



A G E N D A

PLANNING COMMISSION

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

Regular Meeting

Wednesday, April 17, 2019

City Hall Council Chambers at 6:30 PM

6000 Main Street SW, Lakewood, Washington

- 1. Call to Order**
- 2. Roll Call**
- 3. Approval of Minutes from April 3, 2019**
- 4. Agenda Updates**
- 5. Public Comments**
(Each person will be allowed 3 minutes to speak, to a total of 15 minutes per topic. Groups with a designated speaker may have a total of 10 minutes to speak.)
- 6. Unfinished Business**
 - None
- 7. Public Hearings**
 - 2019 Comprehensive Plan Amendments
- 8. New Business**
 - None
- 9. Report from Council Liaison**
 - Mr. Mike Brandstetter
- 10. Reports from Commission Members & Staff**
 - Written Communications
 - Future Agenda Topics
 - General City Land Use Updates
 - Other

Enclosures

1. Draft Meeting Minutes from April 3, 2018
2. 2019 CPA Docket Staff Report

Members Only

Please email kdevereaux@cityoflakewood.us or call Karen Devereaux at 253.983.7767 no later than Tuesday at noon, April 16, 2019 if you are unable to attend. Thank you.



**PLANNING COMMISSION
REGULAR MEETING MINUTES
April 3, 2019
City Hall Council Chambers
6000 Main Street SW
Lakewood, WA 98499**

Call to Order

Mr. Don Daniels, Chair, called the meeting to order at 6:30 PM.

Roll Call

Planning Commission Members Present: Don Daniels, Chair; Connie Coleman-Lacadie, Vice-Chair; Christopher Webber, Ryan Pearson, and James Guerrero

Planning Commission Members Excused: Nancy Hudson-Echols and Paul Wagemann

Planning Commission Members Absent: None

Staff Present: David Bugher, Assistant City Manager for Development Services; Tiffany Speir, Special Projects Planning Manager; and Andrea Bell, Associate Planner

Council Liaison: Councilmember Mr. Michael Brandstetter

Approval of Minutes

The minutes of the meeting held on March 20, 2019 were approved as written by voice vote. The motion passed unanimously, 5-0.

Agenda Update

None

Public Comments

None

Unfinished Business

None

Public Hearings

None

New Business

2019 Comprehensive Plan Amendment Staff Recommendations

Ms. Speir and Mr. Bugher presented information on the 10 amendments CEDD analyzed for Commission. Each amendment was described graphically and verbally and staff answered questions from the Planning Commission. A summary of staff recommendations follows:

CPA/ZOA-2019-01– MAP AMENDMENT (Tillicum)

Recommend denial without prejudice

CPA/ZOA-2019-02– MAP AMENDMENT (Bridgeport)

Recommend approval w amendment to NBD/NC2 zone vs. CC/C2 for parcels 0220262057 and 0220263153

CPA/ZOA-2019-03– MAP AMENDMENT (Woodbrook)

Recommend approval

CPA/ZOA-2019-04– MAP AMENDMENT (Wards Lake)

Recommend approval

CPA/ZOA-2019-05– MAP AMENDMENT (Springbrook Park)

Recommend approval

CPA/ZOA-2019-06– MAP AMENDMENT (Springbrook Neighborhood)

No recommendation: four options proposed for Council consideration

CPA/ZOA-2019-07– MAP & TEXT AMENDMENT (Military Districts)

Recommend approval

CPA/ZOA-2019-08– TEXT AMENDMENT (Essential Public Facilities/PI Districts)

Recommend approval

CPA/ZOA-2019-09– TEXT AMENDMENT (Economic Development Element)

Recommend approval

CPA/ZOA-2019-10– TEXT AMENDMENT (Multifamily Open Space)

Recommend approval

Ms. Speir provided the upcoming Planning Commission schedule for the 2019 CPA Docket consideration: April 17 public hearing; May 1 no meeting; May 15 discussion and action.

Report from Council Liaison

Councilmember Mr. Michael Brandstetter delivered the following City Council updates:

City Council decided to hold over action on the recommended Sign Code for one month.

City Council approved a contract for alum treatment American Lake.

Reports from Commission Members and Staff

City Council Actions

None

Written Communications

None

Future Agenda Topics

April 17, 2019: Public hearing and Commission discussion on 2019 Comprehensive Plan Amendment Docket.

May 1: No meeting.

May 15: Discussion and action on a recommendation regarding the 2019 CPA Docket.

Area-Wide Planning / Land Use Updates

Comprehensive Plan Amendments public hearing is scheduled for April 17, 2019.

Next Regular Meeting: April 17, 2019 at 6:30 p.m. in Council Chambers

Meeting Adjourned at 7:47 p.m.

Don Daniels, Chair
Planning Commission 04/17/2019

Karen Devereaux, Recording Secretary
Planning Commission 04/17/2019

DRAFT



TO: Planning Commission

FROM: Tiffany Speir, Planning Manager, Special Projects

THROUGH: David Bugher, Assistant City Manager for Development Services

DATE: April 17, 2019

SUBJECT: 2019 Comprehensive Plan Amendment Docket

ATTACHMENTS: 2019 Comprehensive Plan Docket and CEDD recommendations

At its April 3 meeting, the Planning Commission held a discussion regarding 10 proposed Comprehensive Plan and/or Zoning Map amendments. The public hearing for these amendments is on April 17.

Map Amendments

- CPA/ZOA-2019-01 – Tillicum
- CPA/ZOA-2019-02 – Bridgeport
- CPA/ZOA-2019-03 – Woodbrook
- CPA/ZOA-2019-04 – Wards Lake
- CPA/ZOA-2019-05 – Springbrook Park
- CPA/ZOA-2019-06 – Springbrook Neighborhood

Map & Text Amendment

- CPA/ZOA-2019-07 – Military Districts (CZ, AC1, AC2)

Text Amendments

- CPA/ZOA-2019-08 – Essential Public Facilities & Public/Institutional Districts
- CPA/ZOA-2019-09 – Economic Development Element
- CPA/ZOA-2019-10 – Multifamily Open Space

Included below as Attachment A is the list of amendments and the analysis performed under Lakewood Municipal Code requirements, along with the CEDD staff recommendation for each.

ATTACHMENT A

Analysis of Proposed Amendments	2
2019-01 (Tillicum)	2
2019-02 (Bridgeport)	14
2019-03 (Woodbrook)	19
2019-04 (Wards Lake)	24
2019-05 (Springbrook Park)	26
2019-06 (Springbrook Neighborhood)	29
2019-07 (Military Districts)	38
2019-08 (Essential Public Facilities & Public/Institutional Districts)	65
2019-09 (Economic Development Element)	77
2019-10 (Multifamily Open Space)	101
Summary of Staff Recommendations on Proposed Amendments	104
Summary of Public Comments and Planning Commission Recommendations	105

Housing Capacity Calculations

Several of the CPAs would reduce housing unit capacity in areas of Lakewood. This loss of units has been analyzed in comparison to the increased housing capacity within the Downtown Subarea boundaries to determine whether there would be a net loss of housing capacity in Lakewood.

Downtown Subarea Plan:

The adopted 2018 Downtown Subarea Plan (DSAP) assumes a high level of growth within the subarea and a high level of civic and infrastructure investments, including **2,257 housing units** and **7,369 jobs** that are planned for within the subarea boundaries. These units should be kept in mind as the proposed 2019 CPAs are considered in order to be able to assess the amendments' net effect on housing and transportation in Lakewood.

FEATURE	ADOPTED DOWNTOWN SUBAREA PLAN OUTCOME
Housing Density	100 units per acre (see discussion below)
Housing: net growth	2,257
Job Trends and Building Space	Assume 95% of expected 3.0 million new square feet of commercial space.
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	7,369

Residential Density within the Downtown Subarea.

1. Maximum density is 100 units per acre. To qualify for 100 units per acre density, the residential uses shall be part of a mixed-use development, or added to a commercial site, or

provide a first-floor height of 16 feet for at least a 30 foot depth that allows for future commercial occupancies.

2. On sites allowed a density of 100 units per acre under Subsection 1, density may be increased up to 125 units per acre for affordable housing according to the provisions of LMC 18A.50.740 Inclusionary Density Bonus- Housing Incentives Program only if the affordable housing is part of a mixed use development.
3. Density shall not exceed 80 units per acre for residential-only developments that are not added to or associated with existing commercial sites, or that do not provide a first-floor height that allows for future commercial occupancies.

ANALYSIS OF REORGANIZED AMENDMENTS

The CEDD recommends that the Comprehensive Plan Amendment docket be reorganized as follows, has conducted SEPA analysis on the following possible amendments, and provides the included recommended action for each:

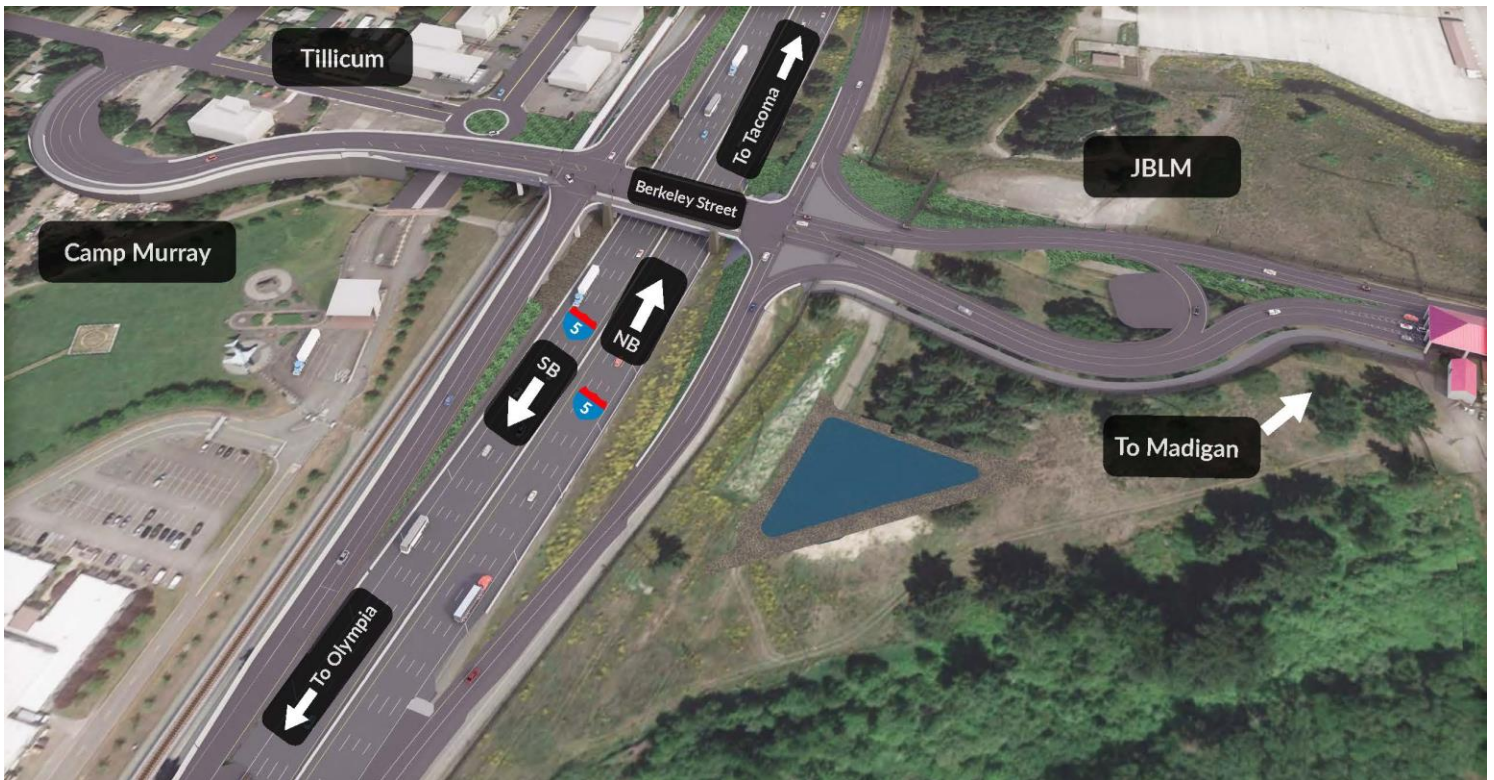
CPA/ZOA-2019-01– MAP AMENDMENT (Tillicum)

Amend the Comprehensive Plan land use designation and zoning for Assessor's Tax Parcel Nos.: 2200000150, -160, -172, -173, -174, -175, -176, & -192.

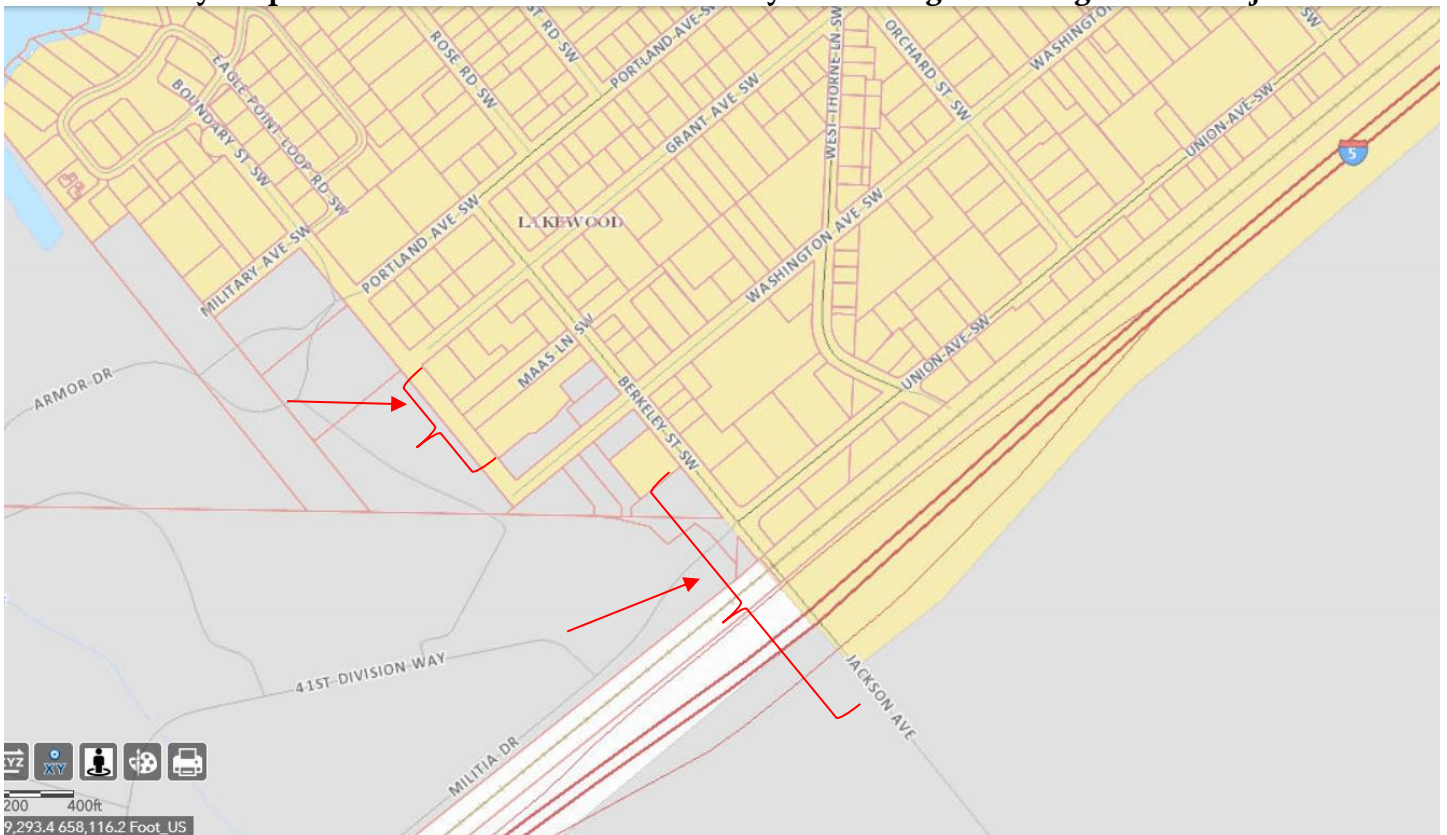
This application proposes to redesignate and rezone a block of properties in the SW portion of Tillicum adjacent to Camp Murray and the construction limits of the Berkeley Interchange Reconfiguration project. According to the application, "it would be beneficial for the City's comprehensive plan and zoning map to be updated to reflect the significant and commencing change of land use adjacent to the subject property."

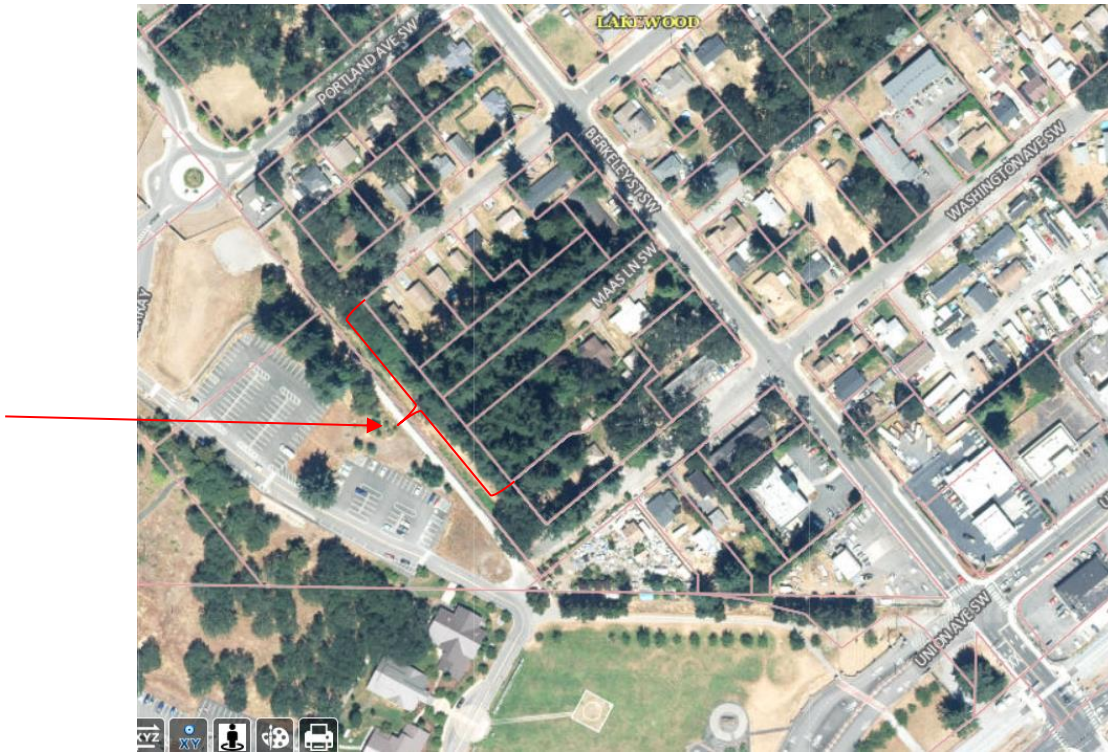
1. Amend the Comprehensive Plan land-use map to designate all parcels from Single Family (SF) to Neighborhood Business District (NBD); and
2. Amend the zoning map to zone all parcels from Residential 3 (R3) to Neighborhood Commercial 2 (NC2).

September 2018 WSDOT Interstate 5 and Berkeley Street interchange map

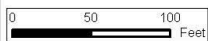
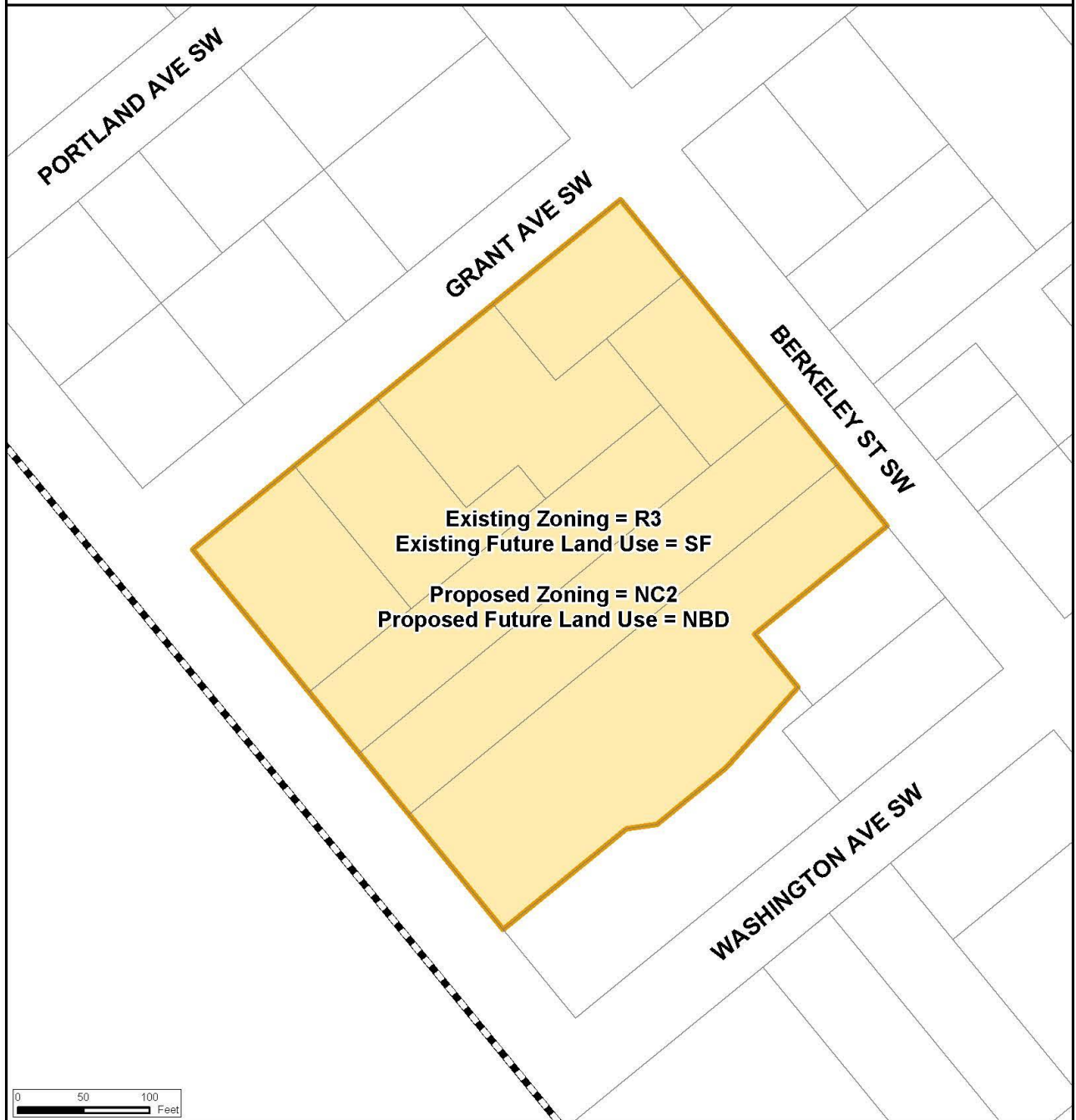


Vicinity Map – CPA/ZOA 2019-10 and Berkeley Interchange Reconfiguration Project





2019 Comprehensive Plan Amendment 2019-01



- Amendment Area Tax Parcels
- Tax Parcel
- Lakewood City Limit

Map Date: February 28, 2019

\\Projects\CD\CompPlan\Amendments\2018\1.mxd

This product was prepared with care by City of Lakewood GIS. City of Lakewood expressly disclaims any liability for any inaccuracies which may yet be present. This is not a survey. Datasets were collected at different accuracy levels by various sources. Data on this map may be shown at scales larger than its original compilation. Call 253-589-2489 for further information.

Housing Capacity Analysis:

As part of a new I-5 interchange project existing residential units have or will be demolished. The proposal, mixed-use zoning, if approved as submitted by the project proponent, could replace or potentially increase the number of housing units, albeit marginally.

A. Consistency with the Comprehensive Plan: The Tillicum area is subject to specific treatment in the Comprehensive Plan (Section 3.10, Goal LU-52, LU-53 and Policies LU-53.1 through LU-53.4.) Additionally, the City adopted the Tillicum Neighborhood Plan in June 2011. Throughout these documents' consideration, planning for Tillicum has focused on redevelopment as a vibrant residential and mixed use area for its residents to enjoy.

2018 Comprehensive Plan Excerpts:

1.4.1: Neighborhoods with substantial growth capacity slated for redevelopment under this plan include the northern portion of Tillicum.

1.7: Centers of Local Importance are designated in order to focus development and funding to areas that are important to the local community. COLIs are intended to promote compact, pedestrian oriented development with a mix of uses, proximity to diverse services, and a variety of appropriate housing options. The 2015 Centers of Local Importance identified for the City of Lakewood include Tillicum.

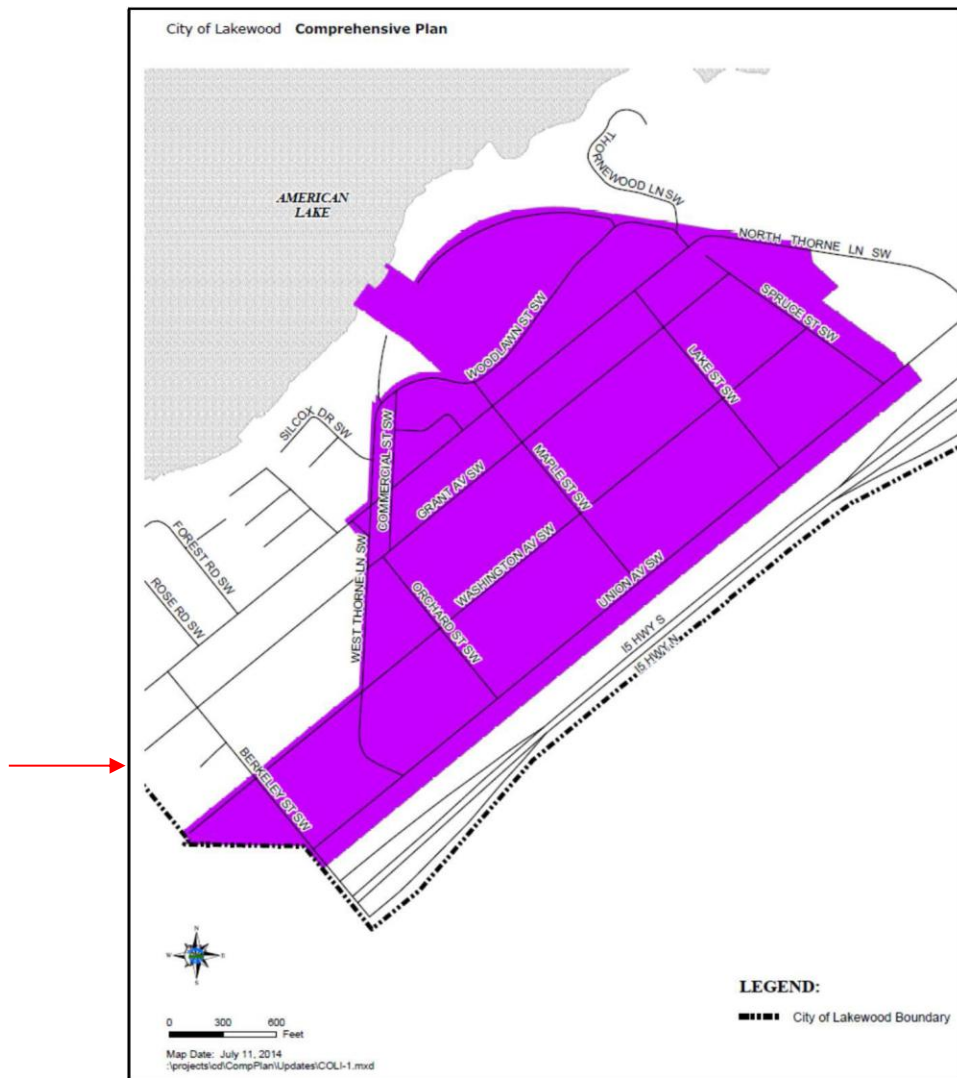


Figure 2.4
Tillicum Center of Local Importance

The subject property for CPA/ZOA 2019-01 is outside of the Tillicum COLI.

GOAL LU-51: Minimize the impacts of geographic isolation of the Tillicum, Springbrook, and Woodbrook areas and focus capital improvements there to upgrade the public environment.

Policies:

LU-51.1: Provide for commercial and service uses for the daily needs of the residents within the neighborhoods.

LU-51.2: Support the expansion of recreation and open space.

LU-51.3: Provide pedestrian and bicycle paths within the neighborhoods and which connect to other neighborhoods.

GOAL LU-52: Improve the quality of life for residents of Tillicum.

Policies:

LU-52.1: Enhance the physical environment of Tillicum through improvements to sidewalks, pedestrian-oriented lighting, street trees, and other pedestrian amenities.

