

City of Lacey Commute Trip Reduction Four-Year Plan Update: 2025–2029

Benefits of CTR

1. Describe the local land use and transportation context and objectives.

a. Describe the setting in the jurisdiction as it is today or will be in the near future.

Lacey is a small city in southwestern Washington, located at the southern end of Puget Sound. As of 2023, the city had a population of 59,430. Lacey also has a large designated Urban Growth Area (UGA) that is managed jointly with Thurston County and has considerable development potential. With the UGA incorporated as planned over the next 20 years, Lacey's total population is projected to grow to 113,440 by 2045. Lacey's economic and transportation conditions are highly interconnected with its neighboring cities of Olympia and Tumwater – this tri-city metropolitan area has a collective population of close to 200,000 people.

While European settlement of the area dates back to the mid-1800s, Lacey was not officially incorporated until 1966, and its current land use reflects its development as a mostly suburban community dependent on automobile travel via a series of arterials and Interstate 5. A high proportion of residents commute west to Olympia or north to Joint Base Lewis McChord (JBLM) and employers in Pierce and King counties. Portions of the city are developed as low-density residential – below four units per acre – with commercial development radiating along major arterials, including Martin Way, Pacific Avenue, College Street, and Marvin Road. Lacey also has numerous lakes and associated wetlands in its urban area that have influenced its development, as well as Woodland Creek, which runs south to north through the center of the city.

b. Describe features of land use and transportation facilities and services that affect commuters.

Lacey's land use plans and rapid population growth are driving the city toward greater urbanization and higher densities. Recent years have seen considerable industrial warehouse and residential development within the northeast Hawks Prairie area, a substantial increase in multifamily housing along commercial corridors (Martin Way, Pacific Avenue), and mixed-use development plans for the Woodland District. While this growth is being supported by expanded transit service, and greater emphasis on providing connected multimodal transportation infrastructure, these destinations are still fragmented or lacking in older areas of the city, and many Lacey residents are likely to continue to travel by car. Plans by the Nisqually Tribe to develop a major casino-resort

property in northern Lacey will also have an impact on transportation and land use in the future.

Upcoming transportation projects in the City of Lacey include:

- Carpenter Road Capacity and Safety Improvements: Widen roadway to taper from 5-lane section to 3-lane section with bike lanes and sidewalks. Realign 14th Ave.
- Marvin Road from Britton Parkway to Columbia Drive: Widen Marvin Road from 2 lanes to 5 lanes to Hawks Prairie Rd then transition to 3 lane section, with bike lanes and sidewalks.
- Carpenter Road Widening from Martin Way to Britton Parkway: Widen roadway to 5 lanes with auxiliary turn lanes, bike lanes, sidewalks, and other urban amenities.
- Rainier Rd from Yelm Hwy to City Limits (near Beckonridge): Improve tapers and storage at intersection, adds bike lanes and sidewalks.
- Yelm Hwy Improvements from Ruddell Rd to Amtrak Bridge: Widen east side for additional northbound lane, bike lane, sidewalk and other urban amenities.
- Martin Way East Roadway Improvements: Access management, bike lanes, sidewalks, and other urban amenities.
- Lacey Hawks Prairie Business District (LHPBD) Commercial Corridors: Construct new corridors within LHPBD.

c. *Describe whether and how commuting patterns have changed in the past few years.*

- i. COVID-19 has shifted commuting patterns in Lacey, with many more workers having the option to telework. Lacey has also seen an influx of teleworkers from the Central Puget Sound region, due to its lower cost of housing. Demand on Lacey's streets seems likely to decrease during morning and evening peak commute times due to telework, and may increase during off-peak times. Lacey is also an attractive place to live for military personnel commuting to Joint Base Lewis McChord, a population who has fewer options for telework, so the city is likely to continue to see some volumes at typical commute times.

d. *List the most important land use and transportation objectives from your city or county's plans that commute trip reduction most directly affects.*

- Woodland District Plan: The City of Lacey established a downtown vision for the urban core area (Central Planning Area) of Lacey between College Street and the South Sound Shopping Center. Goals include developing strategies to achieve a well-connected grid of streets, mixed-use throughout the downtown, and walkable streets to foster a healthy and sustainable area.
- College Street Corridor Plan: The City of Lacey completed the College Street Corridor Study, which identifies the long-term transportation needs along the College Street Corridor between Lacey Boulevard and 37th Avenue SE. The recommended alternative proposes two travel lanes in each direction with a widened outside lane to provide space for commuting bicycles.
- Lacey Transportation System Analysis and Alternatives Evaluation: The City of Lacey completed the Lacey Transportation Systems Analysis and Alternatives Evaluation (LTSAAE), a detailed evaluation of the arterial and highway network. Based on this study, even with planned local improvements, it is expected that traffic flow and access to the interstate system will be constrained to unacceptable service levels.

e. Describe critical aspects of land use and transportation that should be sustained and key changes that should be considered to improve commute trip reduction's contribution to the land use and transportation objectives you reference.

