



# AGENDA

## PLANNING COMMISSION

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

### **Special Meeting (Please Note Date)** **Wednesday, April 29, 2020** **6:30 pm**

#### **COVID-19 Meeting Notice**

*The Planning Commission will hold its scheduled meetings to ensure essential city functions continue. However, due to Governor Inslee's [Emergency Proclamation 20-25 Stay Home – Stay Healthy](#) issued on March 23, 2020, in-person attendance by members of the public is NOT permitted at this time.*

Residents can virtually attend Planning Commission meetings by watching them live on the city's YouTube channel: <https://www.youtube.com/user/cityoflakewoodwa>.

Those who do not have access to YouTube can call in to listen by telephone via Zoom: Dial +1(253) 215- 8782 and enter participant ID: 925 3717 4529.

- 1. Call to Order**
- 2. Roll Call**
- 3. Approval of Minutes from March 4, 2020**
- 4. Agenda Updates**
- 5. Public Comments**

*Per Governor Inslee's Emergency Proclamation 20-25, **participation in Public Comments and public testimony on Public Hearings will only be accepted via email at this time.** Comments should be sent to Karen Devereaux, Planning Commission Clerk at [kdevereaux@cityoflakewood.us](mailto:kdevereaux@cityoflakewood.us). Comments received up to six hours before the meeting will be provided to the Planning Commission electronically. Comments received after that deadline will be provided to the Planning Commission after the meeting.*

#### **6. Unfinished Business**

- Discussion about 2020 Comprehensive Plan and Zoning Map Amendment Docket public testimony and potential Planning Commission amendments

#### **7. Public Hearings**

- None

#### **8. New Business**

- Review of the CDBG 5-Year Consolidated Plan and Annual Action Plan
- Update on Lakewood Station District Subarea Plan (LSDS)

#### **9. Report from Council Liaison**

#### **10. Reports from Commission Members & Staff**

- Written Communications
- Future Agenda Topics
- Area-Wide Planning / Land Use Updates
- Other

#### **Enclosures**

1. Draft Meeting Minutes from March 4, 2020
2. Staff Report on 2020 Comprehensive Plan and Zoning Map Amendment Docket
3. Staff Report on CDBG 5-Year Consolidated Plan and Annual Action Plan
4. Staff Report on Lakewood Station District Subarea Plan (LSDS)



**PLANNING COMMISSION  
REGULAR MEETING MINUTES  
March 4, 2020  
City Hall Council Chambers  
6000 Main Street SW  
Lakewood, WA 98499**

**Call to Order**

The meeting was called to order at 6:30 p.m. by Mr. Don Daniels, Chair.

**Roll Call**

Planning Commission Members Present: Don Daniels, Connie Coleman-Lacadie, Ryan Pearson, Nancy Hudson-Echols, and James Guerrero

Planning Commission Members Excused: Paul Wagemann and Christopher Webber

Commission Members Absent: None

Staff Present: David Bugher, Assistant City Manager for Development Services; Tiffany Speir, Long Range & Strategic Planning Manager; and Karen Devereaux, Administrative Assistant  
Council Liaison: Councilmember Mr. Paul Bocchi (present)

**Approval of Minutes**

**The minutes of the meeting held on February 19, 2020 were approved as written by voice vote M/S/P Coleman-Lacadie/Guerrero. The motion passed unanimously, 5-0.**

**Agenda Updates**

None

**Public Comments**

Mr. Glen Spieth, Lakewood, made comments regarding Delong's Deluxe becoming a 7-11 Gas Station and Convenience Store stating it didn't make sense that the City would allow such a change in use of the property, from a restaurant drive-in to a gas station, after the new development codes went into effect January 2020.

Mr. Khanh Pham, Lakewood, spoke in opposition of CPA-ZOA 2020-05 (59<sup>th</sup> Avenue W & Steilacoom Blvd) Mr. Pham wants to build commercial businesses on the parcel. Mr. Daniels, Chair, recognized that this comment should have been made during the public hearing and requested the testimony be kept in the record for such purpose.

**Public Hearings**

2020 Comprehensive Plan and Zoning Map Amendments

Ms. Tiffany Speir reiterated the details of each proposed amendment. It was noted that of 13 proposed amendments: 5 are text related, 8 are map related with 1 being privately-initiated amendment and 7 being City-initiated amendments. The commissioners would take action on April 1 then forward their recommendations to the City Council, who under the tentative schedule would hold a public hearing on May 18 and then take action on June 1, 2020.

Ms. Speir noted a letter in support of approval for CPA-ZOA 2020-04 (111<sup>th</sup> & Bridgeport Way SW) was received from Mr. Alex Harmon wrote that he believes the new zoning will match the character and style of the existing neighborhood.

Mr. Don Daniels, Chair, opened the public hearing for comments. Mr. James Guerrero recused himself from the hearing as he is the architect of record for the properties related to CPA-ZOA 2020-02 (Custer & Bridgeport Way).

Mr. Glen Spieth, Lakewood, spoke in opposition of CPA-ZOA 2020-05 (59<sup>th</sup> Ave W & Steilacoom Blvd) suggesting the neighborhood is already inundated with apartment complexes.

Mr. Steve George, Lakewood, had a question regarding the business he owns in the CPA-ZOA 2020-05 (59<sup>th</sup> Ave W & Steilacoom Blvd) inquiring if the zoning map amendment would force him to move his business. Mr. David Bugher explained if a change from NC2 to MF1 was approved his business would become a legal non-conforming use and allow minor alterations but no expansions to the business.

Ms. Nancy Brown, Lakewood, spoke in opposition of CPA-ZOA 2020-05 (59<sup>th</sup> Ave W & Steilacoom Blvd) inquiring if the zoning change was being initiated for future changes. Mr. Bugher explained there is a Pierce County requirement for the City to provide additional housing and a state legislative requirement to provide higher density developments; the proposed zoning changes would spark development and help to meet those requirements.

Mr. Tim Polk, Lakewood, spoke in favor of CPA-ZOA 2020-06 (Springbrook Neighborhood) commenting that the area is screaming for development of housing and commercial and the zoning amendments would help to create jobs in Lakewood.

Mr. Don Tyler, Lakewood, spoke in opposition of CPA-ZOA 2020-05 (59<sup>th</sup> Ave W & Steilacoom Blvd) noting his concern with high traffic congestion already in the area due to the Four Heroes School bus traffic and peak hour travel is near gridlock.

Ms. Jackie Wilson, Lakewood, questioned what impact would CPA-ZOA 2020-05 (59<sup>th</sup> Ave W & Steilacoom Blvd) have on her property taxes. Mr. David Bugher explained the City has nothing to do with how property is taxed within the city as it is an appraisal process function of the Pierce County Assessor's Office. Property taxes have gone up in the last year as a result of increases in property valuations because people are moving into Pierce County and Lakewood. Mr. Bugher expects the housing valuations to rise in Lakewood by 6-7% in 2020 noting the average single family home could sell for as much as \$350,000-\$380,000.

Mr. Cam Carter, University Place, who recently bought the old Lakewood Plumbing site, spoke in opposition of the proposed zoning change of CPA-ZOA 2020-05 (59<sup>th</sup> Ave W & Steilacoom Blvd) stating he prefers to keep the Neighborhood Commercial 2 (NC2) designation allowing mixed –use with both commercial and residential, which would not be allowed if changed to Multi-Family 1 (MF1).

Mr. Don Daniels, Chair, closed the public hearing. Mr. James Guerrero was welcomed back to re-join the discussion. Commissioners are scheduled to take action and forward a recommendation to City Council on April 1, 2020.

### **Unfinished Business**

None

### **New Business**

#### *Ratification of the 2020 Proposed Amendments to the Countywide Planning Policies*

Ms. Tiffany Speir presented information on what's happening with County-level Planning

Policies (CPP) that the City of Lakewood has to comply with as well as centers that have been designated by either the City of Lakewood or County Council, or ultimately by the Puget Sound Regional Council (PSRC). Ms. Speir reported that in March 2018 the PSRC adopted the Regional Centers Framework Update and City must adhere to the latest eligibility and designation criteria for new Regional Centers as adopted. Pierce County Council approved of these amendments and adopted Ordinance 2019-07 in November. Lakewood City Council is scheduled to either ratify or not ratify the proposed CPP amendments and Interim Centers Map on April 20, 2020.

Ms. Speir described 3 types of centers; Regional Growth Centers, Countywide Centers, and Centers of Local Importance. It was explained that Lakewood has recognized 8 Centers of Local Importance. Regional Growth Centers are locations that include a dense mix of business, commercial, residential, and cultural activity within a compact area. These RGC's are targeted for employment and residential growth, and provide excellent transportation service, including fast, convenient high capacity transit service and investment in major public amenities. There is potential for designation of a Countywide Industrial Center or a Regional Manufacturing Industrial Center within the City of Lakewood.

Ms. Speir explained projects that serve designated Regional and Countywide Centers are given preference within the transportation project funding process used by PSRC and PCRC. Under the pending policies Lakewood will have a defined process by which to adopt or amend regional, countywide and local centers. Lakewood's Centers of Local Importance, Countywide Centers, and Regional Centers might be amended during the City's 2023 Comprehensive Plan update process required by the Growth Management Act (GMA).

#### **Report from Council Liaison**

Councilmember Mr. Paul Bocchi expressed his thanks for the work done through the commissioners adding that he was glad to hear the citizen thoughts on the proposed amendments this evening which are very important to the process.

Mr. Bocchi informed the group that City Council Annual Retreat would be held March 7 from 8:30 AM to 12:30 PM.

#### **Reports from Commission Members and Staff**

##### City Council Actions

A Joint City Council and Planning Commission Study Session is scheduled for May 26, 2020.

##### Written Communications

None

##### Future Agenda Topics

On March 18, 2020, the Commission would hold its first annual Shoreline Restoration Activity presentation. In addition, the Commission would discuss the public hearing comments received and potential amendments for the 2020 Comprehensive Plan and Zoning Map Amendments..

##### Area-Wide Planning / Land Use Updates

Mr. Bugher shared that the Western State Hospital Master Plan has been received so the City will go through a Master Plan Amendment. A significant change in operations is stated. Approximately half of the buildings will be demolished and replaced and the others will be extensively remodeled. Different types of uses are being proposed as well. Last year a piece of the property was amended from Public Institutional (PI) to Open Space. That change impacted

development to be locally concentrated away from the surrounding neighborhood and more central to the current sites of the buildings. Mr. Bugher stated this will be an important topic for the Lakewood community resulting in a public hearing and hearing examiner proceedings.

**Next Regular Meeting: The March 18, 2020 Planning Commission would be canceled due to COVID-19 protocols.** The next meeting would be held on April 29, 2020 via ZOOM per Proclamation by the Governor Amending Proclamation 20-05: 20-25 STAY HOME – STAY HEALTHY.

**Meeting Adjourned** at 7:30 p.m.

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Don Daniels, Chair  
Planning Commission 04/29/2020

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Karen Devereaux, Recording Secretary  
Planning Commission 04/29/2020

DRAFT



TO: Planning Commission  
FROM: Tiffany Speir, Long Range & Strategic Planning Manager  
DATE: April 29, 2020  
SUBJECT: 2020 Comprehensive Plan & Zoning Map Amendment Docket  
ATTACHMENTS: Resolution recommending adoption of the 2020 Comprehensive Plan and Zoning Map Amendment Docket

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### **BACKGROUND**

The Planning Commission held a public hearing on the five (5) proposed Comprehensive Plan text amendments (CPAs) and eight (8) Zoning Map amendments (ZOAs) included in the 2020 docket on March 4. Several people testified at the hearing, and their comments are summarized in a table at the end of this memorandum.

Following public comment, CEDD staff reviewed its recommendations for each of the proposed amendments and updated several of them. Included in this memorandum is a summary table of reorganized and renumbered CPAs and ZOAs for the Planning Commission's consideration.

CEDD is recommending that newly numbered 2020-07 be removed from the docket since it is a site-specific rezone. In addition, due to combining several together, the total number of amendments has been reduced from 13 to 9 (two text and seven map amendments.) The current 2020 Comprehensive Plan amendment cycle adoption schedule is as follows (subject to change due to COVID-19 protocols or other issues):

Planning Commission Action = 4/1  
City Council Study Session = 4/27

City Council Public Hearing = 5/18  
City Council Action = 6/1

### **DISCUSSION**

Comprehensive Plan amendments shall only be granted if the City Council determines that the request is consistent with the standards and criteria in LMC 18A.30.030 – .050. At a minimum, the Planning Commission recommendation and the City Council decision should address the following:

1. Does the proposed amendment or revision maintain consistency with other plan elements or development regulations? If not, are amendments or revisions to other plan elements or regulations necessary to maintain consistency with the current final docket that will be considered by the Planning Commission and the City Council?

2. Is the proposed amendment or rezone consistent with the goals of the Comprehensive Plan?
3. Is the proposed amendment or revision consistent with the county-wide planning policies?
4. Does the proposed amendment or rezone comply with the requirements of the GMA?

The summary table below summarizes the nine (9) reorganized and renumbered 2020 Comprehensive Plan & Zoning Map amendments (20 CPAs/ZOAs) and includes the CEDD’s recommendation for each. A more detailed analysis of each amendment and its map follow the table.

**SUMMARY TABLE OF REORGANIZED 20 CPAs/ZOAs**

Project Title	Description	CEDD Recommendation
<b>CPA-ZOA-2020-01</b> <b>(Planned Development Districts (PDDs))</b>  <b>City-Initiated</b>	<ol style="list-style-type: none"> <li>1. Amend Comprehensive Plan language at Sections 1.4.2, 2.3.1, 2.3.6, 3.2, 3.2.5, 3.2.8, 3.2.10, and Goal LU-4 to update references to Planned Development Districts;</li> <li>2. Amend Comprehensive Plan Table 2.3.14 (Application of Designations and Population Densities) density ranges for the Residential Estate and Single-Family Residential Designations for consistency with LMC 18A.40.580 related to Planned Development Districts (PDDs); and</li> <li>3. Add a new policy to the Land Use Policy Chapter of the Comprehensive Plan:   <u>LU-2.43: Encourage Planned Development District development with higher residential densities provided this type of development incorporates innovative site design, conservation of natural land features, protection of critical area buffers, the use of low-impact development techniques, conservation of energy, and efficient use of open space.</u> </li> </ol> <p>The full text of this amendment is included following this table.</p>	<b>Approval</b>
<b>CPA/ZOA-2020-02</b> <b>(Custer &amp; Bridgeport A)</b>  <b>Privately initiated</b>	<ol style="list-style-type: none"> <li>1. Amend the Comprehensive Plan land-use map to redesignate the subject property from Mixed Residential (MR) to High Density Multi-Family (HD); and</li> <li>2. Amend the zoning map to rezone the subject property from Mixed Residential 2 (MR2) to Multi-Family 3 (MF3).</li> </ol> <p><u>Location:</u> 7811 &amp; 7815 Custer Rd. West  <u>Assessor’s Tax Parcel Nos.:</u> 6940000020, 6940000010, 0220263023</p>	<b>Redesignate the parcels to Multi-Family (MF) versus High Density MultiFamily (HD) and rezone them to Multi-Family 2 (MF2) versus Multi-Family 3 (MF3.)</b> This would result in a maximum density of 35 dwelling units per acre (dua) versus 54 dua.
<b>CPA/ZOA-2020-03</b> <b>(Custer &amp; Bridgeport B)</b>	<ol style="list-style-type: none"> <li>1. Scrivener correction to amend the Comprehensive Plan land-use map to designate the subject property Multi-Family (MF); and</li> <li>2. No change to zoning is required.</li> </ol>	<b>Approval</b>

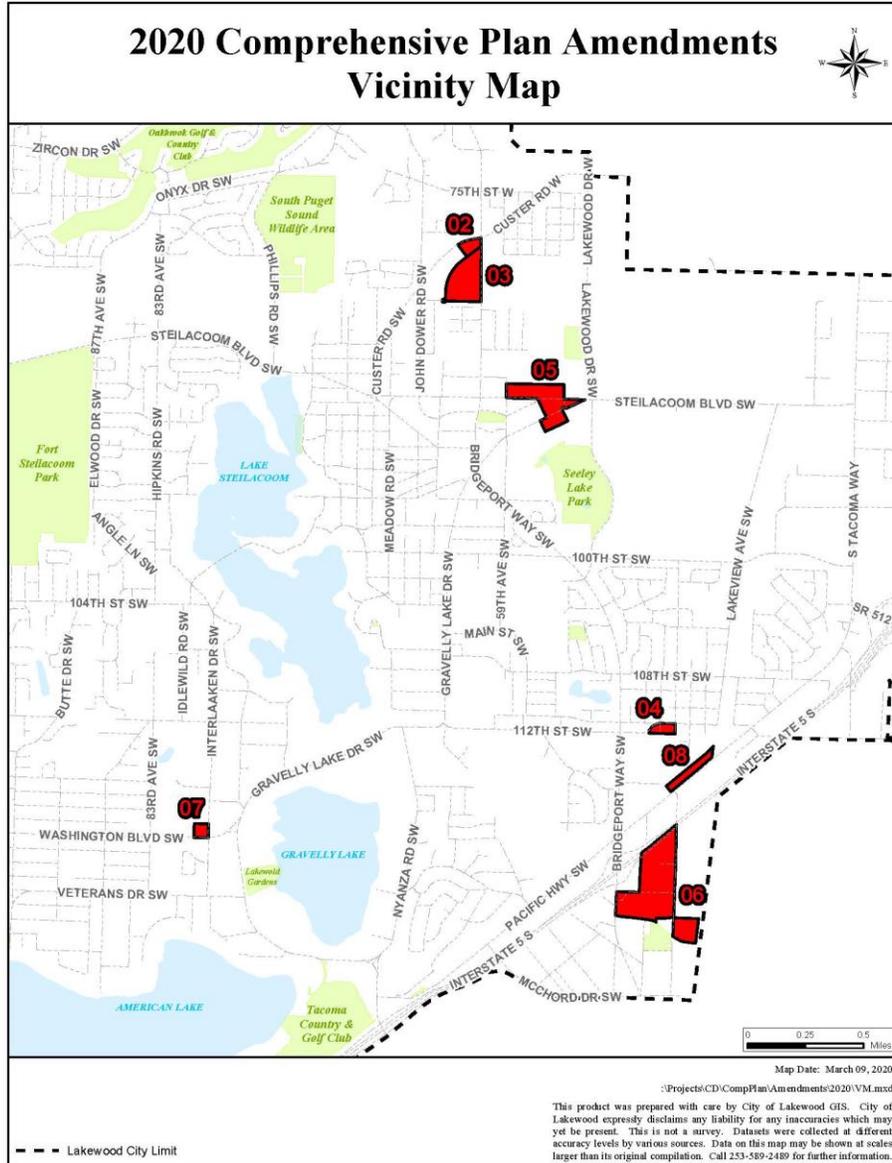
Project Title	Description	CEDD Recommendation
City-Initiated	<p><u>Location:</u> 8008 to 8248 Bridgeport Way SW  <u>Assessor's Tax Parcel Nos.:</u> 0220352151</p>	
<p><b>CPA/ZOA-2020-04 (111<sup>th</sup> &amp; Bridgeport Way West)</b></p> <p>City-Initiated</p>	<p>1. Amend the Comprehensive Plan land-use map to redesignate the subject property from Corridor Commercial (CC) to Multi-Family (MF); and</p> <p>2. Amend the zoning map to rezone the subject property from Commercial 1 (C1) to Multi-Family 3 (MF3).</p> <p><u>Location:</u> 4808 - 4812 112th St SW, 4718 111th St SW, and 11102 &amp; 11106 47th Av SW  <u>Assessor's Tax Parcel Nos.:</u> 5080000396, 5080000420, 5080000431, 5080000432</p>	Approval
<p><b>CPA/ZOA-2020-05 (59<sup>th</sup> Ave. W &amp; Steilacoom Blvd.)</b></p> <p>City-Initiated</p>	<p>1. Amend the Comprehensive Plan land-use map to designate the subject property from Neighborhood Business District (NBD) to High Density Multi-Family (HD); and</p> <p>2. Amend the zoning map to rezone the subject property from Neighborhood Commercial 2 (NC2) to Multi-Family 1 (MF1).</p> <p><u>Location:</u> 8801 59<sup>TH</sup> Av SW, 5515 Steilacoom Blvd SW, 5503 to 5495 Steilacoom Blvd SW, 5495 Steilacoom Blvd SW UNIT A, XXX Steilacoom Blvd SW, 5485 Steilacoom Blvd SW, 5475 Steilacoom Blvd SW, 5473 A to 5473 D Steilacoom Blvd SW, 5471 Steilacoom Blvd SW, 5469 Steilacoom Blvd SW, 5453 Steilacoom Blvd, 5449 Steilacoom Blvd SW, 5437 Steilacoom Blvd SW, 5433 to 5435 Steilacoom Blvd SW, 8920 Gravelly Lk Dr SW, 8933 Gravelly Lk Dr, 8931 Gravelly Lk Dr, 8919 Gravelly Lk Dr, 8911 Gravelly Lk Dr SW, 5408 Steilacoom Blvd SW, 5404 Steilacoom Blvd SW</p> <p><u>Assessor's Tax Parcel Nos.:</u> 0220354099, 0220354098, 0220354008, 0220354013, 0220354074, 0220354073, 0220354012, 0220354055, 0220354054, 0220354006, 0220354017, 0220354009, 0220354018, 0220354015, 0220354016, 5130001551, 5130001880, 5130001870, 5130001913, 5130001912, 0220354091, 0220354046 &amp; 5130001914</p>	<p><b>CEDD Updated Recommendation:</b>  Redesignate the parcels from NBD to Arterial Corridor (AC) and rezone them from NC2 to Arterial Residential/Commercial (ARC).</p>
<p><b>CPA/ZOA-2020-06 (Springbrook Neighborhood)</b></p> <p>City-Initiated</p> <p>Updated to include parcel 0219123054 from old ZOA 2020-07</p>	<p>1. Amend the Comprehensive Plan land-use map to designate the subject property in the Springbrook Neighborhood area per the outcome of the 2019 Lakewood/FEMA flood plain mapping update effort;</p> <p>2. Amend the zoning map to zone the subject property per the outcome of the 2019 Lakewood/FEMA flood plain mapping update effort; and</p> <p>3. Remove the Lakewood Station District boundary located within Springbrook.</p> <p><u>Location:</u> 4901 123<sup>rd</sup> St SW, XXX 123<sup>rd</sup> St SW, XXX 47<sup>th</sup> Av SW, 4800 to 4815 122<sup>nd</sup> St SW, 4804 121<sup>st</sup> St SW, 4801 121<sup>st</sup> St SW, 4715 to 4717 121<sup>st</sup> SW, 12018 TO 12020 47<sup>th</sup> Av SW, 4710 120<sup>th</sup> St SW, XXX 120<sup>th</sup> St SW, XXX 47<sup>th</sup> Av SW, XXX 123<sup>rd</sup> St SW, 12315 Bridgeport Wy W, 4828 123<sup>rd</sup> St SW, 4828 123<sup>rd</sup></p>	<p><b>Continue CPA/ZOA-2020-06 to the 2021 CPA cycle</b> to allow for completion of FEMA analysis and updates to City's mapped floodplain.</p> <p>The total package of Lakewood's flood study reevaluation was sent to FEMA on January 29, 2020 to review for establishing the new floodplain along Clover Creek in the Springbrook neighborhood and across I-5 towards City Hall. This is the final step in the flood study reevaluation initiated in 2019.</p>

Project Title	Description	CEDD Recommendation
	<p>St SW, 4702 to 4731 124<sup>TH</sup> SW, XXX 47<sup>TH</sup> Av SW, 12511 47<sup>TH</sup> Av SW, 12517 47<sup>TH</sup> Av SW, 12413 Bridgeport Way SW</p> <p><u>Assessor's Tax Parcel Nos.:</u> 0219127015, 0219123105, 0219123017, 0219127013, 0219127012, 0219123005, 0219123000, 0219123064, 0219123024, 0219122171, 0219123108, 0219123109, 0219123084, 0219123025, 0219123081, 0219123116, 0219123113, 0219123114, 0219123054</p>	<p>The outcome reveals a significant number of parcels at risk of flooding during the 100-yr flood (1% flood) not previously identified. With flood insurance, those property owners will have the stability of insurance to cover any damages resulting from the 100-yr flood when it comes.</p> <p>Once this analysis is approved by FEMA, it will be a part of the City's flood regulations as the mapped floodplain.</p>
<p><b>CPA/ZOA-2020-07</b> <b>(Washington Blvd. &amp; Interlaaken Blvd.)</b></p> <p><b>City-Initiated</b></p>	<p>1. Amend the Comprehensive Plan land-use map to redesignate the subject property from Neighborhood Business District (NBD) to Mixed Residential (MR); and</p> <p>2. Amend the zoning map to rezone the subject property from Neighborhood Commercial 1 (NC1) to Mixed Residential 2 (MR2).</p> <p><u>Location:</u> 7907 Washington Blvd SW <u>Assessor's Tax Parcel Nos.:</u> 0219102072</p>	<p><b>CEDD Updated Recommendation:</b> <b>Remove from docket since it is a site-specific rezone subject to LMC 18A.30.680 and .690.</b></p>
<p><b>CPA/ZOA-2020-08</b> <b>(Lakewood Transit Station)</b></p> <p><b>City-Initiated</b></p>	<p>1. Amend the Comprehensive Plan land-use map to redesignate the subject property from Corridor Commercial (CC) to Public &amp; Semi-Public Institutional (INST); and</p> <p>2. Amend the zoning map to rezone the subject property from Transit Oriented Commercial (TOC) to Public Institutional (PI).</p> <p><u>Location:</u> XXX Pacific Hwy SW, 11402, 11424 &amp; 11602 Pacific Hwy SW <u>Assessor's Tax Parcel Nos.:</u> 0219122165, 0219122166</p>	<p><b>Approval</b></p>
<p><b>CPA/ZOA-2020-09</b> <b>(Rail Policies)</b></p> <p><b>City-Initiated</b></p>	<p>1. Delete a freight mobility policy from the Comprehensive Plan Transportation Chapter:</p> <p><del>T-18.4: Examine the potential of unused or underutilized rail lines in Lakewood for freight rail.</del></p> <p>2. Revise an existing freight mobility policy in the Comprehensive Plan Transportation Chapter:</p> <p>T-18.6: Promote the continued operation of existing rail lines to serve the transportation needs of Lakewood businesses <u>and Joint Base Lewis McChord.</u></p> <p>3. Add a new policy to the Comprehensive Plan Transportation Chapter:</p>	<p><b>Approval</b></p>

Project Title	Description	CEDD Recommendation
	<u>T-18.10: The City discourages increased freight traffic along this corridor that is above and beyond the activity already in place and does not have a destination within Lakewood or Joint Base Lewis-McChord. With the opening of the Point Defiance Bypass project in support of Amtrak passenger rail coupled with increasing demands on freight rail, there is concern that the Point Defiance Bypass project could eventually lead to increased freight traffic in addition to new passenger rail.</u>	

**VICINITY MAP**

Included below is a vicinity map with all of the proposed Zoning Map amendments and their respective sizes in gross acres; individual maps for proposed amendments 2020-02 through 2020-08 are included with CEDD’s analysis for each amendment on the following pages.



### ANALYSIS OF APPLICATIONS

#### **CPA-ZOA-2020-01 (Planned Development District (PDD) Policies):**

1. Amend Comprehensive Plan language at Sections 1.4.2, 2.3.1, 2.3.6, 3.2, 3.2.5, 3.2.8, 3.2.10, and Goal LU-4 to update references to Planned Development Districts.
2. Amend Comprehensive Plan Table 2.3.14 (Application of Designations and Population Densities) density ranges for the Residential Estate and Single-Family Residential Designations for consistency with LMC 18A.40.580 related to Planned Development Districts (PDDs.)

3. Amend the Land Use Policy Chapter of the Comprehensive Plan, adding a new policy:

LU-2.43: Encourage Planned Development District development with higher residential densities provided this type of development incorporates innovative site design, conservation of natural land features, protection of critical area buffers, the use of low-impact development techniques, conservation of energy, and efficient use of open space.

### 1.4.2 Protecting the Social, Economic, and Natural Environments

While much of the emphasis of this plan is to transform the city, preserving and enhancing its best attributes are also underlying directives. From a broad perspective, Lakewood's environment consists of viable neighborhoods, healthy economic activity, and functioning natural systems. This plan recognizes that to be sustainable, the inter-relationships between these elements must be recognized.

1) Preserve existing neighborhoods.

One of Lakewood's greatest strengths is its established residential neighborhoods. This plan protects these valuable assets through careful management of growth, provision of adequate services, and stewardship of the physical environment. This protection will be balanced with redevelopment that improves infrastructure as well as provides additional housing stock.

\* \* \*

#### 2.3.1 Residential Estate

The Residential Estate designation provides for large single-family lots in specific areas where a historic pattern of large residential lots and extensive tree coverage exists. Although retaining these larger sized properties reduces the amount of developable land in the face of growth, it preserves the historic identity these "residential estates" contribute to the community by providing a range of housing options, preserving significant tree stands, and instilling visual open space into the urban environment. Most importantly, the Residential Estate designation is used to lower densities around lakes and creek corridors in order to prevent additional effects from development upon the lakes, creek habitat and Lakewood Water District wellheads.

Consistent with Planned Development District (PDD) standards, PDD projects within the Residential Estate designation will be required to provide environmental protection and provide transportation improvements designed handle increased traffic due to higher development densities.

Maintenance of these lower land-use densities in certain areas west of the lakes also helps maintain reduced traffic volumes as well as reducing additional traffic safety

conflicts in the east-west arterial corridors. These roads are among the most stressed transportation routes in the City, with expansion opportunities highly constrained due to the lakes.

\* \* \*

▪ **2.3.6 Downtown**

Downtown is the primary retail, office, social, urban residential, and government center of the City. The complementary, interactive mixture of uses and urban design provides for a regional intensity and viability with a local character. The regional focus and vitality of the district are evident in the urban intensity and composition of the uses in the district. Local character is reflected in the district’s design, people-orientation, and connectivity, which foster a sense of community. ~~The CBD~~Downtown is intended to attract significant numbers of additional office and retail jobs as well as new high-density housing. The plan anticipates that the properties within ~~the CBD~~Downtown will be developed into commercial and residential mixed uses.

▪ **2.3.14 Application of Designations and Population Densities**

Lakewood’s plan provides for the following densities under its Comprehensive Plan future land-use designations:

Land-Use Designation	Major Housing Types Envisioned	Density <sup>1</sup>		Acres
		Low	High	
<b>Residential Districts:</b>				
Residential Estate	Larger single-family homes	1	<del>24</del>	1044.97
Single-Family Residential	Single-family homes	4	<del>96</del>	4,080.77
Mixed Residential	Smaller multi-unit housing	8	14	344.07
Multi-Family Residential	Moderate multi-unit housing	12	22	313.59
High Density Multi-Family	Larger apartment complexes	22	40	442.82
<b>Mixed Use Districts:</b>				
Downtown	High-density urban housing	30	80-100	318.69
Neighborhood Business District	Multi-family above commercial	12	40	287.30
Arterial Corridor	Live/work units	6	6	18.85
Air Corridor 2	Single-family homes	2	2	235.77
<b>Non-Residential Districts:</b>				
Corridor Commercial	N/A	--	--	471.48
Industrial	N/A	--	--	752.48
Public/Semi-Public Institutional	N/A	--	--	807.18
Air Corridor 1	N/A	--	--	376.18

Land-Use Designation	Major Housing Types Envisioned	Density <sup>1</sup>		Acres
		Low	High	
Open Space & Recreation	N/A	--	--	1945.26
Military Lands	N/A	--	--	24.95
<b>Total designated area</b>	<b>N/A</b>			<b>11464.36</b>
<b>Excluded: Water &amp; ROW</b>	<b>N/A</b>	<b>--</b>	<b>--</b>	<b>1172.14</b>
<b>TOTAL:</b>				<b>12636.5</b>

<sup>1</sup> As expressed in the Comprehensive Plan for new development; existing densities are unlikely to match and may already exceed maximums in some cases.

\* \* \*

### **3.2 Residential Lands and Housing**

Housing is a central issue in every community, and it plays a major role in Lakewood’s comprehensive plan. The community’s housing needs must be balanced with maintaining the established quality of certain neighborhoods and with achieving a variety of other goals related to transportation, utilities, and the environment. There are a number of considerations related to housing in Lakewood:

**Impact of Military Bases:** Historically, the market demand for affordable housing for military personnel stationed at Joint Base Lewis McChord (JBLM) has had a major impact on Lakewood, and appears to be a major factor in understanding the presence of a large number of apartments in the city. Many of the retired homeowners now living in the community were once stationed at JBLM.

**Lakefront Property:** The opportunity to build higher valued homes in a desirable setting on the shores of the City’s lakes has provided Lakewood with its share of higher-income families, and some of its oldest, most established neighborhoods. [As Lakewood’s population grows, redevelopment in these areas via Planned Development Districts \(PDDs\) may occur.](#)

\* \* \*

#### **3.2.5 Background on Lakewood’s Population and Housing Capacity**

GMA requires jurisdictions to show zoned land capacity for their targeted number of new housing units. This capacity includes land that is available for new development, redevelopment, or infill development.

In 1996, Lakewood’s incorporation population was established by OFM to be 62,786. With the adoption of Lakewood’s Comprehensive Plan in 2000, a residential land capacity analysis was prepared based on the residential densities established in the Official Land Use Map and implementing land use and development regulations. The 20-year capacity analysis provided for a population growth of 17,500, and 7,107 new residential uses. Thus, Lakewood’s planning

horizon could accommodate 75,711 people and a total of 32,503 housing units.

However, through the 2000 Census, Lakewood was found to have lost population between its incorporation and the 2000 Census. The federal Census Bureau and OFM had overestimated Lakewood's initial population. As is done yearly for the purpose of allocating of certain state revenues, this estimate is adjusted for each jurisdiction in the state based OFM forecasts. Although Lakewood's yearly OFM estimate had grown considerably by 2000, following the 2000 Census and adjustments after the City requested review, Lakewood's 2000 population was established at 58,293 – considerably lower than the incorporation population. The background information upon which Lakewood's initial Comprehensive Plan was based had assumed a higher population than was later established via the Census.

In the last major update to the City's comprehensive plan, Lakewood's April 1, 2004 OFM population was estimated to be 59,010. Capacity analysis of the City's initial Comprehensive Plan designations adopted in 2000 determined the plan to have a build-out capacity of 17,500 new residents. The most significant change to this number came as an outcome of the 2003 amendments to the comprehensive plan, which resulted in 3,962 in lost population capacity due to the redesignations/rezoning. That resulted in an adjusted build-out population of 13,538, or a total population of 72,548 by the year 2020.

In November 2007, OFM published ~~at the latest~~ series of GMA population projections, and thereafter, the Puget Sound Regional Council (PSRC) adopted VISION 2040 in May 2008. A review process of population allocations was initiated by the Pierce County Growth Management Coordinating Committee (GMCC), and the Pierce County Regional Council (PCRC). Recommendations on changes to population, housing, and employment targets were submitted to the Pierce County Council.

The Pierce County Council ~~has since~~ adopted Ordinance No. ~~2011-36s2017-24s,~~ ~~revising-establishing~~ target and employment growth ~~for all Pierce County cities.~~ Lakewood's 2030 population was ~~adjusted down to set at~~ 72,000, ~~with corresponding reductions in housing and employment projections.~~ However, the City ~~did has~~ not materially changed its residential density patterns since adoption of the City's first Comprehensive Plan in 2000.

With the adoption of VISION 2050 in May 2020 and subsequent updates to the Countywide Planning Policies and Lakewood's housing and population targets by Pierce County, Lakewood will need to plan for additional housing growth and use tools and techniques such as Planned Development Districts to increase density.

### • 3.2.8 Housing for All Economic Segments

#### 4. B. Upper Income Housing

The level of new upper income housing construction was nominal between 2001 and 2010. Structures were single family detached structures. Most of the upper income housing was constructed around the City's lakes on infill properties designated residential estate. As the region becomes more densely populated and the convenience and amenities of urban neighborhoods become increasingly desirable, upper income households could be found in a greater variety of neighborhoods and housing types. Apartment, townhouse, and condominium units may account for a growing share of high-end housing. Planned Development Districts (PDDs) are a tool to provide single-family housing in areas with historically lower densities that can ensure better quality design themes and infrastructure improvements.

\* \* \*

#### 3.2.10 Housing Goals, Objectives, & Policies

\* \* \*

**GOAL LU-2:** Ensure that housing exists for all economic segments of Lakewood's population.

**Objective:** Increase housing opportunities for upper income households.

Policies:

LU-2.1: Target ten (10) percent of new housing units annually through 2030 to be affordable to upper income households that earn over 120 percent of county median income.

~~LU 2.2: Provide opportunities for large and medium lot single family development.~~

~~LU 2.3: Utilize low density, single family areas designations to provide opportunities for upper income development.~~

~~LU 2.4: Encourage larger lots on parcels with physical amenity features of the land such as views, significant vegetation, or steep slopes.~~

~~LU 2.5: Encourage construction of upper income homes on larger existing parcels.~~

LU-2.6: Encourage the construction of luxury condominium adjacent to the lakes.

LU-2.7: Support site plans and subdivisions incorporating amenity features such as private recreation facilities, e.g., pools, tennis courts, and private parks to serve luxury developments.