LU-52.2: Promote integration of Tillicum with the American Lake shoreline through improved physical connections, protected view corridors, trails, and additional designated parks and open space.

LU-52.3: Identify additional opportunities to provide public access to American Lake within Tillicum.

LU-52.4: Seek a method of providing alternate connection between Tillicum and the northern part of the City besides I-5.

LU-52.5: Implement and as necessary update the Tillicum Community Plan.

4.5.3 Tillicum

The Tillicum neighborhood functions as a separate small village within Lakewood. Accessible only by freeway ramps at the north and south end of the area, it has its own commercial sector; moderately dense residential development; and an elementary school, library, and park. Tillicum is a very walkable neighborhood with a tight street grid and relatively low speed traffic. Harry Todd Park is one of the largest City-owned parks, and Tillicum is one of the few neighborhoods in the city with public waterfront access.

In public meetings discussing alternative plans for the city, Tillicum emerged as a neighborhood viewed as having significant potential for residential growth over the next 20 years. With a traditional street grid, significant public open space and lake access, and strong regional transportation connections, there is a major opportunity for Tillicum to evolve into a more urban, pedestrian and bicycle-oriented community. This is further enhanced by the long-range potential for a commuter rail station and new highway connection to the east.

Because of recent extension of sewer service to the area, the development of multi-family housing in Tillicum is now possible. In addition to sewer development, there are other actions the City can take in support of the development of multi-family housing in Tillicum including:

- development of a long-range plan for Harry Todd Park and implementation of specific improvements to expand sewer capacity;
- development of a pedestrian connection between the park and commercial district along Maple Street, with sidewalks, curb ramps, crosswalks, lighting, and other improvements;
- improvements at the I-5 interchanges to create attractive, welcoming gateways; and
- a pedestrian/bikeway easement north along the railroad or through the country club to other portions of Lakewood.

The proposal by Amtrak to locate high-speed passenger rail service through the area (the Point Defiance Bypass project) will result in significant modifications to the freeway interchanges in Tillicum. These modifications should be designed in conjunction with improvements to I-5 to address congestion.

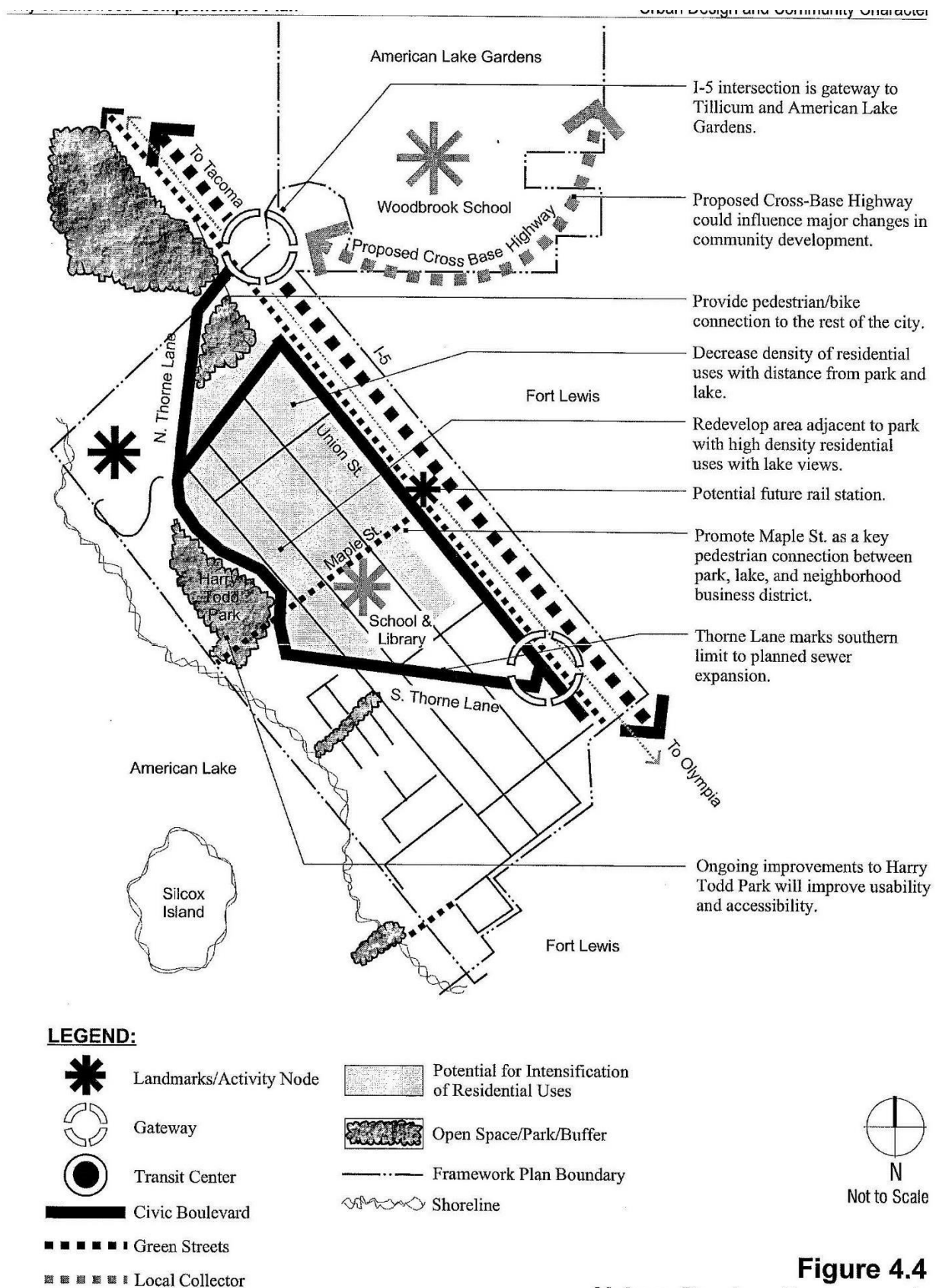
The urban design framework plan for Tillicum is shown in Figure 4.4. Some of the specific urban design actions which could be undertaken in Tillicum include:

Landmark/Activity Nodes: The northern entrance into Tillicum, as well as the only entrance into Woodbrook, is at the Thorne Lane overpass and I-5. It would be improved as a civic gateway, with landscaping, road improvements, signage, and other elements as needed. This interchange may be significantly redesigned in conjunction with the Point Defiance Bypass and I-5 congestion management projects.

Civic Boulevards: As the main entrance road into Tillicum and the perimeter road embracing multi-family development, Thorne Lane would be improved as a civic boulevard. Development intensification in Tillicum would occur east of Thorne Lane, with W. Thorne Lane marking the initial southern boundary of the sewer extension to keep costs in check. Potential improvements of Union Street in support of commercial functions would include such elements as pedestrian improvements, parking, landscaping, lighting, and other functional items. Long-range planning would also identify site requirements for the planned future commuter rail stop and propose a strategy to fulfill this need.

Green Streets: Maple Street would be improved as a green street to provide a pedestrian-oriented connection between American Lake and Harry Todd Park at one end, and the commercial district/future rail station at the other. In between, it would also serve the school and the library. It would serve as a natural spine, gathering pedestrian traffic from the surrounding blocks of multi-family housing and providing safe access to recreation, shopping, and public transportation.

Open Space: Harry Todd Park would be improved by upgrading existing recreation facilities and constructing additional day use facilities such as picnic shelters and restrooms. A local connection between Tillicum and the Ponders Corner area could be built along an easement granted by various landowners, principally the Tacoma Country and Golf Club and Sound Transit/ Burlington Northern Railroad.



SOURCE: EDAW, Inc. 1999.

Figure 4.4
Urban Design Framework
for Tillicum

The Comprehensive Plan goals and policies were used as a baseline information for the 2011 Tillicum Neighborhood Plan. Results from a 2007 resident survey performed by BCRA provided impetus for the City Council to approve the development of the Neighborhood Plan:

- Almost 75 percent feel that Tillicum's environmental features such as woodlands, open spaces, streams, wetlands, and shorelines are less than acceptable.
- Nearly eight of ten are open to change in the existing character of Tillicum.
- Eighty-eight percent dislike the appearance of the Union Avenue SW corridor.
- Eighty-two percent agree that a trail and sidewalk system should be developed for biking or walking between commercial areas, schools, parks, and other neighboring facilities.
- Seven of ten business owners and eight of ten homeowners say additional commercial property should be made available for professional and retail businesses.
- Ninety-one percent agree that the Union Avenue commercial area should be expanded beyond Union Avenue SW to accommodate retail uses.
- Among homeowners, protection of the natural environment is important to 86 percent.

B. Compatibility with development in the vicinity: This proposal would “upzone” currently residential parcels to commercial. As described in the application, “the adjacent residential district would no longer be a block away from the edge of the neighborhood business district; [this] may present an opportunity for rezoning to a mixed residential district as a transition between the neighborhood business and single-family residential districts.”

C. Transportation impacts and mitigation: As described in the application, “concentration of available housing closer to [I-5] would lessen the burden on the transportation system as shorter drive distances for commuting residents would decrease total use of the system.” “The current Comprehensive Plan has not yet been updated to reflect WSDOT’s conversion of commercial and residential properties to interstate transportation property. The City’s intent to buffer residential uses from [I-5] using high density highway-oriented commercial zones is reflected in the current Comprehensive Plan.”

D. Public Service impacts and mitigation: As described in the application, “increased concentration of population would also have a positive impact on public utilities, safety services, and other public services as sprawl is less likely.” “It is understood that there is available sewer and water system capacity for an increase in density at the subject location. Public services and transportation are currently available.”

E. Public health, safety and general welfare impacts: As described in the application, “increased concentration of population would also have a positive

impact on public utilities, safety services, and other public services as sprawl is less likely.”

F. Range of permitted uses: CPA/ZOA 2019-01 proposes to “upzone” 8 parcels from R3 to NC2. A comparison of allowed uses follows with the **uses common to both in bold text** (uses unique to each are in regular text):

R3 Uses	NC2 Uses
1. Single-Family Residential (Level 1)	1. Single Family Residential (Level 2/3)
2. Type 1 Group Home	2. Multifamily Residential (Level 1/3)
3. Type 2 Group Home (Level 1)	3. Assisted Living Facilities
4. Daycare Facilities (Level 1)	4. Continuing Care Retirement Community
5. Outdoor Recreation (Level 1/2)	5. Nursing Home
6. Public Maintenance Facilities (Level 1)	6. Government Administration Facilities (Level 1/2)
7. Transportation Facilities (Level 1)	7. Community and Cultural Services (Level 1/2)
8. Communication Facilities (Level 1)	8. Daycare Facilities (Level 1/2)
9. Electrical Facilities (Level 1)	9. Health Services
10. Natural Gas Facilities (Level 1)	10. Outdoor Recreation (Level 1/2)
11. Sewage Collection Facilities	11. Postal Services (Level 1)
12. Stormwater Facilities (Level 1)	12. Public Maintenance Facilities (Level 1)
13. Water Supply Facilities (Level 1)	13. Religious Assembly (Level 1/2)
14. Residential Accessory Uses	14. Social Services (Level 1/2)
15. Continuation of private and commercial equestrian facilities already legally existing within the zone at the time of adoption of this title. Maintenance, repair and replacement of existing equestrian structures shall be permitted.	15. Transportation (Level 1)
	16. Communication Facilities (Level 1)
	17. Electrical Facilities (Level 1)
	18. Natural Gas Facilities (Level 1)
	19. Sewage Collection Facilities
	20. Stormwater Facilities (Level 1)
	21. Waste Transfer Facilities (Level 1)
	22. Water Supply Facilities (Level 1)
	23. Amusement and Recreation (Level 1)
	24. Building/Garden Supply and Nurseries (Level 1/2)
	25. Business Services
	26. Convenience Commercial (Level 1/2)
	27. Eating and Drinking Establishment (Level 1/2/3)
	28. Food Stores (Level 1)
	29. Funeral Services (Level 1)
	30. Personal Services (Level 1/2)
	31. Pet Sales and Services (Level 1)

32. Private Training School (Level 1/2)
33. Professional Offices (Level 1/2)
34. Rental and Repair Services (Level 1)
35. Sales of General Merchandise (Level 1/2)
36. Sales of Secondhand Property (Level 1)
37. Limited Manufacturing/Assembly (Level 1)
38. Printing and Publishing (Level 1)
39. Residential Accessory Uses
40. Civic Accessory Uses
41. Commercial Accessory Uses

G. Change in circumstances: As mentioned in the application, the largest change in circumstances is the reason why the application was submitted; the commencement of the I-5 Corridor expansion between Steilacoom-DuPont Road and Thorne Lane.

H. Advantages vs. negative impacts: As described in the application, “the proposed amendments would help revitalize an area that needs revitalization and increased property utilization. In reviewing the Tillicum Neighborhood Plan, it is apparent that one of the biggest planning factors for the neighborhood has been accommodation of a constantly evolving transportation network and the expanding need of the nearby military bases.”

CEDD Recommendation:

CEDD recommends denial of CPA/ZOA 2019-01 without prejudice due to the following: the proposal would bring more commercial uses immediately adjacent to residential uses, which is not a favored land use pattern; it is premature to redesignate or rezone properties near the I-5 corridor expansion project until it has been completed in order to understand the final construction configurations and traffic patterns the project will generate; there are commercial properties along Union Avenue in and near Tillicum that have not developed as desired, so it is questionable whether additional commercial property is needed in Tillicum before current capacity has been absorbed; and the City Council has expressed interest in conducting an update to the Tillicum Neighborhood Plan once the I-5 Corridor expansion project is complete, and it would be preferable to postpone “piecemeal” redesignations and rezones until a neighborhood-wide analysis can be done.

CPA/ZOA-2019-02– MAP AMENDMENT (Bridgeport)

Amend the land use designation and zoning for Assessor-Treasurer Tax Parcel Nos. 0220262057, 0220263153 and 0220264111.

1. Amend the Comprehensive Plan land use map to designate parcels 0220262057 and 0220263153 as Corridor Commercial (CC); amend to designate parcel 0220264111 as Industrial (I).
2. Amend the zoning map to zone parcels 0220262057 and 0220263153 as Commercial 2 (C2); amend to zone parcel 0220264111 as Industrial 2 (I2).



Aerial Vicinity Map for CPA/ZOA 2019-02



Housing Capacity Analysis: No net loss or increase in potential housing stock.

A. Consistency with the Comprehensive Plan: The parcels along Bridgeport Way (0220262057, 0220263153) are adjacent to Neighborhood Commercial properties to the east and south; they are adjacent to industrial property to the east and corridor commercial to the north. As stated in the application, “rezoning these two parcels will allow Bridgeport Way West to have a continuous commercial presence, supporting the City’s Vision Statement for sustaining robust growth and job creation.”

The parcel at the upper east end of the proposal (0220264111) was not rezoned to industrial following a boundary line adjustment (#201711175002) in earlier Comprehensive Plan amendment cycles in error. It is immediately adjacent to industrial properties.

B. Compatibility with development in the vicinity: The proposal would rezone properties to be more compatible with existing surrounding uses (e.g., Walmart) and major transportation corridors (i.e., Bridgeport Way.) Rezoning along Bridgeport Way would provide a buffer for existing neighborhood commercial areas from existing industrial uses.

C. Transportation impacts and mitigation: No significant transportation impacts are anticipated on the parcels along Bridgeport Way by the applicant: “the new commercial uses will serve people who are already drawn to the area either entering

or leaving Lakewood on Bridgeport Way or shopping at Walmart. Proposed uses such as drive-through restaurants and gas stations with convenience stores do not tend to be destinations in and of themselves but complementary to activities already occurring in an area.”

D. Public Service impacts and mitigation: No significant impacts are anticipated on the parcels along Bridgeport Way by the applicant: “existing stormwater runoff will be directed to the existing discharge locations; electricity, water, refuse service, telephone and sanitary sewer are available.”

E. Public health, safety and general welfare impacts: Redesignating and rezoning on the parcels along Bridgeport Way is anticipated by the applicant to benefit the general welfare as they will act as a buffer for adjacent industrial uses and will allow for more convenient access to commercial uses along the travel corridor.

F. Range of permitted uses: The redesignation and rezone along Bridgeport Way would prohibit industrial uses immediately adjacent to the travel corridor. Redesignation of parcel 0220264111 to Industrial would realize the intent of the zoning in place at the time of a boundary line adjustment performed several years ago.

G. Change in circumstances: None. Per the application, “the proposed rezone [along Bridgeport Way] would provide for an opportunity for the highest and best use of the parcels.”

H. Advantages vs. negative impacts: Per the applicant, “The northerly site was set aside to be an ‘out-lot’ with development complementary to Walmart. Meaningful industrial use on this site is infeasible as it is only 1.14 acres and vertically separated from other industrial uses. The southerly site is currently used as an industrial storage yard and is not optimizing the economic potential for development in the area. When development of the area occurs, the right-of-way frontage will have a significant increase in landscaping and aesthetic appeal.”

CEDD Recommendation:

CEDD recommends redesignation and rezoning of parcel 0220264111 to Industrial (I) and Industrial 2 (I2) respectively.

CEDD recommends approval to redesignate parcels 0220262057 and 0220263153 to Neighborhood Business District (NBD) and rezone them to Neighborhood Commercial 2 (NC2) instead of Corridor Commercial (CC) and Commercial 2 (C2), respectively. This would provide consistent NC2 uses along both sides of Bridgeport Way for travelers along the corridor.

A comparison of the allowed uses in NC2 and C2 follows; **uses unique to each are in bold text** (uses common to both are in regular text):

NC2 Zoning District.	C2 Zoning District.
1. Single Family Residential (Level 2/3)	1. Community and Cultural Services (Level 1/2/3)
2. Multifamily Residential (Level 1/3)	2. Daycare Facilities (Level 2)
3. Assisted Living Facilities	3. Government Administration Facilities (Level 1/2)
4. Continuing Care Retirement Community	4. Health Services
5. Nursing Home	5. Outdoor Recreation (Level 1/2)
6. Government Administration Facilities (Level 1/2)	6. Postal Services (Level 1/2)
7. Community and Cultural Services (Level 1/2)	7. Public Maintenance Facilities (Level 1/2)
8. Daycare Facilities (Level 1/2)	8. Religious Assembly (Level 1/2/3)
9. Health Services	9. Social Services (Level 1/2/3)
10. Outdoor Recreation (Level 1/2)	10. Transportation (Level 1/2)
11. Postal Services (Level 1)	11. Communication Facilities (Level 1/2/3/4)
12. Public Maintenance Facilities (Level 1)	12. Electrical Facilities (Level 1/2)
13. Religious Assembly (Level 1/2)	13. Natural Gas Facilities (Level 1)
14. Social Services (Level 1/2)	14. Sewage Collection Facilities
15. Transportation (Level 1)	15. Stormwater Facilities (Level 1)
16. Communication Facilities (Level 1)	16. Waste Transfer Facilities (Level 1)
17. Electrical Facilities (Level 1)	17. Water Supply Facilities (Level 1/2)
18. Natural Gas Facilities (Level 1)	18. Amusement and Recreation (Level 1/2/3/4)
19. Sewage Collection Facilities	19. Building/Garden Supply and Nurseries (Level 1/2/3/4)
20. Stormwater Facilities (Level 1)	20. Business Services
21. Waste Transfer Facilities (Level 1)	21. Buy-Back Recycling Center
22. Water Supply Facilities (Level 1)	22. Convenience Commercial (Level 1/2/3)
23. Amusement and Recreation (Level 1)	23. Drive-Through Facilities
24. Building/Garden Supply and Nurseries (Level 1/2)	24. Eating and Drinking Establishment (Level 1/2/3/4)
25. Business Services	25. Food Stores (Level 1/2)
26. Convenience Commercial (Level 1/2)	26. Funeral Services (Level 1)
27. Eating and Drinking Establishment (Level 1/2/3)	27. Lodging (Level 3)
28. Food Stores (Level 1)	28. Manufactured and Modular Homes Sales
29. Funeral Services (Level 1)	29. Motor Vehicle Sales and Rental (Level 1/2)
30. Personal Services (Level 1/2)	30. Motor Vehicle Service and Repair (Level 1/2/3/4/5)
31. Pet Sales and Services (Level 1)	31. Personal Services (Level 1/2)
32. Private Training School (Level 1/2)	32. Pet Sales and Services (Level 1/2)
33. Professional Offices (Level 1/2)	33. Private Training School
34. Rental and Repair Services (Level 1)	34. Professional Offices (Level 1/2/3)
35. Sales of General Merchandise (Level 1/2)	35. Rental and Repair Services (Level 1/2/3)
36. Sales of Secondhand Property (Level 1)	36. Sales of General Merchandise (Level 1/2/3/4)
37. Limited Manufacturing/Assembly (Level 1)	37. Sales of New and Secondhand Property (Level 1/2/3)
38. Printing and Publishing (Level 1)	38. Storage (Level 1/2)
39. Residential Accessory Uses	39. Limited Manufacturing/Assembly (Level 1/2)
40. Civic Accessory Uses	40. Contractor Yards (Level 1)
41. Commercial Accessory Uses	41. Flex Space (Level 1/2)
	42. Motion Picture Production Studios
	43. Printing and Publishing (Level 1/2)

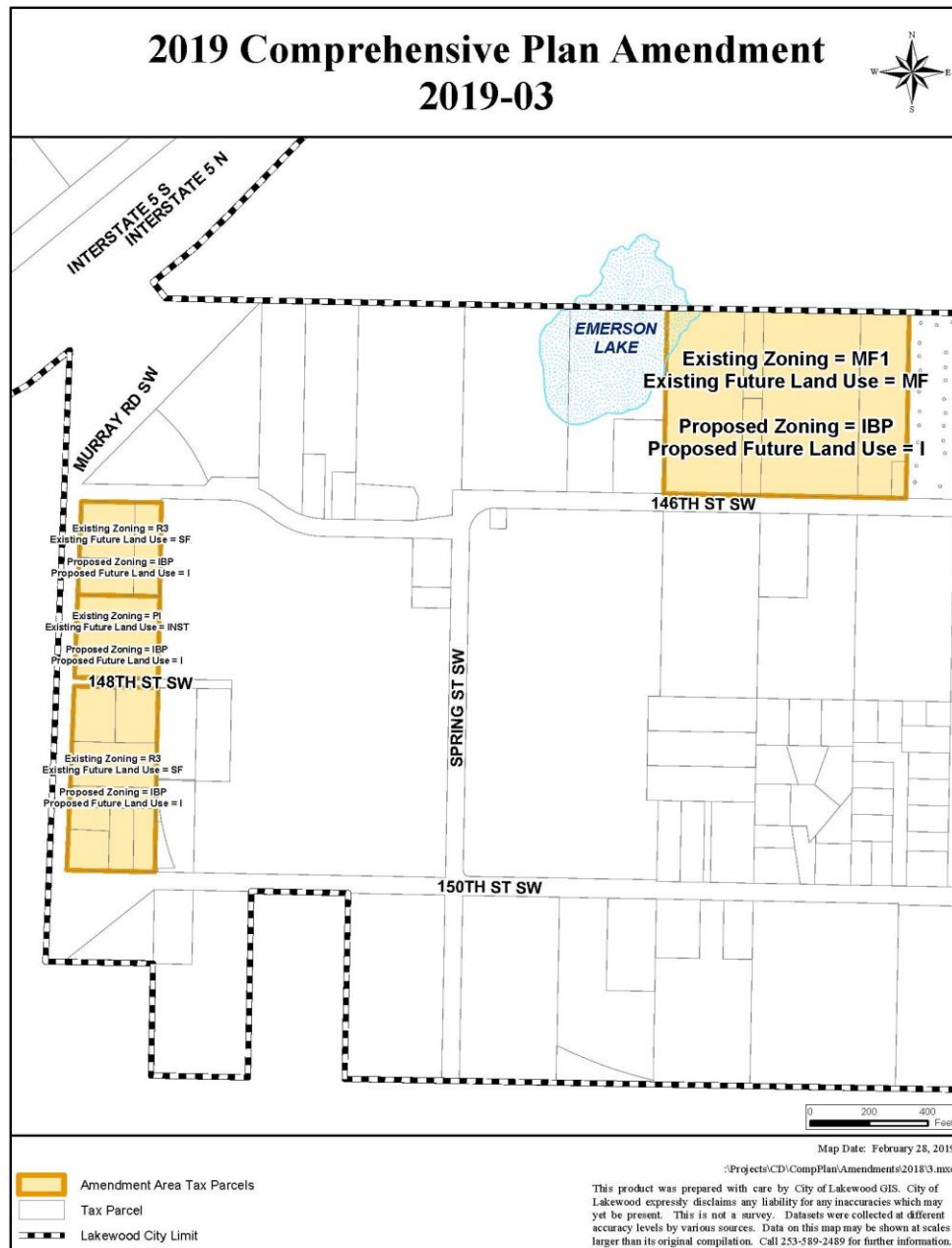
44. Warehousing, Distribution and Freight Movement (Level 1/2)
45. Civic Accessory Uses
46. Commercial Accessory Uses
47. Industrial Accessory Uses

CPA/ZOA-2019-03– MAP AMENDMENT (Woodbrook)

Amend the land use designation and zoning for Assessor-Treasurer Tax Parcel Nos. 0219221023, -1002, -1042, -1003, -1034, -1035, -2002, -2010, -2013, -2014, -2040, -2044, -2045, -2056, -2057, -2058, -2060, & -6001.

This proposal combines two private and one city application, all to redesignate and rezone properties from residential or public institutional uses to industrial uses.

1. Amend the Comprehensive Plan land-use map to designate all parcels as Industrial (I).
2. Amend the zoning map to zone all parcels as Industrial Business Park (IBP).



Aerial Vicinity map for CPA/ZOA-2019-03



Housing Capacity Analysis:

Per Pierce County Ordinance 2017-24, Lakewood has a 2030 population allocation of 72,000, or an increase of 13,200 people above its 2008 population estimate of 58,780. This translates into an increase of 8,380 housing units from the 2008 total of 25,904 to reach the City's assigned 2030 target of 34,284 units.

There are two ways of examining the housing issue. The first is to calculate the impact on *existing development*. At build-out, the proposal could result in the net loss 58 existing residential units (48 multifamily units and 10 single family units).

The second way is to examine the impact on housing based on an examination of the *comprehensive plan land use map*. Under current land use designations, these sections of Woodbrook are scheduled for single family and multifamily development. The density for single family is 4.8 units per acre; the density for multifamily is set at 22 units per acre. Therefore, if this area were built-out under current land use designations, the maximum housing count would be 291-units. (It should be pointed out that these are 'high-side' estimates. Historically, residential maximum density is rarely achieved.) That also means that if the same area were designated industrial, there would be a net loss of about 291-units.

The 2018 Downtown Subarea Plan plans for a 2,257 net housing units within its boundaries. This is an increase of 1,807 units within the Downtown boundaries and thus the City.

Assuming theoretical development at the maximum density allowed under the current zoning, the Woodbrook neighborhood has the housing capacity for 291

units. Current development includes 42 units, or approximately 14% of the maximum density allowed. It is unlikely that future residential development would build at the highest density due to environmental constraints as well as market conditions. However, assuming residential development in Woodbrook would occur at the maximum density, by rezoning the area to industrial, the citywide net increase in housing units would still be 1,516.

A. Consistency with the Comprehensive Plan: This proposal is well in keeping with the Comprehensive Plan. The City's two industrial areas - Lakewood Industrial Park and Woodbrook, have been designated as Centers of Local Importance (COLI.) A sub-area plan has been prepared for the Woodbrook Industrial Park.

Excerpts from 2018 Comprehensive Plan

1.4.2 Protecting the Social, Economic, and Natural Environments

Conversion of a part of Woodbrook (American Lake Gardens) to industrial use. Woodbrook currently provides substandard housing served by failing septic systems. With this plan targeting residential growth in other neighborhoods, Woodbrook is a promising opportunity for job creation. This plan envisions a new state-of-the-art industrial area. The assortment of aging and substandard housing and other land uses will be transformed to a major destination for manufacturing, corporate headquarters, and other employment-generating uses making use of excellent access to I-5 and ports in Tacoma and Olympia.

2.5.7 Woodbrook

Approximately 170 acres have been zoned for industrial uses. Sewers have been extended and roadway improvements have been made to accommodate redevelopment of the area with industrial uses and to facilitate traffic using the JBLM Logistics gate at the end of Murray Road SW. Additional improvements are planned. One 45,000 sq. ft. industrial building has been constructed, and approximately 700,000 square foot of additional industrial space has been approved for development. The City adopted the Woodbrook Business Park Development Report in July, 2009, which analyzes development issues and makes recommendations regarding redevelopment of the area with industrial uses.

3.4 Industrial Lands and Uses

The Woodbrook area is also planned for conversion to a new industrial area. The City completed the "Woodbrook Business Park Development Report" in July 2009. Approximately 156 acres have been designated and zoned for industrial uses, including the Woodbrook Middle School campus, which is eventually planned to be closed. In addition, sewer service was provided to the area in 2012 and a large traffic circle installed at the intersection of Murray Road SW and 150th Street SW, which are necessary to facilitate industrial redevelopment of the area. Two new large warehouse developments were approved for the area in 2012-13.