- Mixed use and high-density developments along urban corridors, locating a series of new Neighborhood Commercial and Community Commercial zones located at strategic nodes throughout the area to provide commercial services within proximity of every neighborhood.
- A future non-motorized transportation plan has been identified as a priority to ensure that the city maintains existing and future plans for safe and convenient pedestrian and bicycle facilities including sidewalks, trails, and street crossings.
- Complete streets concepts will be refined and combined with transportation efficient land use policies, coordinated regional Commute Trip Reduction programs, and other demand management strategies.

2. Describe how the CTR program will help achieve the jurisdiction's land use and transportation objectives.

a. Describe how and to what extent your CTR program will help your city or county achieve the land use and transportation objectives referenced in question 1.

Using CTR programs and strategies at Lacey worksites will help the city to maximize their current transportation system and build for the future. Lacey has emphasized and continues to emphasize a multimodal transportation system and increased transit-oriented development. Many of the City's streets include sidewalks and bicycle lanes, making non-motorized travel a viable alternative to cars. Current standards require non-motorized elements including bike lanes and sidewalks on all new or redeveloped portions of roadway, in order to close any gaps in the existing system and expand its network. Development standards and policies improve the walkability of the transportation network. Lacey also has committed to encouraging alternative modes of transportation through adoption of the Commute Trip Reduction Plan and implementation of regulations such as bicycle racks with most private development projects.

3. Describe how the CTR program will help achieve the jurisdiction's environmental objectives.

a. Describe how the CTR program will support jurisdiction greenhouse gas emission reduction efforts.

Lacey has adopted a regional climate target: Reduce net communitywide greenhouse gas emissions 45% below 2015 levels by 2030 and 85% below 2015 levels by 2050. Every drive-alone commute trip that converts to transit, rideshare or a non-motorized mode eliminates the greenhouse gas emissions that would have been generated by that drive-alone trip.

b. Describe how the CTR program will support jurisdiction environmental objectives in addition to greenhouse gas emission reductions.

According to the City of Lacey 2030 Transportation Plan, the city has a goal to minimize transportation impacts on the natural environment and the people who live and work in the city. The city also plans to develop a transportation system that supports compact, mixed-use development policies that curb the growth in miles of motor vehicle travel. Focusing on dense infill development will increase energy efficiency, reduce environmental impacts, and minimize greenhouse gas emissions that contribute to

climate change. Using compact urban development, and non-motorized forms of transportation will encourage overall physical activity and community health in the city.

4. Describe how your CTR program will help achieve regional and state objectives.

a. Summarize the local, regional, and state benefits that would be gained if you achieve your CTR targets.

CTR programming in the region is well integrated into the City of Lacey's Comprehensive Plan transportation section. The goals and objectives noted below tie directly to those in the State CTR Draft Plan.

Lacey Comprehensive Plan

Goal: Making the transportation network operate as efficiently as possible, moving the city to a position that is less automobile dependent and is expected to increase the use and efficiency of other transportation options.

Objectives:

- Move people and goods.
- Improve air and water quality.
- Achieve greenhouse gas emission reduction goals.
- Strengthen the region's economy.
- Advance equity.
- Invest in neighborhoods.
- Foster innovation.

State CTR Draft Plan

Objectives:

- Improve delivery of CTR programs.
- Produce more useful transportation behavior data.
- Respond to shifting mobility patterns.
- Reduce greenhouse gas emissions.

Summary of mutual benefits:

- Reduce greenhouse gas emissions: The state and region both have the goal of reducing greenhouse gas emissions. Each commute trip that is shifted to a non-drive alone mode through the city's CTR program reduces greenhouse gas emissions.
- Improve delivery of CTR programs: The emphasis in the capital improvement plan on building out non-motorized network infrastructure will improve connections for all modes of travel. This in turn will make all the CTR actions more productive and easier to deliver. This benefit aligns with the region and state's CTR goals.
- Foster interagency collaboration: The requirements of the CTR program to consider state, regional and adjacent community goals naturally foster interagency collaboration which yields a more integrated and robust multimodal transportation system that better meets the travel needs of all residents.

b. List adjacent CTR-affected cities and counties.

Thurston County, Pierce County, City of Olympia, City of Tumwater.