LU-2.8: Increase public awareness of upper income housing opportunities in Lakewood.

**Objective:** Encourage the private sector to provide market rate housing for the widest potential range of income groups including middle income households.

Policies:

LU-2.9: Target sixty five (65) percent of new housing units annually through 2030 to be affordable to middle income households that earn 80 to 120 percent of county median income.

LU-2.10: Encourage home ownership opportunities affordable to moderate income households.

LU-2.11: Encourage the construction of townhouse, condominium, and rental units affordable to moderate income households in residential and mixed-use developments and redevelopments.

LU-2.12 Continue to provide technical assistance for redevelopment of land in Lake City, Lakeview, Springbrook, Tillicum, and lands located in the City's tax incentive urban use centers and senior overlay.

LU-2.13: Market Lakewood to housing developers.

LU-2.14: Maintain an updated inventory of land available for housing development.

LU-2.15: Pursue public-private partnerships to provide for moderate-income housing.

LU-2.16: Disperse middle-income housing in all areas of the City ~~that have vacant land~~.

LU-2.17: Ensure that a sufficient amount of land in ~~all multi-family and mixed-use areas of~~ the City is zoned to allow attached housing and innovative housing types.

**Objective:** Provide a fair share of low-and very-low income housing in the future.

Policies:

\* \* \*

LU-2.37: Reduce existing housing need, defined as the number of existing households that earn 80 percent of county median income, and are paying more

than 30 percent of their income for housing, or live in inadequate housing by increasing housing supply for all economic segments of the community.

- ☐ \_\_\_\_\_ Create opportunities for higher income households to vacate existing lower cost units, by creating ~~larger houses on larger lots~~ a variety of market rate detached and attached housing types; and
- ☐ \_\_\_\_\_ Prioritize applications to the City for housing rehabilitation grants to homeowners earning 80 percent of county median income or below based on the greatest degree of existing need. With the exception of emergencies, priority should be given to households occupying conventional housing.

**Objective:** Provide a variety of housing types and revised regulatory measures which increase housing affordability.

Policies:

LU-2.38: Support projects including planned development districts, subdivisions and site plans incorporating innovative lot and housing types, clustered detached houses, clustered semi-attached houses and a variety of lots and housing types within a site.

\* \* \*

**GOAL LU-4:** Maintain, protect, and enhance the quality of life of Lakewood's residents.

**Objective:** Preserve and protect the existing housing stock.

Policies:

LU-4.1: Preserve existing housing stock where residential uses conform to zoning requirements.

LU-4.2: High-density housing projects, with the exception of senior housing, will not be permitted in existing single-family residential neighborhoods. More moderate densities such as planned development districts and cottage housing will be considered.

LU-4.3: Target code enforcement to correct health and safety violations.

LU-4.4: Continue Lakewood's active enforcement of codes aimed at improving property maintenance and building standards in residential neighborhoods to bolster neighborhood quality and the overall quality of life.

LU-4.5: Continue targeted efforts such as the crime-free rental housing program and seek out a variety of funding sources for this and other such outreach

programs.

LU-4.6: Develop programs to provide financial assistance to low-income residents to assist them in maintaining their homes.

LU-4.7: Where public actions such as targeted crime reduction programs result in the unexpected displacement of people from their housing, coordinate the availability of social services to assist them in finding other shelter.

LU-4.8: Subject to funding availability, conduct periodic surveys of housing conditions and fund programs, including housing rehabilitation, to ensure that older neighborhoods are not allowed to deteriorate.

LU-4.9: Identify areas in the City for priority funding for rehabilitation by non-profit housing sponsors.

LU-4.10: Continue City funding of housing rehabilitation and repair.

\* \* \*

**Objective:** Develop and maintain livable neighborhoods with a desirable quality of life.

Policies:

LU-4.15: Promote high quality residential living environments in all types of neighborhoods.

LU-4.16: Promote community identity, pride, and involvement in neighborhoods.

LU-4.17: Continue to support the City's neighborhood program to encourage neighborhood involvement, address local conditions, and provide neighborhood enhancements.

LU-4.18: Protect the character of existing single-family neighborhoods by promoting high quality of development, including through planned development districts (PDDs.)

**CEDD ANALYSIS OF 2020-01**

**Housing Capacity Analysis:** Planned Development Districts (PDDs) are tools by which the quality and density of housing developments can be increased; they are a way to incorporate more affordable and “missing middle” housing units within the City's established zones. PDDs are governed by LMC Chapter 18A.30 Part IV. This application would amend Comprehensive Plan language to further support PDDs as a way to densify while also allowing the City to secure higher quality development. The amendments to the Comprehensive Plan will not result in an increase or decrease in planned housing capacity; individual PDD projects may affect capacity as they are approved and constructed.

1. Does the proposed amendment or revision maintain consistency with other plan elements or development regulations? If not, are amendments or revisions to other plan elements or regulations necessary to maintain consistency with the current final docket that will be considered by the Planning Commission and the City Council?

This application amends the Comprehensive Plan to reflect the continued and increased use of PDDs that allow for higher density and higher quality residential developments in Lakewood. The application would allow higher residential density PDDs, if individual projects are approved, in the Residential Estate and Single Family land use designations. Through PDDs, the City may permit a variety in type, design, and arrangement of structures and enable the coordination of project characteristics with features of a particular site in a manner consistent with the public health, safety and welfare. A planned development district (PDD) allows for innovations and special features in site development, including the location of structures, conservation of natural land features, protection of critical areas and critical area buffers, the use of low impact development techniques, conservation of energy, and efficient utilization of open space. Each PDD will be evaluated in part on compatibility with surrounding development as well as the criteria included in LMC Chapter 18A.30 Part IV. No amendments to other plan elements or regulations are anticipated at this time.

2. Is the proposed amendment or rezone consistent with the goals of the Comprehensive Plan?

This application amends the Comprehensive Plan to reflect the desire for continued and increased use of PDDs that allow for higher density and higher quality residential developments in Lakewood. Housing shortages in Lakewood and the region continue to artificially inflate housing prices faster than incomes are increasing. PDDs are a tool by which more housing units at varying prices can be developed within the city's boundaries for current and future residents.

3. Is the proposed amendment or revision consistent with the county-wide planning policies (CPPs)?

Yes. The CPPs acknowledge the use of PDDs in sections ENV 15.3.8, UGA 5.4.2 (a)(ii), and UGA 5.4.2 (b)(iii).

All zoning, site development, and subdivision requirements may be modified in a PDD except:

- Permitted uses, and conditional uses;
- Street setbacks on exterior streets in residential zones;
- Surveying standards; and
- Engineering design and construction standards of public improvements but not including street right-of-way width.

The permitted density in a PDD may be changed from 18A.60.030 and shall be the maximum number of dwelling units allowed per gross acre (DUA) as follows:

1. R1 zoning district: 2 DUA;
2. R2 zoning district: 4 DUA;
3. R3 zoning district: 7 DUA;
4. R4 zoning district: 9 DUA.

The minimum lot sizes in gross square feet (GSF) for the residential zoning districts subject to the planned development district overlay shall be as follows:

1. R1 zoning district: 20,000 GSF;
2. R2 zoning district: 10,000 GSF;
3. R3 zoning district: 6,000 GSF;
4. R4 zoning district: 4,800 GSF.

The residential density and lot size standards of all other zoning districts are not subject to change.

4. Does the proposed amendment or rezone comply with the requirements of the GMA?

Yes. The GMA itself, along with related legislative action in recent years, has continued to require and promote the concept of densification within cities as the expected path to accepting new population and employment growth. Lakewood is the second largest city in Pierce County with a 2019 estimated population of 59,670. Per Pierce County Ordinance No. 2017-24s, Lakewood has a 2030 population target of 72,000, which translates into an increase of 12,300 people over 11 years.

Shortages in housing units at all economic segments continue grow. PDDs are a tool by which higher density and “missing middle housing” can be achieved within existing zoning schemes while also securing higher quality development through the conditional review process.

Through PDDs, the City may permit a variety in type, design, and arrangement of structures and enable the coordination of project characteristics with features of a particular site in a manner consistent with the public health, safety and welfare. The end result can be higher quality and more development capacity/yield.

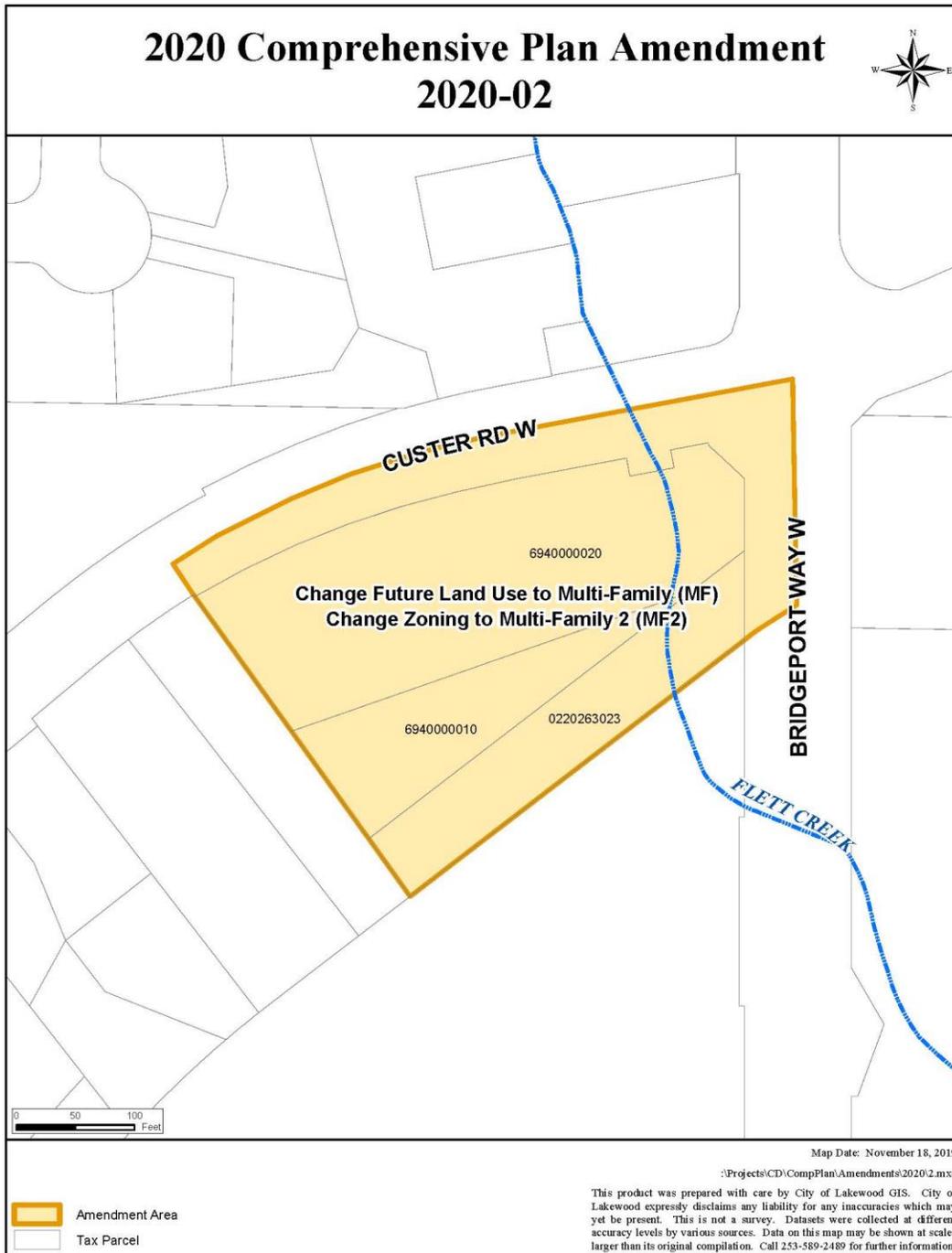
**CEDD Recommendation: Approval.**

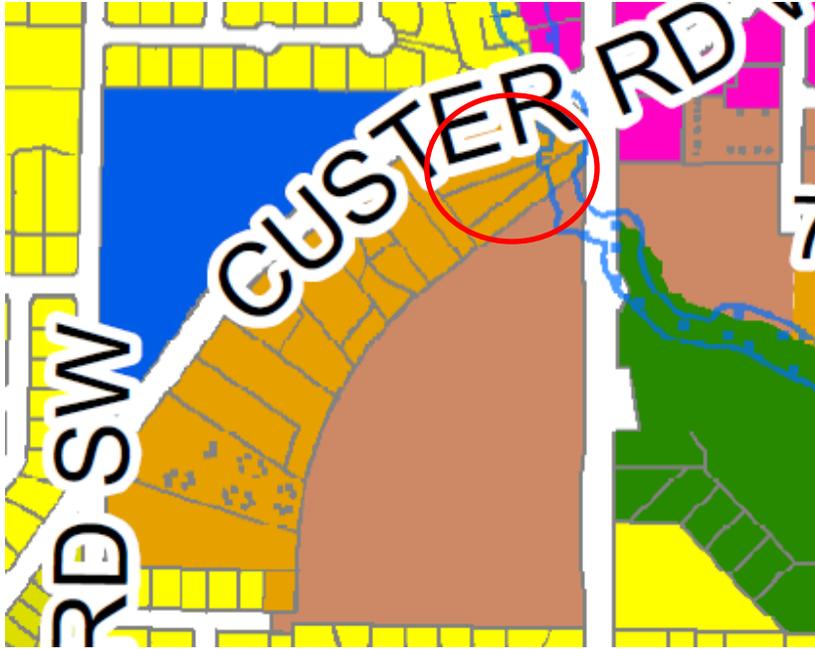
**CPA/ZOA 2020-02 (Custer & Bridgeport A)**

1. Amend the Comprehensive Plan land-use map to redesignate the subject property from Mixed Residential (MR) to High Density Multi-Family (HD); and
2. Amend the zoning map to rezone the subject property from Mixed Residential 2 (MR2) to Multi-Family 3 (MF3).

Location: 7811 & 7815 Custer Rd. West

Assessor's Tax Parcel Nos.: 6940000020, 6940000010, 0220263023





- Air Corridor 1 (AC1)
- Air Corridor 2 (AC2)
- Arterial Residential/Commercial (ARC)
- Commercial One (C1)
- Commercial Two (C2)
- Commercial Three (C3)
- Central Business District (CBD)
- Clear Zone (CZ)
- Industrial One (I1)
- Industrial Two (I2)
- Industrial Business Park (IBP)
- Multi Family One (MF1)
- Multi Family Two (MF2)
- Multi Family Three (MF3)
- Military Lands (ML)
- Mixed Residential One (MR1)
- Mixed Residential Two (MR2)
- Neighborhood Commercial (NC1)
- Neighborhood Commercial (NC2)
- Open Space & Recreation One (OSR1)
- Open Space & Recreation Two (OSR2)
- Public / Institutional (PI)
- Residential One (R1)
- Residential Two (R2)
- Residential Three (R3)
- Residential Four (R4)
- Transit Oriented Commercial (TOC)
- Water/OSR1
- Lakewood City Limit
- Tax Parcel
- Riparian Buffer\*
- Planned Development District



## CEDD ANALYSIS OF 2020-02

**Housing Capacity Analysis:** This application requested rezoning three parcels totaling 2.27 acres from MR2 to MF3, resulting in an increase in potential density from 14.6 du/a to 35 du/a. The net resulting change in housing capacity is minimal.

1. Does the proposed amendment or revision maintain consistency with other plan elements or development regulations? If not, are amendments or revisions to other plan elements or regulations necessary to maintain consistency with the current final docket that will be considered by the Planning Commission and the City Council?

Existing Comprehensive Plan guidance indicates mixed residential with an off-street trail connecting to open space and parcels zoned Neighborhood Business District (NBD.) The application adds nine (9) apartment units to improve development feasibility while retaining mature tree stands, restoring a large portion of the creek buffer and potentially including a segment of planned off-street trail. Maximum MF3 density is not being sought by the applicant. Surrounding development is urban in nature and within the MR2, PI, MF2 and Arterial Commercial. The parcel immediately south is zoned MF2.

Both the current and proposed zoning allow for multifamily residential development. No other amendments or revisions to the Comprehensive Plan or development regulations are needed.

2. Is the proposed amendment or rezone consistent with the goals of the Comprehensive Plan?

Yes. No significant transportation impacts are anticipated on the parcels along Bridgeport Way. Impacts of the proposed zoning change have been reviewed by the applicant's traffic engineer. The City would conduct a site development plan review and address, at a minimum: whether a driveway on Bridgeport Way would be allowed; the placement of any driveway on Custer as far away as possible from the Bridgeport/Custer intersection; and whether any left turn movements out of the property would be allowed. Changes to any impacts to public service would be minimal. The proposed application would allow for about 18 more people to live on the parcels than could under current zoning. Changes to any impacts to public health safety and general welfare would be minimal. The proposed application would allow for about 18 more people to live on the parcels than could under current zoning.

There continues to be increasing pressure for affordable housing in Lakewood and the region.

3. Is the proposed amendment or revision consistent with the county-wide planning policies (CPPs)?

Yes. The CPPs discuss the need for affordable housing for all economic segments within urban areas.

4. Does the proposed amendment or rezone comply with the requirements of the GMA?

Yes. See RCW 36.70A.020(4). Per the application, development on the site would increase from 30 to 39 units; this would provide more housing within walking distance to shopping, bus service, educational and employment opportunities. The planned off-street trail could ultimately help connect a more dynamic, safe and inviting neighborhood.

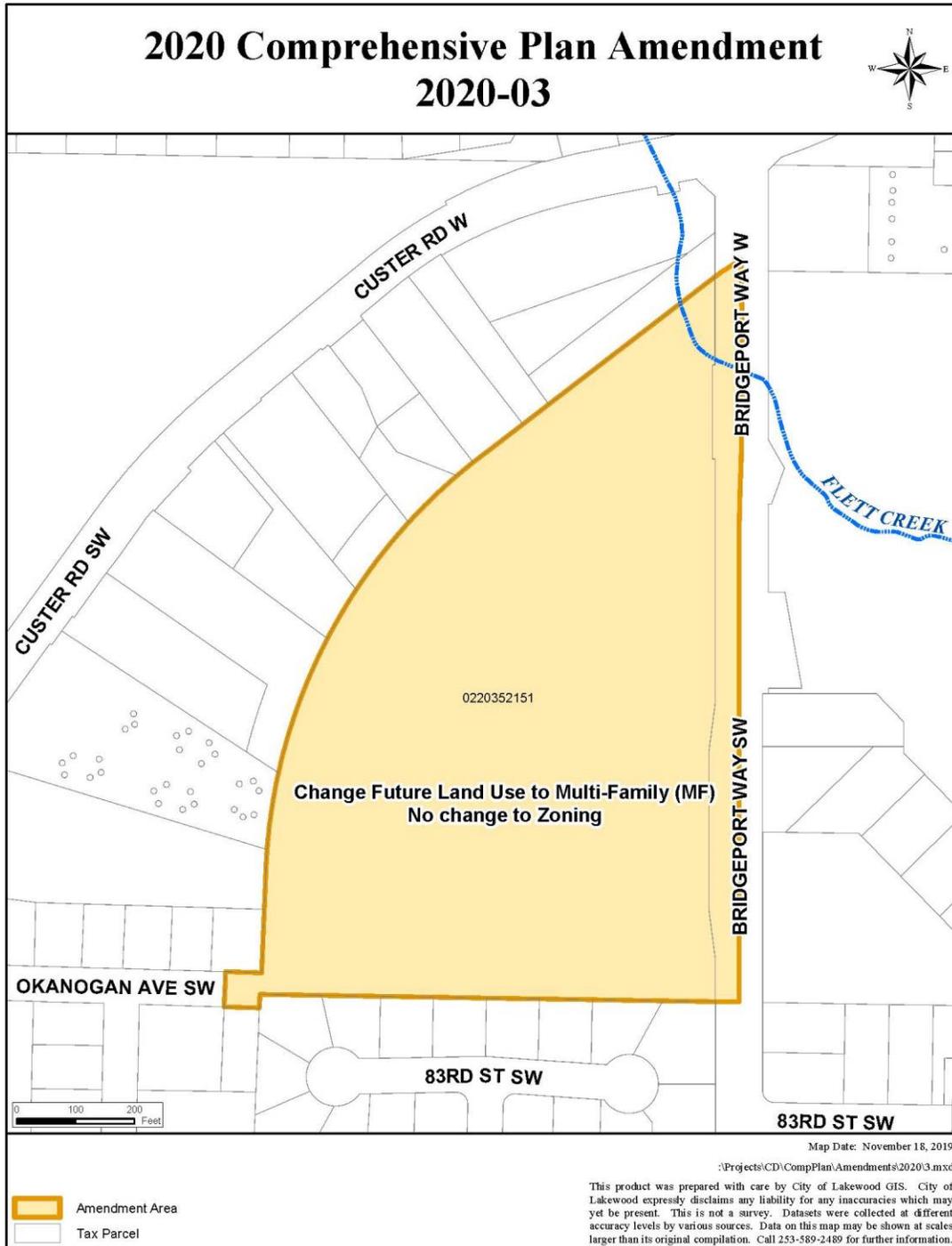
**CEDD Recommendation:** Approval of redesignating the parcels to Multi-Family (MF) versus High Density Multi-Family (HD) and rezoning to Multifamily 2 (MF2) versus MF3 as the more appropriate designation and zone.

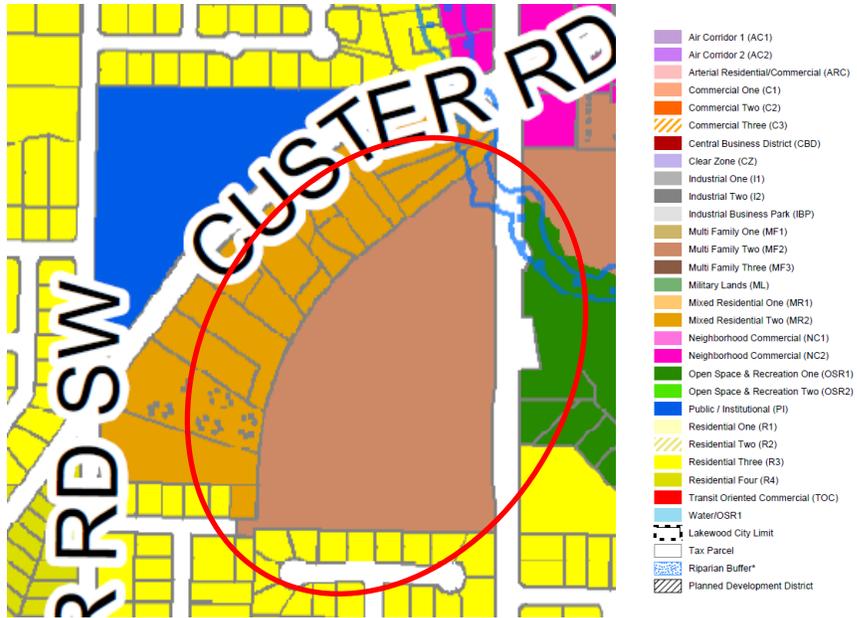
**CPA/ZOA-2020-03 (Custer & Bridgeport B)**

1. Scrivener correction to amend the Comprehensive Plan land-use map to designate the subject property Multi-Family (MF); and
2. No change to zoning is required.

Location: 8008 to 8248 Bridgeport Way SW

Assessor's Tax Parcel Nos.: 0220352151





## **CEDD ANALYSIS OF 2020-03**

### **Housing Capacity Analysis:** Not applicable

1. Does the proposed amendment or revision maintain consistency with other plan elements or development regulations? If not, are amendments or revisions to other plan elements or regulations necessary to maintain consistency with the current final docket that will be considered by the Planning Commission and the City Council?

Not applicable - scrivener correction.

2. Is the proposed amendment or rezone consistent with the goals of the Comprehensive Plan?

Not applicable - scrivener correction.

3. Is the proposed amendment or revision consistent with the county-wide planning policies?

Not applicable - scrivener correction.

4. Does the proposed amendment or rezone comply with the requirements of the GMA?

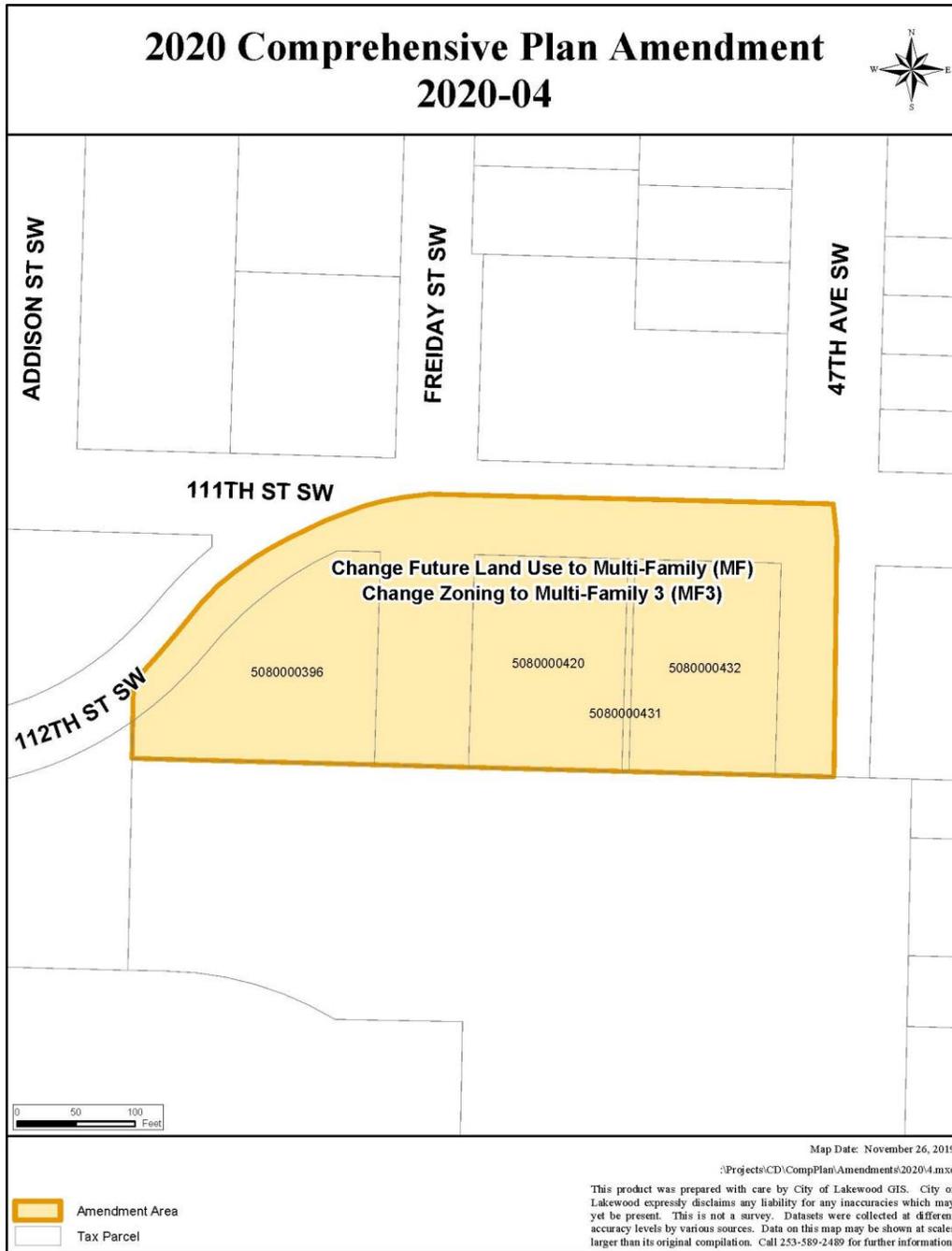
Not applicable - scrivener correction.

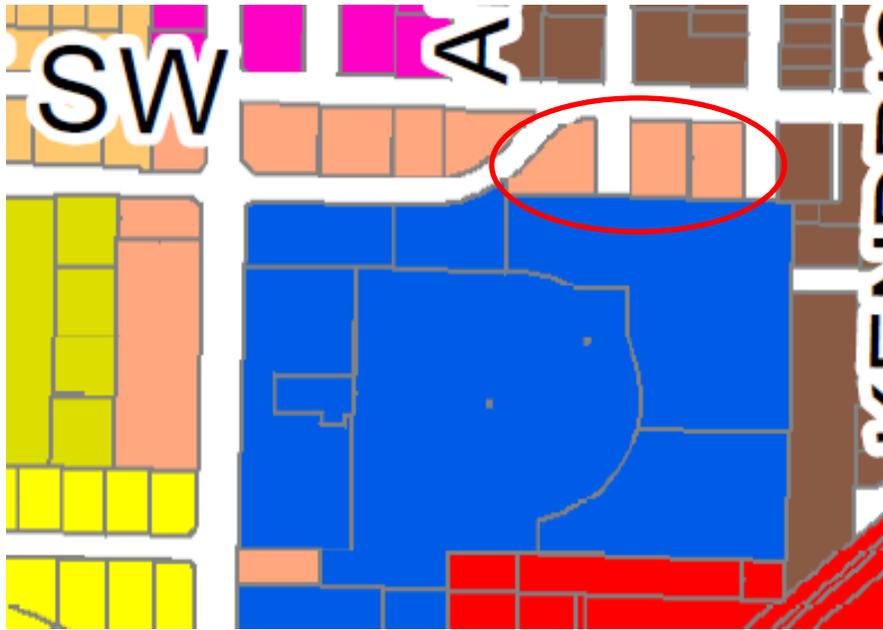
**CEDD Recommendation:** Approval

**CPA/ZOA-2020-04 (111<sup>th</sup> & Bridgeport Way West)**

1. Amend the Comprehensive Plan land-use map to redesignate the subject property from Corridor Commercial (CC) to Multi-Family (MF); and
2. Amend the zoning map to rezone the subject property from Commercial 1 (C1) to Multi-Family 3 (MF3).

Location: 4808 - 4812 112<sup>th</sup> St SW, 4718 111<sup>th</sup> ST SW, and 11102 & 11106 47<sup>th</sup> AV SW  
Assessor's Tax Parcel Nos.: 5080000396, 5080000420, 5080000431, 5080000432





- Air Corridor 1 (AC1)
- Air Corridor 2 (AC2)
- Arterial Residential/Commercial (ARC)
- Commercial One (C1)
- Commercial Two (C2)
- Commercial Three (C3)
- Central Business District (CBD)
- Clear Zone (CZ)
- Industrial One (I1)
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- Multi Family Three (MF3)
- Military Lands (ML)
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- Mixed Residential Two (MR2)
- Neighborhood Commercial (NC1)
- Neighborhood Commercial (NC2)
- Open Space & Recreation One (OSR1)
- Open Space & Recreation Two (OSR2)
- Public / Institutional (PI)
- Residential One (R1)
- Residential Two (R2)
- Residential Three (R3)
- Residential Four (R4)
- Transit Oriented Commercial (TOC)
- Water/OSR1
- Lakewood City Limit
- Tax Parcel
- Riparian Buffer\*
- Planned Development District



### CEDD ANALYSIS OF 2020-04

**Housing Capacity Analysis:** Proposed uses and their associated densities within commercial zoning districts, and the applicable community design standards shall be used to establish the minimum lot size for a project. Live/Work and Work/Live units are the only residential permitted uses within the C1 zone. The difference between live/work and work/live units is that the “work” component of a live/work unit is secondary to its residential use, and may include only commercial activities and pursuits that are compatible

with the character of a quiet residential environment, while the work component of a work/live unit is the primary use, to which the residential component is secondary.

The application encompasses a total of 1.62 acres. The rezoning of four (4) parcels from Commercial 1 (C1) to Multifamily 3 (MF3) would provide opportunity for additional multifamily units at a density of up to 54 units per acre should a development project be approved in the future, resulting in an increase in housing capacity.

1. Does the proposed amendment or revision maintain consistency with other plan elements or development regulations? If not, are amendments or revisions to other plan elements or regulations necessary to maintain consistency with the current final docket that will be considered by the Planning Commission and the City Council?

Yes, 2020-04 is consistent with the City's Comprehensive Plan elements and development regulations. No other amendments or revisions are needed. The parcels in question are immediately adjacent to MF3 zoned areas to the north and east and to Public Institutional (PI) immediately to the south. The rezone would allow additional multifamily housing units adjacent to multifamily units, resulting in full compatibility.

2. Is the proposed amendment or rezone consistent with the goals of the Comprehensive Plan?

Yes. The rezone would change the permitted uses from those in the C1 zone, which promote employment, services, retail, and business uses serving and linking neighborhoods to Lakewood's major transportation networks to uses allowed in MF3, which integrates urban, high-density, multi-story housing in close proximity to a principal or minor arterial with commercial/ residential districts.

3. Is the proposed amendment or revision consistent with the county-wide planning policies?

Yes. The need for affordable housing in the City and the region continues to grow. The parcels have not developed with commercial uses. The application provides for additional acreage for needed multifamily housing units.

4. Does the proposed amendment or rezone comply with the requirements of the GMA?

Yes. The need for affordable housing in the City and the region continues to grow. The parcels have not developed with commercial uses. The application provides for additional acreage for needed multifamily housing units.

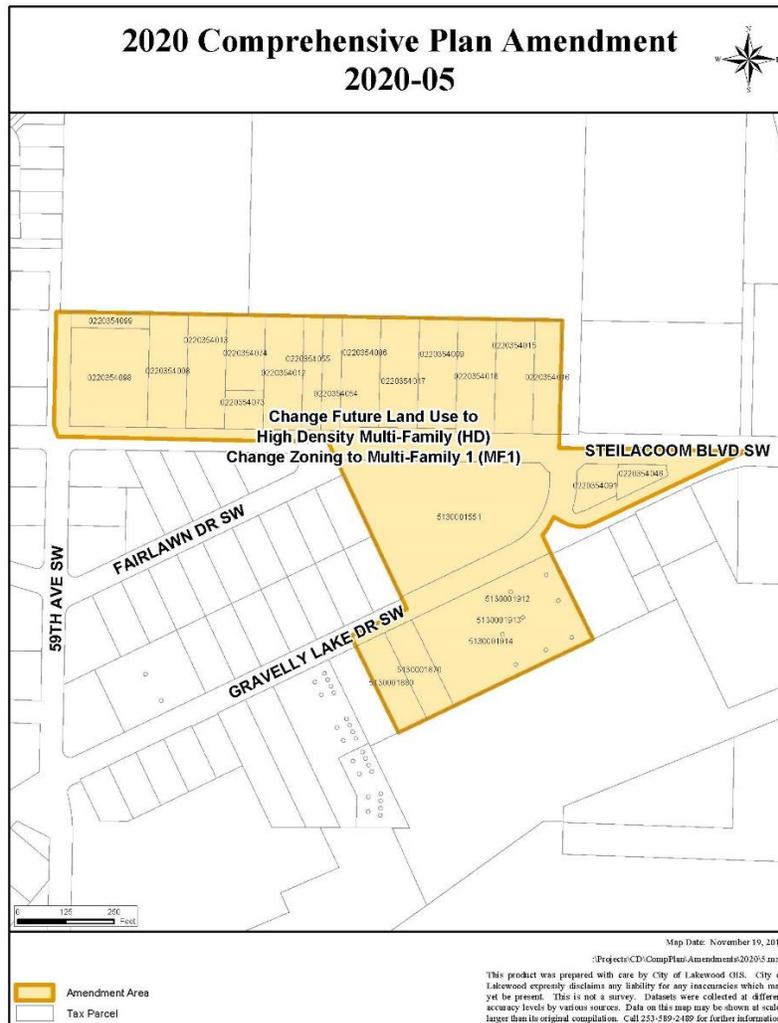
**CEDD Recommendation:** Approval.

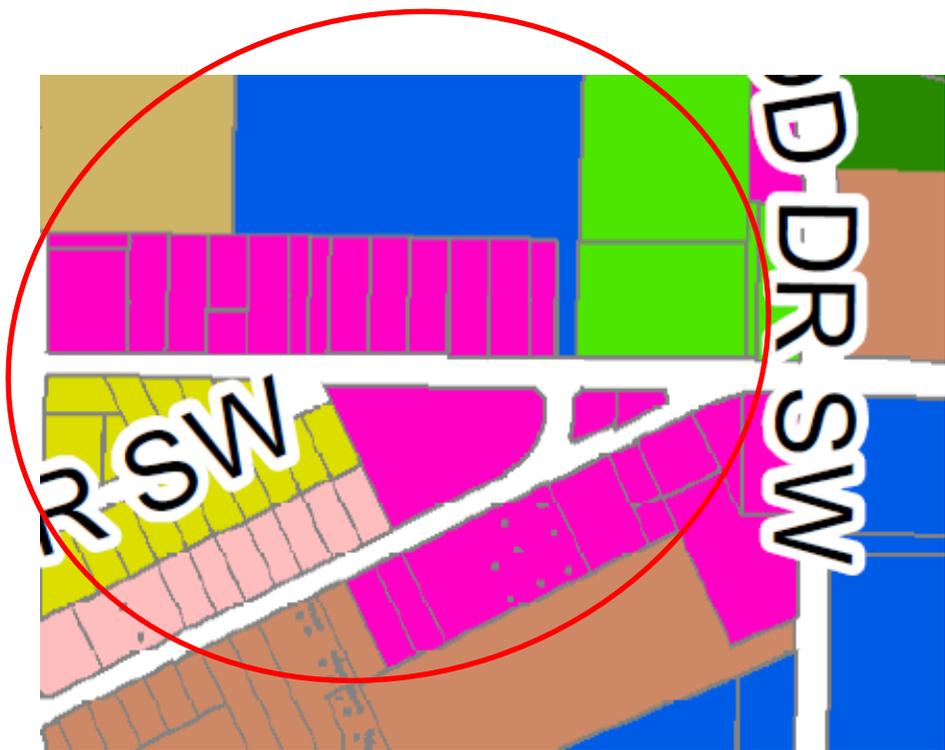
**CPA/ZOA-2020-05 (59<sup>th</sup> Ave. W & Steilacoom Blvd.)**

1. Amend the Comprehensive Plan land-use map to designate the subject property from Neighborhood Business District (NBD) to High Density Multi-Family (HD); and
2. Amend the zoning map to rezone the subject property from Neighborhood Commercial 2 (NC2) to Multi-Family 1 (MF1).

