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TRANSPORTATION ELEMENT

City of Lacey

CITY OF LACEY TRANSPORTATION ELEMENT

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CHAPTER 1: INTRODUCTION

This Transportation Element (TE) provides background information about Lacey's existing transportation system and the transportation improvements needed to support growth over the next 20 years. Lacey is investing in a long-term transportation vision to foster economic vitality and improve quality of life while supporting future growth. This plan will guide improvements to Lacey's transportation system to enhance inclusivity and responsiveness to land use, promote economic vitality, and fulfill the community's vision for the future of Lacey.

Purpose

The purpose of the TE is to provide a long-term vision for Lacey's transportation system, building upon the City's existing qualities and maintaining a welcoming community for people to live, work, visit, and play. This element will incorporate community values into overarching goals, ensuring these values guide investments as Lacey grows and evolves. This TE will integrate Lacey's previous planning efforts while emphasizing active transportation connections, accessibility for all, and roadway safety.

Planning Requirements

Washington State is experiencing significant growth that is expected to continue over the next two decades. The Washington Growth Management Act (GMA) requires jurisdictions to plan for growth through regular Comprehensive Plan updates, including TE updates. The GMA requires growing areas to use comprehensive planning tools to accommodate and manage forecasted population and employment growth. Specific requirements are outlined in Washington State Department of Commerce's Periodic Update Checklist for Fully-Planning Cities and in the Thurston Regional Planning Council's Comprehensive Plan Review Guidance & Certification Checklist.

Partnering Agencies

Lacey will continue to coordinate planning efforts, including this TE update, with other agencies and government bodies who have an interest in Lacey's transportation system.

Organization

The TE is organized into the following chapters:

1. **Introduction**: Provides an overview of the TE.
2. **Transportation Planning Context**: Describes the current state of Lacey's transportation network for all modes and identifies current challenges and trends.
3. **Public Outreach**: Details outreach results from the Comprehensive Plan update related to the TE.
4. **Transportation Goals and Policies**: Introduces transportation goals and the supporting policies to guide City staff and elected officials to achieve the overall transportation vision and accommodate planned growth.
5. **Future Transportation System**: Details how Lacey's transportation system is expected to operate in the future without further improvements and establishes level of service standards and guidelines for each mode.
6. **Transportation Project List**: Provides a prioritized capital project list to help Lacey work towards the future transportation vision.
7. **Funding and Implementation**: Evaluates Lacey's projected financial capacity for transportation improvements and provides guidance on implementing the plan.

CHAPTER 2: TRANSPORTATION PLANNING CONTEXT

Existing Transportation Plans

City-Wide Plans

The previous Transportation Element, which was called the 2030 Transportation Plan, was adopted in 2012 and served as a guide for the improvement and expansion of the transportation system to meet the demands of future growth through 2030. Along with establishing Lacey's future transportation vision and goals, the plan outlined a list of transportation projects to address capital improvement needs.

In 2018, the Lacey City Council adopted the Pedestrian and Bicycle Plan, which inventoried existing facilities, identified deficiencies, and provided a list of capital improvements to move forward (see **Appendix A**).

The City of Lacey updates its Six-Year Transportation Improvement Plan (TIP) annually as part of the Capital Facilities Plan (CFP), which is required by the State. The 2025-2030 TIP was informed by the 2030 Comprehensive Plan and identifies near-term improvements to the transportation network with allocated funding for each year. The TIP is designed to provide a framework for Regionally Significant Projects or projects that are expected to have State or Federal funding. These projects include corridor and intersection improvements, and investments in active transportation infrastructure. Projects within the TIP are not required to be financially constrained to secure funding and may include reasonable sources of funding such as grant opportunities.

The City adopted a Safety Action Plan in 2025 which reviewed historic data, set a goal to implement a holistic, well-defined, equitable strategy to reduce roadway fatalities and serious injuries on City roadways by 2030, evaluated countermeasures and projects to address priorities, and identified programs, policies, and strategies moving forward. See **Appendix B** for the full plan.

Subarea Plans

The City has also adopted plans to define development strategies for subareas within the City that were consistent with the development vision from the previous Comprehensive

Plan. The Woodland District Strategic Plan (2013) identified transportation system goals for the area north of Lacey Boulevard and west of College Street (see **Appendix C**). The Depot District Subarea Plan (2018) focused on the area around the Lacey Boulevard/Pacific Avenue one-way couplet south of Saint Martin's University (see **Appendix D**). Goals and projects from both plans centered around introducing land uses that require less vehicle dependency, redesigning roads to include elements of Complete Streets, adding active transportation facilities and mid-block crossings, and improving safety.

Corridor Studies

In 2005, the "College Street, Evaluation of Options" study identified several improvement alternatives along College Street. A follow-up study in 2009, "College Street Improvements Final Report," identified specific cross sections and intersection improvements to be constructed in phases between Lacey Boulevard and 37th Avenue SE. The City is currently working on Phase 3 of the construction process. Phases 1 and 2 included completing one portion of the study from 18th Avenue SE to 25th Avenue SE and included a roundabout at 22nd Avenue SE. See **Appendix E** for the latest Phase 3 plan.

TRPC is leading ongoing studies of the Martin Way Corridor, a key route connecting Lacey and Olympia. A survey conducted in 2020 found that the top transportation concerns of people who use the corridor include: safety for all users, traffic flow, lack of crossing opportunities, and accessibility for people with disabilities. Concepts under review include wider sidewalks, buffered bike lanes, pedestrian crossings, better transit stops, and land use strategies to support affordable housing. As part of the ongoing analysis, TRPC is developing a Martin Way Crossing Strategy plan to identify potential pedestrian improvements. These studies are still in the planning phase and have not been adopted.

In 2015, an Interchange Justification Report (IJR) for the I-5/Martin Way and I-5/Marvin Road interchanges was prepared to analyze traffic, safety, and connectivity to support potential improvements. The IJR recommended an interchange update to the Martin Way interchange configuration, a Marvin Road diverging diamond interchange which was constructed in 2020, and the IJR notes potentially considering a future interchange at Carpenter Road depending on future operations at the other two interchanges. Additional I-5 improvements are being studied by WSDOT from Marvin Road to Mounts Road.

Thurston Regional Planning Council Regional Transportation Plan

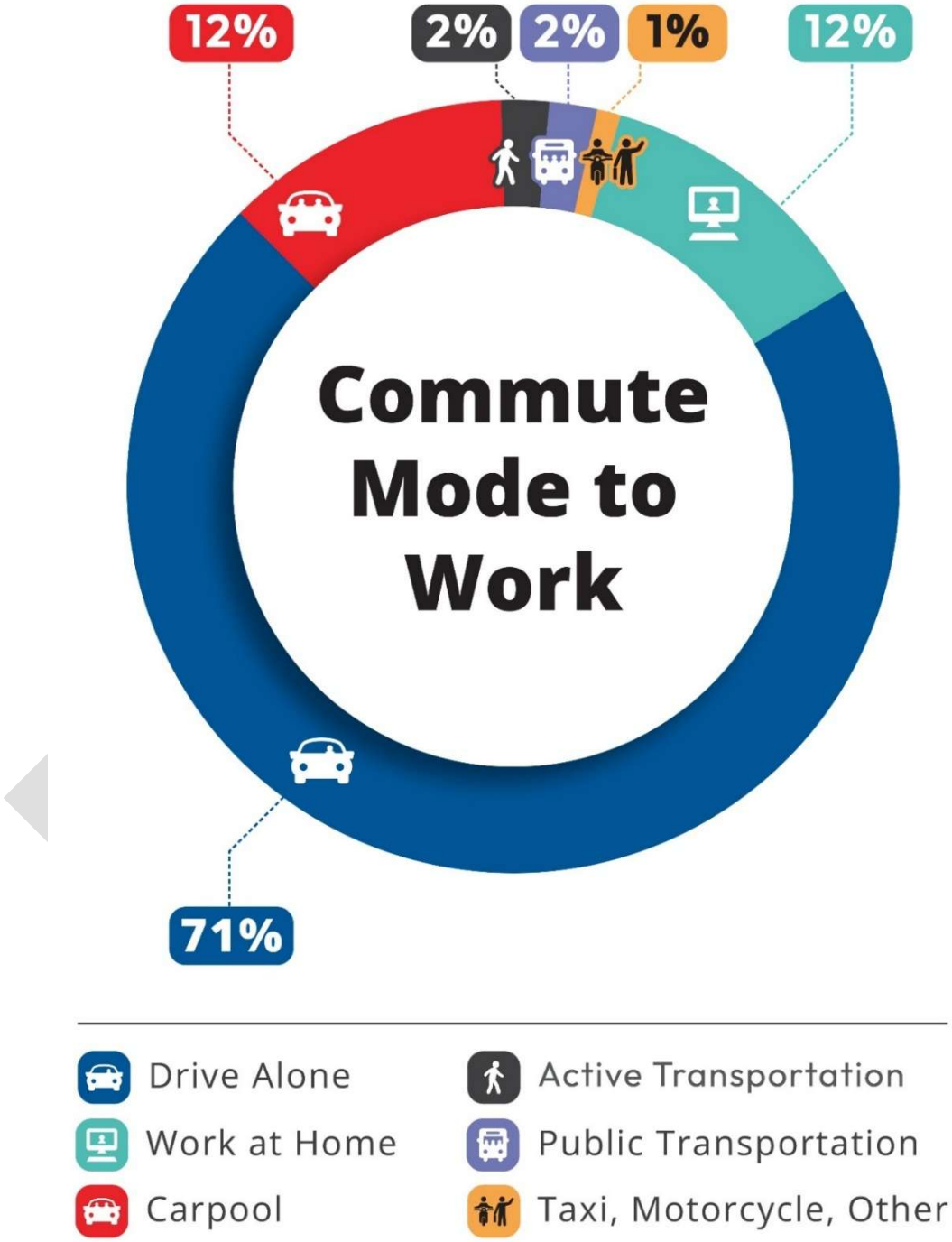
Lacey's long-range transportation plan must also be consistent with the Regional Transportation Plan (RTP) which is developed by Thurston Regional Planning Council (TRPC). The RTP is a long-range (20-year) transportation plan and is updated about every four years. The RTP defined projects within Lacey that impact the movement of people and vehicles at the regional scale. This Comprehensive Plan update cycle will focus on consistency with the current 2045 RTP as TRPC works on the 2050 RTP.

Transportation Network Overview

Lacey's transportation system includes facilities for all modes of transportation including freight mobility and people walking, bicycling, driving, or taking public transit. The following sections of this chapter inventory Lacey's transportation system at a high-level, evaluate service for all modes, and look ahead to future opportunities.

Commuting data is visualized in **Figure 1** (American Community Survey, 2022). Work-related trips in Lacey reveal a significant reliance on driving alone, with 71% of commuters choosing this option. A total of 5% of commuters use active transportation, public transit, or other methods like taxis and motorcycles. These values represent those who live in the City's census areas and work in or outside of the City. They do not include people who commute to or through Lacey from other jurisdictions, or who work from home.

Figure 1: Commute Mode to Work



Source: United States Census Bureau 5-year ACS S0801, 2022.

The system includes city streets, sidewalks, bike lanes, trails, freight routes, rail, and public transportation facilities and amenities. State Route 510 (Marvin Road south of I-5 and Pacific Avenue east of Marvin Road) is the City's only State Route facility. An inventory of all transportation facilities provides a basis for effective planning.

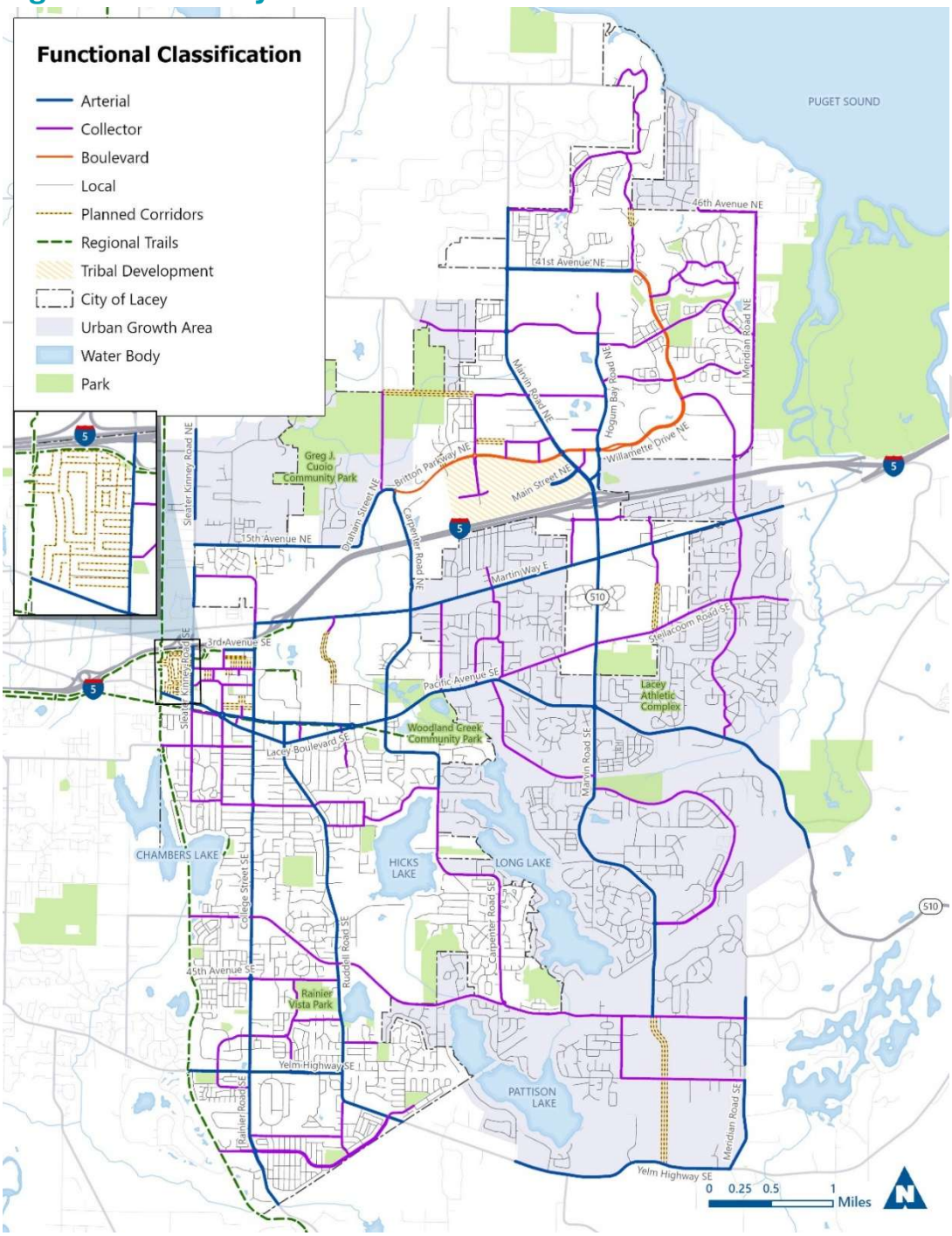
The City classifies roadways into Boulevards, Arterials, Major Collectors, Minor Collectors, and Local Streets, as shown in **Table 1** and displayed in **Figure 2**. The designations for new roadways are provided by the City Engineer and each classification has required design standards. Examples of each roadway type and the intended uses are described below.

Table 1: Functional Classification of Roadways

Functional Classification	Description
Boulevards	Boulevards are intended for the efficient movement of people and goods. They have limited access and controlled intersections. The design standard has planter strips for trees and landscaping.
Arterials	These streets tend to carry the highest volumes. They have limited access and controlled intersections. Arterials also serve regional through trips and connect Lacey with the rest of the region.
Major Collectors	Major Collectors primarily connect Minor Collectors to Arterials. They serve as transition roadways to and from commercial, industrial, or residential areas and have a moderate level of access control.
Minor Collectors	These streets distribute trips between Local Streets to Major Collectors and Arterials. They tend to have lower volumes and speeds, and do not include turn lanes.
Major and Minor Local Residential, Private, and Alleys	Local Streets provide circulation and access within residential neighborhoods or retail areas.

Note: The City designates roadway functional classification based on multiple factors including land uses. Some descriptions may not align with existing functional classifications.
Source: City of Lacey, 2025.

Figure 2: Roadway Functional Classification



Source: City of Lacey, 2025.

Active Transportation Network

The 2018 Lacey Pedestrian and Bicycle Plan is the City's first Pedestrian and Bicycle Plan. It presents policies, programs, and infrastructure recommendations that aim to improve the City's walking and biking networks. The plan is focused on connectivity, safety, and comfort so that people of all ages and abilities can safely access the many great community assets within the City of Lacey and its Urban Growth Area (UGA).[1] The plan centers around three guiding principles:

- **Make it safe**
- **Make it connected**
- **Build momentum**

This section of the TE will provide high-level active transportation inventories as of 2024 and re-evaluate the level of service for active transportation facilities in line with multimodal level of service (MMLOS) requirements from the State Legislature.

Some barriers to using the available active transportation network include missing facilities, missing crossings along long stretches of busy roads, perceived safety concerns, and maintenance deficiencies. Other barriers include facilities that do not comply with Americans with Disabilities Act (ADA). The City is committed and required to provide an accessible transportation system and continues to work through its ADA Transition Plan to remove existing physical barriers within the transportation system.[2]

Inventory

Lacey's active transportation network consists of sidewalks, crosswalks, trails, bike lanes, sharrows, and shared use paths. Generally, sidewalks are available along many arterials, streets near commercial land uses and in newer subdivisions. Older residential areas often include incomplete sidewalks and sidewalks in need of repair. There are roughly 270 miles of sidewalks within city limits and 90 miles of sidewalks within the Lacey UGA. Within the UGA and city limits, there are no sidewalks on 43% of the street network with 15% of

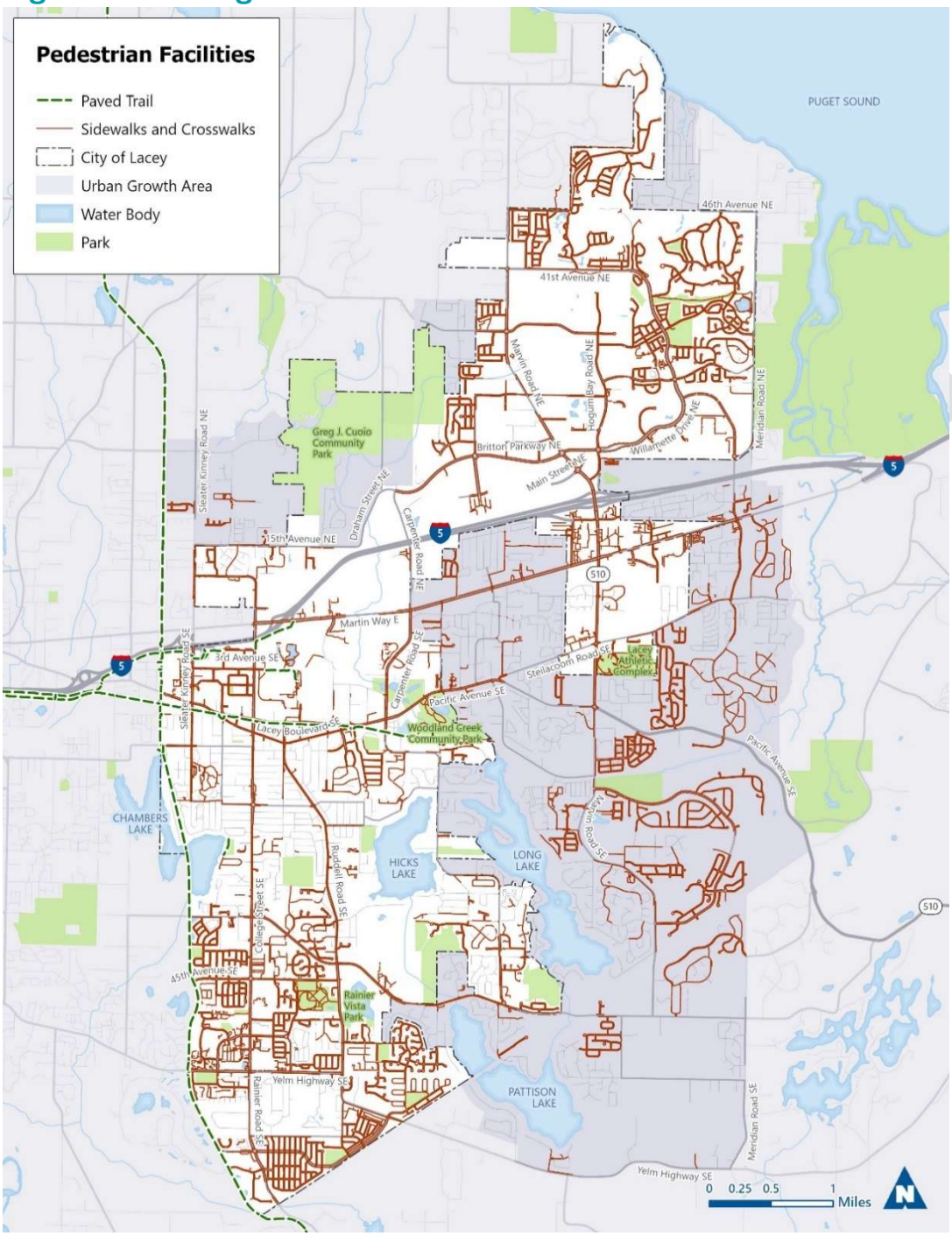
[1] https://cityoflacey.org/wp-content/uploads/sites/3/2024/02/TRANSPORTATION0912_2018_Lacey-Pedestrian-and-Bicycle-Plan-reduced.pdf

[2] https://cityoflacey.org/americans-with-disabilities-act-ada/

streets having sidewalks on one side and 42% having sidewalks on both sides. Regional shared-use trails such as the Karen Fraser Woodland Trail and Chehalis Western Trail, connect the City of Lacey to areas north, south, and west in Thurston County, Olympia, and beyond. This network of sidewalks and trails is complimented by a bicycle network with bike lanes, shared lane/sharrows, and wide shoulders. There are 40 miles of striped bike lanes and these constitute 38% of the arterial and collector network within city limits and the UGA.

