



A G E N D A

PLANNING COMMISSION

Connie Coleman-Lacadie • Don Daniels
Nancy Hudson-Echols • Robert Estrada
James Guerrero • Paul Wagemann
Christopher Webber

Open House for Lakewood Downtown Plan and Draft Environmental Impact Statement

Wednesday, March 21, 2018

City Hall Council Chambers

6000 Main Street SW, Lakewood, Washington

- 1. Open House at 5:30 pm**
- 2. Presentation of Draft Plan and Alternatives at 6:00 pm**
- 3. Q & A at 6:20 pm**
- 4. Live Polling Exercise at 6:30 pm**
- 5. Small Group Exercise at 6:45 pm**
- 6. Group Reports at 7:15 pm**
- 7. Open House Wrap Up at 7:30 pm**
- 8. Adjournment**

Enclosures:

1. Executive Summary from Draft Lakewood Downtown Plan
2. Executive Summary from Draft Environmental Impact Statement

Draft Lakewood Downtown Plan

City of Lakewood | March 2018

Prepared by: Framework, BERK, ESA, Fehr & Peers, KPG, and Seth Harry & Associates

Introduction	2
What We Heard	7
Vision for Downtown	9
Concept Plan	10
Policies and Strategies.....	Error! Bookmark not defined.
Urban Design + Land Use.....	Error! Bookmark not defined.
Economic Development	Error! Bookmark not defined.
Housing.....	Error! Bookmark not defined.
Street Grids, Streetscapes & Public Spaces	Error! Bookmark not defined.
Transportation.....	Error! Bookmark not defined.
Parks, Open Spaces, & Trails	Error! Bookmark not defined.
Stormwater and the Natural Environment.....	Error! Bookmark not defined.
Utility Infrastructure (Water, Sewer, Power)	Error! Bookmark not defined.
Community Partnerships and Organization	Error! Bookmark not defined.
Implementation Plan	Error! Bookmark not defined.

Introduction

A major goal of the City of Lakewood is to create a Downtown focused in the Central Business District (CBD) zone, redeveloping it into a rich urban area with civic amenities, walkable streets, and a mix of uses including housing, entertainment, restaurants, and retail. See Figure 1. Downtown Lakewood has significant economic and cultural assets to build upon and some challenges to overcome. To help attain this ambitious goal for Downtown Lakewood, the City of Lakewood has commissioned this Lakewood Downtown Plan, considered a subarea plan under the Growth Management Act.

This Downtown Plan honors past planning efforts, and weaves in fresh ideas from extensive outreach efforts in fall 2017. This plan describes a vision, land use and design, gathering places, and action strategies that will help bring about desired change and development. This plan will be implemented by new design-oriented zoning standards. A proposed Planned Action Ordinance will streamline environmental review.

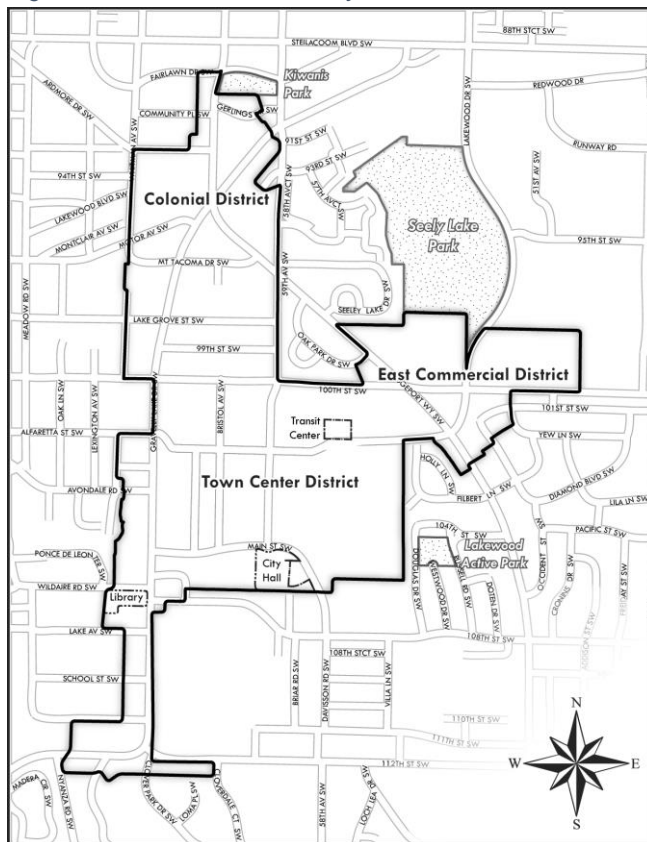
The Lakewood Downtown Plan encompasses over 315 parcel acres, with three districts that illustrate different characters. See Figure 1.

- **Colonial:** This district includes colonial-style commercial buildings. It includes the historic Lakewood Theater, which has not operated for approximately 20 years.
- **Town Center:** This district contains the upgraded Lakewood Towne Center, an auto-oriented shopping area with stores and restaurants, a transit center, the Lakewood Playhouse, and City Hall. Referring to the district as a whole, “town” is used. Referring to the private mall, “towne” is used.
- **East District:** This district at the intersection of Bridgeport Way SW and 100th Street SW has a mix of large auto-oriented commercial centers and smaller strip-commercial properties along arterials.

History of Lakewood and the Downtown

Lakewood was a part of unincorporated Pierce County until 1996, when it officially incorporated to become the City of Lakewood. The City of Lakewood is now more than 20 years old and has a population of nearly 60,000 people. The City’s existing auto-oriented development pattern reflects the Pierce County regulations that governed development for most of the community’s history. In

Figure 1. Downtown Plan Vicinity



BERK Consulting 2017

the last update to the City's Comprehensive Plan, the Lakewood community said that urban design was the number one issue that the City should address.

Downtown exemplifies Lakewood's auto-oriented pattern, but is also rich with history. In 1937, Norton Clapp built part of the Lakewood Colonial Center, one of the first suburban shopping centers in the country.

The original Lakewood Towne Center development was built a short distance away almost two decades after the Colonial Center was built. The Lakewood Towne Center property started as a Catholic girls' school. It was transformed into an auto-oriented strip mall in the 1950s called the Villa Plaza Shopping Center. In 1986, it became an indoor mall called the Lakewood Mall. In 2001, the site was "demalled" and converted into a "power center" (a development type with category-dominant anchors, including discount department stores, off-price stores, wholesale clubs, with only a few small tenants¹) combined with neighborhood and civic center elements. It was renamed the Lakewood Towne Center at that point. Over the past 60 years, the property has changed ownership at least nine times. Facing rapidly evolving economic trends, such as online retail, the center is poised to evolve again into a destination-regional center that is walkable, mixed-use, and transit supportive.

This Plan maintains the spirit of the area's history while creating a new path for redevelopment within the Downtown.

Related planning efforts for Downtown

Comprehensive Plan and Community Vision

Citywide Comprehensive Plan policies, and the standards required and encouraged by the City of Lakewood, apply to the development of the Downtown Plan area. The policies and actions in this Downtown Plan supplement citywide guidance, providing specific direction for implementing the Downtown vision.

This Downtown Plan implements the Lakewood Community Vision that calls for a dynamic future and economic prosperity:

Our VISION for Lakewood is a thriving, urban, South Puget Sound City, possessing the core values of family, community, education, and economic prosperity. We will advance these values by recognizing our past, taking action in the present, and pursuing a dynamic future.

A key strategy to attaining the Lakewood Community Vision is a recognizable downtown through development of the Central Business District (CBD) as described in Section 1.4.3 of the Lakewood Comprehensive Plan:

The CBD is the center of commercial and cultural activity for the city. It encompasses both the Lakewood Towne Center and Colonial Center. The area in and around the Towne Center is envisioned as a magnet for intensive mixed use urban development including higher density office and residential uses. At the north end of the CBD, the Colonial Center will serve as the hub of Lakewood's cultural activity. Higher quality, denser urban redevelopment is expected within the District, noticeably increasing social, cultural, and commercial activity. Streetscape and other urban design improvements will make this area more accessible and inviting to pedestrians.

¹ Sources: ICSC Research and CoStar Realty Information, Inc.

Comprehensive Plan policies call for action to remove obstacles to mixed use development, invest in public community gathering spaces and public streets, and empower local organizations to promote the Downtown:

- Remove underlying deed restrictions and/or covenants that prohibit office development, open space, high density residential development and/or mixed-use development in the Towne Center. (LU-19.5)
- Acquire lands and construct community-gathering destinations such as plazas, open space or community facilities within the Towne Center. (LU-19.6)
- Support the formation of a Towne Center association or similar organization to establish economic improvement strategies and to sponsor social and safety events. (LU-19.7)
- Consider the use of the City's eminent domain powers to establish public streets and public open spaces in the Towne Center. (LU-19.8)
- Revise land use and development regulations to require mixed use development within the CBD for any new development excepting standalone commercial pads and service commercial uses. (LU-19.9)

CBD Assessment

A CBD Assessment developed in 2017 presents demographic, economic, and market information, as well as findings from targeted research and stakeholder engagement, to establish a shared understanding of baseline conditions in the CBD and to set realistic parameters for this Downtown Plan. Major report themes included:

- **Visioning.** Work with the community to set a realistic but aspirational Vision.
- **Place-Making** Create quality public spaces that contribute to people's health, happiness, and well-being.
- **Overcoming Lakewood's Community Challenges.** Implement strategies to overcome challenges to be successful in its subarea planning. These include: public safety, cleanliness, empty storefronts, fragmented property ownership, and a diffused, auto-oriented built environment.
- **Investing in Key Development Opportunities.** Successfully use public and private investment redevelopment opportunities to advance the community's Vision for the CBD.

The CBD Assessment shows a market potential of three million square feet of commercial growth in the City and much of that could be attracted to the Downtown through appropriate investments in amenities and infrastructure, as well as appropriate zoning and design standards. The CBD Assessment ideas and information are woven into this Downtown Plan.

Motor Avenue

Motor Avenue was identified as an opportunity to create a much-desired public open space for Lakewood's Downtown, which currently lacks the urban design features desired by the community. Motor Avenue is owned by the City as public right-of-way and currently has low volumes of traffic. Its central location and adjacency to Lakewood Colonial Center offers an exciting potential to create a vibrant, welcoming community gathering space that is a key component of Lakewood's vision. The Motor Avenue Urban Design Vision (2016) creates an urban design and streetscape plan including ideas for programming the space. The Motor Avenue Urban Design Vision is integrated into this Downtown Plan.

Existing Conditions Summary

As part of this Downtown Plan effort, an Existing Conditions Report characterizes the present status of natural systems and the built environment. This, together with the CBD Assessment, describe the current situation and are considered in this Plan. The information is also integrated into the companion Planned Action Environmental Impact Statement.

Table 1. Top Takeaways – Lakewood Downtown Conditions

Topic	Summary
Natural Environment	<p>Streams, some fish bearing, cross the Study Area in open channels and in enclosed pipes. City policies support restoration.</p> <p>Most of the area is developed with impervious surfaces though the area is an aquifer recharge area.</p> <p>Future redevelopment would be required to meet newer stormwater regulations and that would improve water quality.</p>
Land Use	<p>Current development is largely commercial, single story, with extensive parking, though the Comprehensive Plan Future Land Use Designation and Zoning authorize mixed-use buildings of much greater height. There is little housing. This is partly due to Covenants, Conditions & Restrictions (CC&R's) on the Lakewood Towne Center site, but is also due to the auto-oriented era in which development first occurred.</p> <p>Considering the CBD zoning and vacant and redevelopable land, as well as parking lots, there is a large capacity for employment and housing uses with underbuilding parking.</p>
Population, Housing, Employment	<p>The Study Area contains little housing and population. Market studies show an opportunity to add quality housing in the Study Area within the planned density of the area and with an investment in amenities such as parks.</p> <p>The Study Area is mostly in commercial use and contains over 5,000 jobs. Relatively lower-wage service sector jobs make up the bulk of this employment. Monthly wages earned would not be sufficient to support housing costs at fair market rents.</p>
Transportation	<p>Auto congestion is minimal outside of several key intersections along routes leading to I-5.</p> <p>Pedestrian and bicycle connections in the Study Area could be improved within and between districts to make non-motorized travel a more attractive and comfortable option.</p> <p>Lakewood's Transit Center acts as a hub for many Pierce Transit bus routes; this resource could be enhanced with better pedestrian and bicycle connections into the surrounding areas.</p> <p>Likewise, improved facilities between the Study Area and Lakewood Station could help connect the Study Area with a valuable regional transit amenity.</p>
Public Services	<p>The Study Area is fully served by public safety and school services. Water and sewer service is also available though some water lines in the Study Area will require replacement due to age.</p> <p>There are cultural facilities – a library, museum, and theater – but the primary finding in the Study Area is the lack of parks and open space. The City has developed urban design concepts for a linear park, and the CBD Assessment (BERK Consulting, 2017) has suggested placemaking as a tool to add gathering spaces and support economic development.</p>

McCament & Rogers, 2014, BERK, ESA, and Fehr & Peers 2017

Challenges and Opportunities

Based on CBD Assessment stakeholder interviews and a Downtown Plan developer forum held in 2017, many assets, challenges, opportunities, and incentives were defined and considered in this Plans policies and strategies:

Assets

- **Natural assets** that attract residents to community and by extension Downtown: natural features such as the lakes, creeks, and trees – though lakes are hidden – how to connect.
- Strengths of community and market area for Downtown: **cultural diversity and adjacent to JBLM**.
- **Attractive entertainment** and civic uses (AMC Theater stadium seating, Farmers Market).
- **Access and transit** center including informal park and ride that brings customers. Traffic patterns – customers and visibility on major roads.

Challenges

- **Homelessness:** there are many homeless persons in Town Center area. Need solutions for services and housing, and will take broader effort by more than the City of Lakewood.
- **Perception of safety**, in part driven by factors unrelated to Town Center area or City conditions, that deter customers and residents.
- **Perceptions of quality of life:** Poorly maintained housing, lack of housing options, schools, and crime combine to deter new residents.