3.4.2 Woodbrook

GOAL LU-32: Facilitate the development of industrial uses in Woodbrook.
Policies:

LU-32.1: Facilitate the planned development of the industrial area, actively seeking high employment generating land uses that can capitalize on proximity to regional transportation and markets and nearby military installations.

LU-32.2: Facilitate the provision of adequate infrastructure concurrent with redevelopment.

LU-32.3: Encourage assembly of lands for redevelopment, particularly where undersized parcels contribute to siting problems.

LU-32.4: In consultation with the Clover Park School District, state education officials, and the City of Lakewood, facilitate a plan to close and demolish Woodbrook Middle School.

LU-32.5: Reduce land-use conflicts between industrial and other land uses through the provision of industrial buffers, setbacks, and screening devices, as well as enforcement of noise and air quality laws.

LU-32.6: 150th Street SW is designated as the principal truck route through Woodbrook.

5.3 Economic Development Summary

Over \$20 million in new water and sewer infrastructure improvements have been made in Tillicum and Woodbrook.

GOAL ED-5: Promote the revitalization/redevelopment of the following areas within Lakewood: 1) the Central Business District; 2) the South Tacoma Way & Pacific Highway Corridors; 3) Springbrook; 4) Tillicum/Woodbrook; 5) Lakeview (Lakewood Station District); and 6) Lake City.

Policies:

ED-5.4: Promote industrial land development at the Woodbrook Business Park.

ED-5.5: Continue existing programs to expand sewers throughout Tillicum and Woodbrook.

Land Use Implementation Strategies

11.3.12 Continue to prepare the Woodbrook area for redevelopment with industrial uses and pursue opportunities to locate appropriate businesses consistent with utility extensions as described in the Woodbrook Business Park Development report issued in July, 2009.

B. Compatibility with development in the vicinity: As described above, the City intends to see a redevelopment of Woodbrook into industrial uses. The parcels included in the application are located along 146th and Murray Road, both major thoroughfares in Woodbrook.

C. Transportation impacts and mitigation: The proposed designation and zoning changes will allow a new list of land uses, but does not represent a significant change in development potential/scale.

D. Public Service impacts and mitigation: Both the current and proposed designations and zoning support urban densities. No significant increase to public service impacts is anticipated.

E. Public health, safety and general welfare impacts: The IBP District allows less intensive manufacturing and warehouse uses than other industrial districts. The City's municipal code requires industrial development to provide additional buffers, screening and setbacks when abutting residential uses. The redesignation and rezone are in keeping with the City's long term goal to create a significant employment node, and serve the general welfare.

F. Range of permitted uses: The City's Comprehensive Plan plans for the area to become an industrial node; the IBP zone allows for a range of industrial and manufacturing uses that align with this plan.

G. Change in circumstances: As the Woodbrook Business Park continues to succeed, this proposal is realizing the City's intent to create an industrial node in et area.

H. Advantages vs. negative impacts: Future industrial development may be more intensive than what exists today and the area will experience additional freight traffic. However, the City designated this area for industrial development to create jobs and economic opportunities. The City's municipal code requires additional buffers, screening, and setbacks when abutting residential uses; it also requires mitigation of traffic impacts through off-site improvements and mitigation of other compatibility issues through performance standards.

CEDD Recommendation:

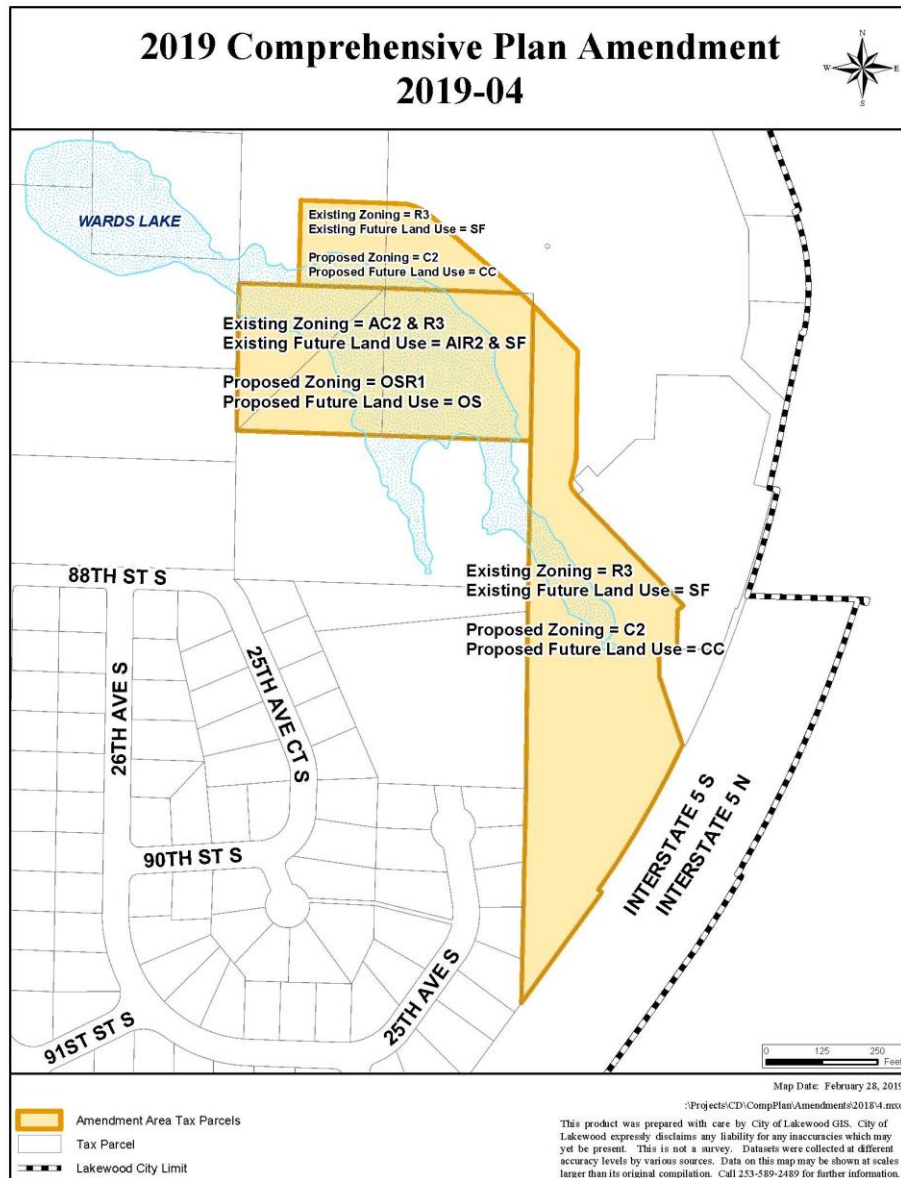
CEDD recommends approval of CPA/ZOA 2019-03 as considered.

CPA/ZOA-2019-04– MAP AMENDMENT (Wards Lake)

Amend the land use designation and zoning for Assessor's Tax Parcel Nos.: 0320311051, -1060, -5005, -5006, & -5018.

This City-initiated proposal corrects past split-parcel zoning and other zoning errors and places adjacent parcels into more consistent designations and zones around Wards Lake.

1. Amend the Comprehensive Plan land-use map to designate parcels 0320315005, -5006, and -5018 as Open Space (OS); and designate parcels 0320311051, -1060 and -1056 as Corridor Commercial (CC)
2. Amend the zoning map to zone parcels 0320315005, -5006, and -5018 as Open Space & Recreational 1 (OSR1); amend to zone parcels 0320311051, -1060 and -1056 as Commercial 2 (C2.)



Aerial Vicinity Map for CPA/ZOA 2019-04



Housing Capacity Analysis: No net loss or increase in potential housing stock.

A. Consistency with the Comprehensive Plan: Not applicable.

B. Compatibility with development in the vicinity: The application corrects past scrivener errors and the corrections increase compatibility with development in the vicinity.

C. Transportation impacts and mitigation: Not applicable.

D. Public Service impacts and mitigation: Not applicable.

E. Public health, safety and general welfare impacts: Not applicable.

F. Range of permitted uses: Not applicable.

G. Change in circumstances: Not applicable.

H. Advantages vs. negative impacts: This proposal corrects past scriveners errors and brings parcels into consistency and accuracy with their geography and surrounding uses.

CEDD Recommendation:

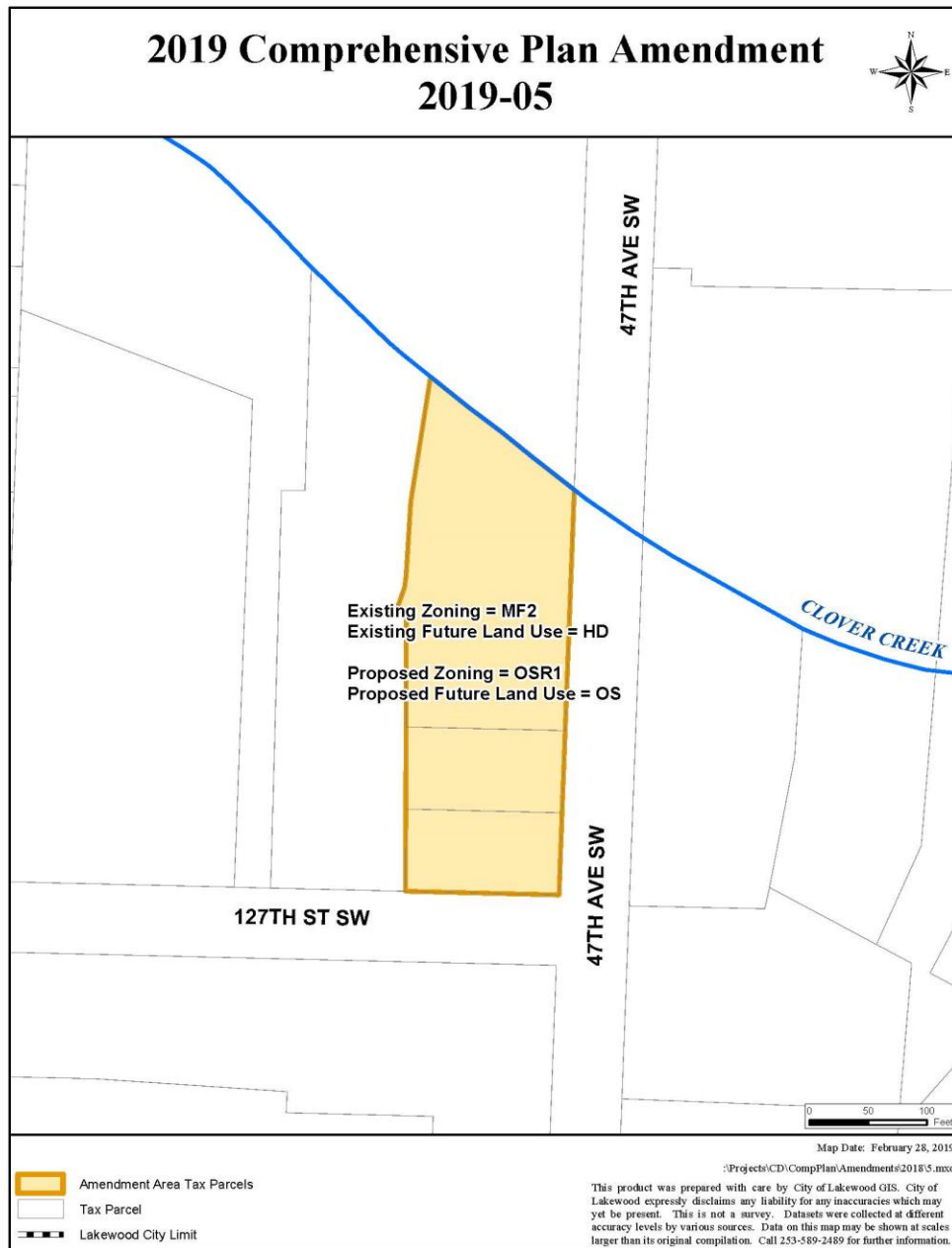
CEDD recommends approval of CPA/ZOA 2019-04 as considered.

CPA/ZOA-2019-05– MAP AMENDMENT (Springbrook Park)

Amend the land use designation and zoning for Assessor's Tax Parcel Nos.: 0219123016, -3031, & -3032.

This application would redesignate and rezone three parcels to Open Space and Recreation 1 in order for the City to expand the boundaries of Springbrook Park.

1. Amend the Comprehensive Plan land-use map to designate all parcels as Open Space (OS); and
2. Amend the zoning map to zone all parcels as Open Space & Recreational 1 (OSR1).



Aerial Vicinity Map for CPA/ZOA 2019-05



Housing Capacity Analysis: Three single family residences would be demolished. The Downtown Subarea Plan includes a net increase of 1,807 housing units; the result of adopting this amendment would thus leave a net increase of 1,804 units.

A. Consistency with the Comprehensive Plan: This application allows the City to pursue expanding Springbrook Park, consistent with the Comprehensive Plan as well as the City's Parks Legacy Plan.

Excerpts from the Legacy plan:

This 4.69 acre neighborhood park is located at 12601 Addison Street SW in east Lakewood. The site has been improved with:

- On-street parking
- Community garden
- Playground
- Basketball hoops
- 0.18 mile paved path around park
- Baseball field
- 1 Shelter with tables, no benches
- Drinking fountain

Proposed repair and replacement:

- Upgrade irrigation
- Replace playground
- Replace perimeter fencing
- Renovate lighting in park and street
- Preserve or replace trees

Possible improvements:

- Install artificial turf on soccer field
- Reconfigure and improve parking
- Develop new service road access
- Install security cameras

- Develop creek access
- Develop access to lower Springbrook
- Acquire and expand park property
- Expand community gardens
- Spray park
- Large community event shelter
- Horse shoe pits
- Additional picnic tables throughout park
- Picnic shelter near creek
- New paths for circulation in park
- Covered basketball court

B. Compatibility with development in the vicinity: The parcels are immediately adjacent to Springbrook Park, also designated and zoned Open Space & Recreation.

C. Transportation impacts and mitigation: Transportation impacts would be minimal with the change of 3 parcels from residential to open space use.

D. Public Service impacts and mitigation: The application would likely result on less use of water and sewer services with the change of use.

E. Public health, safety and general welfare impacts: This application would enable the eventual expansion of Springbrook Park, providing additional health and general welfare benefits to Lakewood residents.

F. Range of permitted uses: The City has purchased the parcels in question with the intent of adding them to Springbrook Park; the proposed designation and zone would allow for such use.

G. Change in circumstances: The parcels have been purchased by the City of Lakewood and are no longer being used for residences.

H. Advantages vs. negative impacts: The advantages to adding park space to the City outweigh the loss of three residential units, especially in light of the recent allocation of 2,257 additional housing units to the Downtown Subarea.

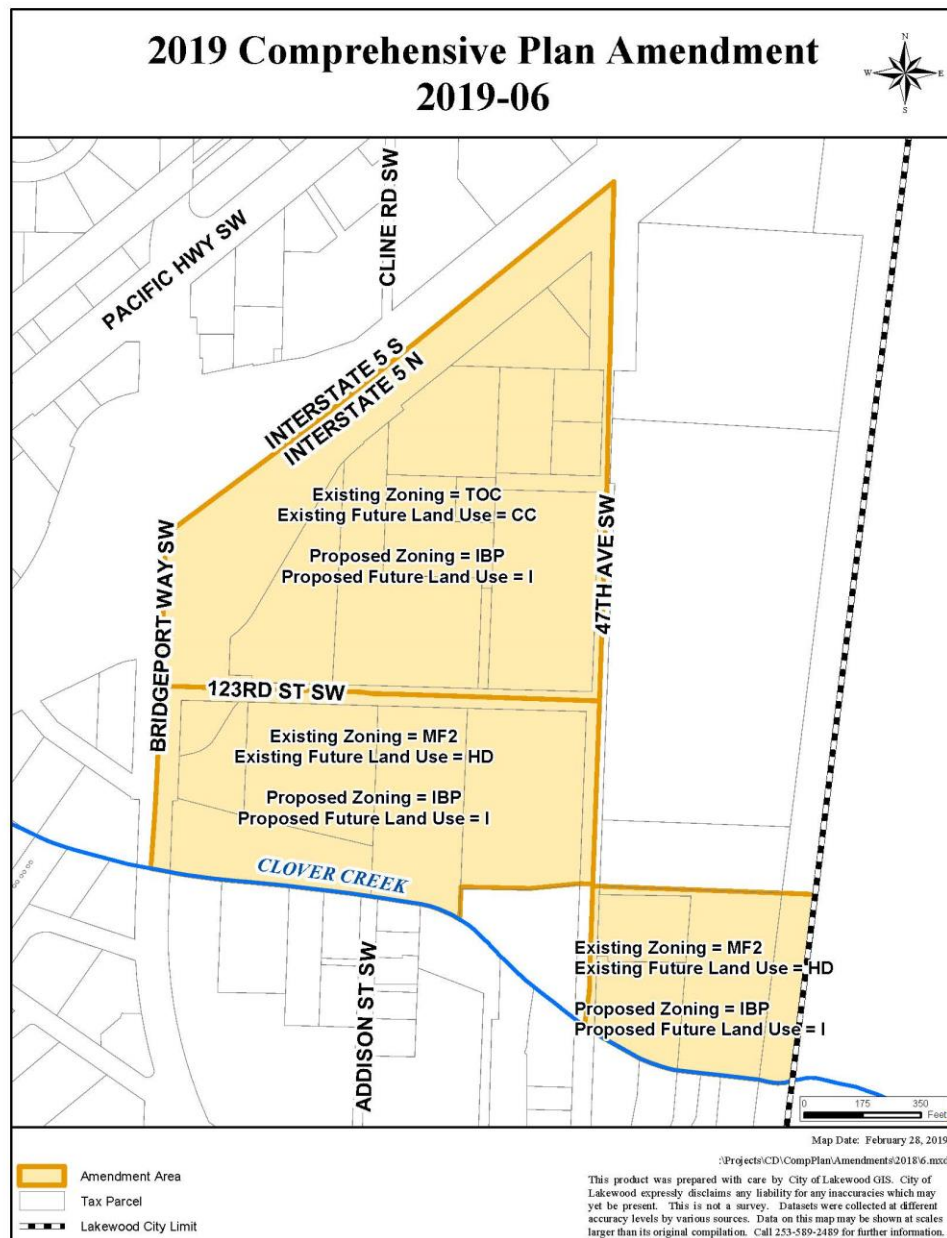
CEDD Recommendation:

CEDD recommends approval of CPA/ZOA 2019-05 as considered.

CPA/ZOA-2019-06-MAP AMENDMENT (Springbrook Neighborhood)

Amend the land use designation and zoning for Assessor's Tax Parcel Nos.: 0219127015, -3105, -3017, -7013, -7012, -3005, -3000, -3064, -3024, -2033, -2028, -3108, -3109, -3084, -3025, -3081, -3116, -3113, & -3114.

1. Amend the Comprehensive Plan land-use map to designate all identified parcels as Industrial (I);
2. Amend the zoning map to zone all parcels as Industrial Business Park (IBP); and
3. Remove the Lakewood Station District boundary located in the Springbrook Neighborhood.



Aerial Vicinity Map for CPA/ZOA 2019-06



Staff Analysis: Because of the complicated nature of analyzing this proposed application, staff is providing the information below rather than working through the eight standard criteria or providing a recommendation.

Housing Capacity Analysis:

Per Pierce County Ordinance 2017-24, Lakewood has a 2030 population allocation of 72,000, or an increase of 13,200 people above its 2008 population estimate of 58,780. This translates into an increase of 8,380 housing units from the 2008 total of 25,904 to reach the City's assigned 2030 target of 34,284 units.

There are two ways of examining the housing capacity. The first is to calculate the impact on *existing development*. At build-out, the proposal could result in the net loss 334 existing residential units (333 multifamily units and one single family residence.)

The second way is to examine the impact on housing based on an examination of the *comprehensive plan land use map*. Under current land use designations, this section of Springbrook is scheduled for medium- and high-density mixed use development with ranges in density of between 35- and 54-units per acre. However, much of the area is located in an existing floodplain. The floodplain poses constraints on maximum density. Based on a recent multifamily development project being proposed in Springbrook ("Cloverbrook"), which is located in the floodplain, it has been calculated that the maximum density cannot exceed 30-units per acre. Therefore, if this area were built-out under current land use designations, the maximum housing

count would be 1,150 units. That also means that if the same area were designated industrial there would be a net loss of about 1,150 units, but again, this is a ‘high-side’ number.

Half of the properties in this area are in both the floodplain and the floodway. Development within the floodway is severely limited; housing would be prohibited. It is difficult to make a calculation of housing net loss in the floodway because the floodway meanders across a significant amount of land area and its boundaries cross many property lines. The most likely scenario is that housing net loss is about one-half of 1,150 units, or roughly 600 units.

The 2018 Downtown Subarea Plan plans for a 2,257 net housing unit increase within its boundaries. This is an increase of 1,807 units within the Downtown boundaries and thus the City.

Assuming theoretical development at the maximum density allowed under the current zoning, the Springbrook neighborhood has the housing capacity for 1,548 units; again, given environmental constraint, the current real-world estimated maximum capacity is 1,150 units. By rezoning the area to industrial, the city-wide net increase in housing units would still be at least 773; using the more likely 600 unit build out for this area, the net citywide housing capacity increase taking the Downtown Subarea Plan increase of 1,807 units into account would be 1,207.

The 2018 Comprehensive Plan Excerpts:

Policy ED-5.13: Develop and implement a sub-area plan for Springbrook.

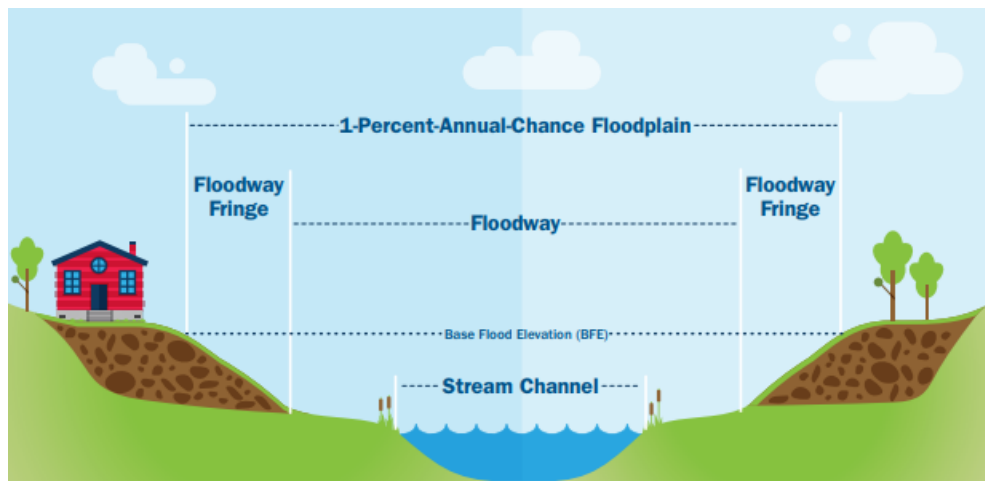
To date, a Springbrook subarea plan has not been developed.

A map of the Springbrook area with a number of environmental layers applied is provided below.

Red	Special Flood Hazard Area (SFHA)
Light Orange	500 year flood zone
Thick Orange Lines	Topographic lines
Thick Yellow line	Creek(s)
Yellow	250' creek buffer per FEMA BiOp
Purple with black outline (looks pink)	Oak grasses (potential oak woodlands)
Blue	Potential Wetlands

The distinction between the two is important when considering development and mitigating risk in a community.

Graphically, a floodplain and floodway looks like this:



However, the floodway for Clover Creek is much different. It does not follow a stream channel, or so it appears. Please see the figure below.



This is not your typical floodway. After considerable research, the floodway follows a remnant, ephemeral Clover Creek, which emptied into Ponce de Leon Creek, and then into what is now known as Lake Steilacoom. This flow pattern may have existed 150 years ago.

Modification of the Clover Creek floodplain began as early as the mid-nineteenth century. In 1853, Andrew F. Byrd built a dam impounding the waters of a low-lying marsh to power his sawmill, which formed Steilacoom Lake at the headwaters of Chambers Creek.

Since the late 1800s, Clover Creek has been extensively modified by canals, diversions, channelization, and diking. In the 1880's. Captain John C. Ainsworth moved Clover Creek off his floodplain near the Town Center, Lakewood. Teams of horses with slip scoops were used to dig a new channel and sheep were used to pack the channel bottom.

Several old diversion canals still carry appreciable water. In the early 1900s, a canal was built adjacent to the creek to supply the City of Tacoma with drinking water. The canal was never used for its intended purpose but it now carries half of the present creek's flow. The canal is approximately one half mile long and has a gravel bottom. It is located in the area of Old Military Road and 38th Avenue East

Ponce de Leon Creek was the historic, most downstream portion of the Clover Creek channel, immediately upstream from Steilacoom Lake. Much of an alternate western segment of Clover Creek was widened and deepened during the 1930s and early 1940s to help alleviate winter flooding problems.

Approximately 4.0 miles of the creek were dredged during this project. Prior to construction of the Lakewood Mall, during periods of high flow, Clover Creek would overflow into the historic connection to what is now Ponce de Leon Creek. The natural channel extending from the McChord western boundary to what is now called Ponce De Leon Creek was abandoned when the present day channel was widened and deepened. The Clover Creek reach within McChord AFB was relocated in 1938-1940 to make way for runway and facility construction.

These data strongly suggest that the floodplain and floodway as depicted by FEMA, for the Springbrook Neighborhood, is no longer accurate based due to out-of-date information used by FEMA in the last update, the historical modification of the Clover Creek channel, in combination with the urbanization that has occurred in the Clover Creek Basin.

Lakewood Floodplain Review and Amendment

It is recommended that regardless of action taken on this proposed amendment, the City pursue a new, two-dimensional floodplain model, and if the data shows the floodplain and floodway to be inaccurate, submit for a FEMA map amendment.

CPA-ZOA 2019-06 Options

OPTION 1 – Status Quo: Take no action (retain the current land use designations (Comprehensive Plan: Corridor Commercial & Multifamily) and zoning (TOC & MF2), subject to the current flood hazard overlay regulations.)

Current Conditions:

- Existing developed are already nonconforming with the flood hazard overlay regulations.
- Some properties have wetlands.
- Existing residential densities are low. Existing DUA for developed properties

is on average 13.75. Highest DUA count is 33 DUA for one property. By comparison, the maximum DUA for TOC is 54; for MF2 is 35 DUA.

- For new development, under the current constraints, the lot coverage is 24 percent, impervious surface (parking areas), 46 percent, and open space flood protection, another 31 percent.
- Strict limitations/prohibitions to any increase in existing structures' square footage.
- Maximum residential density, 30 DUA with buildings having five levels.

Pros:

- Leaves the current situation as is; no changes.
- Within the region, there appears to be an affordable housing shortage. These lands at this density could help offset demand provided the market remains strong.
- Subject properties are located in the vicinity of the Lakewood Station, a major transit hub.
- With mixed use development permitted in the TOC zone, it improves the potential for better services within the Springbrook Neighborhood.

Cons:

- This area of Lakewood has been slow to redevelop. In part, this is because of a lack of infrastructure. Other reasons include the potential for flooding for properties adjacent to Clover creek, the surrounding conditions of existing properties, its geographical isolation, and lack of services.
- City is placing higher density in a floodplain. Generally, this is not sound public policy.

OPTION 2 – Lower Density: Reduce current residential densities; prohibit mixed use residential development.

Pros:

- Reduces residential density and would prohibit commercial development; lessens the impact of development in the floodplain.

Cons:

- Reduces Lakewood's underlying residential capacity as it relates to GMA; however, it is argued that allowing higher densities in a floodplain is counter to the overall goals of GMA.
- City is still allowing low- to medium-density within the floodplain.

OPTION 3 – Open Space: Change the comprehensive land use designation to Open Space & Recreation (OSR) and the zoning classification Open Space & Recreation 2 (OSR2), respectively. Allow both public and private higher intensity open space uses such as golf courses, tennis courts, driving ranges, archery ranges, picnic grounds, swimming areas, ice-skating rinks, parks, wildlife and nature preserves, bicycle, and hiking trails.

Pros:

- Consistent with FEMA regulations.
- Consistent with the City's Flood Hazard Overlay regulations.
- Consistent with the goals of GMA.
- Expands open space opportunities within the City.
- In the long-term, may improve the biological viability of Clover Creek.

Cons:

- Reduces Lakewood's residential capacity.
- Reduces the City's opportunity for economic redevelopment particularly in a market that is desiring additional industrial lands supporting the current level of activity in the ports of Tacoma and Seattle.
- Existing uses would zoning-wise, become nonconforming (however, existing developed areas are already nonconforming with the flood hazard overlay regulations).
- Existing uses would zoning-wise, become nonconforming (however, existing developed areas are already nonconforming with the flood hazard overlay regulations).

OPTION 4 - Industrial: Amend the land use designations (Corridor Commercial (CC) & Multifamily (MF) and zoning (Transit Oriented Commercial (TOC) and Multifamily 2 (MF2)) to Industrial and Industrial Business Park (IBP), respectively.

Pros:

- Supports the City's goals for economic redevelopment and investment.
- Encourages new infrastructure.
- Properties are located in an Opportunity Zone.