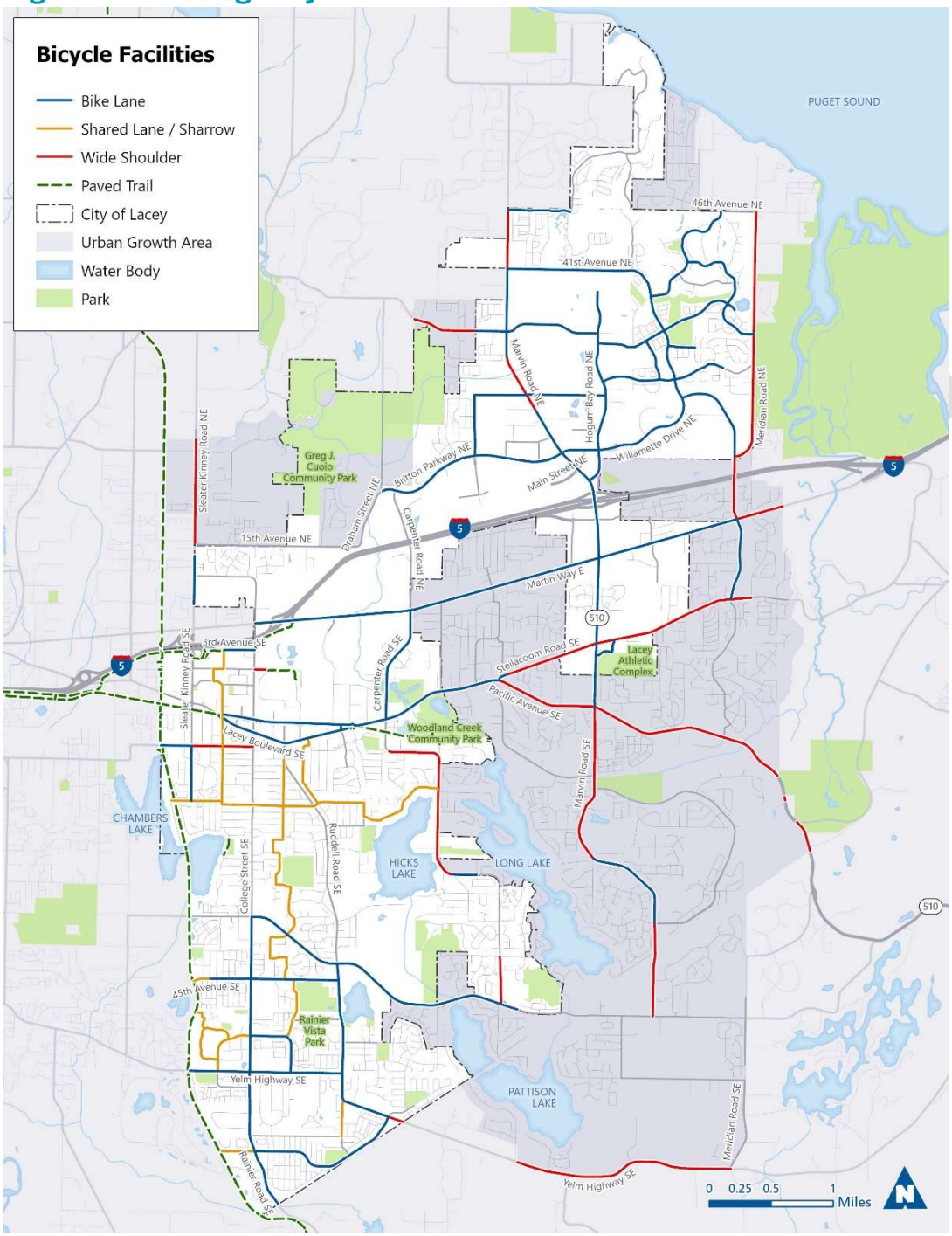
Figure 3 shows the pedestrian network including sidewalks and trails, and **Figure 4** shows the bicycle network including bike lanes and trails based on the latest data available.

Figure 3: Existing Pedestrian Facilities



Source: City of Lacey, 2025.

Figure 4: Existing Bicycle Facilities



Source: TRPC, Pedestrian and Bicycle Plan for the City of Lacey and Lacey UGA, 2025.

Level of Traffic Stress

Although vehicle level of service is determined by congestion and delay, this is not an effective way to evaluate the system performance of active transportation facilities. Considering multimodal level of service (MMLOS) helps agencies evaluate how well all modes of transportation are supported or accommodated within a community with the potential for pursuing needed investments. The City of Lacey will adopt a guideline of LTS 2 or better for both the bike and pedestrian network.

Level of Traffic Stress (LTS) is one way to quantify the level of comfort people generally feel using active transportation facilities alongside various roadway conditions. The lowest level of traffic stress, LTS 1, includes areas where a wide range of people could feel comfortable using sidewalks or trails, or where a wide range of cyclists could feel comfortable using a bicycle facility. LTS 4 represents the highest level of traffic stress, indicating where most people feel uncomfortable walking and would only be used by seasoned cyclists. See **Figure 5** for descriptions of all four levels of traffic stress.

Figure 5: Level of Traffic Stress Descriptions

Source: Fehr & Peers, 2024.

Although general comfort levels are shown for all active transportation users above, the factors used to assign LTS values to sidewalks are different than the stress factors for a bike facility, so Pedestrian Level of Traffic Stress (PLTS) and Bicycle Level of Traffic Stress (BLTS) are measured separately. The following is a planning exercise that does not represent a safety analysis and is not intended to be used as a map to navigate safety concerns. It does not account for on-the-ground considerations such as sidewalk or striping maintenance, roadway crossings, and widths of bike or pedestrian facilities, which

are important factors in serving a wide range of ages and abilities. The primary purpose of this evaluation is to help identify potential high-stress facility locations based on roadway characteristics. The analysis can help the City identify projects that could help more people feel comfortable using active transportation as part of a holistic approach to active transportation planning. The following LTS information can also be used as a guideline for future developments to help identify LTS 2 or better active transportation facilities. The PLTS and BLTS analyses focused on Arterials and Collectors.

Pedestrian Level of Traffic Stress

PLTS is based on the roadway classification and presence of pedestrian facilities. **Table 2** illustrates the breakdown of PLTS values based on presence of sidewalk and roadway functional classification. The PLTS values do not account for roadway crossing comfort, sidewalk quality, or accessibility standards. Arterials in Lacey typically consist of 4-lane cross sections with high vehicle volumes and speeds of 35 mph or greater. Any roadway outside of neighborhoods without pedestrian facilities receives a PLTS of 4.

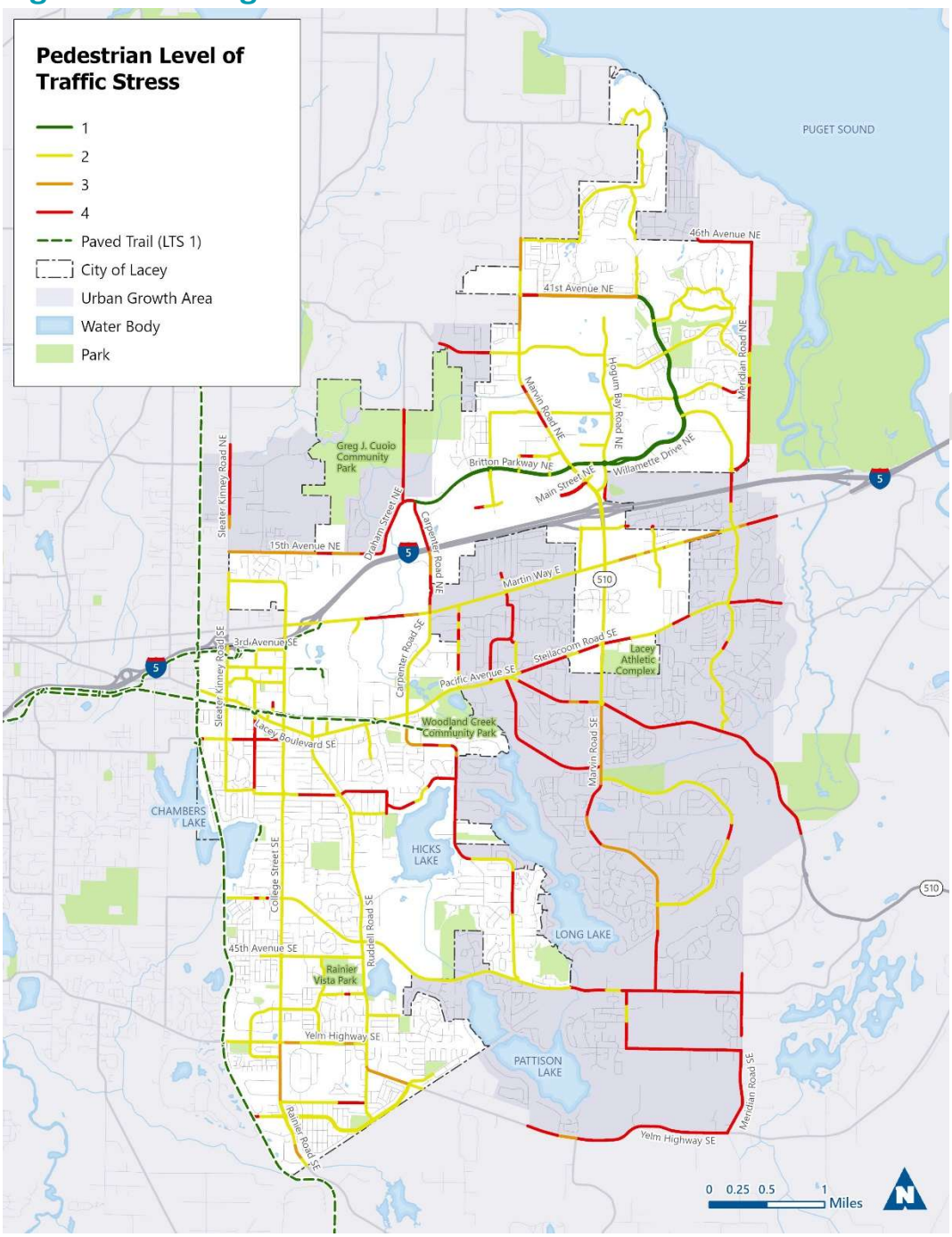
Table 2: Pedestrian Level of Traffic Stress Matrix

Functional Classification	Pedestrian Facility			
	No Facility	Sidewalk One Side	Sidewalk Both Sides	Sidewalk with Planter Strip/ Trail
Residential	2	2	1	1
Collector	4	2	1	1
Arterials	4	3	2	1
Boulevard	4	3	2	1

Source: Fehr & Peers, 2025.

When designing pedestrian projects, developers and the City should consider these pedestrian comfort factors, including street context, in addition to the presence or lack of sidewalks. **Figure 6** shows the PLTS map based on existing conditions.

Figure 6: Existing Pedestrian Level of Traffic Stress



Source: City of Lacey, Fehr & Peers, 2025.

Arterials and collectors within the city limits typically fall under LTS 2 for pedestrian facilities. Britton Parkway is an example of an LTS 1 facility, as pedestrian facilities are separated from travel lanes by planter strips. Pedestrian conditions in the UGA are predominantly LTS 4. Locations where improvements could be prioritized include segments north of Hicks Lake, 15th Avenue NE, Carpenter Road NE, and Meridian Avenue NE. During this TE update, LTS 4 segments that do not already have planned improvements were evaluated and additional projects were identified in the project list.

Bicycle Level of Traffic Stress

The breakdown of the BLTS classifications is provided in **Table 3**. This breakdown incorporates factors such as speed limit, Annual Average Daily Traffic (AADT), and presence of bicycle facilities. There are no buffered bike lanes under current conditions, but this facility type is included in the BLTS table to consider when planning future projects. Protected bike lanes could be considered in the future with LTS values between buffered lanes and trails. See the definition of each facility below:

- **No Facility:** No dedicated space for cyclists.
- **Shared Lane/Sharrows:** Streets with generally lower vehicle volumes and speeds, which are identified with signs and pavement markings as routes more comfortable for cyclists.
- **Wide Shoulder:** Paved shoulder 4’ or greater but width varies and may be narrower particularly at bridges and intersections.
- **Bike Lane:** Striped, signed lane adjacent to vehicle lanes.
- **Buffered Bike Lane:** Double striped, signed lane with buffer space between bike and vehicle lanes.
- **Shared Use Path:** A trail separated from the motor vehicle roadway

The City’s Design Guidelines provide more detailed descriptions and visuals for each facility type. It also details implementation considerations and guidance for each type of treatment. Refer to the latest design documents which are updated to reflect the latest state and federal guidance.

Table 3: Bicycle Level of Traffic Stress Matrix

Roadway Characteristics		Bicycle Facility					
Speed Limit[1]	AADT[2]	No Facility	Shared Lane / Sharrows	Wide Shoulder	Striped Lane	Buffered Lane	Shared Use Path
25	<3000	2	1	1	1	1	1
	3000 – 7,000	3	2	2	1	1	1
	>7,000	3	2	2	2	1	1
30	<7,000	3	3	3	2	2	1
	7,000 – 15,000	4	3	3	2	2	1
	>15,000	4	4	3	3	2	1
35	<15,000	4	4	3	3	3	1
	>15,000	4	4	4	4	3	1
>35	Any	4	4	4	4	4	1

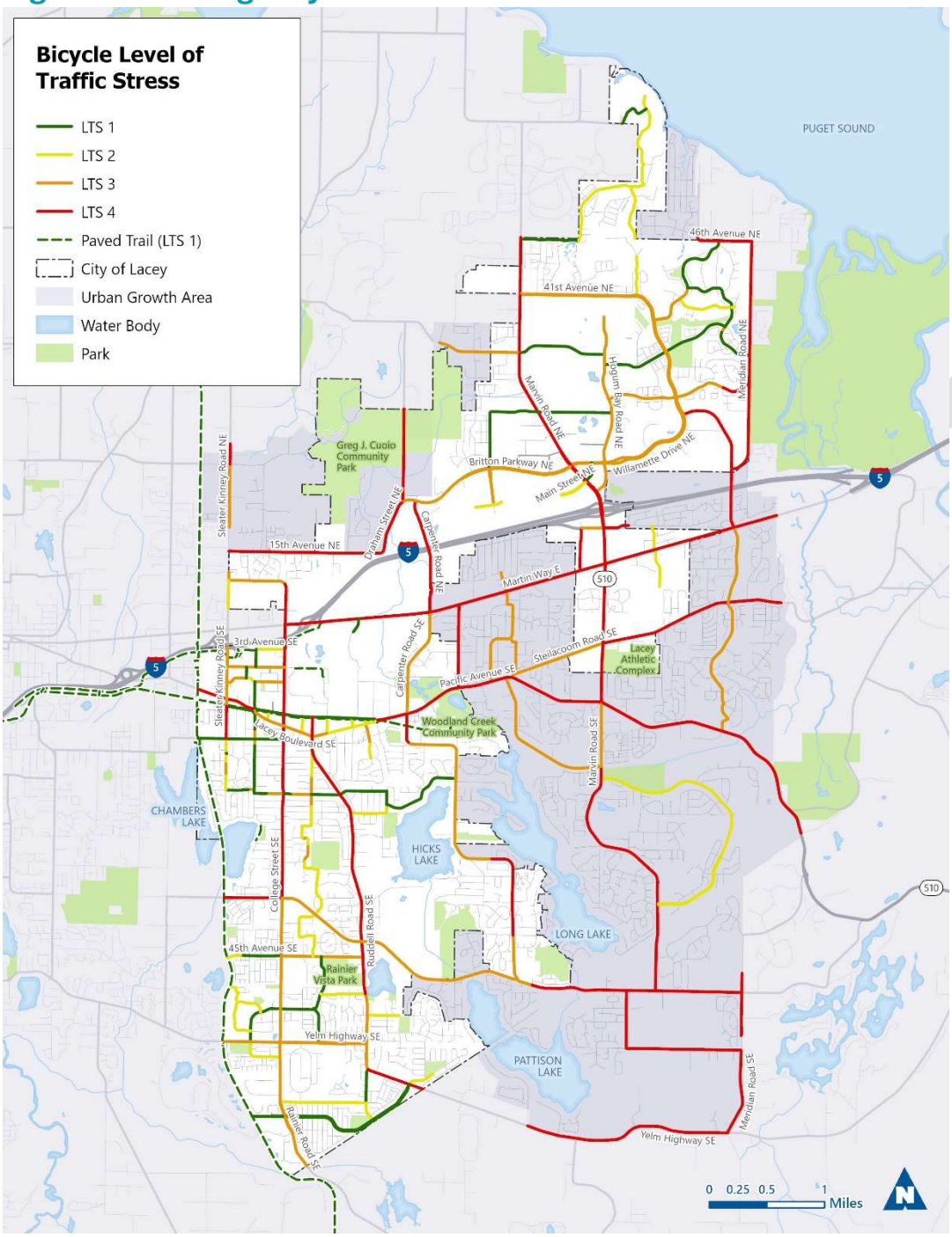
Notes: 1. Speed Limit in miles per hour (mph), 2. AADT stands for annualized average daily traffic.
Source: Fehr and Peers, 2025.

Shared-use paths are considered LTS 1, as they are entirely separated from the roadway and are not affected by vehicular traffic. Striped bike lanes, which are common in Lacey, exhibit different LTS depending on vehicle speed limits and volumes traveling next to the bike lane. See **Figure 7** for a map of the existing LTS conditions for bicycle facilities.

BLTS is generally worse than PLTS as there are fewer dedicated bicycle facilities than sidewalks. The UGA bicycle facilities are predominantly LTS 4 due to higher speed limits and a lack of dedicated bicycle facilities. Arterials such as Rudell Road SE and College Street SE are currently LTS 4 due to higher speeds, volumes, and lack of separation. Britton Parkway NE BLTS is 3 because there is a lack of separation between the striped lane and the 35-mph posted speed limit vehicle traffic.

The City of Lacey aspires to provide a connected bicycle network where a low-stress (LTS 2 or better) route is available to people biking approximately every ½ mile. Many of the projects outlined in this plan will improve PLTS and BLTS conditions in Lacey.

Figure 7: Existing Bicycle Level of Traffic Stress



Source: City of Lacey, Fehr & Peers, 2025.

Transit Network

Intercity Transit (IT) provides transit service in Lacey and is an important partner in meeting the City's mobility needs. IT operates 71 buses with 19 local routes in the Lacey, Olympia, Tumwater, and Yelm area. IT also operates five express routes to Lakewood and Tacoma, offering connections to Pierce Transit and Sound Transit.