Opportunities

- **Housing Options:** Adding housing options in Town Center area that is attractive to all incomes and fits community needs is important – future retirees may want luxury apartments, seniors need different housing choices including ability to age in place, young professionals want to live and work in same area provided there are amenities.
- Create a downtown that **attracts businesses with primary, high wage jobs**. For example, the City could incentivize office uses and other living-wage businesses. Encourage live/work to encourage entrepreneurs and younger households.
- **Catalyst sites for private reinvestment** on parking lots, vacant shopping centers, other possible redevelopment sites – Colonial Center, Motor Avenue, Southeast corner of Towne Center, west side of Gravelly Lake Drive SW, Bridgeport Way/Lakewood Drive, others.
- **Making more walkable and attractive** – break up blocks, add park features.
- **Cohesive and Connected Transportation and Landscaping:** Better signage, wayfinding, and beautification from highway interchanges and gateways to Downtown, and connection from Lakewood Station to Town Center.
- **Business owners work together and in collaboration with City:** e.g. form a business improvement district; incentives and funding for cleanup and maintenance (e.g. graffiti).

Incentives

- **Have clear and flexible regulatory environment:** adjust zoning map and density; clear design standards and simple design review; address parking standards; other.
- Tax abatement and incentives.
- **Public and civic investments:** public spaces, art, seasonal events; streets, streetscapes, and parks; environmental remediation.

What We Heard

Between September and November 2017, Lakewood hosted twelve public outreach and engagement efforts to encourage residents and business and property owners to participate in conversations about the best future for Downtown. Over 645 persons were reached through going to community markets, festivals, and classrooms, facilitating focus groups, hosting a multi-day charrette, and conducting an online survey. A dedicated website was created with hundreds of unique views: <https://www.lakewooddowntownplan.org/>.

Activities promoted meaningful dialogue within Lakewood's diverse community of businesses and residents and included: imagining places for live, work, and play at four elementary school classrooms; a visioning exercise with the Lakewood Youth Council; intercept surveys at the BooHan Market, JBLM commissary, JBLM PX, and El Mercado Latino; a focus group discussion with the Korean Women's Association; and a developer's forum. See Figure 2.

OUTREACH THEMES

More **entertainment** venues and restaurants

More **retail choices**, both mom and pop and brand stores

Well-designed housing for seniors & disabled and **mixed use** with housing and commercial together, within walking distance of work, shopping, and buses

Pedestrian friendly street design, well-maintained and safe roads

Family activities and gathering spaces, including Outdoor recreation (e.g. spray park, climbing walls, skating rink, other) and indoor cultural facilities (e.g. expanded library, children's museum, etc.)

Figure 2. Outreach Summary



Vision for Downtown

Based on feedback gained from the outreach with the Lakewood community described above, this Plan proposes a Downtown Vision Statement that is a basis for policies and actions in this Plan, and that will guide future Plan implementation. The Downtown Vision Statement is compatible with the City's Comprehensive Plan Vision that promotes a vibrant downtown.

Proposed Vision Statement

Our VISION FOR DOWNTOWN is that it is seen as the “heart” of Lakewood. Downtown is where people go to do fun things, see friends and neighbors, eat good food, and experience the cultural diversity of the City. Downtown brings a strong sense of pride for the community by celebrating all things Lakewood and bringing a strong sense of identity to the City and its people. Downtown is best experienced by walking or biking and is safe, inviting, and connected. The Downtown has a mix of retail, restaurant, employment, and housing options that are well-designed and support civic life and a strong economy.

Downtown is:

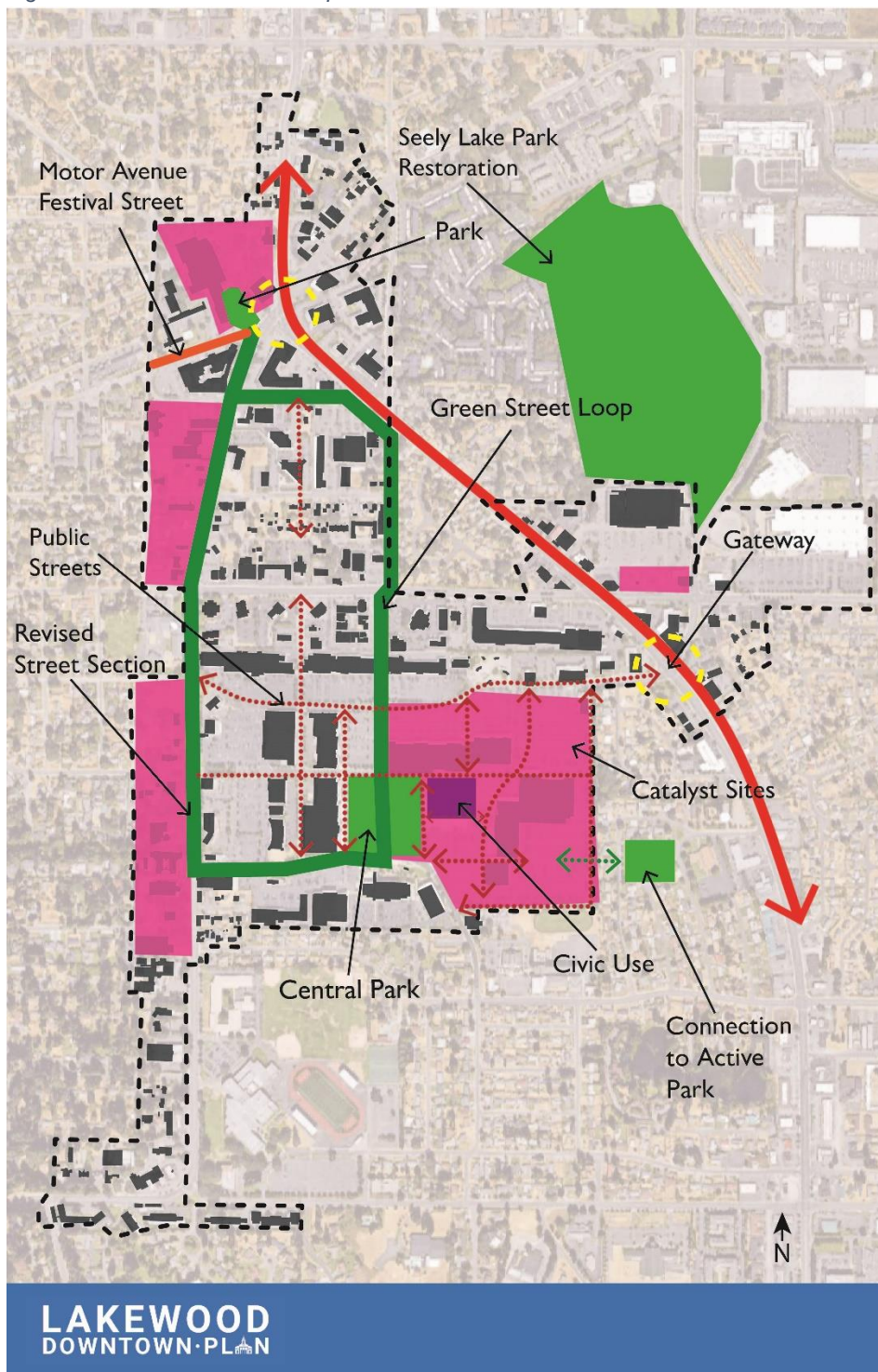
- A GREAT PLACE!
- The HEART of the COMMUNITY and CIVIC LIFE
- Designed for PEOPLE to WALK and BIKE
- SAFE and INVITING
- Where people of all ages go to do FUN things
- Rich with CULTURAL DIVERSITY
- SUSTAINABLE and connected to NATURE
- Part of a thriving LOCAL ECONOMY
- A source of PRIDE and IDENTITY for LAKEWOOD
- Where people LIVE, WORK, MEET, SHOP, and EAT

Concept Plan

The overall concept plan was initially developed during the 2017 charrette and informed by the public design exercise, public input to date, and insights from the planning and design team based on best practices and experience on similar projects (See Figure 3). The following are highlights from the concept plan:

- **Green Street Loop:** To address the lack of park space, improve public streets, and improve circulation for pedestrians and bicyclists the green loop will include park like elements, green infrastructure, and support redevelopment in Downtown.
- **New Public Streets:** The Downtown lacks a dense and walkable street grid to support urban development, circulation, and an active public realm.
- **Central Park:** A new urban park of between two to four acres is proposed just north of City Hall to serve as the main gathering space for the community and to include a variety of features and programming.
- **Revised Gravelly Lake Drive:** As part of the Green Street Loop, a revised road design for Gravelly Lake Drive SW is proposed. The revision will allow for expanded sidewalks and a multi-use path on the east side of the street.
- **Catalyst Sites:** Catalyst sites are the best opportunities to weave together public improvements in infrastructure and amenities with infill and redevelopment by the private sector. The best opportunities for redevelopment based on vacant and underutilized sites, and large surface parking areas, and surrounding context have been identified as catalyst sites in the near term to further the implementation of this Plan.
- **Motor Avenue Festival Street:** The City intends to move forward with creating a festival street along Motor Avenue consistent with the adopted concept plan. The plan includes a large central plaza, a pedestrian promenade, a farmer's market and event structure, street trees, landscaping, and public art opportunities.

Figure 3. Downtown Plan Concept



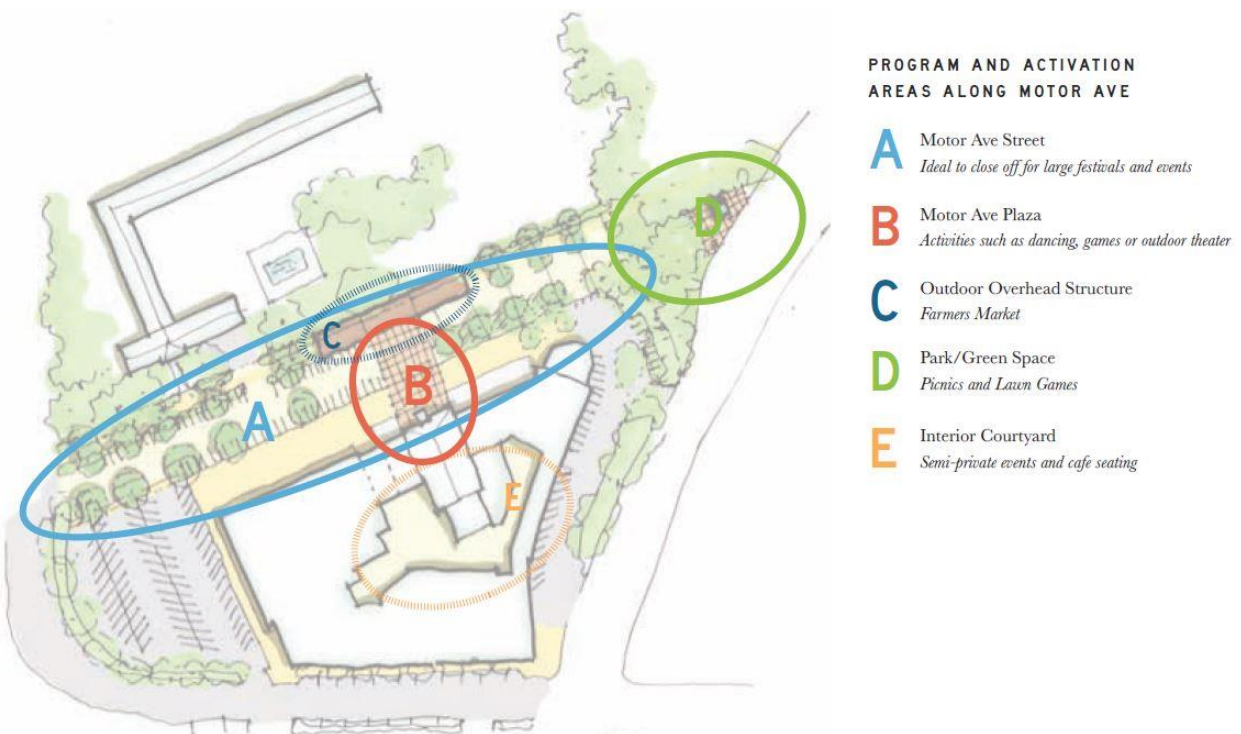
Framework, 2017

Placemaking

Many of the design concepts in this plan require significant capital investments and in some cases the purchase of additional property or right-of-way. Placemaking is an opportunity to improve public spaces in the short-term through low-cost improvements that may include seating, games, events of various sizes, public art, food trucks, and other activities. These shorter-term placemaking activities are becoming more popular around the world as a strategy to begin improving places now without the long-term planning and costs associated with larger public improvement projects. The Lakewood Farmer's Market is an excellent local example of such a placemaking event that utilizes the primary public space in Downtown around City Hall.

Figure 4 shows a concept plan for programming along Motor Avenue. Placemaking activities could occur prior to the redevelopment of Motor Avenue SW into a festival street. Figure 5 and Figure 6 show programming and activation examples.