Cons:

- Potential loss of land for housing development.
- Development within the floodplain is subject to the City's Flood Hazard Overlay Zone.
 - All new development shall be designed and located to minimize the impact on flood flows, flood storage, water quality and habitat.
 - New construction for any commercial, industrial or other non-residential structure shall be elevated at least one (1) foot above the base flood elevation, with attendant utility and sanitary facilities.
 - No new development shall create a threat to public health, public safety, or water quality. Chemicals, explosives, gasoline, propane, buoyant materials, animal wastes, fertilizers, flammable liquids, pollutants, or other materials that are hazardous, toxic, or a threat to water quality are prohibited from the Regulatory Floodplain. (This prohibition does not apply to small quantities of these materials kept for normal household use.)
- Significant site constraints in relation to typical industrial development: lot coverage, 24 percent; impervious surface (parking areas), 46 percent; and open space for flood protection, another 31 percent.

Transportation analysis (daily trip generation rates) for Option 4 (analysis subject to change):

Current daily trip generation: 1,512 trips +/- (from current 334 units).

Current designation/zoning build-out trip generation using a constrained analysis based on floodplain problems: 9,197 +/-.

Trip generation with conversion to industrial, also using a constrained analysis because of floodplain: 5,078 +/- . This number is relatively low due to an assumption that only 30% of the land can be covered with structures because the area is in a floodplain.

Total acreage: 42.03 acres

Existing number of residential units: 334

Existing dwelling units per acre (DUA) for the subject area: 13.75 (very low!)

Maximum number of units based on current code: 1,670

Daily trip generation based on existing uses: 1,512 (very low!)

Miscellaneous:

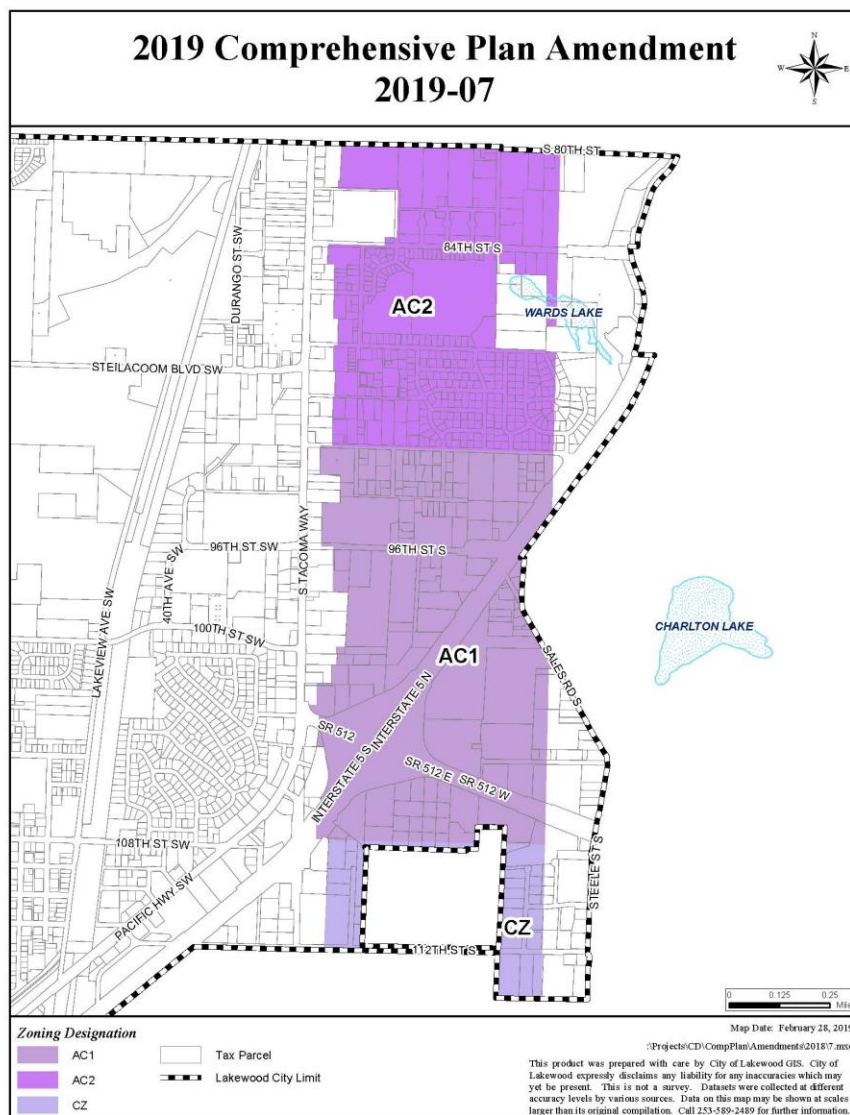
- Should this Option be pursued, it may require follow-up amendments to the City's Shoreline Master Plan.

CPA/ZOA-2019-07 – MAP & TEXT AMENDMENT (Military Districts)

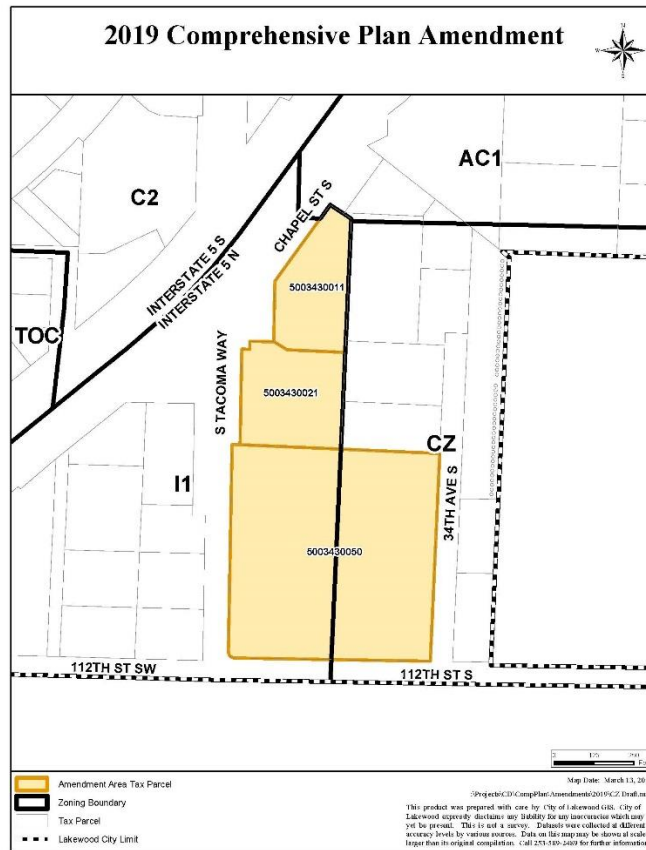
To be consistent with the December 2015 Air Installations Compatible Use Zones (AICUZ) Program Air Force Instruction (AFI) 32-7063, this application would:

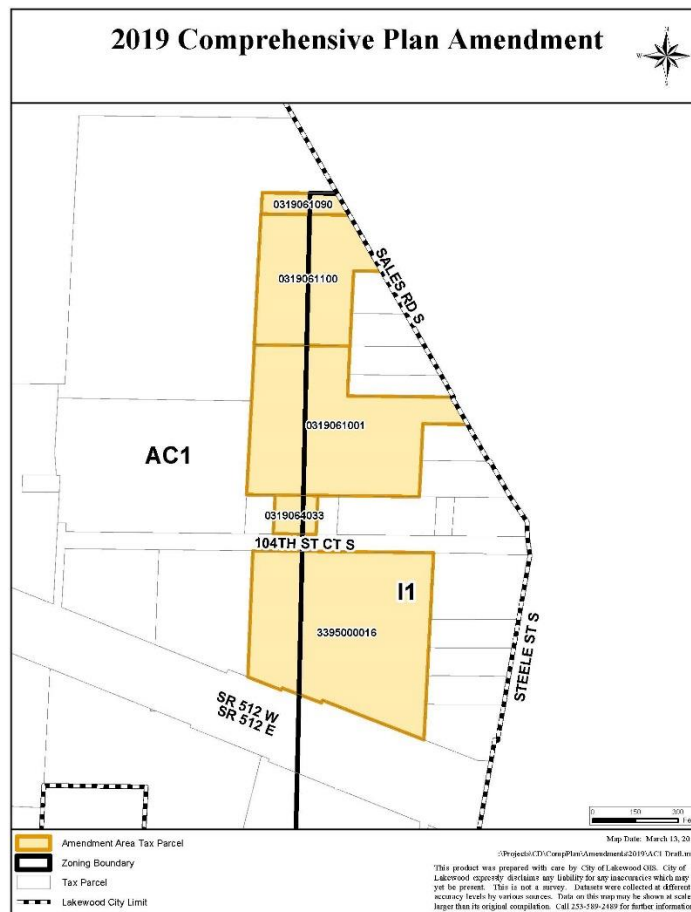
- amend the designation and zoning on certain parcels that are currently partially within the AC1 or AC2 zones to eliminate split zoning;
- update the Comprehensive Plan discussion about Joint Base Lewis-McChord (JBLM), Camp Murray, and related military issues;
- amend LMC Chapter 18A.30.700 (Military-Related Zoning Districts); and
- amend other sections of the LMC, including removing certain land use types and levels currently allowed within the Clear Zone (CZ) area.

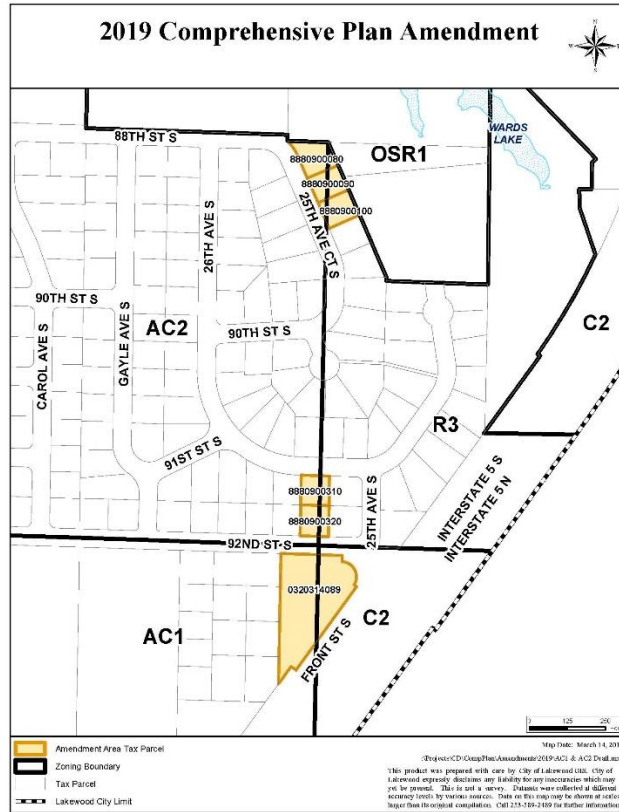
CPA/ZOA-2019-07 Vicinity Map



Amendments to Lakewood Comprehensive Plan Future Land Use Map:







Amendments to Lakewood Comprehensive Plan Text (changes in red text):

3.6 Military Lands

Military lands are the portions of the federal and state military installations within or adjacent to the City. These installations include Joint Base Lewis McChord (JBLM) including McChord Field and Camp Murray. The autonomy associated with federal and state ownership of the military installations, in combination with the unique character of the military operations and support structures, are not typical of civilian land uses and requires special consideration by the City as a host community for these installations.

3.6.1 JBLM Installation Profile

JBLM was formally established in 2010, combining Fort Lewis and McChord Air Force Base into a single administrative unit. JBLM is home to the U.S. Army I Corps and 7th Infantry Division, the U.S. Air Force 62nd Airlift Wing, Madigan Army Medical Center, 1st Special Forces Group, U.S. Navy and U.S. Marine Corps elements, and other commands and tenant organizations. JBLM reports that as of March 2019, more than 40,000 active duty, National Guard, and Reserve service members and about 14,000 civilian workers are stationed or work at the installation, as of June 2015, the on-base population stands at 23,700. Region-wide, the JBLM-supported population, which includes full-time military, family members, and dependents; DoD employees; and civilian contractors; living on base and in neighboring communities, stands at more than 130,000. JBLM is the largest military installation on the west coast, encompassing over 90,000 acres including the main cantonment area (approximately 10,000 acres) and close-in training ranges (approximately 80,000 acres). There are two airfields on the installation: McChord Field, which is home to C-17 transport fleet, and Gray Army Airfield (GAAF), which supports mainly helicopter operations. JBLM has a rail loading complex that connects to the Burlington Northern-Santa Fe (BNSF) line. The training lands on JBLM include 115 live-fire training ranges. Convoy routes to Yakima Training Center (YTC) use I-5 to State Route (SR 18) to I-90 to I-82. The ports of Olympia, Tacoma, and Seattle provide deep water seaport capabilities.

JBLM is a power projection platform with many strategic advantages, including its location on the Pacific Rim, home to the I Corps and its historical Asia/Pacific focus, deep water port access, global airlift capabilities, and extensive training ranges.

3.6.2 JBLM Economic Profile

JBLM is also a major economic engine in Washington State and, as of 2014, is the second largest employer in the state and the largest employer in Pierce County. The economic impact of JBLM includes wage and salary payments to military and civilian employees, construction contractor payments, and operating costs such as rent and lease payments for various types of equipment, utilities, telephone services, office supplies, and non-construction contracts. It is estimated that 70-75 percent of JBLM Soldiers live off base, bringing large revenue and jobs to surrounding communities. A 2018 JBLM Regional Economic Analysis* found that the installation's workforce

has an overall \$9.2 billion annual impact on the South Sound. JBLM's presence also generates 25,000 "spin-off" jobs that contribute an additional \$1.7 billion to the local economy each year. About 70% of JBLM's active duty soldiers live off-base; taken with the Department of Defense (DoD) civilian workforce, this population is 85% of JBLM's personnel and they bring significant revenue and jobs to the communities surrounding the installation. (The report focused on workforce and operating budget, and thus did not estimate the additional impact of JBLM families aside from that on K-12 education.)

*The Economic Impact of the JBLM Workforce and Operations on the South Sound Region, University of Washington Tacoma (UWT) Center for Business Data Analytics, June 2018.

Looking at the impact from the JBLM workforce, each dollar spent by a service member or contract employee circulates through the local economy multiple times. \$1,000 provided to a service members as a housing allowance could translate into \$2,000 in the economy and foster 10 jobs for the area's population.

JBLM's annual payroll totals almost \$5 billion, and defense contracts with South Sound communities total approximately \$660 million. Defense contracts with businesses located outside the region total an additional \$80 million. The 32,000 military retirees who choose to live in the South Sound bring \$900 million in retiree pay to the local economy.

Economic impact multipliers are a mechanism to summarize the importance of different areas of activity within an economy. The employment multiplier represents the change in the number of additional jobs gained or lost from an initial change in employment on JBLM. JBLM enjoys a multiplier of 1.42, meaning that for every 100 soldiers stationed at JBLM an additional 42 jobs in the local economy are generated.

~~The Washington Economic Development Commission conducted an analysis in 2010 to determine the economic impact of Washington's military bases and defense-related economy, identify new and emerging business opportunities, and build on the state's significant military presence.~~

~~According to the report, DoD spending in 2014 resulted in an estimated \$12.7 billion of economic activity within Washington State, including payroll, contracts, pensions, and other expenditures. DoD contracting produced an estimated \$3.7 billion in total output. The total defense activity created nearly \$12.2 billion in total output in the state and supported approximately 191,600 jobs and nearly \$10.5 billion of labor income. At JBLM specifically, payroll and other expenditures equaled \$3.5 billion in 2009. In the same year, businesses in Pierce County also received \$862,361,235 in defense contracts.~~

Aside from quantifiable economic impacts, military-related activity provides numerous benefits to the state and regional economies, including generating employment opportunities for a wide range of individuals, providing skilled workers in the form of retiring military personnel, creating supplementary markets for firms, whose principal focus is not defense, offering relative insulation from the volatility of

market demand, and spurring technological innovation.

3.6.3 1992 JLUS

In 1992, a Joint Land Use Study (JLUS) was completed for Fort Lewis and McChord Air Force Base. During the more than 20 years since that study, the two military installations have formed a joint base and grown considerably, missions have changed, and significant urban growth has occurred in the region. While some specific compatibility issues addressed in the previous study are no longer relevant, there are several persistent issues.

The 1992 JLUS resulted in several successful implementation actions. Most significantly, both Pierce County and the City of Lakewood have addressed land use impacts related to JBLM within their comprehensive plans and development regulations, particularly with regard to land uses in the McChord North Clear Zone (NCZ) and Aircraft Potential Zones (APZs). Acquisition of private property by the U.S. Air Force and Pierce County within the NCZ has occurred to mitigate the presence of incompatible land uses. However, incompatible private development in the McChord Field NCZ remains, incompatible land uses still exist, regional transportation impacts continue to pose a significant challenge, and noise impacts remain as missions have evolved.

The Washington State Legislature recognized the importance of military installations to Washington's economic health that it is a priority of the state to protect the land surrounding military installations from incompatible development, and that priority is expressed by RCW 36.70A.530 mandating that Comprehensive Plans and development regulations shall not allow incompatible development in the vicinity of military installations.

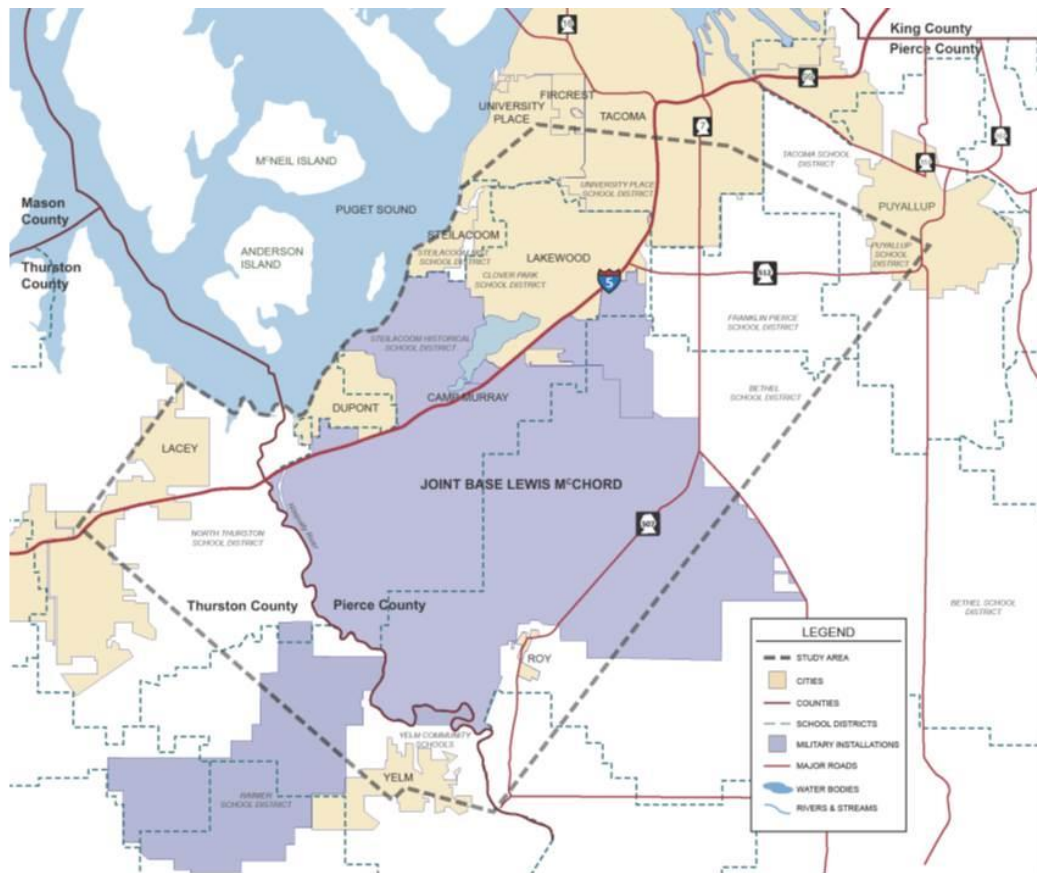
The region surrounding JBLM is expected to experience continued economic and population growth, thus a coordinated effort is needed to ensure that the growth which occurs allows the installation to maintain its essential role in the nation's defense while concurrently remaining a vital member of the local community and a major contributor to the local economy.

3.6.4 2010 Growth Coordination Plan

The Joint Base Lewis-McChord (JBLM) Growth Coordination Plan (GCP) is the product of partnerships formed to prepare for growth and change in the South Puget Sound region associated with the joint basing process that combine Fort Lewis and McChord Air Force Base into JBLM. This document represented a collective effort to assess the region's ability to address the impacts of past and future JBLM growth and change. The intent of the GCP was to assist the communities in planning and preparing effectively to maintain and enhance the quality of life of the region as the installation grows in response to Base Realignment and Closure (BRAC), Army Modular Force, and other Department of Defense initiatives.

The 2010 JBLM GCP had three intended uses: 1) To provide regional service providers with more information about JBLM population and employment they can use to better support military families in the region; 2) To provide JBLM and community providers with recommendations for leveraging the economic opportunities of base expansion and for providing adequate off-base support services; and 3) To provide public agencies with a consolidated document that provides supporting data for the opportunities and needs identified that can support future grant applications, and inform decision-makers of the urgency for implementation and benefits to both JBLM and the larger region.

The GCP study area did not follow the geographic boundaries of any one entity, jurisdiction, or service agency, and is unique to the needs of those within it. JBLM representatives, Washington State, and community leaders from Pierce and Thurston counties, Lakewood, Tacoma, DuPont, Steilacoom, Lacey, Yelm, Roy, area School Districts, health and social service agencies, and nonprofit service providers in Pierce and Thurston counties participated in the development of the Plan.



Growth Coordination Plan Study Area Map

The Joint Base Lewis-McChord 2010 Growth Coordination Plan (GCP) included Six Core Recommendations:

- Formalize New Methods of Regional Collaboration

- Improve Access to Information
- Improve Access to Existing Services
- Promote JBLM as a Center of Regional Economic Significance
- Improve Support for Military Families
- Improve Regional Mobility

As GCP issues have been resolved or become obsolete, the SSMCP has supplemented its content and moved beyond the GCP where appropriate while relying on the relationships built during its drafting.

3.6.5 2015 JLUS

During 2014, the South Sound Military & Communities Partnership, of which Lakewood is a member, coordinated an update to the 1992 Fort Lewis JLUS for the recently formed Joint Base Lewis-McChord (JBLM). The update was completed in October 2015. The revised JLUS consists of three documents, the Existing Conditions Report; a Compatibility Report which identifies points of conflict or encroachment; and an Implementation Plan that lists strategies to solve current conflicts, or avoid future ones. The JBLM JLUS findings are advisory in nature and are intended to identify and suggest resolution for impacts generated by military training and operations on communities, and in turn, community growth and activities on or near military installations.

In 2017, using state grant funds and funding from Pierce County, hired a consultant to appraise all clear zone properties. A rough “order of magnitude” estimate for business relocation costs for properties and businesses was also completed as part of an Action & Implementation Plan developed by SSMCP.

During 2017, SSMCP developed a plan of action to bring the McChord Field North Clear Zone (NCZ) into compliance with federal guidelines for public and air safety. The AIP sets forth a phased strategy consisting of six actions and corresponding implementation steps designed to be carried out in a specific sequence in order to achieve the desired end state and acceptable interim outcomes, while balancing benefits and costs among project stakeholders.

Lakewood-JBLM “Land Swap”: The threshold question was whether sale of the Woodbrook Property would generate sufficient revenues to offset costs and result in meaningful purchases in the McChord Field North Clear Zone. JBLM would transfer the Woodbrook Property to local government ownership. Lakewood would convey the parcel to a private developer. Funds from the sale would be used to purchase privately-owned lands in the NCZ. The 2017-2018 review found that due to environmental constraints and infrastructure cost, the Woodbrook Property, and other identified possible parcels, would not be a feasible candidates for transfer.

In 2018-2019, Lakewood worked with the South Sound Military & Communities Partnership (SSMCP) and JBLM to develop lighting ordinance and regional lighting code templates for jurisdictions around the JBLM boundaries.

~~The goals and policies below lay the groundwork to eliminate or diminish compatibility issues and improve coordination between JBLM. These Goals and Policies are as follows:~~

Military Compatibility is the Growth Management Act (GMA)

RCW 36.70A.530 Land use development incompatible with military installation not allowed—Revision of comprehensive plans and development regulations.

(1) Military installations are of particular importance to the economic health of the state of Washington and it is a priority of the state to protect the land surrounding our military installations from incompatible development.

(2) Comprehensive plans, amendments to comprehensive plans, development regulations, or amendments to development regulations adopted under this section shall be adopted or amended concurrent with the scheduled update provided in RCW 36.70A.130, except that counties and cities identified in RCW 36.70A.130(4)(a) shall comply with this section on or before December 1, 2005, and shall thereafter comply with this section on a schedule consistent with RCW 36.70A.130(4).

Military Compatibility in the Countywide Planning Policies (CPPs)

UGA-11. The County and each municipality neighboring Joint Base Lewis-McChord should develop planning provisions, including development regulations that encourage adjacent land uses that are compatible with military uses.

Comprehensive Plan Goals and Policies

Lakewood is engaged in collaborative planning efforts involving Joint Base Lewis-McChord (JBLM) and local governments surrounding the installation to encourage compatible development and redevelopment in surrounding areas, balancing sustaining the local military mission with long-term community land use needs. Goals and policies toward this end follow:

GOAL LU-34: Protect the long-term viability of JBLM and assure flight safety in the vicinity of McChord Field while protecting the public's health and safety.

Policies:

LU-34.1: Air Corridors Established.

The two air corridor areas (Air Corridor 1 and 2) extend northward from the McChord Field runway and are subject to noise and safety impacts of military flight operations. Figure 1 shows the Air Corridor boundaries. The potential risk to life and property from ~~the rather unique nature of~~ hazards that may be associated with military aircraft operations, as distinguished from general/commercial aviation, corridors, necessitates control of the intensity, type, and design of land uses within the designation.

A. Air Corridor ~~I~~ 1 (AC1) comprises the Clear Zone (CZ) and the Accident Potential Zone Designation I (APZ I) as identified through the Air Installation Compatible Use Zone (AICUZ) program. The CZ is a 3,000 by 3,000 foot zone at the

end of the runway where there is the highest statistical possibility of aircraft accidents. Any existing or future development in the CZ is of concern. USAF analysis indicates that 28% of all air accidents occur within the CZs. Development in the CZ increases the likelihood of flight obstructions such as physical structures, smoke, and glare, and challenges the military's ability to safely carry out missions. Development should be prohibited in this zone. Any use other than airfield infrastructure (e.g., approach lighting) is incompatible in the CZ. The APZ I designation has somewhat lower accident potential than the CZ, but it is high enough that most types of development in this zone are discouraged, including residential uses.

B. Air Corridor ~~H~~ 2 (AC2) comprises the Accident Potential Zone Designation II (APZ II), again, as identified through the Air Installation Compatible Use Zone (AICUZ) program. The APZ II designation has a lower accident potential, and some compatible uses are appropriate; however, uses that concentrate people in the APZ II, including residential uses at densities greater than two dwelling units per acre, are considered incompatible per federal guidance.

C. Special Note on Air Corridor ~~I~~ 1 and ~~H~~ 2 boundaries: There are minor discrepancies in boundary locations between the Air Corridors and the CZ, APZ I and APZ II. The Air Corridor boundaries follow property lines whereas the CZ, APZ I and APZ II are based in imaginary surface areas. The CZ is 3,000 feet by 3,000 feet, measured along the extended runway centerline beginning at the end of the runway; APZ I is 3,000 feet wide by 5,000 feet long; APZ II is 3,000 feet wide by 7,000 feet long

~~LU-34.2:—Compatibility with JBLM Missions.
Evaluate all proposed amendments to the Comprehensive Plan, capital facilities plan, and Urban Growth Area (UGA) that will to ensure they do not potentially encourage incompatible land uses or create the potential for incompatible development in the vicinity of JBLM.~~

~~LU-34.3:—Restrict Residential Uses.
Future Comprehensive Plan amendments and zone reclassifications within Air Corridors I and II that would increase residential densities, geographically expand residential zones, establish a new residential designation, change an existing commercial or industrial designation to a residential designation or allow residential uses in commercial or industrial zones will be prohibited.~~

LU-34.42: Compatible Land Use ~~and Densities~~ Policies.
Regulate land uses and/or activities that could adversely impact present and/or future base operations and protect JBLM and McChord Field from further incompatible encroachment. Regulate land use within the AC1 and AC2 zones to protect public health and safety, ensure a compatible mix of land uses, and support ongoing McChord Field operations, consistent with the GMA, CPPs, JBLM Joint Land Use Study (JLUS) recommendations.

A. Land use decisions regarding proposals located in the AC1 and AC2 zones

shall consider regional and national needs as well as local concerns.

B. Review proposed Comprehensive Plan and zoning amendments for compatibility with the JBLM Air Installation Compatible Use Zone (AICUZ) program and Joint Land Use Study. Identify priority areas in which to resolve inconsistencies with AICUZ regulations.