The City of Lacey is served by ten bus routes from IT, 60, 62A, 62B, 64, 65, 66, 67, 68, 620, and Route ONE. These buses operate on 15-minute to 1-hour schedules at sheltered or marked bus stops throughout the City. Transit routes and stops are shown in **Figure 8**. IT is planning updates to some routes and service later in 2025. See Intercity Transit's website for the latest routes, news, and updates.[3]

At the heart of Lacey's transit system is the Lacey Transit Center, operated by IT and located on 6th Avenue in the Woodland District. In addition, IT operates two park-and-ride facilities:

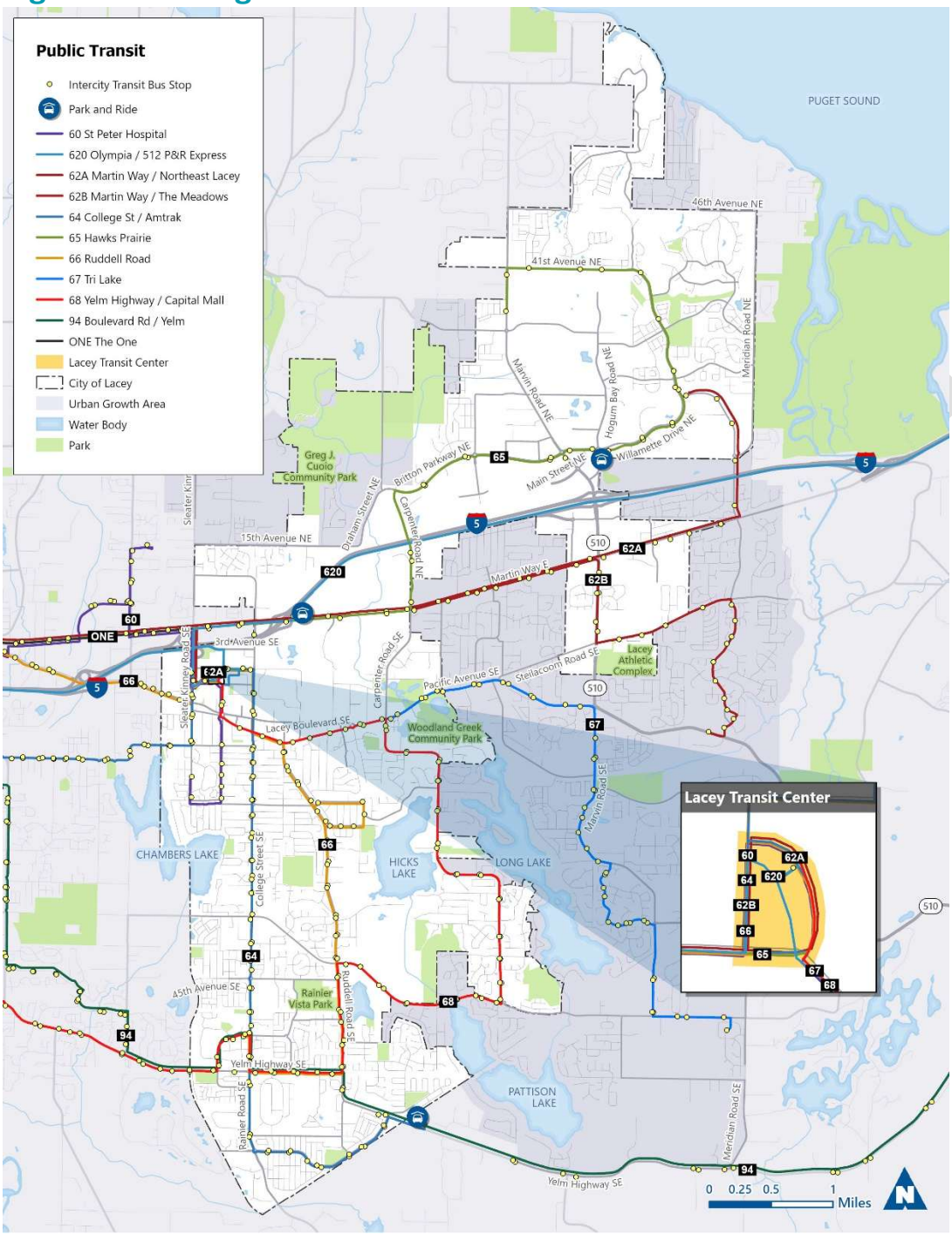
- Martin Way Park-and-Ride, located near the I-5 interchange
- Hawks Prairie Park-and-Ride near Hogum Bay Road NE.

These facilities provide commuters with increased access to public transit.

IT also offers specialized services to cater to diverse commuter needs. The Vanpool program enables groups of three or more individuals with similar commutes to share a ride for a low monthly fare, calculated based on round-trip mileage. For individuals with disabilities, the Dial-A-Lift service provides accessible transportation options, operating within the same hours and areas as the fixed-route bus system.

[3] https://www.intercitytransit.com/

Figure 8: Existing Transit Facilities



Source: Intercity Transit, 2025.

Freight Network

The Washington State Department of Transportation (WSDOT) employs a classification system to designate strategic freight corridors within the state as part of the Freight and Goods Transportation System (FGTS). The classifications (T-1 through T-5) are based on annual freight tonnage moved along a corridor. The breakdown of freight corridor classifications is shown in **Table 4**.

Table 4: WSDOT Freight Classifications in Lacey

Freight Corridor	Description
T-1	More than 10 million tons of freight per year
T-2	4 million to 10 million tons per year
T-3	300,000 to 4 million tons per year
T-4	100,000 to 300,000 tons per year
T-5	At least 20,000 tons in 60 days

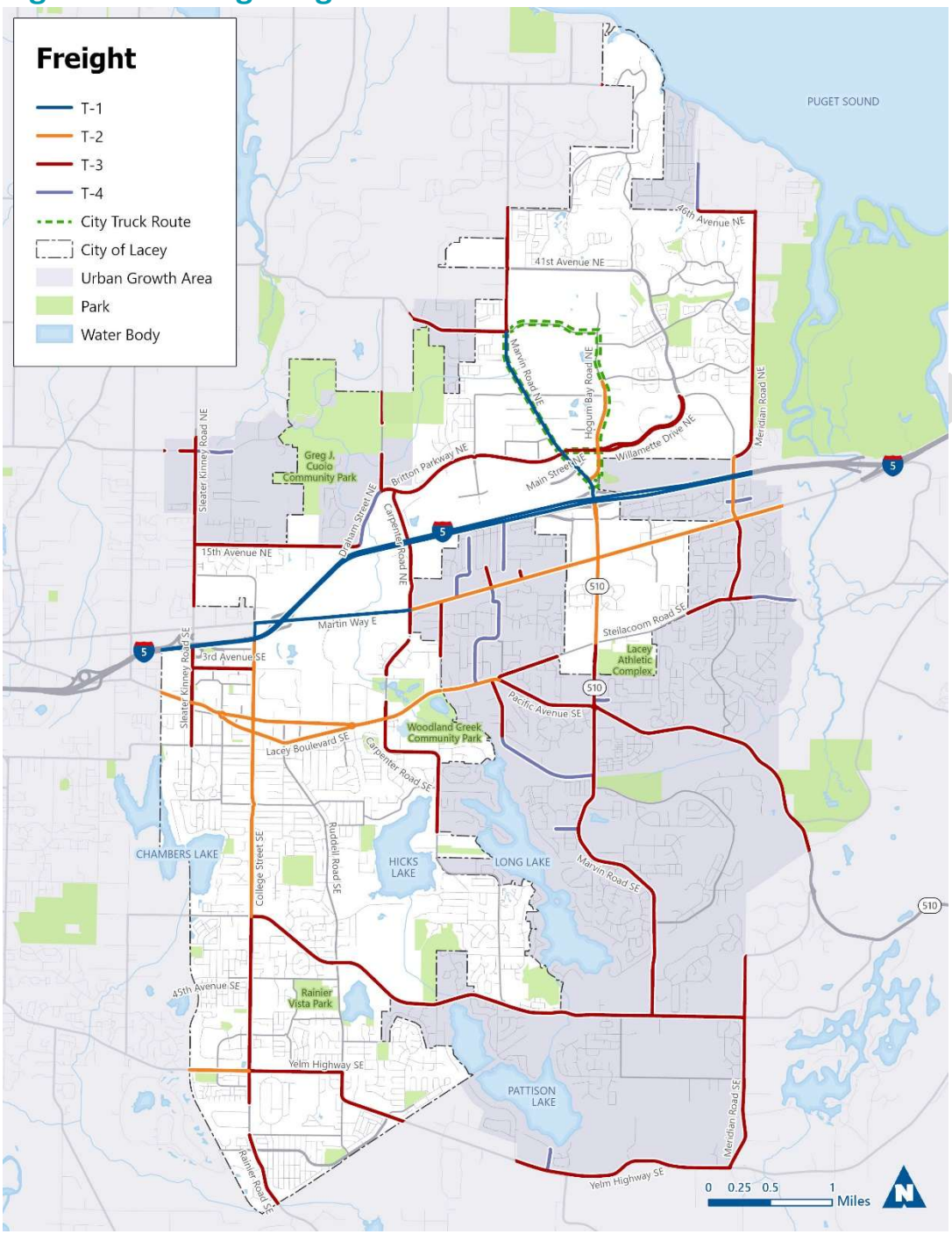
Source: WSDOT, Fehr & Peers, 2025.

The primary transportation of freight is facilitated through arterials to access I-5. The City of Lacey has designated certain roadways as truck routes, requiring them to be constructed to standards that accommodate higher truck volumes:

- Hawks Prairie Road NE from Marvin Road NE to Hogum Bay Road NE
- Hogum Bay Road NE from I-5 to Hawks Prairie Road NE
- Marvin Road NE from I-5 to Hawks Prairie Road NE
- Willamette Drive NE from Marvin Road NE to Hogum Bay Road NE

Figure 9 identifies the WSDOT FGTS freight corridors and truck routes assigned by the City of Lacey.

Figure 9: Existing Freight Routes



Source: WSDOT, City of Lacey, 2025.

Automobile Network

This section discusses the methodology and findings from the traffic operations analysis under existing conditions and evaluates how well the system serves local and regional needs.

Delay and Level of Service

Intersection-level delay (measured in seconds per vehicle) and level of service (LOS) will be the primary measures of intersection performance for the traffic operations analysis. LOS is a term that qualitatively describes the operating performance of an intersection and is a standard method for characterizing delay at an intersection.

The Highway Capacity Manual (HCM) defines delay as "delay brought about by the presence of a traffic control device including delay associated with vehicles slowing in advance of an intersection, the time spent stopped on an intersection approach, the time spent as vehicles move up in the queue, and the time needed for vehicles to accelerate to their desired speed."

For all intersections (signalized, all-way stop control (AWSC), two-way stop control (TWSC), and roundabouts) the LOS is based on the average delay in seconds per vehicle. LOS is reported on a scale from A to F, with A representing the lowest delays. **Table 5** provides a brief description of each LOS letter designation based on the HCM methodology, 6th Edition.

Table 5: Level of Service Descriptions

LOS	Description	Signalized Delay (sec/veh)	Unsignalized Delay (sec/veh)
A	Free-flowing conditions.	≤ 10	0-10
B	Stable operating conditions.	>10-20	>10-15
C	Stable operating conditions, but individual motorists are affected by interaction with others.	>20-35	>15-25
D	High density of motorists, but stable flow.	>35-55	>25-35
E	Near-capacity operations, with significant delay and low speeds.	>55-80	>35-50
F	Over capacity, with excessive delays and forced, unpredictable flows.	>80	>50

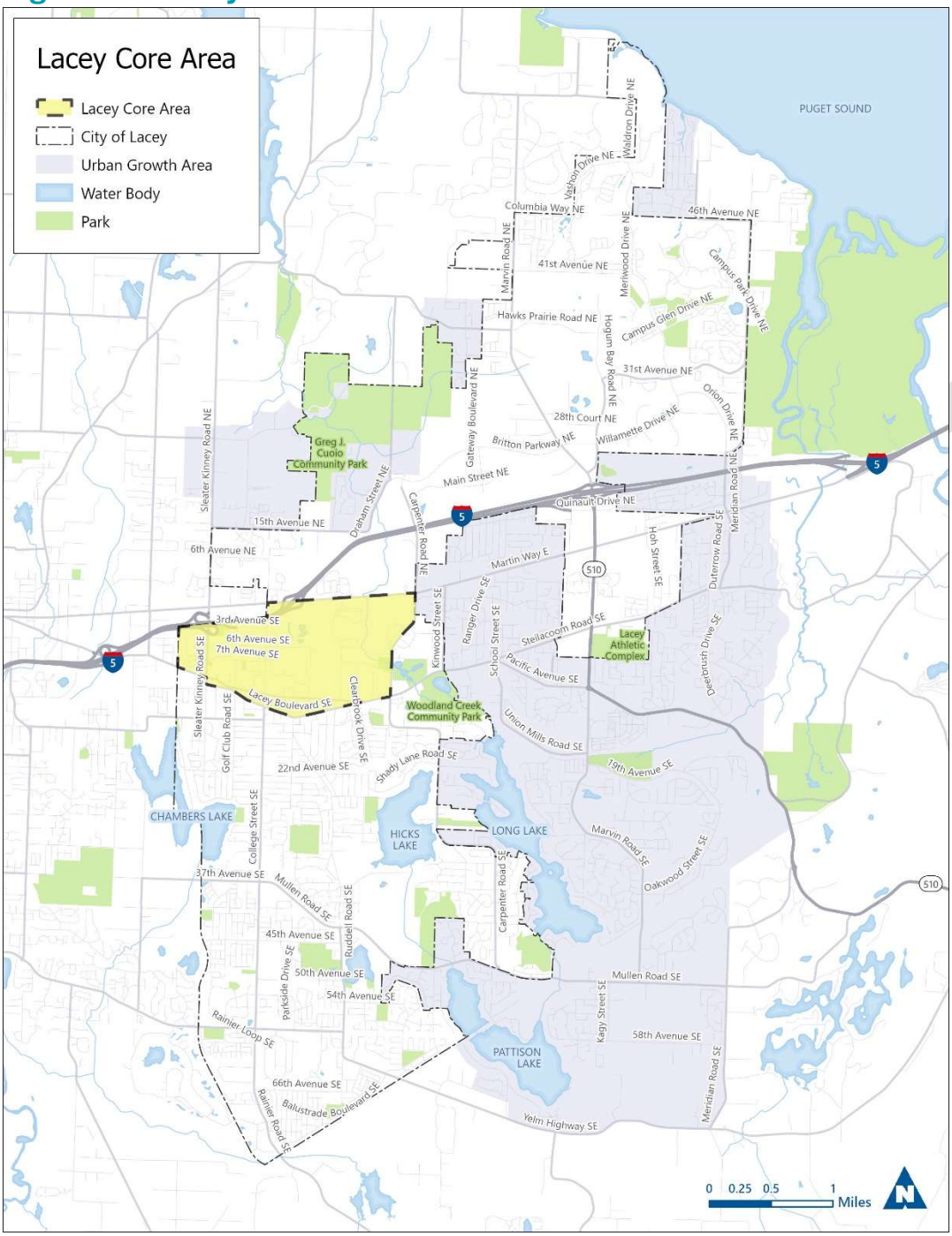
Source: Fehr & Peers descriptions, based on Highway Capacity Manual, 6th Edition.

The following level of service standards set by the City of Lacey are used to determine appropriate mitigation measures:

- LOS E for intersections within the designated urban core area
- LOS D for all other intersections in the City

The Lacey Core Area, as shown in **Figure 10**, is defined as the region bounded by the northern right-of-way line of Martin Way, the southern right-of-way line of Lacey Boulevard, the western city limit line, and the eastern right-of-way line of Carpenter Road.

Figure 10: Lacey Core Area



Source: City of Lacey, 2025.

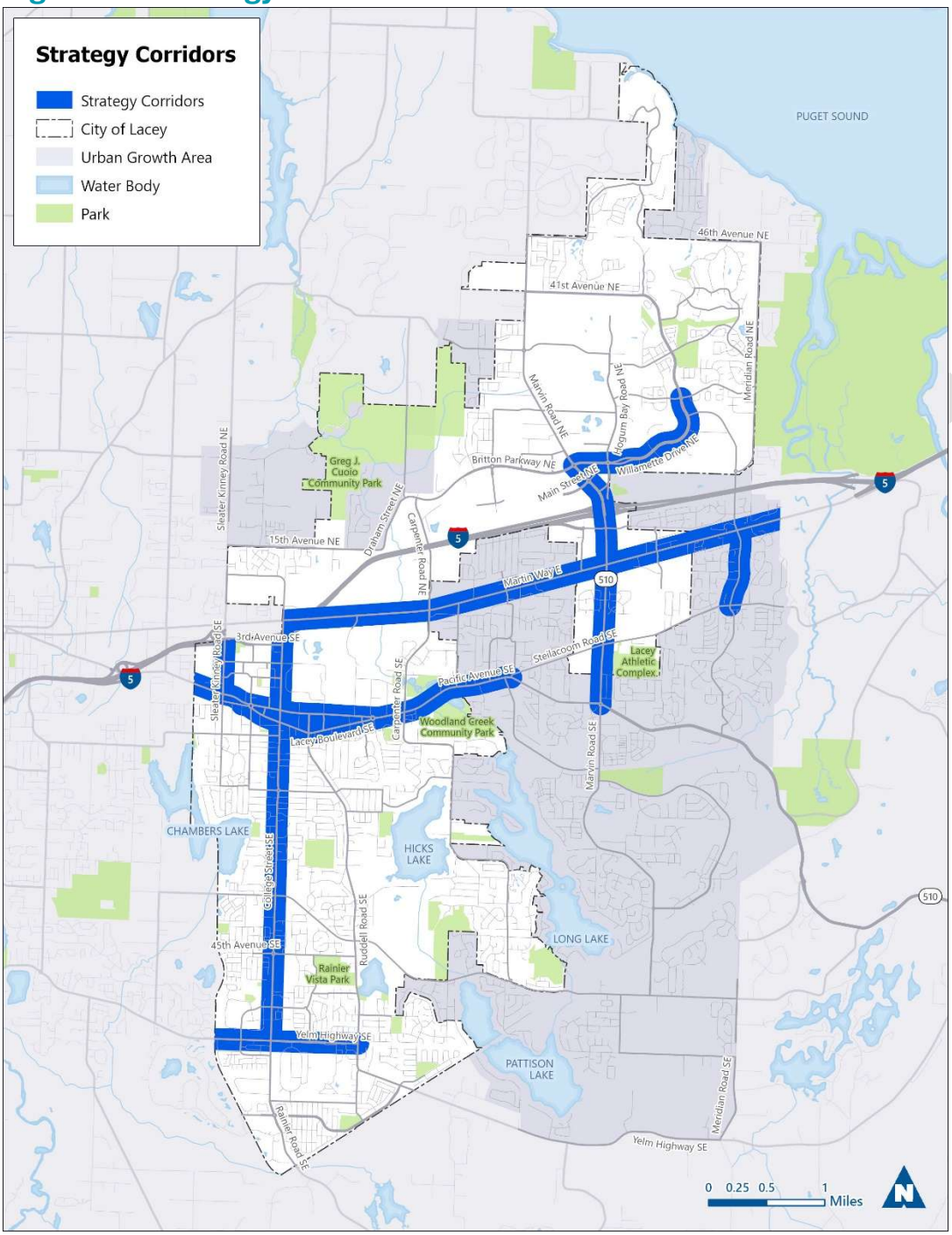
In addition to these standards, the 2030 Transportation Plan identified Strategy Corridors that can be exempt from the City's vehicle LOS standards upon completion of the improvements that were identified in the plan. The plan states, "strategy corridors are those streets or intersections which typically have been constructed or [fully] improved... between intersections, or are streets or intersections bounded by existing land use or environmental features that preclude further widening. These strategy corridors are in areas where growth is encouraged and typically coincide with the designation of a high-density corridor, city center, core area or activity center where a concentration of commercial and other uses is desired, especially when that growth increases densities and proximity of different types of land uses. Peak hour vehicular congestion in these corridors is likely to exceed levels of service, which would otherwise be acceptable within the transportation system."[4]

Below are the corridors that were identified as Strategy Corridors, as seen in **Figure 11:**

- Willamette Drive NE between Marvin Road NE and 31st Ave NE
- Marvin Road between Willamette Drive NE and south city limit line
- Martin Way from the west city limit line to Carpenter Road
- Martin Way from Galaxy Drive NE to Marvin Road
- College Street between Martin Way and Yelm Highway SE
- Yelm Highway SE from the west city limit line to Ruddell Road SE
- Pacific Avenue SE from the west city limit line to east city limit line
- Lacey Boulevard SE from Golf Club Road SE to Homann Drive SE
- Sleater-Kinney Road SE from Interstate 5 to Pacific Avenue SE

[4] 2030 Transportation Plan, page 70. https://cityoflacey.org/wp-content/uploads/sites/3/2024/02/TRANSPORTATIONFinal-2030-Lacey-Transportation_web.pdf

Figure 11: Strategy Corridors



Source: City of Lacey, TRPC, 2025.

Strategy corridors are exempt from the City's vehicle LOS standards once the projects that have already been identified for the corridor are completed. However, strategies tailored to each of these corridors may be required to mitigate the impacts of specific developments. Such strategies should include but are not limited to the following options:

1. High quality and fully-integrated bike, pedestrian, carpool, vanpool, and transit facilities and services;
2. Complete and connected street grids;
3. Transportation technology measures that improve overall system operating efficiency and safety;
4. Access management;
5. Parking management;
6. Aggressive travel demand management strategies.

And additionally,

7. Land use intensification; consideration of more compact high density and mixed use alternatives;
8. Improvements to adjacent pedestrian connections and consideration of specialized improvements to key pedestrian intersections designed to encourage pedestrian use.

WSDOT retains sole authority to establish LOS standards for state routes, interstates, and interchanges. WSDOT has established LOS D for state-owned facilities within Lacey city limits and the Lacey Urban Growth Area including Marvin Road (SR 510) south of I-5, the Marvin Road interchange, the Martin Way interchange, and the Sleater Kinney Road interchange.

The LOS standards applicable to each study intersection are noted in **Table 6**.

