplies, including an expected Lacey potable water well facility located in the southeastern area of the School Site. Including the School Site within the UGA would ultimately ensure that Lacey would have the regulatory authority to control and enforce standards, e.g., setback requirements, necessary to protect its water supply resources.

**Question Presented**

Given the facts noted above, can the School Site be appropriately included within the Urban Growth Area ("UGA") and the Lacey PAA under the Thurston County and Lacey comprehensive plans?

**Short Answer**

Yes, a property located outside of a city may be included in the UGA if it "is adjacent to territory already characterized by urban growth." RCW 36.70A.110(1); see also WAC 365-196-310(1)(c). The School Site is directly adjacent to property already included within Lacey boundaries. The adjacent area across Marvin Road is not a PAA; it is an area within the UGA which is already characterized by urban growth, including availability of urban governmental services that can be extended to the School Site without crossing through rural areas. Inclusion of the School Site within the UGA also serves to accomplish the GMA's requirement that each city include areas sufficient to accommodate the broad range of needs and uses that will accompany urban growth, including the need for public school facilities. See RCW 36.70A.110(2). Amending the UGA to include the School Site also serves to implement and make the Thurston County and Lacey comprehensive plans consistent with the NTPS CFP and NTPS findings regarding educational programming and planning within its service area.

**Discussion of GMA Authorities**

1. **The School Site Is Directly Adjacent to Incorporated Areas and PAAs Already Characterized by Urban Growth.**

"An urban growth area may include territory that is located outside of a city only if such territory already is characterized by urban growth whether or not the urban growth area includes a city, or is adjacent to territory already characterized by urban growth[.""] RCW 36.70A.110(1) (emphasis added); see also WAC 365-196-310(1)(c). This standard is also reflected in the Thurston County Comprehensive Plan, Chapter 2, Land Use Element, Goal 2,
Objective A. See also City of Lacey and Thurston County Land Use Plan for the Lacey Urban Growth Area ("Lacey/Thurston Joint Plan") at Chapter VI, Section D, "UGA Boundary and Densities." The School Site is "characterized by urban growth" because it is so "located in relationship to an area with urban growth on it as to be appropriate for urban growth." RCW 36.70A.030(19); see also City of Arlington v. Central Puget Sound Growth Management Hearings Board, 164 Wn.2d 768, 789, 193 P.3d 1077 (2008) (affirming City of Arlington and Snohomish County UGA amendment finding regarding a parcel characterized by urban growth on proximity grounds). Marvin Road NE, the abutting arterial road fronting on the School Site, is the dividing line between the Lacey and the unincorporated area. There is no functional separation of the School Site from Lacey or urban governmental services provided by Lacey within the adjacent UGA territory. The property lying to the east of the School Site lies within Lacey's existing municipal boundaries. The property lying to the south is within Lacey's PAA and is also characterized by urban growth. Give this adjacency to UGA properties, the School Site may be included within the UGA.

2. Adequate Urban Governmental Services Are Available and Can Be Connected to the School Site Directly from Adjacent UGA Properties.

The area "will be served adequately by a combination of both existing public facilities and services and any additional needed public facilities." RCW 36.70A.110(3). The adjacent city, Lacey, would be the provider of urban governmental services (e.g., sanitary sewer) to the School Site. See RCW 36.70A.110(4). Moreover, the extension will protect basic public health and safety and the environment and will not permit development apart from the public school facilities. Id. Urban governmental service capacity is available to serve the School Site from connections available through adjacent properties located within the UGA. Such extension of services will not cross through or enable sprawl into rural areas.

3. The Lacey UGA Should Include the School Site to Accommodate the Public Facilities Needed to Serve Projected Urban Growth.

The UGA is to "include areas and densities sufficient to permit the urban growth that is projected to occur in the county for the succeeding twenty-year period." WAC 365-196-310(1)(d). Each city within the county "must include areas sufficient to accommodate the broad range of needs and uses that will accompany the projected urban growth including, as appropriate, . . . governmental, institutional, . . . and other nonresidential uses." RCW 36.70A.110(2); see also RCW 36.70A.115 (counties and cities must provide sufficient capacity of land suitable for accommodation of educational or institutional facilities related to

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1 Even if the UGA were not to be amended pursuant to this application and the School Site remained in the rural area, extension of sanitary sewer facilities could also be performed consistent with the GMA's provision for extension of storm or sanitary sewer facilities outside the UGA under RCW 36.70A.110(4). Pursuant to that provision, storm or sanitary sewers can be extended into the rural area if such services: (i) are necessary to protect basic public health and safety and the environment; (ii) are financially supportable at rural densities; and (iii) do not permit urban development.
urban growth). Urban governmental services include sanitary sewer, storm drainage, and domestic water systems. RCW 36.70A.030(18); see also WAC 365-196-320(a)(i)-(iii). Other public services include "schools, public health and environmental protection, and other governmental services." WAC 365-196-320(b) (citing RCW 36.70A.030(12) and (13)).