C. Comprehensive Plan amendments and zone reclassifications within AC1 and AC2 that would increase residential densities, geographically expand residential zones, establish a new residential designation, change an existing commercial or industrial designation to a residential designation, or allow residential uses in commercial or industrial zones are prohibited.

D. Sensitive uses that have a high concentration of people such as, but not limited to, schools, religious institutions, theaters, public assembly facilities and day care facilities are prohibited from locating near McChord Field and/or within the AC1 and AC2 zones.

E. Existing Industrial uses in the AC1 (but outside of the Clear Zone) and AC2 zones are to be preserved and industrial uses that complement aviation facilities are encouraged.

F. Recognize safety issues associated with training, artillery, and small-arms activities on JBLM.

1. Future construction adjacent to the installation should provide for fire protection at installation boundaries.

2. Prohibit the following land uses within appropriate areas:

a. New residential uses, unless the design of the structure and general site plan incorporate noise-reduction measures to meet the Department of Housing and Urban Development (HUD) standards;

b. Public services and quasi-public services such as hospitals, public meeting rooms, and libraries, and cultural, recreational, and entertainment land uses, unless the design of the structure and general site plan incorporate noise reduction measures to meet HUD standards; and

c. Schools, daycare facilities, and other facilities which incorporate outside activities.

G. Direct the following land uses away from property abutting the installation boundary:

1. High density residential;

2. Public buildings (such as schools, medical facilities, public meeting facilities, and churches); and

3. Cultural facilities.

H. Uses which attract birds, create visual hazards, discharge particulate matter into the air which could adversely alter atmospheric conditions, emit transmissions which would interfere with military aviation communications and instrument

landing systems, otherwise obstruct or conflict with airport operations or aircraft traffic patterns, or result in potential hazard for off-base land uses are prohibited near McChord Field.

I. Protect military airspace by preventing structural penetration of Imaginary Surfaces as described in UFC 3-260-01 and in the most recently published JBLM AICUZ Report. Development within the AC1 and AC2 zones which may affect UFC 3-260-01 imaginary surfaces shall obtain necessary approvals from the Federal Aviation Administration (FAA). Operators of construction cranes within the AICUZ Accidental Potential Zones shall coordinate with JBLM and the Federal Aviation Administration prior to commencing operations.

J. Require the application of noise abatement through acoustical analysis, structure design and construction techniques and materials in residential developments within the AC1 and AC2 zones per FAA regulations (FAR Part 150).

K. Control light and glare in the AC1 and AC2 zones to protect the operational environments near McChord Field. Adopt regulations consistent with the 2019 SSMCP lighting ordinance template.

L. Require Title Notice for new development or substantial redevelopment of lots, buildings, and structures in the AC1 and AC2 zones that may experience low overhead flights, odor, vibrations, noise and other similar aviation impacts.

~~LU 34.5: — Industrial Designations.~~

~~Existing Industrial uses in the AC I and AC II zones are to be preserved and industrial uses that complement aviation facilities are encouraged.~~

~~LU 34.6: — Land Use Regulations.~~

~~Regulate land use within the AC I and AC II zones to protect public health and safety, ensure a compatible mix of land uses, and support ongoing McChord Field operations, consistent with the JBLM Joint Land Use Study recommendations.~~

~~LU 34.7: — Non Residential Density Limitations.~~

~~Sensitive uses that have a high concentration of people such as, but not limited to, schools, religious institutions, theaters, public assembly facilities and day care facilities are not allowed to locate near McChord Field and/or within the AC I and AC II zones.~~

~~LU 34.8: — Noise Abatement.~~

~~Require the application of noise abatement through acoustical analysis, structure design and construction techniques and materials in residential developments within the AC I and AC II zones per FAA regulations (FAR Part 150).~~

~~LU 34.9: — Protection Strategies.~~

~~Develop criteria, standards and land use designations that will protect JBLM and McChord Field from incompatible development by adopting a combination of zoning techniques, including but not limited, to special overlay zoning, height~~

~~restrictions, building restrictions in high noise areas and development siting criteria in key areas adjacent to these military installations.~~

~~LU-34.10: — Operational Hazards.~~

~~Prohibit uses near McChord Field which attract birds, create visual hazards, discharge particulate matter into the air which could adversely alter atmospheric conditions, emit transmissions which would interfere with military aviation communications and instrument landing systems, otherwise obstruct or conflict with airport operations or aircraft traffic patterns or result in potential hazard for off-base land uses.~~

~~LU-34.11: — Protected Airspace.~~

~~Protect military airspace by preventing structural penetration of Imaginary Surfaces as described in UFC 3-260-01 and in the most recently published McChord Field Air Installation Compatible Use Zone (AICUZ) Report.~~

LU-34.43: Military Coordination, Notification and Consultation.

~~Discussion: Telecommunications, broadcast towers, hobby communication towers shall be reviewed by JBLM officials. Developments within the AC I and AC II zones which may affect UFC 3-260-01 imaginary surfaces shall obtain necessary approvals from the Federal Aviation Administration (FAA). Operators of construction cranes within the AICUZ Accidental Potential Zones shall coordinate with JBLM and the Federal Aviation Administration prior to commencing operations.~~

~~LU-34.12: — Light and Glare.~~

~~Control light and glare in the AC I and AC II zones to protect the operational environments near McChord Field.~~

~~LU-34.13: — Review.~~

A. ~~Refer a~~ Provide all applications for commercial development, subdivision review, variances, conditional uses, special exceptions and proposed amendments to Comprehensive Plans and development regulations proposed within MIA 2 and 3/4 the AC1 and AC2 zones shall be provided to JBLM official(s) for review and comment in accordance with RCW 36.70A.530, including applications concerning telecommunications, broadcast towers, and hobby communication towers.

B. Invite JBLM representatives to advise the Planning Commission on community and economic development issues which have the potential to impact base military operations.

C. Cooperate with JBLM and Camp Murray in developing plans for circulation improvements in and around the installations.

1. The viability of cross-base corridors (arterial or highway) should be determined on the basis of detailed studies of population projections, military mission, land availability, land use projections, and environmental analysis of alternative routes and corridors.

2. Plan public services, transportation, land use, and other decisions on the ability of the public transportation network to meet access needs without depending on military roads.
3. Cooperate in the development of mitigation plans for military road closures that affect public use.

D. Promote cooperation between JBLM and Lakewood to address the reduction or mitigation of noise-generating uses.

E. If military lands revert back to Pierce County, coordinate with JBLM and the County to identify the desired character of the reverted property.

F. Establish periodic meetings of elected local, state, and federal officials and military commanders on growth management issues of mutual concern.

G. Provide City environmental policies to JBLM to encourage consistency with any adopted by the military.

~~LU 34.14: — Considerations.~~

~~Land use decisions regarding proposals located in the AC I and AC II zones shall consider regional and national needs as well as local concerns.~~

~~LU 34.15: — Consultation.~~

~~Invite JBLM representatives to advise the Planning Commission on community and economic development issues which have the potential to impact base military operations.~~

~~LU 34.16: — Coordination.~~

~~Coordinate the protection of JBLM with the South Sound Military & Communities Partnership (SSMCP) by developing planning policies and development regulations that are consistent with the JLUS and Air Installation Compatible Use Zone (AICUZ) recommendations and other best management practices for encouraging compatible land uses in the general vicinity of JBLM. It is important to initiate and maintain collaborative and cooperative relationships with JBLM regarding all municipal activity potentially affecting JBLM's military mission and long term viability.~~

~~LU 34.17: — Title Notice.~~

~~Require Title Notice for new development or substantial redevelopment of lots, buildings, and structures in the AC I and AC II zones that may experience low overhead flights, odor, vibrations, noise and other similar aviation impacts.~~

~~LU 34.18: — Public Information.~~

~~Through the SSMCP, encourage the dissemination of information to the public regarding JBLM mission activity and associated impacts through such means as website postings, distribution of brochures, distribution of information to the regional print and broadcast media, providing notices on new site plans, subdivisions and binding site plans.~~

~~LU 34.19:— Air Installation Compatible Use Zone Study (AICUZ).
Review proposed Comprehensive Plan and zoning amendments for compatibility with the JBLM Air Installation Compatible Use Zone program and the JBLM Joint Land Use Study.~~

~~LU 34.2019:— Accident Potential Zones.
Reduce and or eliminate incompatible land uses and densities that exist within the Air Corridors, by identifying priority areas for acquisition programs, such as property purchase, alternative housing or relocating housing to resolve inconsistencies with the Department of Defense, Air Installation Compatible Use Zone (AICUZ) regulations.~~

GOAL LU-35: Continue to support and fund the South Sound Military & Communities Partnership (SSMCP).

Policies:

LU-35.1: Business Plan.

In consultation with its partners, develop, and maintain a business plan for the SSMCP.

LU-35.2: SSMCP Funding.

In consultation with its partners, work to establish a permanent funding source for the SSMCP.

LU-35.3: Fiduciary Agent.

The City of Lakewood shall remain the fiduciary agent of the SSMCP and remains responsible for all budgetary activities.

LU-35.4: Executive Leadership.

The City of Lakewood shall retain its membership on the SSMCP Executive Leadership Team (ELT). The ELT acts for and on behalf of the SSMCP Steering Committee when the Steering Committee is not in session. The SSMCP Steering Committee is the primary decision-making body of the organization. It provides broad oversight to the implementation of the recommendations, strategies and action items outlined in the Growth Coordination Plan and successor documents.

GOAL LU-36: Coordinate the protection of JBLM from incompatible local, state and federal level issues and actions with the South Sound Military & Communities Partnership (SSMCP.) ~~Work with the SSMCP to develop a land acquisition program for the McChord North Clear Zone.~~

Policies:

~~LU 36.1:— Funding.~~

~~Identify potential funding sources and/or partnerships among public agencies, and/or private entities to leverage funds for property acquisition.~~

LU-36.12: Land Valuations.

Engage JBLM and Pierce County in determining land valuations and business relocation costs ~~for properties and businesses in the McChord Field North Clear Zone.~~

LU-36.23: Joint Land Use Study (JLUS) Implementation.
Using funds from the Office of Economic Adjustment (OEA) and other available sources, develop a strategy and plan to resolve encroachment in the McChord North Clear Zone. ~~(This policy is distinctly separate from Policy LU-36.2.)~~

~~LU-36.4: JBLM Land Swap.
Continue negotiations with JBLM to explore potential methods of financing the acquisition of privately held properties in the Clear Zone at the north end of McChord Field. One option under study is to surplus lands on JBLM and thereafter relocate existing private businesses located in the North Clear Zone to this new location.~~

LU-36.5 Public Notification
Through the SSMCP, encourage the dissemination of information to the public regarding JBLM mission activity and associated impacts through such means as website postings, distribution of brochures, distribution of information to the regional print and broadcast media.

Amendments to LMC Title 18A (changes in red text):

18A.30.700 Military-Related Zoning Districts.

18A.30.710 Purpose - Military-Related Zoning Districts.

The purpose of the Military Lands (ML) zoning district is to formally recognize the autonomy associated with federal and state ownership of the military installations adjacent to and within Lakewood and the unique character of their operations and support structures, which are not typical of civilian land uses and require special consideration by the City as a host community for the installations.

The purpose of the Clear Zone (CZ), Air Corridor 1 (AC1), and Air Corridor 2 (AC2) zoning districts is to promote land use and development that is compatible with the aircraft noise and accident potential associated with the proximity to McChord Air Force Base (AFB) aircraft flight operations. The potential risk to life and property from hazards associated with military aircraft operations necessitate control of the intensity, type, and design of land uses within the air corridor.

18A.30.720 Applicability - Military-Related Zoning Districts.

The ML zoning district is applicable to lands designated Military Lands in the comprehensive plan.

The CZ, AC1, and AC2 zoning districts are applicable to lands located within the area designated as Air Corridor 1 and Air Corridor 2 in the comprehensive plan and within the area identified as the Clear Zone in the Air Installation Compatible Use

Zone (AICUZ) study (~~March 1998~~ May 2015). The AICUZ study is available for review at the Lakewood Community Development Department or ~~through McChord AFB~~ by contacting Joint Base Lewis McChord (JBLM).

18A.30.730 Primary Permitted Uses - Military-Related Zoning Districts.

The following uses are permitted within the Military-Related zoning districts, subject to approval of a zoning certification and all applicable development permits. Uses that are not listed within the Military-Related zoning districts or permitted as an accessory use are not permitted unless specifically provided for elsewhere in this code. Use types are defined in LMC 18A.20, Use Types and Levels.

The unique nature of these areas may invoke additional, specific standards. New uses within the CZ, AC1, and AC2 zoning districts shall be subject to intensity limitations in accordance with LMC 18A.30.770 and performance standards pursuant to LMC 18A.30.780, and structures in those zones shall be subject to noise attenuation requirements pursuant to LMC 18A.30.790. New public assembly uses are expressly prohibited in the CZ, AC1, and AC2 zoning districts.

A. ML Zoning District.

1. Communication Facilities (Level 1)
2. Electrical Facilities (Level 1)
3. Natural Gas Facilities (Level 1)
4. Sewage Collection Facilities
5. Stormwater Facilities (Level 1)
6. Water Supply Facilities (Level 1)
7. Military Installations (Level 2)

B. CZ Zoning District.

1. Continuation of uses already legally existing within the zone at the time of adoption of this title. Maintenance and repair of existing structures shall be permitted.
2. Primary permitted uses in the OSR1 and OSR2 zoning districts.

~~3. Postal Services (Level 3)~~

4. Communication Facilities (Level 1/2)
5. Electrical Facilities (Level 1)

6. Natural Gas Facilities (Level 1)
7. Sewage Collection Facilities
8. Stormwater Facilities (Level 1/2)
9. Water Supply Facilities (Level 1/2)
- ~~10. Manufactured and Modular Home Sales~~
- ~~11. Storage~~
- ~~12. Limited Manufacturing and Assembly~~
- ~~13. Contractor Yards~~
- ~~14. Outdoor Distribution and Freight Movement~~
- ~~15. Warehousing, Distribution, and Freight Movement~~
16. Agriculture (Level 1/2)

C. AC1 Zoning District.

1. Continuation of uses already legally existing within the zone at the time of adoption of this title. Maintenance and repair of existing structures shall be permitted.

2. Primary permitted uses in the I2 zoning district, excepting primary manufacturing, secondary manufacturing and major assembly, as defined in 18A.20.700.

3. Primary permitted uses in the OSR1 and OSR2 zoning districts.
4. Communication Facilities (Level 1)
5. Electrical Facilities (Level 1)
6. Natural Gas Facilities (Level 1)
7. Sewage Collection Facilities
8. Stormwater Facilities (Level 1)
9. Water Supply Facilities (Level 1)
10. Motor Vehicle Sales and Rental (Level 2/3)

11. Agriculture (Level 1/2/3)
12. Residential Accessory Uses, except accessory dwelling units.

13. Commercial Accessory Uses.

14. Industrial Accessory Uses.

D. AC2 Zoning District.

1. Continuation of uses already legally existing within the zone at the time of adoption of this title. Maintenance and repair of existing structures shall be permitted.

2. Primary permitted uses in the I1 zoning district, excepting primary manufacturing, as defined in 18A.20.700.

3. Primary permitted uses in the OSR1 and OSR2 zoning districts.

4. Communication Facilities (Level 1)

5. Electrical Facilities (Level 1)

6. Natural Gas Facilities (Level 1)

7. Sewage Collection Facilities

8. Stormwater Facilities (Level 1)

9. Water Supply Facilities (Level 1)

10. Motor Vehicle Sales and Rental (Level 2/3)

11. Agriculture (Level 1/2/3)

12. Residential Accessory Uses, except accessory dwelling units.

13. Commercial Accessory Uses.

14. Industrial Accessory Uses.

18A.30.740 Administrative Uses - Military-Related Zoning Districts.

The following uses are permitted within the Military-Related zoning districts, subject to approval of an administrative use permit and all applicable development permits:

A. CZ, AC1, and AC2 Zoning Districts

1. Alteration or modification of non-conforming existing uses and structures.

B. AC1 Zoning District:

1. Uses allowed by administrative use permit in the I2 zoning district

C. AC2 Zoning District:

1. Uses allowed by administrative use permit in the I1 zoning district, excepting primary manufacturing, as defined in 18A.20.700.

18A.30.750 Conditional Uses - Military-Related Zoning Districts.

The following uses are permitted within the Military-Related zoning districts, subject to approval of a conditional use permit and all applicable development permits:

A. ML Zoning District.

1. Military Installations (Level 1)

B. CZ Zoning District.

1. Agriculture (Level 3)
2. Any permitted or administratively permitted use involving more than incidental levels of hazardous materials or waste.

C. AC1 Zoning District.

1. Any permitted or administratively permitted use involving more than incidental levels of hazardous materials or waste.
2. Uses allowed by conditional use permit in the I2 zoning district excepting mineral extraction, recycling processor, and salvage/wrecking yards and vehicle storage facilities, level 2, and level 3, as defined in 18A.20.700.

D. AC2 Zoning District.

1. Any permitted or administratively permitted use involving more than incidental levels of hazardous materials or waste.
2. Uses allowed by conditional use permit in the I1 zoning district excepting mineral extraction, recycling processor, and salvage/wrecking yards and vehicle storage facilities, as defined in 18A.20.700.

18A.30.760 Development Standards - Military-Related Zoning Districts.

In addition to the regulations and requirements contained in other sections of this title, the following property development standards apply to all land and buildings in the Military-Related zoning districts:

- A. Federal military lands are exempt from local development standards.
- B. Development standards for the Military-Related zoning districts shall be determined jointly by the Community Development Director and City Engineer on a case-by-case basis considering the intensity of the proposed use, adjacent uses and zoning, environmental issues, site design, and/or type and construction of buildings.
- C. Design. Design features shall be required as set forth in LMC 18A.50.200, Community Design.
- D. Tree Preservation. Significant tree identification and preservation and/or replacement shall be required as set forth in LMC 18A.50.300, Tree Preservation.
- E. Landscaping. Landscaping shall be provided as set forth in LMC 18A.50.400, Landscaping.
- F. Parking. Parking shall conform to the requirements of LMC 18A.50.500, Parking.
- G. Signs. Signage shall conform to the requirements of LMC 18A.50.600, Signs.

18A.30.770 Intensity Limits - Military-Related Zoning Districts.

In addition to the other requirements of the chapter, the intensity of use criteria are applicable to all new land uses in the CZ, AC1, and AC2 zoning districts and shall be used to determine compatibility of proposed uses with aircraft operations hazards. The applicant shall bear the burden of proof to demonstrate compliance of a proposed development with the following intensities of uses:

- A. Within the CZ zoning district, the total number of people on a site at any time shall not exceed one (1) person per four thousand, three hundred fifty-six (4,356) square feet of gross site area, or ten (10) persons per acre.
- B. Within the AC1 zoning district, the total number of people on a site at any time shall not exceed one (1) person per one thousand, seven hundred forty-two (1,742) square feet of gross site area, or twenty-five (25) persons per acre.
- C. Within the AC2 zoning district, the total number of people on a site at any time shall not exceed one (1) person per eight hundred seventy-one (871) square feet of gross site area, or fifty (50) persons per acre.

18A.30.780 Performance Criteria - Military-Related Zoning Districts.

In addition to other requirements of the code, the following performance criteria shall be used to determine the compatibility of a use, project design, mitigation

measures and/or any other requirements of the code with respect to aircraft operation hazards in the CZ, AC1 and AC2 zoning districts. The applicant shall bear the burden of proof to demonstrate compliance of a proposed development with the following performance criteria:

A. Any new use which involves release of airborne substances, such as steam, dust, and smoke that may interfere with aircraft operations is prohibited.

B. Any new use which emits light or direct or indirect reflections that may interfere with a pilot's vision is prohibited.

C. Any new use that creates an undue hazard to the general health, safety and welfare of the community in the event of an aircraft accident in these zoning districts is prohibited.

D. Facilities which emit electrical currents shall be installed in a manner that does not interfere with communication systems or navigational equipment.

E. Any new use which attracts concentrations of birds or waterfowl, such as mixed solid waste landfill disposal facilities, waste transfer facilities, feeding stations, and the growth of certain vegetation, is prohibited.

F. Structures are prohibited within one hundred (100) feet of the aircraft approach-departure or transitional surfaces.

18A.30.790 Noise Attenuation - Military-Related Zoning Districts.

A. Provisions for noise mitigation applies to structures within the CZ, AC1 and AC2 zoning districts which are located within the 65 Ldn Noise Contour for **McChord AFB Field** as shown in the most recent AICUZ study- shall comply with the Washington State Energy Code, Residential Provisions, Chapter 51-11R WAC, and the Washington State Energy Code, Commercial Provisions, Chapter 51-11R WAC.

~~A-B.~~ Noise Insulation for Remodels Required. ~~Those portions of new structures where the public is received or offices are located must be constructed with sound insulation or other means to achieve a day/night interior noise level (Ldn) of no greater than forty-five (45) dB.~~ A remodeling project where the total cost of improvements is twenty-five (25) percent or more of the valuation of the existing building is also subject to these standards.

~~B. Sound Isolation Construction. A building will generally be considered acceptable by the building official if it incorporates the applicable features described in UBC. Alternate materials and methods of construction may be permitted, if such alternates are demonstrated to the satisfaction of the Building Official to be equivalent to those described. Construction as outlined in this section satisfies the requirements of the UBC and for purposes of this ordinance is considered to meet the interior noise~~

~~standard specified therein. Each item indicated in this section shall be identified on the project drawings that are submitted with the permit application.~~

~~1. Noise level reduction—25 decibels. For a building located where a noise level reduction of twenty-five (25) decibels is required, the building shall be constructed with the following features:~~

~~a. If wood frame construction is used, all exterior stud walls shall have interior and exterior surfaces of an approved material at least as massive as one-half (1/2) inch gypsum wallboard, and the intervening space (studs) shall contain fibrous thermal insulation having a resistance of R-11 or greater.~~

~~b. Arrangements for any habitable room shall be such that any exterior door or window can be kept closed when the room is in use.~~

~~c. Any air duct or connection out of doors must contain an interior sound absorbing lining acoustically equivalent at least to fiberglass duct liner one (1) inch thick and of a length greater than ten (10) feet and be provided with one (1) ninety (90) degree elbow.~~

~~d. Domestic range exhaust ducts connecting the interior space to the outdoors shall contain a self-closing baffle plate across the exterior termination that allows proper ventilation. The duct shall be provided with a ninety (90) degree bend.~~

~~e. The ceiling below an attic space shall include gypsum board or plaster at least one-half (1/2) inch thick. Fibrous thermal insulation having a resistance of R-19 or greater shall be placed above the ceiling.~~

~~f. There shall be no direct openings, such as mail slots, from the interior to the exterior of the building. All chimneys shall be provided with well fitted dampers.~~

~~g. All openable windows shall be sound rated assemblies having sound transmission class (STC) of at least twenty six (26). Fixed windows shall be well sealed and at least three sixteenth (3/16) inch thick glass.~~

~~h. All entry doors shall be solid core constructed, close fitting units with weather-stripping seals incorporated on all edges to eliminate gaps. Air gaps and rattling shall not be permitted.~~

~~i. Masonry walls, if used, shall be at least equivalent in weight to eight (8) inch, lightweight concrete blocks, at least one (1) surface of which is painted or plastered.~~

~~j. The roof deck shall weigh at least seven (7) pounds per square foot with roof sheathing containing a solid core at least one-half (1/2) inch thick.~~

~~k. Rooms, when in use, are expected to contain furniture or other materials that absorb sound equivalent to the absorption provided by wall to wall carpeting over a conventional pad.~~

~~2. Noise level reduction—30 decibels. For a building located where a noise level reduction of thirty (30) decibels is required, in addition to the requirements of Section 1 above, the building shall be constructed to incorporate the following features:~~

~~a. Windows, fixed or openable, shall be sound-rated units with a STC of at least thirty-two (32) (double-glazed).~~

~~b. A ceiling or exhaust duct for the forced air ventilation system shall be provided with a bend in the duct such that there is no direct line of sight through the duct from outside to inside. The bend shall be lined with the equivalent of fiberglass duct liner one (1) inch thick.~~

~~c. The top floor ceiling construction shall consist of plaster or gypsum board at least five-eighths (5/8) inch thick.~~

~~d. The floor of the lowest room or area shall be a concrete slab, or shall be sealed against exterior noise.~~

~~e. Masonry walls, if used, shall be at least equivalent in weight to eight (8) inch, lightweight concrete blocks. At least one (1) surface shall be painted, plastered or covered with gypsum board.~~

~~f. The roof deck shall weigh at least twelve (12) pounds per square foot. Wood roof sheathing shall be continuous (plywood) and at least five-eighths (5/8) inch thick.~~

~~3. Noise level reduction—35 decibels. For a building located where a noise level reduction of thirty-five (35) decibels is required, in addition to the requirements of Sections 1 and 2 above, the building shall be constructed to incorporate the following features:~~

~~a. The use of exposed wood beam ceilings is prohibited unless sound isolating treatment is provided between the ceiling and roofline. The minimum treatment shall consist of rigid fiberglass board, nominally two (2) inches thick placed over the interior ceiling and under at least one-half (1/2) inch of plywood sheathing. The sheathing shall be nailed only to the beam or major frame members and not to the interior exposed ceiling at points between the beams.~~

~~b. For attic spaces ventilated to the outside, the attic floor shall be decked over with one-half (1/2) inch plywood or equivalent and all cracks caulked. R-11 insulation shall be placed between the floor joists.~~

~~c. Roof deck shall weigh at least twenty (20) pounds per square foot. Roof sheathing shall be continuous, weighing a total of at least four (4) pounds per square foot.~~

~~d. Wood exterior sheathing less than one-half (1/2) inch thick shall be used only over gypsum board of at least five-eighths (5/8) inch thick. Interior gypsum board~~

~~walls shall consist of two (2) layers of one half (1/2) inch board nailed directly to the studs.~~

~~e. Fixed or openable windows must be sound rated units with at least a sound transmission class (STC) of thirty-six (36).~~

C. Acoustical Analysis and Design Report. The applicant may elect to have a qualified architect or engineer examine the noise levels and needed building sound isolation requirements for a specific site. The analysis and design report signed by and prepared under the supervision of a qualified architect or engineer shall be submitted with the application for building permit. The report shall show the topographical relationship of the aircraft noise sources and the building site, identification of noise sources and their characteristics, predicated noise spectra at the exterior of the proposed building structure, basis for the predication (measured or obtained from published data), and effectiveness of the proposed construction showing that the prescribed interior day-night sound level is met.

D. Noise Disclosure Statement. Prior to the issuance of a building permit for new construction or remodeling where the total cost of improvements is twenty-five (25) percent or more of the valuation of the existing building, the property owner shall sign a noise disclosure statement and record the statement with the title of the property. The noise disclosure statement acknowledges that the property is located within the sixty-five (65) Ldn contour, as indicated on Noise Contour Map for McChord ~~AFB Field~~ as shown in the most recent AICUZ study, and that noise attenuation is required of any new construction or remodeled structure where it meets the threshold.

Housing Capacity Analysis: No net loss or increase in potential housing stock.

A. Consistency with the Comprehensive Plan: These amendments are to update the Comprehensive Plan and Lakewood Municipal Code for consistency with the most recent Air Force Instruction regarding the JBLM Air Installations Compatible Use Zone (AICUZ). There are many goals and policies within the Comprehensive Plan recognizing the importance of, and pledging support of, JBLM to Lakewood's identity and long term viability.

B. Compatibility with development in the vicinity: Through this application, some development within the Air Corridor 1 and 2 zones will have changed zoning and/or changed allowed uses, or may be deemed legal non-conforming.

C. Transportation impacts and mitigation: The application may result on lower transportation impacts in the affected areas due to the reduction in allowed densities and uses.

D. Public Service impacts and mitigation: No significant public service impacts are anticipated.

E. Public health, safety and general welfare impacts: The land use and municipal code amendments will increase safety for the parcels located within the Air Corridor 1 and 2 zones.

F. Range of permitted uses: The permitted uses within Air Corridors 1 and 2 will be slightly reduced (see draft language above.)

G. Change in circumstances: The release of the latest AFI on the JBLM AICUZ, coupled with the passage of time, has made the Comprehensive Plan language and municipal code outdated, needing updates.