Location: 8801 59<sup>th</sup> Av SW, 5515 Steilacoom Blvd SW, 5503 to 5495 Steilacoom Blvd SW, 5495 Steilacoom Blvd SW UNIT A, XXX Steilacoom Blvd SW, 5485 Steilacoom Blvd SW, 5475 Steilacoom Blvd SW, 5473 A to 5473 D Steilacoom Blvd SW, 5471 Steilacoom Blvd SW, 5469 Steilacoom Blvd SW, 5453 Steilacoom Blvd, 5449 Steilacoom Blvd SW, 5437 Steilacoom Blvd SW, 5433 to 5435 Steilacoom Blvd SW, 8920 Gravelly Lk Dr SW, 8933 Gravelly Lk Dr, 8931 Gravelly Lk Dr, 8919 Gravelly Lk Dr, 8911 Gravelly Lk Dr SW, 5408 Steilacoom Blvd SW, 5404 Steilacoom Blvd SW

Assessor's Tax Parcel Nos.: 0220354099, 0220354098, 0220354008, 0220354013, 0220354074, 0220354073, 0220354012, 0220354055, 0220354054, 0220354006, 0220354017, 0220354009, 0220354018, 0220354015, 0220354016, 5130001551, 5130001880, 5130001870, 5130001913, 5130001912, 0220354091, 0220354046 & 5130001914





- Air Corridor 1 (AC1)
- Air Corridor 2 (AC2)
- Arterial Residential/Commercial (ARC)
- Commercial One (C1)
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- Residential Two (R2)
- Residential Three (R3)
- Residential Four (R4)
- Transit Oriented Commercial (TOC)
- Water/OSR1
- Lakewood City Limit
- Tax Parcel
- Riparian Buffer\*
- Planned Development District



## CEDD ANALYSIS OF 2020-05

**Housing Capacity Analysis:** As submitted, this application would rezone 23 parcels along Gravelly Lake Dr. and Steilacoom Blvd. totaling 18.67 acres to MultiFamily 1 (MF1), which allows for up to 22 dua. The current zoning, Neighborhood Commercial 2 (NC2), allows for up to 22 dua as well, but also allows for a range of retail, office, and local commercial services. If no further commercial development were allowed, housing capacity within the area would therefore increase. If rezoned to ARC, the zone would allow for provides for continuance of residential uses, many of which are existing, along Steilacoom Blvd. while permitting the incorporation of low-intensity and low-impact commercial uses into compact areas.

1. Does the proposed amendment or revision maintain consistency with other plan elements or development regulations? If not, are amendments or revisions to other plan elements or regulations necessary to maintain consistency with the current final docket that will be considered by the Planning Commission and the City Council?

Yes, the amendment maintains consistency. No other amendments or revisions are needed.

2. Is the proposed amendment or rezone consistent with the goals of the Comprehensive Plan?

Yes. If adopted as submitted, this rezone would place MF1 parcels adjacent to MF2 parcels to the south and Arterial Residential/Commercial (ARC) to the west. As recommended, the rezone would place ARC parcels adjacent MF2 parcels to the south and adjacent to other ARC parcels to the west.

The MF1 zoning district provides for a variety of medium-density housing types and designs offering a wide choice of living accommodations for families of diverse composition and lifestyles. The MF2 zoning district provides for high-density housing types and designs, especially of a multiple-story design, that combine urban design elements to enhance the living environment.

The ARC zoning district provides for continuance of residential uses, many of which are existing, along busy City streets while permitting the incorporation of low-intensity and low-impact commercial uses into these compact areas. ARC zoning allows a maximum residential density of 15 dua. The minimum lot size for the ARC zoning district is five thousand (5,000) gross square feet (gsf), plus 2,750 gsf for each dwelling unit over one (1) unit, where applicable.

3. Is the proposed amendment or revision consistent with the county-wide planning policies?

Yes. Rezoning the parcels to MF1 would place medium density housing next to high density housing and low-intensity commercial uses. This would allow for a

variety of housing choices within walking distance of commercial uses. Rezoning to ARC would allow up to 15 du.

- Does the proposed amendment or rezone comply with the requirements of the GMA?

Yes. There continues to be a growing lack of affordable housing in Lakewood and in the region. The application provides for additional acreage for needed multifamily housing units in the City.

For ease of comparison, Table 1 below lists the permitted and conditionally permitted uses within the MultiFamily 1 (MF1) zone, the Arterial Residential/Commercial (ARC) zone, and the Neighborhood Commercial 2 (NC2) zone. Uses that are prohibited in all of the listed zones are not included in the table.

**Table 1**

Type of Use	Use	Zone		
		MF1	ARC	NC2
<b>Agricultural</b>	Commercial beekeeping	P	C	C
	Growing and harvesting of crops	P	P	P
	Plant nurseries and greenhouses	P	P	P
	Raising and keeping of animals for agricultural purposes	-	P	-
	Residential beekeeping	-	-	-
<b>Commercial and Industrial</b>	Accessory commercial	-	P	P
	Accessory retail or services	-	-	P
	Artisan shop	-	-	P
	Auto and vehicle sales/rental	-	-	C
	Auto parts sales	-	-	P
	Bank, financial services	-	-	P
	Brewery – production	-	-	C
	Building and landscape materials sales	-	-	P
	Business support service	-	-	P
	Catering service	-	C	P
	Club, lodge, private meeting hall	-	C	P
	Commercial recreation facility – indoor	-	-	P
	Community center	-	-	P
	Construction/heavy equipment sales and rental	-	-	-
	Convenience store	-	-	P
	Equipment rental	-	-	P
	Furniture, furnishings, appliance/ equipment store	-	-	P
	Gas station	-	-	P
	General retail	-	-	P
	Grocery store, large	-	-	P
	Grocery store, small	-	-	P
Handcraft industries, small-scale manufacturing	-	-	P	

	Health/fitness facility, commercial	-	-	P
	Kennel, animal boarding B(3)	-	-	C
	Laboratory – Medical/Analytical	-	-	P
	Library, museum	-	-	P
	Live/work and work/live units	-	-	C
	Medical Services – Lab			P
	Mixed use	-	P	P
	Mobile home, RV, and boat sales	-	-	-
	Mortuary, funeral homes and parlors	-	-	P
	Office – business services	-	P	P
	Office – processing	-	-	C
	Office – professional	-	P	P
	Personal services	-	P	P
	Personal services – restricted	-	-	-
	Places of assembly	P	P	P
	Printing and publishing	-	-	P
	Produce stand	-	P	P
	Shelter, animal B(3), B(4)	-	-	P
	Shopping center	-	-	P
	Social service organization	-	-	C
	Solid waste transfer station	-	-	C
	Small craft distillery	-	-	P
	Studio - art, dance, martial arts, music, etc.	-	-	P
	Theater, auditorium	-	-	P
	Veterinary clinic B(3)	-	-	P
	Vehicle services – major repair/body work	-	-	C
	Vehicle services – minor maintenance/repair	-	-	P
<b>Eating and Drinking Establishments</b>	Brewery - brew pub	-	-	P
	Mobile food vending facility	-	-	P
	Night club	-	-	C
	Restaurant, café, coffee shop – counter ordering	-	-	P
	Restaurant, café, coffee shop –drive-through services	-	-	C
	Restaurant, café, coffee shop –table service	-	-	P
	Restaurant, café, coffee shop – outdoor dining	-	-	P
	Restaurant, café, coffee shop – serving alcohol	-	-	P
	Tasting room	-	-	P
	Vendor stand	-	-	P
<b>Essential Public Facilities</b>	Community and technical colleges, colleges and universities	-	-	C
	Electrical transmission lines of higher voltage than 115 kV, in existing corridors of such transmission lines	P	P	P
	Electrical transmission lines of higher voltage than 115 kV, in new corridors	C	C	C
	Group Homes – See 18A.40.120			
	In-Patient Facility Including but not Limited to Substance Abuse Facility	-	-	C
	Intercity Passenger Rail Service	-	-	P
Interstate Highway “I-5”	P	-	P	

	Minimum Security Institution	C	C	C
	Sound Transit Railroad Right-of-Way	-	-	P
<b>Government Services, General</b>	Fire stations	C	-	P
	Post offices	-	-	P
<b>Health and Social Services</b>	Day care center in existing and new schools	-	C	-
	Day care center in existing or new churches	-	-	C
	Day care center providing care for children and/or adult relatives of owners or renters of dwelling units located on the same site	P	-	C
	Day care center providing care for children and/or adult relatives of employees of a separate business establishment located on the same site	-	-	-
	Day care center, independent	-	C	P
	Human service agency offices	-	C	P
	Medical service - clinic, urgent care	-	-	P
	Medical service - doctor office	-	C	P
	Medical service - integrated medical health center	-	-	P
	Medical service – lab	-	-	P
	Pharmacy	-	-	P
	Preschool/nursery school	C	-	P
<b>Lodging</b>	Short term vacation rentals	P	P	P
<b>Residential Uses</b>	Accessory caretaker's unit	-	-	P
	Babysitting care	P	P	P
	Boarding house	-	-	-
	Co-housing (dormitories, fraternities and sororities)	P	-	P
	Detached single family	-	P	-
	Two family residential, attached or detached dwelling units	P	P	P
	Three family residential, attached or detached dwelling units	-	-	-
	Multifamily, four or more residential units	P	P	P
	Mixed use	-	-	P
	Family daycare	P	P	P
	Home agriculture	P	P	-
	Home occupation	-	-	-
	Mobile home parks	-	-	-
	Mobile and/or manufactured homes, in mobile/manufactured home parks	P	-	P
	Residential accessory building	P	P	P
	Small craft distillery	-	-	P
	Specialized senior housing	C	-	P
Accessory residential uses	P	P	P	
<b>Special Needs Housing</b>	Assisted Living Facility	P	P	P
	Confidential Shelter	P	P	P
	Continuing Care Retirement Community	P	P	P
	Enhanced Services Facility	-	C	C
	Hospice Care Center	P	-	-
	Nursing Home	P	P	P
	Type 1 Group Home – Adult Family Home	P	P	P

Type 2 Group Home, Level 1	P	P	P
Type 2 Group Home, Level 2	C	-	-
Type 2 Group Home, Level 3	C	C	C
Type 3 Group Home, Level 1	C	C	C
Type 3 Group Home, Level 2	C	C	C
Type 3 Group Home, Level 3	C	C	C
Type 5 Group Home	-		C

Testimony received at the March 4 Planning Commission public hearing about this application as submitted was all negative. Individuals expressed their interest in developing commercial or mixed use projects on their parcels. Rezoning the parcels to Arterial Residential/Commercial (ARC) would allow for certain commercial uses while also recognizing the need to and allowing for increased residential density the area.

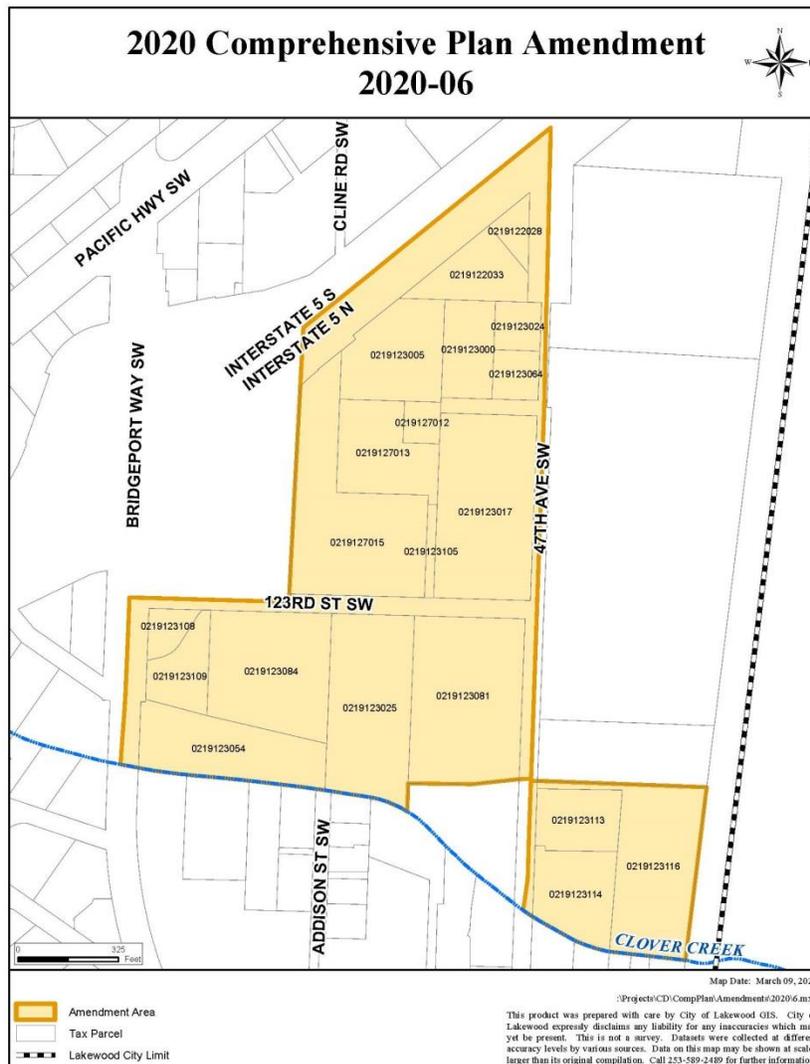
**CEDD Amended Recommendation:** Recommend redesignating the parcels from Neighborhood Business District (NBD) to Arterial Corridor (AC) and rezoning them from Neighborhood Commercial 2 (NC2) to Arterial Residential/Commercial (ARC).

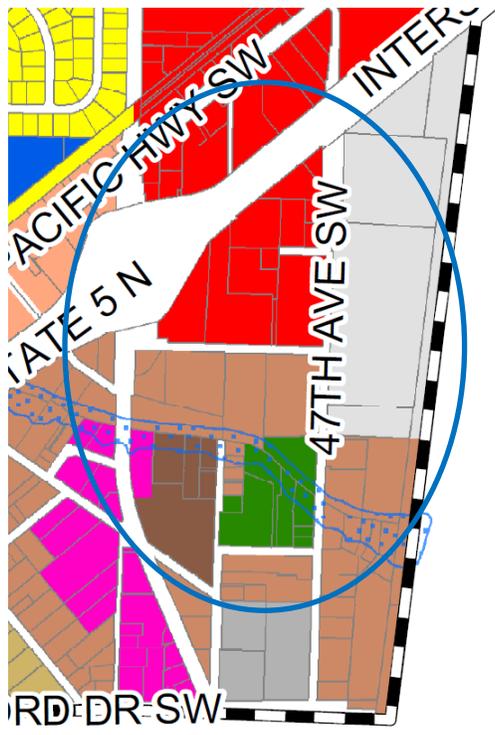
**CPA/ZOA-2020-06 (Springbrook Neighborhood)**

1. Amend the Comprehensive Plan land-use map to designate the subject property in the Springbrook Neighborhood area per the outcome of the 2019 Lakewood/FEMA flood plain mapping update effort; and
2. Amend the zoning map to zone the subject property per the outcome of the 2019 Lakewood/FEMA flood plain mapping update effort; and
3. Remove the Lakewood Station District boundary located within Springbrook.

Location: 4901 123<sup>rd</sup> St SW, XXX 123<sup>rd</sup> St SW, XXX 47<sup>th</sup> Av SW, 4800 to 4815 122<sup>nd</sup> St SW, 4804 121<sup>st</sup> St SW, 4801 121<sup>st</sup> St SW, 4715 to 4717 121<sup>st</sup> St SW, 12018 TO 12020 47<sup>th</sup> Av SW, 4710 120<sup>th</sup> St SW, XXX 120<sup>th</sup> St SW, XXX 47<sup>th</sup> Av SW, XXX 123<sup>rd</sup> St SW, 12315 Bridgeport Wy W, 4828 123<sup>rd</sup> St SW, 4828 123<sup>rd</sup> St SW, 4702 to 4731 124<sup>th</sup> SW, XXX 47<sup>th</sup> Av SW, 12511 47<sup>th</sup> Av SW, 12517 47<sup>th</sup> Av SW

Assessor's Tax Parcel Nos.: 0219127015, 0219123105, 0219123017, 0219127013, 0219127012, 0219123005, 0219123000, 0219123064, 0219123024, 0219122033, 0219122028, 0219123108, 0219123109, 0219123084, 0219123025, 0219123081, 0219123116, 0219123113, 0219123114





- Air Corridor 1 (AC1)
- Air Corridor 2 (AC2)
- Arterial Residential/Commercial (ARC)
- Commercial One (C1)
- Commercial Two (C2)
- Commercial Three (C3)
- Central Business District (CBD)
- Clear Zone (CZ)
- Industrial One (I1)
- Industrial Two (I2)
- Industrial Business Park (IBP)
- Multi Family One (MF1)
- Multi Family Two (MF2)
- Multi Family Three (MF3)
- Military Lands (ML)
- Mixed Residential One (MR1)
- Mixed Residential Two (MR2)
- Neighborhood Commercial (NC1)
- Neighborhood Commercial (NC2)
- Open Space & Recreation One (OSR1)
- Open Space & Recreation Two (OSR2)
- Public / Institutional (PI)
- Residential One (R1)
- Residential Two (R2)
- Residential Three (R3)
- Residential Four (R4)
- Transit Oriented Commercial (TOC)
- Water/OSR1
- Lakewood City Limit
- Tax Parcel
- Riparian Buffer\*
- Planned Development District



## **CEDD ANALYSIS OF 2020-06**

**Staff Analysis:** Because of the complicated nature of this application, staff is providing the information below rather than working through the standard criteria.

### **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 of 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.

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



While the outcome is not what was initially expected, lower flood elevations and a reduced floodplain, it does reveal a significant number of parcels at risk of flooding during the 100-yr flood (1% flood) not previously identified. With flood insurance those property owners will have the stability of insurance to cover any damages resulting from the 100-yr flood when it comes.

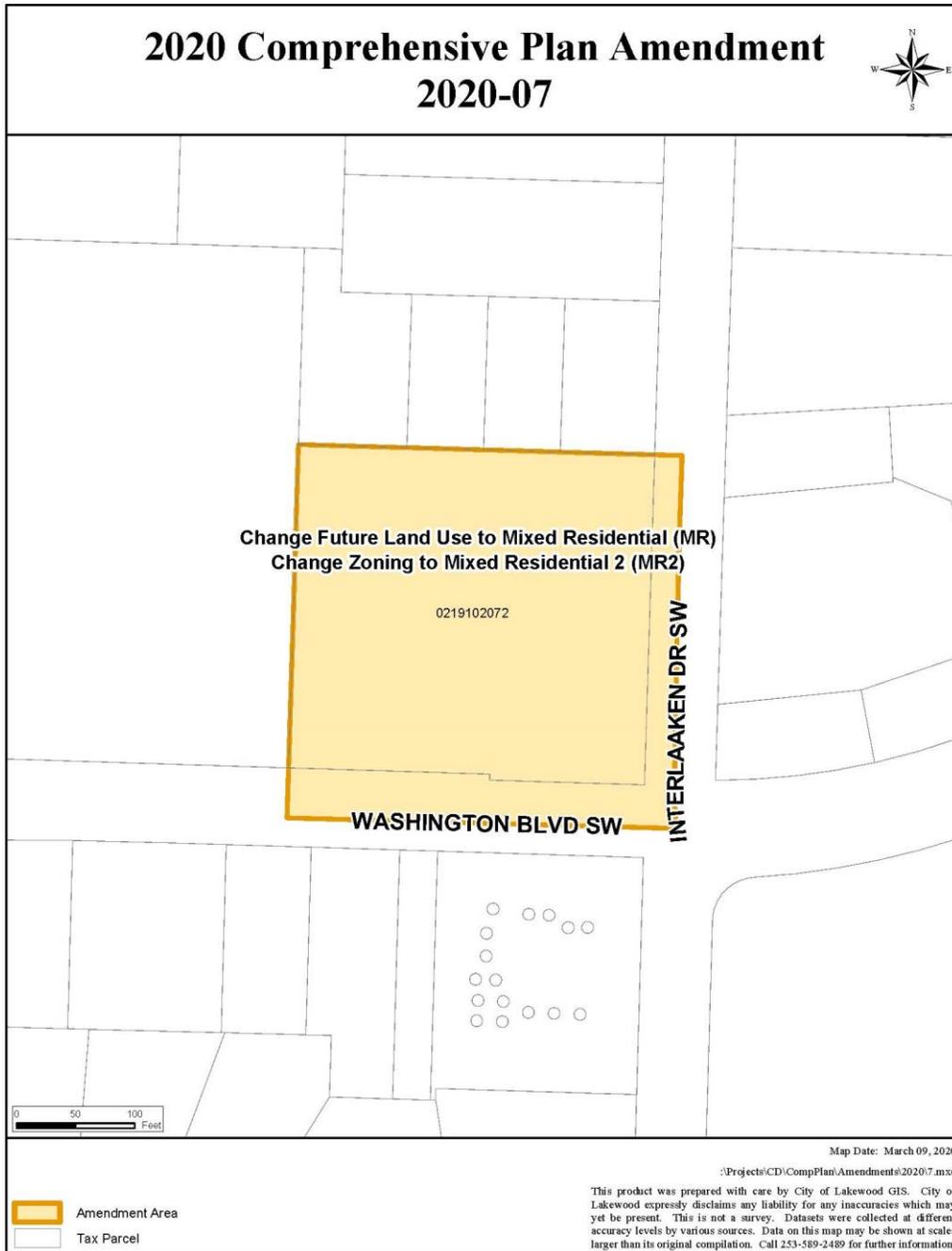
Once this analysis is approved by FEMA, it will be a part of the City's flood regulations as the mapped floodplain.

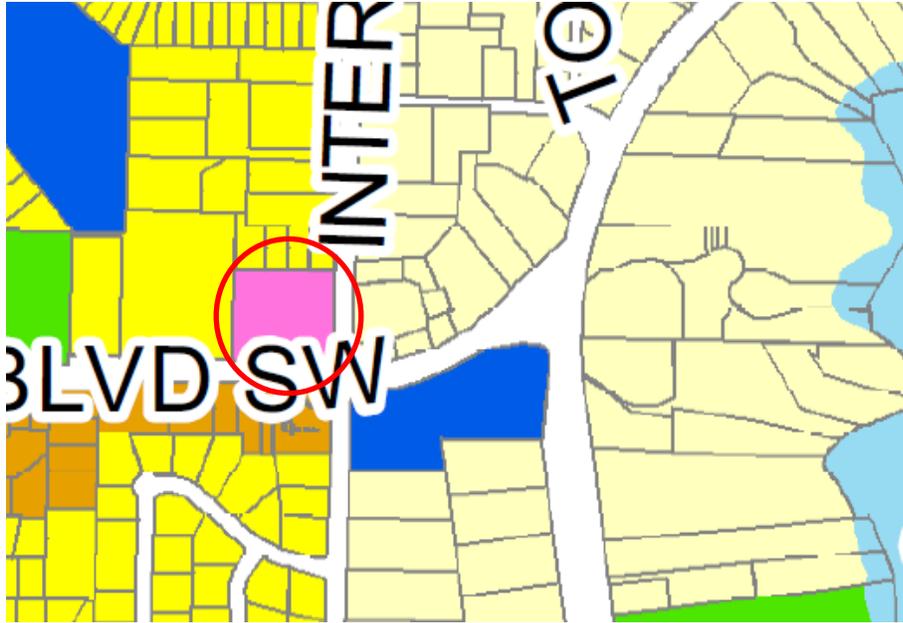
**CPA/ZOA-2020-07 (Washington Blvd. & Interlaaken Blvd.)**

1. Amend the Comprehensive Plan land-use map to redesignate the subject property from Neighborhood Business District (NBD) to Mixed Residential (MR); and
2. Amend the zoning map to rezone the subject property from Neighborhood Commercial 1 (NC1) to Mixed Residential 2 (MR2).

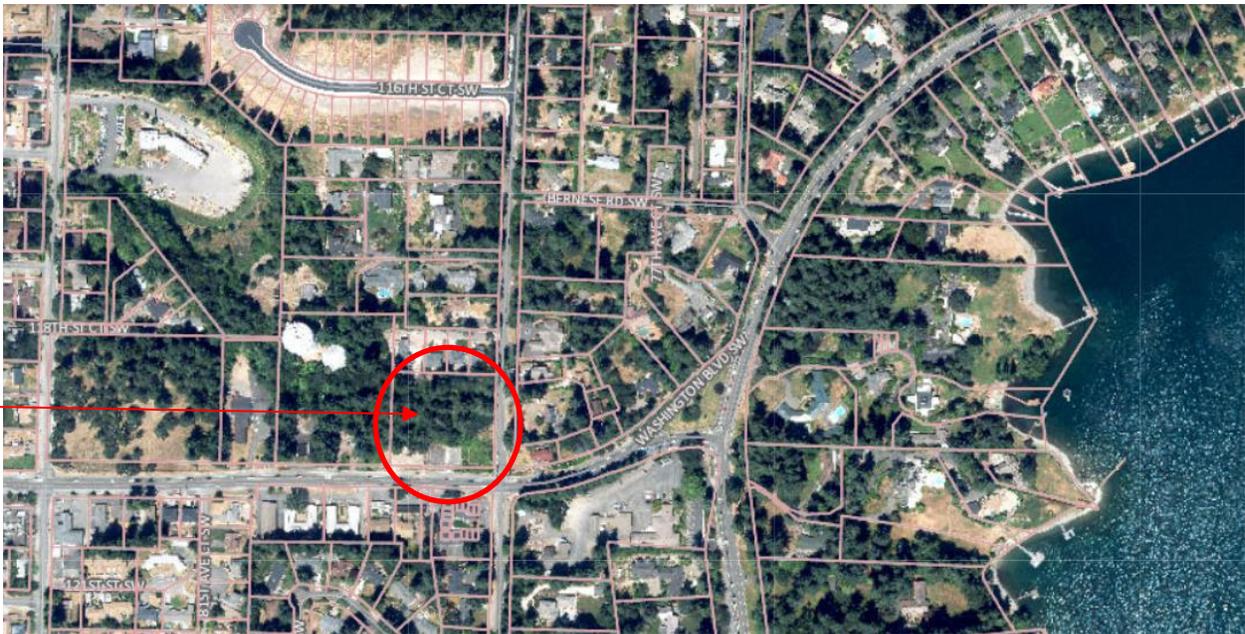
Location: 7907 Washington Blvd SW

Assessor's Tax Parcel Nos.: 0219102072





- Air Corridor 1 (AC1)
- Air Corridor 2 (AC2)
- Arterial Residential/Commercial (ARC)
- Commercial One (C1)
- Commercial Two (C2)
- Commercial Three (C3)
- Central Business District (CBD)
- Clear Zone (CZ)
- Industrial One (I1)
- Industrial Two (I2)
- Industrial Business Park (IBP)
- Multi Family One (MF1)
- Multi Family Two (MF2)
- Multi Family Three (MF3)
- Military Lands (ML)
- Mixed Residential One (MR1)
- Mixed Residential Two (MR2)
- Neighborhood Commercial (NC1)
- Neighborhood Commercial (NC2)
- Open Space & Recreation One (OSR1)
- Open Space & Recreation Two (OSR2)
- Public / Institutional (PI)
- Residential One (R1)
- Residential Two (R2)
- Residential Three (R3)
- Residential Four (R4)
- Transit Oriented Commercial (TOC)
- Water/OSR1
- Lakewood City Limit
- Tax Parcel
- Riparian Buffer\*
- Planned Development District



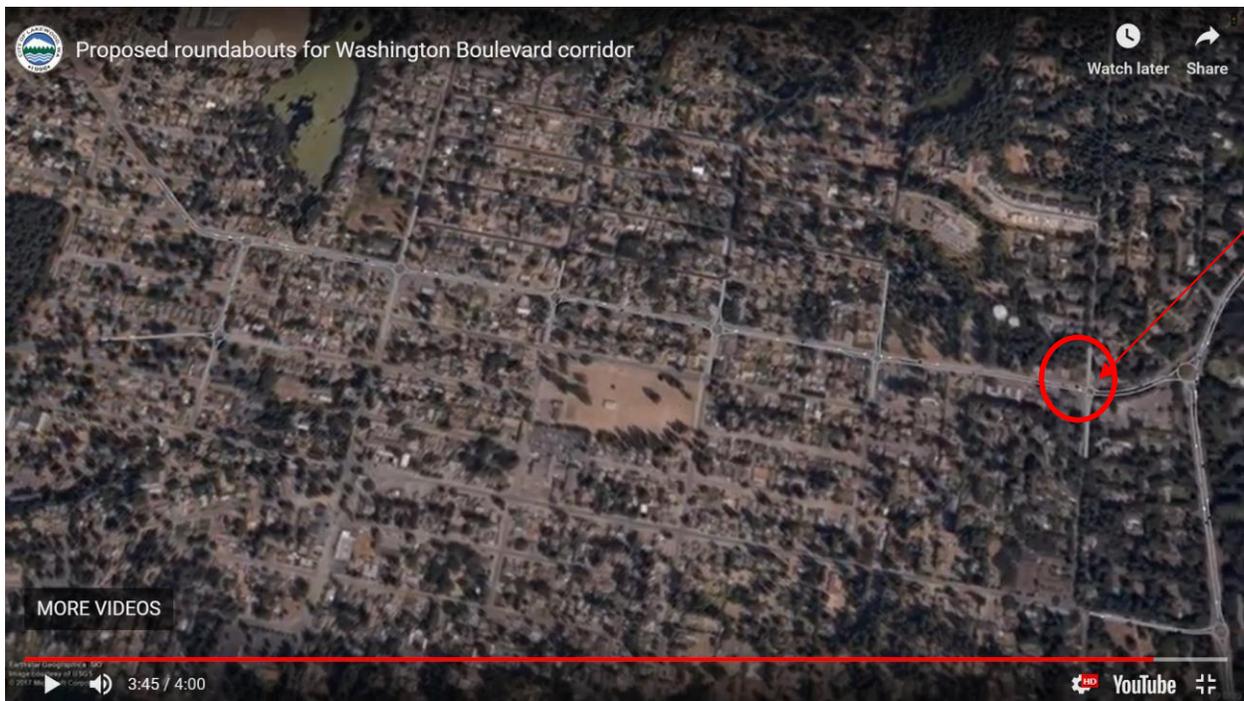
**CEDD ANALYSIS OF 2020-07**

This application addresses a single parcel and should be analyzed as a site-specific rezone under LMC 18A.30.680 and .690.

As part of the City's plans to improve safety around the Washington Boulevard corridor on the city's western border with Joint Base Lewis-McChord, part of the redesigned road will include the addition of up to 10 roundabouts. The purpose of the roundabouts is to help traffic flow more smoothly, and to decrease speeds through the busy corridor that is traveled not only by residents but also by people accessing Joint Base Lewis-McChord.

In an effort to help residents visualize what the new roadway (as proposed) would look like, the city requested its design contractor create a video showing the traffic flow along Washington Boulevard with the roundabouts, including one at the intersection of Washington Blvd. and Interlaaken Dr. SW. Also shown are proposed improvements at Gravelly Lake Drive, Edgewood Drive and Northgate Road.

Included below is a screen shot from the video with the roundabout at Washington & Interlaaken shown.



<https://cityoflakewood.us/video-washington-boulevard-proposed-roundabouts/?fbclid=IwAR0M7TVEhDwMNRf4UzN21v1n9-LdEYcUjTLvIB71hcJwZjzn5ONL9gnzNwg>

**Housing Capacity Analysis:** Rezoning this 1.82 acre parcel from NC1 to MF2 would provide for up to 35 du on the land, or up to 63 additional units of high density housing.

1. Does the proposed amendment or revision maintain consistency with other plan elements or development regulations? If not, are amendments or revisions to other plan elements or regulations necessary to maintain consistency with the current final docket that will be considered by the Planning Commission and the City Council?
2. Is the proposed amendment or rezone consistent with the goals of the Comprehensive Plan?

This parcel is adjacent to MR2 and R3 parcels and could provide additional affordable housing options within close proximity to retail and commercial uses within mixed use development. The NC1 zone is intended to foster a sense of neighborhood identity and provide limited services within a neighborhood. The district provides for a small-scale mix of activities, including residential, retail, office, and local services, which serve the surrounding neighborhood. However, although its has been zoned NC1 for a number of years, no development at NC1 intensity has occurred.

The MF2 zone provides for high-density housing types and designs, especially of a multiple-story design, that combine urban design elements to enhance the living environment. Urban design elements stress pedestrian orientation and connections, security, transportation, and integration of housing.

3. Is the proposed amendment or revision consistent with the county-wide planning policies?

Yes. This parcel is adjacent to MR2 and R3 parcels and could provide additional affordable housing options in close proximity to retail and commercial uses within mixed use development. The affordable housing shortage continues to worsen in Lakewood and the region.

4. Does the proposed amendment or rezone comply with the requirements of the GMA?

Yes.

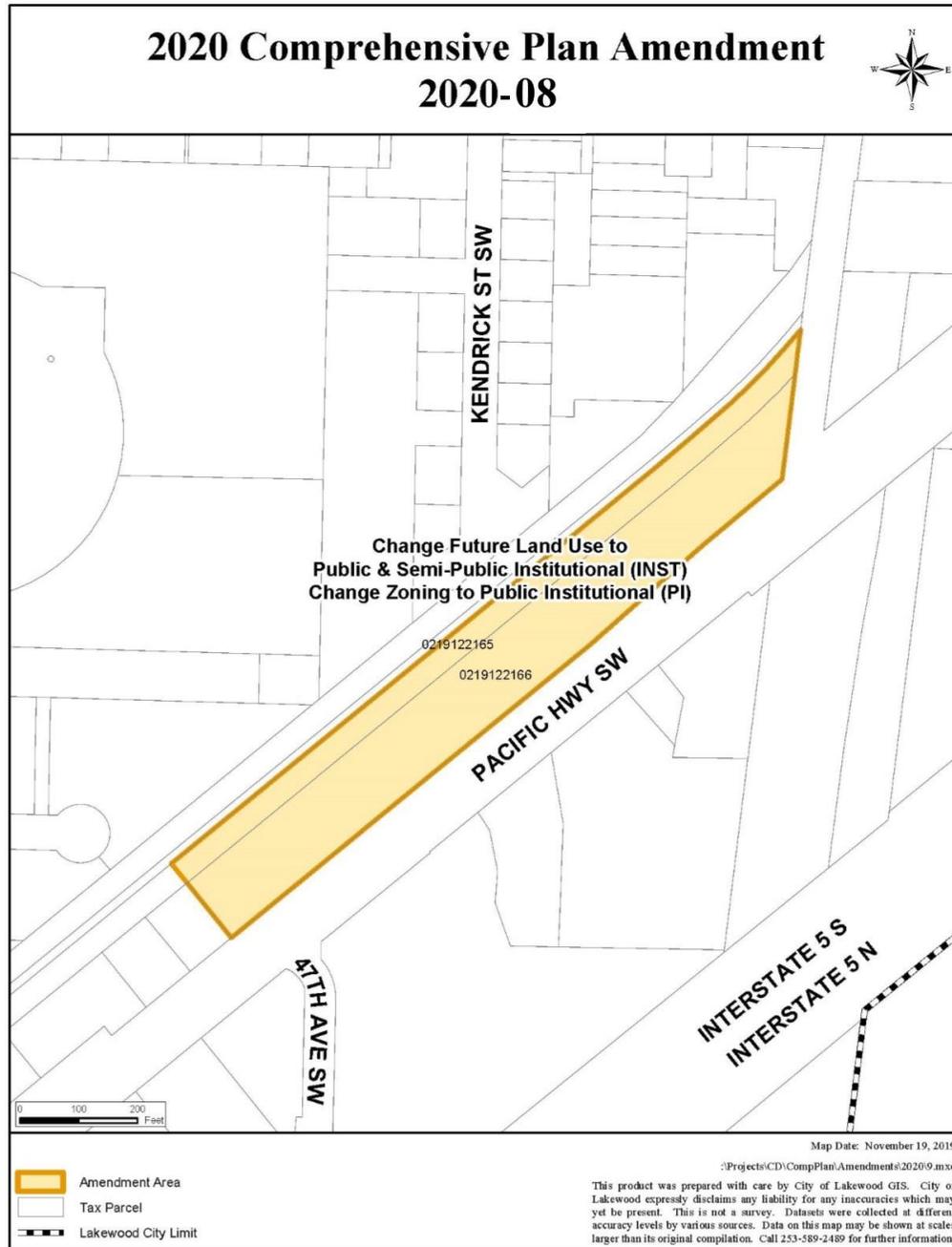
**Updated CEDD Recommendation:** Since this application addresses a single parcel, remove the application from the docket and pursue it as a site-specific rezone per LMC 18A.30.680 and .690.