Traffic Operations Methodology

Vehicle traffic operations were analyzed at 40 intersections throughout the City of Lacey. These intersections were selected based on arterial and collector classifications and discussions among City staff. The study intersection list includes signals, roundabouts,

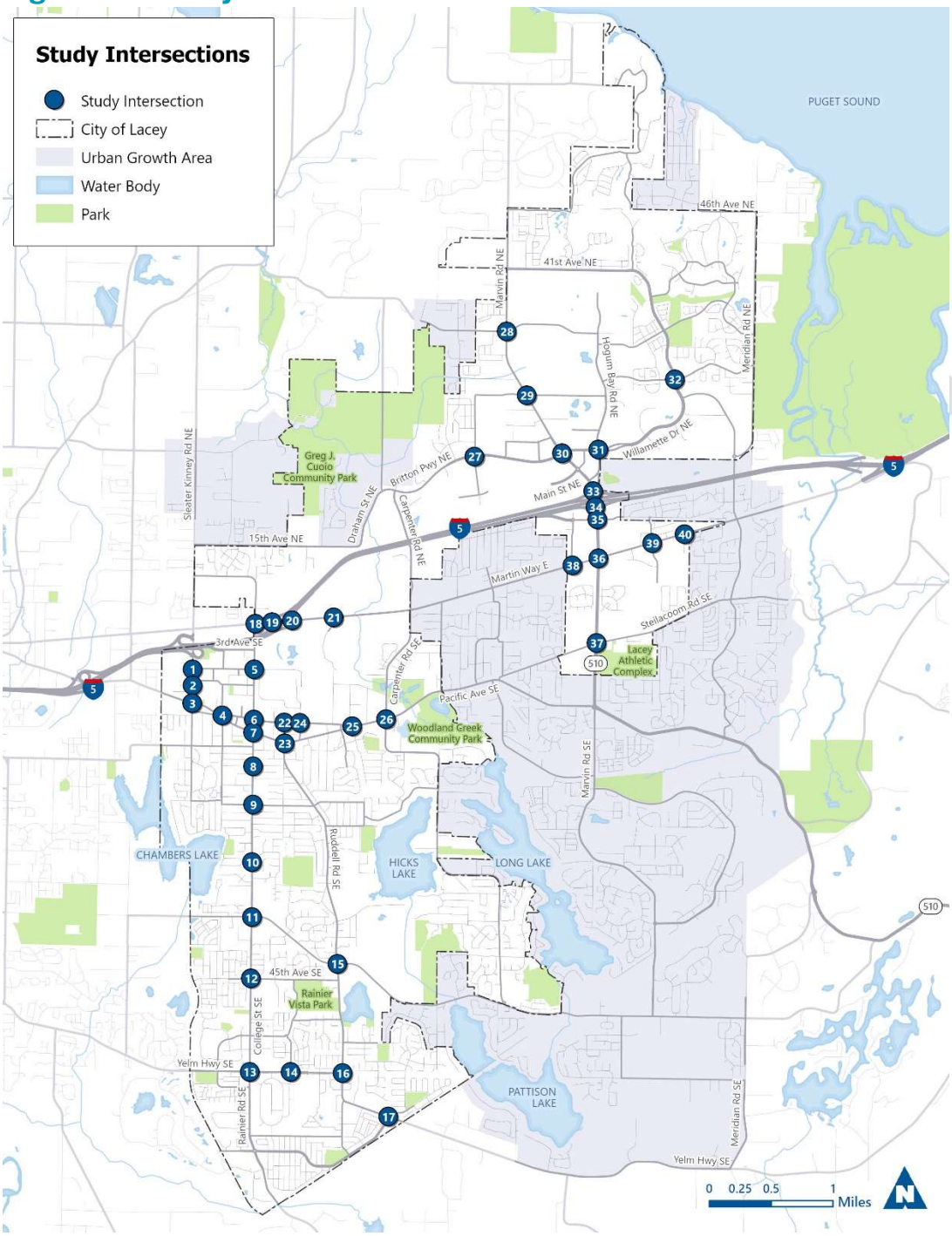
and stop controls within city limits situated along arterials and collectors. This section discusses the methodology and findings from the traffic operations analysis under existing conditions and evaluates how well the road system serves local and regional motorized needs.

Synchro software was used to analyze traffic operations for signalized and stop controlled intersections. Sidra software was used to analyze roundabouts using WSDOT guidelines. The existing conditions analysis reflects current intersection configurations as of 2024, and focusses on the PM peak hours. Delay and LOS were determined using HCM and Sidra methodologies. All study intersections are listed, along with the existing delay/LOS, in **Table 6** and shown in **Figure 12**.

StreetLight data was used to obtain turning movement volumes for the 40 intersections. StreetLight is an online platform that retrieves and processes Connected Vehicles Data (CVD) to estimate turning movement volumes at intersections. StreetLight data allows users to select date ranges, days of week, and hours of day, and produces outputs based on an aggregation of all CVD trips available in that range. It does not provide turning movement counts for a specific date and time but may be representative of the average traffic behavior expected over a time period. For these existing conditions analysis, turning movement volume data includes Tuesdays through Thursdays, which represent the busiest days of the week for commuting, from February 1 to May 31, 2023. The range of dates provides a sample size during a range of weather conditions and before the school year concludes.

StreetLight released 2024 turn movement data after the analysis began. The 2023 data was compared to 2024 to determine the most accurate volumes for the analysis. After comparing the StreetLight volumes to recent traffic counts in the City of Lacey, and similar validation efforts for nearby jurisdictions, the 2023 data was preferred. StreetLight was also used to determine the busiest time of day at each study intersection. The analysis confirmed that the peak hours for the study intersections aligned with the peak period from 3-6 PM. Almost all the intersections experience peak volumes between 4-5 PM, which is typical for most regional commuting. The highest one-hour volume from 3-6 PM at each intersection was used for the traffic operations analysis.

Figure 12: Study Intersections



Source: Fehr & Peers, 2025.

Other assumptions and technical settings required for the intersection analysis were determined in coordination with City staff and in line with the City's operations analysis guidelines and other best practices. These are detailed in **Appendix F**.

Traffic Operations Results

The existing conditions operations analysis results are listed in **Table 6** and mapped in **Figure 13.**

Table 6: Existing Intersection Delay and Level of Service

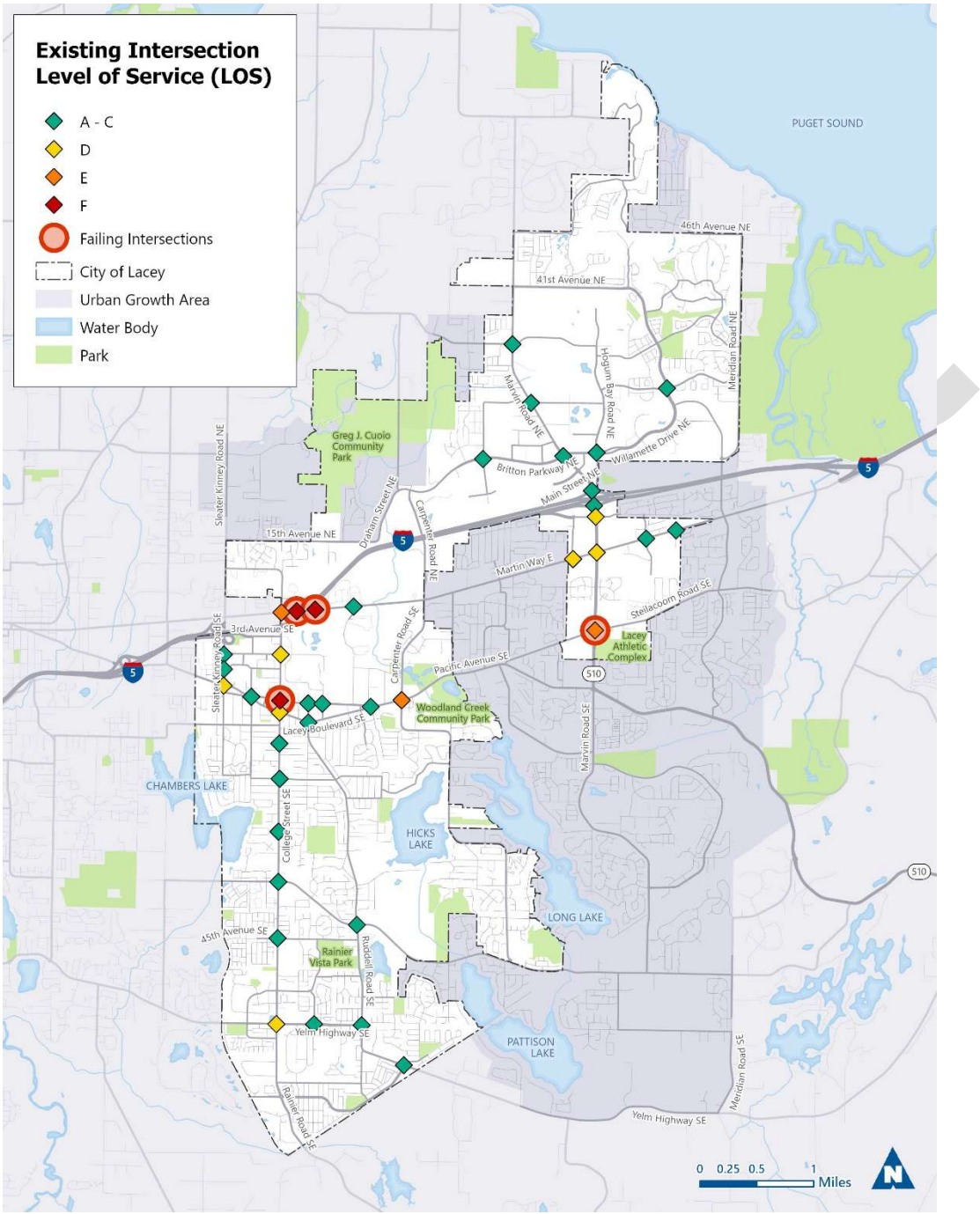
ID	Intersection Name	Control	LOS Standard	Existing Delay (sec/veh)	Existing LOS
1	Sleater Kinney Rd SE & 6th Ave SE	Signal	E	33	C
2	Sleater Kinney Rd SE & 7th Ave SE	Signal	E	7	A
3	Pacific Ave SE & Sleater Kinney Rd SE	Signal	E	35	D
4	Pacific Ave SE & Lacey Blvd SE/Golf Club Rd SE	Roundabout	E	4	A
5	College St SE & 6th Ave SE	Signal	E	46	D
6	**Pacific Ave SE & College St SE**	**Signal**	**E**	**87**	**F**
7	Lacey Blvd SE & College St SE	Signal	E	36	D
8	College St SE & 16th Ave SE*	TWSC	D	3	A
9	College St SE & 22nd Ave SE	Roundabout	D	6	A
10	College St SE & 29th Ave SE*	TWSC	D	4	A
11	College St SE & 37th Ave SE/Mullen Rd SE	Signal	D	34	C

12	College St SE & 45th Ave SE	Roundabout	D	8	A
13	Yelm Hwy SE & College St SE	Signal	D	41	D
14	Yelm Hwy SE & Parkside Dr SE	Signal	D	5	A
15	Ruddell Rd SE & Mullen Rd SE	Signal	D	23	C
16	Yelm Hwy SE & Ruddell Rd SE	Signal	D	31	C
17	Yelm Hwy SE & Balustrade Blvd SE/Compton Blvd SE	Signal	D	7	A
18	Martin Way E & College St	Signal	E	78	E
19	**Martin Way E & I-5 SB Ramp**	**Signal**	**E**	**> 180**	**F**
20	**Martin Way E & I-5 NB Ramp**	**Signal**	**E**	**104**	**F**
21	Martin Way E & Desmond Dr SE	Signal	E	8	A
22	Pacific Ave SE & Ruddell Rd SE/Pavilion Way SE	Signal	E	10	A
23	Lacey Blvd SE & Ruddell Rd SE	Signal	E	20	C
24	Pacific Ave SE & Father Meinrad Gaul Dr SE/Franz St SE	Signal	E	5	A
25	Pacific Ave SE & Lacey Blvd SE/Lacey St SE/Homann Dr SE	Roundabout	E	3	A
26	Pacific Ave SE & Carpenter Rd SE	Signal	E	58	E
27	Britton Pkwy NE & Gateway Blvd NE	Roundabout	D	6	A
28	Marvin Rd NE & Hawks Prairie Rd NE	Roundabout	D	11	B

29	Marvin Rd NE & 31st Ave NE*	TWSC	D	4	A
30	Marvin Rd NE & Britton Pkwy NE/Willamette Dr NE	Roundabout	D	10	B
31	Willamette Dr NE & Hogum Bay Rd NE	Roundabout	D	6	A
32	Willamette Dr NE & 31st Ave NE	Roundabout	D	5	A
33	Marvin Rd NE & I-5 SB Ramp	Signal	D	19	B
34	Marvin Rd NE & I-5 NB Ramp	Signal	D	22	C
35	Marvin Rd NE & Quinault Dr NE	Signal	D	51	D
36	Martin Way E & SR 510/Marvin Rd NE	Signal	D	44	D
37	**Steilacoom Rd SE & SR 510/Marvin Rd NE**	**Signal**	**D**	**61**	**E**
38	Martin Way E & Galaxy Dr NE	Signal	D	42	D
39	Martin Way E & Hoh St NE/Hoh St SE	Signal	D	6	A
40	Martin Way E & River Ridge Dr SE	Signal	D	8	A

Notes: Intersections in **bold** do not meet the LOS standard. * Future roundabouts.
Source: Fehr & Peers, 2025.

Figure 13: Existing Intersection Level of Service



Source: Fehr & Peers, 2025.

Out of the 40 intersections studied, four were found to be below the City's adopted LOS standards. All four intersections are located on Strategy Corridors. As noted above, intersections on Strategy Corridors are largely exempt from the City's vehicle LOS standards. However, strategies tailored to each of these corridors may be required. Those strategies will be evaluated in coordination with the City.

During peak volumes, the signalized intersection at Pacific Avenue & College Street, where north-south traffic on College Street meets westbound one-way traffic on Pacific Avenue, does not meet adopted intersection LOS standards with delays over 80 seconds (LOS F).

The I-5 interchange ramps located on Martin Way exceed LOS standards with delays over 180 seconds. These intersections have coordinated signals with the Martin Way & College Street intersection and experience some of the highest traffic volumes in the City. The southbound ramp experiences worse queuing in the PM peak hours. The 2015 Interchange Justification Report (IJR) identified improvements to the Martin Way and Marvin Road interchanges in coordination with FHWA and WSDOT. The IJR reports that a partial cloverleaf interchange design at Martin Way & I-5 addresses the existing vehicle LOS deficiencies at the ramp intersections. The Martin Way & College Street intersection is close to LOS F.

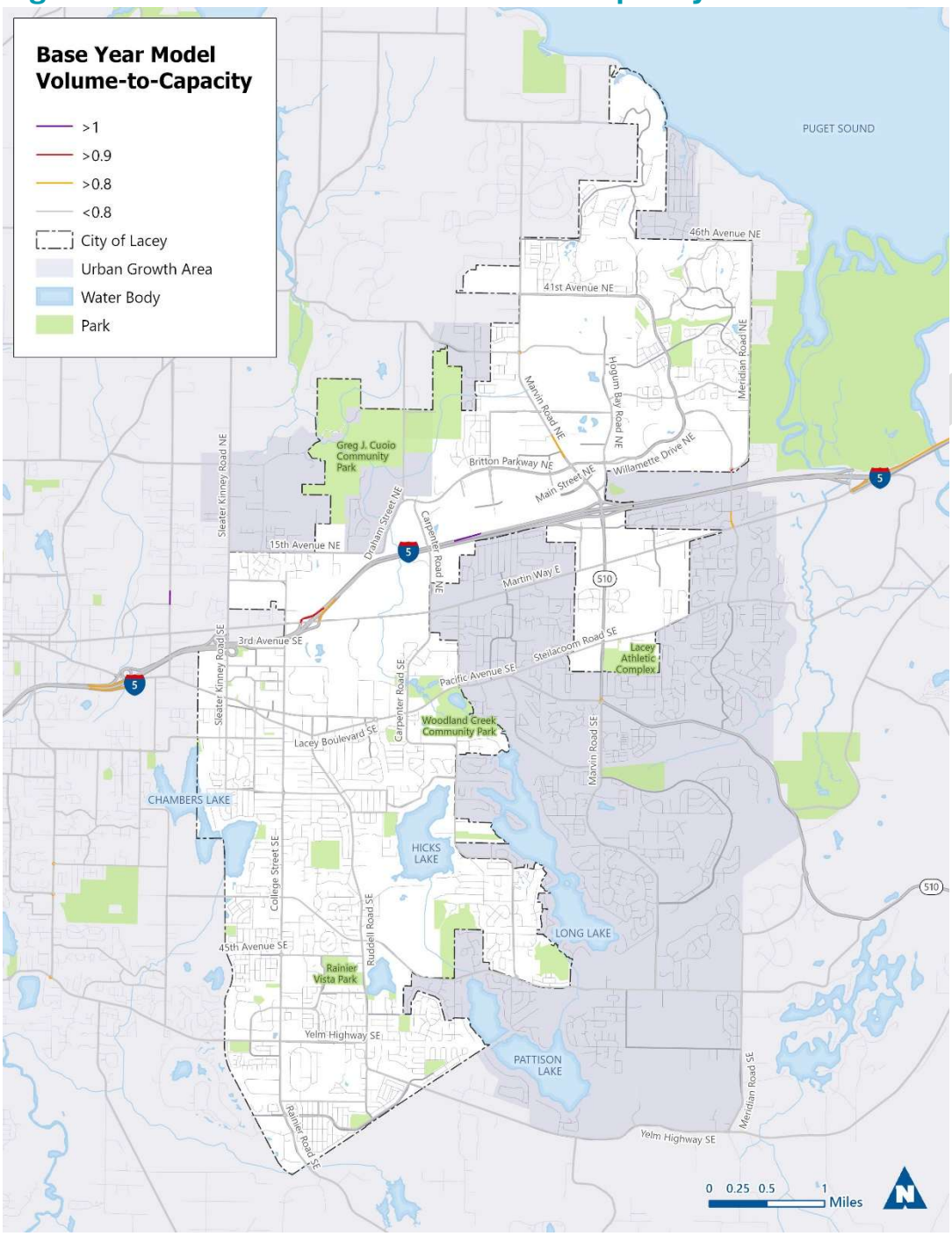
People driving through the Marvin Road (SR 510) & Steilacoom Road SE intersection can experience an average intersection delay of around 60 seconds or LOS E during peak conditions. City and WSDOT standards are LOS D for this location. The intersection is located on a busy State Route (SR 510) and a major collector which serves west-east traffic to the City. This intersection was annexed by the City and was not included in previous plans. The TE will review potential mitigations for this location while considering its location on a Strategy Corridor and a State Route.

Volume-to-Capacity Ratios

TRPC developed a regional travel demand model for existing or 'base year' conditions representing 2022 data and it included estimated vehicle capacities for each roadway and provided 2-hour average PM peak period vehicle volumes (by direction) based on calibrated TRPC model calculations. TRPC provided volume-to-capacity (v/c) ratios for collectors and arterials in the region to highlight where volumes are greater than roadway capacity (where a v/c ratio is greater than 1). Capacity estimates are related to the number

of lanes among other factors. Vehicle congestion is more often a result of intersection operations than roadway capacity, especially along multilane roadways. This analysis supplements the intersection operations analysis and provides a baseline comparison to modeled future traffic conditions. See **Figure 14** for a map of the TRPC v/c ratios for the City of Lacey. There are no failing arterials or collectors in existing conditions for the City of Lacey based on TRPC's base year model data. The Martin Way & I-5 interchange showed a v/c ratio slightly less than 1, but as noted in the intersection analysis, an interchange study has identified future improvements to this location (See **Appendix G**).

Figure 14: Base Year Model Volume-to-Capacity Ratios



Source: TRPC, Fehr & Peers, 2025.

Airports

The City of Lacey is located between two large international airports and a general aviation airport. Seattle-Tacoma International Airport (SEA) is located approximately 46 miles from the Lacey city limits and Portland International Airport (PDX) is located approximately 110 miles away. Olympia Regional Airport is located five miles outside of the Lacey city limits within the City of Tumwater. Hoskins Field is a recognized unpaved air strip located in city limits south of Yelm Highway SE.

Rail

Amtrak trains serve Centennial Station located along the Burlington Northern Santa Fe (BNSF) railway within the Lacey UGA. Located just off Yelm Highway SE, the station opened in 1993 following a six-year fundraising and lobbying effort by the citizens of Thurston County. There are two passenger train lines that provide service to the station. Amtrack Cascades runs between Vancouver, B.C. and Eugene, Oregon with 12 daily trains between Seattle and Portland. Coast Starlight runs daily between Seattle and Los Angeles.

Safety

The City of Lacey recently adopted a Safety Action Plan. This document will reference the final outcomes of the new Safety Action Plan to identify strategies to improve safety for all transportation system users.

Equity

The City defines equity as:

"The act of developing, strengthening, and supporting procedural and outcome fairness in systems, procedures, and resource distribution mechanisms to create equitable (not equal) opportunity for all people. Equity is distinct from equality which refers to everyone having the same treatment without accounting for differing needs or circumstances. Equity

has a focus on eliminating barriers that have prevented the full participation of historically and currently oppressed groups."

Lacey is committed to including equity in its transportation planning process and strives for multimodal transportation investments that are equitable to the entire community in terms of costs, health impacts, and land use disruptions, as well as the benefits derived from system performance and travel choices. The City will continue to engage in equitable public outreach, presenting information and providing public participation opportunities for the community.

Current Trends and Opportunities

This section summarizes existing trends that can highlight areas of future focus as Lacey prepares for future growth. Although automobile travel currently dominates the transportation network, Lacey is working to create an improved multimodal transportation network to better serve all users.

The TRPC model, with a planning horizon year of 2050, reflects predicted changes throughout the region consistent with regional forecasting and Lacey land-use planning. The 2050 forecast incorporates roadway projects that are assumed to be completed by 2050 (baseline projects) consistent with the Regional Transportation Plan and City projects that are currently funded. Future projects will be discussed in the TE.