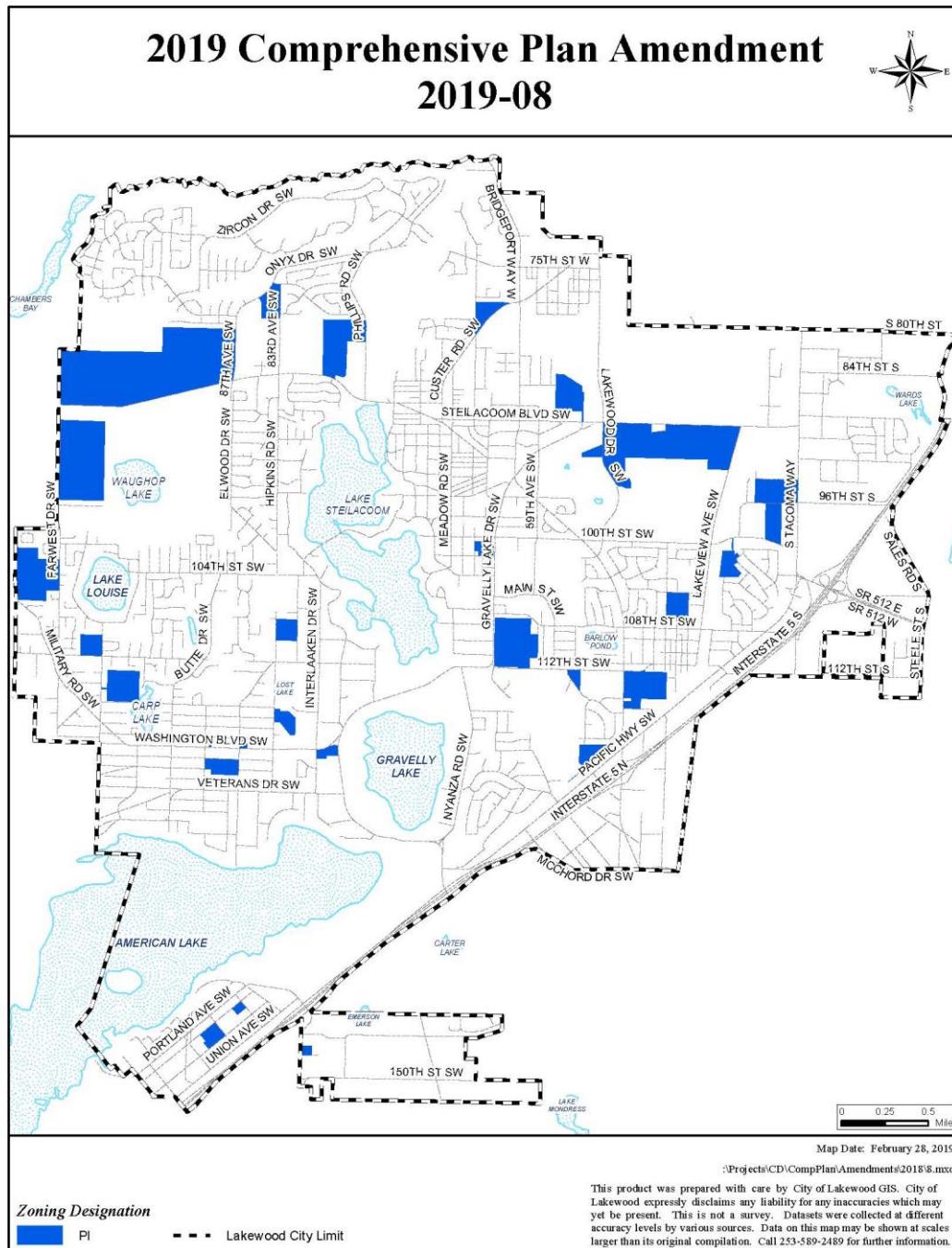
H. Advantages vs. negative impacts: The increased public safety secured by adoption of the application outweighs any negative impacts.

CEDD Recommendation:

CEDD recommends approval of CPA/ZOA 2019-07 as considered.

CPA/ZOA-2019-08 – TEXT AMENDMENT (Essential Public Facilities/PI Districts)

This application would amend the Comprehensive Plan Essential Public Facilities (EPF) Element and LMC Chapters 18A.20, 18A.30 and 18A.90 as appropriate to address the use of buildings in the Public/Institutional (PI) Zoning District. The proposal examines current PI code regulations, but also addresses master plan requirements as well as the reuse and/or demolition of vacant/unused buildings and structures.



Amendments to Lakewood Comprehensive Plan (changes in red text):

ESSENTIAL PUBLIC FACILITIES – ISSUES & BACKGROUND

Essential Public Facilities include those facilities considered difficult to site because of potential adverse impacts related to size, bulk, hazardous characteristics, noise, or public health and safety. Lakewood must identify appropriate land for essential public facilities that meets the needs of the community such as local waste handling and treatment facilities, landfills, drop-box sites and sewage treatment facilities, airports, state educational facilities, essential state public facilities, regional transportation and utility facilities, state and local correctional facilities, and inpatient facilities (including substance abuse facilities, mental health facilities and group homes). These facilities are difficult to site, serve regional or state requirements, or are part of a region or county-wide service system.

The Revised Code of Washington (WAC) provides clarification as to what constitutes an essential public facility:

“In the identification of essential public facilities, the broadest view should be taken of what constitutes an essential public facility, involving the full range of services to the public provided by government, funded substantially by government, contracted for by government, or provided by public entities subject to public service obligations.”

The Office of Financial Management (OFM) shall maintain a list of those essential state public facilities that are required or likely to be built within the next six years. The Office of Financial Management may at any time add facilities to the list.

In addition to the list maintained by OFM, LKEWOOD may identify other additional public facilities that are essential to providing services to residents and without which development cannot occur.

ESSENTIAL PUBLIC FACILITIES AND PUBLIC AND SEMI-PUBLIC INSTITUTIONAL LAND USES

Confusion often arises as to the distinction between lands identified for semi-public and institutional land use and those identified for essential public facilities. Essential public facilities can be thought of as a subset of public purpose lands. The table below illustrates this distinction.

<u>Table XXX</u> <u>Distinguishing Semi-Public and Institutional Land Uses</u> <u>from Essential Public Facilities</u>	
<u>Semi-Public and Institutional Land Use</u>	<u>Essential Public Facilities</u>

<p><u>FOCUS: Lands needed to accommodate public facilities. Lands needed to provide the full range of services to the public provided by government, substantially funded by government, contracted for by government, or provided by private entities to public service obligations.</u></p> <p><u>Examples:</u></p> <ul style="list-style-type: none"> ▪ <u>Utility corridors</u> ▪ <u>Transportation corridors</u> ▪ <u>Sewage treatment facilities</u> ▪ <u>Storm water management</u> ▪ <u>Facilities</u> ▪ <u>Recreation facilities</u> ▪ <u>Schools</u> ▪ <u>Other public uses</u> 	<p><u>FOCUS: Facilities needed to provide public services and functions that are typically difficult to site. Those public facilities that are usually unwanted by neighborhoods, have unusual site requirements, or other features that complicate the siting process.</u></p> <p><u>Examples:</u></p> <ul style="list-style-type: none"> ▪ <u>Airports</u> ▪ <u>Large-scale transportation facilities</u> ▪ <u>State educational facilities</u> ▪ <u>Correctional facilities</u> ▪ <u>Solid waste handling facilities & landfills</u> ▪ <u>Joint Base Lewis McChord</u> ▪ <u>Inpatient facilities (Substance abuse facilities, mental health facilities & group homes)</u>
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GMA GOALS

Many of the facilities identified in the table above as being “public facilities” located on public purpose lands are dealt with in other sections of this plan. The facilities in the column on the right of the table are typical essential public facilities and are addressed in this section.

COUNTY-WIDE PLANNING POLICIES (CPPs)

Adopted CPPs require the County and UGAs to develop a cooperative and structured process, including public involvement at an early stage, to consider the siting of public facilities of a regional, state-wide, or federal nature. Solid waste disposal, correctional, transportation, education, or human service facilities, or any other locally unpopular land uses are examples of those facilities. Any new facilities or major expansions of existing facilities must conform to these locally defined siting procedures described in the strategies section.

CPPs EPF-2, EPF-3, EPF-4, outline the approach to the siting of essential public facilities:

EPF-2. The County, and each municipality in the County, shall identify lands useful for public purposes and incorporate such designations in their respective comprehensive plans.

EPF-3. The County, and each municipality in the County, shall incorporate a policy and process in their respective comprehensive plans to identify and site essential public facilities. The process and policy shall include the following components:

3.1 A requirement that the state provide a justifiable need for the public facility and for its location in Pierce County based upon forecasted needs and a logical service area, and the distribution of facilities in the region and state;

3.2 A requirement that the state establish a public process by which the residents of the County and of affected and "host" municipalities have a reasonable opportunity to participate in the site selection process.

EPF-4. The County and municipal policies shall be based upon the following criteria:

4.1 Specific facility requirements:

4.1.1 Minimum acreage;

4.1.2 Accessibility;

4.1.3 Transportation needs and services;

4.1.4 Supporting public facility and public service needs and the availability thereof;

4.1.5 Health and safety;

4.1.6 Site design;

4.1.7 Zoning of site;

4.1.8 Availability of alternative sites;

4.1.9 Community-wide distribution of facilities;

4.1.10 Natural boundaries that determine routes and connections.

4.2 Impacts of the facility:

4.2.1 Land use compatibility;

4.2.2 Existing land use and development in adjacent and surrounding areas;

4.2.3 Existing zoning of surrounding areas;

4.2.4 Existing Comprehensive Plan designation for surrounding areas;

4.2.5 Present and proposed population density of surrounding area;

4.2.6 Environmental impacts and opportunities to mitigate environmental impacts;

4.2.7 Effect on agricultural, forest or mineral lands, critical areas and historic, archaeological and cultural sites;

4.2.8 Effect on areas outside of Pierce County;

4.2.9 Effect on designated open space corridors;

4.2.10 "Spin-off" (secondary and tertiary) impacts;

4.2.11 Effect on the likelihood of associated development being induced by the siting of the facility.

EPF-5. The County and municipal policies shall ensure that the facility siting is consistent with the adopted County and municipal comprehensive plans, including:

- 5.1 The future land use map and other required and optional plan elements not otherwise listed below;
- 5.2 The identification of lands for public purposes in the land use element;
- 5.3 The capital facilities plan element and budget;
- 5.4 The utilities element;
- 5.5 The rural element;
- 5.6 The transportation element;
- 5.7 The housing element;
- 5.8 The comprehensive plans of adjacent jurisdictions that may be affected by the facility siting;
- 5.9 regional general welfare considerations.

EPF-7. The County and municipal policies may include standards and criteria related to:

- 7.1 Facility operations;
- 7.2 Health and safety;
- 7.3 Nuisance effects;
- 7.4 Maintenance of standards congruent with applicable governmental regulations, particularly as they may change and become more stringent over time;
- 7.5 Sustainable development practices.

EPF-8. The County and municipal policies on facility siting shall be coordinated with and advance other planning goals including, but not necessarily limited to, the following:

- 8.1 Reduction of sprawl development;
- 8.2 Promotion of economic development and employment opportunities;
- 8.3 Protection of the environment;
- 8.4 Positive fiscal impact and on-going benefit to the host jurisdiction;
- 8.5 Serving population groups needing affordable housing;
- 8.6 Receipt of financial or other incentives from the state and/or the County or other municipalities;
- 8.7 Fair distribution of such public facilities throughout the County and state;
- 8.8 Requiring state and federal projects to be consistent with this policy.

9.6 ESSENTIAL PUBLIC FACILITIES SITING

GOAL CF-8: Provide for the siting of identified essential public facilities.

Policies:

CF-8.1: Identify and classify a list of statewide, countywide, and citywide essential public facilities.

CF-8.2: Identify facilities of a statewide nature consistent with those of the Washington State Office of Financial Management or successor agency.

CF-8.3: Identify countywide essential public facilities following a cooperative interjurisdictional agreement pursuant to GMA requirements and consistent with the guidance of the CWPP.

CF-8.4: Identify city essential public facilities pursuant to the requirements of GMA.

GOAL CF-9: Administer a process, through design and development regulations, to site essential public facilities that adequately consider impacts of specific uses.

Policies:

CF-9.1: Address, as a priority measure, essential public facilities siting related to direct provision of police services.

CF-9.2: The proposal process for siting an essential public facility is as follows:

- The proposal must be identified on the City's essential public facilities list.
- In the siting of a statewide or countywide essential public facility, the applicant is required to provide a justifiable need for the public facility and for its location in Lakewood based upon forecasted needs and logical service area, including an analysis of alternative sites within and outside of the city.
- In the siting of a statewide or countywide essential public facility, ~~the applicant is required to establish a public process by which the residents of the city and the affected neighborhoods have a reasonable opportunity to participate in the site selection process.~~ ensure that affected agencies and citizens, adjacent jurisdictions, and other interested parties are given adequate notice and opportunity for meaningful participation in decisions on siting essential public facilities.
- Proposals must be consistent with this comprehensive plan and the City's design and development regulations.
- Medical clinics and services should be sited near public transit facilities and routes.
- Avoid siting essential public facilities in the ~~500~~ 100 -year floodplain or in other areas subject to environmental hazards.

- If a proposal is not specifically addressed by use (or intensity of the use) in the comprehensive plan or design and development regulations, the City will make an administrative use determination in accordance with City regulations. In such cases, proposals requesting siting as an essential public facility shall be subject to a conditional use permit or public facilities permit unless otherwise determined by the City.
- The proposal will be analyzed for impacts and mitigation in accordance with City design and development regulations.
- Analysis and mitigation may include fiscal impacts of the proposal to the City.

CF 9.3: Subject to the provisions of this section, the siting of essential public facilities is not categorically precluded.

Amendments to Lakewood Municipal Code Title 18A (changes shown in red text)

18A.20.400 Civic Use Category - Land Use Types and Levels.

The Civic use category includes facilities or services that serve a demonstrated public function and are generally considered to be of community importance, such as educational, cultural, medical, protective, and governmental facilities and uses.

D. Essential Public Facilities. Under the state Growth Management Act, essential public facilities include those facilities that are typically difficult to site such as airports, state education facilities and state or regional transportation facilities as defined in RCW 47.06.140; state and local correctional facilities; solid waste handling facilities; and in-patient facilities including substance abuse facilities, mental health facilities, group homes, and secure community transition facilities as defined in RCW 71.09.020. For the purposes of and within this title, essential public facilities are treated as listed or substantially similar to listed use types, thereby affirming their siting in appropriate areas; except as applied to public lands, where they are liberally construed to include a broad array of public services. Essential public facilities do not include wireless telecommunications facilities.

18A.30.830 Permitted Uses - Public/Institutional (PI) Zoning District.

A. PI Zoning District.

1. The following uses are permitted within the PI zoning district, subject to approval of a discretionary land use permit and all applicable development permits. The unique nature of this zoning district and the uses that may be placed there require flexibility in administration. Therefore, any proposed use, whether new or an expansion or change of an existing use, shall be evaluated individually to determine whether it will be treated as an administrative or conditional use, based on its size, overall functions, and anticipated level of impact, including, but not limited to, such

factors as hours of operation, relationship to adjacent land uses, trip generation and parking needs, storage needs, and environmental impact.

- a. Continuation of uses already legally existing within the zone at the time of adoption of this title. Maintenance and repair of existing structures shall be permitted.
 - b. Any use that, in the opinion of the Community Development Director, constitutes an essential public facility as defined in LMC 18A.20.400(D), or public and semi-public facilities beyond those specifically identified in state law, including a broad variety of both listed and unlisted uses, which may be liberally interpreted to meet essential community needs. Examples may include, but are not limited to, schools, libraries, and hospitals, including the Western State Hospital campus, but specifically excluding Religious Assembly use types for which adequate provision is made in other zoning districts.
2. The following uses are allowed in the PI zoning district, without the need for a discretionary land use permit:
- a. Outdoor Recreation (Level 1/2)
 - b. Public Maintenance Facilities (Level 1)
 - c. Transportation Facilities (Level 1)
 - d. Communication Facilities (Level 1)
 - e. Electrical Facilities (Level 1)
 - f. Natural Gas Facilities (Level 1)
 - g. Sewage Collection Facilities
 - h. Stormwater Facilities (Level 1)
 - i. Water Supply Facilities (Level 1)

18A.30.840 Development Standards - Public/Institutional Zoning District.

A. Because of the nature of the typical uses characterizing this use type and the high need for flexibility in siting and operating public facilities, general development standards shall be determined jointly by the Community Development Director and City Engineer on a case-by-case basis considering the type and intensity of the proposed use, adjacent uses and zoning, environmental issues, site design, and/or type and construction of buildings.

B. Master-Planned Facilities. Public/institutional uses on properties twenty (20) acres or larger in size which are located within the Public/Institutional zoning district must undertake a public facilities master plan pursuant to LMC 18A.30.850,

which must be reviewed and approved prior to issuance of permits for any proposed development, except as provided in LMC 18A.30.850(C). The public facilities master plan for each facility or coherent group of facilities shall specifically state the type and level of uses, as set forth in Chapter 18A.20 LMC, proposed therein.

C. SEPA Lead Agency. Unless specifically released on a case-by-case basis, the City hereby reserves lead agency status for environmental review under the State Environmental Policy Act for any and all uses within Public/Institutional zoning districts.

D. Design. Design features shall be required as set forth in LMC 18A.50.200, Community Design.

E. Tree Preservation. Significant tree identification and preservation and/or replacement shall be required as set forth in LMC 18A.50.300, Tree Preservation.

F. Landscaping. Landscaping shall be provided as set forth in LMC 18A.50.400, Landscaping.

G. Parking. Parking shall conform to the requirements of LMC 18A.50.500, Parking.

H. Signs. Signage shall conform to the requirements of LMC 18A.50.600, Signs.

18A.30.850 Public Facilities Master Plan Standards - Public/Institutional Zoning District.

A. Purpose. The purpose of the public facilities master plan process is to encourage Essential Public Facilities Civic uses on large parcels of land to be developed holistically, with internally compatible uses and physical development and with accommodations made for natural site and environmental conditions, assuring that:

1. Appropriate provisions are made for water, sanitary sewer, drainage ways, utilities, roadways, emergency services, and any other applicable infrastructure or services;
2. Critical areas will be protected;
3. Usable open space will be provided;
4. Appropriate provisions are made for motorized and nonmotorized transportation circulation, including sidewalks and other planning features that assure safe walking conditions for students who walk to and from school;
5. Approval criteria and mitigation measures are established which include general design elements and linkage components; and

6. The safety of the general public as well as workers at and visitors to the facility is ensured.

B. Applicability. A public facilities master plan is required for all Essential Public Facilities Civic uses which utilize contiguous parcels of land totaling twenty (20) acres or more and which are zoned Public/Institutional.

1. Exemption from a public facilities master plan. A public facilities master plan is not required for installation of portable classrooms as approved by the Community Development Director subject to Process I administrative action; uses and activities listed in LMC 18A.30.830(A)(2); renovations, remodeling and general maintenance, provided there is no expansion in occupiable space greater than one thousand (1,000) square feet of the structure proposed for renovation/remodeling; roof repairs; infrastructure improvements to existing systems (i.e., interior streets; sidewalks; lighting; security equipment; landscaping; and storm water, sewer, water, and power utilities); emergency repairs; and installation of fire/life safety equipment).

C. Uses. Uses not included in an approved public facilities master plan, except those listed in subsection B above, shall not subsequently be allowed upon the site except by review and approval of an amended public facilities master plan following the same process as establishment of an initial public facilities master plan.

When a new Essential Public Facility Civic use is proposed which requires a public facilities master plan or amendment to an existing plan and it is located on the same property or site of an already established Essential Public Facility Civic use, the City shall require the project proponent to prepare a compatibility study which, at minimum, contains the following information on a form prescribed by the City:

1. The purpose of the proposed Essential Public Facility Civic use;
2. An operational characteristics description of the proposed Essential Public Facility Civic use and an operational characteristics description of the existing use or uses;
3. An evaluation of the potential effects of the proposed Essential Public Facility Civic use upon the existing use or uses;
4. An evaluation of the potential effects of the proposed Essential Public Facility Civic use upon the adjacent properties;
5. An evaluation of the potential effects of the proposed Essential Public Facility Civic use upon at-risk or special needs populations, including but not limited to children and the physically or mentally disabled; and
6. Identification of any applicable mitigation measures designed to address any potential effects identified through the evaluation required herein.

D. Previous Permits. A previously adopted public facilities permit issued under Pierce County predating City incorporation, or a previously adopted administrative use or other permit issued pursuant to Title 18 or 18A LMC after City incorporation, may constitute an adopted public facilities master plan for the purposes of fulfilling the requirements herein. Any subsequent amendment(s) sought to an existing public facilities permit shall follow the process for a public facilities master plan.

E. Process. A public facilities master plan shall be reviewed as a Process III permit type under LMC 18A.02.550.

F. Termination and expiration of approval. If a condition of approval is violated, or if any provision of this code is violated, the Community Development Director may, in his sole discretion, initiate a revocation of the public facilities master plan which shall require a public hearing before and decision by the hearing examiner. Nothing in this section shall limit or affect the revocation of building permits, issuance of stop orders or other similar proceedings authorized by this code.

Recognizing that the nature of essential public facilities often requires approval of significant capital appropriations and that the appropriations process may be unpredictable, a public facilities master plan typically would not expire unless and until the slate of projects to be completed thereunder has been substantially completed, and new projects that are not included in the scope of the public facilities master plan are proposed. In such case, the proponent shall undertake an update which shall follow the same process as an initial public facilities master plan.

G. Discontinuance of Public/Institutional and/or Essential Public Facilities Civic use. When a Public/Institutional and/or an Essential Public Facilities Civic use has been discontinued for a period of six or more months, the use of land and/or structure(s) shall be considered discontinued. In the event of discontinuance, the Public/Institutional and/or Essential Public Facilities Civic use shall be demolished in accordance with the provisions of the International Building Code.

H. Adaptive Reuse. In the event that a Public/Institutional and/or an Essential Public Facilities Civic use is proposed for adaptive reuse, where buildings/structures are repurposed for viable new uses and modern functions, other than those originally intended to address present-day needs, a public facilities master plan is required. Adaptive reuse does not constitute an exemption from a public facilities master plan as is outlined in 18A.30.850 (B).

Definitions to be inserted or updated in Chapter 18A.90:

ADAPTIVE REUSE means the process of reusing an existing building for a purpose other than which it was originally built or designed for.

DISCONTINUANCEED. The abandonment or nonuse of a building, structure, sign or lot. Discontinued means the activity or operation ceases; the premises are vacated; machinery, equipment or fixtures are removed; the maintenance of the property or structure(s) is substantially reduced, or ends altogether; or other action terminating

the use is taken; to cease or discontinue a use or activity without intent to resume, but excluding temporary or short-term interruptions to a use or activity during periods of remodeling, maintaining, or otherwise improving or rearranging a facility, or during normal periods of vacation or seasonal closure.

Housing Capacity Analysis: No net loss or increase in potential housing stock.

A. Consistency with the Comprehensive Plan: The proposed amendments to the Comprehensive Plan would increase its consistency with state law and regional and countywide planning policies. The amendments to LMC Title 18A would bring the municipal code into better consistency with the updated Comprehensive Plan.

B. Compatibility with development in the vicinity: The application would increase compatibility with development in the vicinity of PI Districts by ensuring structures on the property are properly sited, maintained or removed if appropriate.

C. Transportation impacts and mitigation: No significant transportation impacts are anticipated from this application.

D. Public Service impacts and mitigation: No significant public service impacts are anticipated from this application.

E. Public health, safety and general welfare impacts: The application would increase public safety and general welfare by ensuring structures on PI District property are properly sited, maintained or removed if appropriate.

F. Range of permitted uses: Not applicable.

G. Change in circumstances: Not applicable.

H. Advantages vs. negative impacts: The proposed amendments would provide for better development maintenance and use in the PI Districts. No significant negative impacts are anticipated.

CEDD Recommendation:

CEDD recommends approval of CPA/ZOA 2019-08 as considered.

CPA-2019-09 – TEXT AMENDMENT (Economic Development Element)

This application would strike and replace the Comprehensive Plan Economic Development Element to reflect updated data (e.g., population and employment statistics in Lakewood), and actions (e.g., adoption of the Downtown Subarea Plan.)

Amendments to the Comprehensive Plan - Strike the current Economic Development Element and replace with the following:

5.0 ECONOMIC DEVELOPMENT

5.1 Introduction

The Growth Management Act (GMA) includes economic development as one of its basic goals, and it is a theme that runs throughout the Act. GMA considers the need to stimulate economic development throughout the state, but requires that these activities be balanced with the need to protect the physical environment. It encourages the efficient use of land, the availability of urban services, and the financing strategies necessary to pay for needed infrastructure. GMA mandates that communities perform long range planning, and then implement zoning and regulatory rules so that appropriate development can occur. It recognizes that while the public sector can shape and influence development, it is the private sector that generates economic growth.

At the regional level, Lakewood complies with the Multicounty Planning Policies (MPPs) adopted by the Puget Sound Regional Council (PSRC) as part of VISION 2040 and its successors (e.g., VISION 2050 will replace VISION 2040 in 2020.) The MPPs provide an integrated framework for addressing land use, economic development, transportation, other infrastructure, and environmental planning. These policies play three key roles: (1) give direction for implementing the Regional Growth Strategy, (2) create a common framework for planning at various levels (including countywide planning, local planning, transit agency planning, and others) within the four-county region, and (3) provide the policy structure for the Regional Council's functional plans.

PSRC also provides staff support for the regional Economic Development District Board (EDDB), the governing board for the federally designated economic development district for King, Pierce, Snohomish and Kitsap counties. Its members include representatives from private business, local governments, tribes and trade organizations. In September 2017, the EDDB adopted a new regional economic development strategy, titled "Amazing Place."

Pierce County, through its Countywide Planning Policies (CPPs) that must be complied with by all cities and towns as well as the County itself, re-emphasize the economic development goal of the GMA. The CPPs promote the creation of a healthy and diverse economic climate and describe the need to strengthen, expand, and diversify the economy. They encourage protection of our natural resources and enhancement of our human resources through education and job training. The CPPs also speak of the need to make an adequate supply of land available for economic development by providing necessary infrastructure, while also encouraging the redevelopment of underutilized properties.

Within this policy framework, Lakewood has outlined a vision of its economic development future. Its vision is to transform itself from a largely bedroom-community of the City of Tacoma and Joint Base Lewis-McChord (JBLM) into a diversified, full-service, and self-contained city. The Lakewood Downtown Plan was adopted in October 2018 to encourage high quality, intensive mixed use development and cultural activity within the recognized heart of Lakewood. However, as Lakewood realizes this vision, it is important to remember that it is part of the larger Puget Sound economy, and this transformation will depend in large part on the market forces at work within the greater region. To achieve this vision, the City must:

- Continue to expand its infrastructure;
- Protect Joint Base Lewis-McChord from urban encroachment as a means to fend off future Base Realignment and Closure rounds;
- Both retain existing businesses and attract new businesses to build a diverse economic base;
- Encourage the creation of new trade-based and family wage jobs;
- Foster redevelopment of the City from a fractured low-scale, suburbanized district to a more pedestrian friendly, full-scale urban community; and
- Produce a housing stock that attracts new residents.

The potential is there. Lakewood's unique location along the I-5 Corridor and its juxtaposition near Joint Base Lewis McChord and the Port of Tacoma, combined with its relationship within the Central Puget Sound region, represent significant opportunities.

5.2 Existing Conditions and Trends

Lakewood is a mature suburb whose basic pre-Growth Management Act land use pattern has shaped its economy. That pattern has resulted in an abundance of commercial zoning with inadequate commercial concentrations, including some very spread-out, linear commercial areas. The layout of older businesses along arterials is problematic because of the lack of parking as well as little or no non-vehicular amenities. Commercial development and redevelopment is further complicated by access difficulties and a competing need to increase right-of-way width for transportation improvements. Unlike other cities of its size, Lakewood does not have an established downtown. These forces have shaped Lakewood's existing economy.

5.2.1 General Patterns of Existing Development

The City's position as a "bedroom community" to Tacoma and King County means that often people are leaving or returning to the City, or may be driving through the City as they travel to an adjacent community. The lack of a central core or sense

of place leaves them without a focused destination point within the City. Establishing a downtown will help people connect with local businesses.

Lakewood competes in a regional market that includes Tacoma, South Hill, and even Olympia and Federal Way. National chains are well represented in this market as a whole, to the extent that some find they are “competing with themselves” in the various malls. In the past, cutbacks in locations have often focused on Lakewood rather than other areas where not only commercial development is strong, but the housing market is vibrant and median incomes are greater.

Because Lakewood is landlocked by the military bases and is largely built out, it is unlikely to experience much expansion to the east of I-5; therefore, revitalization will occur as redevelopment of existing lands. Lakewood’s economic focus rests with establishing strong redevelopment strategies.

Economic development encompasses jobs as well as spending. It is important to capitalize on the growth plans of existing private sector employers such as St. Clare Hospital and Lakewood Industrial Park to stimulate job creation, as well as marketing the community for new business locations. Industrial redevelopment opportunities in the Woodbrook Business Park are intended to act as a stimulus for this. Olympia Moving & Storage is the first business to locate in the park. A 467,000 square foot “spec” building was constructed in 2017, and additional building continues with a high demand for industrial space due to Lakewood’s proximity to the Port of Tacoma and major transportation networks.

To establish a more stable and diverse economic base, Lakewood must focus on coordinating and establishing partnerships, implementing capital facilities funding programs that support redevelopment, developing market strategies for specific industries, improving upon its housing stock, and redeveloping vacant and underutilized commercial/industrial properties.

A summary of the background data gathered during the development of the 2018 Downtown Subarea Plan (DSAP) follows.