Schools are public facilities serving urban and rural areas. Under Article IX, Section 1 of the Washington State Constitution, "[i]t is the paramount duty of the state to make ample provision for the education of all children residing within its borders, without distinction or preference on account of race, color, caste, or sex." A "general and uniform system of public schools" is to be provided throughout the State pursuant to Article IX, Section 2.

In *Edmonds School District No. 15 v. City of Mountlake Terrace*, 77 Wn.2d 609, 465 P.2d 177 (1970), the Washington Supreme Court found that, while a school district is obliged to comply with minimum standards set forth in local building codes, a municipality "cannot, under existing statutes, supersede, set aside, invalidate or impair the educational processes of or limit the standards prescribed by the state for operation of the public schools, for that would be an infringement upon state sovereignty." 77 Wn.2d at 612-13. The Court held that

[in the matter of education, a school district is deemed to be an arm of the state for the administration of the school system. It follows that the school district exercises the paramount power of the state in providing education and carries out the will of the sovereign state as to all matters involved in the educational processes and in the conduct, operation and management of the schools.

77 Wn.2d at 614-15 (internal citations omitted).

Exercising these paramount educational powers, the OSPI adopted requirements for educational facilities deemed by OSPI to be necessary to support statewide educational standards. These include, for example, minimum acreage for school sites (at least 10 usable acres plus one acre for each 100 students) (WAC 392-342-020); minimum square footage of space per student by grade or area (WAC 392-343-035); requirements for provision of physical education and athletic facilities (e.g., RCW 28A.230.040, .050; WAC 392-410-135); and, high-performance building and energy efficiency standards (Ch. 39.35D RCW).

As discussed further below, applying these educational specifications, existing land use and zoning regulations, and comprehensive plan goals, policies and objectives, NTPS has found that additional school facilities are needed to meet the projected growth in Lacey area student populations expected in the next six-, twelve-, and twenty-year periods. NTPS has not identified existing parcels within the Lacey UGA that can meet this projected demand for school services in the vicinity of the School Site. Accordingly, the Lacey UGA should be expanded to include area sufficient to meet these projected school service needs.
4. Thurston County and Lacey Comprehensive Plans Should Reflect the Public Facility Determinations Made by NTPS as a Provider of Governmental Services.

The GMA recognizes education as a "public service" and schools as "public facilities." RCW 36.70A.030(12) and (13). Education services are not identified as either urban governmental services or rural governmental services—reflecting the necessity of such facilities to serve populations in both rural and urban areas. See RCW 36.70A.030(17) and (18). The GMA generally directs cities and counties to work with other providers of governmental services to provide for a cooperative, interjurisdictional approach to siting of such public facilities. See, e.g., RCW 36.70A.070(3) (requirement that comprehensive plan include capital facilities plan for all facilities "owned by public entities"); RCW 36.70A.210 (countywide planning policies required); RCW 36.70A.100 (coordination of regional comprehensive plans); WAC 365-195-340(2)(b)(ii) (cooperative siting of essential public facilities).

In this regard, the GMA requires that comprehensive plans include a capital facilities element that consists of:

(a) An inventory of existing capital facilities owned by public entities, showing the locations and capacities of the capital facilities; (b) a forecast of the future needs for such capital facilities; (c) the proposed locations and capacities of expanded or new capital facilities; (d) at least a six-year plan that will finance such capital facilities within projected funding capacities and clearly identifies sources of public money for such purposes; and (e) a requirement to reassess the land use element if probable funding falls short of meeting existing needs and to ensure that the land use element, capital facilities plan element, and financing plan within the capital facilities plan element are coordinated and consistent. Park and recreation facilities shall be included in the capital facilities plan element.

RCW 36.70A.070(3) (emphasis added). Comprehensive plans must also identify land useful for public purposes such as schools. WAC 365-196-340(1). Counties, cities and other municipalities (including school districts) are to work together to coordinate land use management and financial plans with the provision of adequate public facilities to the UGA. See RCW 365-196-310(2)(g), (3)(a)(iii)(C)(i).