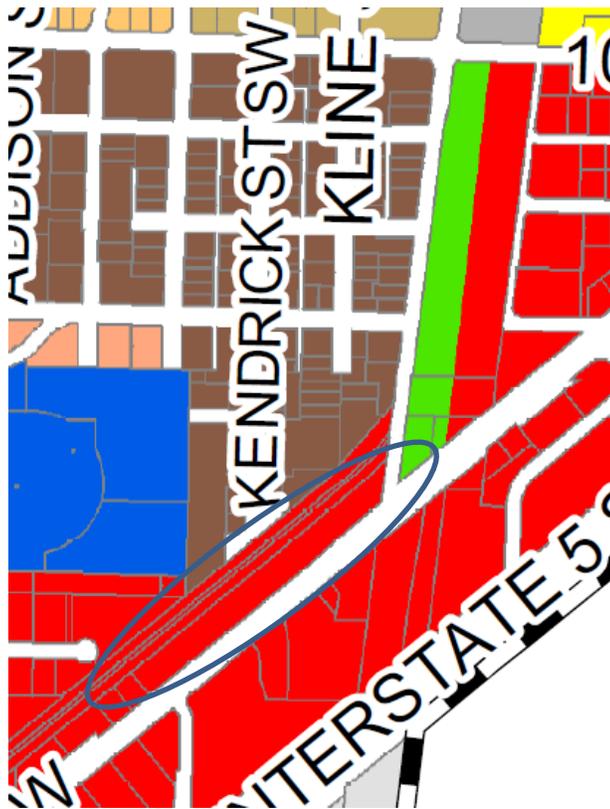
**CPA/ZOA-2020-08 (Lakewood Transit Station)**

1. Amend the Comprehensive Plan land-use map to redesignate the subject property from Corridor Commercial (CC) to Public & Semi-Public Institutional (INST); and
2. Amend the zoning map to rezone the subject property from Transit Oriented Commercial (TOC) to Public Institutional (PI).

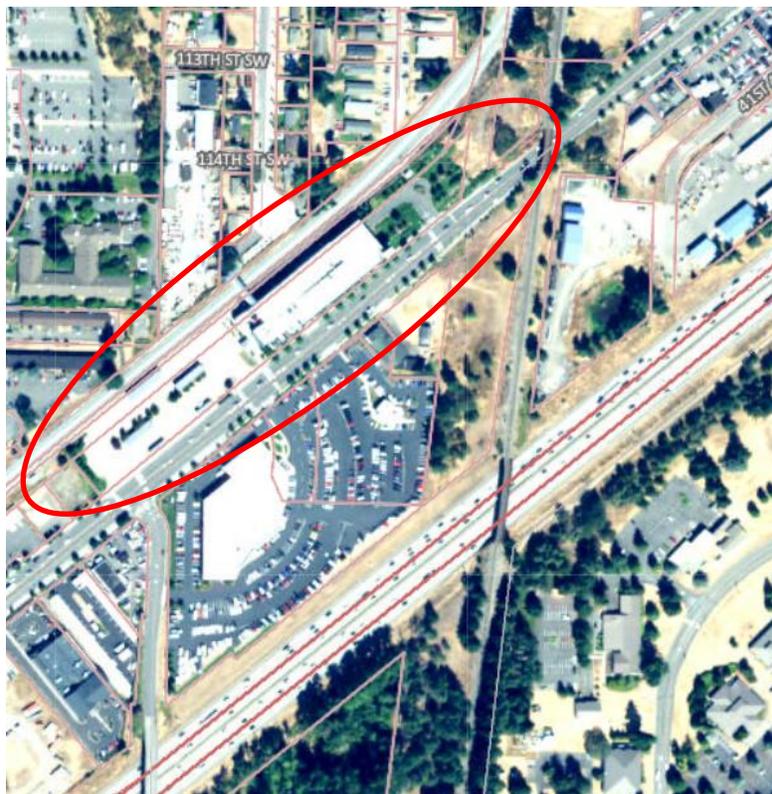
Location: XXX Pacific Hwy SW, 11402, 11424 & 11602 Pacific Hwy SW

Assessor's Tax Parcel Nos.: 0219122165, 0219122166





- Air Corridor 1 (AC1)
- Air Corridor 2 (AC2)
- Arterial Residential/Commercial (ARC)
- Commercial One (C1)
- Commercial Two (C2)
- Commercial Three (C3)
- Central Business District (CBD)
- Clear Zone (CZ)
- Industrial One (I1)
- Industrial Two (I2)
- Industrial Business Park (IBP)
- Multi Family One (MF1)
- Multi Family Two (MF2)
- Multi Family Three (MF3)
- Military Lands (ML)
- Mixed Residential One (MR1)
- Mixed Residential Two (MR2)
- Neighborhood Commercial (NC1)
- Neighborhood Commercial (NC2)
- Open Space & Recreation One (OSR1)
- Open Space & Recreation Two (OSR2)
- Public / Institutional (PI)
- Residential One (R1)
- Residential Two (R2)
- Residential Three (R3)
- Residential Four (R4)
- Transit Oriented Commercial (TOC)
- Water/OSR1
- Lakewood City Limit
- Tax Parcel
- Riparian Buffer\*
- Planned Development District



## CEDD ANALYSIS OF 2020-08

**Housing Capacity Analysis:** No change to Lakewood's housing capacity.

1. Does the proposed amendment or revision maintain consistency with other plan elements or development regulations? If not, are amendments or revisions to other plan elements or regulations necessary to maintain consistency with the current final docket that will be considered by the Planning Commission and the City Council?

Not applicable; this application is essentially a scrivener correction to zone the parcel on which the Sounder Station is located to Public Institutional (PI.)

2. Is the proposed amendment or rezone consistent with the goals of the Comprehensive Plan?

Not applicable; this application is essentially a scrivener correction to zone the parcel on which the Sounder Station is located to Public Institutional (PI.)

3. Is the proposed amendment or revision consistent with the county-wide planning policies?

Not applicable; this application is essentially a scrivener correction to zone the parcel on which the Sounder Station is located to Public Institutional (PI.)

4. Does the proposed amendment or rezone comply with the requirements of the GMA?

Not applicable; this application is essentially a scrivener correction to zone the parcel on which the Sounder Station is located to Public Institutional (PI.)

**CEDD Recommendation:** Approval.

### CPA/ZOA-2020-09 (Rail Policies)

Delete freight mobility policy T-18.4 from the Comprehensive Plan Transportation Chapter:

~~T-18.4: ——— Examine the potential of unused or underutilized rail lines in Lakewood for freight rail.~~

Revise existing freight mobility policy T-18.6 in the Comprehensive Plan Transportation Chapter:

T-18.6: Promote the continued operation of existing rail lines to serve the transportation needs of Lakewood businesses and Joint Base Lewis McChord.

Amend the Transportation Chapter of the Comprehensive Plan, adding a new policy:

T-18.10: The City discourages increased freight traffic along this corridor that is above and beyond the activity already in place and does not have a destination within Lakewood or Joint Base Lewis-McChord. With the opening of the Point Defiance Bypass project in support of Amtrak passenger rail coupled with increasing demands on freight rail, there is concern that the Point Defiance Bypass project could eventually lead to increased freight traffic in addition to new passenger rail.

### CEDD ANALYSIS OF 2020-09

**Housing Capacity Analysis:** Not applicable.

1. Does the proposed amendment or revision maintain consistency with other plan elements or development regulations? If not, are amendments or revisions to other plan elements or regulations necessary to maintain consistency with the current final docket that will be considered by the Planning Commission and the City Council?
2. Is the proposed amendment or rezone consistent with the goals of the Comprehensive Plan?

Lakewood has long advocated for safer rail operations within its boundaries; the City's concerns were confirmed by the December, 2017 Amtrak derailment. This application would amend the Comprehensive Plan to better reflect concerns the City has with public safety and rail traffic in Lakewood.

3. Is the proposed amendment or revision consistent with the county-wide planning policies? **Yes.**
4. Does the proposed amendment or rezone comply with the requirements of the GMA? **Yes.**

**CEDD Recommendation:** Approval

**SUMMARY OF PUBLIC COMMENTS**

<b>Amendment No.</b>	<b>Public Comments</b>
<b>CPA/ZOA-2019-01– TEXT AMENDMENT (Planned Development Districts (PDDs))</b>	
<b>CPA/ZOA-2019-02– MAP AMENDMENT (Custer &amp; Bridgeport A)</b>	
<b>CPA/ZOA-2019-03– MAP AMENDMENT (Custer &amp; Bridgeport B)</b>	
<b>CPA/ZOA-2019-04– MAP AMENDMENT (111<sup>th</sup> &amp; Bridgeport Way West)</b>	3/4: Alex Harman (Harman Construction) – supports amendment
<b>CPA/ZOA-2019-05– MAP AMENDMENT (59<sup>th</sup> Ave. W &amp; Steilacoom Blvd.)</b>	<p>3/4: Khanh Pham, Lakewood – opposes amendment. Wants to develop commercial business on parcel</p> <p>3/4: Mr. Steve George, Lakewood, had a question regarding the business he owns in the CPA-ZOA 2020-05 (59<sup>th</sup> Ave W &amp; Steilacoom Blvd) inquiring if the zoning map amendment would force him to move his business. Mr. David Bugher explained if a change from NC2 to MF1 was approved his business would become a legal non-conforming use and allow minor alterations but no expansions to the business.</p> <p>3/4: Ms. Nancy Brown, Lakewood, spoke in opposition of CPA-ZOA 2020-05 (59<sup>th</sup> Ave W &amp; Steilacoom Blvd) inquiring if the zoning change was being initiated for future changes. Mr. Bugher explained there is a Pierce County requirement for the City to provide additional housing and a state legislative requirement to provide higher density developments; the proposed zoning changes would spark development and help to meet those requirements.</p> <p>3/4: Mr. Don Tyler, Lakewood, spoke in opposition of CPA-ZOA 2020-05 (59<sup>th</sup> Ave W &amp; Steilacoom Blvd) noting his concern with high traffic congestion already in the area due to the Four Heroes School bus traffic and peak hour travel is near gridlock.</p> <p>3/4: Ms. Jackie Wilson, Lakewood, questioned what impact would CPA-ZOA 2020-05 (59<sup>th</sup> Ave W &amp; Steilacoom Blvd) have on her property taxes. Mr. David Bugher explained the City has nothing to do with how property is taxed within the city as it is an appraisal process function of the Pierce County Assessor’s Office. Property taxes have gone up in the last year as a result of increases in property valuations because people are moving into Pierce County and Lakewood. Mr. Bugher expects the housing valuations to rise in Lakewood by 6-7% in 2020 noting the average single family home could sell for as much as \$350,000-\$380,000.</p>

	3/4: Mr. Cam Carter, University Place, who recently bought the old Lakewood Plumbing site, spoke in opposition of the proposed zoning change of CPA-ZOA 2020-05 (59 <sup>th</sup> Ave W & Steilacoom Blvd) stating he prefers to keep the Neighborhood Commercial 2 (NC2) designation allowing mixed –use with both commercial and residential, which would not be allowed if changed to Multi-Family 1 (MF1).
<b>CPA/ZOA-2019-06– MAP AMENDMENT (Springbrook Neighborhood)</b>	Mr. Tim Polk, Lakewood, spoke in favor of CPA-ZOA 2020-06 (Springbrook Neighborhood) commenting that the area is ready for redevelopment of housing and commercial and the zoning amendments would help to create jobs in Lakewood.
<b>CPA/ZOA-2019-07– MAP AMENDMENT (Bridgeport Way &amp; 123<sup>rd</sup>)</b>	
<b>CPA/ZOA-2019-08– MAP AMENDMENT (Washington Blvd. &amp; Interlaaken Blvd.)</b>	
<b>CPA/ZOA-2019-09– MAP AMENDMENT (Lakewood Transit Station)</b>	
<b>CPA/ZOA-2019-10– TEXT AMENDMENT (PDD Policy)</b>	
<b>CPA/ZOA-2020-11 - TEXT AMENDMENT (Rail Policy A)</b>	
<b>CPA/ZOA-2020-12 - TEXT AMENDMENT (Rail Policy B)</b>	
<b>CPA/ZOA-2020-13 - TEXT AMENDMENT (Rail Policy C)</b>	

**PLANNING COMMISSION RECOMMENDATIONS**

<b>Amendment No.</b>	<b>Planning Commission Recommendation</b>
<b>CPA/ZOA-2019-01– TEXT AMENDMENT (Planned Development Districts (PDDs))</b>	
<b>CPA/ZOA-2019-02– MAP AMENDMENT (Custer &amp; Bridgeport A)</b>	
<b>CPA/ZOA-2019-03– MAP AMENDMENT (Custer &amp; Bridgeport B)</b>	
<b>CPA/ZOA-2019-04– MAP AMENDMENT (111<sup>th</sup> &amp; Bridgeport Way West)</b>	
<b>CPA/ZOA-2019-05– MAP AMENDMENT (59<sup>th</sup> Ave. W &amp; Steilacoom Blvd.)</b>	
<b>CPA/ZOA-2019-06– MAP AMENDMENT (Springbrook Neighborhood)</b>	
<b>CPA/ZOA-2019-07– MAP AMENDMENT (Bridgeport Way &amp; 123<sup>rd</sup>)</b>	
<b>CPA/ZOA-2019-08– MAP AMENDMENT (Washington Blvd. &amp; Interlaaken Blvd.)</b>	
<b>CPA/ZOA-2019-09– MAP AMENDMENT (Lakewood Transit Station)</b>	
<b>CPA/ZOA-2019-10– TEXT AMENDMENT (PDD Policy)</b>	
<b>CPA/ZOA-2020-11 - TEXT AMENDMENT (Rail Policy A)</b>	
<b>CPA/ZOA-2020-12 - TEXT AMENDMENT (Rail Policy B)</b>	
<b>CPA/ZOA-2020-13 - TEXT AMENDMENT (Rail Policy C)</b>	



TO: Planning Commission

FROM: Dave Bugher, Assistant City Manager, Development Services

DATE: April 29, 2020

SUBJECT: Proposed 5-YR Consolidated Plan (July 1, 2020 – June 30, 2025); FY 2020 Annual Action Plan and Analysis of Impediments to Fair Housing

**IMPORTANT INFORMATION:** This memorandum has been prepared based on the Draft 5-YR Consolidated Plan, including the City’s FY 2020 Annual Action Plan, which is attached to this memorandum, and prior to the passage of the Coronavirus Aid, Relief, and Economic Security Act or the CARES Act, the federal government’s approval of \$ 2 plus trillion dollar stimulus package.

The CARES Act will add funds to current HUD programs that will affect Lakewood, notably, an additional \$5 billion for the Community Development Block Grant (CDBG) to be disbursed to entitlement communities nationwide. While CDBG did not receive the \$10 billion amount initially indicated by the Senate’s draft proposal, there are also two separate pots states and localities will be able to draw on to address similar needs. A \$150 billion relief fund that will be made available to States, Tribal governments, and local governments as well as a \$45 billion “disaster relief fund.” The CARES Act did not allocate additional dollars to the HOME fund.

*The specific details as to the use of these funds and program guidelines will be coming forward within the next 30-days. Lakewood is also a part of the Tacoma-Lakewood Consortium. Use of CARES Act CDBG funds will have to be coordinated with Tacoma, the lead entity in the Consortium.*

Based on what we know as of this writing, to stay on some sort of schedule, and to obtain access to funds, it is requested that the Council review the Consolidated Plan and Action Plan, taking action in mid-May or early June, as is if there was no CARES Act. As more details emerge and Lakewood knows more about Tacoma’s direction, we would return with an amended Consolidated Plan and Action Plan. This process also provides the City the opportunity to find out more information on the relief funds which are separate from CDBG<sup>1</sup>.

**Introduction:** This memorandum has several parts:

- 1) Introduces the Draft 5-YR Consolidated Plan, including the City’s FY 2020 Annual Action Plan and Analysis of Impediments to Fair Housing;
- 2) Reviews the consolidated planning process, public participation, general timelines, and strategic plan for investment of federal funds;
- 3) Provides three scenarios on program funding;

<sup>1</sup> These relief funds may take the form of something like the Neighborhood Stabilization Program (NSP) funds issued during the Great Recession. Lakewood received significant awards. We will be closely monitoring the relief fund as more information becomes available.

- 4) Provides information on two new programs – Tenant Based Rental Assistance (TBRA – HOME program), and a Small Business Stabilization Fund CDBG program; and
- 5) Provides information on the use of CDBG funds to assist non-profit agencies.

**Timing:** As a result of the pandemic, and the stay-at-home order, both Lakewood and Tacoma are now behind in adopting their respective Consolidated Plans/Action Plans. Tacoma has formally filed for an extension which also covers Lakewood to August 16, 2020. Lakewood’s Seattle HUD representative contacted Mr. Gumm, the City’s CDBG Program Manager, and wanted to know if Lakewood was ‘okay’ with the extension request. Mr. Gumm responded yes, since both agencies are behind on the public hearing process. The extension is for administrative purposes only.

**Recommendations to City Council:** The current situation is fluid. It is difficult to provide recommendations. At the staff level, in both Lakewood and Tacoma, it has been agreed that both agencies should approve the CDBG and HOME funds already awarded to both jurisdictions in February be addressed first, in order to meet HUD’s requirement of the Consolidated Plan submittal, and to secure the cities’ initial access to CDBG and HOME funding.

Based on the most current information, the following recommendations were provided for City Council consideration on April 6.

- 1) Conduct the CDBG public hearing on May 18, 2020; close the public hearing; and take action that evening. It is desired that Lakewood maintain a similar adoption schedule as Tacoma.
- 2) Given the content of the Draft Consolidated Plan, it is recommended that the CDBG funds be used to support housing programs as is outlined in Scenario 3 (\$561,863.07) with no funds towards capital and/or economic development projects or services.
- 3) The City use a portion of its HOME funds to establish a tenant-based rental assistance (TBRA) program, \$148,464.00.
- 4) Amend the CDBG Citizen Participation Plan (CPP) allowing the City Council to conduct virtual public hearings<sup>2</sup>.
- 5) Once available, use CARES Act funding to provide public service and economic development assistance.
- 6) Amend the Consolidated Plan and Action Plan later this year incorporating CARES Act funding (Public Services & Economic Development).
- 7) CDBG team shall monitor the proposed relief funds and provide updates to the City Manager.
- 8) Advertise the 30-day public hearing as soon as possible.

**Joint Consolidated Plan:** Every five years, HUD requires state and local governments to produce a 5-YR Consolidated Plan, an Annual Action Plan, and Analysis of Impediments to Fair Housing to receive federal funding from the Community Development Block Grant (CDBG) and HOME Investment Partnerships Program (HOME).

For the Tacoma-Lakewood HOME Consortium, the FY 2020-24 Consolidated Plan (ConPlan or Plan) is required to be submitted to HUD as a joint plan between Lakewood

<sup>2</sup> This is a minor technical amendment required by HUD.

and the City of Tacoma. As a joint plan, the document evaluates shared housing and community development needs and resources across both communities and looks to develop strategies that meet the needs of low and moderate income households on a regional Lakewood-Tacoma basis. The Plan is typically developed with broad strokes, allowing flexibility of action to both Tacoma and Lakewood over the five year period which the plan covers.

Lakewood and Tacoma have contracted with Enterprise Community Partners to complete the 5-YR 2020-2024 ConPlan. Enterprise is a nonprofit, nonstock 501(c)(3) corporation organized in the State of Maryland with extensive background in the funding and development of affordable housing opportunities, and in the creation of affordable housing and community development strategic plans<sup>3</sup>.

**What exactly is the Consolidated Plan and what does it do?** The consolidated planning process serves as a framework for identifying a City's long-term housing, homeless, and community development needs and provides a strategic plan for how a community intends to expend CDBG and HOME dollars to meet those needs. The purpose of the Plan is to create a consistent long-term (5 year) vision to carry out activities consistent with HUD's national objectives, which are to: 1) Provide decent housing; 2) Provide a suitable living environment, and; 3) Expand economic opportunities. The Plan lays the framework from which a jurisdiction then focuses its annual expenditure on a specific set of needs and goals identified in the broader 5-YR Plan.

Components of the 5-YR Consolidated Plan include:

- Consultation and Citizen Participation;
- Housing and Homeless Needs Assessment;
- Housing Market Analysis;
- Assessment of Economic and Employment Conditions;
- Assessment of Available Resources;
- Five Year Strategic Plan; and
- Annual Action Plan.

**Annual Action Plan:** Activities identified as a part of the 5-YR ConsPlan are carried out on an annual basis through Annual Action Plans (July 1 – June 30). Annual Action Plans provide specific activities and funding actions to be carried out to meet goals and objectives identified in the 5-YR Plan. Both Lakewood and Tacoma create Annual Action Plans designed to address specific needs as identified in the Consolidated Plan.

Unless otherwise directed by the City Council it is recommended that the Annual Action Plan for FY 2020 (July 1, 2020 – June 30, 2021) continue to focus on community and economic development needs related to: improving infrastructure and facilities; economic development; and the expansion of affordable housing choice for low and moderate income individuals. Basic services and homeless prevention activities would be secondary options.

**What is an analysis of impediments to fair housing?** An Analysis of Impediments to Fair Housing (AI) identifies specific impediments or obstacles faced by a jurisdiction's population, especially those faced by low and moderate income households. Once

<sup>3</sup> As part of the Consortium, Tacoma is the lead entity. Tacoma hired Enterprise to prepare the 5-YR Consolidated Plans, and Annual Action Plans for both communities.

identified, the AI then identifies specific goals to ameliorate those impediments, thus ensuring fair housing choice for all of its citizenry.

Examples of Impediments to Fair Housing include:

- Discrimination based upon race, religion, sex, age, etc.;
- Lack of accessible housing stock for persons with disabilities;
- Discriminatory lending policies or practices;
- Lack of infrastructure or access to transportation;
- Zoning or planning policies unfairly restricting the development of affordable housing; and/or
- Access to fair housing information for persons who do not speak English or with limited English speaking abilities.

As a requirement of funding, each jurisdiction is required to conduct an assessment of impediments to fair housing choice and submit it to HUD along with its 5-YR Consolidated Plan. For 2020, Lakewood and Tacoma will be conducting an update of our existing AI's to reflect current market conditions. This information is not available as part of the report.

**CDBG & HOME programs:** The 5-YR ConPlan provides direction for funding both the CDBG and HOME programs. The City's CDBG programs are administered by City staff as a direct entitlement community; the HOME program is jointly administered with Tacoma serving as the "lead entity." As part of the consortium agreement with Tacoma, the Tacoma Community Redevelopment Authority (TCRA), in consultation with Lakewood, is authorized to review Lakewood's (HOME) housing loans and proposals for housing development projects and make funding decisions based on projects which meet the lending criteria of the TCRA. The TCRA funds Lakewood projects out of Lakewood's portion of the grant.

CDBG funds must be used to meet specific HUD national objectives and may be used to fund activities benefiting low and moderate income individuals. Eligible funding categories include:

- Housing;
- Public Services;
- Physical/Infrastructure Improvements; and
- Economic Development.

HOME funds must be used to create safe, decent, affordable housing opportunities to low and moderate income individuals. Eligible activities include:

- Single family housing construction or rehabilitation;
- Multifamily construction and rehabilitation;
- Homebuyer activities (down payment assistance); and
- Tenant-based rental assistance.

**Previous years' expenditures.** TABLE 1 outlines Lakewood CDBG expenditures from 2000 through 2019.

**TABLE 1**  
**CDBG Expenditure by Funding Priority (including Program Income\*)**

**TABLE 1  
CDBG Expenditure by Funding Priority (including Program Income\*)**

Year	Physical/ Infrastructure	Housing	Public Service	Economic Development	Admini- stration	Section 108 Loan Payment
2000	\$537,860.10	\$102,275.13	\$34,030.65	\$0.00	\$103,618.22	\$0.00
2001	\$250,286.87	\$126,611.96	\$60,022.92	\$0.00	\$153,428.50	\$0.00
2002	\$451,438.00	\$357,309.63	\$78,145.68	\$0.00	\$144,068.86	\$0.00
2003	\$399,609.05	\$350,528.50	\$76,294.76	\$0.00	\$161,200.00	\$0.00
2004	\$294,974.47	\$407,591.69	\$80,490.00	\$0.00	\$136,552.91	\$0.00
2005	\$86,156.39	\$359,033.03	\$68,336.00	\$0.00	\$130,879.53	\$0.00
2006	\$164,000.00	\$486,607.03	\$70,645.37	\$0.00	\$99,091.68	\$0.00
2007	\$0.00	\$427,346.00	\$66,380.17	\$0.00	\$96,940.46	\$0.00
2008	\$9,871.81	\$412,526.83	\$66,818.21	\$0.00	\$108,065.99	\$0.00
2009	\$20,000.00	\$433,021.09	\$64,920.04	\$0.00	\$127,986.46	\$0.00
2010	\$522,544.00	\$133,536.78	\$84,394.14	\$31,947.85	\$131,686.11	\$0.00
2011	\$185,481.69	\$268,584.51	\$86,187.73	\$0.00	\$123,853.80	\$0.00
2012	\$0.00	\$280,854.87	\$34,701.05	\$0.00	\$100,871.31	\$0.00
2013	\$284,851.80	\$301,829.41	\$3,545.40	\$13,229.84	\$98,881.36	\$0.00
2014	\$160,000.00	\$188,138.86	\$48,065.71	\$0.00	\$108,853.98	\$0.00
2015	\$320,000.00	\$85,806.36	\$0.00	\$0.00	\$98,363.40	\$0.00
2016	\$321,937.57	\$164,351.72	\$0.00	\$0.00	\$106,967.67	\$0.00
2017	\$266,002.50	\$89,039.67	\$0.00	\$0.00	\$96,106.18	\$49,311.26
2018	\$300,000.00	\$210,376.36	\$0.00	\$0.00	\$102,580.28	\$49,812.66
2019	\$0.00 <sup>4</sup>	\$73,385.91	\$0.00	\$0.00	\$33,291.64	\$383.64
<b>TOTAL</b>	<b>\$4,575,014.25</b>	<b>\$5,258,755.34</b>	<b>\$922,977.83</b>	<b>\$45,177.69</b>	<b>\$2,263,288.34</b>	<b>\$99,507.56</b>
<i>*Program Income Included in Total</i>	<i>0.00</i>	<i>\$559,959.06</i>	<i>\$0.00</i>	<i>\$10,179.52</i>	<i>\$155,179.29</i>	<i>\$0.00</i>

**5 YR Draft Consolidated Plan.** The Draft ConPlan is attached hereto. The Draft Plan indicates that the City’s primary need is in the housing category. In FY 2020, Lakewood will receive a total of \$596,006 in CDBG funds, an increase of 5.8 percent from the previous year’s allocation of \$563,124. Three scenarios have been drafted for Council review. These scenarios reflect the more traditional approaches in how the City has chosen to expend CDBG and HOME funds. However, in light of recent events, some non-traditional approaches have also been included in this report. They follow the after the three scenarios.

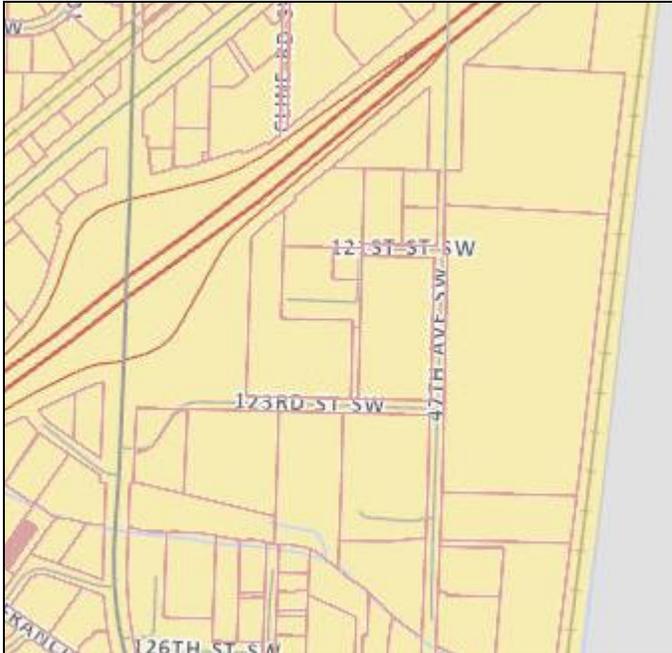
**Before we go too far, some explanation of HUD’s administrative costs is necessary.** In reviewing the scenarios, some clarification is required to explain administrative costs. Under HUD’s program guidelines, administrative costs are not to exceed 20 percent. To most people, that number seems awfully high, and should be much lower. HUD’s program requirements, however, are unique; they were not designed for efficiencies. The administrative allocation covers the following items.

<sup>4</sup> This number is zero since there were no infrastructure drawdowns from HUD’s Integrated Disbursement & Information System (IDIS) in that fiscal year.

- HUD audit requirements (which are significant & time consuming). In the past, Tacoma has received audit findings, Lakewood has not. Almost all HUD documents are still in paper format. HUD continues to require paper copies for all original documentation.
  - Section 3 reporting (auditing procedure assuring that federal funds are going to low- and very low income persons, particularly those who are recipients of government assistance for housing, and to business concerns which provide economic opportunities to low- and very low-income persons).
  - Davis-Bacon construction monitoring/4710 labor reporting.
  - Integrated Disbursement & Information System (IDIS) computer-based activity reporting.
  - Auditing of the housing rehabilitation programs (single-family homeowner rehabilitation), down payment assistance, and the affordable housing fund (HOME funds - investments primarily with Habitat for Humanity and various non-profit housing providers. All of these programs have corresponding Revolving Loan Funds (RLF) for each of the funded activities.
  - General monitoring of programs for compliance.
  - Annual, quarterly, and monthly reporting activities, including review of the annual action plan.
  - Minority Business Enterprise (MBE) & Women-Owned Businesses (WBE) reporting.
  - Quarterly SF 425 reporting (OMB requirement separate from HUD).
  - HOME rent and household income reporting.
  - Auditing of the major home repair/sewer loan program, down payment assistance, multi-family housing, and economic development activities (microenterprise loan program). All of these programs have corresponding Revolving Loan Funds (RLF) for each of the funded activities.
  - Sub-recipient monitoring of all organizations receiving CDBG and HOME funding.
-

**Scenario 1 (TABLE 2):** Shows a funding proposal that continues to focus on infrastructure development in the Springbrook Neighborhood where such infrastructure is presently lacking (47th Avenue SW – street improvements), see FIGURE 1, and the expansion and preservation of affordable housing choices for low income homeowners. Under this scenario, the minimum infrastructure amount needed for street improvements is \$150,000. No funding is provided for public services or economic development.

**FIGURE 1**



The project site extends from the south side of the I-5/47<sup>th</sup> Avenue SW Bridge to the north side of Clover Creek.

<b>SCENARIO 1 (TABLE 2) CDBG PROGRAM YEAR 2020</b>			
	<b>CDBG Allocation 2020</b>	<b>CDBG Reprogram 2019</b>	<b>TOTAL 2020 Funding</b>
<b>PHYSICAL/INFRASTRUCTURE (No percentage cap)</b>			
City of Lakewood – 47 <sup>th</sup> Avenue SW Roadway Improvements (this is the street located south of I-5, across the overpass in the Springbrook Neighborhood. Improvements would include paved surface, curb, gutter, sidewalk, street lights, & landscaping.)	\$220,000.00	\$0	\$220,000.00
<b>Subtotal- Physical Improvements</b>	<b>\$220,000.00</b>	<b>\$0</b>	<b>\$220,000.00</b>
<b>PUBLIC SERVICE (15 percent Cap)</b>			

**SCENARIO 1  
(TABLE 2)  
CDBG PROGRAM YEAR 2020**

	<b>CDBG Allocation 2020</b>	<b>CDBG Reprogram 2019</b>	<b>TOTAL 2020 Funding</b>
<b>Subtotal- Public Service</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>
<b>HOUSING (No percentage cap)</b>			
Major Home Repair/Sewer Loan Program	\$246,804.80	\$40,058.27	\$286,863.07
Emergency Assistance for Displaced Residents	\$0	\$45,000.00	\$45,000.00
CDBG funding of HOME Housing Services	\$10,000.00	\$0	\$10,000.00
<b>Subtotal- Housing</b>	<b>\$256,804.80</b>	<b>\$85,058.27</b>	<b>\$341,863.07</b>
<b>ECONOMIC DEVELOPMENT (No percentage cap)</b>			
<b>Subtotal- Economic Development</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>
<b>OTHER/ADMIN (20% percent Cap)</b>			
Administration	\$119,201.20	\$0	\$119,201.20
<b>Subtotal- Administration</b>	<b>\$119,201.20</b>	<b>\$0</b>	<b>\$119,201.20</b>
<b>TOTAL</b>	<b>\$596,006.00</b>	<b>\$85,058.27</b>	<b>\$681,064.27</b>

Note: Table includes the reallocation of 2018 Administration - \$38,870.93; 2018 Section 108 Interest Repayment - \$1,187.34; and 2019 WorkForce Central Apprenticeship - \$45,000.

**Scenario 2 (TABLE 3):** Removes the public infrastructure component, and replaces it with an unidentified public service proposal, and an economic development loan program.

Regarding the public service proposal, the proposer would be required to either introduce a new program, or increase an existing service level, and services provided would need to benefit low income persons directly or be associated with a program serving a clearly defined low income area. If the proposer intends to use other groups to perform services, then they would also be subject to monitoring via a sub-recipient requirement. A sub-recipient is defined as a non-federal entity that receives a sub-award from a pass-through entity to carry out part of a federal program, but does not include an individual that is a beneficiary of such program. A sub-recipient checklist, 50-pages in length, is attached.

The proposed loan program is easy to implement; however, for every increment of \$35,000 in the loan amount, the business would be required to create or retain one FTE. In either of the two scenarios, there were no changes in the funding housing category.

<b>SCENARIO 2 (TABLE 3) CDBG PROGRAM YEAR 2020</b>			
	<b>CDBG Allocation 2020</b>	<b>CDBG Reprogram 2019</b>	<b>TOTAL 2020 Funding</b>
<b>PHYSICAL/INFRASTRUCTURE (No percentage cap)</b>			
<b>Subtotal- Physical Improvements</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>
<b>PUBLIC SERVICE (15 percent cap)</b>			
Housing instability, financial services, etc.	\$89,400.90	\$0	\$89,400.90
<b>Subtotal- Public Service</b>	<b>\$89,400.90</b>	<b>\$0</b>	<b>\$89,400.90</b>
<b>HOUSING (No percentage cap)</b>			
Major Home Repair/Sewer Loan Program	\$246,804.80	\$40,058.27	\$286,863.07
Emergency Assistance for Displaced Residents	\$0	\$45,000.00	\$45,000.00
CDBG funding of HOME Housing Services	\$10,000.00	\$0	\$10,000.00
<b>Subtotal- Housing</b>	<b>\$256,804.80</b>	<b>\$85,058.27</b>	<b>\$341,863.07</b>
<b>ECONOMIC DEVELOPMENT (No percentage cap)</b>			
Loan program for local businesses	\$130,599.10	\$0	\$130,599.10
<b>Subtotal- Economic Development</b>	<b>\$130,599.10</b>	<b>\$0</b>	<b>\$130,599.10</b>
<b>OTHER/ADMIN (20 percent cap)</b>			
Administration	\$119,201.20	\$0	\$119,201.20
<b>Subtotal- Administration</b>	<b>\$119,201.20</b>	<b>\$0</b>	<b>\$119,201.20</b>

**SCENARIO 2  
(TABLE 3)  
CDBG PROGRAM YEAR 2020**

	<b>CDBG Allocation 2020</b>	<b>CDBG Reprogram 2019</b>	<b>TOTAL 2020 Funding</b>
<b>TOTAL</b>	<b>\$596,006.00</b>	<b>\$85,058.27</b>	<b>\$681,064.27</b>

Note: Table includes the reallocation of 2018 Administration - \$38,870.93; 2018 Section 108 Interest Repayment - \$1,187.34; and 2019 WorkForce Central Apprenticeship - \$45,000.

**Scenario 3 (TABLE 4):** Given the content of the Consolidated Plan, which states the City has significant housing issues, have all primary funds go to housing programs. This scenario anticipates the City receiving additional CDBG funds as part of the CARES act which could then be focused on economic development and public services activities.