Figure 4. Motor Avenue Programming Ideas



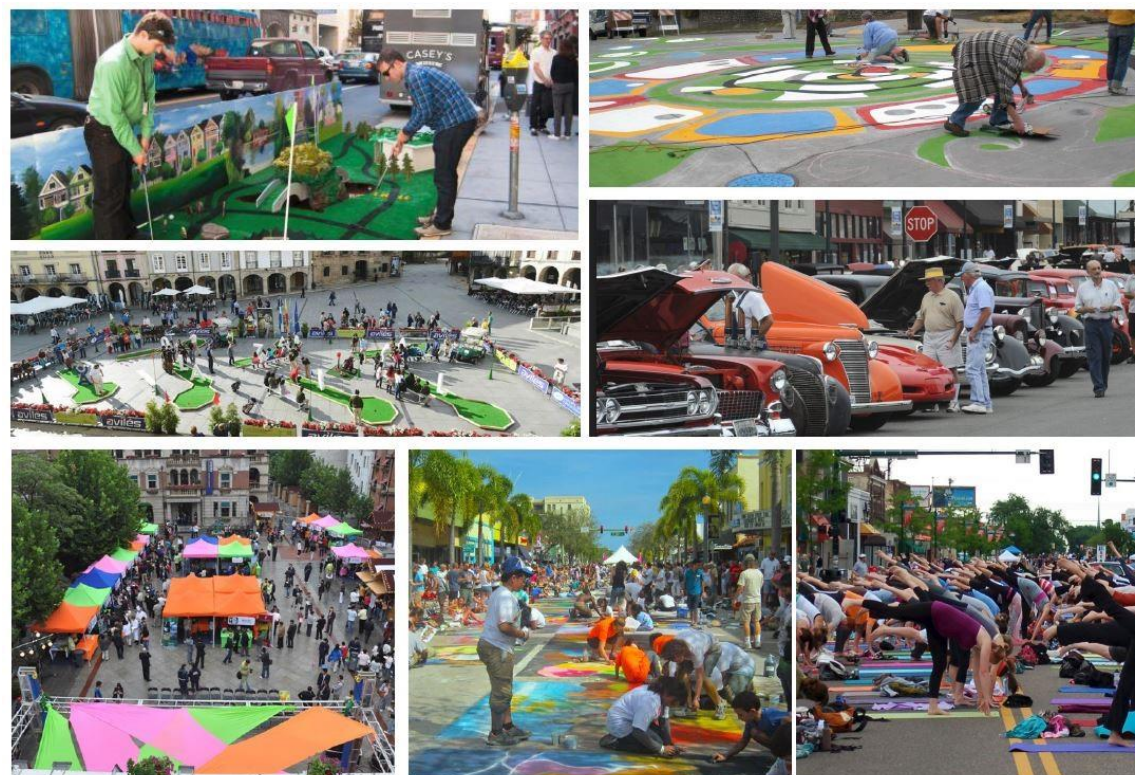
Framework, 2016

Figure 5. Programming and Activation Examples



Compiled by Framework 2018

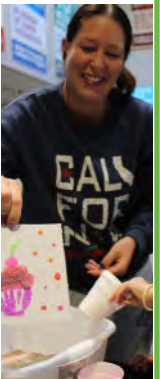
Figure 6. Programming and Activation Examples



Compiled by Framework 2018



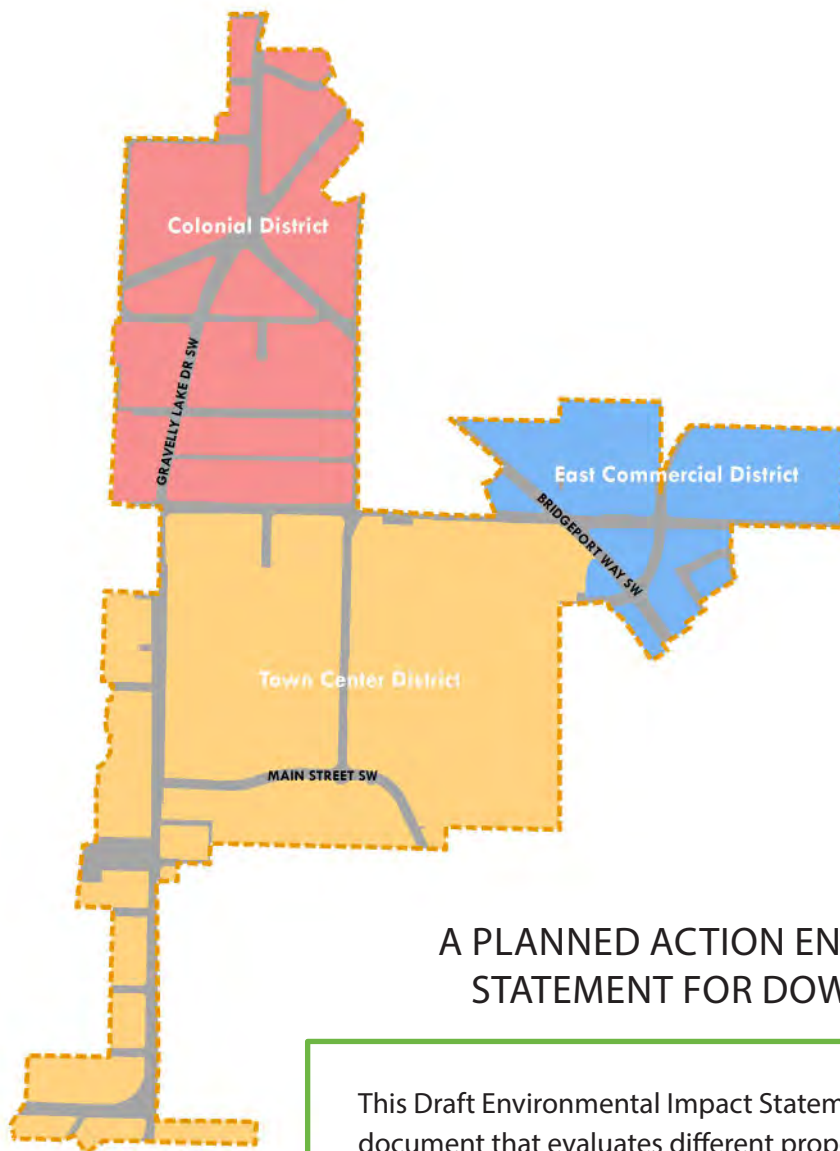
LAKEWOOD DOWNTOWN·PLAN



DRAFT Planned Action Environmental Impact Statement

MARCH 2018

Prepared by: BERK
ESA
Fehr & Peers
Framework
KPG
Seth Harry &
Associates



A PLANNED ACTION ENVIRONMENTAL IMPACT STATEMENT FOR DOWNTOWN LAKEWOOD

This Draft Environmental Impact Statement (Draft EIS) is an informational document that evaluates different proposals and alternatives in the Downtown including future land use, transportation, park and other investments that could be implemented between 2018 and 2035. The document identifies potential beneficial and adverse environmental impacts and potential mitigation measures that can reduce adverse impacts. This document is provided for the public and City decision makers; public comments are taken on the Draft EIS over a 30-day period from March 16 to April 16, 2018 (see the Fact Sheet for how to comment).

This EIS supports the designation of a Planned Action under the State Environmental Policy Act (SEPA) to streamline future environmental review and permitting in the study area. Future projects in the Downtown study area will not require SEPA determinations at the time of permit application if they are consistent with the type of development, traffic assumptions, and mitigation measures studied in the EIS. All such projects would still need to be consistent with all adopted laws and regulations, and would be reviewed pursuant to City adopted land use procedures.



March 16, 2018

Subject: Draft Lakewood Downtown Planned Action Environmental Impact Statement

Dear Reader:

A major goal of the City of Lakewood is to create a Downtown focused in the Central Business District (CBD) zone, redeveloping it into a rich urban area with civic amenities, walkable streets, and a mix of uses including housing, entertainment, restaurants, and retail. Downtown Lakewood has significant economic and cultural assets to build upon and some challenges to overcome. To help attain this ambitious goal for Downtown Lakewood, the City of Lakewood has commissioned the Lakewood Downtown Plan, considered a subarea plan under the Growth Management Act. The plan builds on a foundation of current plans and programs and will:

- Describe a vision, land use and design, gathering places, infrastructure investments, and other action strategies for Lakewood's central business district or "Downtown".
- Amend Comprehensive Plan land use, policy, and capital facility plan elements.
- Create new form-based zoning standards.
- Provide upfront environmental review through a Planned Action consistent with RCW 43.21c.440 and SEPA rules in WAC 197-11 are anticipated to help bring about desired change and development.

This Draft Environmental Impact Statement (Draft) EIS evaluates the environmental consequences of the proposal and alternatives that illustrate how to implement the vision for an urban area with civic amenities, walkable streets, and a mix of uses including housing, entertainment, restaurants, and retail. The Alternatives include a "No Action" Alternative that assumes growth according to current trends and under current City Plans and development regulations, and Action Alternatives 1 and 2 that assume moderate to high levels of growth based on targeted infrastructure and civic investments and plan and code changes. Investments include a green loop of street and trail improvements, more public streets, and a central park.

This Draft EIS provides a qualitative and quantitative analysis of environmental impacts associated with the Lakewood Downtown Plan. The specific purpose of this EIS is to assist the public and local government decision makers in considering future growth, infrastructure, and mitigation measures appropriate in the Downtown.

The proposal also includes the designation of a SEPA Planned Action to streamline future environmental review and permitting in the study area. A planned action provides more detailed environmental analysis during an area-wide planning stage rather than at the permit review stage. (See RCW 43.21C.440 and WAC 197-11-164 to -172.) Future projects in the proposal study area developing under

the designated Planned Action will not require SEPA determinations at the time of permit application if they are consistent with the type of development, traffic assumptions, and mitigation measures studied in the EIS.

All members of the public, agencies, and tribes are invited to provide comment on the Draft EIS.

Email comments are preferred and must be sent to tspeir@cityoflakewood.us with the proposal name (Lakewood Downtown Plan EIS) in the subject line. Include your comments in the body of your email message rather than as attachments.

Alternative methods of submitting written comments are:

Tiffany Speir, Planning Manager, Special Projects
Community & Economic Development Department
6000 Main St SW, Lakewood, WA 98499

Send comments by **5 pm April 16, 2018.**

An Open House and Public Meeting hosted by Lakewood Planning Commission is scheduled for:

March 21, 2018
5:30 PM
Lakewood City Hall
6000 Main St SW, Lakewood, WA 98499

The purpose of the Open House and Public Meeting is to introduce the Draft Downtown Plan and Draft EIS. All members of the public are welcome to participate in interactive displays and discussions.

The Draft Downtown Plan is being circulated at the same time as this Draft EIS, and comments are also welcome on the Draft Downtown Plan. Both documents are available at:
<https://www.lakewooddowntownplan.org/>.

For more information, please visit the project website, <https://www.lakewooddowntownplan.org/>, or you may contact Tiffany Speir, Planning Manager, Special Projects, at tspeir@cityoflakewood.us or 253.983.7702.

Sincerely,



David Bugher
SEPA Responsible Official
Assistant City Manager for Development/Community & Economic Development Director



Draft Planned Action Environmental Impact Statement

City of Lakewood – March 2018



This page intentionally left blank.

Fact Sheet

Project Title

Downtown Lakewood Plan and Planned Action

Proposed Action and Alternatives

The City has commissioned the preparation of a subarea plan for Lakewood's Central Business District, or "Downtown". The plan will build upon past planning efforts and describe a vision, land use and design, gathering places, infrastructure investments, and other action strategies for Lakewood's central business district or "Downtown". Comprehensive Plan land use, policy, and capital facility plan amendments, new form-based zoning standards, and upfront environmental review through a Planned Action consistent with RCW 43.21C.440 and SEPA rules in WAC 197-11 are anticipated to help bring about desired change and development.

This Draft Environmental Impact Statement (EIS) considers three alternatives that illustrate how to implement the vision for an urban area with civic amenities, walkable streets, and a mix of uses including housing, entertainment, restaurants, and retail:

- **No Action**, a SEPA Required Alternative. This alternative assumes growth according to current trends and under current City Plans and development regulations, including over 450 housing units, and over 1,660 jobs. There would be no additional public investments in parks or stormwater infrastructure. Current transportation plans would be implemented, the number of public streets would not increase, and block size would not decrease. The Subarea Plan and associated form based code and Planned Action Ordinance would not be adopted.
- **Action Alternative 1**, assuming a moderate level of development, with over three times the housing and over two times the jobs as the No Action Alternative, based on targeted infrastructure and civic investments and a Downtown Subarea Plan and code changes. Investments include a green loop of street and trail improvements, more public streets, and a 2-acre central park. Development evaluated includes nearly 1,580 housing units and over 4,150 jobs. The increased growth in housing and jobs is spurred by a greater investment in multi-modal transportation improvements, parks and gathering spaces, and environmental amenities and stormwater management. Infill and integration of mixed-use development would occur on catalyst sites. Amendments integrating the Subarea Plan would be made to the Lakewood Comprehensive Plan. The City may request an adjusted Regional Growth Center boundary under Vision 2040, the Puget Sound Regional Council's (PSRCs) Growth Strategy for the four-county area; the boundary proposed would match that of the Study Area evaluated in this EIS.
- **Action Alternative 2**, assuming a high level of growth, with five times the housing and jobs compared with No Action and with the greatest level of civic and infrastructure investments, including a green loop, added public streets, and a 4-acre central park. With Alternative 2, over 2,250 housing units and nearly 7,370 jobs would be developed. The plan and code would allow the greatest density and heights up to similar levels as the current code (90 feet). More redevelopment of catalyst sites

into mixed use formats would occur. Similar Lakewood Comprehensive Plan and PSRC Vision 2040 boundary amendments would be proposed as for Alternative 1.

Proponent & Lead Agency

City of Lakewood

Location

The Study Area is approximately 319 gross acres, and contains the central shopping area of the community including the Colonial District and Lakewood Towne Center. Major roads include Bridgeport Way SW, and Gravelly Lake Drive SW and 100th Street SW. The Study Area is bounded approximately by Fairlawn Drive SW and Kiwanis Park on the north, 59th Avenue SW and Lakewood Drive W to the east, 112th Street SW on the South, and Gravelly Lake Drive SW to the west, including property fronting on both sides of the roadway.

Tentative Date of Implementation

Summer 2018

Responsible Official

David Bugher, Assistant City Manager for Development/Community & Economic Development Director
City of Lakewood

Community & Economic Development Department

6000 Main St SW, Lakewood, WA 98499

DBugher@cityoflakewood.us

Contact Person

Tiffany Speir, Planning Manager, Special Projects

City of Lakewood Community & Economic Development Department

6000 Main St SW, Lakewood, WA 98499

253.983.7702

tspeir@cityoflakewood.us

Licenses or Permits Required

City of Lakewood

- Adoption of Downtown Plan as a subarea plan and element of the Comprehensive Plan
- Adoption of Zoning and Development Regulation Amendments

- Adoption of a Planned Action ordinance

Puget Sound Regional Council

- Centers Plan Consistency Review

Washington State Department of Commerce

- Comprehensive Plan and Development Regulation Amendments Review

Authors and Principal Contributors to the EIS

This Draft Environmental Impact Statement (EIS) has been prepared under the direction of the City of Lakewood. The following consulting firms provided research and analysis associated with this EIS:

- BERK: project management, outreach and engagement, land use, Planned Action EIS
- ESA: natural environment
- Fehr & Peers: transportation
- Framework: subarea plan and form-based code, charrette and pop-up events, placemaking/activation
- KPG: streetscapes and parks
- Seth Harry: urban design and charrette

Draft EIS Date of Issuance and Comment Period

Date of Issuance: March 16, 2018

Method to Provide Comments:

Email comments are preferred and must be sent to tspeir@cityoflakewood.us with the proposal name (Lakewood Downtown Plan EIS) in the subject line. Include your comments in the body of your email message rather than as attachments.