- c. Describe the top few cross-border and regional transportation issues that affect your jurisdiction.
 - Travel to and from JBLM.
 - Lack of HOV system in Thurston County.
 - Few choices of high-capacity transit into Thurston County.
- d. Describe the strategies you, adjacent cities and counties, and your region have agreed to use to address the top issues described in the previous bullet.
 - High level of collaboration with Pierce County.
 - Robust vanpool program in Thurston and Pierce County to serve our region's commuters.
 - Discussed the benefits of HOV lanes with regional transportation officials.
 - Collaborated with TRPC and IT to encourage more high-capacity options in our city and region.

Performance targets

5. List your jurisdiction's CTR performance target(s).

- a. List performance targets that reflect only CTR-affected worksites.
Drive Alone Rate of 50%.
- b. List any additional performance targets.
N/A

6. List the base value you'll use for each performance target.

- a. For each performance target, provide the number you'll use as the baseline (or starting number). You'll measure the difference between this number and your results to report performance.
Recent CTR Survey Results for Lacey: Current Drive alone rate: 54.24%

7. Describe the method you used to determine the base value for each target.

- a. Provide the source for each base value listed.
The source is the CTR Survey.

8. Describe how you'll measure progress toward each target.

- a. List the method you'll use to measure progress for each target.
CTR Survey

9. List your jurisdiction's CTR-affected worksites.

- a. List all your CTR-affected sites.
 - Amazon - OLM1
 - City of Lacey - City Hall/Operations
 - Panorama City Retirement Community - Administrative Office
 - South Puget Sound Community College - Lacey Campus
 - TwinStar Credit Union - Lacey Corporate Center
 - Washington State Conservation Commission - Olympia
 - Washington State Department of Corrections - Woodland Square Office
 - Washington State Department of Ecology - Ecology Headquarters
 - Washington State Department of Ecology - Environmental Assessment Program Operations

Center

- Washington State Department of Fish & Wildlife - Lacey Shop
- Washington State Department of Licensing - Lacey LSO
- Washington State Department of Social and Health Services - Blake Office Park East & West-Aging and Disability Services
- Washington State Department of Social and Health Services - Lacey - Division of Vocational Rehabilitation
- Washington State Department of Social and Health Services - Juvenile Rehabilitation Administration - Reg. 3 Olympia Juv. Parole
- Washington State Department of Social and Health Services - Developmental Disabilities Administration (DDA)
- Washington State Department of Transportation - Lacey PEO
- Washington State Department of Transportation - Olympic Region
- Washington State Gambling Commission - Olympia
- Washington State Horse Racing Commission - Olympia Headquarters
- Washington State Lottery - Warehouse
- Washington State School Directors' Association - Olympia Headquarters
- Washington State Services for the Blind - Lacey Headquarters
- World Class Distribution Inc - Hawks Prairie

10. List a performance target for each CTR-affected worksite.

- a. For any performance targets tied to the CTR survey, indicate that you'll establish performance targets during the 2023-2025 survey cycle.

We will use jurisdictional targets for all the worksites (Amazon was not able to survey in 2023, so will baseline in 2025)

11. List the base value you'll use for each site.

- a. For any performance targets tied to the CTR survey, indicate that you'll establish a base value during the 2023-2025 survey cycle.

Survey is completed and baseline has been established.

Services and strategies

12. Describe the services and strategies your jurisdiction will use to achieve CTR targets.

The services and strategies Lacey will use to achieve CTR targets:

To support Lacey's internal CTR Program:

- Updated Teleworking Policies/Opportunities (Lacey Policy Manual)
- Surveying Employees and distribution of information/policies/alternatives/opportunities
- Support Bicycle Commuter Challenge
- Wellness Reward Programs

To support Lacey's jurisdictional CTR program:

- Work with TRPC to implement the CTR program for the region. TRPC has done increased outreach to sites in the industrial area of Lacey that are almost CTR affected (less than 100 employees, arrive earlier than 6am for a shift), but are some of the lower wage jobs in the area, to offer CTR services and participation in CTR promotions and activities.
- Intercity Transit is expanding service in the Lacey area to increase frequency to encourage residents to use transit.

13. Describe how jurisdiction services and strategies will support CTR-affected employers.

The City of Lacey doing additional transit oriented development and providing more multimodal infrastructure for it's residents will allow more residents to participate in CTR activities. The city works with TRPC to conduct the regional CTR program that uses strategies to encourage non drive alone travel. Additional transit routes and frequency will bring more options to worksites for CTR.

14. Describe barriers your jurisdiction must address to achieve CTR targets.

a. Describe how you'll address these barriers.