<b>SCENARIO 3 (TABLE 4) CDBG PROGRAM YEAR 2020</b>			
	<b>CDBG Allocation 2020</b>	<b>CDBG Reprogram 2019</b>	<b>TOTAL 2020 Funding</b>
<b>PHYSICAL/INFRASTRUCTURE (No percentage cap)</b>			
<b>Subtotal- Physical Improvements</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>
<b>PUBLIC SERVICE (15 percent cap)</b>			
<b>Subtotal- Public Service</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>
<b>HOUSING (No percentage cap)</b>			
Major Home Repair/Sewer Loan Program	\$466,804.80	\$40,058.27	\$506,863.07
Emergency Assistance for Displaced Residents	\$0	\$45,000.00	\$45,000.00
CDBG funding of HOME Housing Services	\$10,000.00	\$0	\$10,000.00
<b>Subtotal- Housing</b>	<b>\$566,804.80</b>	<b>\$85,058.27</b>	<b>\$561,863.07</b>
<b>ECONOMIC DEVELOPMENT (No percentage cap)</b>			
<b>Subtotal- Economic Development</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>
<b>OTHER/ADMIN (20 percent cap)</b>			
Administration	\$119,201.20	\$0	\$119,201.20
<b>Subtotal- Administration</b>	<b>\$119,201.20</b>	<b>\$0</b>	<b>\$119,201.20</b>
<b>TOTAL</b>	<b>\$596,006.00</b>	<b>\$85,058.27</b>	<b>\$681,064.27</b>
Note: Table includes the reallocation of 2018 Administration - \$38,870.93; 2018 Section 108 Interest Repayment - \$1,187.34; and 2019 WorkForce Central Apprenticeship - \$45,000.			

**HOME funding:** For FY 2020, Lakewood will receive \$331,627 in HOME funding, an increase of 7.1 percent from the previous year’s allocation of \$309,690. The City Council has traditionally funded two affordable housing programs to meet HOME program requirements of providing safe, decent, affordable housing options to low-income households through acquisition, new construction, rehabilitation, and homebuyer assistance: 1) Affordable Housing Fund; and 2) Housing Rehabilitation Program.

Additionally, 10 percent of Lakewood’s HOME allocation will be used by Tacoma to provide accounting and administrative functions as provided in the consortium agreement.

Proposed HOME funding allocations are listed below in TABLE 5.

<b>TABLE 5 HOME PROGRAM YEAR 2020 – LAKEWOOD’S SHARE</b>	
Housing Rehabilitation Program	\$98,464.00
Affordable Housing Loan Fund	\$200,000.00
Administration (10% Tacoma)	\$33,163.00
<b>TOTAL</b>	<b>\$331,627.00</b>

**HOME Tenant-Based Rental Assistance (TBRA):** There is a third HOME program that the City Council has not yet used. HOME permits participating jurisdictions to create flexible programs that provide assistance to individual households to help them afford the housing costs of market-rate units. These programs are known as "tenant-based rental assistance," or TBRA. TBRA programs may be carried out directly by a local jurisdiction or may be conducted through sub recipients (i.e., non-profit providers, or a local Public Housing Authority (PHA)).

There are many different types of TBRA programs, but the most common type provides payments to make up the difference between the amount a household can afford to pay for housing and the local rent standards. Other TBRA programs help tenant pay for costs associated with their housing, such as security and utility deposits.

HOME TBRA programs differ from other types of HOME rental housing activities in three key ways:

- TBRA programs help individual households, rather than subsidizing particular rental projects.
- TBRA assistance moves with the tenant—if the household no longer wishes to rent a particular unit, the household may take its TBRA and move to another rental property.
- The level of TBRA subsidy varies—the level of subsidy is based upon the income of the household, the particular unit the household selects, and the PJ’s rent standard (rather than being tied to the PJ’s high and low HOME rents).

TBRA Benefits:

- Provides flexibility for households – allows renter to choose location of rental unit.
- Jurisdiction can tailor TBRA program as it needs to meet the distinctive community housing need (i.e. persons with special needs, targeted income levels, households at risk of homelessness due to economic conditions).

- Less expensive than new low-income housing development (important in communities with high vacancy rates, limited HOME funds, or where large public subsidies are needed to spur development).
- Easy to terminate if tenant fails to meet program requirements.
- Does not pose long-term financing obligation.

Program Requirements:

- At least 90% of families assisted must have incomes at or below 60% AMI (cannot serve households exceeding 80% AMI).
- Establish written policy if program serves preferred clientele (i.e. persons with disabilities, elderly, minimum residency, self-sufficiency program, homebuyer program).
- Rental unit must meet Section 8 Housing Quality Standards (HQS).
- Requires one year lease.
- Jurisdiction can determine rent subsidy to be paid; however, the jurisdiction must establish a minimum TBRA payment (jurisdiction can determine) and a maximum TBRA payment (difference between 30% of household's adjusted monthly income and jurisdiction-wide rent standard, i.e. HUD Fair Market Rent).

**Should Council wish to fund a TBRA program, TABLE 6 provides staff's funding recommendations for such a program.**

<b>TABLE 6 HOME PROGRAM YEAR 2020 – LAKEWOOD'S SHARE</b>	
TBRA Program	\$148,464.00
Affordable Housing Loan Fund	\$150,000.00
Administration (10% Tacoma)	\$33,163.00
<b>TOTAL</b>	<b>\$331,627.00</b>

**Emergency Fund for Small Businesses:** This is a fund to provide emergency assistance in the form of working capital grants in amounts up to \$10,000 to qualifying small businesses. Grants may be used to cover the day-to-day operating expenses of the business, such as payroll or losses due to destabilizing events. The following is the investment criteria for financial support:

- The business owner must have a low- or moderate-income ( $\leq 80\%$  of the Area Median Income);
- The business must have five employees or less;
- The business must have a physical establishment (it is recommended that home-based businesses be excluded from this program);
- The business must have experienced a loss of income due to COVID-19;
- The business must be located within Lakewood.

Regarding the emergency fund, the City's CDBG allocation is modest. If the entire amount were allocated under this category, the City could assist about 56 businesses. Lakewood has over 4,000 businesses; it is estimated that around 1,500 businesses that may meet the criteria above. It is possible to decrease the awards from \$10,000 to \$5,000, thereby increasing the level of assistance from 56 to 112 businesses.

Another issue is the limited size of CDBG program in Lakewood. Current personnel is two FTEs. In addition to CDBG assignments, they also perform dangerous building abatements and rental housing program administration and inspections.

These two FTEs process the following number of active loans:

- Down Payment Assistance - 18 loans with \$38,856.74 outstanding;
- Major Housing Rehab Projects - 79 loans with \$1,035,665.08 outstanding;
- Major Sewer: 9 loans with \$77,746.34 outstanding;
- Physical Improvements (LASA) - \$250,000 outstanding;
- Nisqually - 2 loans with \$1,805.43 outstanding;
- PWTF - 20 loans with \$39,451.59 outstanding; and
- 43 to 45 HOME loans with an outstanding balance of \$2.5 to \$3 million<sup>5</sup>. HOME funds, plus NSP funding, were used to construct over 34-single family homes in the Tillicum Neighborhood. This was done in partnership with Habitat for Humanity. This year and into 2021, Habitat is also proposing to build another nine units, also in Tillicum.

There is concern about adding new programs without having adequate financing and personnel. The impact is not only within the community & economic development department, but administrative services as well. One way to resolve this is to have the City's economic development manager identify and qualify eligible businesses for the small business emergency fund with oversight from the CDBG program manager. However, that means the City's general fund is being used to subsidize this particular CDBG program.

<sup>5</sup> The HOME dollars are approximate; Tacoma operates Lakewood's HOME program. As a side note, entitlement agencies have a limited amount of time to spend funds, or they are taken away by HUD. In years past, sometimes Tacoma does not have HOME projects, but are up against the timeline to spend money. When this occurs, Tacoma will offer up HOME dollars to Lakewood.

This proposal is not supported by the City Manager. If this something the City Council wants to pursue, options could be developed, albeit they may be limited.

It is recommended that that small business emergency fund not be used as part of this allocation. Instead, consider such a program with the funding that comes available under the CARES Act.

**Funding Nonprofit Agencies using CDBG Funds:** It is possible to fund non-profit groups, but it is not easy because of HUD's underlying rules and regulations. Nonprofit activities fall under the public service category, unless there is a job creation/retention activity, or a large scale type economic development project. Job retention for nonprofits means they pass funding along to a business to retain an employee, not for retention of their nonprofit employees.

The manner in which CDBG would fund a nonprofit would generally fall into one of three categories:

- If the nonprofit provides a service to a group of low income persons (like job training, human services projects, or producing a good or service available to an area where 51% are low income persons, etc.);
- If the nonprofit conducts an economic development project it would typically result in job creation or retention of LMI persons (not eligible for the small business/microenterprise loan/grant program); or
- If the nonprofit were to develop a property for some economic development purpose like an incubator, a port, renovate a building for economic development uses, etc.

If a nonprofit is proposing to provide emergency small business assistance as the City is proposing using CARES Act funding that would not qualify for this type of assistance.

Additional caution on nonprofits carrying out economic development proposals. The City would require either a services agreement, or a very detailed economic development agreement. There is reluctance to use this approach, specific to economic development, unless the recipients were very skilled with economic development assistance programs. Two attempts have been made by the City to use CDBG funds for this purpose, one with the Lakewood Chamber of Commerce and the other with WorkForce, with no success.

New programs should be designed with efficacy in mind. Programs designed without sub-recipient agreements are preferred<sup>6</sup>.

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<sup>6</sup> For groups that receive HUD funding unfamiliar HUD's auditing requirements, these can be challenging documents. A sub-recipient agreement is required for the agency initially receiving the award, and for any pass-through recipient.

**What does the calendar look like?** TABLE 7 lists the CDBG/Home Milestones & upcoming dates.

<b>TABLE 7 CDBG/HOME MILESTONES &amp; UPCOMING DATES</b>	
<b>Date</b>	<b>Action</b>
November 19, 2019	Executed contract with Enterprise to assist in the promulgation of Lakewood’s Consolidated Plan and Analysis of Impediments.
Nov 2019 – Feb 2020	Conduct citizen outreach, including Councils, boards, nonprofits, housing providers, religious institutions, neighborhood associations, stakeholders, etc.
Dec 2019 – Feb 2020	Conduct Needs Assessment of housing and community development needs. Conduct Market Analysis including housing and economic trends, barriers to affordable housing and population demographics.
January 27, 2020	City Council strategy session with consultant- Enterprise.
February – April, 2020	Create Strategic Plan for 5-Yr Consolidated Plan.
April 2020	Create Draft 5-YR Consolidated Plan
April 29, 2020	Planning Commission review of Draft 5-YR Consolidated Plan, 2020 Annual Action Plan, and AI.
April 2020 <i>(Tentative)</i>	CSAB review of Draft 5-YR Consolidated Plan, 2020 Annual Action Plan, and AI.
April 21, 2020 <i>(Tentative)</i>	Tacoma City Council public hearing on the Draft 5-YR Consolidated Plan and 2020 Annual Action Plan.
April 10, 2020 through May 18, 2020 <i>(Tentative)</i>	Citizen 30-day review and comment period.
May 18, 2020 <i>(Tentative)</i>	Lakewood City Council public hearing on the Draft 5-YR Consolidated Plan and 2020 Annual Action Plan.
May 18, 2020 or June 1, 2020 <i>(Tentative)</i>	Lakewood City Council adopts 5-YR Consolidated Plan & Annual Action Plan.
May 18, 2020 <i>(Tentative)</i>	Tacoma City Council adopts 5-YR Consolidated Plan & Annual Action Plan.
May 19, 2020 or June 2, 2020 <i>(Tentative)</i>	Lakewood/Tacoma submits 5-YR 2020-24 Consolidated Plan, 2020 Annual Action Plan, and AI to HUD.
No later than August 15, 2020	Begin new program year.

**Recap of recommendations to City Council on April 6, 2020:**

1. Conduct the CDBG public hearing on May 18, 2020; close the public hearing; and take action that evening.
2. Adopt Scenario 3 (\$561,863.07) with no funds towards capital and/or economic development projects or services.
3. Use a portion of the City's HOME funds to establish a new tenant-based rental assistance (TBRA) program in the amount of \$148,464.00.
4. Amend the Consolidated Plan and Action Plan later this year, incorporating CARES Act funding for public service and economic development assistance.

Attachments:

Draft 5 YR Consolidated Plan  
PPT presentation

# Tacoma-Lakewood 2020-2025 Consolidated Plan

April 29, 2020 Planning Commission



# Presentation Overview

- Present key findings from needs assessment and market analysis
- Share proposed Strategic Plan
- Gather feedback and discuss next steps



# Consolidated Plan Schedule



## Assess & Identify

Dec-Jan

Assess needs, analyze market, identify barriers and fair housing impediments



## Prioritize & Align

February

Prioritize needs and impediments to address  
Align with other plans



## Decide

March-April

Develop goals, strategies, and actions  
Draft Con Plan and gather feedback



## Act

May onward

Adopt Con Plan  
Implement Year 1 Action Plan



The draft ConPlan was published for public comment on March 23, 2020. A public hearing was held on April 20, 2020. The City Council is scheduled to adopt the ConPlan on May 4.





# Needs Assessment and Market Analysis Highlights



# Housing Problem – Cost Burden

- Cost burden represents the most common housing problem in Lakewood.
  - 3,650 severely cost-burdened renter households (paying over 50% of income on rent):
    - 68% earn less than 30% AMI and
    - 26% earn between 31% and 50% AMI.
  - 6,824 cost-burdened renter households (paying 31%-50% of income on rent),
    - 44% earn less than 30% AMI and
    - 53% earn between 31% and 80% AMI.

These high numbers of cost-burdened renter households reflect the fact that all types of housing are expensive in Western WA, and very few rental units are available at rent levels that are affordable for the lowest income households.



# Housing Problem – Cost Burden

Housing **cost burden** is the most common housing problem in Lakewood, but **low-income renters** are disproportionately impacted.

- 68% of *severely* cost-burdened renters earn less than 30% AMI
- 44% of cost burdened renters earn less than 30% AMI

**Single, elderly-households** are also disproportionately impacted.

- 94% of single elderly renter households in Tacoma and Lakewood experience cost burden and earn less than 80 percent of AMI.



# Housing Problem – Cost Burden

- For homeowners, the cost burden picture looks a little different.
  - Of the 1,064 homeowners experiencing severe cost burdens,
    - 28% earn 30% AMI or less,
    - 31% earn between 31% and 50% AMI and
    - 23% earn between 51% and 80% AMI.
  - For homeowners who are cost burdened,
    - 23% earn between 51% and 80% AMI,
    - 21% earn between 31% and 50% AMI.

Again, the limited number of homes that are affordable to the lowest income households drives these numbers significantly. Increasing the level of affordability for both renters and homeowners would help reduce the percentage of households that spend more than 30% of their income on housing.

# Housing Problem - Overcrowding

**Overcrowding** is the second most common housing problem in Lakewood, with **low-income households with children** most impacted.

- 79% of renter households with children that experience overcrowding make below 80% AMI.
  - 0% - 30% AMI:
    - 33% of 2,740 renter households with children experiencing overcrowding
  - 31%-80% AMI:
    - 46% of 2,740 renter households with children experiencing overcrowding



# Housing Problems - Multiple

- Low-income households experience higher incidents of housing problems, including severe housing problems
- In some income categories, Pacific Islanders, American Indian and Alaska Natives, and African Americans experience disproportionate housing problems
- 46% of Lakewood's households of any race or ethnicity earning between 0%-30% AMI report one or more housing problems
  - 60% of Pacific Islander households (349 households) in this income level experience at least one housing problem, which meets the threshold of experiencing a disproportionately greater need.

# Housing Problem - Multiple

- In the 30%-50% AMI income category, a number of race or ethnicity categories demonstrate that there is a disproportionately greater need beyond the city's 88% rate.
  - 100% of American Indian and Alaska Native, African American and Pacific Islander households report having one or more housing problems, which represents a disproportionately greater need in all three groups (369 total households: 14 Native American/Alaska Native; 305 African American; 50 Pacific Islander).
- For households earning between 50%-80% AMI only Pacific Islander households demonstrate a disproportionately greater need, with a 39% higher rate of households reporting one or more housing problems (95 households).
- In the 80%-100% AMI income category, no group demonstrated a disproportionately greater need.

# Housing Problem - Multiple

- 80% of households earning 0%-30% AMI report severe housing problems.
  - 100% of both American Indian and Alaska Native households and Pacific Islander households at this income level report one or more severe housing problems (135 households) at a rate 20% higher than the jurisdiction as a whole.

In the 30%-50% income category no one race, or ethnic group demonstrates the threshold for disproportionately greater need at the 0-30% AMI income level. Lakewood as a whole reported a rate of 88%.

# Housing Problem - Multiple

- For households earning between 50% and 80% AMI, 48% of households across Lakewood reported having one or more severe housing problems.
  - Only Pacific Islander households at this income level experienced disproportionately greater need, with a 20% higher incidence than the jurisdiction as a whole, which meets the threshold for disproportionately greater need.
- In the 80% to 100% income category, no group demonstrated a disproportionately greater need.

# Housing Market

Owner/Renter	Lakewood
Median home value*	\$232,600
Median monthly owner cost w/ mortgage	\$1,674
Median monthly owner cost w/o mortgage	\$578
Median gross rent	\$926

\*Owner estimates. Source: 2013-2017 ACS 5-Year Estimates

Income Measures*	Lakewood
Median household	\$47,636
Median family	\$58,266
Median earnings male**	\$42,160
Median earnings female**	\$36,333
Median earnings workers	\$28,944
Per capita	\$26,982

\*Income in the last 12 months; 2013 inflation-adjusted dollars

Source: 2013-2017 ACS 5-Year Estimates

Lakewood has lower **housing costs** on average compared to County and State, but housing costs still outpace Lakewood's lower **household incomes**, especially for low-income households



Housing costs in Lakewood are lower on average than in Pierce County and Washington State. However, broader trends in the metro area suggest that these prices are still out of pace with household incomes. These trends are likely to especially impact the lowest income households, since there are few options priced for them and available subsidies have not kept pace with the market – Fair Market Rents and HOME rents have increased slower than overall increases in median home values and contract rents and are lower, on average across bedroom sizes, than the average rent in both Lakewood and Tacoma.

The 2015 State of Washington Housing Needs Assessment points to rising costs of housing in Washington between 2000 and 2012 (in constant dollars). The median gross rent between 2000 and 2012 rose from \$663 to \$951. The increase, if due to inflation alone, would have resulted in a median gross rent of \$884 in 2012 and \$943 in 2017. However, in 2017 the median gross rent for Washington was \$1,120. Sources: Mullin & Lonergan Associates. (2015). State of Washington Housing Needs Assessment, January 2015. Affordable Housing Advisory Board. 2013-2017 ACS 5-Year Estimates.

Similarly, the median owner-estimated values of owner-occupied units in Washington rose from \$168,300 in 2000 to \$272,900 in 2012 which was an inflation adjusted increase of about 22%. However, from 2012 to 2017, that rate slowed. With inflation, the 2012 price would have been \$291,190 in 2017 yet it was \$286,800.

Median household and median family income in Lakewood were lower than in Pierce County and Washington. Median earnings for males working full-time, year-around was about 16% higher than that for female workers working full-time, year-around in Lakewood. This may be the result of occupations selected by or available to women based on training or preference. Median income from earnings for all workers in Lakewood was \$28,944 – well below the median for full-time workers. This suggests that a substantial share of workers were employed part-time or for part of the year.

# Housing Market

The number of Racially or Ethnically Concentrated Areas of Poverty (R/ECAPs) is increasing:

- In 2010 there was one census tract (718.06) that qualified as a racially or ethnically concentrated area of poverty (R/ECAP).
- The 2018 5-year ACS estimates indicate that this census tract is still a R/ECAP, and three additional tracts now do (717.04, 718.05, 718.07)



# Housing Market

- **Areas Where Racial or Ethnic Minorities or Low-Income Families Are Concentrated**
  - In 2010, there was one Census Tract in Lakewood that was considered a racially and ethnically concentrated area of poverty: 718.06. This tract had a non-white population that is greater than or equal to 50% and met either of the following poverty criteria: the poverty rate of a tract is 1) higher than 40% or 2) more than three times the average poverty rate of tracts in the metropolitan area. Per the 2018 5-Year American Community Survey Estimates, that tract still met both criteria in 2018. Additionally, three more tracts in Lakewood now meet these criteria: 717.04, 718.05, and 718.07.
- **Characteristics of the Market in These Areas**
  - These areas tend to have fewer homes built before 1980, compared to the share of homes built in this time period across Lakewood. These areas are majority renter-occupied and more than 10% of renters in these areas are receiving housing subsidies (project- or tenant-based). Even so, more than 50% of renters in these areas experience cost-burden. More than 30% of owners in these areas also experience cost-burden.



# Strategic Plan



- Tacoma and Lakewood are a HOME Consortium and prepared a shared 5 Year Strategic Consolidated Plan. This ConPlan outlines ways both communities can be responsive to priority needs over the next five years through continuing other longstanding approaches.
- Each city will continue to prepare Annual Action Plans unique to their respective jurisdiction to implement the ConPlan. Tacoma, through the Tacoma Community Redevelopment Authority, administers the HOME Consortium funds.
- The priority needs and goals in the Strategic Plan reflect community input; past studies and plans; data analysis; and direction from both cities' elected leaders. Tacoma City Council sets funding priorities every two years for use of federal entitlement funds, and Lakewood City Council sets these goals annually.
- General priorities are aligned with the Consolidated Plan and opportunities to leverage funds from other sources when possible. Priorities further reflect direction in four broad areas: housing, community development, economic development, and public services. The order of these priorities is determined based on broader opportunities and needs within each jurisdiction. Public services in both cities are also supported with General Fund dollars.

# 2015-2019 ConPlan Strategic Plan

## Goals

## Goal Outcome Indicators

**Increase and preserve affordable housing choice**

Homeowner housing rehabilitated, **25 households housing unit**

Direct financial assistance to homebuyers, **5 households assisted**

**Improve infrastructure, facilities & economic opportunity**

Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit, **32,415 Persons Assisted**

Jobs created/retained, **25 jobs**

Buildings Demolished, **12 Buildings**

**Reduce homelessness and increase stability**

Households supported thru rental assistance, **33 Households**



# Priority Needs & Populations

## Priority Needs to Address

- Housing instability among residents, including homelessness
- Limited supply of diverse rental and homeownership opportunities
- Need for accessible, culturally competent services
- Need for safe, accessible homes and facilities

## Priority Populations to Serve

- Extremely low-income households
- Very low-income households
- Immigrants
- Seniors
- People of color
- Persons living with disabilities
- Persons experiencing homelessness



# 2020-2024 ConPlan Strategic Plan

Goal Name	Funding	Goal Outcome Indicator Lakewood	Goal Outcome Indicator Tacoma
<b>Stabilize existing residents</b>	CDBG NSP	<ul style="list-style-type: none"> <li>• 5 jobs created or retained</li> <li>• 3 business assisted</li> <li>• 10-12 blighted properties demolished</li> <li>• 50 households assisted</li> </ul>	<ul style="list-style-type: none"> <li>• 36 jobs created or retained</li> <li>• 2–3 businesses assisted</li> </ul>
<b>Increase diverse rental and homeownership opportunities</b>	HOME CDBG	<ul style="list-style-type: none"> <li>• 20 households or housing units</li> </ul>	<ul style="list-style-type: none"> <li>• 735 households or housing units</li> </ul>
<b>Prevent and reduce homelessness</b>	CDBG ESG	<ul style="list-style-type: none"> <li>• 25 households assisted with emergency rental assistance</li> </ul>	<ul style="list-style-type: none"> <li>• 1,605 households assisted with homelessness services</li> </ul>
<b>Increase availability of accessible, culturally competent services</b>	CDBG ESG	<ul style="list-style-type: none"> <li>• 20 persons assisted with services activities</li> </ul>	<ul style="list-style-type: none"> <li>• 28,120 persons assisted with homelessness services</li> </ul>
<b>Support high-quality public infrastructure improvements</b>	CDBG	<ul style="list-style-type: none"> <li>• 25,775 persons benefit from public infrastructure improvements</li> </ul>	<ul style="list-style-type: none"> <li>• 12,000 persons benefit from public infrastructure improvements</li> </ul>
<b>Provide resources for urgent community needs (e.g., disaster)</b>	CDBG	None noted	<ul style="list-style-type: none"> <li>• TBD (assessed as needs arise)</li> </ul>

# 2020-2024 Expected Resources

Program	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Remainder of Con Plan
		Annual Allocation	Program Income	Prior Year Resources	Total	
<b>CDBG</b>	Acquisition; Admin & planning; Economic development; Housing; Public improvements; Public services	\$596,006	\$100,000	\$85,058.27	\$781,064.27	\$2,000,000
<b>HOME</b>	Acquisition; Homebuyer assistance; Homeowner rehab; Multifamily rental new construction; Multifamily rental rehab; New construction for ownerships	\$331,627	\$50,000	\$0	\$381,627	\$1,300,000
<b>NSP</b>	Public improvements	\$0	\$125,000	\$140,000	\$265,000	\$350,000

# Questions?





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# CITY OF LAKEWOOD DRAFT 2020-2024 CONSOLIDATED PLAN

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Department of Community and Economic Development

APRIL 7, 2020  
DRAFT CONSOLIDATED PLAN  
2020-2024 PLANNING CYCLE

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## PR-05. LEAD AND RESPONSIBLE AGENCIES – 91.200(b)

The following are the agencies and entities responsible for preparing the Consolidated Plan and those responsible for administration of each grant program and funding source.

Agency Role	Name	Department/Agency
CDBG Administrator	Dave Bugher	Community Development and Economic Department

Table 1 – Responsible Agencies

### Consolidated Plan Public Contact Information:

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## PR-10 CONSULTATION – 91.100, 91.200(b), 91.215(I)

### **Summary of Activities to Enhance Coordination**

The City of Lakewood Community and Economic Development staff routinely coordinate with City of Tacoma, as part of the HOME Consortium, and participate in regional efforts coordinating on planning efforts and service delivery. Lakewood staff participate in monthly meetings with service providers and coordinate on the development of plans and strategies. Coordination with public and assisted housing providers along with governmental agencies for health, mental health, and other services focus on economic development, transportation, public services, special needs, homelessness, and housing. As the need for affordable housing and services continues to increase, the Cities of Tacoma and Lakewood, Pierce County, and Puget Sound Regional Council continue to collaborate on long-term priorities to leverage limited funding to meet the needs of the community.

Coordination is also carried out through the Lakewood Community Services Advisory Board who provides oversight and review. Tacoma and Lakewood also coordinate service delivery with Tacoma Housing Authority (THA) and Pierce County Housing Authority (PCHA).

### **Consultation for this Planning Process**

The City of Lakewood conducted outreach and engagement activities to agencies, groups, and organizations in line with the City of Lakewood Community Development Block Grant and HOME Investment Partnership ACT Citizen Participation Plan (2019).

Below details the planned outreach conducted to these groups:

- Lakewood Planning Advisory Board: Created by City ordinance, with members appointed by the City Council, will review and make recommendations on the Con Plan. This group is planned to be engaged in late April 2020 with the objective to review the draft plan and public comments in order to provide final feedback and decisions to finalize Consolidated Plan to send to Lakewood City Council for approval.
- Lakewood Community Service Advisory Board: This is a citizens' advisory board, which recommends CDBG and HOME allocations and the Con Plan to the City Council. To the extent possible, the board includes low- and moderate-income persons, representatives of community groups, and members of minority groups. This group is planned to be engaged in late April 2020 with the objectives to review the draft plan and public comments in order to provide final feedback/decisions to finalize Consolidated Plan to send to the Lakewood City Council for approval.
- Tacoma/Lakewood/Pierce County Continuum of Care (CoC): The local planning body for homeless services. Members from this group were engaged in the two Service Provider Roundtables, described in the following section. Members of this group also provided useful data to inform the Consolidated Plan.
- Lakewood City Council: City of Lakewood staff presented the draft Consolidated Plan at the April 6, 2020 City Council study session. Additionally, the City Council plans to adopt the final Consolidated Plan at its meeting on June 1, 2020.

Lakewood	Lakewood Planning Advisory Board
	Lakewood Community Service Advisory Board
	Lakewood City Council

**Table – 2 Agencies, Groups, Organizations who Participated**

**Cooperation and Coordination with Other Public Entities**

The City of Tacoma and the City of Lakewood work closely with the Tacoma Housing Authority and the Pierce County Housing Authority. The Cities participate in the Tacoma/Lakewood/Pierce County Continuum of Care and are active in the Tacoma Pierce County Affordable Housing Consortium, the Economic Development Board for Tacoma-Pierce County, the Pierce County Human Services Coalition and other public entities and associations that set priorities for use of resources in the region, set goals, and measure progress in meeting those goals.

Due to the outbreak of COVID-19 and the resulting state of emergency proclamations both at the local level and at the national level, some of the engagement activities planned for March and were cancelled and others may be cancelled or postponed. Please check the City of Tacoma and City of Lakewood websites for the latest updates.

## PR-15 CITIZEN PARTICIPATION – 91.401, 91.105, 91.200(c)

### Summary of Citizen Participation Process

In addition to the engagement and coordination with agencies, commissions, and councils noted above, the City of Lakewood also engaged organizations and the broader public in a variety of ways.

The City of Lakewood also conducted the following engagement activities:

**Service Provider Roundtables:** City of Lakewood staff engaged service providers in a roundtable discussion in February 2020. The objectives of this engagement are described below:

- Explain the Consolidated Plan process and opportunities for service providers to engage in it.
- Share and vet high-level findings from the Consolidated Plan and Analysis of Impediments.
- Gather input to help prioritize the needs to be addressed in the Consolidated Plan, by facilitating discussion on service needs and by distributing and collecting an anonymous survey.

Numerous service provider organizations were represented in this roundtable discussion, including:

- Safe Streets Campaign
- Catholic Community Services
- Tacoma Rescue Mission
- Boys and Girls of South Puget Sound
- Emergency Food Network (EFN)
- Goodwill Military and Veteran Services
- Hope & Help Care Center
- Pierce Transit
- Communities in Schools of Lakewood
- Tacoma-Pierce County Habitat for Humanity
- Living Access Support Alliance (LASA)
- Reach Center
- Akat Home Care

**Public Comment:** With the recent and ongoing Coronavirus health crisis, stay at home orders, and closure of various public meeting places, the City has looked at additional methods to provide public access and review of the draft Consolidated Plan. Typically, the City would provide public access to the documents at the Lakewood Library, the Tillicum Library, the Community Development Department, and other public places; however, as many of these places have been shuttered to the public, the City has sought alternate means of public review

such as posting the documents to Facebook, Twitter, Instagram and LinkedIn. Free copies of the Plan are also available from the Community Development Department via mail and are posted on the City's website at: <https://cityoflakewood.us/>. A summary of citizen comments will be incorporated in the final Consolidated Plan along with the reasons for accepting or rejecting comments. A 30-day public comment period takes place from April 18, 2020 – May 18, 2020. Feedback received during this period will be synthesized and incorporated into the final Con Plan.

**Public Hearing:** A public hearing is held by the City Council prior to adopting the City's Five-Year Consolidated Plan and/or Annual Action Plan, giving citizens and applicants an opportunity to comment on the proposed plan and on program performance. The public hearing is planned to take place May 18, 2020 as part of the Lakewood City Council meeting.

### **Citizen Participation Findings**

A survey was distributed at several of the engagement activities—the Neighborhood Council meetings, Service Provider Roundtables, and the Human Services Commission meetings. The survey was designed to gather input to help prioritize the needs to be addressed in the Consolidated Plan. There are significant constraints in generalizing the feedback from the survey, given that the respondents cannot be categorized as representative of the populations in either Tacoma or Lakewood. For instance:

- Forty-one people responded to the survey. Thirty-nine of the respondents were residents of Tacoma, two were residents of Pierce County (not Tacoma or Lakewood), and none were residents of Lakewood.
- Respondents, on average, had more education and higher household incomes than the general population in Tacoma or Lakewood, with 71.05% reporting they had attained a bachelor's degree or higher and a plurality of respondents (46.15%) reporting a household income of more than \$100,000.

While recognizing the constraints to generalizing the findings from the survey, the results may still be useful to consider as one of many inputs that inform the prioritization of needs to address in the Consolidated Plan since many of the respondents are representatives of service provider organizations and have better than average insight into the needs of more vulnerable populations. Some of the most notable findings are captured below.

- 1) Respondents were asked to rank the level of need of the following community development issues, with 1 being the most critical need and 4 being the least critical. Safe & Affordable Housing ranked as the most critical need for respondents, receiving an average score of 1.85 and receiving the most #1 responses with 22 out of 41 respondents ranking it #1 out of 4. The next three community development needs received relatively similar average scores, with Infrastructure score an average 2.14, Economic Development scoring 2.35 and Community & Neighborhood Facilities scoring 2.41.
- 2) Respondents were asked to rank the level of need for the following types of public services, with 1 being most critical to 10 being least critical need. Healthcare &

Substance Abuse Services ranked as the most critical need, scoring an average of 3.35 out of 10. Homeless Services ranked second, scoring an average of 3.49, but it also received the most #1 responses, with 15 respondents ranking it as #1 most critical need (Healthcare & Substance Abuse Services received the second most #1 responses, with 13 respondents ranking it as #1 most critical need). Out of the 10 types of public services respondents were asked to rank, the average scores for each were spread between 3.35 and 4.95, indicating that respondents overall may have viewed all of these services needs as quite critical. The full list of public service needs and their average rank scores (again from a scale of 1-10) are listed below:

- a. Health care and substance abuse services: 3.35
  - b. Homeless services: 3.49
  - c. Youth services and childcare: 3.78
  - d. Services for persons with disabilities: 3.97
  - e. Domestic violence services: 4.03
  - f. Fair housing education and counseling: 4.26
  - g. Veteran services: 4.48
  - h. Job training and employment services: 4.55
  - i. Senior services: 4.59
  - j. Homebuyer education and financial literacy: 4.95
- 3) Respondents were asked to rank the most important actions to take to address fair housing impediments, with 1 being the most critical need to 7 being the least critical need. The action that received an average score indicating it was the most critical was to “increase the supply of affordable housing, in a range of sizes, in areas of opportunity,” which received an average score of 2.73 and the most #1 responses with 18 respondents ranking it the #1 most critical action to take to address fair housing impediments. The full list of actions (and their average rank score) to take to address fair housing impediments that respondents were asked to rank on a scale of 1 to 7 is below:
- a. Increase the supply of affordable housing, in a range of sizes, in areas of opportunity: 2.73
  - b. Increase support for tenants: 2.93
  - c. Increase accessibility for persons with disabilities: 3.13
  - d. Increase the inclusiveness and diversity of housing decision-makers and partners: 3.2
  - e. Strengthen fair housing enforcement 3.23
  - f. Increase fair housing outreach and education: 3.49
  - g. Increase support for landlords: 4.2
- 4) Respondents were asked to select all classes they thought were protected under federal, state, and/or local fair housing laws. While all respondents to the question indicated that “Race” is a protected class, none of the other options received 100% affirmative responses, even though many of the classes listed are, in fact, protected by federal, state, and/or local fair housing laws. These responses indicate that more fair housing education

is still needed to ensure everyone understands their rights and responsibilities with respect to protected classes (See Figure 1 in the appendix for a summary of which classes are protected at the federal, state and city level. Followed by Figure 2, providing a summary of responses from the survey).

- 5) Respondents were also asked to report whether they believe they have ever been discriminated against relating to their housing. Eight respondents, nearly 20% indicated they believe they had been discriminated against, while 33 or roughly 80%, did not believe they had been. For those who answered “yes” to this question, they were asked to select the option that best describes the situation in which they believe they were discriminated. Respondents were also given an option of “other” and allowed to write in another option not listed, but no one selected that choice. Below is a summary of responses. Most respondents indicated experiencing discrimination when attempting to acquire new housing.
- a. Inquiring about housing (e.g. in-person, phone, email): 3
  - b. Applying for housing: 3
  - c. Being screened for housing (e.g. background check, tenant report): 3
  - d. Financing housing (e.g. obtaining loans, paying rent): 3
  - e. Obtaining homeowner or renters insurance: 0
  - f. Asking for exceptions to a housing policy: 1
  - g. Asking for structural modifications to accommodate a disability: 0

## NA-05 NEEDS ASSESSMENT OVERVIEW

The following needs assessment provides insight into housing and related challenges in Lakewood. Low incomes, high housing costs, overcrowding, homelessness and aging present challenges to residents that can have negative impacts on their quality of life. Housing affordability, as measured through cost burdens associated with high housing costs relative to income, impact households of all incomes, but most low-income households most acutely. Renters, in particular, face multiple challenges related to housing problems and cost burden. Addressing the needs of low-income households with children, disabilities and the elderly will require focused attention to ensure access safe and stable housing.

### **Needs Assessment Overview**

Cost burden represents the most common housing problem in Lakewood. Among 3,650 severely cost-burdened renter households (paying more than half of their income on rent), 68% earn less than 30% AMI and 26% earn between 31% and 50% AMI. For the 6,824 renter households that are cost burdened (paying between 31% and 50% of their income on rent), 53% earn between 31% and 80% AMI and 44% earn less than 30% AMI. These high numbers of cost-burdened renter households reflect the fact that all types of housing are expensive in western Washington, and very few rental units are available at rent levels that are affordable for the lowest income households.

For homeowners, the cost burden picture looks a little different. Of the 1,064 homeowners experiencing severe cost burdens, 28% earn 30% AMI or less, 31% earn between 31% and 50% AMI and 23% earn between 51% and 80% AMI. For homeowners who are cost burdened, those earning between 51% and 80% AMI comprise 23%, those earning between 31% and 50% AMI comprise 21%. Again, the limited number of homes that are affordable to the lowest income households drives these numbers significantly. Increasing the level of affordability for both renters and homeowners would help reduce the percentage of households that spend more than 30% of their income on housing.