Alternative methods of submitting written comments are:

Tiffany Speir, Planning Manager, Special Projects
Community & Economic Development Department
6000 Main St SW, Lakewood, WA 98499

Send comments by **5 pm April 16, 2018**.

Public Meeting: An Open House and Public Meeting hosted by Lakewood Planning Commission is scheduled for:

March 21, 2018 5:30 PM, Lakewood City Hall
6000 Main St SW, Lakewood, WA 98499

The purpose is to introduce the Draft Downtown Plan and Draft EIS. All members of the public are welcome to participate in interactive displays and discussions.

Date of Final Action

Summer 2018

Location of Background Data

See relevant reports and studies associated with the Downtown Plan at:

<https://www.lakewooddowntownplan.org/>.

Purchase of Draft EIS

This Draft EIS has been distributed to agencies, organizations and individuals noted on the Distribution List following this Fact Sheet.

Copies of the EIS are also available for review at the Lakewood Community Development Department:

City of Lakewood

Community & Economic Development Department

6000 Main St SW, Lakewood, WA 98499

A copy is also available at the Lakewood Library at 6300 Wildaire Rd SW, Lakewood, WA 98499.

Alternatively, the Draft EIS can be reviewed and downloaded at the project website at:

<https://www.lakewooddowntownplan.org/>.

Flash drives or a limited number of hard copies for public distribution are also available and may be purchased at the City's Community & Economic Development Department for the cost of reproduction.

Distribution List

A notice of availability has been provided to the following distribution list. A copy has been provided to the Department of Ecology.

Federal

Commander, Joint Base Lewis-McChord HQ

US Fish & Wildlife Office/ US Service

Tribal

Nisqually Indian Tribe

The Puyallup Tribe

State

Department of Agriculture

Department of Archaeology and Historic Preservation

Department of Commerce

Department of Corrections

Department of Ecology

Department of Fish and Wildlife

Department of Health

Department of Transportation

Energy Facility Site Evaluation Council (EFSEC)

Office of the Attorney General

WA Military Department

Regional

Puget Sound Regional Council

Puget Sound Clean Air Agency

Other Local Governments

City of Bonney Lake

City of DuPont

City of Gig Harbor

City of Lacey

City of Olympia

City of Puyallup

City of Sumner

City of Tacoma

City of University Place

Pierce County

Pierce County Assessor-Treasurer

Thurston County

Town of Steilacoom

Ports

Port of Olympia

Port of Tacoma

Service Providers

Clover Park School District

Lakeview Light & Power

Lakewood Library

Lakewood Refuse Service

Lakewood Water District

Pierce Transit

Puget Sound Energy

Tacoma Power

West Pierce Fire & Rescue

Media

Tacoma News Tribune

Civic and Business Stakeholders

American Lake Improvement Club

Associated General Contractors

Dayton Hudson Corp

Firestone Group LLC

First Interstate Bank Villa Plaza

Lake Steilacoom Improvement Club

Lakewood Players

Lakewood Towne Center - RPAI US Management, LLC

Lakewood Towne Center South LLC

LAKHA Properties

LJB Ventures LLC

LKW Associates LLC

Master Builders Assn. of Pierce County

NAIOP Washington State Chapter

Puget Sound National Bank
RPAI

St. Francis Cabrini

Starbucks Corp

Table of Contents

1.0	Summary	1-1
1.1.	Purpose of Proposed Action.....	1-1
1.2.	Organization of this Document.....	1-1
1.3.	State Environmental Policy Act Process	1-2
1.3.1.	Purpose of SEPA and Planned Action.....	1-2
1.3.2.	Prior SEPA Review.....	1-2
1.3.3.	Integrated SEPA/GMA Process.....	1-3
1.4.	Public Involvement	1-3
1.5.	Objectives, Plan Concepts, and Alternatives.....	1-4
1.5.1.	Objectives.....	1-4
1.5.2.	Plan Concepts.....	1-4
1.5.3.	Alternatives.....	1-7
1.6.	Major Issues, Significant Areas of Controversy and Uncertainty, and Issues to be Resolved	1-9
1.7.	Summary of Impacts and Mitigation Measures.....	1-10
1.7.1.	Natural Environment.....	1-10
1.7.2.	Population, Employment, and Housing	1-11
1.7.1.	Land Use Plans and Policies	1-13
1.7.2.	Transportation.....	1-17
1.7.3.	Public Services.....	1-21
1.7.1.	Utilities	1-22
2.0	Proposal and Alternatives	2-1
2.1.	Purpose and Introduction.....	2-1
2.2.	Description of the Study Area.....	2-2
2.3.	Objectives and Alternatives	2-4
2.3.1.	Objectives.....	2-4
2.3.2.	Subarea Concepts	2-4
2.3.3.	Planned Action.....	2-26
2.3.4.	Alternatives Comparison	2-27
2.4.	SEPA Comment Opportunities	2-29
2.5.	Benefits and Disadvantages of Delaying the Proposed Action.....	2-30

3.0	Affected Environment, Significant Impacts, and Mitigation Measures	3-31
3.1.	Natural Environment.....	3-31
3.1.1.	Affected Environment.....	3-31
3.1.2.	Impacts.....	3-34
3.1.3.	Mitigation Measures.....	3-36
3.1.4.	Significant Unavoidable Adverse Impacts	3-37
3.2.	Population, Employment, and Housing.....	3-38
3.2.1.	Affected Environment.....	3-38
3.2.2.	Impacts.....	3-47
3.2.3.	Mitigation Measures.....	3-50
3.2.4.	Significant Unavoidable Adverse Impacts	3-51
3.3.	Land Use.....	3-52
3.4.1.	Affected Environment.....	3-52
3.2.5.	Impacts.....	3-66
3.2.6.	Significant Unavoidable Adverse Impacts	3-77
3.4.	Transportation	3-79
3.4.1.	Affected Environment.....	3-79
3.4.2.	Impacts.....	3-94
3.4.3.	Mitigation Measures.....	3-109
3.4.4.	Significant Unavoidable Adverse Impacts	3-111
3.5.	Public Services.....	3-79
3.5.1.	Affected Environment.....	3-113
3.5.1.	Impacts.....	3-118
3.5.2.	Mitigation Measures.....	3-121
3.5.3.	Significant Unavoidable Adverse Impacts	3-121
3.6.	Utilities	3-122
3.6.1.	Affected Environment.....	3-122
3.6.2.	Impacts.....	3-128
3.6.3.	Mitigation Measures.....	3-132
3.6.4.	Significant Unavoidable Adverse Impacts	3-132
4.0	References	4-134

Table of Exhibits

Exhibit 1.5-1. Downtown Lakewood Concepts.....	1-6
Exhibit 1.5-2. Lakewood Downtown Civic and Infrastructure Investments.....	1-7
Exhibit 1.5-3. Alternative Plan and Code Changes and associated Housing and Job Growth.....	1-8
Exhibit 1.7-1. Development Density.....	1-12
Exhibit 1.7-2. Downtown Buildable Parcels Summary.....	1-14
Exhibit 1.7-3. Housing and Job Growth by Alternative.....	1-15
Exhibit 1.7-4. Daily Person Trip Ends Generated by Scenario	1-17
Exhibit 1.7-5. Transportation Network Assumptions.	1-18
Exhibit 1.7-6. Summary of Transportation Impacts.....	1-19
Exhibit 1.7-7. Potential Additional Transportation Mitigation.....	1-19
Exhibit 2.2-1. Study Area	2-3
Exhibit 2.3-1. Downtown Lakewood Concepts.....	2-6
Exhibit 2.3-2. Catalyst Sites.....	2-7
Exhibit 2.3-3. Existing Conditions: Lakewood Towne Center	2-8
Exhibit 2.3-4. Phased Mixed-Use Option: Early Charette Concept Option A.....	2-9
Exhibit 2.3-5. Towne Center Option A - Phased Mixed-Use Option Site Plan and 3D View	2-10
Exhibit 2.3-6. Complete Redevelopment Option: Early Charette Concept Option B	2-11
Exhibit 2.3-7. Towne Center Option B – New Format Option Site Plan and 3D View.....	2-12
Exhibit 2.3-8. Towne Center Option C – Infill and Partial Redevelopment based on Option B.....	2-13
Exhibit 2.3-9. Concept – Mixed Use West of Gravelly Lake Drive	2-14
Exhibit 2.3-10. Colonial District and Motor Avenue Improvements	2-15
Exhibit 2.3-11. Downtown Area Buildable Lands and Catalyst Sites	2-16
Exhibit 2.3-12. Downtown Lakewood Streets and Green Loop Concepts	2-17
Exhibit 2.3-13. Street Section Concepts: Green Loop Mt Tacoma Drive SW/59th Avenue SW.....	2-18
Exhibit 2.3-14. Gravelly Lake Drive SW Revision – Concept #2 (looking north)	2-19
Exhibit 2.3-15. Gravelly Lake Drive SW Revision with Photo – Concept #2 (looking north).....	2-19
Exhibit 2.3-16. Gravelly Lake Drive SW Revision – Concept #3-A (Looking north)	2-20
Exhibit 2.3-17. Gravelly Lake Drive SW Revision – Concept #3-B (Looking north).....	2-20
Exhibit 2.3-18. Green Loop: 59 th Avenue NW Concept 1 (Existing ROW).....	2-20
Exhibit 2.3-19. 59 th Avenue SW Concept 2	2-21
Exhibit 2.3-20. Lakewood Towne Center Boulevard SW.....	2-21
Exhibit 2.3-21. Motor Avenue SW – Typical Section – Travel, Parking, and Pedestrian Spaces.....	2-22
Exhibit 2.3-22. Motor Avenue SW – Typical Section – Market Space and Plaza.....	2-22

Exhibit 2.3-23.Future Land Use Plan	2-23
Exhibit 2.3-24. Land Use Study Area.....	2-24
Exhibit 2.3-25. Downtown Area Zoning Map	2-25
Exhibit 2.3-26. Lakewood Downtown Civic and Infrastructure Investments.....	2-27
Exhibit 2.3-27. Alternative Plan and Code Changes and associated Housing and Job Growth	2-28
Exhibit 3.1-1. Surface Water Features.....	3-33
Exhibit 3.2-1. Lakewood and Pierce County Population	3-39
Exhibit 3.2-2. Study Area and Relationship to Census Tract 719.01 Block Group 1	3-39
Exhibit 3.2-3. Race and Ethnicity: Lakewood, Town Center District Vicinity (CBD), and Pierce County...	3-40
Exhibit 3.2-4. Town Center Vicinity: Population Density and Multifamily Housing	3-41
Exhibit 3.2-5. Housing Tenure	3-42
Exhibit 3.2-6. Covered Employment Estimates, Lakewood Study Area: 2016.....	3-44
Exhibit 3.2-7Jobs by Worker Race, Ethnicity, and Sex 2015 Town Center Vicinity	3-44
Exhibit 3.2-8. Taxable Land Value.....	3-46
Exhibit 3.2-9. Housing and Job Growth by Alternative 2017-2035.....	3-48
Exhibit 3.2-10. Development Density	3-48
Exhibit 3.2-11. Current and Future Job Sector Shares.....	3-49
Exhibit 3.3-1. Current Land Use	3-53
Exhibit 3.3-2. Comprehensive Plan Future Land Use Map	3-56
Exhibit 3.3-3. Current Zoning Within Study Area, by Acres	3-57
Exhibit 3.3-4. Current Zoning Within Study Area	3-58
Exhibit 3.3-5. Maximum Development Standards for Current Zoning	3-59
Exhibit 3.3-6. Lakewood Employment and Housing Capacity – Citywide and CBD Zone.....	3-59
Exhibit 3.3-7. Lakewood Regional Growth Center Boundaries.....	3-62
Exhibit 3.3-8. Regional Centers Framework Update – Regional Growth Centers	3-64
Exhibit 3.3-9. Pierce County Countywide Planning Policies Designation and Planning Criteria: 2014...	3-65
Exhibit 3.3-10. Downtown Buildable Parcels Summary	3-66
Exhibit 3.3-11. Consolidated map of Developable Land in Downtown	3-67
Exhibit 3.3-12. Housing and Job Growth by Alternative	3-68
Exhibit 3.3-13. Activity Units by Alternative	3-69
Exhibit 3.3-14. Lakewood Employment and Housing Capacity – Downtown.....	3-69
Exhibit 3.3-15. Lakewood Employment and Housing Capacity – Citywide including Downtown.....	3-69
Exhibit 3.4-1. Study Area Intersections	3-80
Exhibit 3.4-2. Existing Pedestrian Network.	3-81
Exhibit 3.4-3. Existing Bicycle Network.....	3-83
Exhibit 3.4-4. Existing Transit Network.	3-84