Pursuant to these GMA standards, NTPS developed its CFP and provided such plan to Thurston County and Lacey. The NTPS CFP demonstrates that:

- Student enrollment is projected to increase each year between 2010-2016 and in the twenty-year planning horizon.

- Given the projected enrollment, NTPS must develop additional elementary and middle school capacity by the end of the six-year forecast period.
• Within the twenty-year planning horizon, additional elementary, middle and high school capacity will be required.

• The School Site was acquired in advance of construction needs as required by NTPS Board Policy 9210.

The School Site is useful for school purposes and should be identified as such in the Thurston County and Lacey Comprehensive Plans. The NTPS CFP elements are included and incorporated in the Thurston County Comprehensive Plan.\(^2\) In accordance with its planning policies, NTPS anticipated the need for future school facilities in this vicinity and acquired the School Site from the developer of a subdivision in the vicinity of the School Site as partial mitigation of the school impacts of that new development.

NTPS expects the School Site will serve students from within NTPS service boundaries residing in either Lacey or unincorporated Thurston County. The public facilities at the School Site will serve urban and rural student populations. The NTPS CFP identifies the School Site as an area needed to meet increasing student enrollment projections within the urban and rural areas surrounding the School Site within its planning horizon. NTPS has determined, applying its educational programming specifications and planning policies, that the School Site meets educational service needs for urban and rural students in the vicinity. Consistent with the cooperative, interjurisdictional planning goals of the GMA, Thurston County and Lacey should seek to coordinate their respective comprehensive plan capital facilities plan elements to incorporate these determinations by NTPS.

KRW:KRW

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\(^2\) See Thurston County Comprehensive Plan, Chapter 6 – Capital Facilities Plan at § VIII; see also Lacey/Thurston Joint Plan at Chapter VI, Section P, "Institutional Uses."
Attachment C:

Excerpt from the County-Wide Planning Policies (UGA)
I.
URBAN GROWTH AREAS
June 3, 1992
Adopted September 8, 1992

Note: The North County long and short term boundaries established in 1988 with public hearings and incorporation into the Thurston County Comprehensive Plan, are affirmed as in effect today. (This clarification added 8/2/93).

Urban growth within Thurston County will occur only in designated urban growth areas. To ensure that urban growth areas are established and periodically reviewed, the cities and towns will work with Thurston County to:

1.1 Designate growth area boundaries that meet the following criteria:

   a. Contain areas characterized by urban growth,
   b. Are served by or are planned to be served by municipal utilities,
   c. Contain vacant land near existing urban areas that is capable of supporting urban development,
   d. Are compatible with the use of designated resource lands and critical areas,
   e. Follow logical boundaries,
   f. Consider citizen preferences, and
   g. Are of sufficient area and densities to permit the urban growth that is projected to occur in the succeeding twenty-year period.

1.2 Designate and amend urban growth boundaries through the following process:

   a. Cities and towns will confer with the county about boundary location or amendment,
   b. Proposed boundaries are presented to the UGM subcommittee of Thurston Regional Planning Council, which makes a recommendation directly to the Board of County Commissioners,
   c. Following a public hearing, the Board of County Commissioners designates the boundaries and justifies its decision in writing,
   d. Cities and towns not in agreement with the boundary designation may request mediation through the State Department of Community Development, and
   e. At least every 10 years, growth boundaries will be reviewed based on updated 20 year population projections.

Note: Section 1.2 applies to the "long term urban growth boundary" in the North County and "the urban growth boundary" in South County. For amendments to the North County urban growth boundary, the Urban Growth Management Committee of Thurston Regional Planning Council will develop criteria to evaluate long term boundary changes and a process for involving area residents and other jurisdictions, through joint planning or some form of the process. The governing body of each of the North County jurisdictions will review the proposed criteria and process. (This clarification added 8/2/93).
1.3 Short Term Urban Growth Boundaries

The establishment of short term urban growth area boundaries is optional. Any existing short term boundaries and their methods of expansion as established under urban growth management agreements will remain in place until such agreements are re-examined.

Note: Joint planning between Thurston County and the affected city, only, is the method for changing the North County short term boundary. (This clarification added 8/2/93).

II.