Another significant housing problem is overcrowding. Thirty-three percent of 2,740 renter households with children experiencing overcrowding earned 30% AMI or less, while 46% earned between 31% and 80% AMI. Lastly, while the number of renter households living in substandard conditions (lacking complete plumbing or kitchen facilities) is relatively small, 115, 60% are households earning 30% AMI or less.

Households earning lower incomes experience higher incidences of housing problems, and in Lakewood 46% of households of any race or ethnicity earning between 0%-30% AMI report one or more housing problems. However, 60% of Pacific Islander households (349 households) in this income level experience at least one housing problem, which meets the threshold of experiencing a disproportionately greater need. In the 30%-50% AMI income category, a number of race or ethnicity categories demonstrate that there is a disproportionately greater need beyond the city's 88% rate. One hundred percent of American Indian and Alaska Native, African American and Pacific Islander households in this income category report having one or more housing problems, which represents a disproportionately greater need in all three groups (369 total households: 14 Native American/Alaska Native; 305 African American; 50 Pacific Islander). For households earning between 50%-80% AMI only Pacific Islander households

demonstrate a disproportionately greater need, with a 39% higher rate of households reporting one or more housing problems (95 households). In the 80%-100% AMI income category, no group demonstrated a disproportionately greater need.

When examining the needs of households reporting severe housing problems in Lakewood as a whole, 80% of households earning 0%-30% AMI report severe housing problems. One hundred percent of both American Indian and Alaska Native households and Pacific Islander households at this income level report one or more severe housing problems (135 households) at a rate 20% higher than the jurisdiction as a whole. In the 30%-50% income category no one race, or ethnic group demonstrates the threshold for disproportionately greater need at the 0-30% AMI income level. Lakewood as a whole reported a rate of 88%. For households earning between 50% and 80% AMI, 48% of households across Lakewood reported having one or more severe housing problems. Only Pacific Islander households at this income level experienced disproportionately greater need, with a 20% higher incidence than the jurisdiction as a whole, which meets the threshold for disproportionately greater need. In the 80% to 100% income category, no group demonstrated a disproportionately greater need.

## NA-50 NON-HOUSING COMMUNITY DEVELOPMENT NEEDS – 91.415, 91,215(f)

### **Need for Public Facilities**

The City of Lakewood’s Comprehensive Plan sets the overall vision for public facilities and improvements in the City.<sup>35</sup> This vision and plan is supported by implementation plans. Projects for improved and new parks and recreation are set out in the *Lakewood Legacy Plan*.<sup>36</sup> This plan identifies projects totaling \$2.5 million over the next six years (2015-2020) including improvements in trails, expansion of Springbrook Park, Harry Todd Playground Replacement and a Village Green at Town Center. Capital Improvements Projects identified by Public Works include extensive road construction and improvements; citywide safety improvements to signalize intersections; extensive improvements to construct sidewalks, curbs, gutters and provide street lighting; and additional provision of sewer services and connections.

At the neighborhood level there is an ongoing need for improvements to parks and recreational facilities, community facility renovations and access to improved transportation options and support. Facilities serving people who are homeless persons and persons with special needs have been identified as needs.

### **Need for Public Improvements**

Lakewood is a city located adjacent to and southwest of Tacoma. Similar to Tacoma, Lakewood has a mix of households representing racial and ethnic diversity. Like Tacoma, Lakewood’s residential housing patterns demonstrate geographic concentrations of housing by race and ethnic groups. The western areas of the city show higher concentrations of white households. The city’s eastern areas show greater concentrations of African American, Hispanic and Asian households, particularly in areas adjacent to Tacoma’s diverse southern neighborhoods (See Map 1 in the Appendix). At the neighborhood level in both Tacoma and Lakewood improvements to streets, sidewalks, bike paths, signalization, and ADA accessibility were among needs identified.

Lakewood City Council has adopted the following policy priorities to guide CDBG- and HOME-funded activities in 2020:

- Housing
- Physical infrastructure
- Public services
- Economic development

City Council prioritized projects to provide infrastructure improvements in support of neighborhoods and business to improve living conditions and stimulate economic development. The City of Lakewood 6-Year Capital Improvement Plan for Parks (*Lakewood Legacy Plan*) was mentioned above and included \$2.5 million in projects including trail improvements. The *Six-Year Comprehensive Transportation Improvement Program (2020-2025)* contains projects over the next five years. Included are roads and sidewalks connecting neighborhoods and linking to amenities and services, many of which are poorly or not at all connected. In the coming planning cycle (2020-2024) Lakewood is looking to make crucial infrastructure investments to

those low-income block groups where the infrastructure is either lacking or inadequate to ensure public safety and accessibility.

Lakewood coordinates its public improvements closely with capital improvement planning, to leverage infrastructure improvements with federal, state, and local funding. In addition to local sources, the City coordinates planned public improvements across a number of programs under the Fixing America's Surface Transportation Act (FAST Act) to support an improve transportation systems, Washington State Transportation Board, which includes several competitive grant programs, and Washington State Department of Transportation programs, along with CDBG funding focused on physical improvements to low-income areas and for the promotion of economic development. Lakewood has targeted pavement preservation, street lighting, and pedestrian improvements for public infrastructure improvements through CDBG (See Map 2 in the Appendix for planned sidewalk connectivity). Capital Improvements Projects identified by the Public Works department include extensive road construction and improvements; citywide safety improvements to signalize intersections; extensive improvements to construct sidewalks, curbs, gutters and provide street lighting; and additional provision of sewer services and connections.

### **Need for Public Services**

Needs for public services are described in several sections in the Consolidated Plan, including sections discussing populations with special needs and homelessness. In addition to this planning process, the needs for public services are outlined in current human services plans for Lakewood, of which have been recently updated to reflect current priorities.

The City of Lakewood *Human Services Needs Analysis Report* likewise set funding priorities over the next few years. Needs of the most vulnerable populations were identified:

- Low-income families in persistent poverty
- School-age youth, particularly those with adverse childhood experiences
- Elderly and persons with disabilities
- People without (or with limited) resources with health problems, including mental health and chemical dependency
- People with limited English and cultural barriers that limit access to resources

In light of those priority needs and populations, the City of Lakewood set several strategies focus areas:

- Housing
- Stabilization services
- Emotional support
- Access to health and human services

The Cities of Lakewood and Tacoma participate in the Pierce County Human Services Coalition and the Tacoma/Lakewood/Pierce County Continuum of Care among other coalitions that consider needs for public services and make recommendations based on knowledge of the existing systems and gaps in light of continuously reduced federal and state funding. General Funds from both Tacoma and Lakewood support public services. The 0.1% tax in Tacoma

(2012) will provide additional funding for mental health and substance abuse interventions/prevention and will help meet resource gaps. However, funding is not sufficient.

Tacoma and Lakewood determinations of needs for public services and funding priorities are coordinated and prevention focused. Human services are funded in Lakewood with general funds, guided by strategic plans. Decisions on use of funds and priorities are coordinated across Lakewood, Tacoma, and agencies in Pierce County.

## MA-05 HOUSING MARKET ANALYSIS OVERVIEW

Lakewood's housing stock is more diverse, compared to Tacoma, Pierce County, and Washington State. Single-family, detached units make up less than half (46%) of residential properties in the city and there is a larger concentration of medium-sized multifamily properties than in the other jurisdictions.

Housing costs in Lakewood are lower on average than in Pierce County and Washington State. However, broader trends in the metro area suggest that these prices are still out of pace with household incomes. These trends are likely to especially impact the lowest income households, since there are few options priced for them and available subsidies have not kept pace with the market – Fair Market Rents and HOME rents have increased slower than overall increases in median home values and contract rents and are lower, on average across bedroom sizes, than the average rent in both Lakewood and Tacoma.

Housing units in Lakewood were most commonly built between 1950 and 1979, with 60% of the owner-occupied units and 64% of the renter-occupied units built in that time period. Lakewood has a slightly higher incidence of renter-occupied units built before 1980, compared to the county and state, and a notably higher incidence of owner-occupied units built before 1980. Among those built before 1980, 10% of renters and 11% of owners living in these units have children age six or younger (who may be particularly at risk from lead paint exposure) living in the household.

Renter-occupied units in Lakewood are more likely than owner-occupied units to have one of the measured conditions of substandard housing, including cost-burden. Since renters' experience cost-burden at a higher rate than owners, this may be driving some of the difference in the incidence of housing conditions by tenure. However, renters are also more likely than owners to have two of the selected conditions, so cost-burden cannot fully account for the difference, suggesting a heightened need for rehabilitation among rental properties.

There are several high-poverty areas with large concentrations of non-white populations across Lakewood. There has been an increase in the number of these areas in Lakewood over the past decade.

## MA-30 HOMELESS FACILITIES AND SERVICES – 91.410, 910.210(C)

**Describe mainstream services, such as health, mental health, and employment services to the extent those services are used to complement services targeted to homeless persons**

Tacoma and Lakewood staffs seek to fund a comprehensive set of services to support those experiencing housing stability. Services include:

- Food banks
- Furniture bank
- Housing navigation services
- Needle exchange program
- MHSUD (mental health and substance abuse disorder) services
- Case management
- Economic stabilization
- Legal services
- Education
- Employment and workforce development
- Parenting
- Homeless prevention
- Health and health care
- Temporary financial assistance

Through the 0.1 percent sales tax, Tacoma is funding Mental Health and Substance Use Disorders programming along with a wide spectrum of service.

**List and describe services and facilities that meet the needs of homeless persons, particularly chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth.**

- Shelters (for families, survivors of domestic violence, single adult, and young adult)
- Youth and young adult drop-in center
- Crisis Residential Center for unaccompanied youth
- Homeless Outreach Team and Search & Rescue (outreach and invitations to services for those living in encampments and on the streets)
- Housing for chronically homeless individuals (Greater Lakes Housing First)
- Transitional housing and services for mothers who are seeking to reunite with their children
- Domestic violence services
- Permanent supportive housing
- Rapid re-housing

## MA-50 NEEDS AND MARKET ANALYSIS DISCUSSION

### **Areas Where Households with Multiple Housing Problems Are Concentrated**

For this discussion, areas were considered to have a concentration of multiple housing problems if they fell within the top quintile of Census Tracts for percent of households experiencing more than one of the housing problems reported in CHAS data: cost-burden, overcrowding (more than 1.5 persons per room), and incomplete plumbing or kitchen facilities. No areas in Lakewood exhibited a concentration of multiple housing problems.

### **Areas Where Racial or Ethnic Minorities or Low-Income Families Are Concentrated**

In 2010, there was one Census Tract in Lakewood that was considered a racially and ethnically concentrated area of poverty: 718.06. This tract had a non-white population that is greater than or equal to 50% and met either of the following poverty criteria: the poverty rate of a tract is 1) higher than 40% or 2) more than three times the average poverty rate of tracts in the metropolitan area. Per the 2018 5-Year American Community Survey Estimates, that tract still met both criteria in 2018. Additionally, three more tracts in Lakewood now meet these criteria: 717.04, 718.05, and 718.07.

### **Characteristics of the Market in These Areas**

These areas tend to have fewer homes built before 1980, compared to the share of homes built in this time period across Lakewood. These areas are majority renter-occupied and more than 10% of renters in these areas are receiving housing subsidies (project- or tenant-based). Even so, more than 50% of renters in these areas experience cost-burden. More than 30% of owners in these areas also experience cost-burden.

## SP-05 STRATEGIC PLAN OVERVIEW

This strategic plan sets priority needs and goals for the City of Tacoma and the City of Lakewood over the next five years.

Tacoma and Lakewood are a HOME Consortium and prepared a shared Strategic Plan with shared elements. This Strategic Plan outlines ways both communities can be responsive to priority needs over the next five years through continuing other long-standing approaches. Each city will continue to prepare Annual Action Plans unique to their respective jurisdiction. Tacoma, through the Tacoma Community Redevelopment Authority, administers the HOME Consortium funds.

Since its last Consolidated Plan, the City of Tacoma completed its *Affordable Housing Action Strategy* as an urgent response to a changing housing market, increasing displacement pressure among residents, and a widespread need for high-quality, affordable housing opportunities for all.

Tacoma aims to build on the strategic direction outlined in its *Affordable Housing Action Strategy*, among other local and regional plans, to dramatically increase its investments in new rental and homeownership opportunities and establish broader anti-displacement measures.

Notably, in Lakewood, there's an ongoing need for a wide range of public improvements. Capital improvements projects identified by Lakewood Public Works include extensive road construction and improvements; citywide safety improvements to signalize intersections; extensive improvements to construct sidewalks, curbs, gutters and provide street lighting; and additional provision of sewer services and connections to parks and recreational facilities, community facility renovations and access to improved transportation options and support.

The priority needs and goals in the Strategic Plan reflect community input; past studies and plans; data analysis; and direction from both cities' elected leaders. Tacoma City Council sets funding priorities every two years for use of federal entitlement funds, and Lakewood City Council sets these goals annually.

General priorities are aligned with the Consolidated Plan and opportunities to leverage funds from other sources when possible. Priorities further reflect direction in four broad areas: housing, community development, economic development, and public services. The order of these priorities is determined based on broader opportunities and needs within each jurisdiction. Public services in both cities are also supported with General Fund dollars.

## SP-10 GEOGRAPHIC PRIORITEIS – 91.415, 91.215(a)(1)

### **Geographic Area**

There are currently no designated or HUD-approved geographic target areas in Lakewood. Lakewood will continue to focus improvements on areas that qualify because of concentrations of lower-income households.

- Lakewood recognizes the advantages gained in concentrating efforts to make a noticeable and sustainable difference in an area for the benefit of the neighborhood and the larger jurisdiction.

### **General Allocations Priorities**

The cities will continue to focus improvements on areas with concentrations of low-income households. At the same time, both Tacoma and Lakewood recognize the advantage of making targeted, and sometimes sustained, investments in specific neighborhoods to make a noticeable and sustainable difference in a neighborhood.

There are currently no designated or HUD-approved geographic target areas in Lakewood. In Lakewood, the city has made a concerted effort to align its activities with needs and strategic locations, such as the areas with older or blighted properties or around community assets, such as schools and Lakeview Station. The city will continue to focus on underserved neighborhoods, such as Tillicum, Springbrook, and Woodbrook. In the past, this focus has resulted in improved infrastructure (sewers, sidewalks, roads, parks), new housing opportunities (in partnership with Tacoma-Pierce County Habitat for Humanity and the Homeownership Center of Tacoma), blight removal, and delivery of services at the Tillicum Community Center in Tillicum.

SP-25 PRIORITY NEEDS – 91.415, 91.215(a)(2)

Priority Needs

Table 19 – Priority Needs Summary

<i>Priority need</i>	<i>Priority level</i>	<i>Description</i>	<i>Population(s)</i>	<i>Associated goals</i>
<b>Housing instability among residents, including homelessness</b>	<b>HIGH</b>	Using severe cost-burden as a proxy for housing stability, 17,319 renters and 5,888 owners in Tacoma and Lakewood are living in unstable housing situations. These households pay at least half of their income toward housing costs each month. Housing instability is most acute among extremely low-income households. Nearly seven out of ten Tacoma and Lakewood extremely low-income households experience at least one severe housing problem.	<ul style="list-style-type: none"> <li>• Extremely low-income households</li> <li>• Very low-income households</li> <li>• Immigrants</li> <li>• Seniors</li> <li>• People of color</li> <li>• Persons living with disabilities</li> <li>• Persons experiencing homelessness</li> </ul>	<ul style="list-style-type: none"> <li>• Stabilize existing residents</li> <li>• Prevent and reduce homelessness</li> <li>• Increase availability of accessible, culturally competent services</li> <li>• Provide resources for urgent community needs (e.g., disaster) (Tacoma only)</li> </ul>
<b>Limited supply of diverse, affordable rental and homeownership opportunities</b>	<b>HIGH</b>	In Tacoma, there are the fewest housing options (across both the rental and ownership market) for the lowest income households. In Lakewood, this pattern holds true in the rental market, with only five percent of rental units affordable to households at 30% AMI or less.	<ul style="list-style-type: none"> <li>• Extremely low-income households</li> <li>• Very low-income households</li> <li>• Immigrants</li> <li>• Seniors</li> <li>• People of color</li> <li>• Persons living with disabilities</li> <li>• Persons experiencing homelessness</li> </ul>	<ul style="list-style-type: none"> <li>• Increase diverse rental and homeownership opportunities</li> </ul>

<p><b>Need for accessible, culturally competent services</b></p>	<p><b>HIGH</b></p>	<p>The need for services—ranging from case management, economic and workforce development—to complement housing activities was consistently cited through past studies and community engagement activities. Stakeholders shared that people with limited English proficiency often do not use existing programs or resources due to language barriers. Transportation serves as another barrier, underscoring the need to deliver services in accessible places.</p>	<ul style="list-style-type: none"> <li>• Extremely low-income households</li> <li>• Very low-income households</li> <li>• Immigrants</li> <li>• Seniors</li> <li>• People of color</li> <li>• Persons living with disabilities</li> <li>• Persons experiencing homelessness</li> </ul>	<ul style="list-style-type: none"> <li>• Prevent and reduce homelessness</li> <li>• Increase availability of accessible, culturally competent services</li> </ul>
<p><b>Need for safe, accessible homes and facilities</b></p>	<p><b>HIGH</b></p>	<p>Tacoma has a large share of both owner- and renter-occupied units that were built before 1950 (40% of owner units and 34% of renter units). Units in Lakewood were most commonly built between 1950 and 1979, with 60% of the owner-occupied units and 64% of the renter-occupied units built in that time period. In Lakewood, at the neighborhood level there is an ongoing need for basic infrastructure, such as sewers; improvements to parks and recreational facilities, community facility renovations; and access to improved transportation options and support.</p>	<ul style="list-style-type: none"> <li>• Extremely low-income households</li> <li>• Very low-income households</li> <li>• Immigrants</li> <li>• Seniors</li> <li>• People of color</li> <li>• Persons living with disabilities</li> <li>• Persons experiencing homelessness</li> </ul>	<ul style="list-style-type: none"> <li>• Support high-quality public infrastructure improvements</li> <li>• Increase diverse rental and homeownership opportunities</li> </ul>

*High priority = Activities that will be funded with federal funds, either alone or in conjunction with other public or private funds, to address priority needs during the strategic plan program years.*

### **Priority Needs**

Tacoma and Lakewood will use its federal entitlement funds to address the following four priority needs over the next five years, each a high priority:

1. Housing instability among residents, including homelessness
2. Limited supply of diverse rental and homeownership opportunities
3. Need for accessible, culturally competent services
4. Need for safe, accessible homes and facilities

Priorities were established after quantitative and qualitative data analysis, broad discussions with community members and stakeholders, and review and consideration of strategic plans of local and regional partner agencies and providers and public planning documents. These needs have been well-documented in complementary local and regional studies and planning efforts over the last several years: *Five-Year Plan to End Homelessness* (2019); *Lakewood Human Services Needs Analysis Report* (2014); *Tacoma Human Services Strategic Plan* (2015-2019); *Tacoma Affordable Housing Action Strategy* (2019); *Tacoma 2025*; and *OneTacoma*, to name a few.

### **Priority Populations**

The cities of Tacoma and Lakewood are committed to serving the varied needs among low- and moderate-income residents and special populations. The needs outlined in Table below affect populations that are underserved by homes and services in Tacoma and Lakewood today:

- Extremely low-income households
- Very low-income households
- Immigrants
- Seniors
- People of color
- Persons living with disabilities
- Persons experiencing homelessness

These groups increasingly face competition for homes designed to serve their needs, as well as barriers to accessing existing affordable subsidized and unsubsidized homes in both cities. Severe housing problems like severe cost-burdens and overcrowding disproportionately affect householders that identify as Black and African American; Hispanic; and Asian-Pacific Islander.

SP-35 ANTICIPATED RESOURCES – 91.215(b), 91.215(a)(4),  
91.220(c)(1,2)

Table below shows the first year of funds based on FY 2020 for the cities of Tacoma and Lakewood and estimated amounts over the remainder of the funding cycle. The amounts assumed to be available in the remaining four years of the plan are based on a combination of strategies.

Estimates for Tacoma assume consistent allocations and program income. Estimates for Lakewood used a more conservative approach, assuming lower annual allocations (consistent with historic trends) and variation in program income.

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Remainder of ConPlan \$	Narrative Description
			Annual Allocation: \$	Program Income: \$	Prior Year Resources: \$	Total: \$		
CDBG (Tacoma)	Federal	Acquisition; Admin & planning; Economic development; Housing; Public improvements; Public services	\$2,528,421	\$0	\$450,000	\$2,978,421	\$10,113,684	
CDBG (Lakewood)	Federal	Acquisition; Admin & planning; Economic development; Housing; Public improvements; Public services	\$596,006	\$100,000	\$85,058	\$781,064	\$2,000,000	
HOME (Tacoma)	Federal	Acquisition; Homebuyer assistance; Homeowner rehab; Multifamily rental new construction; Multifamily rental rehab; New construction for homeownership; Tenant-based rental assistance	\$1,446,351	\$250,000	\$0	\$1,696,351	\$6,785,404	<i>*Consortium including the cities of Tacoma and Lakewood</i>
ESG (Tacoma)	Federal	Conversion and rehab for transitional housing; Financial assistance; Overnight shelter; Rapid rehousing (rental assistance); Rental assistance; Services; Transitional housing	\$220,216	\$0	\$0	\$220,216	\$880,864	
NSP 1 (Lakewood)	Federal	Public improvements	\$0	\$125,000	\$140,000	\$265,000	\$350,000	

The City of Tacoma matches CDBG and HOME funds with grants, local funds, nonprofit organizations, Low-Income Housing Tax Credits, corporate grants, and donations (among other sources) to increase the benefit and success of projects using federal CDBG, HOME, and ESG dollars. In the past, Tacoma has committed federal CDBG and HOME funds to affordable projects early; the city's upfront support has been critical in anchoring projects and obtaining additional funding.

The Affordable Housing Fund, under the oversight of the Tacoma Community Redevelopment Authority, increases the ability of partners to provide affordable housing by providing a stable

source of funding to leverage additional resources. Tacoma also has a local Affordable Housing Trust Fund capitalized at \$1.2 million, which will be available through December 2020.

In Lakewood, as in Tacoma, CDBG expenditures leverage funding from multiple sources on nearly all projects, except for homeowner rehabilitation/repair program (Major Home Repair and HOME Housing Rehabilitation). Lakewood coordinates its public improvements closely with capital improvement planning, to leverage planned infrastructure improvements.

HOME match requirements for the Consortium are met through multiple sources, including private grants and donations, commercial lending, Attorney General Funds, and the State Housing Trust Fund.

In Tacoma, ESG match requirements are met through various sources, depending on the project. Sources in past years have included Washington State, Pierce County, foundations and corporate grants, private donations and City of Tacoma General Fund dollars.

Use of publicly owned land or property is not anticipated in projects currently planned or underway although if those opportunities arise, such land and property will be included.

The City of Tacoma has a public land disposition policy that prioritizes affordable housing on publicly owned property. This policy may result in publicly owned property becoming available over this funding cycle.

## SP-40 INSTITUTIONAL DELIVERY STRUCTURE – 91.415, 91.215(k)

Explain the institutional structure through which the jurisdiction will carry out its consolidated plan including private industry, non-profit organizations, and public institutions.

Table below shows the key responsible entities that make up the institutional delivery system for the federal funds in Tacoma and Lakewood. A discussion of the strengths and gaps of this system is detailed below.

<b>Responsible Entity</b>	<b>Responsible Entity Type</b>	<b>Role</b>	<b>Geographic Area Served</b>
City of Tacoma Community and Economic Development Department	Government	Funding administrator (CBDG, HOME, ESG)	Jurisdiction
City of Lakewood Community Development Department	Government	Funding administrator (CBDG)	Jurisdiction
Tacoma Community Redevelopment Authority	Redevelopment Authority	Funding administrator (CBDG, HOME)	Jurisdiction

**Table 41 - Institutional Delivery Structure**

### **Assess Strengths and Gaps in the Institutional Delivery System**

In Lakewood, CBDG funds are administered by the Community Development Department, with public oversight by the Council-appointed CBDG Community Services advisory Board (CSAB). Tacoma and Lakewood receive Home Investment Partnership Program (HOME) funds jointly as a Consortium. The Tacoma Community Redevelopment Authority administers housing programs using both CBDG and HOME funds, with support from City staff.

### **Availability of services targeted to homeless persons and persons with HIV and mainstream services**

Table 1 shows available services in Pierce County and if they are targeted to persons experiencing homelessness or persons with HIV.

<b>Homelessness Prevention Services</b>	<b>Available in the Community</b>	<b>Targeted to Homeless</b>	<b>Targeted to People with HIV</b>
<b>Homelessness Prevention Services</b>			
Counseling/Advocacy	YWCA; Rebuilding Hope Sexual Assault Center (SAC); Tacoma Community House; YWCA; Greater Lakes Mental Healthcare	Oasis Center; LASA	Oasis Center
Legal Assistance	YWCA; Rebuilding Hope SAC; Tacoma Community House	Rebuilding Hope SAC	
Rental Assistance	LASA; YWCA; Network Tacoma	LASA	
Utilities Assistance	LASA; YWCA	LASA	

<b>Street Outreach Services</b>			
Law Enforcement	Great Lakes Mental Healthcare	Greater Lakes Mental Healthcare	
Other Street Outreach Services	St. Leo Food Services		
<b>Supportive Services</b>			
Alcohol & Drug Abuse	Community Health Care; Greater Lakes; YWCA	Greater Lakes	Pierce County AIDS Foundation
Access to Food	Nourish Pierce County; Emergency Food Network; St. Leo Food Connection	Nourish Pierce County; Emergency Food Network; St. Leo Food Connection	
Housing Rehabilitation	Rebuilding Together South Sound		
Employment and Employment Training	Centerforce; LASA	LASA	Oasis Youth Center
Healthcare	Greater Lakes; Lindquist Dental Care; Community Health Care		Pierce County AIDS Foundation
HIV/AIDS			Pierce County AIDS Foundation; Oasis Youth Center
Life Skills	LASA; YMCA; YWCA; Boys & Girls Club Lakewood	Catholic Community Services; LASA	Oasis Youth Center
Mental Health Counseling	Greater Lakes		

**Table 1 - Homeless Prevention Services Summary**

There is an array of agencies providing services in Pierce County covering virtually all areas of need, including most areas of need for persons who are homeless or at risk of homelessness. Detailed information on service availability is regularly updated (Tacoma-Pierce County Coalition to End Homelessness, Member Resource Directory). The service delivery system continues to improve, resulting in a more efficient and effective way to serve persons experiencing homelessness. Persons experiencing homelessness can access the countywide Coordinated Entry system through multiple points: 1) Call United Way at 2-1-1 for live support or set-up an appointment; 2) speak with a Mobile Outreach team member; or 3) Drop-in to facilities for a same-day conversation.

### **Summary of the Strategy for Overcoming Gaps**

There is considerable coordination between agencies. Agencies and organizations in Lakewood participate in the countywide Coordinated Entry system and use the Homeless Crisis Response System Prioritization policies to assess the needs of persons experiencing homelessness and prioritize them for a referral to a housing program in the Homeless Management Information System (HMIS). This system creates a centralized way for persons experiencing homeless to access the help they need and enables service providers to track clients following their intake assessment—closing a gap in the formerly used Centralized Intake System. It also provides a transparent, consistent way for service providers to prioritize access to housing programs.

Overwhelmingly the gaps can be attributed to lack of resources to meet the needs. Services are available, but there is not enough relative to the needs that exist for emergency, rapid re-housing, and permanent housing solutions.

The *Five-Year Plan to End Homelessness* (2019) prepared by the Pierce County Continuum of Care Committee; *Human Services Needs Analysis Report* (2014) prepared by the City of Lakewood; and the City of Tacoma *Human Services Strategic Plan* (2015-2019) are among key reports identifying gaps in services and strategies to meet the needs.

### **Summary of Strategy for Overcoming Gaps in the Institutional Structure and Service Delivery**

Strong coordination and process improvements two strategies being used and will continue to be used between 2020 and 2024 to overcome the gaps in the institutional delivery system.

Lakewood will continue to participate in the Lakewood/Tacoma/Pierce County Continuum of Care and other collaborations to identify strategies to strengthen the service delivery system. Monthly coalition meetings are convened in Lakewood bringing together services and housing providers, along with other non-profit organizations, to better understand the varying housing and human services needs of Lakewood and greater-Pierce County. Tacoma is implementing strategies to align the contracted providers' systems to streamline services and enhance them. The city both requires some service providers to meet quarterly to address service gaps and identify opportunities to leverage resources and convene other service providers for the same purpose. Representatives from Lakewood and Tacoma serve on the subcommittees for SHB2163 and SHB2060 that establish policies and funding priorities for use of document recording fees set by state legislation. Human services are funded in Lakewood with general funds, guided by

strategic plans. Decisions on use of funds and priorities are coordinated across Lakewood, Tacoma, and agencies in Pierce County.

## SP-45 GOALS – 91.415, 91.215(a)(4)

Through its activities in this funding cycle, Tacoma and Lakewood seek to achieve the following goals:

- Stabilize existing residents (including housing, economic, and emergency stabilization)
- Increase diverse rental and homeownership opportunities
- Prevent and reduce homelessness
- Increase availability of accessible, culturally competent services
- Support high-quality public infrastructure improvements
- Provide resources for urgent community needs (e.g., disaster) (Tacoma only)

Increasing the supply of rental and homeownership opportunities (including the accessibility and type of homes available); stabilizing residents experiencing homelessness or experiencing displacement pressure; incorporating culturally competent practices into services; and improving public infrastructure to foster safer, more accessible places will help achieve the strategic objectives of Tacoma's *Affordable Housing Action Strategy*, which are to: 1) create more homes for more people; 2) keep housing affordable and in good repair; 3) help people stay in their homes and communities; and 4) reduce barriers for people who often encounter them.

Tacoma and Lakewood estimate they will be able to serve nearly 66,000 low- and moderate-income persons and 2,600 households through its programs between 2020 and 2024.

<i>Sort Order</i>	<i>Goal Name</i>	<i>Start Year</i>	<i>End Year</i>	<i>Category</i>	<i>Geographic Area</i>	<i>Needs Addressed</i>	<i>Funding</i>	<i>Goal Outcome Indicator</i>
1	Stabilize existing residents	2020	2024	Rehabilitation Homelessness Non-housing community development	Citywide	Housing instability  Safe, accessible homes and facilities  Accessible, culturally competent services	CDBG NSP	<b>Tacoma:</b> 36 jobs created or retained  2–3 businesses assisted  <b>Lakewood:</b> 5 jobs created or retained  3 business assisted  10-12 blighted properties demolished  50 households assisted with rehabilitation  50 households assisted with tenant-based rental assistance
2	Increase diverse rental and homeownership opportunities	2020	2024	Production Rehabilitation	Citywide	Limited supply of rental and homeownership opportunities  Safe, accessible homes and facilities	HOME CDBG	<b>Tacoma:</b> 735 households or housing units  <b>Lakewood:</b> 30 households or housing units

3	Prevent and reduce homelessness	2020	2024	Homelessness	Citywide	Housing instability  Accessible, culturally competent services	CDBG ESG	<b>Tacoma:</b> 1,605 households assisted with homelessness services  <b>Lakewood:</b> 35 households assisted with emergency rental assistance
4	Increase availability of accessible, culturally competent services	2020	2024	Homelessness Non-housing community development	Citywide	Housing instability  Accessible, culturally competent services	CDBG ESG	<b>Tacoma:</b> 28,120 persons assisted with homelessness services <b>Lakewood:</b> 250 persons assisted with services activities
5	Support high-quality public infrastructure improvements	2020	2024	Non-housing community development	Citywide	Safe, accessible homes and facilities	CDBG	<b>Tacoma:</b> 12,000 persons benefit from public infrastructure improvements  <b>Lakewood:</b> 25,775 persons benefit from public infrastructure improvements
6	Provide resources for urgent community needs (e.g., disaster) (Tacoma only)	2020	2024	Rehabilitation Homelessness Non-homeless special needs Non-housing community development	Citywide	Housing instability	CDBG	<b>Tacoma:</b> TBD (assessed as needs arise)

Table 2 – Goals Summary

## Goal Description

- HOME and CDBG funds used in combination in Tacoma will assist 735 low- and moderate-income households through the production of new homes for owners and renters and rehabilitation of rental and homeownership units to increase their habitability and accessibility. The *Affordable Housing Action Strategy* aims for a portion of new units produced in Tacoma by 2028 to serve extremely low-income households.
- HOME funds used in Lakewood will assist 30 low-and moderate-income households and another 50 low-and moderate-income households will be assisted using CDBG funds to support home rehabilitation and homeownership programs.
- HOME funds will be used in Lakewood to provide tenant-based rental assistance to 50 households emphasizing assistance to priority populations, including seniors, people of color, persons with disabilities, and the low- and very low-income.
- CDBG funds will be used to support businesses and job creation, with a goal to assist up to 3 businesses and create or retain 36 jobs in Tacoma and 5 jobs in Lakewood.
- CDBG-funded public infrastructure improvements will benefit 12,000 persons in Tacoma and 25,775 persons in Lakewood.
- CDBG and ESG funds will assist 1,605 households and 28,120 persons through homelessness services, such as rapid re-housing and emergency shelter in Tacoma, and 35 households in Lakewood through CDBG-funded emergency assistance for displaced residents and another 250 persons assisted with stabilization services, fair housing assistance, and other culturally competent services.

## SP-60 HOMELESS STRATEGY – 91.415, 91.215(d)

### **Reaching out to homeless persons (especially unsheltered persons) and assessing their individual needs**

The primary goal of the 2012 Tacoma/Lakewood/Pierce County Continuum of Care Plan to End Homelessness is to provide a system of centralized entry, intake and referral. Accomplishments from this plan include:

- Increasing access to the Homeless Crisis Response System by moving from a centralized intake system with one entry point to a coordinated entry system.
- Helping hundreds of people facing a housing crisis finding their own solution through a Housing Solutions Conversation to avoid entering the Homeless Crisis Response System.
- Prioritize permanent housing interventions for those who are hardest to house and lease likely to achieve stability without support
- Increase access to housing by making the program eligibility consistent system wide.

Building off the successes, the Continuum of Care Committee (CoC), also known as The Road Home, formed to identify five-year goals and strategies to address homelessness across the county:

1. Housing – Maximize the use of existing housing while advancing for additional housing resources and more affordable housing
2. Stability – Support the stability of individuals experiencing homelessness and those recently housed
3. System and Service Improvements – Create a more responsive, accessible Homeless Crisis Response System
4. Community Partners – Optimize and leverage internal and external partnerships to better prevent and address homelessness
5. The Continuum of Care – Grow awareness of the CoC’s purpose and plan, and serve as a central advocacy and coordinating body for addressing homelessness in Pierce County.<sup>1</sup>

### **Addressing the emergency and transitional housing needs of homeless persons**

Emergency shelter can be the first step towards stability and should be made available to anyone in need. However, some shelter beds remain empty due to lack of coordination and data sharing across shelters. A goal of the CoC is to reduce the average length of stay in temporary housing projects, including emergency shelter, transitional housing, and save havens, to less than 90 days. To meet this goal, the first strategy is to create a task force to include current and potential shelter and transitional housing providers, experts, local funders, and Pierce County Coalition to End Homelessness. Persons transitioning out of homelessness often have a variety of needs including behavioral health and mental health care, employment, education, childcare and parenting support, legal support, and more. To increase the chances of maintaining permanent

<sup>1</sup> Tacoma, Lakewood, Pierce County Five-Year Plan to Address Homelessness, 12/2019

housing for more than two years after exiting the Homeless Crisis Response System, a “care coordination” model that provides a wraparound service when a household first enters the system and follows the move to permanent housing is a key strategy.

**Helping homeless persons (especially chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth) make the transition to permanent housing and independent living, including shortening the period of time that individuals and families experience homelessness, facilitating access for homeless individuals and families to affordable housing units, and preventing individuals and families who were recently homeless from becoming homeless again.**

1. Goal to help chronically homeless individuals and families: 90 percent of chronically homeless individuals remain housed two years after securing permanent housing.
2. Goal to help Veterans: 90 percent of homeless veterans to remain housed two years after securing permanent housing. Strategies to achieve this goal are:
3. Goal to help youth (ages 12-24): 90 percent of homeless youth remain housed two years after securing permanent housing. Strategies to achieve this goal are:
4. Goal to help families with children: 90 percent of homeless families remain housed two years after securing permanent housing. Strategies to achieve this goal are:
5. Goal to help survivors of domestic violence: 90 percent of homeless families remain housed two years after securing permanent housing. Strategies to achieve this goal are:

**Help low-income individuals and families avoid becoming homeless, especially extremely low-income individuals and families who are likely to become homeless after being discharged from a publicly funded institution or system of care, or who are receiving assistance from public and private agencies that address housing, health, social services, employment, education or youth needs**

THA will expand the Elementary School Housing Assistance Program to other elementary schools. Continue the expansion of the College Housing Assistance Program (CHAP). Started as a pilot program at Tacoma Community College (TCC), CHAP provided tenant-based rental assistance to homeless and near homeless students enrolled at the college. The program has grown to include homeless and near homeless students enrolled at the University of Washington – Tacoma. THA hopes to partner with other education partners to support students by leveraging housing dollars to provide housing and other student supports. THA, and its education partners, will expand the program to serve homeless high school students and incarcerated students who are beginning their coursework at TCC.