Exhibit 3.4-5. Existing Bus Routes.	3-85
Exhibit 3.4-6. Functional Classification.	3-87
Exhibit 3.4-7. LOS/Delay Thresholds for Signalized and Unsignalized Intersections.	3-88
Exhibit 3.4-8. Existing PM Peak Hour Intersection Level of Service and Delay.	3-89
Exhibit 3.4-9. Intersection Level of Service - Existing.	3-90
Exhibit 3.4-10. Existing Collision Rates.	3-92
Exhibit 3.4-11. Transportation Network Assumptions.	3-95
Exhibit 3.4-12. Daily Person Trip Ends Generated by Scenario.	3-96
Exhibit 3.4-13. Trip Distribution.	3-97
Exhibit 3.4-14. 2035 No Action Alternative - PM Peak Hour Intersection Level of Service and Delay.	3-99
Exhibit 3.4-15. Intersection Level of Service – No Action Alternative.	3-100
Exhibit 3.4-16. 2035 Alternative 1 - PM Peak Hour Intersection Level of Service and Delay.	3-103
Exhibit 3.4-17. Intersection Level of Service – Alternative 1.	3-104
Exhibit 3.4-18. 2035 Alternative 2 - PM Peak Hour Intersection Level of Service and Delay.	3-107
Exhibit 3.4-19. Intersection Level of Service – Alternative 2.	3-108
Exhibit 3.4-20. Summary of Transportation Impacts.	3-109
Exhibit 3.4-21. Proposed Mitigation Measures.	3-111
Exhibit 3.5-1. West Pierce Fire & Rescue Service Area Map.	3-114
Exhibit 3.5-2. Fire Services Effective Level of Services Standards.	3-115
Exhibit 3.5-3. Police Services Effective Level of Services Standards.	3-115
Exhibit 3.5-4. Cultural, Institutional, and Recreational Facilities.	3-116
Exhibit 3.5-5. Clover Park Public School Size.	3-117
Exhibit 3.5-6. School Services Effective Level of Services Standards.	3-117
Exhibit 3.5-7. Fire and EMS Services.	3-118
Exhibit 3.5-8. Police Staff Demands by Alternative.	3-118
Exhibit 3.5-9. School Generation by Alternative.	3-119
Exhibit 3.6-1. Water System in Study Area.	3-123
Exhibit 3.6-2. Map of Water Mains to be Replaced.	3-124
Exhibit 3.6-3. Sewer System in Study Area.	3-125
Exhibit 3.6-4. Electrical Service Areas by Providers Map.	3-127
Exhibit 3.6-5. Power Services Effective Level of Services Standards.	3-127
Exhibit 3.6-6. Water Provider Effective Level of Service and Need.	3-128
Exhibit 3.6-7. Sewer Treatment Gallons per Day Increase by Alternative.	3-129
Exhibit 3.6-8. Power Demand.	3-129

List of Appendices

- A. Scoping Notice and SEPA Checklist
- B. Draft Planned Action Ordinance
- C. Transportation System Description

1.0 Summary

1.1. Purpose of Proposed Action

A major goal of the City of Lakewood is to create a Downtown focused in the Central Business District (CBD) zone, redeveloping it into a rich urban area with civic amenities, walkable streets, and a mix of uses including housing, entertainment, restaurants, and retail. Downtown Lakewood has significant economic and cultural assets to build upon and some challenges to overcome. To help attain this ambitious goal for Downtown Lakewood, the City of Lakewood has commissioned the Lakewood Downtown Plan, considered a subarea plan under the Growth Management Act. The plan builds on a foundation of current plans and programs and will:

- Describe a vision, land use and design, gathering places, infrastructure investments, and other action strategies for Lakewood’s central business district or “Downtown”.
- Amend Comprehensive Plan land use, policy, and capital facility plan elements.
- Create new form-based zoning standards.
- Provide upfront environmental review through a Planned Action consistent with RCW 43.21c.440 and SEPA rules in WAC 197-11 are anticipated to help bring about desired change and development.

This Draft Environmental Impact Statement (Draft) EIS evaluates the environmental consequences of the proposal and alternatives that illustrate how to implement the vision for an urban area with civic amenities, walkable streets, and a mix of uses including housing, entertainment, restaurants, and retail. The Alternatives include a “No Action” Alternative that assumes growth according to current trends and under current City Plans and development regulations, and Action Alternatives 1 and 2 that assume moderate to high levels of growth based on targeted infrastructure and civic investments and plan and code changes. Investments include a green loop of street and trail improvements, more public streets, and a central park

1.2. Organization of this Document

This document is organized to meet the requirements of the State Environmental Policy Act and implementing rules in WAC 197-11, including WAC 197-11-440, EIS Contents, and WAC 197-11-442, Contents of EIS on Nonproject Proposals:

- **Chapter 1 Summary:** This Chapter provides a summary of more detailed proposal descriptions in Chapter 2 and environmental analysis in Chapter 3.
- **Chapter 2 Proposal and Alternatives:** Describes the Lakewood Downtown Plan proposals, objectives, and alternatives that represent a range of choices that Lakewood can make about the future character, growth, and development in Downtown.

- **Chapter 3 Affected Environment, Significant Impacts, and Mitigation Measures:** For each alternative, environmental consequences are considered regarding the natural environment, population, employment, housing, land use, transportation, public services, and utilities.
- **Chapter 4 References:** Identifies the background studies and information reviewed in the preparation of this EIS.

1.3. State Environmental Policy Act Process

1.3.1. Purpose of SEPA and Planned Action

This Draft EIS provides a qualitative and quantitative analysis of environmental impacts associated with the Lakewood Downtown Plan. The specific purpose of this EIS is to assist the public and local government decision makers in considering future growth, infrastructure, and mitigation measures appropriate in the Downtown.

The proposal also includes the designation of a SEPA Planned Action to streamline future environmental review and permitting in the study area. A planned action provides more detailed environmental analysis during an area-wide planning stage rather than at the permit review stage. (See RCW 43.21C.440 and WAC 197-11-164 to -172.) Future projects in the proposal study area developing under the designated Planned Action will not require SEPA determinations at the time of permit application if they are consistent with the type of development, traffic assumptions, and mitigation measures studied in the EIS. All such projects would still need to be consistent with all adopted laws and regulations, and would be reviewed pursuant to City adopted land use procedures.

1.3.2. Prior SEPA Review

Lakewood adopted its comprehensive plan EIS in June 2000. The EIS contained a preferred alternative and two other alternatives, including a no action alternative and mixed-use alternative. The principal strategy of the preferred alternative was to:

- Protect established neighborhoods;
- Develop intensification within the city's spine, which stretched north along Bridgeport Way from the Lakewood Station, past the Town Center and the colonial Center, through to the Custer Road neighborhood;
- Focused residential density in several neighborhoods, notably Springbrook, Tillicum, and Custer; and
- Increasing the employment base by converting parts of the Woodbrook Neighborhood into an industrial center.

The preferred alternative provided 'development capacity' from an estimated 17,500 new residents and 12,275 new jobs by the year 2017.

A supplemental comprehensive plan EIS was prepared in 2003. There were 10 comprehensive plan amendments proposed in 2003 that would collectively redesignate numerous sections of the City of Lakewood from their existing land use and zoning designations to new designations. The majority of

these amendments were relatively minor, parcel-specific inconsistencies between the adopted future land use plan and existing or intended land uses. However, one amendment along Bridgeport Way, north of 75th Street SW, reduced high-density residential development in favor of commercial development (Wal-Mart). This amendment was controversial. It was approved by the City, appealed to the growth hearings board, and superior court. Ultimately, the City's action was upheld.

Since 2003, there have been no additional substantive amendments to the City's comprehensive plan.

1.3.3. Integrated SEPA/GMA Process

Though the Lakewood Downtown Plan and this EIS are addressed in separate documents meeting different purposes of the Growth Management Act, State Environmental Policy Act, and Lakewood's local needs, the preparation of the Plan and EIS and community engagement process has been conducted in an integrated way.

The Draft Lakewood Downtown Plan is circulated concurrently with this Draft Environmental Impact Statement (EIS), and this EIS contains the details of the environmental analysis of the Downtown Plan proposals.

1.4. Public Involvement

To develop the Draft Lakewood Downtown Plan proposals, the City engaged the diverse Lakewood community. Between September and November 2017, Lakewood hosted twelve public outreach and engagement efforts to encourage residents and business and property owners to participate in conversations about the best future for Downtown. Over 645 persons were reached through going to community markets, festivals, and classrooms, facilitating focus groups, hosting a multi-day charrette, and conducting an online survey. A dedicated website was created with hundreds of unique views: <https://www.lakewooddowntownplan.org/>. Results of the outreach can be found at that website.

Concurrent with Plan outreach efforts, the City asked for comments on the scope of this EIS. The City issued a Determination of Significance and Scoping Notice on December 8, 2017 for a 21-day comment period that closed on December 29, 2017 (see Appendix A). No comments were received.

The Draft EIS is being issued with a 30-day comment period during which time written comments are being requested (see Fact Sheet). Following the Draft EIS issuance, the Final EIS will respond to public comments. The Draft Lakewood Downtown Plan is available for comment concurrently.

Public meetings and hearings on the Planned Action Ordinance and other code amendments (e.g. form based code) will receive legislative review by the Planning Commission and City Council. Project related meetings and comment periods are advertised at the project webpage: <https://www.lakewooddowntownplan.org/>.

1.5. Objectives, Plan Concepts, and Alternatives

1.5.1. Objectives

SEPA requires a statement of proposal objectives to guide the formulation of alternatives and their evaluation. For the purposes of this EIS, the proposed guiding principles of the Downtown Plan are considered objectives.

DOWNTOWN IS....

- A GREAT PLACE!
- The HEART of the COMMUNITY and CIVIC LIFE
- Designed for PEOPLE to WALK and BIKE
- SAFE and INVITING
- Where people of all ages go to do FUN things
- Rich with CULTURAL DIVERSITY
- SUSTAINABLE and connected to NATURE
- Part of a thriving LOCAL ECONOMY
- A source of PRIDE and IDENTITY for LAKEWOOD
- Where people LIVE, WORK, SHOP, and EAT

There are a variety of ways the guiding principles could be implemented to achieve an urban, mixed use, character and these are explored in alternatives.

1.5.2. Plan Concepts

Extensive community visioning occurred in fall 2017 with meetings, pop-up events, focus groups, an online survey, and a design charrette. In all, at least 645 participants gave their opinions and visions to support the Lakewood Downtown Plan effort. Results are found on the project website:

<https://www.lakewooddowntownplan.org/>. Based on the outreach, participants desired:

- More entertainment venues and restaurants;
- More retail choices, both “mom and pop” and brand stores;
- Well-designed housing for seniors & disabled and mixed use with housing and commercial together, within walking distance of work, shopping, and buses;
- Pedestrian friendly street design, well-maintained and safe roads; and
- Family activities and gathering spaces, including outdoor recreation (e.g. spray park, climbing walls, skating rink, other) and indoor cultural facilities (e.g. expanded library, children’s museum, etc.)

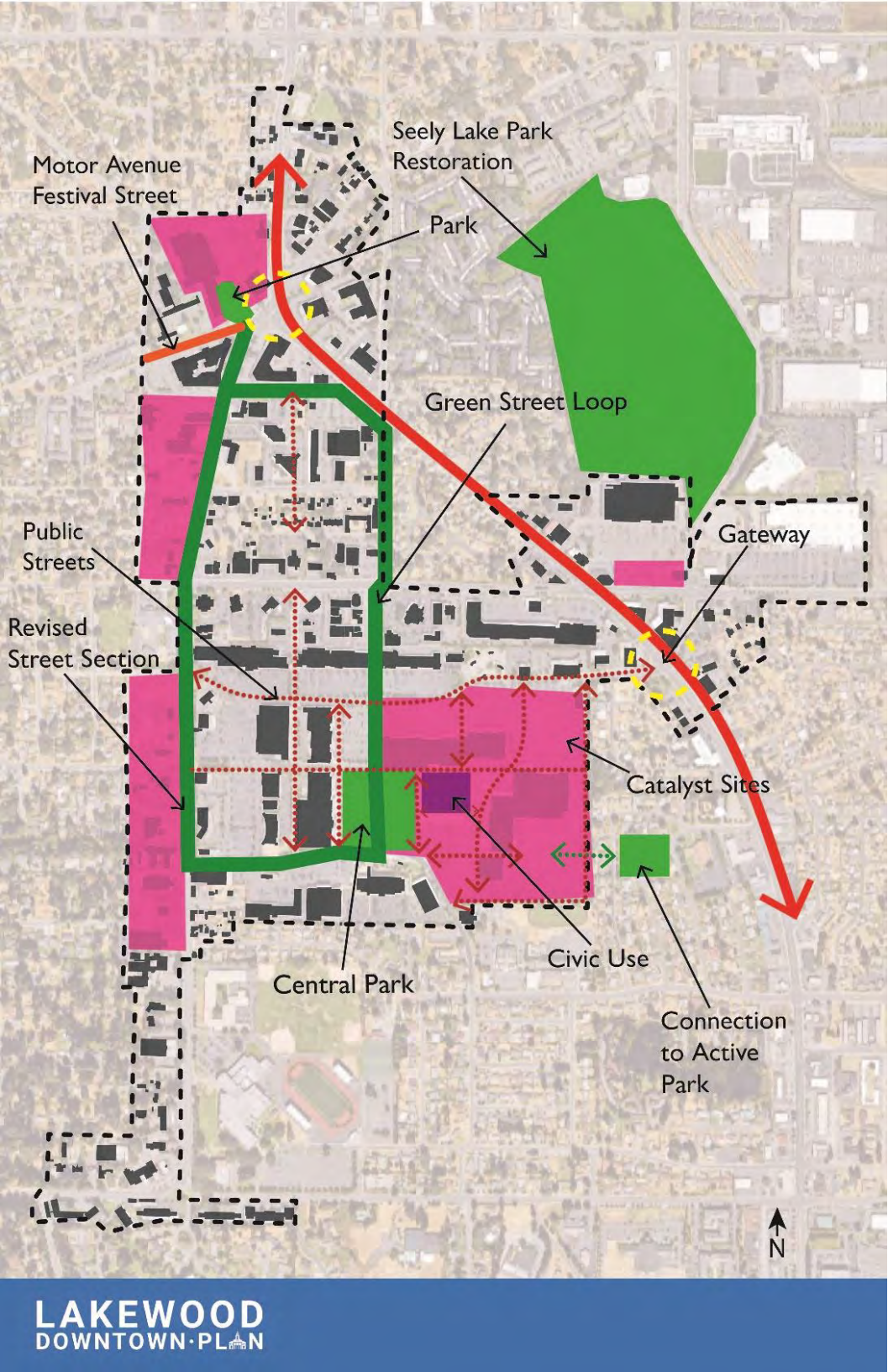
Because of the visioning efforts, the Downtown Plan is proposing key investments and changes:

- 2 to 4-acre park near City Hall;

- Green street loop with improved pedestrian and bicycle facilities;
- Site for additional civic uses near City Hall;
- Improved public street grid in the Towne Center;
- Gateways along major arterials at the entrance to Downtown;
- Revised plan line on Gravelly Lake Drive;
- Catalyst sites for redevelopment;
- Connection to Active Park;
- Motor Avenue Improvements; and
- Seeley Lake Park restoration

These concepts are illustrated in the plan map below. EIS alternatives vary the level of implementation of these features.