Active Transportation

While Lacey has been building out the pedestrian and bicycle network, there are always opportunities to make the infrastructure safer and more connected. The 2018 Pedestrian and Bicycle Plan's guiding principles provide a clear direction for future active transportation projects – make it safe, make it connected, and build momentum. The City will continue to rely on that plan (adopted by reference) to guide its decision making.

Schools

Schools are a significant focus for improved multimodal access and equitable transportation options. Key travel modes that serve schools include walking, biking, carpools, personal vehicles, and school buses. The transportation networks surrounding

these schools can become congested just before and after the school day, raising safety concerns due to the simultaneous use of various modes of transportation within a compressed timeframe. Schools that do not have safe or accessible routes for people walking, rolling, and bicycling generally experience more intense vehicle traffic in the peak periods and are more likely to experience long vehicle queues that spill over onto nearby roadways.

The 2018 Lacey Pedestrian and Bicycle Plan determined Pedestrian Focus Routes based on Thurston County Safe Routes to School maps to develop specific recommendations and projects. WSDOT has a Safe Routes to School Program that provides grants for projects within two miles of primary, middle, and high schools.[5]

Americans with Disabilities (ADA) Transition Plan

See the latest updated ADA Transition Plan document (adopted by reference).

Electric Vehicle Infrastructure

With electric vehicles (EVs) becoming more common, there is an opportunity for the City to provide more vehicle charging infrastructure to serve existing needs and encourage more EV usage. EVs can help the City meet TRPC greenhouse gas (GHG) emission reduction goals to reduce locally generated emissions 85% below 2015 levels by 2050.

There are currently 39 charging stations in the City of Lacey, two in Lacey's UGA, and 142 individual charging ports. About half of the charging stations are on public property such as parks, Timberland Regional Library, and Washington State buildings. For an up-to-date inventory and map of charging stations, see the WSDOT EV Mapping and Planning Tool.[6]

Network Connectivity

The geography of Lacey's lakes and the location of I-5 create some unique connectivity challenges. There are three primary interchanges along I-5 in or adjacent to the City. College Street, Marvin Road, and Sleater Kinney Road are the main north-south arterials used to access I-5. Carpenter Road and Meridian Road span I-5 and provide north-south connections. Martin Way and Pacific Avenue serve as the primary west-east arterials. The

[5] https://wsdot.wa.gov/business-wsdot/support-local-programs/funding-programs/safe-routes-school-program
[6] https://ev-map-wsdot.hub.arcgis.com/apps/7e310dcd476640ec8c611c101f610c09/explore

other west-east connections include Mullen Road and Yelm Highway and Britton Parkway/Willamette Drive north of I-5. Most of these facilities operate at acceptable levels of service for people driving, but there are bottleneck locations, especially at the I-5 interchanges. Most of these roadways are considered strategy corridors or a roadway where widening is not a preferred option to address congestion due to right-of-way or other environmental concerns. In these cases, alternative strategies are required to support the transportation system.

An important alternative strategy is to increase the number of modes people can use on the same roadway. The City's Comprehensive Plan survey in 2024 showed that there is a strong community desire for more connectivity, especially using active transportation between residences, commercial areas, and employment hubs. While the City has a good existing active transportation network, there are still barriers to people using the network in some areas. Some of those barriers include a lack of sidewalks or bike lanes, dedicated crossings, and low levels of comfort.

The City's current efforts to redesign and construct new roadways incorporate Complete Street principles to accommodate all modes of transportation and users of all abilities. These efforts will go a long way towards making the community more connected and maintaining a complete multimodal transportation system. The City also aims to collaborate with neighboring jurisdictions to enhance community connectivity, including working with Olympia to explore extending Log Cabin Road/Herman Road SE, creating a new east-west link between cities.

Local and Regional Growth

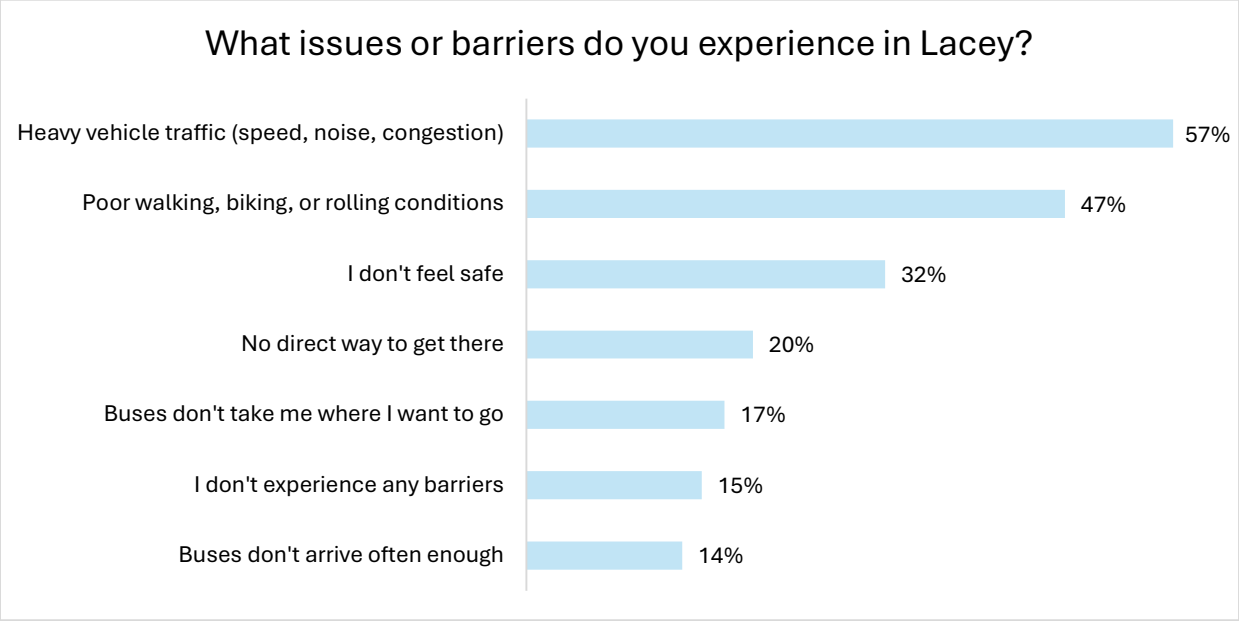
Development activities in the City include industrial and commercial projects near Marvin Road north of I-5, and single-family and multi-family housing in undeveloped areas of the City and the UGA. The majority of Lacey consists of low-density residential neighborhoods. Regional growth in jobs and housing will continue to increase demands on Lacey's transportation system. The Land Use Element of the Comprehensive Plan details the City's plans to accommodate growth while sustaining the quality of life that makes Lacey an exciting place to live, work, and play. The TE will look at future growth forecasts based on land use allocations from the Land Use Element and identify the effects of that growth on the transportation system to provide a plan to address potential future impacts.

CHAPTER 3: PUBLIC OUTREACH

The Transportation Element aims to reflect the diverse perspectives and values of the communities in Lacey. The project team conducted outreach in coordination with the overall Comprehensive Plan update. This section summarizes the feedback received by people who live in Lacey about their transportation needs.

An online survey, shared in the fall of 2024, asked community members about their transportation priorities, locations of major concerns, and their typical modal choices. 240 people responded to the survey. Survey responses showed that the most popular transportation mode in Lacey is driving followed by walking. As shown in **Figure 15**, top issues reported by survey respondents were heavy vehicle traffic, poor conditions for walking, biking, and rolling, safety concerns, and lack of direct connections to travel between locations. When asked what would cause them to walk or bike more often, survey respondents answered that they would like to see areas of the City more oriented towards pedestrians and cyclists, an improved and expanded sidewalk network, and improved bike lanes and paths.

Figure 15: What Issues or Barriers Do You Experience in Lacey?



Source: City of Lacey, 2025.

As a result of the survey, six community priorities/goals were identified for the Comprehensive Plan update. The City hosted a Comprehensive Plan update Open House in March 2025 where community members reviewed the online survey feedback and initial transportation analysis findings. There was general agreement with the six priorities listed below and a synthesis of the online survey and Open House feedback is provided for each priority:

Connected neighborhoods. *Create connected neighborhoods where people can walk and bike easily.*

> Community members requested more protected bike lanes, more continuous sidewalks with benches and other amenities, and improved active transportation facilities near schools. Some respondents requested active transportation facilities at specific locations, and rapid bus routes with fewer stops.

Promote public health and safety. *Establish City services and infrastructure that promote public health and safety.*

Respondents support introducing traffic calming measures where excessive speeding occurs, and lowering speed limits to accommodate in-lane bus stops. Other respondents support more streetlights, safe walking and biking routes to parks.

Develop diversity of housing types. *Develop spaces for a diversity of housing types and income levels that enhances our built environment***.**

Respondents want the City to prioritize development for a diversity of housing types and income levels that enhances our built environment. Infill of existing neighborhoods should provide a mix of affordability, walkability, and if possible, a design that includes one parking space. Anticipate future needs during the development process to ensure the transportation network can support new growth.

Preserve our natural environment. *Preserve our natural resources and focus on environmentally sustainable practices.*

Community members want the City to plant buffered green spaces along key walking corridors and prioritize vegetation that is easy to maintain. Other respondents support making public transportation more convenient, keeping Intercity Transit free, and incentivizing the use of public transportation.

Promote community identity. *Build a compelling community identify with family-friendly parks, amenities, and diverse activity centers.*

Respondents want the City to provide safe and direct walking and biking connections to green spaces and key attractions. Other community members want more green spaces on Martin Way for community events.

Support economic vitality. *Promote economic vitality and support commercial areas so local businesses can thrive.*

Provide transportation infrastructure that accommodates industrial development and freight as well as residential traffic. Respondents want Lacey to support and uplift small businesses. Other community members want the City to focus on traffic mitigation around industrial areas north of I-5 and prioritize safety improvements near the proposed high school off Marvin Rd NE.

CHAPTER 4: TRANSPORTATION GOALS & POLICIES

The Transportation Element provides the framework for implementing Lacey's transportation vision through 2045. This chapter outlines goals and associated policies that will guide and prioritize investments. These goals were developed based on community input, stakeholder feedback, and discussions with City staff. Goals and policies in the TE closely align with the goals and policies found elsewhere in the Comprehensive Plan. Lacey aims to create consistent and complementary goals among its departments.

Goal T-1: Build a multimodal network for Lacey that connects people walking, rolling, biking, accessing transit, and making regional connections.[7]

T-1A: Develop an interconnected grid of streets, bike lanes, and trails that meet established multimodal level of service (MMLOS) standards and guidelines and increase individual travel options and neighborhood connectivity while improving efficient use of the overall network.

T-1B: Develop a low stress (level of traffic stress (LTS) 2 or better) network for active transportation and set LTS 2 or better as a guideline for future projects and developments.

T-1C: Proactively address congestion by following adopted City and State facility level of service (LOS) standards in coordination with GHG reduction goals and targets. For development impacts to identified Strategy Corridors, consider multimodal Complete Streets or adjacent street improvements to reduce impacts.

T-1D: Continue to use Traffic Impact Analysis guidelines to ensure developers help reduce multimodal network gaps.

T-1E: Encourage the use of public transportation within the City and support Intercity Transit's long-range plan.

[7] For goal T-1, please refer to the following goals in other Comprehensive Plan Elements for related policies: LU-2, LU-5, H-9, ED-4, U-3, U-5, P-3, P-5, R-5, R-10, G-5, G-8.

T-1F: Work with local, regional, and state agencies to coordinate land use, transportation projects, and local planning efforts to ensure transportation facilities and programs function seamlessly across community borders, including unincorporated Thurston County development impacts.

T-1G: Support regional efforts to maintain the marine terminal, ensure the long-term viability of passenger and freight rail services, and provide appropriate services to meet general aviation needs.

Goal T-2: Prioritize safety and quality of life, especially for the most vulnerable users of the transportation network.[8]

T-2A: Embrace a Safe System approach to transportation, which comprehensively considers the transportation system for all users with safe vehicles, safe speeds, safe roadway designs, and post-crash care.

T-2B: Provide safe and convenient walking and biking routes to schools. continue alignment with regional and state efforts including Safe Routes to Schools, and ensure private developments align with policies and guidelines for new facilities.

T-2C: Review access management, particularly along key corridors that have a history of severe injury collisions. Where appropriate, invest in roadway improvements that manage access and improve safety.

T-2D: Reduce serious injuries and fatalities in the network by developing and implementing a Comprehensive Safety Action Plan.

T-2E: Provide multimodal transportation options that are accessible for people of all ages and abilities, connecting jobs, housing, and services.

T-2F: Work to ensure transportation facilities comply with the Americans with Disabilities Act using Lacey's ADA Transition Plan, including addressing existing deficiencies through its guidance and prioritization.

[8] For goal T-2, please refer to the following goals in other Comprehensive Plan Elements for related policies: LU-2, LU-5, H-6, H-9, ED-4, U-5, P-3, R-10, G-5, G-8.

T-2G: Use design standards that include traffic calming features as an integral part of the design of new developments and pedestrian crossings where appropriate.

Goal T-3: Support affordable housing and urban development with appropriate transportation infrastructure.[9]

T-3A: Structure key transportation programs and facilities that accommodate development of affordable housing.

T-3B: Provide transportation facilities that support the location of jobs, housing, industry, and other activities as identified in the Land Use and Housing Elements.

T-3C: Support active transportation investments to encourage healthy living and community interaction.

Goal T-4: Prioritize sustainability and environmental conservation efforts.[10]

T-4A: Support national and state efforts to promote the use of alternative fuels, vehicle electrification including for transit, Electric Vehicle (EV) charging stations, and other technologies that reduce pollution emissions and other environmental impacts from motorized vehicles, in order to meet transportation-related greenhouse gas reduction targets as outlined in the Climate Change - Resiliency and GHG Reduction Sub-Elements of the Comprehensive Plan.

T-4B: Support transportation infrastructure that allows for compact, mixed-use development, reducing annual per capita vehicle miles traveled (VMT). Achieve a 50% reduction in annual per capita VMT by 2045.

T-4C: Use transportation planning, design, and construction measures that minimize negative impacts on fish passage, their habitat, and other critical areas.

[9] For goal T-3, please refer to the following goals in other Comprehensive Plan Elements for related policies: LU-1, LU-2, LU-3, LU-4, LU-5, H-4, H-6, H-9, ED-3, ED-6.

[10] For goal T-4, please refer to the following goals in other Comprehensive Plan Elements for related policies: LU-1, LU-5, LU-7, LU-9, LU-11, H-9, ED-6, P-3, P-5, R-5, R-10, G-5, G-6, G-8

T-4D: Promote private and public sector transportation demand management (TDM) programs and services as a means to limit or reduce vehicle trips. Strategies could include technology-based approaches, parking management, curb management, commute trip reduction strategies, transit and e-bike programs, and improved drop off and pick up strategies.

T-4E: Ensure federal Title VI environmental justice requirements are met so that there are no disproportionate adverse human or environmental health impacts from transportation policies, programs, and investments for minority or low-income community members.

T-4F: Prioritize reasonable emergency response access, add system redundancy, retrofit essential transportation facilities, and design for impacts associated with changing climate patterns and natural disasters to build resiliency.

Goal T-5: Build and maintain Lacey's identity, support amenities, and promote recreation.[11]

T-5A: Design and invest in transportation projects that reflect the goals of the people who live and work in Lacey, which include maintaining community identity, placemaking, and connecting people via active transportation to amenities and recreation.

T-5B: Promote increased community understanding of the relationship between land use choices and transportation impacts. Encourage participation and involvement of regional users of the transportation system.

T-5C: Promote the use of context-sensitive multimodal Complete Streets that encourage active transportation as an alternative to driving. Prioritize primary transit routes, activity centers, districts with an emphasis on pedestrian safety and comfort, and within walking distance of schools. Consider pedestrian amenities along these routes, such as street trees, art, lighting, shade, and seating.

[11] For goal T-5, please refer to the following goals in other Comprehensive Plan Elements for related policies: LU-1, LU-2, LU-5, LU-11, H-5, H-6, H-9, ED-4, ED-6, U-5, P-3, P-5, R-10, G-5, G-6, G-8

T-5D: Continue to use Strategy Corridors to preserve an acceptable community scale and minimize transportation impacts on adjacent land uses. Incorporate multimodal strategies in sections of the transportation system where road widening and traffic control devices are not preferred options to address congestion along a corridor. Consider road diets where appropriate to provide comfortable, safe, and supportive public streetscapes for transit riders and active transportation users.

T-5E: Support Thurston County's efforts to convert existing roadways in the urban growth area from rural to urban standards.

Goal T-6: Invest in transportation infrastructure that supports economic growth and local businesses.[12]

T-6A: Ensure investments are cost-effective for both initial capital and ongoing operations and maintenance, and equitable for all residents.

T-6B: Promote policies and design standards that allow movement of goods to Lacey businesses and minimize congestion impacts on local streets caused by deliveries.

T-6C: Address conflicts caused by the growth of freight movement into and out of industrial areas by implementing appropriate transportation infrastructure and Travel Demand Management strategies.

T-6D: Prioritize preventative maintenance programs, preservation, operation, and repair of the existing transportation system to minimize life-cycle costs and maintain a state of good repair. Create upfront lifecycle costs for future projects to help budget for maintenance and replacement needs.

T-6E: Make strategic transportation investments that reinforce well-planned and resilient growth and redevelopment decisions. Establish priority projects while being flexible when other funding opportunities arise.

[12] For goal T-6, please refer to the following goals in other Comprehensive Plan Elements for related policies: LU-2, LU-4, LU-11, LU-12, H-5, H-6, H-9, ED-4, ED-6, R-10, G-6.

T-6F: Continue policies that require new development to pay for its share of impacts on the transportation system including multimodal mitigations in addition to street capacity.

T-6G: Finance transportation facilities within the City's financial capacity. Support funding at the state and federal level where applicable. If funding is insufficient, adjust service standards, increase existing revenues if possible, and/or investigate the ability to adopt new revenue sources.

CHAPTER 5: FUTURE TRANSPORTATION SYSTEM

This section details the City of Lacey's vision for the future transportation system and how it expects to serve all modes of transportation while accounting for growth.

Active Transportation

Lacey's planning guidelines aim to enhance comfort, safety, and connectivity for active transportation users, leading to a more inclusive and connected future network. In this plan, Lacey adopted new multimodal level of service (MMLOS) guidelines with a goal of achieving a level of traffic stress (LTS) of 2 or better for active transportation facilities.

Pedestrian network improvements will focus on enhancing connections to key destinations, closing gaps in the network, and reducing the level of traffic stress so people of all ages and abilities can more comfortably walk and roll on the network.

The City is also committed to providing a more accessible and complete bicycle network. Bicycle network improvements will include new street connections, trails, and design considerations to reduce bicycle LTS. Designing cross sections to include features like buffered bike lanes will help the City adhere to LTS 2 or better facilities.

Lacey updated its Bicycle and Pedestrian Facility Design Guide in 2018 (see **Appendix A**). This document outlined pedestrian design standards such as sidewalk width, curb ramps, marked crossings, and bike facility designs such as bike lanes, buffered bike lanes, shared lane markings, and traffic calming features. Lacey is continually working to identify potential active transportation improvements to upgrade current facilities and provide new connections that allow people to use a low-stress active transportation network as an alternative to driving.

Transit Network & Planning Guidance

While Intercity Transit (IT) operates transit services in Lacey, the City plays a vital role in making transit more accessible and convenient for people who live and work in Lacey. The City will continue to partner with IT to support transit on city-owned facilities by:

- Enhancing last-mile connections to transit: investing in sidewalks, bike lanes, crossings, and other features that make it easier to reach bus stops.
- Encouraging transit-friendly developments: focusing housing, jobs, and community destinations near bus routes to increase ridership and reduce vehicle congestion.
- Advocating service improvements including: expanding accessible services, improved bus stop amenities, and micro transit opportunities.

The City understands the role it plays in considering land uses that compliment transit services and existing active transportation infrastructure. The City will do its part to make transit a more attractive mode of transportation for residents.

Future Vehicle Operations

As the City of Lacey continues to grow, it is essential to ensure that the transportation system can accommodate the anticipated increase in demand. Travel demand modeling is a computational tool that projects future traffic volumes based on planned land uses and assumed roadway improvements. This modeling provides a snapshot of how future growth may impact the roadway network.

Potential future vehicle traffic conditions were reviewed using the Thurston Regional Planning Council (TRPC) 2050 travel demand model which was created for the 2050 Regional Transportation Plan (anticipated to be adopted in 2025). TRPC coordinated with agencies in the region including the City of Lacey to incorporate planned projects in the model like new roads or lane changes that are funded or are assumed to be completed before 2050 (baseline projects). A list and map of baseline projects can be found in Chapter 6. TRPC also worked with cities to identify population growth targets and land use zoning plans preceding this Comprehensive Plan update to reflect possible future traffic conditions. More information about TRPC modeling methodologies can be found on their website[13].