## SP-65 LEAD BASED PAINT HAZARDS – 91.415, 91.215(i)

### **Actions to address LBP hazards and increase access to housing without LBP hazards**

Consistent with Title X of the Housing and Community Development Act of 1992, Lakewood provides information on lead-safe practices to owners of all properties receiving up to \$5,000 of federally funded assistance. If work on painted surfaces is involved in properties constructed prior to 1978, the presence of lead is assumed and safe work practices are followed.

In addition to the above, homes with repairs in excess of \$5,000 in federally funded rehabilitation assistance are assessed for risk (completed by a certified Lead Based Paint firm) or are presumed to have lead. If surfaces to be disturbed are determined to contain lead, interim controls are exercised, occupants notified, and clearance test performed by an EPA-certified firm. Properties constructed prior to 1978 and acquired with federal funds are inspected for hazards and acquired rental properties are inspected periodically. Much of the housing stock in Lakewood was constructed prior to 1978. While not exclusively the case, older units with irregular maintenance may pose a risk to residents. Housing repair projects favor lower-income households by virtue of their eligibility, and at-risk housing units by virtue of their affordability (condition and age). Lakewood provides information on lead-safe practices to households involved in the repair programs and have brochures in the City offices for the general public on the dangers of lead and the importance of safe practices.

### **Actions to increase access to housing without lead-based paint hazards**

Lead-safe practices are required in all rehabilitation programs where housing was constructed prior to 1978, as described above.

## SP-70 ANTI-POVERTY STRATEGY – 91.415, 91.214(j)

### **Jurisdiction Goals, Programs and Policies for reducing the number of Poverty-Level Families**

The cities will continue to support programs and projects that assist low-income persons, including projects that offer solutions to help them out of poverty.

The goals in the Strategic Plan have the capacity to reduce the number of households living in poverty. The goals emphasize stable and affordable housing and services as a means to address poverty and high-quality infrastructure as a way to revitalize communities.

For instance, the goal of increasing diverse rental and homeownership opportunities includes projects that will provide new housing to lower income households, some with ongoing subsidy and support. Decreasing the share that a household spends on their home is one significant way of increasing their ability to pay for other necessities, such as transportation, healthcare, and food, or save for the future. Down payment assistance programs, along with housing counseling, will allow households to become homeowners and build their wealth. Housing repair programs allow persons to live in safer housing and improve the neighborhood. Funds used to acquire blighted properties and replace them with new homeownership opportunities, since ownership creates avenues out of poverty for low-income buyers and increases the value of neighboring properties.

The goal of preventing and reducing homelessness focuses on households living in poverty. Household-focused and individual-focused case management, coupled with rapid rehousing can eliminate periods of debilitating homelessness and rebuild attachment to the community, productive employment and education, all of which are challenged during periods of homelessness.

The goal of supporting high-quality public infrastructure and increasing the availability of accessible, culturally competent services also has the capacity to help households and neighborhoods out of poverty. Investing in infrastructure and aligning services with community needs can help revitalize neighborhoods and make them more attractive to other investment and businesses providing jobs. Projects fund façade improvements and small business development directly, some through revolving loan funds, all of which result in jobs for lower-income persons, some of whom enter the programs from poverty.

Further, CDBG, HOME and ESG funds leverage additional monies to address the same issues. Projects are also the result of long collaborations between agencies and partners, including Pierce County, Tacoma-Pierce County Habitat for Humanity, the Homeownership Center of Tacoma, the Tacoma Housing Authority and the Pierce County Housing Authority. Funding from other sources – local, state, federal, foundations, private donors – are coordinated for the best benefit given continually declining federal resources. Major barriers to achieving reductions in the number of households in poverty are limited resources (including funding) and broad changes in local economies beyond control of the cities.

## **Coordination Among Poverty Reducing Goals, Programs, and Policies**

There has been a lot of work in the cities of Tacoma and Lakewood, Pierce County, and the region to coordinate anti-poverty strategies with affordable housing planning initiatives. These initiatives aim to lower the overall cost of housing for residents or increase their earnings (or both), and in turn increase their ability to pay for other critical necessities and build wealth and assets.

Both Tacoma and Lakewood are represented on the Tacoma/Pierce County Affordable Housing Consortium to work on issues of affordable housing, including state-level policies and programs to increase resources and opportunities to address local housing needs. Tacoma and Lakewood participate in a multicounty planning system (Puget Sound Regional Council) that is looking at regional growth and economic development, as well as equal access to opportunities.

## **SP-80 MONITORING – 91.230**

### **Remote monitoring**

Desk monitoring will consist of close examination of periodic reports submitted by subrecipients or property owners for compliance with program regulations and subrecipient agreements as well as compliance with requirements to report on progress and outcome measures specific to each award. As a condition of loan approval, the Tacoma Community Redevelopment Authority (TCRA) may have imposed additional requirements in the form of targeted set-asides (e.g., homeless units). Document review will occur at least annually and more frequently if determined necessary. Wherever possible, problems are corrected through discussions or negotiation with the subrecipient. As individual situations dictate, additional desk monitoring, onsite monitoring, and/or technical assistance is provided.

Timing and frequency of onsite monitoring depends on the complexity of the activity and the degree to which an activity or subrecipient is at risk of noncompliance with program requirements. More frequent visits may occur depending on identification of potential problems or risks. The purpose of monitoring, which can include reviewing records, property inspections, or other activities appropriate to the project, is to identify any potential areas of noncompliance and assist the subrecipient in making the necessary changes to allow for successful implementation and completion of the activity.

### **Onsite monitoring**

TCRA will contract with an independent third-party inspection company to conduct onsite inspections of its rental housing portfolio. The purpose of the inspections is to ensure that rental housing meets or exceeds the Uniform Physical Condition Standards (UPCS). Inspections of each property will take place at least every three years.

City of Lakewood staff will conduct onsite monitoring of CDBG subrecipients as necessary.

## AP-15 EXPECTED RESOURCES – 91.420(b), 91.220(c)(1,2)

Table below shows the expected available resources in Lakewood for 2020. Estimates for the remaining years assume consistent allocations and program income.

**Table 3 - Expected Resources – Priority Table**

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Remainder of ConPlan \$	Narrative Description
			Annual Allocation: \$	Program Income: \$	Prior Year Resources: \$	Total: \$		
CDBG	Federal	Acquisition; Admin & planning; Economic development; Housing; Public improvements; Public services	\$596,006	\$100,000	\$85,058.27	\$781,064.27	\$2,000,000	
HOME	Federal	Acquisition; Homebuyer assistance; Homeowner rehab; Multifamily rental new construction; Multifamily rental rehab; New construction for homeownership; Tenant-based rental assistance	\$331,627	\$50,000	\$0	\$381,627	\$1,300,000	
NSP	Federal	Public improvements	\$0	\$125,000	\$140,000	\$265,000	\$350,000	

### **Explain how federal funds will leverage those additional resources (private, state and local funds), including a description of how matching requirements will be satisfied**

In Lakewood, CDBG expenditures leverage funding from multiple sources on nearly all projects, except for homeowner rehabilitation/repair program (Sewer/Major Home Repair and HOME Housing Rehabilitation). Lakewood coordinates its public improvements closely with capital improvement planning, to leverage planned infrastructure improvements. HOME match requirements for the Consortium are met through multiple sources, including sources such as

private grants and donations, commercial lending, Attorney General Funds, and the State Housing Trust Fund.

Historically, CDBG and HOME funds have been the cornerstone of the City of Lakewood's community and economic development activities supporting low-and moderate-income populations. HOME funds match requirements and leverage is provided as part of the HOME Consortium and is reported in Tacoma's portion of the Plan.

**If appropriate, describe publicly owned land or property located within the jurisdiction that may be used to address the needs identified in the plan**

Use of publicly owned land or property is not anticipated in projects currently planned or underway although if those opportunities arise, such land and property will be included.

AP-20 ANNUAL GOALS AND OBJECTIVES – 91.420, 91.220(c)(3)&(e)

<i>Goal Name</i>	<i>Start Year</i>	<i>End Year</i>	<i>Category</i>	<i>Geographic Area</i>	<i>Needs Addressed</i>	<i>Funding</i>	<i>Goal Outcome Indicator</i>
<b>Stabilize existing residents</b>	2020	2024	Rehabilitation Homelessness Non-housing community development	Citywide	Housing instability  Safe, accessible homes and facilities  Accessible, culturally competent services	CDBG NSP	<b>Lakewood:</b> 5 jobs  3 business assisted  10-12 blighted properties demolished  50 households assisted with rehabilitation  50 households assisted with tenant-based rental assistance
<b>Increase diverse rental and homeownership opportunities</b>	2020	2024	Production Rehabilitation	Citywide	Limited supply of rental and homeownership opportunities  Safe, accessible homes and facilities	CDBG HOME	<b>Lakewood:</b> 30 households or housing units
<b>Prevent and reduce homelessness</b>	2020	2024	Homelessness	Citywide	Housing instability  Accessible, culturally competent services	CDBG	<b>Lakewood:</b> 35 households
<b>Increase availability of accessible, culturally competent services</b>	2020	2024	Homelessness Non-housing community development	Citywide	Housing instability  Accessible, culturally competent services	CDBG	<b>Lakewood:</b> 250 persons assisted

Support high-quality public infrastructure improvements	2020	2024	Non-housing community development	Citywide	Safe, accessible homes and facilities	CDBG	Lakewood: 25,775 persons
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Table 4 – Goals Summary

**Goal Descriptions**

The City of Lakewood will aim to implement its federal funds in 2020 to accomplish the following goals:

- **Stabilize existing residents** – Through funds for critical home repairs and sewer connections to homeowners; demolition or clearance of dangerous buildings; and tenant-based rental assistance.
- **Increase diverse rental and homeownership opportunities** – Through funds for down payment and other related costs to homebuyers; services such as homeownership counseling; the construction of new affordable housing units using the Affordable Housing Trust Fund administered by TCRA; and rehabilitation of existing single-family homes to maintain existing affordability and to create new homeownership opportunities.
- **Prevent and reduce homelessness** – Through funds for emergency assistance for displaced residents for renters who have been displaced through no fault of the own.
- **Increase availability of accessible, culturally competent services** – Through funds for non-housing community development services activities, including fair housing assistance.

## AP-35 PROJECTS - 91.420, 91.220(d)

Table below shows the projects that Lakewood will undertake in 2020 with its federal entitlement funds.

#	Project Name
1	Administration
2	Major Home Repair/Sewer Loan Program
3	NSP1 Dangerous Buildings Abatement Program
4	Emergency Assistance for Displaced Residents
5	CDBG Funding of HOME Housing Services
6	HOME Administration – Tacoma only (10%)*
7	HOME Down Payment Assistance*
8	HOME Affordable Housing Fund*
9	HOME Housing Rehabilitation Program*
10	HOME Tenant-Based Rental Assistance

**Table 5 – Project Information**

*\*Projects funded with HOME funds are included under the City of Tacoma in IDIS*

### Allocation Priorities and Obstacles to Addressing Underserved Needs

The allocation priorities are based on a combination of factors identified through a planning and public participation process: direction from elected leaders; input from community members; ability to serve priority needs among Lakewood residents; alignment with strategic locations, such as schools and the Lakeview Transit Center; and ability to leverage additional local and state funding.

Lakewood City Council has adopted the following policy priorities to guide CDBG- and HOME-funded activities in 2020:

- Housing
- Physical infrastructure
- Public services
- Economic development

The primary obstacle to addressing underserved needs is declining resources relative to growing needs in Lakewood. While the city has approved funding for more local resources, the city's low-and moderate-income population living in qualifying block groups has largely remained the same over time.<sup>2</sup> Another barrier is the mismatch between local market conditions and maximum house values allowed by federal programs. In Lakewood, this mismatch has meant that many seniors in need who have lived in their home for extended periods of time, have seen house values increase to a point where the City is unable to assist those households with federal

<sup>2</sup> Based on a comparison of the number of low- and moderate income people in Lakewood using 2006-2010 American Community Survey Estimates and 2011-2015 American Community Estimates via [www.hudexchange.info/programs/cdbg/cdbg-low-moderate-income-data/](http://www.hudexchange.info/programs/cdbg/cdbg-low-moderate-income-data/).

funding because their home valuation has long exceeded HUD's maximum home valuation limitations.

Lakewood will continue to coordinate across its departments, local and regional partners, its regional HUD field office, and community members to address any obstacles that arise and maximize its limited federal dollars.

## AP-38 PROJECT SUMMARY

### Project Summary

<b>1</b>	<b>Project name</b>	<b>CDBG Administration</b>
	<b>Target area</b>	N/A
	<b>Goals supported</b>	<ul style="list-style-type: none"> <li>• Stabilize existing residents</li> <li>• Increase diverse rental and homeownership opportunities</li> <li>• Prevent and reduce homelessness</li> <li>• Support high-quality public infrastructure improvements</li> </ul>
	<b>Needs addressed</b>	<ul style="list-style-type: none"> <li>• Housing instability among residents, including homelessness</li> <li>• Limited supply of diverse rental and homeownership opportunities</li> <li>• Need for accessible, culturally competent services</li> <li>• Need for safe, accessible homes and facilities</li> </ul>
	<b>Funding</b>	CDBG: \$119,201
	<b>Description</b>	Administration to implement and manage the Consolidated Plan funds
	<b>Location description</b>	N/A
	<b>Planned activity</b>	Administration, management, coordination, monitoring, evaluation, environmental review, and labor standards enforcement by the City of Lakewood
	<b>Target date</b>	July 1, 2020 – June 30, 2021
	<b>Goal indicator</b>	N/A
<b>2</b>	<b>Project name</b>	<b>Major Home Repair/Sewer Loan Program</b>
	<b>Target area</b>	N/A
	<b>Goals supported</b>	<ul style="list-style-type: none"> <li>• Stabilize existing residents</li> <li>• Increase diverse rental and homeownership opportunities</li> </ul>
	<b>Needs addressed</b>	<ul style="list-style-type: none"> <li>• Housing instability among residents, including homelessness</li> <li>• Need for safe, accessible homes and facilities</li> </ul>
	<b>Funding</b>	CDBG: \$606,863.07 (includes \$40,058.27 in reprogrammed funding and \$100,000 in anticipated program income)

	<b>Description</b>	Program that provides home repair and/or sewer connections to eligible low-income homeowners
	<b>Location description</b>	Citywide
	<b>Planned activity</b>	Side sewer connections to sewer main; decommissioning of septic systems; roofing; architectural barrier removal; plumbing; electrical; weatherization; major systems replacement/upgrades; and general home repairs for low-income homeowners
	<b>Target date</b>	July 1, 2020 – June 30, 2021
	<b>Goal indicator</b>	10 - 11 housing units/households assisted
3	<b>Project name</b>	<b>NSP1 Dangerous Buildings Abatement Program</b>
	<b>Target area</b>	N/A
	<b>Goals supported</b>	<ul style="list-style-type: none"> <li>• Stabilize existing residents</li> <li>• Increase diverse rental and homeownership opportunities</li> </ul>
	<b>Needs addressed</b>	<ul style="list-style-type: none"> <li>• Limited supply of diverse rental and homeownership opportunities</li> <li>• Need for safe, accessible homes and facilities</li> </ul>
	<b>Funding</b>	NS1 Prior Year: \$265,000
	<b>Description</b>	Program that addresses dangerous buildings that have been foreclosed, abandoned or are vacant
	<b>Location description</b>	Citywide
	<b>Planned activity</b>	Demolition/clearance of dangerous buildings and related costs.
	<b>Target date</b>	July 1, 2020 – June 30, 2021
	<b>Goal indicator</b>	2-3 buildings demolished or dangerous conditions abated
4	<b>Project name</b>	<b>Emergency Assistance For Displaced Residents</b>
	<b>Target area</b>	N/A
	<b>Goals supported</b>	<ul style="list-style-type: none"> <li>• Stabilize existing residents</li> <li>• Prevent and reduce homelessness</li> </ul>
	<b>Needs addressed</b>	<ul style="list-style-type: none"> <li>• Housing instability among residents, including homelessness</li> <li>• Need for accessible, culturally competent services</li> </ul>
	<b>Funding</b>	CDBG: \$45,000 (reprogrammed funding)

	<b>Description</b>	Program that provides emergency rental assistance to displaced residents
	<b>Location description</b>	Citywide
	<b>Planned activity</b>	Relocation assistance; first's month rent; or security deposits
	<b>Target date</b>	July 1, 2020 – June 30, 2021
	<b>Goal indicator</b>	15 households assisted
5	<b>Project name</b>	<b>CDBG Funding of HOME Housing Services</b>
	<b>Target area</b>	N/A
	<b>Goals supported</b>	<ul style="list-style-type: none"> <li>Stabilize existing residents</li> </ul>
	<b>Needs addressed</b>	<ul style="list-style-type: none"> <li>Limited supply of diverse rental and homeownership opportunities</li> <li>Need for accessible, culturally competent services</li> </ul>
	<b>Funding</b>	CDBG: \$10,000
	<b>Description</b>	Housing services in support of HOME Program
	<b>Location description</b>	Citywide
	<b>Planned activity</b>	Program administration and housing services in support of HOME Program
	<b>Target date</b>	July 1, 2020 – June 30, 2021
	<b>Goal indicator</b>	2 households assisted
6	<b>Project name</b>	<b>Home Administration – Tacoma only (10%)*</b>
	<b>Target area</b>	N/A
	<b>Goals supported</b>	<ul style="list-style-type: none"> <li>Stabilize existing residents</li> <li>Increase diverse rental and homeownership opportunities</li> <li>Prevent and reduce homelessness</li> <li>Support high-quality public infrastructure improvements</li> </ul>
	<b>Needs addressed</b>	<ul style="list-style-type: none"> <li>Housing instability among residents, including homelessness</li> <li>Limited supply of diverse rental and homeownership opportunities</li> <li>Need for accessible, culturally competent services</li> <li>Need for safe, accessible homes and facilities</li> </ul>
	<b>Funding</b>	HOME: \$33,163

	<b>Description</b>	Administration to implement and manage Consolidated Plan funds.
	<b>Location description</b>	N/A
	<b>Planned activity</b>	Administration, management, coordination, monitoring, evaluation, environmental review, and labor standards enforcement by the City of Tacoma
	<b>Target date</b>	July 1, 2020 – June 30, 2021
	<b>Goal indicator</b>	N/A
7	<b>Project name</b>	<b>HOME Down Payment Assistance*</b>
	<b>Target area</b>	N/A
	<b>Goals supported</b>	<ul style="list-style-type: none"> <li>• Increase diverse rental and homeownership opportunities</li> </ul>
	<b>Needs addressed</b>	<ul style="list-style-type: none"> <li>• Limited supply of diverse rental and homeownership opportunities</li> </ul>
	<b>Funding</b>	HOME: \$20,000 Program Income
	<b>Description</b>	Program that provides down payment assistance to eligible low-income homebuyers
	<b>Location description</b>	Citywide
	<b>Planned activity</b>	Down payment assistance and related costs, including housing counseling services
	<b>Target date</b>	July 1, 2020 – June 30, 2021
	<b>Goal indicator</b>	1 household assisted
8	<b>Project name</b>	<b>HOME Affordable Housing Fund*</b>
	<b>Target area</b>	N/A
	<b>Goals supported</b>	<ul style="list-style-type: none"> <li>• Stabilize existing residents</li> <li>• Increase diverse rental and homeownership opportunities</li> <li>• Prevent and reduce homelessness</li> </ul>
	<b>Needs addressed</b>	<ul style="list-style-type: none"> <li>• Housing instability among residents, including homelessness</li> <li>• Limited supply of diverse rental and homeownership opportunities</li> <li>• Need for safe, accessible homes and facilities</li> </ul>
	<b>Funding</b>	HOME: \$150,000
	<b>Description</b>	Funding for a local affordable housing fund

	<b>Location description</b>	Citywide
	<b>Planned activity</b>	Acquisition; construction; and/or rehabilitation of affordable housing for low-income rentals and/or to facilitate new homeownership opportunities
	<b>Target date</b>	July 1, 2020 – June 30, 2021
	<b>Goal indicator</b>	2-3 households assisted (homeownership)
9	<b>Project name</b>	<b>HOME Housing Rehabilitation Program*</b>
	<b>Target area</b>	N/A
	<b>Goals supported</b>	Stabilize existing residents
	<b>Needs addressed</b>	<ul style="list-style-type: none"> <li>• Housing instability among residents, including homelessness</li> <li>• Need for safe, accessible homes and facilities</li> </ul>
	<b>Funding</b>	HOME: \$50,000 Program Income
	<b>Description</b>	Loan program to assist eligible low-income homeowners with housing rehabilitation
	<b>Location description</b>	Citywide
	<b>Planned activity</b>	Architectural barrier removal; plumbing; electrical; weatherization; major systems replacement/upgrades; and general home repairs for low-income homeowners
	<b>Target date</b>	July 1, 2020 – June 30, 2021
	<b>Goal indicator</b>	2 housing units/households assisted
10	<b>Project name</b>	<b>HOME Tenant-Based Rental Assistance*</b>
	<b>Target area</b>	N/A
	<b>Goals supported</b>	Stabilize existing residents
	<b>Needs addressed</b>	<ul style="list-style-type: none"> <li>• Housing instability among residents, including homelessness</li> <li>• Need for safe, accessible homes and facilities</li> </ul>
	<b>Funding</b>	HOME: \$148,464
	<b>Description</b>	Tenant-Based Rental Assistance program to assist eligible renters, emphasizing assistance to priority populations, including seniors, people of color, persons with disabilities, and the low- and very low-income

	<b><i>Location description</i></b>	Citywide
	<b><i>Planned activity</i></b>	Tenant-based rental assistance for low- and very low-income households
	<b><i>Target date</i></b>	July 1, 2020 – June 30, 2021
	<b><i>Goal indicator</i></b>	25 households assisted

## AP-50 GEOGRAPHIC DISTRIBUTION – 91.420, 91.220(f)

In targeting CDBG and HOME funds, the City has typically looked to block groups with at least 51% low- and moderate-income populations as many of Lakewood's minority and ethnic populations continue to be concentrated in these areas. Many of these block groups tend to have large concentrations of older housing stock suffering from a lack of routine maintenance and infrastructure that is either inadequate or are outdated in accordance with current development requirements.

Lakewood will continue to look to make crucial infrastructure investments to those low-income block groups where the infrastructure is either lacking or inadequate to ensure public safety and accessibility. Additionally, the City plans to continue to target households living in Census Tracts 718.05, 718.06, 718.07 and 720.00 for its Major Home Repair/Sewer Loan Program, which assists low- and moderate-income homeowners make necessary improvements to their homes, including connecting to recently constructed sewers in the 720.00 Census Tract.

For all other funding, the City has not identified specific targeted areas; programs are open to eligible low- and moderate-income individual's citywide.

## AP-65 HOMELESS AND OTHER SPECIAL NEEDS – 91.420, 91.220(i)

The Continuum of Care Committee (CoC), also called The Road Home, is a body formed and convened to identify five-year goals and strategies to address homelessness across Pierce County. The CoC developed a five-year strategic plan. The strategic priority areas were informed by engaging input by those who experience homelessness, champions in other sectors, and the expertise of CoC members who represent a variety of organizations that connect people experiencing homelessness. The five strategic priority areas include:

1. Housing – Maximize the use of existing housing while advancing for additional housing resources and more affordable housing
2. Stability – Support the stability of individuals experiencing homelessness and those recently housed
3. System and Service Improvements – Create a more responsive, accessible Homeless Crisis Response System
4. Community Partners – Optimize and leverage internal and external partnerships to better prevent and address homelessness
5. The Continuum of Care – Grow awareness of the CoC’s purpose and plan and serve as a central advocacy and coordinating body for addressing homelessness in Pierce County.<sup>3</sup>

### **Describe the jurisdictions one-year goals and actions for reducing and ending homelessness including reaching out to homeless persons (especially unsheltered persons) and assessing their individual needs**

- Help people coming to Coordinated Entry compile the necessary documentation for any housing scenario, and strongly encourage participation in the Renters Readiness program.
- Train Coordinated Entry providers on the housing and economic resources outside of the formal Homeless Crisis Response System so they can educate people who are homeless and would benefit from these resources but who do not qualify for a housing referral.
- Increase coordination between service providers and Tacoma and Pierce County Housing Authorities to ensure that people who are homeless and have a housing voucher are supported in using it successfully.
- Engage street outreach providers, including the VA, in a learning collaborative to coordinate data, improve street outreach practices, and ensure the entire county is being covered.
- Create standard operating procedures for street outreach teams across the county
- Establish a flexible fund for use by street outreach staff to support the basic needs of the people they serve, which is often the first step in getting them to move to a more positive outcome.
- Conduct a needs assessment to determine where the greatest unmet needs exist in the county and develop a plan to expand distribution of homeless services accordingly.
- Recruit service providers to develop, implement, and manage by-name lists by population
- Identify, coordinate, and align with existing efforts to address homelessness in all relevant sectors (e.g. health care, criminal justice, foster care, workforce development, transportation, education, business).

<sup>3</sup> Tacoma, Lakewood, Pierce County Five-Year Plan to Address Homelessness, 12/2019

## **Addressing the emergency shelter and transitional housing needs of homeless persons**

Emergency shelter can be the first step towards stability and should be made available to anyone in need. However, some shelter beds remain empty due to lack of coordination and data sharing across shelters. A goal of the CoC is to reduce the average length of stay in temporary housing projects, including emergency shelter, transitional housing, and save havens, to less than 90 days. To meet this goal, the first strategy is to create a task force to include current and potential shelter and transitional housing providers, experts, local funders, and Pierce County Coalition to End Homelessness.

Persons transitioning out of homelessness often have a variety of needs including behavioral health and mental health care, employment, education, childcare and parenting support, legal support, and more. To increase the chances of maintaining permanent housing for more than two years after exiting the Homeless Crisis Response System, a “care coordination” model that provides a wraparound service when a household first enters the system following then following a move to permanent housing is a key strategy.

**Helping homeless persons (especially chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth) make the transition to permanent housing and independent living, including shortening the period of time that individuals and families experience homelessness, facilitating access for homeless individuals and families to affordable housing units, and preventing individuals and families who were recently homeless from becoming homeless again**

Goal to help chronically homeless individuals and families: 90 percent of chronically homeless individuals remain housed two years after securing permanent housing.

- Strategies to towards achieving this goal:
  - i. Create an easier access to economic resources that can support housing stability for chronically homeless individuals
  - ii. Ensure case managers are connecting chronically homeless individuals who are entering housing with all mainstream benefits available to them
  - iii. Increase the number of individuals within the county who are certified in Supplemental Security Income/Social Security Disability Insurance Outreach Access and Recovery (SOAR) and are actively connecting chronically homeless individuals entering permanent supportive housing and rapid rehousing with their federal benefits
  - iv. Increase the use of Foundational Community supports to help chronically homeless individuals stay housed.
  - v. Invest in rapid rehousing providers so that they are prepared to effectively support chronically homeless individuals

Goal to help Veterans: 90 percent of homeless veterans to remain housed two years after securing permanent housing. Strategies to achieve this goal are:

- Encourage the HUD-VASH program contact graduated veterans at the time of voucher recertification and inspection to help with the process for graduation or continuing services; assess case management needs; and determine if increased services are needed to sustain permanent housing.
- Strategically expand delivery of the Renters Readiness program to reach more veterans.
- Increase veterans' access to transportation services to ensure they can obtain and sustain employment and continue to access services once they are housed.
- Support a collaboration between HUD-VASH, the Landlord Liaison Program, Housing Authorities, or to help with landlord engagement around veteran renters
- Conduct research on the feasibility of creating landlord incentives for taking veteran renters.

Goal to help youth (ages 12-24): 90 percent of homeless youth remain housed two years after securing permanent housing. Strategies to achieve this goal are:

- Create a "housing coach" program to mentor youth.
- Facilitate housing support groups where youth and young adults maintain existing social connections and develop new ones with peers.
- Identify financial resources for use in supporting youth and young adults who qualify as homeless under McKinney Vento.
- Identify and grow or develop safe housing options for youth under 18 who cannot sign for their own lease.

Goal to help families with children: 90 percent of homeless families remain housed two years after securing permanent housing. Strategies to achieve this goal are:

- Help families access and use existing childcare resources and programs that are community-centered, effective, and culturally responsive.
- Identify and pilot innovative approaches to creating affordable, accessible childcare that are being used in other communities nationwide.
- Coordinate with the Tacoma-Pierce County Health Department to create a process for seamlessly connecting families who come to Coordinated Entry with the nearest Family Support Center.

Goal to help survivors of domestic violence: 90 percent of homeless families remain housed two years after securing permanent housing. Strategies to achieve this goal are:

- Launch and sustain up to 10 new support groups for DV survivors across the county, as a means of helping them remain independently housed and not return to abusive partners.
- Create a DV survivors fund dedicated to helping them leave their abuser(s) and stabilize.

**Helping low-income individuals and families avoid becoming homeless, especially extremely low-income individuals and families and those who are: being discharged from publicly funded institutions and systems of care (such as health care facilities, mental health facilities, foster care and other youth facilities, and corrections programs and institutions); or, receiving assistance from public or private agencies that address housing, health, social services, employment, education, or youth needs.**

THA will expand the Elementary School Housing Assistance Program to other elementary schools. Continue the expansion of the College Housing Assistance Program (CHAP). Started as a pilot program at Tacoma Community College (TCC), CHAP provided tenant-based rental assistance to homeless and near homeless students enrolled at the college. The program has grown to include homeless and near homeless students enrolled at the University of Washington – Tacoma. THA hopes to partner with other education partners to support students by leveraging housing dollars to provide housing and other student supports. THA, and its education partners, will expand the program to serve homeless high school students and incarcerated students who are beginning their coursework at TCC.

The THA deployed a Property-Based Subsidy program in 2018 using the MTW local, non-traditional use of funds. The program expanded the focus and units will also be available for homeless high school seniors and through permanent supportive housing for chronically homeless Tacomans.

Both Lakewood and Tacoma are participating members of the Continuum of Care who's overall strategy related to the discharge of persons from institutions into homelessness is to provide or broker tailored services and treatment in housing and preventative programs to persons in need. Agencies work with health and mental health care facilities to find housing for persons being discharged so they are not faced with becoming homeless. The Washington State Department of Corrections will coordinate with the Incarcerated Veterans Program, Metropolitan Development Council, and Associated Ministries Central Intake to prevent discharges into homelessness. Additionally, the CoC works to provide planning for housing and transitional services assistance six months in advance of foster children "aging out" of foster care. The CoC will continue to coordinate information and best practices amongst partner provider organizations and governmental agencies to reduce or prevent incidences of homelessness.

## AP-85 OTHER ACTIONS – 91.420, 91.220(k)

Consistent with Title X of the Housing and Community Development Act of 1992, Lakewood provides information on lead-safe practices to owners of all properties receiving up to \$5,000 of federal assistance. If work on painted surfaces is involved in properties constructed prior to 1978, the presence of lead is assumed, and safe work practices are followed.

In addition to the above, homes with repairs in excess of \$5,000 in federally funded rehabilitation assistance are assessed for risk (completed by a certified Lead Based Paint firm) or are presumed to have lead. If surfaces to be disturbed are determined to contain lead, interim controls are exercised, occupants notified, and clearance test performed by an EPA-certified firm. Properties constructed prior to 1978 and acquired with federal funds are inspected for hazards and acquired rental properties are inspected periodically.

Much of the housing stock in Lakewood was constructed prior to 1978. While not exclusively the case, older units with irregular maintenance may pose a risk to residents. Housing repair projects favor lower-income households by virtue of their eligibility, and at-risk housing units by virtue of their affordability (condition and age). Lakewood provides information on lead-safe practices to households involved in the repair programs and have brochures in the City offices for the general public on the dangers of lead and the importance of safe practices.

Rental affordability and habitability remain a priority for the City. In 2017, the City began its Rental Housing Safety Program (RHSP) which requires all residential rental properties (apartments, single family homes, duplexes, etc.) within the Lakewood city limits be registered on an annual basis and to maintain specific life and safety standards for those properties. Since substandard housing disproportionately affects the poor, working class families, seniors, the disabled, and persons who suffer from chronic illness, it is the aim of the RHSP to eliminate all substandard rental housing in Lakewood and by doing so, to improve not only the quality of life for low income individuals, but the lives of all Lakewood residents. In the two years since the program's inception, the City has seen substantial improvement to the quality and condition of many of the City's substandard rental properties. Inspections of rental properties in the City of Lakewood will be ongoing throughout FY 2020.

AP-90 PROGRAM SPECIFIC REQUIREMENTS – 91.420, 91.220(I)(1,2,4)

**Community Development Block Grant Program (CDBG)  
Reference 24 CFR 91.220(I)(1)**

Projects planned with all CDBG funds expected to be available during the year are identified in the Projects Table. The following identifies program income that is available for use that is included in projects to be carried out.

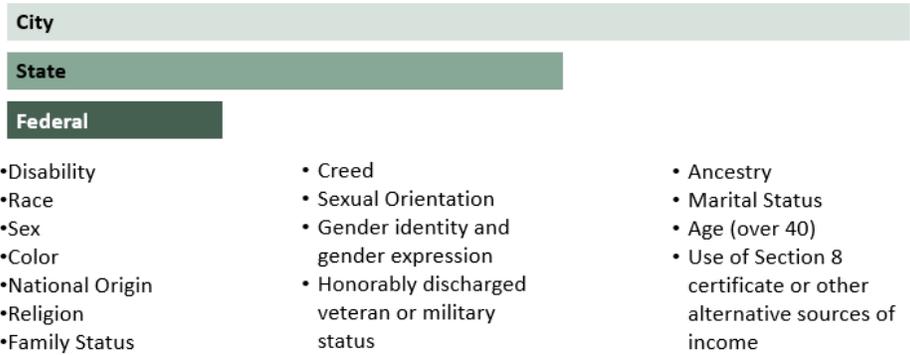
1. The total amount of program income that will have been received before the start of the next program year and that has not yet been reprogrammed	\$0
2. The amount of proceeds from section 108 loan guarantees that will be used during the year to address the priority needs and specific objectives identified in the grantee's strategic plan	\$0
3. The amount of surplus funds from urban renewal settlements	\$0
4. The amount of any grant funds returned to the line of credit for which the planned use has not been included in a prior statement or plan.	\$0
5. The amount of income from float-funded activities	\$0
<b>Total Program Income</b>	<b>\$0</b>

**Other CDBG Requirements**

1. The amount of urgent need activities	\$0
Total	\$0

## APPENDIX – DATA SOURCES

**Figure 1 – Fair Housing Protected Class Designation for Federal, State, and Local**



**Figure 2 – Summary of Survey Responses**

ANSWER CHOICES	RESPONSES	
Race	100.00%	40
Sex	87.50%	35
Color	60.00%	24
National Origin	80.00%	32
Religion	72.50%	29
Family Status	35.00%	14
Creed	35.00%	14
Mental Disability	37.50%	15
Physical Disability	67.50%	27
Sexual Orientation	57.50%	23
Gender Identity and Gender Expression	27.50%	11
Honorably Discharged Veteran or Military Status	40.00%	16
Ancestry	15.00%	6
Marital Status	35.00%	14
Age (over 40)	47.50%	19
Source of Income	22.50%	9
Political Ideology	10.00%	4
Total Respondents: 40		

**Table 6 – Responsible Agencies**

Agency Role	Name	Department/Agency
CDBG Administrator	M. David Bugher	Community and Economic Development/ City of Lakewood

**Table 7 – Agencies, Groups, Organizations Who Participated**

Tacoma	Tacoma Planning Commission
	Tacoma Human Rights Commission
	Tacoma Community Redevelopment Authority
	Tacoma Human Services Commission
	Tacoma City Council
Lakewood	Lakewood Planning Advisory Board
	Lakewood Community Services Advisory Board
	Lakewood City Council

**Table 5.A – Housing Needs Assessment Demographics 2013-2017**

<u>2013-2017</u>	Tacoma	Lakewood	Pierce County	Washington
Population	196,118	57,160	774,339	6,465,755
Households	79,151	24,373	291,323	2,512,327
Median Income (households)	\$46,645	\$42,446	\$56,773	\$56,384

Data Source: 2005-2009 ACS (Base Year), 2011-2017 ACS (Most Recent Year)

**Table 5.B – Housing Needs Assessment Demographics 2009-2011**

<u>2009-2011</u>	Tacoma	Lakewood	Pierce County	Washington
Population	199,449	58,688	791,528	6,652,845
Households	79,430	24,404	297,839	2,602,568
Median Income (households)	\$49,232	\$42,273	\$58,824	\$58,890

Data Source: 2005-2009 ACS (Base Year), 2011-2017 ACS (Most Recent Year)

**Table 5.C – Housing Needs Assessment Demographics 2013-2017**

<u>2013-2017</u>	Tacoma	Lakewood	Pierce County	Washington
Population	207,280	59,102	845,193	7,169,967
Households	82,016	24,129	312,839	2,755,697
Median Income (households)	\$55,506	\$47,636	\$63,881	\$66,174

**Data Source:** 2005-2009 ACS (Base Year), 2011-2017 ACS (Most Recent Year)

**Table 5.D – Housing Needs Assessment Demographics**

Demographics	Base Year: 2009	Most Recent Year: 2017	Percent Change
Population	253,278	266,382	5.2%
Households	103,524	106,145	2.5%
Median Income	\$89,091	\$103,142	15.8%

**Data Source:** 2005-2009 ACS (Base Year), 2011-2017 ACS (Most Recent Year)

**\*Note:** These figures have not been adjusted for inflation.

**Number of Households Table**

**Table 6 – Total Households Table**

	0-30% HAMFI	>30-50% HAMFI	>50-80% HAMFI	>80-100% HAMFI	>100% HAMFI
Total Households	10,014	8,170	13,150	8,654	41,080
Small Family Households	2,093	2,160	2,879	1,414	5,495
Large Family Households	2,850	9,430	2,405	3,475	1,890
Household contains at least one person 62-74 years of age	1,945	3,050	1,845	2,420	1,235
Household contains at least one-person age 75 or older	3,430	5,495	2,370	3,320	1,665
Households with one or more children 6 years old or younger	10,014	8,170	13,150	8,654	41,080

**Data Source:** 2012-2015 CHAS

## Housing Needs Summary Tables<sup>4</sup>

Information and data in the analysis that follow was obtained through the American Community Survey (CHAS data). Housing problems tracked include lack of complete plumbing or kitchen facilities, overcrowding (1.01 to 1.5 persons per room), and cost burden (paying more than 30 percent of income for housing including utilities). Severe housing problems include lack of complete plumbing or kitchen facilities, severe overcrowding (1.51 or more persons per room) and severe cost burden (housing costs in excess of 50 percent of income).