- The city prefers not to fine businesses for non-compliance with CTR but that is currently written into the city code, this is a barrier to compliance with the program. It will be advantageous to the city to explore options for recourse other than a fine so they can enhance participation by worksites in their jurisdiction.
- Some people don't feel safe walking, biking, and taking transit, and that is a barrier for the jurisdiction expanding multimodal transportation. To address this, the city is working on infrastructure improvements for pedestrians and bicyclists and working with IT on rider safety. The city is also doing trail maintenance and addressing lighting and safety concerns on the trails so more users feel safe. The city is working with IT on transportation safety messaging to provide residents with education on safely using the system. The city police force is increasing traffic safety enforcement.

15. Describe the transportation demand management technologies your jurisdiction plans to use to deliver CTR services and strategies.

- TRPC provides information and uses the Rideshareonline.com platform for Lacey CTR worksites.
- TRPC uses the State CTR survey tool for surveying and program reports.

16. Transcribe or link to your local CTR ordinance.

- <https://lacey.municipal.codes/LMC/10.46>
- <https://cityoflacey.org/wp-content/uploads/sites/3/2024/02/Lacey-Commute-Trip-Reduction-Plan-2008.pdf>

17. Describe your financial plan.

a. Describe the estimated average annual costs of your plan.

Thurston Regional Planning Council administers the CTR Program on behalf of the City of Lacey. Funding is provided by WSDOT by worksite and for large and small state agencies. Total funding for the Thurston Region is: \$750,000/biennium.

b. Describe likely funding sources, public and private, to implement your plan.

Funding for CTR in Lacey comes primarily from the WSDOT CTR funding. Currently the City of Lacey does not have a dedicated funding source for implementing the projects identified in this Plan. Without a dedicated funding source, project implementation will rely on grant funding or larger roadway resurfacing or capital projects that could incorporate one or more of the projects listed in this Plan.

- Local Funding Mechanisms:
 - Transportation Improvement Program
 - Local Tax Levy
 - Bond Measure
- Existing Local Funding Sources:
 - Impact Fees

- City of Lacey Transportation Benefit District (TBD)
- City of Lacey Real Estate Excise Tax (REET)
- Motor Vehicle Fuel Tax (MVFT)
- Grants and Other Funding Opportunities

18. Describe your implementation structure.

a. Describe who will conduct the activities listed in your plan.

Thurston Regional Planning Council administers the CTR Program on behalf of the City of Lacey.

b. Indicate who will monitor progress on your plan. List job title, department, and name.

City of Lacey has an agreement with TRPC to implement the CTR program. Veronica Jarvis, Senior TDM Planner at TRPC administers the program for the region and monitors progress.

19. List your implementation schedule.

a. Provide the timeline for anticipated projects.

According to City of Lacey Six Year Transportation Improvement Program, anticipated projects will start and finish between 2024 and 2029.

b. For implementation of CTR related activities, TRPC, who implements the program on behalf of the jurisdiction, carries out these activities on behalf of Lacey:

- i. Tasks listed in the WSDOT CTR Administrative Workplan.
- ii. Biennial Commute Trip Reduction Survey.
- iii. Biennial Program reporting.
- iv. Quarterly networking sessions.
- v. Promotions such as the Bicycle Community Challenge, Switch Your Trips WA, Ride Transit Month, etc.

20. Describe the CTR plan for jurisdiction employees.

a. Describe the services, programs, information, and other actions your city or county put in place to help its employees reduce their drive alone commute trips.

Samantha Keesler serves as the employee transportation coordinator for the city in its role as a CTR-affected worksite.

Samantha Keesler administers the program elements required of the employer including:

- Designation of a transportation coordinator and the display of the name, location, and telephone number of the coordinator in a prominent manner at each affected worksite.
- Regular distribution of information to employees regarding alternatives to single-occupant vehicle commuting.
- A regular review of employee commuting and reporting of progress toward meeting the single-occupant vehicle reduction goals to the city consistent with the method established in the commute trip reduction plan and the rules established by the department of transportation under RCW 70A.15.4060.
- Implementation of the following measures designed to achieve the city's commute trip reduction goals:
 - Administer employee parking payment program.
 - Publicize promotional challenges and campaigns.
 - Serve as commuter advisor to employees.

- Provide briefings to various employee groups on the program and its benefits.
- Administer CTR surveys and report results to the city council and executive management.
- Produce City of Lacey program report.

21. Describe how the CTR plan for jurisdiction employees contributes to the success of the overall plan.

a. Describe how the plan for jurisdiction employees reinforces the success of the jurisdiction plan?