Exhibit 1.5-1. Downtown Lakewood Concepts



Source: Framework 2017

1.5.3. Alternatives

Considering the Downtown Subarea Plan Guiding Principles and major concepts, three alternatives are compared in this Draft EIS.

- **No Action**, a SEPA Required Alternative. This alternative assumes growth according to current trends and under current City Plans and development regulations. The No Action Alternative would assume the least housing and jobs are added based on trends. There would be no additional public investments in parks or stormwater infrastructure. Current transportation plans would be implemented, the number of public streets would not increase, and block size would not decrease. The Subarea Plan and associated form based code and Planned Action Ordinance would not be adopted.
- **Action Alternative 1**, assuming a moderate level of development, based on targeted infrastructure investments and a Downtown Subarea Plan and code changes. New housing would be added at more than three times the level of the No Action Alternative, given a greater density allowed. Jobs would more than double the level of the No Action Alternative. The job mix would see a greater number of office or entrepreneurial businesses, and households that want to live, work, shop, and play in the same area. The increased growth in housing and jobs is spurred by a greater investment in multi-modal transportation improvements, parks and gathering spaces, and environmental amenities and stormwater management. Infill and integration of mixed-use development would occur on catalyst sites. Amendments integrating the Subarea Plan would be made to the Lakewood Comprehensive Plan. The City may request an adjusted Regional Growth Center boundary under VISION 2040, the Puget Sound Regional Council's (PSRCs) Growth Strategy for the four-county area; the boundary proposed would match that of the Study Area evaluated in this EIS.
- **Action Alternative 2**, assuming a high level of growth with five times the housing and jobs compared with No Action. Alternative 2 is like Alternative 1 except that larger investments in transportation connections, parks, and green infrastructure would be made. The plan and code would allow the greatest density and heights up to similar levels as the current code (90 feet). More redevelopment of catalyst sites into mixed use formats would occur. Similar Lakewood Comprehensive Plan and PSRC Vision 2040 boundary amendments would be proposed as for Alternative 1.

Alternative civic and infrastructure investments are compared by Alternative below.

Exhibit 1.5-2. Lakewood Downtown Civic and Infrastructure Investments

FEATURE	No Action	Action Alternative 1	Action Alternative 2
Catalyst Sites	Development per current plans and codes. Less transformation of catalyst areas.	Infill and integration of new mixed-use development on catalyst sites.	Fuller redevelopment of catalyst sites into mixed-use centers.
Civic Parks, Community Gathering	No new parks	New 2-acre Central Park, new Green Street Loop, and connections to adjacent parks	New 4-acre Central Park, new Green Street Loop, and connections to adjacent parks
Transportation Connectivity	Per current plan. The City's 6-year TIP (2018-2023) includes the following relevant improvement projects: <ul style="list-style-type: none"> ▪ 2.69B – Gravelly Lake Drive Road Diet b/w Bridgeport and 	The City's planned investments with changes/adds: <ul style="list-style-type: none"> ▪ Retain Bridgeport Way SW as primary vehicle entrance-strengthen gateway ▪ Retain 100th Street SW as a primary east-west vehicle connection between I-5 and subarea 	

FEATURE	No Action	Action Alternative 1	Action Alternative 2
	Steilacoom (4 lanes to 3 lanes with bicycle lanes) ■ 2.72 – 100th St. & Lakewood Dr. curb, gutter, sidewalks, new signal ■ 2.82 – New sidewalk east side of 59th Ave from 100th St to Bridgeport Way ■ 3.13 – Install a traffic signal at Gravelly Lake Drive / Avondale Road ■ 5.7 – Improve non-motorized connections on Motor Ave b/w Whitman and Gravelly Lake Dr. ■ 9.16 – 59th Ave pavement restoration from Main St to 100th St ■ 9.22 – 100th St pavement restoration from 59th Ave to Lakeview Ave	■ Modify cross section of Gravelly Lake Blvd. Study, 3, 4, and 5-lane cross sections between Bridgeport and Nyanza Road SW to allow for improved bicycle and pedestrian facilities* ■ Conversion of Lakewood Towne Center Blvd and Bristol Ave as public streets ■ Lakewood Towne Center Blvd at 59th Ave SW, consider roundabout ■ Reduce 59th Avenue SW to two lanes, allowing for bicycle facilities ■ Addition of new street connections to support walkability. Alternative 1 assumes fewer connections based on phasing or property owner preferences, compared with Alternative 2. Consider 400 feet as the desired maximum block lengths throughout Subarea.	
Ecosystem – e.g. creek daylighting, menu of stormwater requirements	No change to creek. Implement stormwater manual on site by site basis.	Consider range of options qualitatively: greater investment in green infrastructure compared with creek daylighting.	

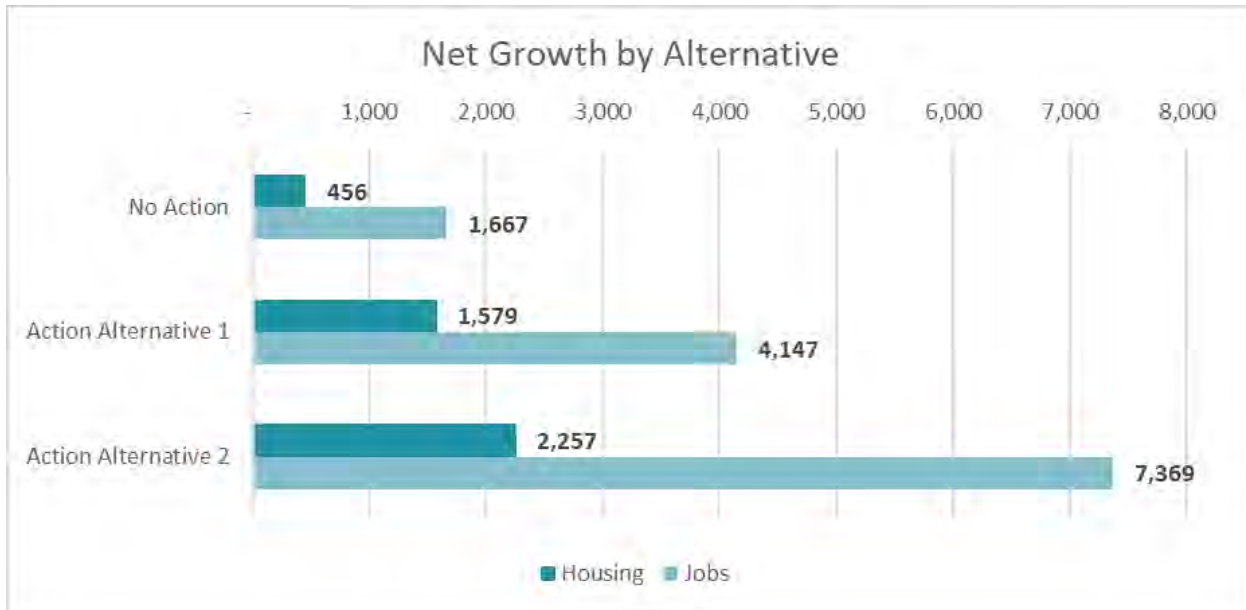
Note: * For a conservative test of alternative transportation improvements, the EIS authors modeled the greatest shift in traffic for Gravelly Lake Drive SW at three lanes and then compared it to no change in the section at five lanes. The analysis provides information indicating that added public streets help distribute the traffic, but that other arterial conditions would require more mitigation. Fewer improvements on other arterials would be needed if four or five lanes is retained in the roadway. This helps the City determine what combination of capital improvements, amenities, and costs are desired.

Due to land use, density, height, parking, and other allowances growth would vary by alternative as illustrated below.

Exhibit 1.5-3. Alternative Plan and Code Changes and associated Housing and Job Growth

FEATURE	No Action	Action ALTERNATIVE 1	Action ALTERNATIVE 2
Plan and Code	Current Plan and Code	New Subarea Plan New Form Based Code and Parking Standards	New Subarea Plan New Form Based Code and Parking Standards
Height	Up to 90 feet allowed, trend of 1-2 stories	Greater height in center, but stepped back on periphery. Most development at 2 to 6 stories. Incentives to earn up to 90 feet (e.g. office).	Greater height in center, but stepped back on periphery. More development of office and housing would create greater intensity of building form and heights up to 90 feet.
Housing Density	54 units per acre	80 units per acre	100 units per acre
Housing: net growth	456	1,579	2,257
Job Trends and Building Space	Current trends continue: minor new construction and addition of jobs at existing sites.	Assume 50% of expected 3.0 million new square feet of commercial space.	Assume 95% of expected 3.0 million new square feet of commercial space.

FEATURE	No Action	Action ALTERNATIVE 1	Action ALTERNATIVE 2
Job Mix	Compared to existing job mix, lesser share of retail and less manufacturing/warehousing, and greater share of finance, insurance, real estate, and services (e.g. office). Similar share of government and education. (Per City transportation model assumptions.)		
Jobs: net growth	1,667	4,147	7,369



Source: BERK Consulting 2017

1.6. Major Issues, Significant Areas of Controversy and Uncertainty, and Issues to be Resolved

The key issues facing decision makers include:

- Approval of a Subarea Plan including a vision, guiding principles, land use concept and design principles to further implement the Downtown vision and related consistency edits to the Comprehensive Plan;
- Approval of a new form-based code and associated consistency edits in the municipal code;
- Level of growth to be incentivized in a Planned Action;
- Type and location of transportation improvements including new public streets and new park investments; and
- Public and private funding strategies.

1.7. Summary of Impacts and Mitigation Measures

1.7.1. Natural Environment

How did we analyze Natural Environment?

This section addresses critical areas, including wetlands, flood hazard areas, fish, and wildlife habitat areas (including streams), aquifer recharge areas, and geologically hazardous areas in the Study Area. Current inventories of natural environment conditions were collected from state, county, and city sources, particularly Geographic Information System (GIS) maps. The EIS consultant team's biologist conducted a windshield survey, reviewed aerials, and existing studies. Each alternative's growth was examined in relation to existing natural resources.

What outcomes or impacts did we identify?

The area is urban in character and there is a potential for direct impacts to critical areas from groundwater contamination, wetland fill, or stream or wetland buffer loss. In areas where development is older and has not undergone redevelopment (and thus does not have stormwater treatment), there is a greater potential to affect groundwater quality. Newer (existing development) and future redevelopment will comply with the 2012 Stormwater Management Manual for Western Washington (Ecology, 2014) and the Pierce County Stormwater Management and Site Development Manual (2015), or the adopted manuals at the time development occurs.

Ponce De Leon Creek, Clover Creek and their associated wetlands are located in the southwest portion of the Study Area. If development were proposed in the vicinity, wildlife habitat conservation area (stream) and wetland regulations would apply and require avoidance and/or minimization of impacts as appropriate.

As a result of redevelopment and installation of stormwater treatment, potential indirect impacts include changes to water quality and quantity of downstream water bodies including portions of Ponce De Leon and Clover Creeks which are outside of the Study Area, Crawford Marsh, and Lake Steilacoom.

What is different between the alternatives?

Action Alternatives 1 and 2 would encourage greater areas of redevelopment on catalyst sites in addition to vacant and underutilized properties, and results in more pervious areas such as the central park and green street loop. Decreases in impervious surfaces and improvements to stormwater runoff would be implemented on a project by project basis consistent with stormwater standards. These improvements are expected to be greater with Alternatives 1 or 2 and less with the No Action Alternative.

What are some solutions or mitigation for the impacts?

In addition to applying critical areas regulations and stormwater standards, the following mitigation measures are proposed for consideration:

- With major redevelopment proposing activities that could involve groundwater discharge or potential changes to groundwater flow (such as underground structures), the City could require site specific evaluation of groundwater protection. The susceptibility and vulnerability of the critical aquifer recharge area should be evaluated by a licensed hydrogeologist. All stormwater should be treated appropriately to avoid any potential groundwater contamination. Stormwater improvements should be designed to improve aquifer recharge.
- The City could require a conservation easement or other regulatory structure for piped streams to ensure the possibility of creek daylighting is not precluded by future redevelopment. The ecological benefits of daylighting a portion of Ponce de Leon Creek could be evaluated by the City. An evaluation could include leaving the piped stream but identifying its historic location, as well as reviewing water quality treatments that benefit the nearby open channel stream, and serve as landscape amenities in the Study Area.
- Landscaping should consist of native species or species with low water requirements.
- The City could require educational signage for aboveground stormwater facilities and/or added natural features.
- The Downtown Plan can offer support for Pierce County efforts to address potential habitat, stormwater, and recreation improvements to Seeley Lake Park.

With mitigation, what is the ultimate outcome?

There would be no significant unavoidable adverse impacts with any of the alternatives. Redevelopment of the Downtown Subarea would require stormwater best management practices (BMPs), which would result in an improvement to stormwater runoff and a benefit to the natural environment. There are limited critical areas in the Study Area, but where they exist, the City's critical areas ordinance regulations would apply, and no direct impacts to critical areas are assumed.

1.7.2. Population, Employment, and Housing

How did we analyze Population, Employment, and Housing?

This section examines current demographic and socio-economic characteristics of residents of the Study Area. Data is from the U.S. Census Bureau and earlier studies of the Central Business District (CBD) area.

What outcomes or impacts did we identify?

Under all alternatives, there would be an increase in density of population, dwellings, and jobs over existing conditions.

Existing homes and business space could redevelop but there would be sufficient space to relocate them in new developments given added heights and extensive redevelopment areas where newly designed housing and businesses could be located.