According to a TRPC memorandum to the City of Lacey (see **Appendix I**), the City's proposed land use map and zoning changes as outlined in this Comprehensive Plan

[13] https://www.trpc.org/

periodic update will not change the results of the 2050 model. Lacey's proposed zoning changes focus on aligning zoning with existing uses, consolidating zones, and processing rezone requests from the community and property owners. These proposed changes do not affect TRPC's forecasting models, which are based on zoning and development regulations.

TRPC provided vehicle volume-to-capacity (v/c) ratios for the 2050 model following the same methodology provided in Chapter 2 for the 2022 model v/c ratio analysis. TRPC stated, "Based on the relatively small projected change in future residential capacity due to the proposed zoning changes, TRPC expects future volumes and v/c ratios in line with those reported in the 2050 Regional Transportation Plan for the Thurston Region." As a result, no land use alternatives were modeled, and the traffic operations associated with the latest land use and zoning changes align with the results from the 2050 RTP model. See **Figure 16** for the map of 2-hour average v/c ratio results for 2050.

Roadway capacity estimates are related to the number of lanes among other factors. Vehicle congestion is more often a result of intersection operations than roadway capacity, especially along multilane roadways. This analysis should be used as a comparison to the existing v/c ratio conditions in Chapter 2, and not as a comparison to existing intersection operations. A v/c ratio greater than 1.0 suggests that traffic demand is anticipated to exceed roadway capacity along a segment, signaling potential congestion or failure. It is important to note that a v/c ratio over 1.0 may be intentional in certain areas such as downtown or locations where higher density is desired. The City of Lacey has identified certain arterials as strategy corridors which are exempt from the City's Level of Service (LOS) standards upon completion of previously identified improvements.

Most arterial and collector roadways within the City of Lacey are expected to operate with acceptable volume-to-capacity (v/c) ratios (less than 1.0) by 2050. Marvin Road just north of Pacific Avenue and just south of Union Mills Road shows v/c ratios greater than 1.0 with segments between those locations nearing 1.0. Along this stretch of Marvin Road, the roadway narrows from four travel lanes to two. Modeled growth in the City and UGA result in volumes that exceed capacity. Thurston County has recently constructed improvements south of Union Mills including a new roundabout at 19th Avenue SE.[14] While the

[14] https://marvin-road-thurston.hub.arcgis.com/

improvements do not significantly increase capacity along the corridor, they could improve operations and influence traffic patterns to the north. Further analysis will be necessary to evaluate how the recent improvements will affect operations and address the impacts of future growth.

The following are corridors with v/c ratios that will be monitored in the future:

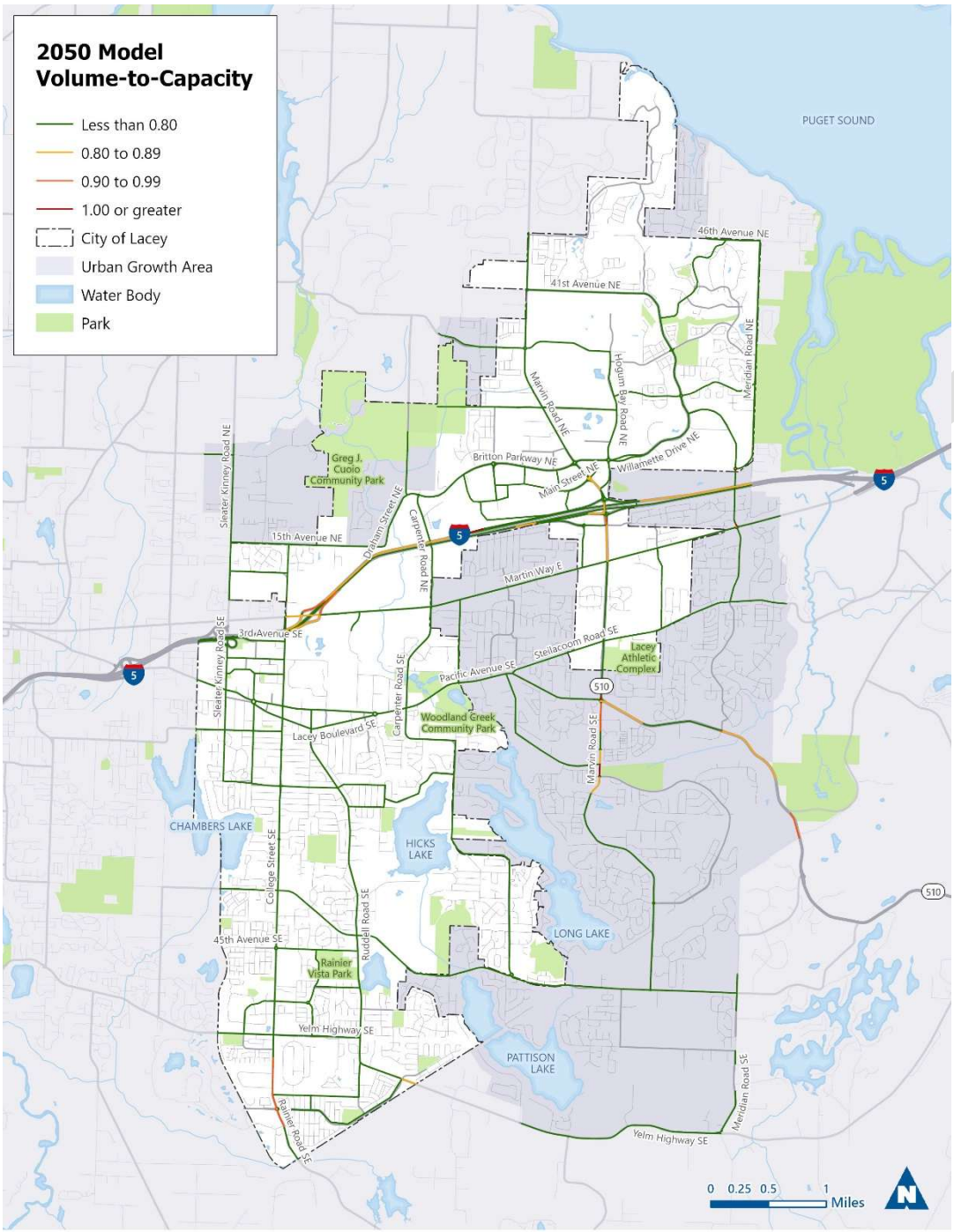
Rainier Road SE, a key north-south connection to the City, is currently projected to operate with a v/c ratio between 0.90 and 0.99 south of Yelm Highway. This segment narrows from a five-lane to a two-lane roadway, contributing to expected delays. The project list includes a baseline project to reconstruct Rainier Road SE between Yelm Highway and the southern city limits. The project is not reflected in the model because the improvements are limited to improving transition and storage lane lengths which are too granular for the regional model. These improvements are expected to improve roadway capacity and reduce forecasted v/c ratios.

At the southern end of the city, Yelm Highway SE east of Compton Boulevard shows minor congestion concerns, with a v/c ratio between 0.80 and 0.89. This section narrows to two lanes as it crosses a rail line via an overpass. The City has a proposed (non-baseline) project that plans to address future congestion by widening the highway to four lanes with a two-way left-turn lane to help relieve congestion.

Segments of the Martin Way and Marvin Road corridors near the I-5 interchanges are anticipated to face increased freeway access demand as local and regional growth continues. While these segments are forecasted to remain below a v/c ratio of 1.0, ongoing monitoring will assess impacts related to future growth and developments. To uphold LOS standards, the City works with developers to identify and implement appropriate mitigation measures for each development. Additionally, the Martin Way/Marvin Road Interchange Justification Report highlights the potential need to evaluate an additional interchange at Carpenter Road if future freeway access demand exceeds the capacities of the existing interchanges.

Corridors such as I-5 and SR 510 are discussed in more detail in the State Facilities section below.

Figure 16: 2050 Model Volume-to-Capacity



Source: TRPC, Fehr & Peers, 2025.

State Facilities

Limited Access Facilities

There are two state facilities within city limits: I-5 and Marvin Road/SR 510. The v/c ratios provided by TRPC shown in **Figure 16** represent 2-hour PM peak average volume-to-capacity conditions. This high-level analysis does not reflect congestion stemming from intersections, interchanges, grade changes, and merge/diverge friction.

Segments of I-5 between Martin Way to Marvin Road/SR 510 are shown to operate near or above capacity by 2050. Adjacent to the Marvin Road/SR 510 & Pacific Avenue intersection there is a failing southbound segment. These segments are not currently failing. The City will continue to monitor these locations and coordinate with WSDOT to identify potential improvement if these segments start to fail to meet vehicle demand over the next 20 years. The City recognizes the importance of monitoring operational performance on state-owned facilities, especially where local and regional traffic converge.

Intersections

Intersections on state facilities include those along Marvin Road/SR 510 and the I-5 interchanges at Martin Way and Marvin Road. See **Table 7** for study intersections along state facilities.

The Martin Way/Marvin Road IJR developed in coordination with WSDOT reports that a partial cloverleaf interchange design at Martin Way & I-5 addresses the existing vehicle LOS deficiencies at the ramp intersections. The IJR also highlights the potential need to evaluate an additional interchange at Carpenter Road if future freeway access demand exceeds the capacities of the existing interchanges. Ongoing monitoring will evaluate the need for further freeway access improvements in the future.

Steilacoom Road SE & Marvin Road/SR 510 is also failing under existing conditions and is expected to experience more delay with future growth. As noted in Chapter 2, this intersection lies within a strategy corridor where congestion is expected, and intersection failure is not considered a critical concern due to land use constraints and planned high-density growth. The City is working with the developers of adjacent sites to identify improvements at or parallel to this location that will increase multimodal capacity and reduce vehicle congestion at this intersection.

Table 7: Existing Level of Service at State Facilities

ID	Intersection Name	Control	LOS Standard	Existing LOS	Existing Delay (sec/veh)
19	**Martin Way E & I-5 SB Ramp**	**Signal**	**E**	**F**	**> 180**
20	**Martin Way E & I-5 NB Ramp**	**Signal**	**E**	**F**	**104**
33	Marvin Rd NE & I-5 SB Ramp	Signal	D	B	19
34	Marvin Rd NE & I-5 NB Ramp	Signal	D	C	22
35	Marvin Rd NE & Quinault Dr NE	Signal	D	D	51
36	Martin Way E & SR 510/Marvin Rd NE	Signal	D	D	44
37	**Steilacoom Rd SE & SR 510/Marvin Rd NE**	**Signal**	**D**	**E**	**61**

Notes: Intersections in **bold** do not meet the LOS standard.
Source: Fehr & Peers, 2025.

CHAPTER 6: TRANSPORTATION PROJECT LIST

Project Development

Projects in this TE are derived from a variety of sources, including community input, projects carried over from past plans, and projects that allow the City to meet its MMLOS standards and guidelines. Projects identified in the existing plans like the City's 2018 Pedestrian and Bicycle Plan and the recent Safety Action Plan largely overlap with projects identified in this plan. Full project lists from those plans are adopted by reference.

At the March 2025 open house, community members recommended several location-specific improvements. Many of these locations are captured by projects in the project list below, such as sidewalks on 22nd Avenue SE and road widening and bike lanes on Marvin Rd NE. Comments that are not captured in the project include more green spaces along Martin Way and requesting a signal at Sleater Kinney Road NE & 6th Avenue NE. These comments could be considered as part of existing projects or as part of future developer mitigation contributions.

Transportation Project Lists

See **Table 8** and **Figure 17** for the baseline projects that are already funded or assumed to be completed in the next 20 years. **Table 9, Figure 18,** and **Figure 19** contain the fiscally unconstrained 20-year projects. Those projects will be completed based on available funding, grants received, and community priorities. It describes the full list of project ideas that came out of this planning process. It is important to note that these ideas are high-level only. Specific details, including specific designs and project termini, are subject to change.

Planning-level cost estimates are provided for each project to help identity high-level funding needs over the next 20 years. Planning-level costs are not intended to be used as engineering design costs. The City of Lacey provided the following cost assumptions to estimate planning-level costs as of May 2025:

- $15 million per mile to build a roadway to collector standards, including right-of-way (ROW) acquisition and all amenities
- $25 million per mile to build a roadway to arterial standards, including ROW acquisition and all amenities
- $10 per square foot for residential ROW
- $25-$30 per square foot for commercial property ROW
- $2 million to construct a roundabout

For projects that do not fall under these standard categories, such as sidewalk installations, crossing improvements, or other smaller scale infrastructure, cost estimates were developed based on City design standards or local costs for similar projects to identify reasonable assumptions for typical widths, materials, and treatments.

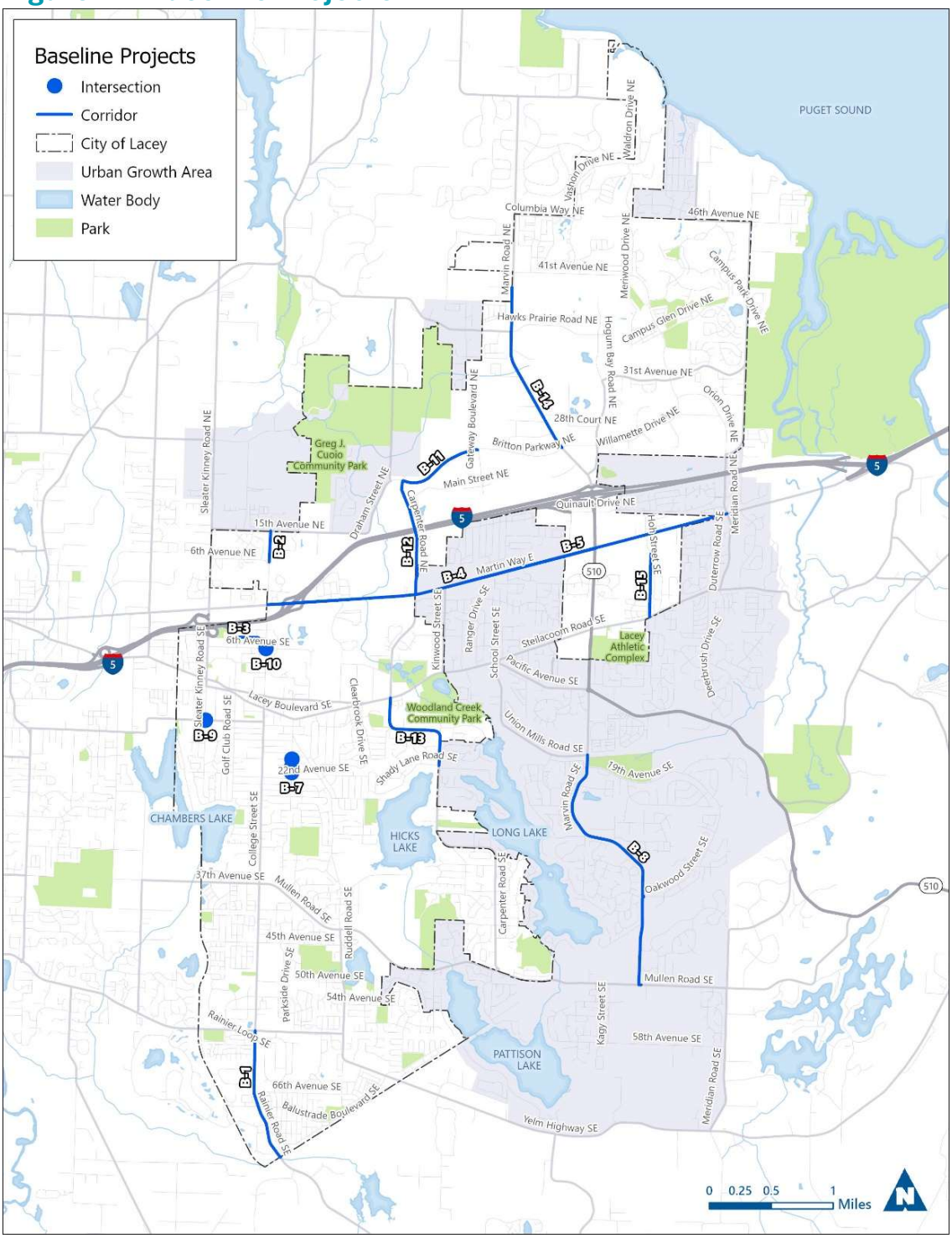
Table 8: Baseline (Assumed) Project List

Project ID	Project Title	Description	Type	Cost
Baseline Projects				
B 1	Rainier Road from Yelm Hwy to South City Limits	Reconstruction of Rainier Road SE that will improve tapers and storage at the intersection with Yelm Highway, including the addition of bike lanes and sidewalks.	Vehicle / Pedestrian / Bike	$3,500,000
B 2	College Street Extension Project; College from Martin Way to 15th Ave NE	Improved safety and traffic flow for pedestrians, bicycles extend College Street north from 6th Avenue NE to 15th Avenue NE, with significant re-channelization from Martin Way to 6th Avenue. The improvements will include bicycle lanes and sidewalks and vehicles. Reduces neighborhood cut through traffic.	Vehicle / Pedestrian / Bike	$2,600,000
B 3	4th Ave SE Connection between College & Golf Club Rd	Enhances circulation for pedestrians, bicycles, and vehicles by creating an important east/west connection.	Vehicle / Pedestrian / Bike	$1,300,000
B 4	High Capacity Corridor Service or BRT "Light"	Martin Way Corridor from Marvin to Olympia and West Olympia Harrison/ Division area	Transit	(Intercity Transit)
B 5	Martin Way Corridor Study	Identify appropriate locations for mid block crossings on Martin Way and further scope specific improvements necessary to enhance pedestrian safety and mobility, including but not limited to driveway	Vehicle / Pedestrian / Bike	(TRPC)

Project ID	Project Title	Description	Type	Cost
		consolidation/access management, refuge islands, sidewalk improvements, and ADA improvements.		
B 6	I-5 Tumwater to Mounts Road Alternatives Analysis	Phase 1 involved an alternatives analysis of 10 scenarios and was completed December 2019. Phase 2 will result in a Planning and Environmental Linkages Report. This is intended to streamline the overall NEPA review process for Phase 3. Phase 3 will result in an implementation strategy and include project-specific NEPA review, design, and construction/program implementation.	Vehicle	(WSDOT)
B 7	Bicycle and Pedestrian Spot Improvement Projects (Other)	19th Ave, 20th Ave, and 21st Ave at Mountain View	Pedestrian / Bike	N/A
B 8	Marvin Rd - Union Mills Road to Mullen Road	Engineering Corridor Study, Reserve ROW for future arterial	Study	(Thurston County)
B 9	Sleater Kinney Road and 14th Avenue SE	Safety and capacity improvement	Vehicle / Pedestrian / Bike	$700,000
B 10	College Street & 6th Avenue NE	Intersection assessment	Study	$75,000
B 11	Britton Parkway -- Phase II	Gateway Blvd to Carpenter Road - Widen remaining portion of Britton Parkway to 4 lane boulevard.	Vehicle	$3,500,000

Project ID	Project Title	Description	Type	Cost
B 12	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.	Vehicle / Pedestrian / Bike	$23,000,000
B 13	Carpenter Rd Capacity and Safety Improvements Pacific to Shady Lane	Carpenter Road SE, Pacific Ave SE to Shady Lane - Widen roadway to taper from 5-lane section to 3-lane section with buffered bike lanes and sidewalk infill where applicable. Realign 14th Ave. The City estimates that the intersection improvement at Carpenter Road SE and Pacific Avenue will cost approximately $750,000.	Vehicle / Pedestrian / Bike	$5,400,000
B 14	Marvin Road from Britton Parkway to Columbia Way NE	Widen Marvin Road from 2 lanes to 5 lanes to Hawks Prairie Rd then transition to 3 lane section, with bike lanes and sidewalks.	Vehicle / Pedestrian / Bike	$19,000,000
B 15	Hoh Street Extension	Finish the Hoh Street connection between Martin Way and Steilacoom Road from the end of a developer's portion of Hoh Street to Steilacoom Road SE	Vehicle	$2,000,000
B 16	Lacey Hawks Prairie Business District (LHPBD) Commercial Corridors	Construct new corridors within LHPBD as developments occur	Vehicle	$11,000,000

Figure 17: Baseline Projects



Source: City of Lacey, WSDOT, TRPC, Intercity Transit, Fehr & Peers, 2025.