Jurisdiction employees have the opportunity to telework and have compressed and flexible schedules. Employees also have showers and bike parking facilities setting a good example for the other worksites in the region. Offering CTR options at the city helps show the commitment Lacey has for CTR and allows it to be a model for other employers in the city.

Alignment with plans

22. List the transit agencies that provide service in your jurisdiction.

Intercity Transit.

23. List the transit plans you reviewed while developing this plan.

Intercity Transit 2024-2029 Strategic Plan

24. Describe how this CTR plan supports the transit plans.

Intercity Transit (IT) provides public transportation in Lacey and its Urban Growth Area (UGA), operating several fixed bus routes, as well as carpool and vanpool programs. IT operates a transit center, a primary transfer center and a park-and-ride lot within the city and its UGA. Over the last twenty years, transit use has increased in the region, due in part to the city's efforts in promoting alternate methods of commuting to work in compliance with the State's Commute Trip Reduction Act.

Continuing to offer CTR programming in the city will encourage more transit use, which is good for the IT strategic plan. Incentivizing employees and educating them on the system through the CTR program helps bolster IT's ridership. The city supports Intercity Transit's strategic plans and continues to coordinate with the agency to identify how transit needs should be addressed, particularly as new development occurs. New development includes transit-oriented design standards for all zones, with pedestrian emphasis to ensure riders have a safe journey to the bus stop. The city is committed to involving Intercity Transit in the development review process, and future planning efforts, to ensure that the transit goals of the City and Intercity Transit are being met.

25. Describe any comprehensive plan updates that are needed and when they will be made.

Lacey is updating their comprehensive plan and has a consultant for the transportation section of comprehensive plan update. The city plans to continue its focus on multimodal infrastructure, infill development and transit-oriented development, all of which will benefit CTR. The due date for the update is December 2025.

Engagement

26. Describe stakeholder engagement.

Who did you talk to? The City of Lacey's worksites are primarily state agencies, so TRPC initiated outreach with both the Employee Transportation Coordinator network and the Business Resource Groups at state agencies that represent vulnerable populations at state agencies. This outreach was done in spring and summer of 2024

a.

Stakeholder organization:

- Intercity Transit
- Employee Transportation Coordinators at worksites
- Thurston EDC
- Thurston Chamber of Commerce
- Rural Transit
- Thurston Thrives (Public health)
- Local Tribes
- State DEI council
- State Employee Black community
- State Employee veteran community
- State Employee LGBTQ
- State Employee Latinos
- State Employee Disability inclusion network
- State Employee immigrants
- State Employee Hawaiians, Asians, Pacific Islanders

b. When did you talk to them? Spring and Summer 2024

May 2024 via a Transportation Options Survey, more focused outreach was done in August of 2024 in neighborhoods with CTR worksites and environmental health disparities. Outreach was done via NextDoor, TRPC Social Media, and targeted flyers with QR codes to a survey to community based organizations and businesses.

c. What did they have to say?

- i. People want safer, more reliable transportation options that are not cars. See attachment for rollup of feedback.

d. How did what they said influence the plan?

The feedback from stakeholders is in alignment with the City of Lacey's upcoming transportation investments.

27. Describe vulnerable populations considered.

- State Employee Black community
- State Employee veteran community
- State Employee LGBTQ
- State Employee Latinos
- State Employee Disability inclusion network
- State Employee immigrants
- State Employee Hawaiians, Asians, Pacific Islanders
- Additional targeted outreach was done using the Environmental Health Disparities map provided by WSDOT. See attached summary of outreach from that work.

28. Describe engagement focused on vulnerable populations.

a. Who did you talk to?

- State Employee Black community
- State Employee veteran community
- State Employee LGBTQ
- State Employee Latinos
- State Employee Disability inclusion network
- State Employee immigrants
- State Employee Hawaiians, Asians, Pacific Islanders
- Additional targeted outreach was done using the Environmental Health Disparities map provided by WSDOT. See attached summary of outreach from that work.

29. List employers' suggestions to make CTR more effective. Employers expressed support for the following:

- Improving public transportation
- Remote work flexibility at all employers in the area
- Improving biking and walking infrastructure
- Creating a light rail system in our area
- Better options for travel between Tacoma-Thurston

30. Describe results of engagement focused on vulnerable populations that will be provided for use in comprehensive plan and transit plan updates.

See attached rollups of stakeholder feedback and suggestions.

Regional transportation planning organization CTR plan review RTPO comments

TRPC certifies that this CTR Plan is consistent with the regional CTR plan and the Regional Transportation Plan's Goals and Policies.