For all alternatives, the job mix would change to have more services jobs and relatively less retail though both would continue to constitute the highest share of job types in the center. Services jobs such as office and professional services may offer higher wages than typical retail jobs. An unintended consequence of investments in centers is the potential to increase commercial rents and displace small, local businesses. Economic development policies can address strategies around commercial affordability and support for small, local businesses.

What is different between the alternatives?

All alternatives increase densities of both dwelling and jobs over current conditions, particularly Alternative 1 and 2. All alternatives improve the balance of jobs to housing in the Study Area and allow densities that support transit, particularly Alternatives 1 and 2.

Exhibit 1.7-1. Development Density

Feature	Existing	No Action	Alternative 1	Alternative 2
Maximum Building Height (feet)	15- 35 ft.	90 ft.	90 ft.*	90 ft.*
Maximum Dwelling Density – Buildable Lands	Not applicable	54 du/ac	80 du/ac	100 du/ac
Assumed Jobs Density – Buildable Lands	Not applicable	28.34 jobs/ac	FAR 1.8-3.6**	FAR 1.8-3.6**
Effective Density and Ratios (318.69 gross acres)				
Persons per Acre	2.89	6.03	13.76	18.43
Dwelling Units per Acre	1.33	2.78	6.34	8.49
Jobs per Acre	16.65	21.94	29.81	40.03
Jobs/Housing Balance Ratio	12.52	3.64	2.17	2.17

* Transitional heights would allow for step down in buildings along edges of the Study Area that are lower in density.

** Floor area ratio (FAR) refers to the relationship of the building space to the lot area, derived by dividing the gross floor area of all buildings on a lot by the area of that lot. dividing the gross floor area of all buildings on a lot by the area of that lot. The February 22, 2017 “City of Lakewood Employment Capacity Analysis” Memo applies a floor area ratio (FAR) approach to determining future land capacity and assumes that sites that have 25% of the allowed FAR under zoning are more likely to redevelop than sites with more building space. (BERK Consulting, 2017)

Source: BERK 2018

What are some solutions or mitigation for the impacts?

The City allows for tax exemptions for development projects including low and moderate-income housing units in “Tax Incentive Urban Use Centers” in Chapter 3.64 in the Lakewood Municipal Code. As defined in 3.64.010, such a center means “a compact, identifiable district where urban residents may obtain a variety of products and services” and which has businesses, adequate public facilities, and a mix of uses including housing, recreation, and cultural activities. The Downtown Study Area (see Exhibit 1.5-1) containing the community’s Central Business District would meet this definition.

The City works with the Economic Development Board for Tacoma-Pierce County on business retention, expansion, and recruitment activities, as well as the Lakewood Chamber of Commerce. If small business relocation assistance is needed, the City could work with these agencies or others to develop strategies and solutions.

With mitigation, what is the ultimate outcome?

Under all alternatives, displacement of existing residents and existing businesses in the Study Area is possible as land is redeveloped; however, there is capacity to replace housing and business space. Alternatives 1 and 2 would substantially increase the capacity for housing that could better meet demand Downtown, and would further support business investment with more flexible zoning and civic and infrastructure investments. No significant unavoidable adverse impacts are anticipated.

1.7.3. Land Use Plans and Policies

How did we analyze Land Use Plans and Policies?

This section addresses physical land use patterns within and surrounding the Study Area, considering changes in type and intensity of land uses. Existing land use pattern conditions are based on field reconnaissance, imagery review, and Pierce County and City of Lakewood parcel data. Future conditions consider the level of growth and land use change described in Chapter 2 for the alternatives.

What outcomes or impacts did we identify?

Land Use Patterns

New growth is expected to occur under all the alternatives, although the amount of growth and composition of the mix of land uses will vary by alternative. Activity levels would increase across the Study Area with new businesses, residents, and employees.

As redevelopment occurs within the Study Area, there is the potential for localized land use compatibility impacts to occur where newer development is of greater height and intensity than existing development. These compatibility impacts, if they occur, are temporary and will be resolved when the area is fully built, building heights and sizes would be more similar, and mixed uses more prevalent. The extent of these conflicts varies by alternative, and can be reduced by the application of City development and design standards, particularly any standards developed as part of future zoning under Alternatives 1 and 2.

All alternatives would allow development of greater height and density than abutting uses, particularly single family uses that lie to the north, east, south, and west of the Study Area. However, under all alternatives, building transition standards would require a height no greater than 40 feet when abutting single family and mixed residential districts. Currently in LMC 18A.50.120, a building transition area limits the height of multifamily and non-residential uses adjacent to residential and mixed residential zones so that within a transitional distance of about 20 feet, the maximum 40 feet in height. When a preferred plan is selected and the form-based code prepared it is anticipated that a transitional height or other design compatibility measures would be included.

Plans and Policies

All alternatives would meet GMA goals to focus growth in urban areas and avoid sprawl with different degrees of urban intensity. All alternatives provide for a mix of uses and denser development than exists today consistent with Puget Sound Regional Council's Vision 2040's (a regional growth strategy for Central Puget Sound) regional growth centers policies. All alternatives contribute capacity to meet the citywide growth targets developed between Pierce County and its cities. Some of the methods to calculate employment capacity should be integrated into the next update of the Buildable Lands Report consistent with Countywide Planning Policies (CWPPs).

What is different between the alternatives?

Land Use Patterns

Areawide

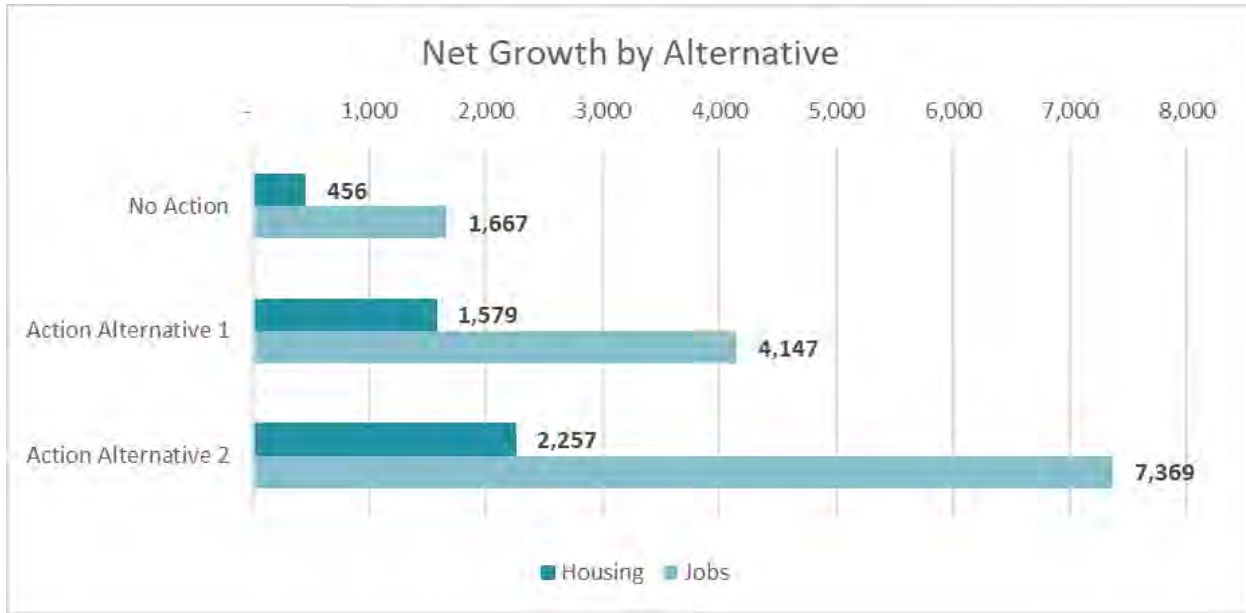
Based on vacant, underutilized, and catalyst properties and zoning densities and assumptions, both residential and employment growth would occur under each alternative, particularly the Action Alternatives, which assume growth on catalyst sites that have larger parcels and parking areas where infill could occur.

Exhibit 1.7-2. Downtown Buildable Parcels Summary

Type	Parcel Count	Parcel Acres
Vacant – All Alternatives	19	4.42
Underutilized – All Alternatives	140	58.44
Catalyst Areas – Alternatives 1 and 2	86	85.05

Source: Pierce County 2014, BERK 2017 and 2018

Housing would have a greater share of building space in the future, and commercial space would increase substantially under Alternative 1 and 2, compared to the No Action Alternative.

Exhibit 1.7-3. Housing and Job Growth by Alternative

Source: BERK 2017

Land Use Study Area West of Gravelly Lake Drive

West of Gravelly Lake Drive, the CBD zone boundary follows parcel boundaries in a non-linear fashion. Blocks are split between MR2, R3, and CBD zoning. Alternatives 1 and 2 study the potential for some of the partial split blocks to be rezoned to more intensive Downtown form based zoning.

Proposed new zoning under Alternative 1 and Alternative 2 would create a Downtown designation and form-based development code, allowing for a range of uses and transitional height and landscape standards. This would promote residential redevelopment to mixed use and residential development similar to the purpose of the MR2 zone, but denser than the R3 zone.

The change from MR2 to a Downtown form-based code would not result in a significant difference in density or height near existing residential areas given transitional design standards; more commercial use could occur with the form-based code, but such uses could be less desirable away from major arterials. The form-based code could improve design of attached dwellings compared to current standards.

The change from R3 to a Downtown form-based code would alter development character across from facing blocks, and potentially set a precedent for higher intensity development in an area planned long-term for single family residential.

Plans and Policies

Action Alternatives 1 and 2 would fulfill the goals and policies of the Lakewood Comprehensive Plan and help fulfill setting target activity units and mode share¹ goals consistent with PSRC's Vision 2040.

¹ Mode split (or mode share) is a measure that describes the various means of transportation used for daily trips within the region. A mode split goal is a quantitative policy statement used to plan for and encourage a shift away from travel by private automobile, in particular driving alone, in favor of alternative modes, such as transit and non-motorized travel options like walking and biking. (Puget Sound Regional Council, 2014)

The No Action Alternative would not amend current plans or regulations applicable in the area. This would not fulfill Lakewood Comprehensive Plan policies calling for plan and code updates to further address mixed use development. Other policies call for removal of deed restrictions and push for more investment in community gathering spaces and multi-modal travel, so these items would not be addressed in a Subarea Plan or form-based code.

The No Action Alternative would also not establish a plan that sets growth targets for the Downtown portion of the designated Lakewood Urban Center. It would not address mode share goals.

What are some solutions or mitigation for the impacts?

Land Use Plan Consistency

Alternatives 1 and 2 would amend the Comprehensive Plan Land Use Designation for the Study Area and create a new implementing form-based code. If areas west of Gravelly Lake Drive currently designated/zoned Residential Mixed /MR2 or Residential 3/ R3 are modified to be included in the Downtown designation and form-based zone, this would also require Comprehensive Plan Amendments.

Further, the Subarea Plan may result in amendments to Comprehensive Plan capital facility and transportation improvements.

The 2014 Buildable Lands Report calculation methods for Lakewood should be updated at the next Buildable Lands Report Update to reflect an alternative FAR method to the jobs-per-acre approach.

Design Standards

Alternatives 1 and 2 would require the development of new or revised zoning and development regulations for the Study Area. New regulations will need to address permitted uses, dimensional requirements, parking and circulation, landscaping, and the development of streets and sidewalks. These regulations will need to be crafted with the intent of creating land use compatibility within and adjacent to the Study Area.

Alternatives 1 and 2 will include the adoption of design standards specific to the Study Area. It is anticipated that design regulations developed to implement Alternatives 1 or 2 would include standards related to: integration of the natural environment, building design, enhancement of gateway features, low-impact development surface water features, public art, pedestrian experience and streetscapes, public spaces, mixed-use building features, site planning, parking, lighting, screening, and signage.

With mitigation, what is the ultimate outcome?

Under all alternatives, additional growth and development will occur in the Study Area, leading to increases in height and bulk of buildings and increased land use intensity. This transition is unavoidable, but is not considered significant or adverse within an urban area designated as the Central Business District and a regional growth center in the Comprehensive Plan.

Future growth is likely to create temporary or localized land use compatibility issues as development occurs. The potential impacts related to these changes may differ in intensity and location in each of the alternatives. However, with existing and new development regulations, zoning requirements, and design guidelines, no significant adverse impacts are anticipated.

1.7.4. Transportation

How did we analyze Transportation?

Existing transportation conditions and future transportation conditions are documented under the three alternatives employing the use of the City's travel demand model. A supplemental tool, called MainStreet, was also applied to estimate the change in vehicle trip rates that could occur based on the variation in land use density and built environment among the alternatives. The effects of future growth on vehicle, transit, pedestrian, and bicycle modes were considered, as well as adopted levels of service for intersections.

What outcomes or impacts did we identify? What is different between the alternatives?