Most of the Subarea Plan area is commercial use, and the Future Land Use Designation and Zoning maps reflect this with Central Business District (CBD) zoning. The zoning authorizes a mix of land uses, including housing, and offers the densest development and greatest height, yet the development pattern is generally single-story and does not incorporate housing. This is partly due to Covenants, Conditions & Restrictions (CC&R’s) on the Lakewood Towne Center Mall site, but is also due to the auto-oriented era in which development first occurred. Considering the CBD zoning and vacant and redevelopable land, as well as parking lots that could have intensified land uses, there is a large capacity for employment and housing uses.

The City’s population growth was flat between 2007 and 2017. The Downtown contains little housing and a relatively small population of fewer than 1,700

residents. Though there has been little population growth in numbers, there has been a change in the racial and ethnic makeup of the community, which is more diverse. There is an opportunity to add quality housing in the Downtown within the planned density of the area and with an investment in amenities such as parks. Downtown is mostly in commercial use and contains nearly 3,500 jobs; the make-up of workers is mostly female and less diverse than the community. The wages earned monthly range from less than \$1,250 to over \$3,330; at the low end, it would be difficult to support a unit at fair market rents. A Central Business District Assessment in 2017 showed a market potential of 3 million square feet of commercial growth in the City, and much of that could be attracted to the Downtown through appropriate public and private investments in amenities and infrastructure as well as appropriate zoning and design standards.

Key findings from the existing conditions evaluation include:

- Auto congestion is minimal outside of several key intersections along routes leading to I-5.
- Pedestrian and bicycle connections in the Downtown could be improved within and between districts to make non-motorized travel a more attractive and comfortable option.
- 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. Likewise, improved facilities between the area and Lakewood Station could help connect the area with a valuable regional transit amenity.

Downtown is fully served by public safety and school services. Water and sewer infrastructure is also available, though some water lines in the area will require replacement due to age. There are cultural facilities – a library, museum, and theater – but the primary finding in the Downtown is the lack of parks and open space. As part of the 2018 Downtown Subarea Plan, the City has adopted urban design concepts for a linear park, a Green Street Loop linear park, and the Colonial Plaza event space to support economic development.

Source: 2018 Lakewood Downtown Subarea Plan

By its nature, economic revitalization is a long-term, incremental effort. Together with complementary land use and transportation goals and policies, an economic development program will help redefine Lakewood's image; provide a basis for relationships with developers, business operators, and lenders to invest in the community, and create a foundation for the City's future economy.

5.2.2 Demographics & Workforce

Total Private Primary Jobs

	<u>2015</u>	
	<u>Count</u>	<u>Share</u>
<u>Total Private Primary Jobs</u>	<u>17,168</u>	<u>100.0%</u>

Jobs by Worker Age

	<u>2015</u>	
	<u>Count</u>	<u>Share</u>
<u>Age 29 or younger</u>	<u>4,772</u>	<u>27.8%</u>
<u>Age 30 to 54</u>	<u>8,984</u>	<u>52.3%</u>
<u>Age 55 or older</u>	<u>3,412</u>	<u>19.9%</u>

Jobs by Earnings

	<u>2015</u>	
	<u>Count</u>	<u>Share</u>
<u>\$1,250 per month or less</u>	<u>4,205</u>	<u>24.5%</u>
<u>\$1,251 to \$3,333 per month</u>	<u>7,400</u>	<u>43.1%</u>
<u>More than \$3,333 per month</u>	<u>5,563</u>	<u>32.4%</u>

Workforce

Jobs by Worker: Race

	<u>2015</u>	
	<u>Count</u>	<u>Share</u>
<u>White Alone</u>	<u>12,923</u>	<u>75.3%</u>
<u>Black or African American Alone</u>	<u>1,450</u>	<u>8.4%</u>
<u>American Indian or Alaska Native Alone</u>	<u>196</u>	<u>1.1%</u>
<u>Asian Alone</u>	<u>1,687</u>	<u>9.8%</u>
<u>Native Hawaiian or Other Pacific Islander Alone</u>	<u>193</u>	<u>1.1%</u>
<u>Two or More Race Groups</u>	<u>719</u>	<u>4.2%</u>

Jobs by Worker: Ethnicity

	<u>2015</u>	
	<u>Count</u>	<u>Share</u>
<u>Not Hispanic or Latino</u>	<u>15,729</u>	<u>91.6%</u>
<u>Hispanic or Latino</u>	<u>1,439</u>	<u>8.4%</u>

Jobs by Worker: Educational Attainment

	<u>2015</u>	
	<u>Count</u>	<u>Share</u>
<u>Less than high school</u>	<u>1,607</u>	<u>9.4%</u>
<u>High school or equivalent, no college</u>	<u>3,632</u>	<u>21.2%</u>
<u>Some college or Associate degree</u>	<u>4,137</u>	<u>24.1%</u>
<u>Bachelor's degree or advanced degree</u>	<u>3,020</u>	<u>17.6%</u>
<u>Educational attainment not available (workers aged 29 or younger)</u>	<u>4,772</u>	<u>27.8%</u>

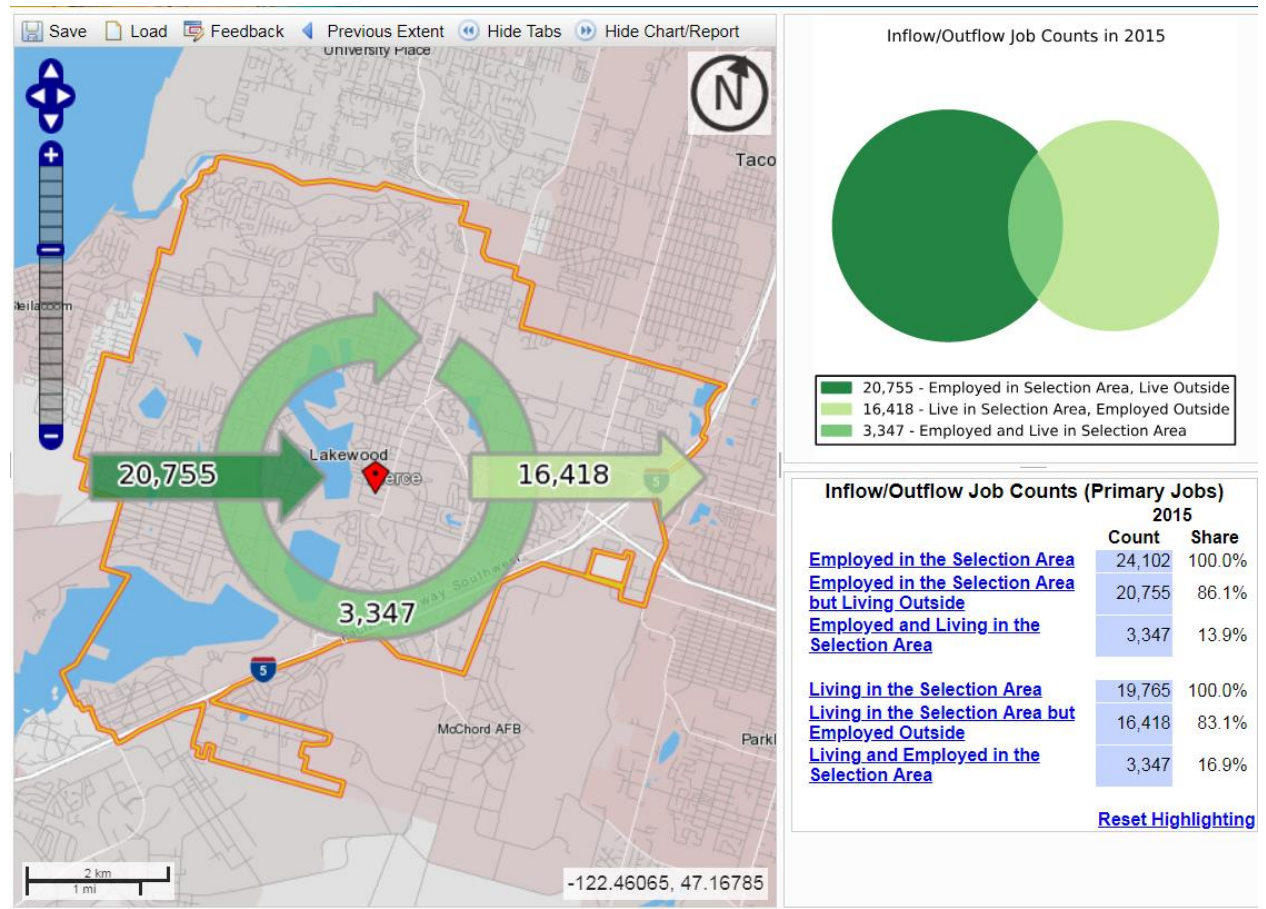
Jobs by Worker: Sex

Male
Female

	2015
Count	Share
8,240	48.0%
8,928	52.0%

Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics (Beginning of Quarter Employment, 2nd Quarter of 2002-2015).

City of Lakewood Employment Inflow-Outflow



Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics (Beginning of Quarter Employment, 2nd Quarter of 2002-2015).

Outflow Job Characteristics (Primary Jobs)

External Jobs Filled by Residents
Workers Aged 29 or younger
Workers Aged 30 to 54
Workers Aged 55 or older
Workers Earning \$1,250 per month or less
Workers Earning \$1,251 to \$3,333 per month

	2015
Count	Share
16,418	100.0%
4,016	24.5%
8,773	53.4%
3,629	22.1%
2,990	18.2%
6,249	38.1%

<u>Workers Earning More than \$3,333 per month</u>	<u>7,179</u>	<u>43.7%</u>
<u>Workers in the "Goods Producing" Industry Class</u>	<u>2,218</u>	<u>13.5%</u>
<u>Workers in the "Trade, Transportation, and Utilities" Industry Class</u>	<u>3,836</u>	<u>23.4%</u>
<u>Workers in the "All Other Services" Industry Class</u>	<u>10,364</u>	<u>63.1%</u>

Inflow Job Characteristics (Primary Jobs)

	<u>2015</u>
	<u>Coun</u>
	<u>t</u>
<u>Internal Jobs Filled by Outside Workers</u>	<u>20,755</u>
<u>Workers Aged 29 or younger</u>	<u>4,624</u>
<u>Workers Aged 30 to 54</u>	<u>11,085</u>
<u>Workers Aged 55 or older</u>	<u>5,046</u>
<u>Workers Earning \$1,250 per month or less</u>	<u>4,036</u>
<u>Workers Earning \$1,251 to \$3,333 per month</u>	<u>7,767</u>
<u>Workers Earning More than \$3,333 per month</u>	<u>8,952</u>
<u>Workers in the "Goods Producing" Industry Class</u>	<u>2,011</u>
<u>Workers in the "Trade, Transportation, and Utilities" Industry Class</u>	<u>5,263</u>
<u>Workers in the "All Other Services" Industry Class</u>	<u>13,481</u>

Interior Flow Job Characteristics (Primary Jobs)

	<u>2015</u>
	<u>Count</u>
	<u>Share</u>
<u>Internal Jobs Filled by Residents</u>	<u>3,347</u>
<u>Workers Aged 29 or younger</u>	<u>697</u>
<u>Workers Aged 30 to 54</u>	<u>1,628</u>
<u>Workers Aged 55 or older</u>	<u>1,022</u>
<u>Workers Earning \$1,250 per month or less</u>	<u>747</u>
<u>Workers Earning \$1,251 to \$3,333 per month</u>	<u>1,426</u>
<u>Workers Earning More than \$3,333 per month</u>	<u>1,174</u>
<u>Workers in the "Goods Producing" Industry Class</u>	<u>163</u>
<u>Workers in the "Trade, Transportation, and Utilities" Industry Class</u>	<u>636</u>
<u>Workers in the "All Other Services" Industry Class</u>	<u>2,548</u>

Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics (Beginning of Quarter Employment, 2nd Quarter of 2002-2015).

5.2.3 Economic Base

The Marketplace Fairness Act (effective January 1, 2018) has created a number of changes impacting local sales tax distributions and streamlined sales tax (SST) mitigation payments. This will result in an increase in sales tax distributions for all cities and counties, but will also result in the elimination of all SST mitigation payments effective October 2019 that many cities and counties have received since 2008. SST mitigation helped compensate jurisdictions for sales tax revenues that were lost when the state switched from an origin-based to destination-based sales tax

for delivery of goods.

As jurisdictions receive increased sales tax revenues from internet and remote sales, their SST mitigation payments are reduced by a corresponding amount, and all mitigation payments will cease of as October 1, 2019. In many cases, DOR expects the increased sales tax revenues from remote sales to more than offset the elimination of SST mitigation payments.

For Lakewood, estimated increased sales tax are projected to total \$1,857,507 for the six year period, 2018 through 2023. The higher amounts beginning in 2019 are not included in the current estimates, consistent with financial policies. Sales tax is the largest single revenue source for the City of Lakewood, representing 24% of the consolidated General and Street Fund revenue. It is estimated to generate \$9.8 million in 2019 and \$10.0 million in 2020.

According to a listing of businesses registered with the City of Lakewood and sorted by the North American Industry Classification System (NAICS), the business economy appears to be configured as follows: retail trade 46%; services 24%; construction 12%; wholesale trade 5%; information 5%; finance, insurance and real estate 4%; manufacturing 2%; and all others 2%.

5.2.4 Employment Base

Jobs by NAICS Industry Sector

	<u>2018q4</u>	
	<u>Count</u>	<u>Share</u>
<u>Agriculture, Forestry, Fishing and Hunting</u>	<u>48</u>	<u>0.1%</u>
<u>Mining, Quarrying, and Oil and Gas Extraction</u>	<u>0</u>	<u>0.0%</u>
<u>Utilities</u>	<u>69</u>	<u>0.2%</u>
<u>Construction</u>	<u>1,682</u>	<u>5.2%</u>
<u>Manufacturing</u>	<u>956</u>	<u>3.0%</u>
<u>Wholesale Trade</u>	<u>900</u>	<u>2.8%</u>
<u>Retail Trade</u>	<u>3,289</u>	<u>10.3%</u>
<u>Transportation and Warehousing</u>	<u>2,188</u>	<u>6.8%</u>
<u>Information</u>	<u>219</u>	<u>0.7%</u>
<u>Finance and Insurance</u>	<u>595</u>	<u>1.9%</u>
<u>Real Estate and Rental and Leasing</u>	<u>723</u>	<u>2.3%</u>
<u>Professional, Scientific, and Technical Services</u>	<u>921</u>	<u>2.9%</u>
<u>Management of Companies and Enterprises</u>	<u>1</u>	<u>0.0%</u>
<u>Administration & Support, Waste Management and Remediation</u>	<u>1,036</u>	<u>3.2%</u>
<u>Educational Services</u>	<u>2,741</u>	<u>8.5%</u>
<u>Health Care and Social Assistance</u>	<u>11,135</u>	<u>34.7%</u>
<u>Arts, Entertainment, and Recreation</u>	<u>802</u>	<u>2.5%</u>
<u>Accommodation and Food Services</u>	<u>2,781</u>	<u>8.7%</u>
<u>Other Services (excluding Public Administration)</u>	<u>1,459</u>	<u>4.6%</u>
<u>Public Administration</u>	<u>518</u>	<u>1.6%</u>

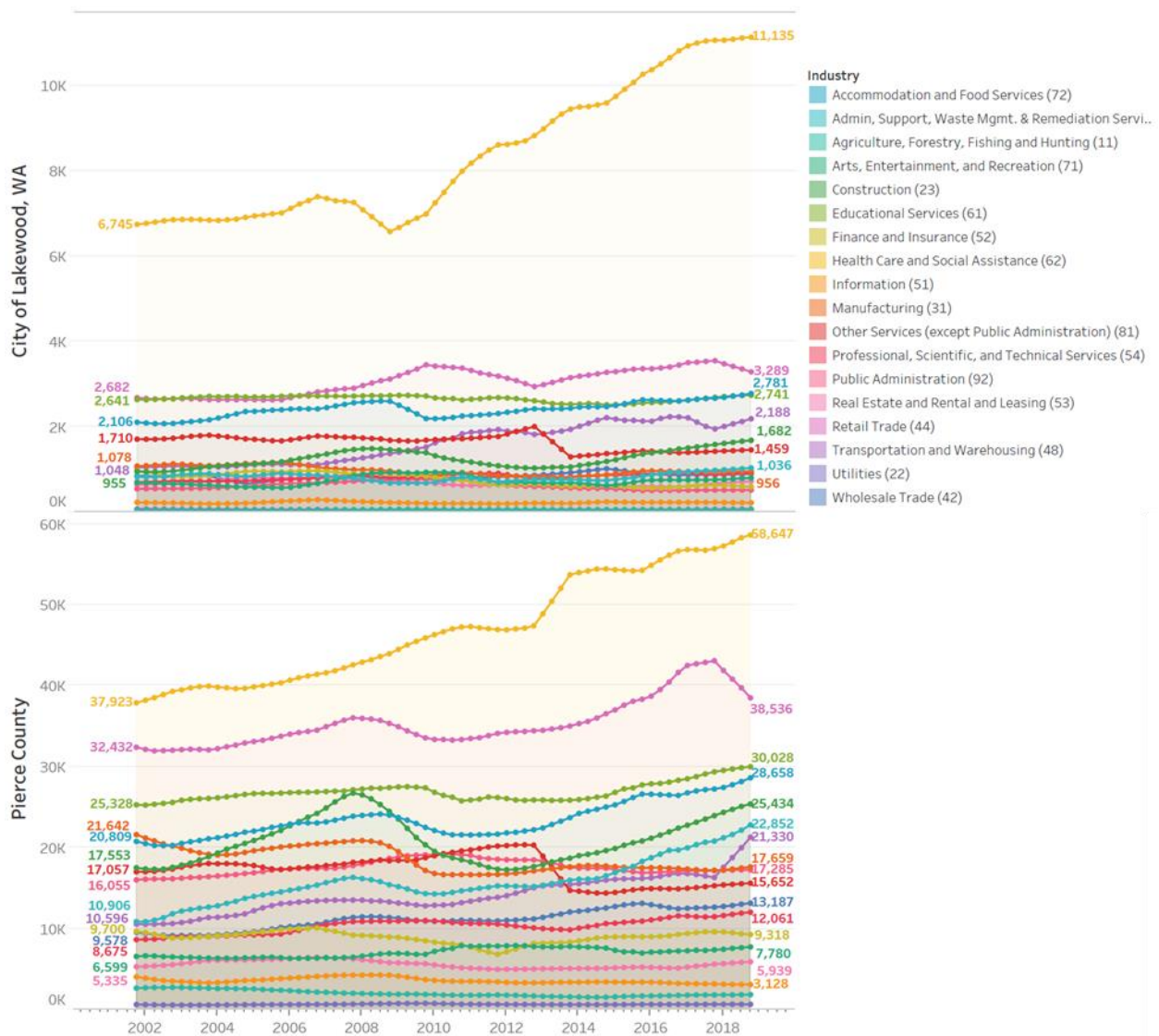
Source: Bureau of Labor Statistics' Quarterly Census of Employment and Wages, OnTheMap Application and LEHD Origin-Destination Employment Statistics (Beginning of Quarter Employment, 2nd Quarter of 2002-2015).

Lakewood Employment Over Time			
	<u>2001</u>	<u>2010</u>	<u>2018</u>
<u>Administrative/Support/Waste Mgmt/Remediation Services</u>	<u>828</u>	<u>817</u>	<u>1,036</u>
<u>Agriculture/Mining</u>	<u>40</u>	<u>57</u>	<u>48</u>
<u>Arts/Entertainment/Recreation</u>	<u>688</u>	<u>913</u>	<u>802</u>
<u>Construction</u>	<u>955</u>	<u>1,199</u>	<u>1,682</u>
<u>Educational</u>	<u>2,641</u>	<u>2,627</u>	<u>2,741</u>
<u>Finance/Insurance/Real Estate</u>	<u>1,612</u>	<u>1,366</u>	<u>1,318</u>
<u>Health Care/Social Assistance</u>	<u>6,745</u>	<u>7,993</u>	<u>11,135</u>
<u>Information</u>	<u>229</u>	<u>205</u>	<u>219</u>
<u>Manufacturing</u>	<u>1,078</u>	<u>929</u>	<u>956</u>
<u>Professional/Scientific/Technical Services</u>	<u>705</u>	<u>896</u>	<u>921</u>
<u>Public Administration</u>	<u>545</u>	<u>751</u>	<u>518</u>
<u>Retail Trade</u>	<u>2,682</u>	<u>3,377</u>	<u>3,289</u>
<u>Services (Accommodation, Food, Other)</u>	<u>3,816</u>	<u>3,973</u>	<u>4,240</u>
<u>Transportation and Warehousing</u>	<u>1,048</u>	<u>1,836</u>	<u>2,188</u>
<u>Wholesale Trade</u>	<u>852</u>	<u>812</u>	<u>900</u>

Source: JobsEQ® March, 2019 Note: Figures may not sum due to rounding. Growth demand is based on 4-qtr moving avg employment from the latest available date.

From 2000 to 2016, Pierce County employment grew by 21%, while employment in Lakewood grew by only 1%. The Services industry from 2000 to 2016 continues to employ the largest percentage of employees in both Lakewood (47% in 2016) and Pierce County (46% in 2016). With a job to housing ratio of 0.87, Lakewood is a net exporter of workers, with more people living in Lakewood than working in Lakewood. This is the case for many comparable cities as well, with the exception of Puyallup, Sumner, and Tacoma. Lakewood's second and third largest employment sectors are Retail and Manufacturing. At 9%, Lakewood has one of the higher unemployment rates of all the shown geographies. In comparison, the Pierce County unemployment rate is 6%.

Source: BERK Consulting, 2017



Source: Bureau of Labor Statistics' Quarterly Census of Employment and Wages

5.2.5 Joint Base Lewis-McChord (JBLM)

Located immediately adjacent to the City of Lakewood, Joint Base Lewis-McChord (JBLM) is the second largest employer in Washington State and is an essential driver to the economic momentum of Washington State and the South Sound region. In 2018, JBLM provided direct employment for 52,000 active duty and civilian South Sound citizens, as well as engendering demand for local services through its tens of thousands of personnel. The total annual economic impact in the South Sound region due to the presence of JBLM is estimated to be upwards of \$9.2 billion. (*The Economic Impact of the JBLM workforce and operations on the South Sound Region, June 2018, Center for Business Data Analytics, University of Washington – Tacoma.*)

The South Sound region has supported its military residents in multiple ways, from easing the transition into public school for families, providing advanced education opportunities focused on the complex needs of active duty military members, to

providing a familiar and comfortable environment for military retirees. The 2010 JBLM Growth Coordination Plan recommended establishing a new JBLM regional partnership. That partnership, the South Sound Military Communities Partnership (SSMCP) provides a framework for collaboration between local governments, military installations, state agencies, and federal agencies to better coordinate efforts in areas such as: military relations; transportation and land use planning; environmental protection; emergency preparedness; grant applications; health care; population forecasting; workforce development; education; housing; and economic development. The City of Lakewood is a key leader in the SSMCP.

Between 2013 and 2015, the SSMCP coordinated the development of a **Joint Land Use Study (JLUS)** for Joint Base Lewis-McChord (JBLM.) The JLUS was a collaborative process among federal, regional, and local governments and agencies; tribes; the public; JBLM; and Camp Murray. The study was designed to create a collective regional dialogue around the sometimes complex issues of balancing military operational demands and mission changes with the region's and local communities' land use plans, economic development and infrastructure needs, and goals for environmental sustainability. The study area generally encompassed those communities within two miles of the JBLM boundary within Pierce and Thurston Counties.

The JBLM JLUS is a four-part planning process that starts with understanding conditions and issues in the study area and then identifying both current and foreseeable compatibility challenges based on land use, growth and development trends, and civilian and military interests and mission needs. Compatibility challenges can occur when military operations produce impacts, such as noise that affect surrounding communities or when civilian growth and development interfere with the ability to conduct military operations safely and effectively.

Based on analysis and public and agency feedback, the 2015 JLUS includes recommendations to promote greater compatibility between military activities and civilian land uses. The process concluded with a detailed look at action steps to implement recommendations. These recommendations are not binding, but participants are asked to make a good faith efforts to implement proposed action steps. Lakewood and other jurisdictions are implementing recommendations from the JLUS over time.

The SSMCP and partners from the State of Washington, Pierce County, City of Lakewood, JBLM and the Department of Defense have completed work on the North Clear Zone Action and Implementation Plan (NCZAIP). In April 2017, the City of Lakewood adopted Resolution No. 2017-09, authorizing the City to sign and execute a Memorandum of Agreement (MOA) for implementation of the AIP. In May 2017, the MOA was signed by all AIP partners. The AIP sets forth a phased strategy consisting of six actions and corresponding implementation steps designed to be carried out over the next 10-20 years to accomplish project objectives, while balancing benefits and costs among stakeholders. All of the actions are anticipated to begin in the short term (0-5 years).

NCZAIP Actions:

1. Changes to City of Lakewood Code and Administrative Processes
2. Amortization Study
3. Voluntary Property Acquisitions and Business Relocation
4. Habitat Restoration and Preservation
5. Woodbrook Land Exchange
6. AIP Implementation Team

A Clear Zone is a federally-designated, 3,000-by-3,000-foot safety area adjacent to the end of a runway. This area has the highest statistical possibility of aircraft accidents. Federal Aviation Administration and Department of Defense guidelines call for Clear Zones to be undeveloped and free of people and flight obstructions. This protects the public's safety and the military's ability to carry out its missions.

The North Clear Zone is located at the north end of the McChord Field runway. It is partly within JBLM and partly within the City of Lakewood. The part in Lakewood includes many buildings and business on privately-held properties. Based on federal safety guidelines, these uses are incompatible with runway operations and pose public and flight safety risks. At the same time, existing businesses operating in the North Clear Zone are an important part of the local, regional and State economy.

SSMCP recently completed the JBLM Joint Land Use Study (JLUS). One of the highest priority recommendations that came out of JLUS was to develop solutions for the North Clear Zone based on Air Force Instruction:

The potential for accidents is so high [in the Clear Zone] that the land use restrictions necessary to ensure compatibility would prohibit reasonable economic use of the land. Therefore, it is DOD and USAF policy to own the land within the Clear Zone, or control the land through restrictive use easements.

Air Force Instruction (AFI) 32-7063, 18 DEC 2015, para. 3-9, p 24.

Project Objectives

- Ensure public and air safety
- Bring use of the North Clear Zone into Federal Aviation Administration and Department of Defense regulatory compliance
- Preserve JBLM "Mission Assurance"
- Implement the 2015 JBLM Joint Land Use Study
- Maintain full airfield operational capacity and capability

The North Clear Zone project is being conducted in four phases; Phases 1-3 have been completed. They included 1) project startup, which began in summer 2017, 2) strategy analysis and cost estimates for voluntary property acquisition and business relocation, which were conducted between summer and winter 2016, and 3) development of the North Clear Zone Action Plan & Implementation Program and Memorandum of Agreement, which were finalized and adopted in spring 2017 following open houses with property owners and a Lakewood City Council study session and public

comment period. The final phase, implementation, is currently underway and is anticipated to continue for the next 10-20 years. Most implementation actions will be led by project partners such as the City of Lakewood, Pierce County and JBLM. SSMCP will continue to be actively engaged, for instance by supporting formation and regular meetings of the AIP Implementation Task Force.

5.2.6 Residential Development

<u>New Housing Permits Issued/Units Built</u>				
<u>Type</u>	<u>2015</u>	<u>2016</u>	<u>2017</u>	<u>2018</u>
<u>Single Family</u>	<u>26/26</u>	<u>37/37</u>	<u>46/46</u>	<u>54/54</u>
<u>Duplex</u>	<u>1/2</u>	<u>1/2</u>	<u>2/4</u>	<u>2/4</u>
<u>Multifamily</u>	<u>0</u>	<u>2/4</u>	<u>7/223</u>	<u>2/30</u>
<u>Total</u>	<u>27/28</u>	<u>40/43</u>	<u>55/273</u>	<u>58/88</u>

5.2.7 Retail & Lodging Development

Lakewood Towne Center is a site of open air destination with four distinct components: A City Hall as its centerpiece; a power center; an entertainment center; and a neighborhood center, all of which need further development to create a greater sense of place and gathering area for the community and visitors.

The International District is located along South Tacoma Way, from the City's entrance at 80th Street to the North and the 512 interchange to the South. Although Korean settled and developed, the area is a mix of cultures, restaurants, grocery, and other retail. Paldo World, Boo Han Market, and HMart are the most prominent stores along this corridor. The Great American Casino to the South, at the 512, was built in 2007. In 2017, Lee Medical Center was built, bringing a new family medical team, lab, counseling, and internal medicine facility to the area. This district currently brings in more retail sales tax to the City than any other combined area in the City. The district is has potential for major redevelopment, particularly at the City's entrance.

In 2008/2009, the City conducted both a hotel study and market analysis on Pacific Highway from 108th to Bridgeport. Development followed with the construction of Candlewood Suites, Lakewood Station and Pedestrian Bridge, Lakewood Ford, and the Nisqually Market. In 2012, LaQuinta Inn was converted to a Holiday Inn, and the Sounder Train service was extended to Lakewood Station. In 2013, Kenworth Northwest built a state-of-the-art new truck sales and service facility. A mobile home park was closed in preparation for two Marriott Hotel properties, one of which is planned for construction in 2015.