Table 9: 20-year (Unconstrained) Project List

Project ID	Project Title	Description	Type	Cost
Active Transportation Projects				
A 01	Carpenter Road NE Active Improvements III - Britton Parkway to Hawks Prairie Road Extension	This project recommends installing buffered bike facilities and wayfinding elements to provide a comfortable on-street connection to the future Greg J Cuoio Community Park and to existing and proposed bike facilities. This project includes the installation of a sidewalk along Carpenter Rd to provide a connection between existing and proposed sidewalks from the future Greg J Cuoio Community Park to the north.	Pedestrian / Bike	$12,290,000
A 02	41st Avenue NE Pedestrian Improvements - Marvin Road to Edgewater Boulevard NE	Sidewalk on both sides of the road to be developed.	Pedestrian	$787,000
A 03	Marvin Road Pedestrian Improvements - 29th Avenue NE to 31st Avenue NE	Sidewalk on one side of the road to be developed. Elevation challenges exist on the other side.	Pedestrian	$584,000
A 04	46th Avenue Improvements - Meridian Road NE to Homestead Avenue NE	Install a shared use path along 46th Ave. This improvement will accommodate pedestrians and bicyclists, provide an off-street connection, and improve both the bicycle and pedestrian network.	Pedestrian / Bike	$1,288,000
A 05	Meridian Road Improvements - Orion Drive NE to 46th Avenue NE	Widen Shoulders to create Buffered Bike Lanes and install sidewalks on west side of Meridian Road.	Pedestrian / Bike	$4,717,000

Project ID	Project Title	Description	Type	Cost
A 06	Orion Road / Meridian Road NE Improvements - Martin Way to Willamette Drive NE	Study to determine the feasibility of installation of buffered bike lanes on Meridian Road over I5. The bridge over I5 may need to be widened to accommodate newer buffered bike lanes.	Study	$150,000
A 07	College Street North Section Improvements	Project to widen sidewalks on both sides of the road to shared use path standards. West side may require ROW acquisition.	Pedestrian / Bike	$8,581,000
A 08	Sleater Kinney Road Improvements - 14th Avenue SE to Pacific Avenue SE	Study to explore potential to install buffered bike lanes on this northern section of Sleater Kinney Road SE. This might require lane width reductions.	Study	$75,000
A 09	14th Avenue SE Pedestrian Improvements - Sleater Kinney Road SE to College Street SE	Sidewalk on both sides of the road to be developed. This provides essential connections within the neighborhood.	Pedestrian	$2,043,000
A 10	Golf Club Road SE Pedestrian Improvements - Pacific Avenue to 21st Avenue SE	Sidewalk on both sides of the road to be developed. This provides essential connections within the neighborhood.	Pedestrian	$3,456,000
A 11	Pacific Bike Improvements - Bowker Street SE to Union Mills Road SE	Feasibility Study to determine potential for installation of sidewalks and buffered bike lanes.	Study	$150,000
A 12	Kinwood Street Improvements - Pacific Avenue SE to Martin Way SE	This project recommends the installation of wayfinding signage and potentially traffic calming elements along Kinwood St with separated bike lanes along with sidewalks infills where applicable. These improvements will provide a	Pedestrian / Bike	$2,812,000

Project ID	Project Title	Description	Type	Cost
		low-stress, north-south route that connects transit services along Pacific Avenue and Martin way, Woodland Creek Community Park, the existing and proposed Woodland Trail, and commercial areas. The feasibility of installing bike lanes will be first explored.		
A 13	SR 510 Bike Improvements - Steilacoom Road SE to Martin Way SE	Feasibility Study to determine potential for installation of sidewalks and buffered bike lanes.	Study	$75,000
A 14	22nd Avenue SE Improvements - College Street SE to 25th Avenue SE (via Lilac Street)	Sidewalks do not exist on either side of the road. Sidewalk connections to be made to expand pedestrian access and to Ruddell Road.	Pedestrian	$3,454,000
A 15	Shady Lane Road	Infill Sidewalks on both sides of the road where applicable. This lane is designated as a Pedestrian Focus Route.	Pedestrian	$3,513,000
A 16	Carpenter Road Active Improvements II	Sidewalk on one side of the road to be developed to shared use path. Elevation challenges exist on the other side. The ATP also recommends the provision of high-comfort bicycle facilities where increased separation between vehicles and bicyclists is possible. Where applicable and if shared use path is unfeasible, wide shoulders to be converted to buffered bike lane.	Pedestrian / Bike	$4,279,000

Project ID	Project Title	Description	Type	Cost
A 18	Carpenter Road SE - from 32nd Avenue SE to 41st Avenue SE	Sidewalk on one side of the road to be developed to shared use path. Elevation challenges exist on the other side. The ATP also recommends the provision of high-comfort bicycle facilities where increased separation between vehicles and bicyclists is possible. Where applicable and if shared use path is unfeasible, wide shoulders to be converted to buffered bike lane.	Vehicle / Pedestrian / Bike	$1,558,000
A 19	Union Mills Road SE - Pacific Avenue SE to Karen Fraser Woodland Trail	Separated Sidewalk on one side of the road to connect Union Mills Road to Pacific Avenue.	Pedestrian	$1,461,000
A 20	Karen Fraser Woodland Trail Extension - Easter Trail Termini to Marvin Road SE/McAllister Community Park	Extend shared-use path to SR 510. The project will include property acquisition of existing BNSF railroad line.	Pedestrian	(TRPC)
A 21	Woodland Trail Extension - Marvin Road SE to Pacific Avenue SE	This project recommends the extension of the existing woodland trail, and the installation of key connections and wayfinding elements to lead people to and from the trail. Additionally, this PBP project recommends the installation of enhanced crossings elements at major intersections, such as installing flashing beacons or HAWKS when necessary	Pedestrian / Bike	$5,768,000
A 22	Marvin Road SE Pedestrian Improvements	Sidewalk Infill wherever deficiencies are noted to bring segment to LTS2. This project will preserve	Pedestrian / Bike	$9,343,000

Project ID	Project Title	Description	Type	Cost
		right of way for future 4/5 lane road with medians, bicycle lanes, planter strips, and sidewalks. The City of Lacey will support Thurston County for their project. The City will continue to support Thurston County's project, and will request the installation of a bike lane that exceeds minimum standards (i.e. buffered bike lanes) along Marvin Rd. These PBP project improvements will provide a key connection to the proposed Woodland Trail extension, to existing bike facilities, and to transit services along the corridor.		
A 23	50th Avenue SE - Willshire Court SE to Mount Tahoma Drive SE	Sidewalk infill on short segment to improve network connectivity	Pedestrian	$158,000
A 24	Kagy Street SE Active Improvements - Mullen Road SE to 58th Avenue SE	Feasibility Study to determine potential for installation of sidewalks (primarily on west side) and buffered bike lanes on Kagy Street SE	Study	$75,000
A 25	66th Avenue Bike Improvements	66th Ave from Rainier Rd to Balustrade Blvd	Pedestrian / Bike	$266,000
A 26	66th Avenue SE - Blade Street SE to Ruddell Road SE	Sidewalk on both sides of the road to be developed to expand new sidewalks connections on 66th Avenue SE.	Pedestrian	$1,743,000
A 27	Ruddell Road Bike Improvements	Ruddell Rd from Yelm Hwy to 66th Ave	Bike	$104,000

Project ID	Project Title	Description	Type	Cost
A 28	Bicycle Network Inventory	Inventory existing bicycle facilities and map the current bicycle network.	Bike	-
A 29	Pedestrian Focus Routes Active Improvements	Sidewalk Infill and Bike Lanes at 37th Avenue; 37th Lane; 33rd Avenue from Ruddell Rd to Carpenter Rd	Pedestrian	$7,002,000
A 30	Pedestrian Segment Projects, Pedestrian Focus Routes	Woodland Elementary (Route TBD)	Pedestrian	N/A
A 31	Pedestrian Segment Projects, Pedestrian Focus Routes	South Sound HS, North Thurston HS, Chinook MS (Route TBD)	Pedestrian	N/A
A 32	Pedestrian Focus Routes	Associated with Lydia Hawk, Olympic View and Meadows Elementary Schools, as well as River Ridge High School	Pedestrian	N/A
A 33	Safe Routes to Schools Study	Safe Routes to Schools Study as part of the Safe Routes to School Program	Study / Pedestrian / Bike	-
A 34	Improved walking/rolling access to Saint Martins	Studying potential active transportation improvements	Pedestrian / Bike	-
A 35	Bicycle and Trails Plan	Updating the current bicycle and pedestrian plan.	Pedestrian / Bike	-
Intersection Projects				
I 01	Britton Parkway NE & Central/Callison Road NE	Four leg Roundabout; Multilane for Britton and single for the minor streets.	Vehicle	$2,000,000
I 02	Britton Parkway NE & Western Parkway NE	Four leg Roundabout; Multilane for Britton and single for the minor streets.	Vehicle	$2,000,000

Project ID	Project Title	Description	Type	Cost
I 03	Marvin Road & 31st Avenue NE	Assessment of Intersection for Capacity Improvements	Study	$75,000
I 04	Willamette Drive and Campus Glen Drive Roundabout	Roundabout to improve operations. Roundabout will include signage, striping and sidewalks to facilitate active transportation.	Vehicle	$2,000,000
I 05	Golf Club Road and I-5 Trail	Bicycle and Pedestrian Spot Improvement Projects (Crossing)	Pedestrian / Bike	$25,000
I 06	Martin Way / I-5 Interchange Improvements	Interchange improvements per IJR	Vehicle	(WSDOT)
I 07	7th Avenue & College Street Roundabout	Construct a multi-lane roundabout at the intersection of College Street SE and 7th Avenue SE and will include pedestrian crossing flashing beacons, sidewalks and striped bicycle crossing.	Vehicle	$6,000,000
I 08	Ruddell Road and Pacific Avenue	Bicycle and Pedestrian Spot Improvement Projects (Crossing)	Pedestrian / Bike	$225,000
I 09	Pacific Avenue and Franz Street	Bicycle and Pedestrian Spot Improvement Projects (Crossing)	Pedestrian / Bike	$298,000
I 10	Steilacoom Road & Marvin Road Improvements	This project recommends the tightening of the northwest and southeast curb radii to slow turning vehicle speeds, and to shorten pedestrian crossings. Additionally, this project recommends extending the bike lane marking up to the intersection to increase awareness for right and left turning vehicles to yield to bicyclists. Finally, this Plan recommends the	Pedestrian / Bike	$391,000

Project ID	Project Title	Description	Type	Cost
		installation of a sidewalk on the southside of Steilacoom Rd that connects the RAC entrance, an eastbound bus stop, and the existing segment of sidewalk.		
I 11	Northeast Lacey Operational Support Terminal Facility	The purpose of the East Martin Way Gateway Station Roundabout is to establish an integrated bus turnaround facility and station area at the intersection of east Martin Way and Meridian Road	Vehicle	(Intercity Transit)
I 12	45th Avenue and Stikes Drive	Bicycle and Pedestrian Spot Improvement Projects (Crossing)	Pedestrian / Bike	$305,000
I 13	Ruddell Road at Rainier Vista Community Park	Bicycle and Pedestrian Spot Improvement Projects (Crossing)	Pedestrian / Bike	$102,000
I 14	Yelm Highway and Parkside Drive	Bicycle and Pedestrian Spot Improvement Projects (Wayfinding)	Pedestrian / Bike	$169,000
Corridor Projects				
C 01	College Street - 26th Avenue NE to Hawks Prairie Road	Study for new connection	Study	(Thurston County)
C 02	26th Avenue NE Extension - Carpenter to Sleater-Kinney Rd	Study for future extension to provide an additional collector connection within the subarea.	Study	$100,000
C 03	26th Avenue NE Extension - Hogum Bay Road to Carpenter Road	2/3 lane new connection with striped bike lanes and sidewalk. ROW Acquired.	Vehicle / Pedestrian / Bike	$11,279,000

Project ID	Project Title	Description	Type	Cost
C 04	15th Avenue NE/ Draham Road Sleater-Kinney Road to Carpenter Road	This project will widen 15th Ave to a 4/5 lane arterial with medians, bicycle lanes, planter strips, and sidewalks. This project will improve horizontal and vertical deficiencies of the roadway. Also, efforts to improve the condition of untreated storm water that currently flows into Woodland Creek will be incorporated in the project. The project will be coordinated with the future extension of Lilly Rd. The City will support Thurston County for their Project. This PBP project recommends the City's continued support for Thurston County's project. These improvements, including the proposed bike lane, will provide a safer bike route to several schools in the area, and close a bike network gap between Sleater Kinney Rd and Carpenter Rd.	Vehicle / Pedestrian / Bike	$47,965,000
C 05	Martin Way Improvements - East City Limits to West City Limits	This project will enhance Martin Way to the standards identified in the current Development Guidelines, which includes medians, buffered bicycle lanes, planters, and sidewalks. Access management to reduce turning conflicts and improve safety is an integral portion of this project. Improvements will include intelligent transportation System (ITS) feature also. The City envisions Martin Way to be a high-density	Vehicle / Pedestrian / Bike	$2,639,000

Project ID	Project Title	Description	Type	Cost
		multimodal corridor. The Regional Urban Corridor Task Force has identified the entire Martin way Corridor as their top priority. The City will support Thurston County for their portion of the project. This PBP project recommends upgrading existing (and planned) bike facilities along the corridor to increase separation between bicyclists and motor vehicles and apply driveway and intersection crossing treatments to raise awareness of motorists crossing the bike lane and provide safer operations. This PBP project also recommends considering the installation of amenities such as bike racks and fix-it stations along Martin Way. These improvements will contribute to the Complete Streets characteristics of the corridor.		
C 06	Woodland Square Loop Extension - Woodland Square Loop to 4th Ave SE	Extends Woodland Square Loop to 4th Avenue SE. North of 6th Avenue SE, the roadway will be a "Woonerf", allowing pedestrians and bicycles use of the full width of the road.	Vehicle	$1,000,000
C 07	10th Avenue Extension - Road limits to Golf Club Road SE	Extends 10th Avenue SE to Golf Club Road SE.	Vehicle	$1,000,000
C 08	College Street Corridor -- Phase 3 (College St and 16th Ave	This project will widen the roadway to include a planted center median, auxiliary left turn lanes, sidewalks, with typical urban amenities. This	Vehicle / Pedestrian	$13,500,000

Project ID	Project Title	Description	Type	Cost
	Roundabout) - 22nd Ave to Lacey Boulevard	includes a traffic control roundabout at 16th Avenue SE.		
C 09	Desmond Drive Extension Study - Martin Way to Pacific Avenue	Corridor study to develop a route for a new 2/3 collector with medians, bike lanes, planter strips and sidewalks.	Vehicle / Pedestrian / Bike	(TRPC)
C 10	Steilacoom Road - Pacific Avenue to Marvin Road	Widen to collector standards. Install separated bike lanes and infill sidewalks wherever applicable on both sides of the road. Convert Wide Shoulder to Bike Lane unless separated trail exists. This project includes the installation of missing sidewalk gaps along Steilacoom Rd. Additionally; this plan recommends that priority be given to closing sidewalk gaps near the RAC and Nisqually Middle school. These improvements will provide pedestrians with a safe and comfortable route to use to connect to the RAC and transit services.	Vehicle / Pedestrian / Bike	$12,387,000
C 11	Martin Way East Roadway Improvements - Galaxy Drive to River Ridge Road	Access management, buffered bike lanes, sidewalks, and other urban amenities.	Vehicle / Pedestrian / Bike	$6,000,000
C 12	Steilacoom Road - Marvin Road to Duterrow Road	Widen to collector standards. Install separated bike lanes and infill sidewalks wherever applicable on both sides of the road.	Vehicle / Pedestrian / Bike	$46,000,000

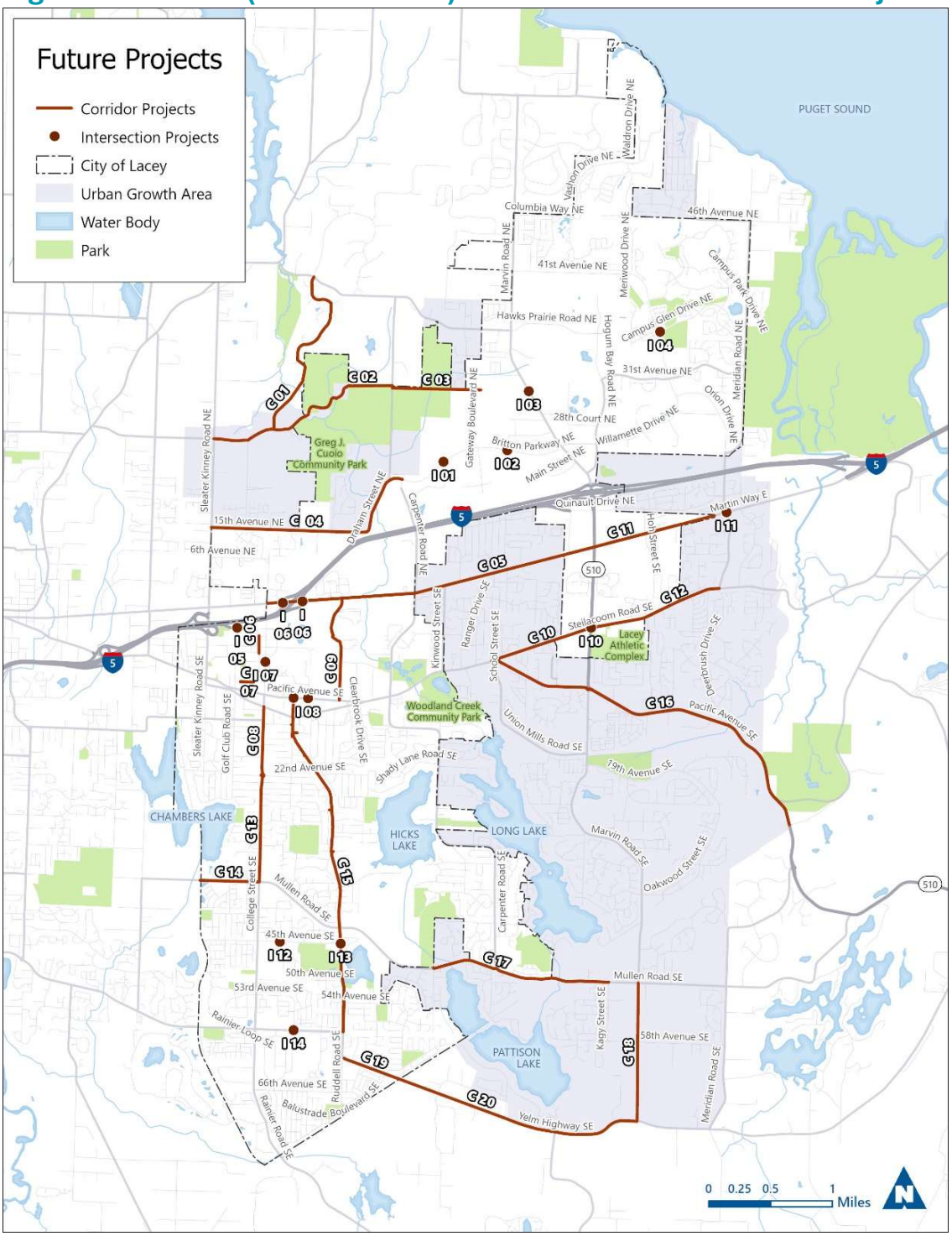
Project ID	Project Title	Description	Type	Cost
C 13	College Street Corridor Improvements - Lacey Boulevard to 37th Ave SE	Construct remaining portions of College Street Corridor. Anticipated to be 4-6 phases. Construct 2 new roundabouts at 16th Avenue, and 29th Avenue. Widen to 4 lanes with center medians between roundabouts. Add sidewalks and extend buffered bike lane currently existing south of 37th Avenue SE. Explore potential to improve to separated bike lane.	Vehicle / Pedestrian / Bike	$16,932,000
C 14	37th Avenue SE - College Street to west city limits	Widen to collector standards. Develop buffered bike lanes and sidewalk that connect College Street to the Chehalis trail. Sidewalk to be widened and expanded on south side. Mullen Street Striped Bike Lanes to be extended to Chehalis Trail.	Vehicle / Pedestrian / Bike	$7,387,000
C 15	Ruddell Road Corridor Study - Pacific Ave to Yelm Highway SE	Develop a long-range plan for Ruddell Road for a 4-lane boulevard with auxiliary turn lanes, strict access control, bike lanes, pedestrian refuge islands, planter strips, medians, and sidewalks. Feasibility Study to determine potential for installation of buffered bike lanes on Ruddell Street. Project might require Road Diets or ROW Acquisition at specific locations.	Study	(TRPC)
C 16	Pacific Avenue - Union Mills Rd to Lacey UGA	Study to widen to 4/5 lanes and include intersection improvement projects at Pacific/Union/Steilacoom intersection. Project to	Study	(Thurston County)

Project ID	Project Title	Description	Type	Cost
		also include separated bike lanes to allow for safe bicycle crossing and installation of sidewalks on both sides wherever gaps exist.		
C 17	Mullen Road - Rumac Road to Kagy Street SE	Widen roadway. This project recommends the construction of a new bicycle ramp to bring users of the eastbound bike lane up to sidewalk on the south side of Mullen Road in order to cross the right-turn slip lane at an angle with better sight lines. Signage or wayfinding dots should direct bicyclists up to the sidewalk, across the crosswalk to the pedestrian push button placed in the raised pork-chop island. Additionally, this project recommends the installation of a STOP HERE FOR PEDESTRIANS (R1-5B) sign at the slip lane crosswalk to improve motorist yielding. Finally, this project recommends the continuation of the eastbound buffered bike lane on the west side of Mullen Road through the intersection with clear and safe connections to the receiving southbound bike lane. These improvements will facilitate eastbound to northbound bicycle movements and improve the connections for southbound bicyclists moving through the intersection.	Vehicle / Pedestrian	$12,557,000

Project ID	Project Title	Description	Type	Cost
C 18	Marvin Rd Extension - Mullen Road to Yelm Highway SE	Extend Marvin Road south and ensure the inclusion of buffered bike lanes and sidewalks.	Pedestrian / Bike	(Thurston County)
C 19	Yelm Highway Improvements - Compton Boulevard to Ruddell Road	Compton Blvd to Ruddell Road - Widen east side for additional northbound lane, separated bike lane or shared use path, sidewalk and other urban amenities.	Vehicle / Pedestrian / Bike	(Thurston County)
C 20	Yelm Highway - Compton Boulevard to Marvin Road	This project involves widening Yelm Highway to a four lane with a two-way center turn lane, separated bicycle lanes, planter strips, pedestrian refuge islands, and sidewalks. A center median should be incorporated along the roadway where left turns are not permitted. The City will support Thurston County with this project.	Study	$150,000
C 21	New Connections - Lacey Downtown	Connecting Streets	Vehicle / Pedestrian / Bike	N/A