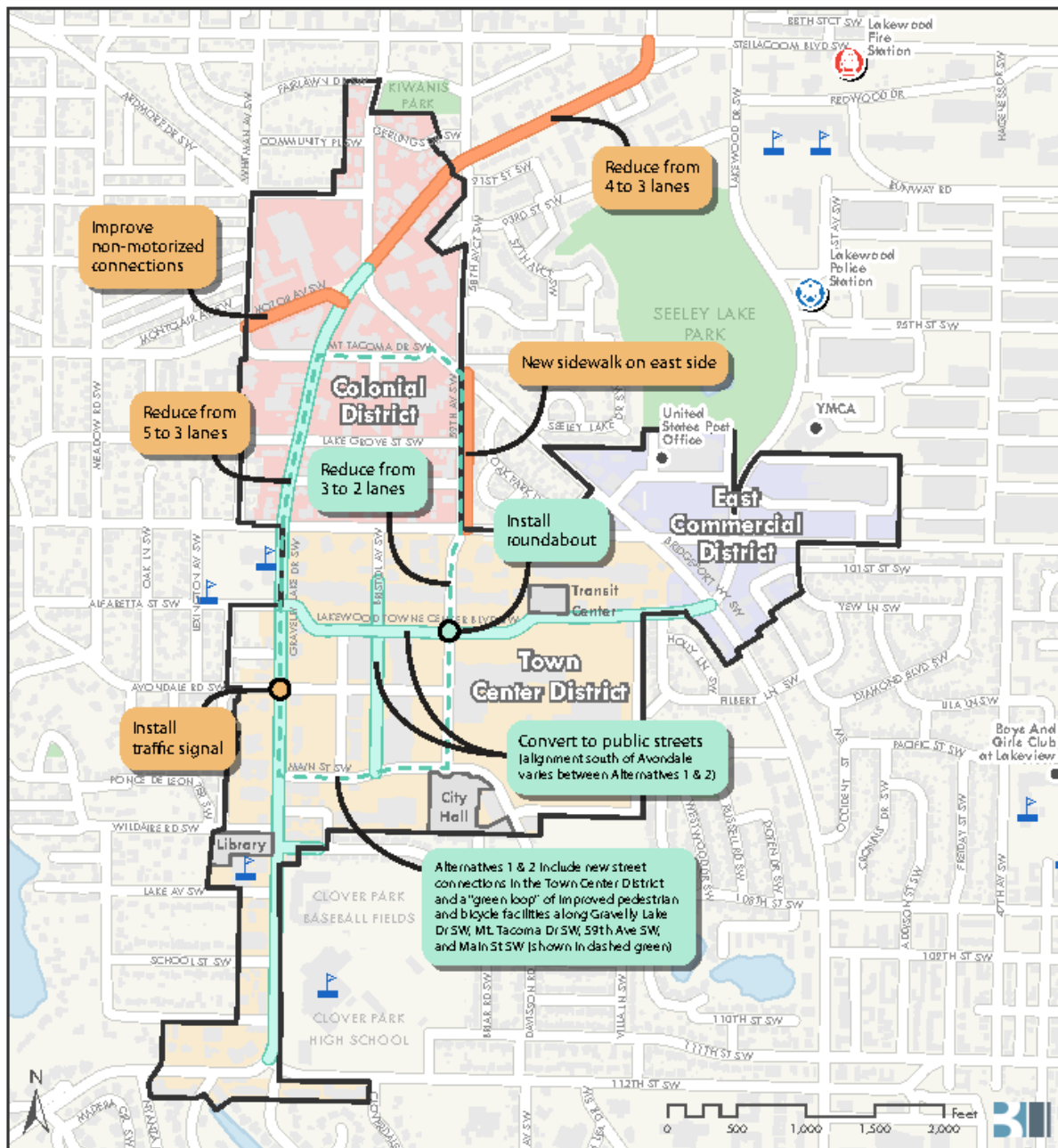
Each alternative tests a different level of growth and a different set of transportation improvements, which shows a range of effects on trips and modes. (see Exhibit 1.7-3 regarding land use assumptions and Exhibit 1.7-5 the following page illustrating improvements)

Exhibit 1.7-4 summarizes the daily person trip ends generated within the project area from the City's model. The exhibit also shows the mode split estimates from the model for automobile (SOV and HOV) and non-automobile (transit, walk, and bike) modes. Turning movement volumes were forecasted at each of the 22 study intersections and then analyzed in the Synchro traffic operations model.

Exhibit 1.7-4. Daily Person Trip Ends Generated by Scenario

	Existing	No Action	Alternative 1	Alternative 2
Vehicular Mode Trip Ends	71,000	85,700	129,800	168,900
Non-vehicular mode Trip Ends	6,000	7,700	13,100	22,100
Total Person Trip Ends	77,000	93,400	142,900	191,000
Non-vehicular Mode Split	8%	8%	9%	12%

Source: Fehr & Peers 2018

Exhibit 1.7-5. Transportation Network Assumptions.**LEGEND**

- All Alternatives
- Action Alternative
- Lakewood CBD Boundary
- Public Facilities
- Parks
- ▬ Schools
- Waterbody
- Roads

Note: For a conservative test of alternative transportation improvements, the EIS authors modeled the greatest shift in traffic for Gravelly Lake Drive SW at three lanes and then compared it to no change in the section at five lanes.

Source: Fehr & Peers 2018

All alternatives would meet expected standards and improve conditions for pedestrians and bicyclists. Development under all alternatives would be expected to meet applicable parking standards. Given differences in expected growth and proposed improvements, the No Action Alternative would impact the least intersections and Alternative 2 would impact the most.

Exhibit 1.7-6. Summary of Transportation Impacts.

Type of Impact	No Action	Alternative 1	Alternative 2
Auto and Freight	2 intersections	5 intersections	6 intersections
Transit	2 intersections	5 intersections	6 intersections
Pedestrian	None	None	None
Bicycle	None	None	None
Parking	None	None	None
Safety	None	None	None

Source: Fehr & Peers, 2018.

What are some solutions or mitigation for the impacts?

In addition to the six-year transportation improvement program (TIP) and alternative transportation improvements, additional improvements would be needed. See Exhibit 1.7-5 for initial proposed list of improvements, and Exhibit 1.7-7 for additional potential mitigation.

Considering proposed transportation improvements and land use together in the City's transportation model, some intersections would require additional capital improvements, or alternatively changes in programs or policies as described below. For a conservative test of alternative transportation improvements, the EIS authors modeled the greatest shift in traffic for Gravelly Lake Drive at three lanes and then compared it to no change in the section (five lanes). The table below shows the full list of improvements if Gravelly Lake Drive were modified to a cross section of three lanes.

The results without that change are described below the table.

Exhibit 1.7-7. Potential Additional Transportation Mitigation

Intersection	No Action	Alt 1	Alt 1 Mitigated	Alt 2	Alt 2 Mitigated
Gravelly Lake Dr SW/59th Ave SW					
Signalize intersection	E/38	E/46	B/19	F/82	B/19
100th St SW/Bridgeport Way SW					
Add westbound right turn pocket, convert existing westbound through-right lane to through-only, and prohibit east and westbound left turns	E/68	F/85	C/34	F/102	D/49
100th St SW/Lakewood Dr SW					
Signal timing revisions to provide more green time to protected left turn phases and reduce time for eastbound and southbound through phases	D/50	E/56	D/49	E/56	D/54

Intersection	No Action	Alt 1	Alt 1 Mitigated	Alt 2	Alt 2 Mitigated
Lakewood Dr SW/Bridgeport Way SW					
Convert westbound through-left lane to left only to remove split phase or move the pedestrian crossing to the north side of the intersection coincident with the WB phase*	C/34	E/66	D/39	E/67	D/48
108th St SW/Bridgeport Way SW**					
Add northbound right turn pocket	D/48	D/51	D/47	E/58	D/52
112th St SW/Gravelly Lake Dr SW**					
Add second westbound left turn pocket and combine through and right turn movements into outside lane	C/31	E/61	C/34	E/65	C/35

Notes: * The LOS results are slightly better if the split phasing is removed (D/48) than if the pedestrian crossing is relocated (D/54).

**These intersections remain within the City's LOS standard of D if the Gravelly Lake Drive SW Revision is not implemented.

Source: Fehr & Peers 2018

The travel demand model was also run to estimate how volumes might change under Alternative 2 land use without the Gravelly Lake Drive SW three-lane section.

If five lanes were retained, the following intersections would not require change:

- 108th St SW/Bridgeport Way SW
- 112th St SW/Gravelly Lake Dr SW

Comparing results with three lanes and with five lanes on Gravelly Lake Drive SW suggests that volumes on a five-lane Gravelly Lake Drive SW would be approximately 200 to 500 vehicles higher in each direction with smaller differences at the north end of the corridor and larger differences at the south end of the corridor, improving the intersection of Gravelly Lake Drive SW/112th Street from LOS E to D while increasing delay at Gravelly Lake Drive SW/59th Avenue SW. The volume reductions on Bridgeport Way would be smaller, likely no more than 200 vehicles in a single direction, though it would improve the intersection of 108th Street/Bridgeport Way from LOS E to D. The other impacted intersections would remain impacted with or without the revision. This indicates that the diverted traffic is distributed among multiple alternate routes and that much of the increase in volumes on Bridgeport Way is associated with increased land use rather than the Gravelly Lake Drive SW revision.

An alternative design could be considered which limits the extent of the revision to Main Street instead of 112th Street SW. This shorter section would reduce the overall cost of the project and would limit the changes to portions of Gravelly Lake Drive SW with slightly lower volumes. The area south of Main Street is not projected to see as much new development as the study area so reconfiguring the cross-section all the way to 112th Street SW would not provide as much additional benefit.

To reduce the potential for capital costs, the following program and policy options could be considered:

Transportation Demand Management (TDM): Washington state Commute Trip Reduction (CTR) law focuses on employers with 100 or more employees whose shifts begin during the typical AM commute.

This law requires employers to develop commute trip reduction plans and work toward meeting their mode share targets through internal programs and monitoring.

The City of Lakewood's Comprehensive Plan includes policies aimed at managing auto travel demand. The policies call for the City to encourage and assist employers who are not affected by the CTR law to offer TDM programs on a voluntary basis, encourage large employers to offer flexible or compressed work schedules to reduce localized congestion, and implement a public awareness and educational program to promote TDM strategies.

A more robust implementation of TDM strategies could be undertaken in the City. With such a TDM program in place, it is expected that actual trip generation in the Downtown Plan area could be lowered beyond the levels analyzed in this plan and associated Planned Action EIS.

TDM strategies could include subsidies or discounts for non-auto travel, education, and assistance to help travelers identify non-auto commute options, rideshare, and ride match promotion, and local incentive and reward programs.

Revise Lakewood's Level of Service (LOS) Policy: The City could also approach mitigation through revision of its LOS policy. The City's Comprehensive Plan already identifies a LOS F standard for two corridors. In recognition of Bridgeport Way SW's role as a primary vehicle gateway, the City could consider revising the LOS standard to LOS E or F along the corridor. This action would reflect the community vision of a more multimodal Gravelly Lake Drive SW corridor while accepting more congestion along the vehicle gateway of Bridgeport Way SW.

With mitigation, what is the ultimate outcome?

Significant adverse impacts to auto, freight, and transit were identified under both Alternatives 1 and 2. With some combination of the potential mitigation measures outlined in the previous section, the magnitude of the intersection LOS impacts could be mitigated to meet City standards. Although the effects of additional vehicles on traffic congestion could be mitigated through implementation of the transportation improvements identified above and compliance with City codes and standards, the increases in activity Downtown and associated traffic congestion would be considered a significant unavoidable adverse impact. A significant unavoidable adverse impact could also result if one or more planned improvement projects identified to address expected growth and transportation impacts are not implemented (e.g. due to cost, feasibility, or other policy choice).

1.7.5. Public Services

How did we analyze Public Services?

This section addresses the potential impacts associated with the alternatives on public services including police, fire/emergency medical; schools, and parks and recreation. Information considered included service provider plans and annual reports, and the City's adopted levels of service.

What outcomes or impacts did we identify?

An increase in housing units and jobs in the Study Area will generate increased demand for public service providers, including the need for additional firefighter, police, and school personnel, depending on the phasing of growth.

What is different between the alternatives?

Regarding parks, there are none today in the Study Area, and the current spacing standard for neighborhood parks is not met. Alternatives 1 and 2 include a two to four-acre park and another greenspace like a green street loop to create a linear park concept. The Plan would also create pedestrian connections to parks outside the Study Area.

What are some solutions or mitigation for the impacts?

The City addresses public service levels of service in its Capital Facilities Plan Element. The element is updated periodically to ensure that proposed growth and change can be served.

The City requires private open space and recreation for new multifamily and commercial development. 18A.50.231 Specific Uses Design Standards.

The City could allow developers to avoid a percentage of onsite open space requirements if providing a fee in lieu towards the central park.

With mitigation, what is the ultimate outcome?

With the implementation of mitigation measures, no significant unavoidable adverse impacts are anticipated on public services. The growth planned for the area would be incremental, and periodic update of service provider plans would address improvements required to maintain response times, ensure access to parks, and address student growth.

1.7.6. Utilities

How did we analyze Utilities?

This section addresses the potential impacts associated with the alternatives on utilities including water, wastewater, stormwater, and power. Service provider plans and standards of service were reviewed in relation to expected growth.

What outcomes or impacts did we identify?

Under all alternatives there would be increases in development, population, and employment density. The greatest density increases would occur on the catalyst sites. The development would be incremental and Lakewood as well as the utilities are regularly updating plans to accommodate growth and maintain utilities.

The Lakewood Water District has planned for a daily demand of 9 million gallons/day currently and has identified that it can support yearly increases of up to 2 million gallons/day of demand. In addition, improvements are planned to the water system across its service area, which includes the Study Area.

What is different between the alternatives?

Under the No Action Alternative, the increase in housing units is relatively limited, and any increase in population within the Study Area is not anticipated to result in substantive impacts on utilities. Alternatives 1 and 2 would more substantially increase growth in the Downtown area.

Water systems can address the full range of growth studied. Pierce County plans for sewer capacity are based on growth targets shared by the County and City; tracking of growth in relation to targets and regular updates of system plans can address impacts.

Energy codes will apply to new buildings and result in greater energy conservation compared with existing buildings.

Under Alternatives 1 and 2, the addition of new public streets could necessitate changes to some utility lines. Developers are responsible for the cost of these alterations, which may be identified during the design review for individual projects.

What are some solutions or mitigation for the impacts?

In addition to adopted plans and codes, other measures could include:

- Developments may reduce water demand by using new technologies that would reduce per-capita water use (and therefore wastewater service demand) by using newer, low- or no-flow plumbing fixtures and equipment.
- Implementation of sustainable requirements including the construction and operation of LEED-compliant (or similar ranking system) buildings could reduce the increase required in power systems.
- Implementation of conservation efforts and renewable energy sources to conserve electricity in new developments, including energy efficient equipment (i.e., light bulbs, appliances, and heating and air conditioning), could reduce energy consumption.

With mitigation, what is the ultimate outcome?

With the implementation of mitigation measures, no significant unavoidable adverse impacts are anticipated on utilities. The growth planned for the area would be incremental, and periodic updates of relevant plans would address improvements required to maintain levels of service, and ensure utilities can accommodate growth.