Numerous older motels have been closed along South Tacoma Way and Pacific Highway in anticipation of redevelopment.

In 2008, Walmart opened a new supercenter at the City's entrance to the Northwest on Bridgeport Avenue, and Lowes opened on 100th and Lakewood Drive. In 2014, Hobby Lobby and Big Lots opened at 100th and Bridgeport, site of the

former Kmart store.

The Colonial Shopping Center, which included a former QFC, was purchased by an equity firm in 2013. It is currently being re-designed. New tenants are being recruited to the site.

5.2.8 Office Development

There is some office space within the business parks, along major corridors and, small office space within the Central Business District. The most significant office developments have been medical facilities, a professional services office on Main Street SW, and the new Harborstone Credit Union. Office buildings have constituted minimal new development. This may be a future focus as business and healthcare campuses develop.

5.2.9 Commercial Enterprise

Lakewood Industrial Park added over 400,000 square feet of industrial space to its 2.5 million square feet of space. Zoning was changed in the Woodbrook area to allow for a new 150 acre Industrial Business Park (IBP). A 440,000+ square foot manufacturing/ warehouse use building has been approved in the IBP. Existing manufacturing/warehouse space is available in the Durango industrial area. Manufacturing is slightly expanding on other industrial lands. The Air Corridor may cause some businesses to move, depending upon JBLM future plans.

5.2.10 Institutional, Educational, Cultural, and Recreation Development

Residents and surrounding communities come to Lakewood for comprehensive healthcare options. Lakewood's St. Clare Hospital recently completed a \$15.5 million renovation to support the areas growing patient population. The hospital offers state-of-the-art primary care, orthopedics, therapy, diagnostics imaging, a chronic pain center, and a cancer center.

Multicare and medical specialists also serve the community. An influx of national dental chains has entered the market. Western State Hospital offers a wide range of mental health services, psychiatric treatments, and a recovery center.

Lakewood has two colleges, Pierce College and Clover Park Technical College, with a combined attendance of over 16,500.

Pierce College offers 39 certificate programs, e-learning, running start, worker retraining, and continuing education. Clover Park Technical College (CPTC) offers 40 programs, including aerospace, advanced manufacturing, health sciences, human services, business, hospitality, science, technology, engineering, transportation and trades.

The Clover Park School District has 31 schools and an enrollment of 11,947 students

in PK- 12 programs. Nearly a quarter of the population, 5 and older speaks a language other than English.

The City of Lakewood is one of 100 cities across the nation to have received the America's Promise Award. The award is given to cities that meet high standards in five areas: caring adults, safe places, healthy start, effective education, and opportunities to help others. The City has received this award several years in a row. The school district partnership is integral to the future of our citizens.

Lakewood's Sister Cities Association develops and promotes activities that support exchanges of delegations, educational and informational exchanges and events including the Annual International Festival and Artfest.

The City of Lakewood Parks, Recreation and Human Services Department maintains 14 parks and offers events throughout the year. SummerFest is held annually and includes a sprint triathlon. The parks department also works with the Community Garden program, Healthy Start, the Senior Activity Center, and human services to create livable communities where all individuals have access to the resources they need. A Legacy Parks Plan prepared by the parks, recreation, and human services department has been adopted by Council.

5.3 Lakewood's Position in the Region

5.3.1 Lakewood's Regional Role

Lakewood is situated along strong transportation networks. It is bordered by one of the largest military installations in the United States, just minutes away from Puget Sound and the Port of Tacoma, and 35 miles from SeaTac International Airport. The City is a major transportation hub for the lower Puget Sound Region with the Lakewood Station and Sounder commuter rail system directly connecting Lakewood to Seattle and Tacoma.

Adjacent to I-5 and SR512, Lakewood has access to populations beyond its borders. Lakewood is an easy driving distance between two large metropolitan areas, Seattle and Portland. The I-90 major east-west route connecting Seattle with Chicago and Boston is only 40 miles away. There is convenient access to three ports – the Port of Seattle, the Port of Tacoma and the Port of Olympia. Sound Transit's commuter rail is close to the I-5/SR512 intersection on Pacific Highway and provides the ability to live in Lakewood and commute to locations north of Lakewood.

Two military bases are at Lakewood's eastern and southern borders, Camp Murray and Joint Base Lewis McChord (JBLM). JBLM is one of the largest military installations in the United States. Proximity to military bases provides access to over 55,000 soldiers and their families. Current and potential military contracting opportunities attract businesses that work on JBLM or Camp Murray and/or have locations in the vicinity. They lodge in City hotels, reside in the community, and buy goods and services from local companies. There remains a significant need for access to off base restaurants, shopping, and various services

Amenities and educational opportunities are significant considerations for many companies when considering a new location. Culture, innovation, creativity, and quality of life for employers will become increasingly important for the next generations of workers and leaders. Pierce College and Clover Park Technical College offer access state-of-the-art facilities and educational opportunities. In recent years, the City has enhanced its recreational opportunities by expanding and improving parks and recreational activities.

Lakewood manages Fort Steilacoom Park, a 340-acre regional park facility, located adjacent to Pierce College. The park is popular with the community and region as a whole. About 1 million people visit the park annually.

Lakewood plays a key role in commerce and trade with its industrial properties. The Lakewood Industrial Business Park (IBP) offers 2.5 million square feet of leasable space. There are approximately 62 companies in the park employing 1,500-1,600 people, making this IBP the 4th largest for-profit employer in Pierce County. Transportation, warehousing and distribution are primary uses with some manufacturing, retail, and wholesale trade operations. Approximately 150 acres in the Woodbrook area have been zoned for industrial use. Industrial lands are also available in the Woodworth Industrial Park, Jenco Industrial Park, and northeast Lakewood in the vicinity of Durango Street SW and South Tacoma Way.

- Industry sectors expected to have significant increases in the area include:
- Construction, both new and rehabilitation of existing properties;
- Transportation, warehousing and distribution;
- Health care and education;
- Professional business services;
- Professional, scientific and technical Services; and
- Manufacturing.

Growth in these areas will be largely natural to support aging population, population growth, JBLM needs for off-base housing, demand for export/import trade companies, a desire for higher wage jobs with higher economic impacts, and increasing technology related efficiencies.

5.3.2 Regional Economic Competition

Many of the existing urban development patterns are already set within the South Sound, and Pierce and Thurston counties. It is within this geographic area that Lakewood vies with other cities and Pierce County in relation to economic development. These cities include Tacoma, Lacey, Puyallup, Federal Way and Pierce County.

Tacoma and Puyallup provides the region's stiffest competition for regional retailers and retail establishments. Lakewood finds itself "in the middle" between these two markets, but also having to compete with retail sales located on JBLM. Lodging appears underrepresented and based on past reports, this is a niche that Lakewood

has yet to capitalize.

Lakewood does experience a “competitive” relationship with several nearby municipal governments that must be taken into account. Tacoma is the county leader with respect to economic development. Tacoma is an older city that has made many efforts to improve its downtown, and image, often at the expense of Lakewood, for more than a quarter of a century. Tacoma has an aggressive economic development mission. The city has devoted its own funds, as well as state and federal grants, to stimulate economic development. Tacoma has a strategic location on the highway system and a strong port.

One of the biggest challenges that faces Lakewood is infrastructure, particularly as it relates to utilities. Three power purveyors have boundaries that all come together within Lakewood. Parts of the service areas are disputed. In addition, water and sewer are provided by two separate entities, the Lakewood Water District, and the Pierce County Public Works & Utilities Department. This current situation complicates many aspects of development.

In summary, any program of economic development for Lakewood must monitor conditions and trends in Tacoma and elsewhere, and act decisively and aggressively to increase Lakewood’s strategic position.

5.4 Summary of Achievements

- The establishment of Lakewood’s own police department.
- Installation of over \$20 million in water and sewer infrastructure in Tillicum and Woodbrook.
- Required \$1.5 million in mitigation measures to offset the relocation of the main entrance into Camp Murray.
- Over \$5 million in improvements to the Berkeley Bridge and Union Avenue SW.
- Over \$5 million in new road improvements to Pacific Highway SW.
- Construction of the Sounder Station including parking garage and pedestrian overpass.
- In 2002, the redevelopment of the Lakewood Mall into the Lakewood Towne Center.
- Recruitment of National retailers to the CBD and the South Tacoma Way Corridor.
- The location of Tactical Tailor to Lakewood.

- The removal of blighted buildings and structures on South Tacoma Way and Pacific Highway SW.
- Construction of a Wal-Mart Super Center on Bridgeport Way, including \$1.5 million in new road improvements.
- Construction of the new Kenworth Truck Dealership on Pacific Highway SW.
- Construction of Lakewood Ford on Pacific Highway SW.
- Installation of major park upgrades at Fort Steilacoom Park.
- Extensive new road improvements on Murray Road SW, including a new roundabout, 59th Street SW, 104th Street SW, and Bridgeport Way from the northerly City limits to Gravelly Lake Drive SW.
- Establishment of the Rental Housing Safety Program and Dangerous Building Abatement Program priorities in 2018.
- Adoption of the Downtown Subarea Plan in 2018

5.5 Economic Development Strategy for Lakewood

As with many cities, Lakewood will have limited funds with which to pursue its economic development goals. The City's policy makers will have to use its resources in a focused and prioritized manner to have a positive impact on the local economic base. Lakewood will be developing a focused Economic Development Strategy in the 2019-2020 biennium.

5.6 Economic Goals and Policies

The City of Lakewood will not wait for market forces alone to create the future, but will act to shape and accelerate the evolving market trends in the direction of its vision. The City will pursue the following goals and policies to implement economic development.

City's Overall Role in Economic Development

GOAL ED-1: Maintain a strong, proactive position toward economic development that promotes a positive civic image.

Policies:

ED-1.1: Increase the retail sales tax base of the City.

ED-1.2: Encourage public-private partnerships which further public goals while advancing economic development opportunities.

ED-1.3: Promote partnerships with the State, Pierce County, Joint Base Lewis McChord, other cities and organizations to advance regional competitiveness and mutual economic development goals.

ED-1.4: Review and respond to emerging issues, pending legislation, and provide guidance with regards to special projects and economic development initiatives.

ED-1.5: Encourage development or maintenance of business recruitment programs.

ED-1.6: Encourage development or maintenance of business expansion and retention programs.

ED-1.7: Where feasible and appropriate, assist the business community in the collection of data relative to economic development.

ED-1.8: Increase Lakewood's leadership, role and influence in local and regional forums in order to advance the City's economic development goals.

ED-1.9: Continue to pursue aggressive public safety programs designed to protect residents, businesses, and their investments.

ED-1.10: Maintain working partnerships with Pierce College and Clover Park technical College in order to encourage and support their expansion and further integration within the Lakewood economy, as well as to identify and exploit increasing opportunities for economic development.

ED-1.11: Consider opportunities to partner with local human service organizations to assist in providing human services resource development programs for the unemployed or under-employed.

Permitting

GOAL ED-2: Ensure a responsive and efficient business licensing and building permitting process.

Policies:

ED-2.1: Establish a permit process system that is fair and timely while promoting the public health, safety, and general welfare.

ED-2.2: Work with adjacent cities and Pierce County on consistency among regulatory codes.

ED-2.3: Encourage predictability and consistency in the City's land use regulations, while also allowing for flexibility and creativity in the site development process.

ED-2.4: Promote a results-oriented permit process, which consolidates review timelines, eliminates unnecessary steps, and maintains a strong customer service

approach.

ED-2.5: Provide targeted assistance to businesses that may be unsophisticated in permitting and licensing requirements.

ED-2.6: Allocate sufficient resources to process development projects quickly and efficiently.

Housing

GOAL ED-3: Encourage increased ownership and quality housing throughout the City.

Policies:

ED-3.1: Encourage home ownership to increase the number of invested stakeholders in the community.

ED-3.2: Expand the homeownership opportunities for existing residents in neighborhoods with homeownership rates are lower than the regional average.

ED-3.3: Expand quality of middle income housing products.

ED-3.4: Develop new relationships and mechanisms that increase private investment in, and production of high-quality housing for all income groups.

ED-3.5: Consider the cumulative impact of regulations on the ability of housing developers to meet current and future housing demand.

ED-3.6: Require owners, investors, and occupants, to be responsible for maintenance of the housing stock.

ED-3.7: Ensure that owners, managers, and residents of rental property improve the safety, durability, and livability of rental housing.

ED-3.8: Support the public and private actions that improve the physical and social environment of areas that have experienced disinvestment in housing, that have a concentration of low-income households, or that lack infrastructure.

ED-3.9: Attract a proportionate share of the region's families with children in order to encourage stabilized neighborhoods and a vital public school system.

ED-3.10: Promote housing opportunities that build a sense of community, civic involvement, and neighborhood pride.

Infrastructure

GOAL ED-4: Leverage public infrastructure for private investment.

Policies:

ED-4.1: Where public costs will be recouped from increased revenue resulting from private investment, invest in infrastructure to stimulate and generate private investment for economic development and redevelopment projects.

ED-4.2: Consider public financing techniques such as the use of local improvement districts, public-private partnerships, and grants in targeted areas to accomplish specific economic development needs.

ED-4.3: Work with community development on signage and frontage improvements and regulations that enhance the community and promote economic development.

ED-4.4: Use HUD programs (CDBG allocations and the Section 108 loan program) to help fund infrastructure improvements.

Focused Redevelopment Emphasis

GOAL ED-5: Promote the revitalization/redevelopment of the following areas within Lakewood:

- 1) the Central Business District;
- 2) the South Tacoma Way & Pacific Highway Corridors;
- 3) Springbrook;
- 4) Tillicum/Woodbrook;
- 5) Lakeview (Lakewood Station District); and
- 6) Lake City.

Policies:

ED-5.1: Where appropriate, develop and maintain public-private partnerships for revitalization.

ED-5.2: Pursue regional capital improvement opportunities within these specific areas.

ED-5.3: Promote the concentration of commercial uses and cultural activities in the Central Business District with the intent of increasing and maintaining the vitality of the community.

ED-5.4: Promote industrial land development at the Woodbrook Business Park.

ED-5.5: Continue existing programs to expand sewers throughout Tillicum and Woodbrook.

ED-5.6: Expand commercial development along Pacific Highway SW by converting lands designated Public/Institutional into commercial uses.

ED-5.7: Expand housing ownership opportunities.

ED-5.8: Identify and implement strategies to foster small business development and expansion.

ED-5.9: Aggressively market the Central Business District as a place to live, shop, and do business.

ED-5.10: Encourage mixed use developments within the Central Business District and Lakeview.

ED-5.11: Remove blighted buildings from residential neighborhoods.

ED-5.12: Promote single family development in Lake City and Tillicum.

ED-5.13: Develop and implement a sub-area plan for Springbrook.

ED-5.14: Consider establishing a local development government corporation and an equity investment approach for land assembly within a designated target area. Under this model, landowners contribute their land (and improvements) as “shares” to the corporation and receive a portion of the distribution from cash flow generated by redevelopment.

Manufacturing/Industrial Areas

GOAL ED-6: Ensure the logistical functions of Lakewood’s industrial districts are not impaired by conflicts with other transportation system users.

Policies:

ED-6.1: Where feasible and appropriate, promote freight mobility through grade separation of rail traffic from street traffic and improvement of existing Lakewood road connections.

ED-6.2: Pursue regional capital improvement opportunities that will benefit Lakewood’s industrial districts.

ED-6.3: Coordinate with the Capital Improvement Program and Six-Year Transportation Improvement Plan to ensure the maintenance and expansion of infrastructure to support Lakewood’s industrial districts.

Joint Base Lewis McChord

GOAL ED-7: Protect the mission of, and ensure the long-term viability of Joint Base Lewis- McChord.

Policies:

ED-7.1: Maintain the South Sound Military Communities Partnership.

ED-7.2: Conduct a Joint Land Use Study and implement the resulting recommendations into Lakewood’s Comprehensive Plan, development regulations, capital improvement programs, and other plans policies.

ED-7.3: Work with federal, state, and local agencies to fund the acquisition of properties deemed unsafe in the Clear Zone.

ED-7.4: Develop a JBLM Regional Policy Considerations Guide. The guide would include background text on JBLM operations and policies associated with economic development and housing.

ED-7.5: Support workforce development programs for military personnel transitioning out of military service.

ED-7.6: Continue to support the efforts of the South Sound Military Communities Partnership.

ED-7.7: Conduct industry justification and economic diversification studies in response to drawdown and potential loss of Department of Defense contracts.

Housing Capacity Analysis: No net loss or increase in potential housing stock.

A. Consistency with the Comprehensive Plan: The proposed amendments to the Comprehensive Plan would increase its consistency with state law and regional and countywide planning policies as well as reflect current statistical and demographic data.

B. Compatibility with development in the vicinity: Not applicable.

C. Transportation impacts and mitigation: Not applicable.

D. Public Service impacts and mitigation: Not applicable.

E. Public health, safety and general welfare impacts: Not applicable..

F. Range of permitted uses: Not applicable.

G. Change in circumstances: Not applicable.

H. Advantages vs. negative impacts: Not applicable.

CEDD Recommendation:

CEDD recommends approval of CPA/ZOA 2019-09 as considered.

CPA/ZOA-2019-10 – TEXT AMENDMENT (Multifamily Open Space)

Amend the LMC zoning text at LMC 18A.50.231 (C)(1)(o)(2) to increase the open space requirements for multifamily development in the City.

Proposed Amendments to LMC 18A.50.231 (changes in red text):

C. Multi-Family Residential Uses and Zones. These standards are intended to create an attractive and enjoyable environment for multi-family residential uses, improve vehicular circulation and upgrade the City's visual appearance in high-density residential areas.

1. Required Site Design and Building Design Elements. These standards are in addition to other development standards applicable under this chapter or other chapters of the Lakewood Municipal Code.

o. Provide an open space network that is accessible to all units and that will accommodate a wide variety of activities, public and private, in the following manner:

1. Provide at least ~~thirty (30)~~ one hundred (100) square feet per unit of common open space in addition to individual balconies or patios and that area required by landscaping, recreation, building setbacks, critical area buffers and other code requirements.

2. Common open space shall be an open air area intended for use by all residents, guests, employees or patrons of a site and may include lawns, gardens, squares, plazas, courtyards, terraces, barbecue and picnic areas, games court or multi-use recreational areas, and other types of built space. Common open space shall meet the following standards:

(a) Linear dimensions of no less than ~~twenty (20)~~ fifty (50) feet.

(b) No more than thirty (30) percent of the area covered by a structure.

(c) Provide ample exposure to natural sunlight and fresh air.

(d) Provide direct pedestrian connection to other parts of the site.

(e) May include multi-use stormwater detention facilities, if the Community Development Director determines that the facilities are designed to function as common open space by providing an enhanced nature or visually aesthetic design.

Housing Capacity Analysis: No net loss or increase in potential housing stock.

A. Consistency with the Comprehensive Plan:

Lakewood Comprehensive Plan excerpts:

LU-4.12: Direct multi-family housing to locations that support residents by providing direct access to public transportation, employment, services, open space, and other supporting amenities.

4.2 Relationship Between Urban Design and Land-Use Designations

Particularly desirable urban design features accompany many of the land-use designations discussed in Chapter 2. These features are identified here in relationship to the specific land-use designations, except the CBD and Lakewood Station district, which are presented separately.

4.2.1 Residential Lands Urban design is especially important in multi-family residential areas to create satisfying and aesthetic places for residents. The following factors should be considered in developing multi-family properties:

Mixed Residential and Multi-Family: Encourage infill development along key pedestrian streets and in proximity to public transit routes or centers. Use design to create a pedestrian scale along key pedestrian streets. Locate parking behind residential buildings with access off alleys, where possible, and limit driveways and curb cuts along key pedestrian streets. Building faces should typically be oriented parallel to the street with setbacks aligned with adjacent buildings. Architectural variety should be encouraged, as should building modulation, emphasis on semi-public, semi-private, and private open space. Building scale, especially in mixed residential areas, should respect physical context. Above all, livability over the long term should be a prime consideration during the project review process.

High-Density Multi-Family: Encourage the development of high-density multi-family residential neighborhoods in proximity to public transit and the commuter rail station. Neighborhood character should reinforce a pedestrian orientation along key pedestrian streets and linkages to commuter rail or public transit. Below grade parking or garages behind buildings, with access from alleys where possible, should be encouraged. Driveways and curb cuts along key pedestrian streets should be limited. Encourage the incorporation of design elements characteristic of older single-family residential areas such as pitched roofs, roof dormers, modulation of building facades, articulated building materials and finishes, and human-scale massing. The result should be an attractive, urban residential neighborhood with wide sidewalks, street trees, and numerous public seating/gathering spots in a combination of private and open space.

B. Compatibility with development in the vicinity: Not applicable.

C. Transportation impacts and mitigation: Not applicable.

D. Public Service impacts and mitigation: Not applicable.

E. Public health, safety and general welfare impacts: the increase in on-site open space for multifamily developments in the City will increase healthy living opportunities for Lakewood's current and future residents.

F. Range of permitted uses: Not applicable.

G. Change in circumstances: The 2018 adoption of the Downtown Subarea Plan, in which open space requirements for multifamily development was increased, spurred Council to consider a similar increase across the City.

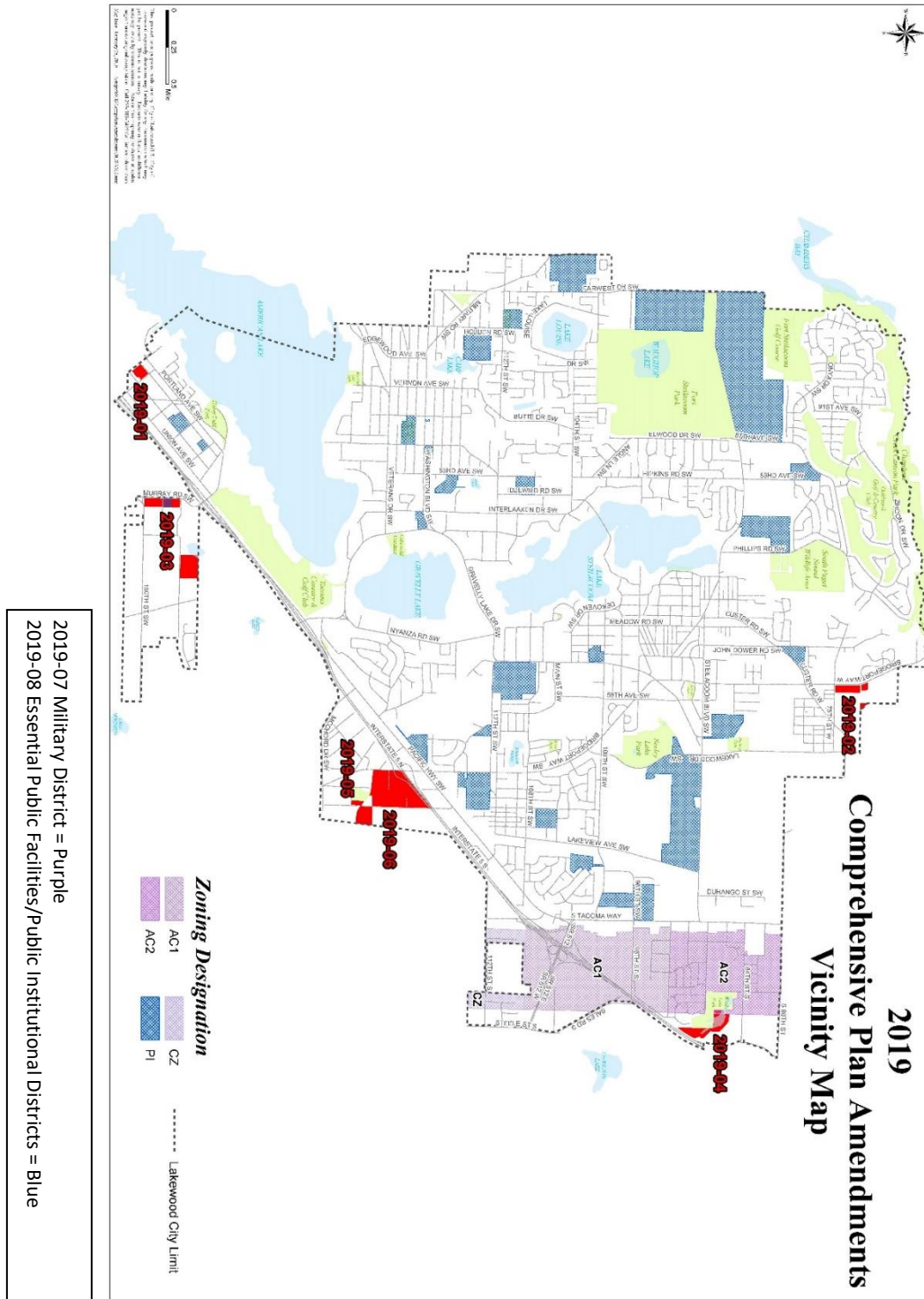
H. Advantages vs. negative impacts: The physical and mental health advantages for Lakewood residents from increased open space in multifamily developments outweigh any potential negative impacts.

CEDD Recommendation:

CEDD recommends approval of CPA/ZOA 2019-10 as considered.

PART IV: SUMMARY OF CEDD RECOMMENDATIONS

Vicinity Map of 2019 amendments (except for Economic Development Element update)



Cumulative Housing Capacity Analysis: If all proposed amendments were approved, the net result to Lakewood’s housing capacity would be a loss of 1,444 units if assuming a maximum loss of 1,150 units in Springbrook. Using the more likely loss of 600 units in Springbrook, the cumulative loss would be 894 units. When the increase of 1,807 units in the Downtown Subarea Plan adopted in 2018 is considered, the net change in capacity is an increase of 913 units compared to that prior to the adoption of the Downtown Subarea Plan.

	2019 CPA Housing Units Lost	2018 Downtown Subarea Housing Units Increase	Net Citywide Housing Capacity Change
Springbrook at max density of 1,150 units lost	1,444 -	1,807 +	363 +
Springbrook at more likely density of 600 units lost	894 -	1,807 +	913+

Amendment Recommendations

CPA/ZOA-2019-01– MAP AMENDMENT (Tillicum)

Recommend denial without prejudice

CPA/ZOA-2019-02– MAP AMENDMENT (Bridgeport)

Recommend approval w amendment to NBD/NC2 zone vs. CC/C2 for parcels 0220262057 and 0220263153

CPA/ZOA-2019-03– MAP AMENDMENT (Woodbrook)

Recommend approval

CPA/ZOA-2019-04– MAP AMENDMENT (Wards Lake)

Recommend approval

CPA/ZOA-2019-05– MAP AMENDMENT (Springbrook Park)

Recommend approval

CPA/ZOA-2019-06– MAP AMENDMENT (Springbrook Neighborhood)

No recommendation: four options proposed for Council consideration

CPA/ZOA-2019-07– MAP & TEXT AMENDMENT (Military Districts)

Recommend approval

CPA/ZOA-2019-08– TEXT AMENDMENT (Essential Public Facilities/PI Districts)

Recommend approval

CPA/ZOA-2019-09– TEXT AMENDMENT (Economic Development Element)

Recommend approval

CPA/ZOA-2019-10– TEXT AMENDMENT (Multifamily Open Space)

Recommend approval

PART V: Summary of Public Comments

Amendment No.	Public Comments
CPA/ZOA-2019-01– MAP AMENDMENT (Tillicum)	
CPA/ZOA-2019-02– MAP AMENDMENT (Bridgeport)	
CPA/ZOA-2019-03– MAP AMENDMENT (Woodbrook)	
CPA/ZOA-2019-04– MAP AMENDMENT (Wards Lake)	
CPA/ZOA-2019-05– MAP AMENDMENT (Springbrook Park)	
CPA/ZOA-2019-06– MAP AMENDMENT (Springbrook Neighborhood)	
CPA/ZOA-2019-07– MAP & TEXT AMENDMENT (Military Districts)	
CPA/ZOA-2019-08– TEXT AMENDMENT (Essential Public Facilities/PI Districts)	
CPA/ZOA-2019-09– TEXT AMENDMENT (Economic Development Element)	
CPA/ZOA-2019-10– TEXT AMENDMENT (Multifamily Open Space)	

PART VI: Planning Commission Recommendations

Amendment No.	Planning Commission Recommendation
CPA/ZOA-2019-01– MAP AMENDMENT (Tillicum)	
CPA/ZOA-2019-02– MAP AMENDMENT (Bridgeport)	
CPA/ZOA-2019-03– MAP AMENDMENT (Woodbrook)	
CPA/ZOA-2019-04– MAP AMENDMENT (Wards Lake)	
CPA/ZOA-2019-05– MAP AMENDMENT (Springbrook Park)	
CPA/ZOA-2019-06– MAP AMENDMENT (Springbrook Neighborhood)	
CPA/ZOA-2019-07– MAP & TEXT AMENDMENT (Military Districts)	
CPA/ZOA-2019-08– TEXT AMENDMENT (Essential Public Facilities/PI Districts)	
CPA/ZOA-2019-09– TEXT AMENDMENT (Economic Development Element)	
CPA/ZOA-2019-10– TEXT AMENDMENT (Multifamily Open Space)	