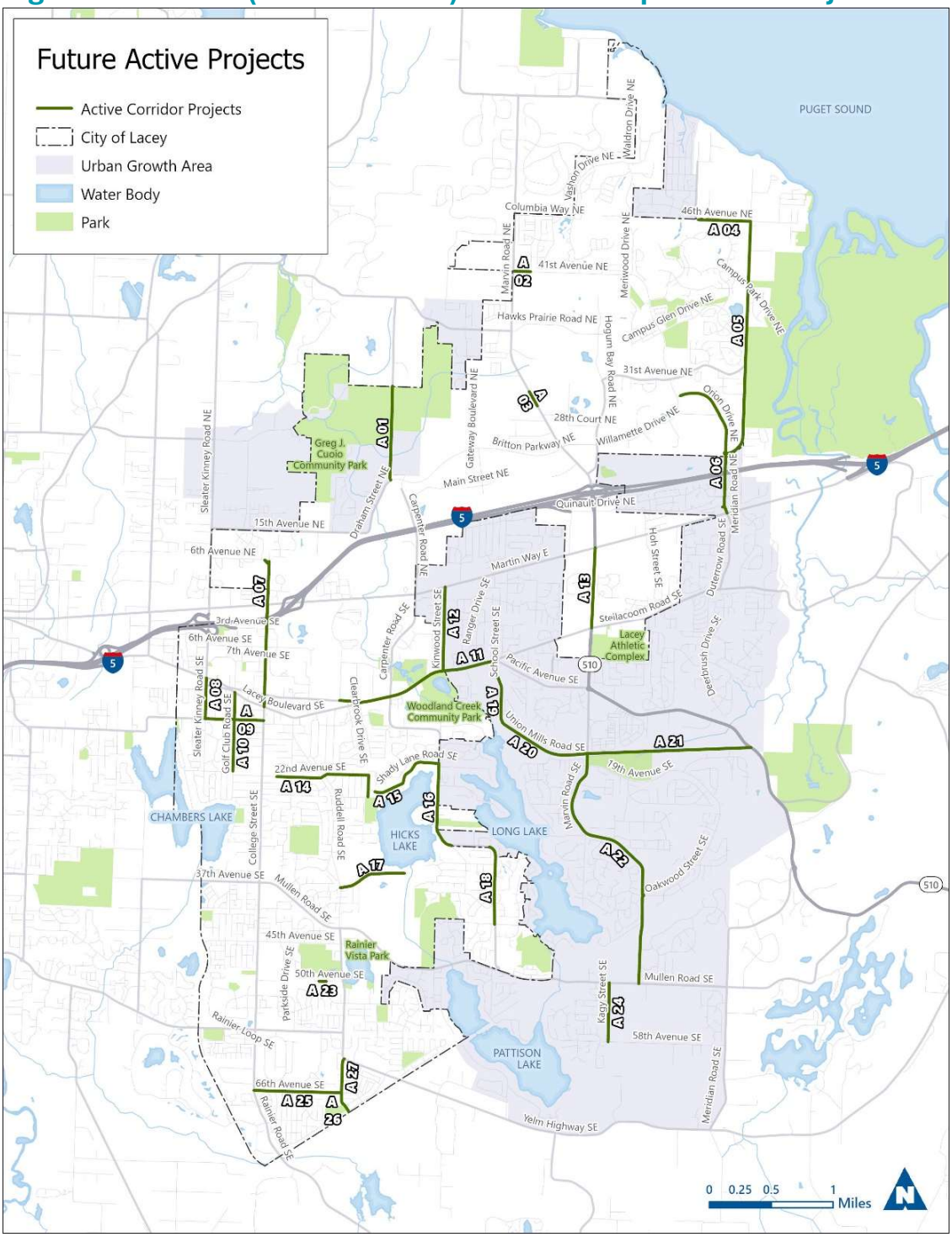
Source: City of Lacey, WSDOT, TRPC, Intercity Transit, Fehr & Peers, 2025.

Figure 18: Future (Non-baseline) Corridor and Intersection Projects



Source: City of Lacey, WSDOT, TRPC, Intercity Transit, Fehr & Peers, 2025.

Figure 19: Future (Non-baseline) Active Transportation Projects



Source: City of Lacey, WSDOT, TRPC, Intercity Transit, Fehr & Peers, 2025.

CHAPTER 7: FUNDING AND IMPLEMENTATION

To adhere to the Growth Management Act's principle of fiscal responsibility in transportation planning, Lacey's transportation project list must be fiscally constrained, emphasizing the maintenance and operation of existing infrastructure before considering new capital improvements.

The City of Lacey leverages multiple revenue sources to support its overall transportation program. In addition to summarizing these sources and forecasting what they will generate over the next few decades, this chapter documents additional funding sources that the City could consider pursuing to implement the investments described in this Transportation Element. This chapter describes additional strategies that the City could employ to optimize use of its transportation network. The City will approach this using the following strategies:

1. Enhancing revenue from existing sources. The City is evaluating adjustments to current revenue streams.
2. Adopting new revenue mechanisms. Explore opportunities to increase available revenues over the next 20 years, including innovative funding avenues such as bonds and sales taxes to generate dedicated funds for transportation.
3. Implementing transportation demand management strategies. Reducing vehicle trips will lead to reduction in traffic congestion, maintenance needs, and environmental impacts.

Together, these strategies will help Lacey create a sustainable, efficient, and effective transportation system that meets future demands within current fiscal constraints.

Funding Assessment

Table 10 provides a high-level summary of likely revenue sources and estimated capital costs to complete the project list in Chapter 6 that can be expected over a 20-year period, based on funding sources and average revenue from the last five years. Descriptions of each of the revenue sources in the table are provided later in this section.

Total revenue for the next 20 years is projected to be about $313 million, or $15.6 million annually. The cost estimate to complete the full project list (baseline and non-baseline) from Chapter 6 amounts to $340 million, or $17 million annually.

Using data from the last 10 years, average expenditures in Lacey amounted to about $15 million per year but fluctuated year to year depending on maintenance needs.[15] The City has spent about $5 million annually on transportation maintenance and operations including pavement preservation. That leaves an estimated $10 million annually available for funding capital projects. Funding the unconstrained project list would cost $17 million annually, leaving about an annual $7 million shortfall (see **Table 11**).

The City relies on funding sources such as grants that differ year to year based on projects that qualify for the available grants and staff capacity to apply for and manage grants. Funding opportunities such as those described later in this chapter present other potential revenue sources the City could pursue to close the shortfall and complete more capital projects. The City continually monitors available revenue sources.

Table 10: Current Funding Sources and 20-year Estimates

Projected Revenue	20-Year Estimate
Base Utility Tax	$61,808,000
Motor Vehicle Fuel and Multimodal Transportation Tax	$19,368,000
Real Estate Excise Tax (0.25%)	$79,676,000
Mitigation Fees	$31,723,000
Federal Grant	$20,831,000
State Grant	$3,051,000
Local Funds	$3,869,000
Other State Funds	$2,767,000
Transportation Benefit District (0.20% of 9.7%)	$73,515,000
Interest Income	$16,311,000
Total Revenue over 20 Years	***$312,919,000***
Potential Capital Expenditures	
Baseline and Committed Projects	$72,075,000
Fiscally Unconstrained Project List Costs	$268,626,000
Total Unconstrained Capital Project Costs	***$340,701,000***
20-year Capital Revenue Shortfall	***($27,782,000)***

[15] https://cityoflacey.org/wp-content/uploads/sites/3/2024/07/2023-City-of-Lacey-ACFR.pdf

Table 11: Annual Expenditure and Revenue Estimates

Annual Expenditure and Revenue	Annual Estimate
Annual Average Revenue	***$15,646,000***
Annual Average Expenditures	***$15,038,000***
Maintenance and Preservation	$3,000,000
Operations	$2,000,000
Available Budget after Maintenance/Operations	$10,038,000
Annual Average Budget Needed to Complete Project List Over 20 Years	***$17,035,000***
Annual Shortfall	***($6,997,000)***

Source: City of Lacey, Fehr & Peers, 2025.

Revenue Sources

The following sections describe revenues sources that the City applies today and their outlook over the next 20 years.

Mitigation Fees

Fees are levied on new development as a method to pay for the increased demand that development puts on infrastructure. The primary goal of mitigation fees is to have developments "pay their own way," reducing the financial burden on existing taxpayers. By collecting these fees, municipalities can finance capital improvements that add capacity like adding lanes to existing roads, constructing new roadways, or constructing active transportation facilities. Mitigation fees are typically assessed during the development approval process and collected when building permits are issued. The fee charged depends on factors such as development type and size and the projected impact of the development on the local transportation network. Lacey's Mitigation Fee program is expected to generate $32 M over the next 20 years based on historic data.

Grants

Grants are competitive revenue sources where projects must meet specific criteria. Federal, state, and local agencies release grants to help fund transportation projects. The number of grant opportunities available in a particular year is highly variable. The City competes with other jurisdictions to receive each grant based on need, population, project

potential, project deliverability, and expected impact. Historically, there are more grant opportunities in even years than odd years. The City of Lacey typically receives between $0.5-2 million annually from federal and state grants. Some of the active grant programs Lacey has received revenue from include: National Highway Traffic Safety Administration Highway Planning, Federal Highway Administration Office of Safety, and Transportation Improvement Board State Grant.

Other grants that Lacey can apply for include: Better Utilizing Investments to Leverage Development (BUILD) Grant, Surface Transportation Block Grant (STBG) Program, Safe Streets and Roads for All (SS4A) Program, and the Small City Active Transportation Program (ATP). BUILD grants provide an opportunity to invest in road, rail, transit, and port projects that achieve national objectives. BUILD grants often go towards multimodal, multi-jurisdictional projects that are more difficult to support through traditional federal funding programs.

The STBG is a very flexible program where state and metropolitan regions may use funds for highway, bridge, transit, and pedestrian and bicycle infrastructure projects. The program can cover up to 80% of the total cost of the project, with the rest covered by states and localities. Some of the types of projects qualified under the STBG are highway and bridge construction and rehabilitation, federal aid bridge repair, transit capital projects, bicycle, pedestrian and recreational trails, construction of ferry boats and terminals, environmental mitigation, congestion pricing, travel demand management, and intelligent transportation systems.

The SS4A program established under the Bipartisan Infrastructure Law has appropriated over $5 billion dollars over the span of five years (2022-2026) to fund community led projects that address preventable death on roads, streets, and highways through safer people, roads, vehicles, appropriate vehicle speeds, and improved post-crash care. The SS4A program funds two types of grants: planning and demonstration grants and implementation grants for major capital investments. The City received a planning grant to produce a Comprehensive Safety Action Plan (CSAP) that will be completed in 2025. Based on the findings of the CSAP, the City would apply for demonstration and implementation grants in 2026 and beyond.

The State's Active Transportation Planning (ATP) grant provides funding to improve pedestrian and cyclist safety, enhanced pedestrian and cyclist mobility and connectivity, or improve the condition of existing facilities. The State Transportation Investment Board

uses a priority array process to identify projects that best meet the intent of each funding program. ATP funding criteria includes safety, mobility, physical condition, nature of project, constructability, and sustainability.

Real Estate Excise Tax (REET)

The Real Estate Excise Tax (REET) is a key revenue source the City uses to fund capital projects. The REET is a tax collected on the sale of qualifying real estate sales. REET is applied to all real estate sales based on the full selling price, including liens, mortgages, and debts used in the purchase. Lacey collects a tax of 0.25% of the selling price on each sale of real property within city limits and proceeds are deposited into Lacey's capital improvement fund.[16]

The first 0.25% of the REET must be used to finance new capital facilities or maintenance and operations at existing facilities, as specified in the City's Capital Facilities Plan. This can include infrastructure such streets, sidewalks, lighting, traffic signals, water and sewer systems, parks, public safety buildings, trails, libraries, and other civic facilities. The Growth Management Act authorizes another 0.25% that can be used to fund similar projects.[17]

LIFT Grant

The Local Infrastructure Financing Tool (LIFT) is a competitive financing tool created by Washington that allows selected local governments to take advantage of tax revenues from private investments in an area targeted to benefit from public infrastructure improvements.

LIFT funds began in 2010 and runs for 25 years (through 2035) where it can be expended only within the Revenue Development Area. Proceeds must be used to pay for public improvement projects approved by the State for this program. The types of eligible projects are streets, utilities, park and recreation facilities, and parking facilities.

[16] Ch. 3.07 Excise Tax on Sale of Real Estate | Lacey Municipal Code
[17] MRSC - Real Estate Excise Taxes (REET)

Options to Increase Revenue

Lacey has limited dedicated transportation funding options, many of which the City is already using. Additional funding options the City can explore are summarized below.

Transportation Benefit District

Transportation Benefit District sales tax and vehicle licensing fees are independent taxing districts created by ordinance. This is a flexible source of funding that can be applied for either capital or programmatic expenditures. The City of Lacey could explore levying a sales and use tax or increasing vehicle license fees to generate additional revenues for transportation. Depending on the level of funding desired, these may require voter approval.[18]

Local Improvement Districts (LIDs)

Local Improvement Districts are special purpose financing mechanisms that cities can use to fund capital improvements benefitting specific areas. Property owners within these districts are assessed fees proportionate to the benefits they receive from the improvements. LID revenues are limited in their use to specific capital projects that benefit owners in the special purpose area for which they were created. Cities are authorized to form LIDs under RCW 35.43 without voter approval. However, LID formation is a complex process and must first be demonstrated to be financially feasible. Additionally, if the City receives protests from property owners who would pay at least 60% of the total cost of the improvement, the LID would be dissolved. [19] The potential amount of revenue LIDs could generate depends on the planned projects within the area. To generate LID revenue in the future, the City would have to identify specific projects that fit the general requirements of a LID on a case-by-case basis.

Commercial Parking Tax

Washington cities can impose taxes on commercial parking lots, either collected from businesses directly or by adding fees for customers at the time of sale. There is no cap on the commercial parking tax rate, but the revenue generated must be used for transportation-related purposes. Commercial Parking Tax programs can tax total

[18] Transportation Benefit District - City of Lacey

[19] Municipal Research Services Center, "Local Improvement Districts," last modified April 2, 2021.

transactions or implement a fee per transaction. For example, the City of Seattle increased its commercial parking tax rate to 14.5% in 2022. Other cities, including SeaTac, implemented a per-transaction fee, which rose from $3.99 in 2024 to $4.13 in 2025. To implement this program, the City of Lacey must identify the geographic boundaries in which revenues will be collected and expended.[20] This program can generate revenue if the City provides commercial parking.

Automated Traffic Enforcement Cameras

Automatic cameras are used to enforce traffic laws, typically at red lights and school zones, but in 2024 Washington passed legislation expanding the permissible locations for enforcement cameras, allowing their use in areas like parks, hospitals, and other zones designated as high-risk by local authorities. The Washington State Supreme Court is responsible for setting traffic infraction penalties 46.63.110(1), which currently lists a $48 fine for failure to stop, but jurisdictions can increase the fee to a maximum of $250 per infraction. Based on data collected from Seattle on infraction rates and the percentage of people that pay their penalties, the City of Lacey could generate approximately $150,000 in annual revenue per camera. Revenues need to be balanced against the cost of buying, installing, and maintaining the units.

General Obligation Bonds

To finance public projects, municipalities have the option to issue Limited Tax General Obligation (LTGO) Bonds and Unlimited Tax General Obligation (UTGO) Bonds.

LTGO bonds do not require voter approval and are repaid from the City's general fund. Per Washington State law, total general obligation debt a city can incur is limited to 2.5% of its assessed property value, with LTGO bonds capped at 1.5%. UTGO bonds require voter approval and are repaid through additional property taxes.

Grants

In addition to the above funding options, it is important to note that the City of Lacey is an active regional partner that routinely secures grant funding for projects. Regional partnerships and attracting outside funding through federal, state, and regional grants will continue to be a funding source that supports the implementation of Lacey's multimodal transportation system.

[20] RCW 82.80.070(3)(a-d).

Transportation Demand Management (TDM)

In addition to increasing funding to meet capital capacity demands, Lacey should also consider demand-based strategies, which reduce the number and/or length of vehicle trips that people in Lacey take. TDM describes programs and projects that maximize modal choices for all travelers and trip types. The goal of TDM programs is to provide more competitive transportation options to driving alone which improves traffic congestion without building more roads. Personal mobility rather than vehicular mobility is central to TDM. The capacity of all modes of transportation can be treated as limited assets that can be carefully managed.

TDM Strategies

Techniques like education, incentives, and disincentives are used to reduce the need for vehicle trips, reduce the distance of vehicle trips, and shift transportation users to more efficient transportation modes like transit and carpooling. There are many ways individuals can travel that reduce the number of single occupancy vehicle trips.

- **Transit** – Intercity Transit (IT) currently operates ten bus routes in Lacey, with service changes expected by 2045. IT is considering implementing Bus Rapid Transit (BRT) on select corridors in Lacey. BRT is a fast, high-frequency transit service used on routes with high ridership that features upgrades such as smart signal upgrades to prevent delay.[21] IT is free to all riders, which makes this an attractive transportation option to people who live and work in the region.
- **Vanpool and Rideshare Programs** – Lacey can partner with IT for vanpools and rideshare solutions primarily for commute trips. Vanpools consist of three or more people who share a similar commute. IT provides the van, gas, tolls, insurance, and maintenance. Individuals pay a low monthly fare, and in some cases employers cover a portion of the fare for their employees.[22]
- **Active Transportation** – The existing pedestrian and bicycle network supports walking and biking for some trip types, particularly in areas with higher density and mixed land uses. Biking is also a viable mode for people to connect to transit

[21] BusRapidTransit.pdf
[22] Vanpool Overview | Intercity Transit

services - IT buses have bike racks that accommodate passengers with bicycles. Many of the prioritized projects in this plan aim to improve the connectivity and comfort of the active transportation network in Lacey, increasing the attractiveness of walking and biking options for travelers.

- **Telecommuting and Remote Working** – Full-time and part-time telecommuting has increased over the last decade. The COVID pandemic forced many businesses, non-profits, and government agencies to quickly implement telework for employees that can work remotely. Some research predicts the percentage of people working remotely at least a few times a week to double in the US compared to pre-pandemic levels. Other studies show that telecommuting increases overall travel demand and promotes urban sprawl, as remote workers tend to offset their commutes with other trips and sometimes move further away from their workplace.[23] To best leverage remote work as a travel demand management strategy, more years of travel data is needed to assess long-term trends in the post-pandemic era.
- **Parking Management** - Different parking strategies can disincentivize driving alone and incentivize other transportation options. Examples of parking management TDM strategies include: providing preferential parking spaces or reduced parking fees for high occupancy vehicles, providing secure and convenient bicycle parking, and increasing parking charges for single occupancy vehicles.

Commute Trip Reduction (CTR) Program

In 1991 the Washington State legislature passed the Commute Trip Reduction (CTR) law and in 2006 passed the CTR Efficiency Act to reduce traffic congestion, improve air quality, and improve efficiency of the transportation system in the state's most populous areas. The law affects worksites with 100 or more full-time employees who begin their shift between 6am and 9am on weekdays. Thurston Regional Planning Council further refined CTR requirements to include hybrid work environments. Employees who arrive between 6am and 9am on two or more weekdays per week are required to participate in CTR.

Employers impacted by CTR must appoint an Employee Transportation Coordinator (ETC) to serve as the contact and collaborator between the employer and the City. The ETC

[23] https://www.sciencedirect.com/science/article/abs/pii/S2214367X24000255

conducts an employee survey biannually to measure commute mode share and submit a program report to the City.

The CTR program relies on a partnership between the public and private sectors to make progress towards meeting goals. The City of Lacey recently updated their CTR four-year plan for 2025-2029. This plan identified affected employers in Lacey, outlined challenges, and set CTR targets.[24] Lacey's CTR program supports its climate target to reduce communitywide greenhouse gas emissions 45% below 2015 levels by 2030 and 85% below 2015 levels by 2050. Converting drive-alone commute trips to transit, rideshare or a non-motorized mode eliminates the greenhouse gas emissions that would have been generated by that drive.

CTR-affected worksites in Lacey have a current drive alone rate of 54.24% based on responses from the 2023-2025 survey cycle. The drive alone rate performance target is set at 50%. To meet performance targets, Lacey will support telework, continue to survey employees and distribute information, and support wellness and bicycle commuter challenges. The City will also work with TRPC to implement the region's CTR program.

As of 2025, Lacey has 23 affected worksites, and 18 of these are state agencies. After completing stakeholder engagement in spring and summer 2024, many respondents wanted safer, more reliable transportation options to serve as alternatives to driving. Employers surveyed expressed support for improved public transportation, improved biking and walking infrastructure, and remote work flexibility. This feedback is aligned with Lacey's future transportation investments as outlined in this plan.

[24] https://tdmboard.com/wp-content/uploads/2025/01/City-of-Lacey-OPT.pdf