PROMOTION OF CONTIGUOUS AND ORDERLY DEVELOPMENT & PROVISION OF URBAN SERVICES

August 19, 1992
Adopted September 8, 1992

In order to accommodate most of the county's population and employment in urban growth areas in ways that ensure livability, preservation of environmental quality, open space retention, varied and affordable housing, high quality urban services at least cost, and orderly transition of land from county to city, Thurston County and each city and town will:

2.1 Concentrate development in growth areas by:

a. Encouraging infilling in areas already characterized by urban growth that have the capacity and provide public services and facilities to serve urban development;

b. Phasing urban development and facilities outward from core areas,

c. Establishing mechanisms to ensure average residential densities sufficient to enable the county as a whole to accommodate its 20-year population projection; (See process policy on page 10)

d. Designate rural areas for low intensity, non-urban uses that preserve natural resource lands, protect rural areas from sprawling, low-density development and assure that rural areas may be served with lower cost, non-urban public services and utilities;

e. Where urban services & utilities are not yet available, requiring development to be configured so urban growth areas may eventually infill and become urban.

f. Considering innovative development techniques.
2.2Coordinate Urban Services, Planning, and Standards through:

a. Coordinated planning and implementation of urban land use, parks, open space corridors, transportation, and infrastructure within growth areas;
b. Identification, in advance of development, of sites for schools, parks, fire and police stations, major stormwater facilities, greenbelts, and open space. Acquisition of sites for these facilities shall occur in a timely manner and as early as possible in the overall development of the area;
c. Compatible development standards & road/street level of service standards among adjoining jurisdictions;
d. Development occurring within unincorporated urban growth areas shall conform to the development standards of the associated city or town;

Explanatory comment: This provision recognizes that development short of this requirement may cause the larger society to bear the expense of retrofitting the development to meet urban standards (i.e., water, sewer, stormwater, and roadways) upon eventual annexation. This standard will further enable the larger community to structure how growth will occur to minimize the cost of providing the infrastructure for these service systems.

e. Phasing extensions of urban services and facilities concurrent with development; and
f. No extensions of urban services and facilities, such as sewer and water, beyond urban growth boundaries except to serve existing development in rural areas with public health or water quality problems.

2.3Provide capacity to accommodate planned growth by:

a. Assuring that each jurisdiction will have adequate capacity in transportation, public and private utilities, stormdrainage systems, municipal services, parks and schools to serve growth that is planned for in adopted local comprehensive plans; and
b. Protection of ground water supplies from contamination and maintenance of ground water in adequate supply by identifying and reserving future supplies well in advance of need.

2.4Cooperate on annexations in order to accomplish an orderly transfer of contiguous lands within growth areas into the adjoining cities and towns.

III.
JOINT COUNTY AND CITY PLANNING WITHIN URBAN GROWTH AREAS
August 19, 1992
Adopted September 8, 1992

Thurston County and the cities and towns within its borders will jointly plan the unincorporated portions of urban growth areas as follows:

3.1 Each city and town will assume lead responsibility for preparing the joint plan for its growth area in consultation with the county and adjoining jurisdictions.
a. The lead city or town and the county will jointly agree to the level and role of county involvement at the outset of the project, including the role of each jurisdiction's planning commission.

b. A scope of work, schedule and budget will be jointly developed and individually adopted by each jurisdiction.

c. The process will ensure participation by area residents and affected entities.

3.2 The jointly adopted plan or zoning will serve as the basis for county planning decisions and as the pre-annexation comprehensive plan for the city to use when annexations are proposed.

3.3 Each joint plan or zoning will include an agreement to honor the plan or zoning for a mutually agreeable period following adoption of the plan or annexation.

3.4 Nothing in these policies shall be interpreted to change any duties and roles of local governmental bodies mandated by state law; for example, statutory requirements that each jurisdiction's planning commission hold hearings and make recommendations on comprehensive plans and zoning ordinances.

Explanatory Comment: Through the joint planning process outlined in these county-wide planning policies, a committee may draft a joint city and county plan and zoning ordinance; and it is possible that there may be no county planning commissioners serving on the drafting committee. However, the County Planning Commission still has the statutory responsibility to hold hearings on the draft plan and zoning ordinance and make recommendations on those documents to the Board of Thurston County Commissioners.

IV.

SITING COUNTY-WIDE AND STATE-WIDE PUBLIC CAPITAL FACILITIES
June 5, 1992
Adopted September 8, 1992

In order to provide a rational and fair process for siting public capital facilities that every community needs, but which have impacts that make them difficult to site, Thurston County and each city and town will:

4.1 Cooperatively establish a process for identifying and siting within their boundaries public capital facilities of a county-wide and state-wide nature which have a potential for impact beyond jurisdictional boundaries. The process will include public involvement at early stages. These are facilities that are typically difficult to site, such as airports, terminal facilities, state educational facilities, state or regional transportation facilities, state and local correctional facilities, solid waste handling facilities, and in-patient facilities including substance abuse facilities, mental health facilities, and group homes.

4.2 Base decisions on siting county-wide and state-wide public capital facilities on the jurisdiction's adopted plans, zoning and environmental regulations, and the following general criteria:
Attachment D:

City of Lacey Comments
January 9, 2014

Scott Clark
Planning Director
Thurston County Department of Planning
2000 Lakeridge Drive SW
Olympia, WA 98502

Re: North Thurston Public Schools request to amend the Lacey Urban Growth Boundary

Dear Scott:

We are in receipt of the master application submitted by North Thurston Public Schools (NTPS) relating to property planned for future school facilities addressed as 4101 Marvin Road NE. As indicated in their application, NTPS is requesting approval to expand the Lacey Urban Growth Area (UGA) to incorporate their property within the Lacey UGA and designate the site as Open Space Institutional. The NTPS School Board has discussed the desire to amend the Lacey UGA with the City of Lacey during annual joint meetings with the Lacey City Council. Because the application has merit, the Council has supported the efforts of NTPS to bring the site into the UGA.

Upon review of the official application, we find it adequately articulates the need for the proposed use of the property and provides justification for amendment of the UGA boundary. As such, the application has merit and the City supports the application being forwarded for review and consideration by the Thurston Regional Planning Council’s Urban Growth Boundary Sub-Committee and the Board of Thurston County Commissioners.

NTPS serves both urban and rural areas within their school district boundary and thus the subject property will serve both existing rural and growing urban needs. Over the last ten years, the Hawks Prairie Planning Area of the Lacey UGA has experienced significant population growth and current population forecasts indicate population growth is expected to continue. Neighborhoods with urban densities have been built in the UGA immediately adjacent to the NTPS site. As indicated in NTPS’s Capital Facilities Plan (CFP), this growth requires additional educational facilities including a high school to service this area. NTPS purchased this property in the mid-1990’s based on the identified need to provide educational facilities to serve the projected growth. In addition, a review of land resources within Lacey’s UGA within the Hawks Prairie Planning Area indicates that sufficiently sized parcels for the use requested by NTPS are not available without re-designating property currently reserved to meet the housing, employment and economic goals enumerated in the City of Lacey’s Comprehensive Plan.
A benefit of including the subject property and future school facilities within the UGA is the ability to provide the school with urban services, primarily sewer as opposed to the school facilities being constructed on the property under current rural designations and wastewater disposal accommodated on site. This is especially important considering aquifer protection and proximity of the site to existing shellfish farms in Puget Sound and the area’s shellfish protection requirements pertaining to on-site septic systems.

A general concern the City would have when an amendment is made to the UGA is whether the action would create pressure to convert additional rural lands to residential, commercial or industrial activities of urban intensity. In this specific application, this does not appear to be the case. First, the 60 acre parcel is directly adjacent to the Urban Growth Boundary and directly fronts Marvin Road NE, an urban arterial within the UGA. Second, the proposed use is a public facility that provides services for both urban and rural needs. The proposed zoning of Open Space Institutional, which allows for a number of government-related uses including schools, would limit the property’s use ensuring that the property would not be converted to other residential, commercial or industrial uses. Third, due to the location of the parcel, the UGA boundary can be amended in a manner to only include the subject parcel. Access and connection to the urban utilities can be provided directly from Marvin Road without benefitting other properties outside of the UGA.

The City of Lacey finds the application consistent with the City’s Comprehensive Plan to provide educational services to planned growth within the City’s UGA, to prevent the conversion of rural lands to residential, commercial and/or industrial uses of urban intensities, and to protect environmental resources. In addition, the City believes the application is consistent with the NTPS’s Capital Facilities Plan to provide educational services to both the urban and rural areas within their school district boundary. As such, Lacey supports the application to be reviewed and considered through the UGA amendment application process by the Thurston Regional Planning Council Urban Growth Boundary Sub-Committee and Thurston County Board of Commissioners.

Thank you for the opportunity to provide initial comment on the application by NTPS. We look forward to working with you on the further detailed review of this application as it moves through the application process. If you have any questions or would like further information please contact me by telephone at (360) 438-2638 or by e-mail at rwalk@ci.lacey.wa.us.

Sincerely,

Rick Walk, AICP
Director of Community Development

CC: Lacey City Council
North Thurston Public Schools Board of Directors
Scott Spence, City Manager, City of Lacey
Raj Manhas, Superintendent, North Thurston Public Schools
Lon Wyrick, Executive Director, Thurston Regional Planning Council