**Table 7 – Housing Problems 1 (Households with one of the listed needs)**

	Renter					Owner				
	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total
NUMBER OF HOUSEHOLDS										
Substandard Housing - Lacking complete plumbing or kitchen facilities	400	220	205	85	910	0	10	60	4	74
Severely Overcrowded - With >1.51 people per room (and complete kitchen and plumbing)	390	255	220	50	915	4	35	45	0	84
Overcrowded - With 1.01-1.5 people per room (and none of the above problems)	445	470	320	80	1,315	65	95	210	60	430
	Renter					Owner				
	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total
NUMBER OF HOUSEHOLDS										
Housing cost burden greater than 50% of income (and none of the above problems)	8,485	3,305	785	40	12,615	1,760	1,705	1,265	345	5,075
Housing cost burden greater than 30% of income (and none of the above problems)	1,370	3,740	4,365	890	10,365	400	1,110	2,385	1,835	5,730
Zero/negative Income (and none of the above problems)	1,310	0	0	0	1,310	550	0	0	0	550

**Data Source:** 2012-2016 CHAS

<sup>4</sup> Each year, the U.S. Department of Housing and Urban Development (HUD) receives custom tabulations of American Community Survey (ACS) data from the U.S. Census Bureau. These data, known as the "CHAS" data (Comprehensive Housing Affordability Strategy), demonstrate the extent of housing problems and housing needs, particularly for low income households. The CHAS data are used by local governments to plan how to spend HUD funds, and may also be used by HUD to distribute grant funds.

**Table 8 – Housing Problems 2 (Households with one or more Severe Housing Problems: Lacks kitchen or complete plumbing, severe overcrowding, severe cost burden)**

	Renter					Owner				
	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total
NUMBER OF HOUSEHOLDS										
Having 1 or more of four housing problems	22,165	15,990	11,800	2,290	54,500	4,465	5,920	7,925	4,480	30,890
Having none of four housing problems	3,020	1,580	10,065	7,735	47,040	650	1,890	7,260	6,685	70,155
Household has negative income, but none of the other housing problems	1,100	0	0	0	1,100	2,625	0	0	0	2,625

Data Source: 2012-2016 CHAS

**Table 9 – Cost Burden Greater than 30 Percent (>30%)**

	Renter				Owner			
	0-30% AMI	>30-50% AMI	>50-80% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	Total
NUMBER OF HOUSEHOLDS								
Small Related	3,525	2,765	2,075	8,365	640	745	1,470	2,855
Large Related	665	590	199	1,454	224	300	525	1,049
Elderly	2,170	1,640	965	4,775	1,005	1,310	1,055	3,370
Other	4,515	2,720	2,120	9,355	365	555	750	1,670
Total need by income	10,875	7,715	5,359	23,949	2,234	2,910	3,800	8,944

Data Source: 2012-2016 CHAS

**Table 10 – Cost Burden Greater than 50 Percent (>50%)**

	Renter				Owner			
	0-30% AMI	>30-50% AMI	>50-80% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	Total
NUMBER OF HOUSEHOLDS								
Small Related	2,955	1,525	230	4,710	560	445	465	1,470
Large Related	600	140	4	744	169	185	100	454
Elderly	1,795	670	155	2,620	750	665	410	1,825
Other	3,970	1,210	415	5,595	300	445	330	1,075
Total need by income	9,320	3,545	804	13,669	1,779	1,740	1,305	4,824

Data Source: 2012-2016 CHAS

**Table 11 – Crowding Information – 1/2**

	Renter					Owner				
	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	>80-100% AMI	Total
NUMBER OF HOUSEHOLDS										
Single family households	12,260	11,670	9,170	3,925	37,025	2,105	3,485	5,475	2,725	13,790
Multiple, unrelated family households	1,295	1,405	1,600	580	4,880	430	855	1,660	870	3,815

Other, non-family households	935	745	640	500	2,820	20	55	110	40	225
Total need by income	14,490	13,820	11,410	5,005	44,725	2,555	4,395	7,245	3,635	17,830

Data Source: 2012-2016 CHAS

**Table 12 – Crowding Information – 2/2**

	Renter				Owner			
	0-30% AMI	>30-50% AMI	>50-80% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	Total
Households with Children Present	365	535	1195	2095	3065	1835	2125	7025

Data Source: 2012-2016 CHAS

**Table 13 – Disproportionally Greater Need 0% – 30% AMI**

Housing Problems*	Has one or more of four housing problems	Has none of the four housing problems	
Jurisdiction as a whole	13,319	1,835	
White	25,750	4,212	
Black / African American	5,705	5,180	
Asian	3,275	4,130	
American Indian, Alaska Native	541	535	
Pacific Islander	504	484	
Hispanic	4,955	3,608	

Data Source: 2012-2016 CHAS

\*Note: The four housing problems are: 1) Lacks complete kitchen facilities; 2) Lacks complete plumbing facilities; 3) More than one person per room, 4) Cost Burden greater than 30%.

**Table 14 – Disproportionally Greater Need 30% – 50% Percent AMI**

Housing Problems*	Has one or more of four housing problems	Has none of the four housing problems	
Jurisdiction as a whole	10,960	1,735	
White	6,390	1,165	
Black / African American	1,410	165	
Asian	765	200	
American Indian, Alaska Native	74	25	
Pacific Islander	95	20	
Hispanic	1,645	115	

Data Source: 2012-2016 CHAS

\*Note: The four housing problems are: 1) Lacks complete kitchen facilities; 2) Lacks complete plumbing facilities; 3) More than one person per room, 4) Cost Burden greater than 30%.

**Table 15 – Disproportionally Greater Need 50% – 80% AMI**

Housing Problems*	Has one or more of four housing problems	Has none of the four housing problems	
Jurisdiction as a whole	9,860	8,665	
White	6,275	5,585	
Black / African American	1,150	850	
Asian	720	725	
American Indian, Alaska Native	89	125	
Pacific Islander	105	105	
Hispanic	1,025	695	

**Data Source:** 2012-2016 CHAS

**\*Note:** The four housing problems are: 1) Lacks complete kitchen facilities; 2) Lacks complete plumbing facilities; 3) More than one person per room, 4) Cost Burden greater than 30%.

**Table 16 – Disproportionally Greater Need 80 – 100% AMI**

Housing Problems*	Has one or more of four housing problems	Has none of the four housing problems	
Jurisdiction as a whole	3,385	7,215	
White	2,440	4,875	
Black / African American	335	950	
Asian	205	370	
American Indian, Alaska Native	14	65	
Pacific Islander	20	99	
Hispanic	210	550	

**Data Source:** 2012-2016 CHAS

**\*Note:** The four housing problems are: 1) Lacks complete kitchen facilities; 2) Lacks complete plumbing facilities; 3) More than one person per room, 4) Cost Burden greater than 30%.

**Table 8 – Severe Housing Problems 0% - 30% AMI**

Severe Housing Problems*	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	11,545	3,610	1,860
White	6,035	2,170	1,115
Black / African American	2,145	300	315
Asian	890	590	135

American Indian, Alaska Native	265	80	75
Pacific Islander	145	20	25
Hispanic	1,515	288	170

**Data Source:** 2012-2016 CHAS

**\*Note:** The four severe housing problems are: 1) Lacks complete kitchen facilities; 2) Lacks complete plumbing facilities; 3) More than 1.51 persons per room, 4) Cost Burden greater than 50%.

**Table 9 – Severe Housing Problems 30% - 50% AMI**

Severe Housing Problems*	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	6,105	6,590	0
White	3,545	4,010	0
Black / African American	725	850	0
Asian	385	580	0
American Indian, Alaska Native	55	44	0
Pacific Islander	35	75	0
Hispanic	1,045	715	0

**Data Source:** 2012-2016 CHAS

**\*Note:** The four severe housing problems are: 1) Lacks complete kitchen facilities; 2) Lacks complete plumbing facilities; 3) More than 1.51 persons per room, 4) Cost Burden greater than 50%.

**Table 10 – Severe Housing Problems 50% - 80% AMI**

Severe Housing Problems*	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	3,120	15,415	0
White	2,055	9,800	0
Black / African American	284	1,720	0
Asian	265	1,185	0
American Indian, Alaska Native	40	185	0
Pacific Islander	89	195	0
Hispanic	245	1,475	0

**Data Source:** 2012-2016 CHAS

**\*Note:** The four severe housing problems are: 1) Lacks complete kitchen facilities; 2) Lacks complete plumbing facilities; 3) More than 1.51 persons per room, 4) Cost Burden greater than 50%.

**Table 11 – Severe Housing Problems 80% - 100% AMI**

Severe Housing Problems*	Has one or more of four housing problems	Has none of the four housing problems	Household has no/negative income, but none of the other housing problems
Jurisdiction as a whole	665	9,940	0
White	385	6,930	0
Black / African American	50	1,230	0
Asian	100	475	0
American Indian, Alaska Native	0	75	0
Pacific Islander	10	109	0
Hispanic	65	695	0

**Data Source:** 2012-2016 CHAS

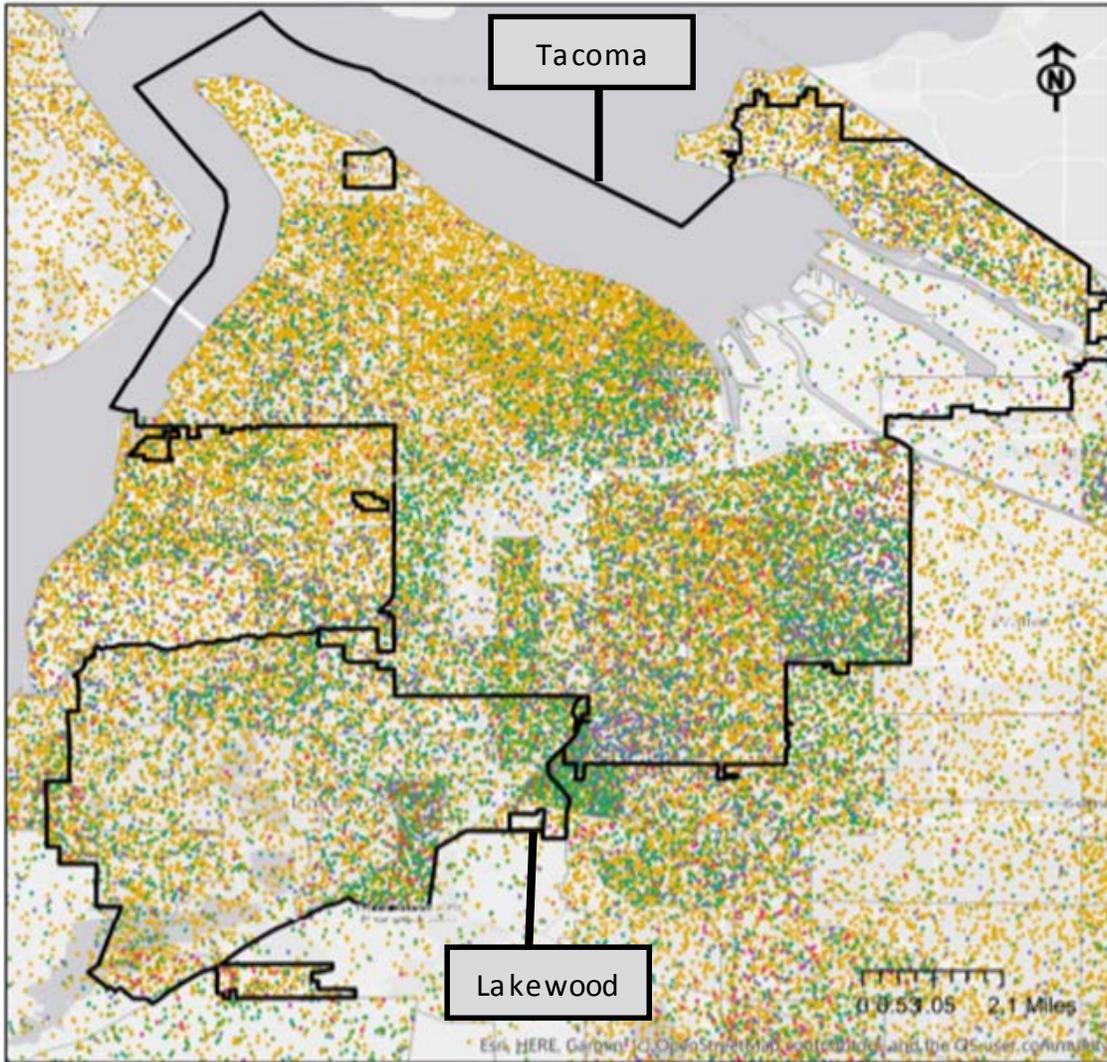
**\*Note:** The four severe housing problems are: 1) Lacks complete kitchen facilities; 2) Lacks complete plumbing facilities; 3) More than 1.51 persons per room, 4) Cost Burden greater than 50%.

**Table 12 – Greater Need: Housing Cost Burdens AMI**

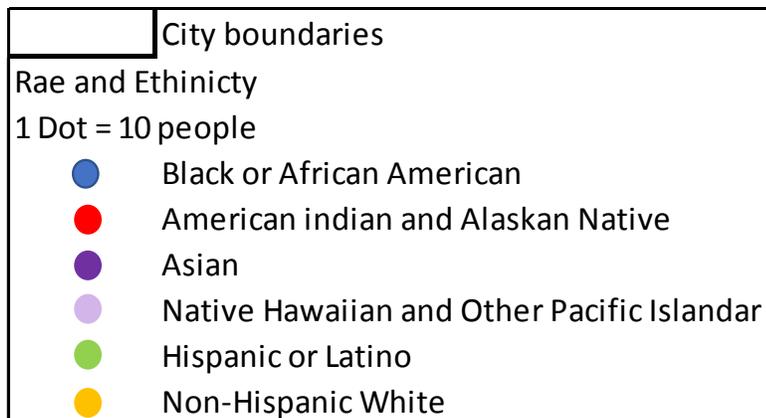
Housing Cost Burden	<=30%	30-50%	>50%	No / negative income (not computed)
Jurisdiction as a whole	60,800	20,980	19,355	2,025
White	43,195	13,325	11,325	1,135
Black / African American	5,330	2,490	3,020	355
Asian	4,475	1,560	1,355	140
American Indian, Alaska Native	560	165	355	75
Pacific Islander	625	170	195	25
Hispanic	3,945	2,350	2,195	245

**Data Source:** 2012-2016 CHAS

Map 1 – City of Tacoma Residential Locations and Concentration by Race and Ethnicity



Data source: United States Census Bureau's American Community Survey 2014-2018 5-year estimates accessed through ArcGIS Living Atlas of the World, Table B03002.



## Totals in Units

**Table 13 – Public Housing by Program Type for Pierce County Housing Authority (PCHA)**

Program Type									
	Certificate	Mod-Rehab	Public Housing*	Vouchers					
				Total Vouchers	Project-based	Tenant-based	Special Purpose Voucher		
							Veterans Affairs Supportive Housing	Family Unification Program	Disabled**
# of units with vouchers in use	0	0	124	2,749	209	2,149	191	0	200

**Data Source:** Pierce County Housing Authority

**Note:** \*includes one public housing home in Lakewood

\*\*includes Non-Elderly Disabled, Mainstream One-Year, Mainstream Five-year, and Nursing Home Transition

## Characteristics of Residents

**Table 14 – Characteristics of Public Housing Residents by Program for Pierce County Housing Authority (PCHA)**

Program Type								
	Certificate	Mod-Rehab	Public Housing	Vouchers				
				Total Vouchers	Project-based	Tenant-based	Special Purpose Voucher	
							Veterans Affairs Supportive Housing	Family Unification Program
Average Annual Income	0		\$27,654	\$17,307	\$13,862	\$17,593	\$16,820	0
Average length of stay (in years)	0		8	9.3	4	10	4	0
Average Household size	0		3.7	2.3	2.3	2.3	1.5	0
# Homeless at admission	0		0	588	175	222	191	0
# of Elderly Program Participants (>62)	0		6	901	39	671	70	0
# of Disabled Families	0		32	1,631	71	1,426	134	0
# of Families requesting accessibility features	0		0	0	0	0	0	0

# of HIV/AIDS program participants	0		0	0	0	0	0	0
# of DV victims	0		0	0	0	0	0	0

**Data Source:** Pierce County Housing Authority (PCHA)

### Race of Residents

**Table 15 – Race of Public Housing Residents by Program Type**

Program Type									
Race	Certificate	Mod-Rehab	Public Housing	Vouchers					
				Total	Project-based	Tenant-based	Special Purpose Voucher		
							Veterans Affairs Supportive Housing	Family Unification Program	Disabled
									*
White	0	46	373	1,494	268	1,173	22	25	1
Black/African American	0	23	262	1,197	178	982	27	9	0
Asian	0	4	240	167	50	117	0	0	0
American Indian/Alaska Native	0	3	15	78	18	57	1	2	0
Pacific Islander	0	1	13	51	18	31	0	2	0
Other	0	0	3	0	0	0	0	0	0

**Data Source:** PIC (PIH Information Center)

**\*Note:** includes Non-Elderly Disabled, Mainstream One-Year, Mainstream Five-year, and Nursing Home Transition

### Ethnicity of Residents

**Table 16 – Ethnicity of Public Housing Residents by Program Type**

Program Type									
Ethnicity	Certificate	Mod-Rehab	Public Housing	Vouchers					
				Total Vouchers	Project-based	Tenant-based	Special Purpose Voucher		
							Veterans Affairs Supportive Housing	Family Unification Program	Disabled
									*
Hispanic	0	10	59	257	55	197	3	2	0

Not Hispanic	0	67	847	2,730	477	2,163	47	36	1
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**Data Source:** PIC (PIH Information Center)

**\*Note:** includes Non-Elderly Disabled, Mainstream One-Year, Mainstream Five-year, and Nursing Home Transition

**Table 23 – Residential Properties by Unit Number**

Property Type	Tacoma	Lakewood	Pierce County	Washington State
<i>Total units</i>	86,711	27,092	331,369	2,942,127
1, detached	63%	46%	65%	63%
1, attached	3%	6%	4%	4%
2-4 units	8%	11%	7%	6%
5-19 units	13%	21%	11%	10%
20 or more units	13%	10%	6%	10%
Mobile Home, boat, RV, van, etc.	<1%	6%	6%	7%

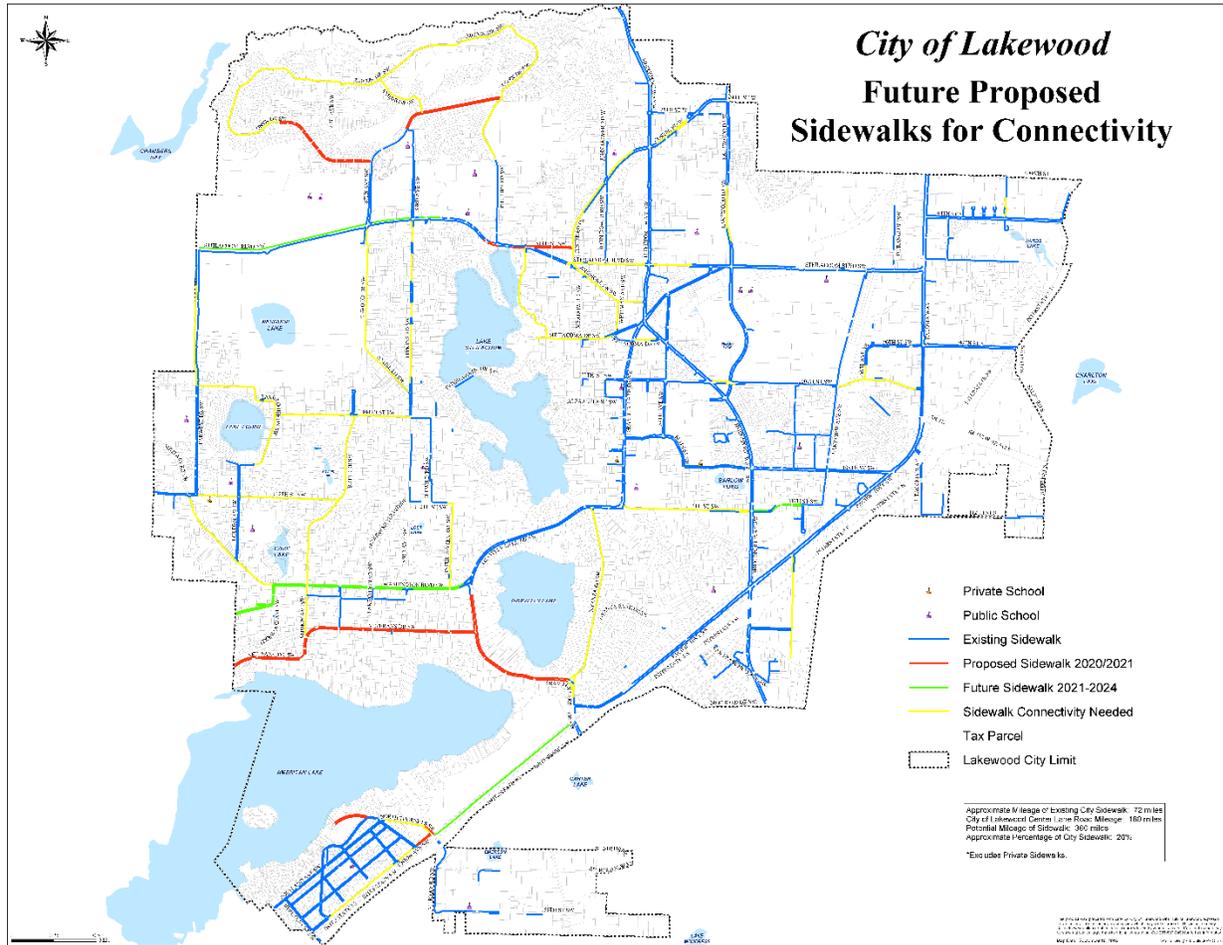
Data Source: 2011-2015 ACS

**Table 17 – Unit Size by Tenure**

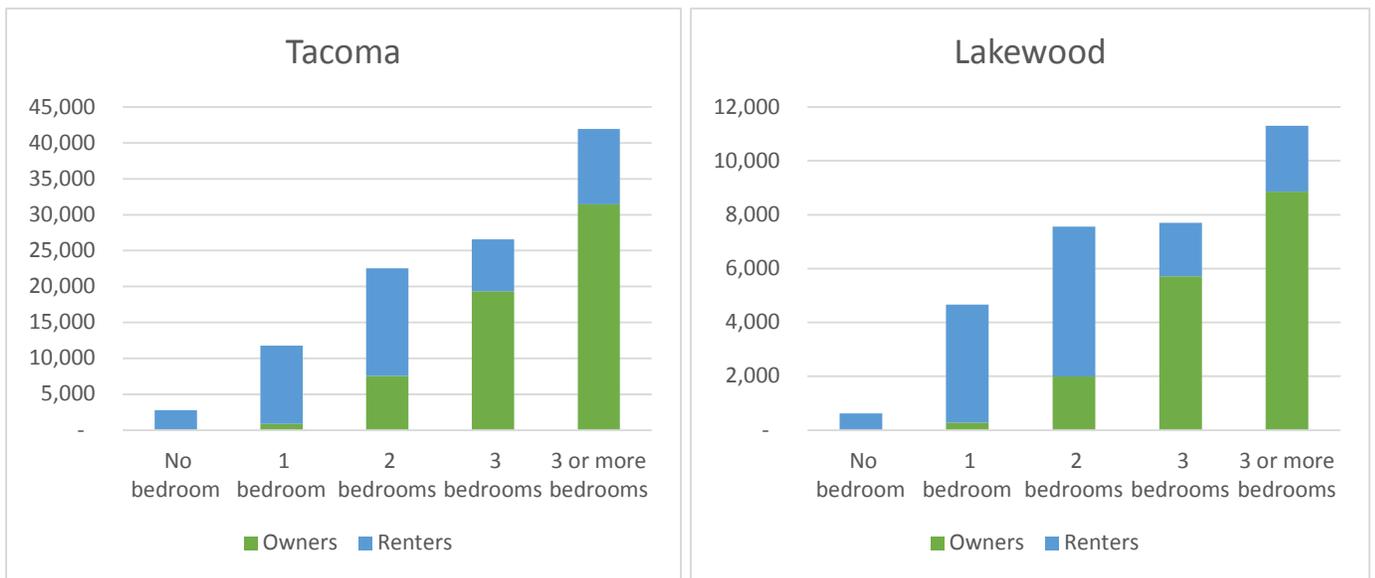
Number of bedrooms	Tacoma		Lakewood		Pierce County		Washington State	
	Owners	Renters	Owners	Renters	Owners	Renters	Owners	Renters
<i>Total units</i>	39,928	39,098	11,147	12,993	185,160	118,426	1,668,071	1,000,841
No bedroom	<1%	7%	<1%	5%	<1%	4%	<1%	6%
1 bedroom	2%	28%	3%	34%	1%	22%	3%	25%
2 bedrooms	19%	38%	18%	43%	15%	39%	18%	38%
3 bedrooms	48%	18%	51%	15%	54%	25%	48%	23%
3 or more bedrooms	79%	27%	80%	19%	84%	34%	79%	31%

Data Source: 2011-2015 ACS

**Map 2 – City of Lakewood Future Proposed Sidewalk Connectivity**



**Figure 3 – Number of Bedrooms by Tenure in Tacoma and Lakewood**



Data Source: 2011-2015 ACS

**Table 25 – Cost of Housing**

	Tacoma	Lakewood	Pierce County	Washington State
<b>Median value (dollars)</b>	\$203,600	\$209,100	\$232,600	\$259,500
<b>Median contract rent</b>	\$824	\$748	\$888	\$883

Data Source: 2011-2015 ACS (Most Recent Year)

**Table 26 - Rent Paid**

Rent Paid	Tacoma	Lakewood	Pierce County	Washington State
Less than \$500	9%	5%	5%	9%
\$500-\$999	47%	62%	42%	40%
\$1499-\$1999	30%	26%	35%	32%
\$1499-\$1999	11%	6%	13%	13%
\$2,000 or more	3%	1%	4%	6%

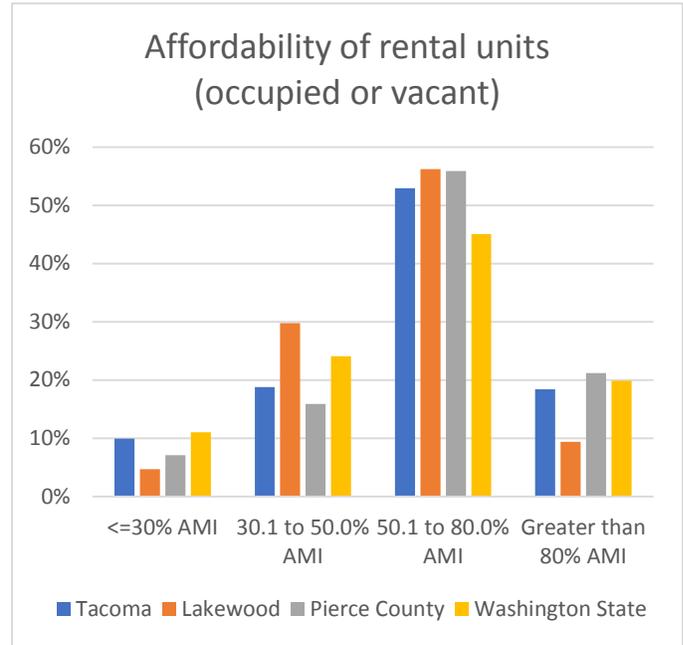
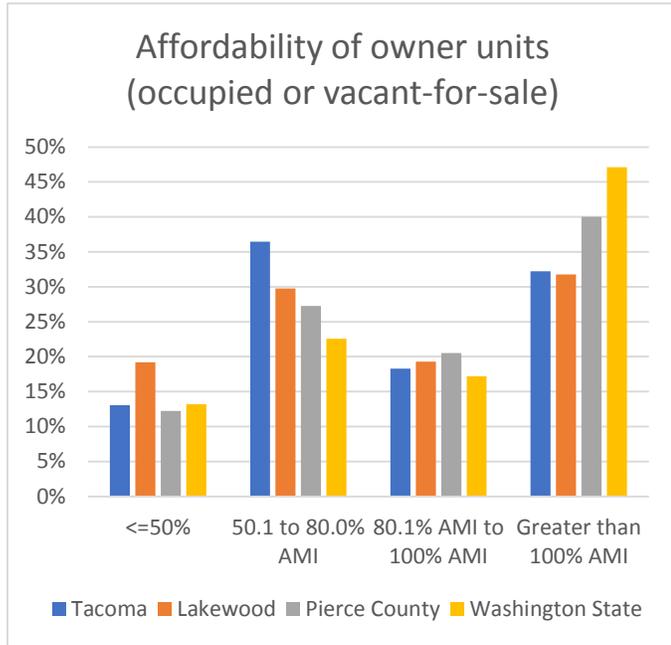
Data Source: 2011-2015 ACS

**Table 27 – Housing Affordability**

% units affordable to households earning	Tacoma		Lakewood		Pierce County		Washington State	
	Owner	Renter	Owner	Renter	Owner	Renter	Owner	Renter
<=30% AMI		10%		5%		7%		11%
30.1 to 50.0% AMI	13%	19%	19%	30%	12%	16%	13%	24%
50.1 to 80.0% AMI	36%	53%	30%	56%	27%	56%	23%	45%
80.1% AMI to 100% AMI	18%		19%		21%		17%	
Greater than 100% AMI	32%	18%	32%	9%	40%	21%	47%	20%
<i>Total units</i>	40,720	40,380	11,235	14,060	188,040	122,655	1,683,000	1,021,895

Data Source: 2011-2015 ACS

**Figure 4 – Housing Affordability**



Data Source: 2011-2015 CHAS

**Table 28 – Monthly Rent**

Monthly Rent Limit in the Tacoma HUD Metro Area (\$)	Efficiency (0 bedrooms)	1 Bedroom	2 Bedroom	3 Bedroom	4 Bedroom
Fair Market Rent	\$860	\$966	\$1,265	\$1,829	\$2,222
High HOME Rent	\$860	\$959	\$1,152	\$1,322	\$1,455
Low HOME Rent	\$702	\$752	\$902	\$1,043	\$1,163

Data Source: FY 2019 HUD FMR and HOME Rents

**Table 29 - Condition of Units**

Condition of units	Tacoma		Lakewood		Pierce County		Washington State	
	Owner	Renter	Owner	Renter	Owner	Renter	Owner	Renter
Total units	39,928	39,098	11,147	12,993	185,160	118,426	1,668,071	1,000,841
With one selected Condition	30%	47%	28%	53%	29%	47%	27%	45%
With two selected Conditions	1%	4%	1%	4%	1%	4%	1%	4%
With three selected Conditions	0%	0%	0%	0%	0%	0%	0%	0%
With four selected Conditions	0%	0%	0%	0%	0%	0%	0%	0%
No selected Conditions	69%	49%	71%	43%	71%	49%	72%	51%

Data Source: 2011-2015 ACS

**Table 30 – Year Unit Built**

Year Built	Tacoma		Lakewood		Pierce County		Washington State	
	Owner	Renter	Owner	Renter	Owner	Renter	Owner	Renter
Total units	39,928	64,696	11,147	20,458	185,160	178,215	1,668,071	1,514,185
2000 or later	8%	7%	5%	8%	21%	12%	20%	12%
1980-1999	19%	14%	23%	19%	33%	21%	31%	20%
1950-1979	32%	45%	60%	64%	30%	49%	34%	48%
Before 1950	40%	34%	12%	9%	15%	18%	16%	20%

Data Source: 2011-2015 CHAS

**Table 31 – Risk of Lead-Based Paint**

Risk of Lead-Based Paint Hazard	Tacoma		Lakewood		Pierce County		Washington State	
	Owner	Renter	Owner	Renter	Owner	Renter	Owner	Renter
Total units built before 1980	29,086	35,816	8,006	15,015	83,687	59,789	820,731	513,344
Units built before 1980 with children present	13%	13%	11%	10%	11%	22%	12%	19%

Data Source: 2011-2015 ACS (Total Units) 2011-2015 CHAS (Units with Children Present)

**Table 33 – Total Number of Units by Program Type**

	Program Type								
	Certificate	Mod-Rehab	Public Housing*	Vouchers					
				Total	Project-based	Tenant-based	Special Purpose Voucher		
							Veterans Affairs Supportive Housing	Family Unification Program	Disabled **
# of units vouchers available	0	0	124	2,749	209	2,149	191	0	200
# of accessible units									

\*includes one public housing home in Lakewood

\*\*includes Non-Elderly Disabled, Mainstream One-Year, Mainstream Five-year, and Nursing Home Transition

Data Source: PIC (PIH Information Center)

**Business Activity**

**Table 18 - Business Activity**

Business by Sector	Number of Workers	Number of Jobs	Share of Workers %	Share of Jobs %	Jobs less workers %
Agriculture, Mining, Oil & Gas Extraction	521	49	1	0	-1
Arts, Entertainment, Accommodations	9,206	9,238	12	10	-2
Construction	4,511	3,259	6	4	-2
Education and Health Care Services	16,087	28,914	22	33	11
Finance, Insurance, and Real Estate	4,263	6,401	6	7	2
Information	1,458	823	2	1	-1

Business by Sector	Number of Workers	Number of Jobs	Share of Workers %	Share of Jobs %	Jobs less workers %
Manufacturing	6,633	6,427	9	7	-2
Other Services	3,077	3,794	4	4	0
Professional, Scientific, Management Services	4,656	3,881	6	4	-2
Public Administration	138	0	0	0	0
Retail Trade	9,835	11,553	13	13	0
Transportation and Warehousing	3,946	2,301	5	3	-3
Wholesale Trade	4,444	4,500	6	5	-1
Total	68,775	81,140	--	--	--

Data Source: 2011-2015 ACS (Workers), 2015 Longitudinal Employer-Household Dynamics (Jobs)

## Labor Force

**Table 37 - Labor Force**

Total Population in the Civilian Labor Force	103,840
Civilian Employed Population 16 years and over	93,340
Unemployment Rate	10.11
Unemployment Rate for Ages 16-24	30.96
Unemployment Rate for Ages 25-65	6.40

Data Source: 2011-2015 ACS

**Table 38 – Occupations by Sector**

Occupations by Sector	Number of People
Management, business and financial	19,950
Farming, fisheries and forestry occupations	4,095
Service	12,995
Sales and office	21,550
Construction, extraction, maintenance and repair	7,965
Production, transportation and material moving	5,115

Data Source: 2011-2015 ACS

## Travel Time

**Table 39 - Travel Time to Work**

Travel Time	Number	Percentage
< 30 Minutes	56,270	63%
30-59 Minutes	24,665	28%
60 or More Minutes	8,365	9%
<b>Total</b>	<b>89,300</b>	<b>100%</b>

Data Source: 2011-2015 ACS

**Education:**

Educational Attainment by Employment Status (Population 16 and Older)

**Table 40 - Educational Attainment by Employment Status**

Educational Attainment	In Labor Force		Not in Labor Force
	Civilian Employed	Unemployed	
Less than high school graduate	6,790	1,095	5,120
High school graduate (includes equivalency)	19,185	2,160	8,525
Some college or Associate's degree	27,465	2,815	8,725
Bachelor's degree or higher	23,375	1,075	3,975

Data Source: 2011-2015 ACS

**Educational Attainment by Age**

**Table 41 - Educational Attainment by Age**

	Age				
	18–24 years	25–34 years	35–44 years	45–65 years	65+ years
Less than 9th grade	275	780	1,055	2,175	2,120
9th to 12th grade, no diploma	3,535	2,835	2,360	3,805	1,875
High school graduate, GED, or alternative	6,265	8,395	7,020	14,610	8,365
Some college, no degree	8,110	8,900	6,690	13,050	5,565
Associate's degree	1,195	3,205	2,850	4,815	1,180
Bachelor's degree	1,830	6,445	4,665	8,300	3,930
Graduate or professional degree	100	2,045	2,805	4,800	2,990

Data Source: 2011-2015 ACS

**Educational Attainment – Median Earnings in the Past 12 Months**

**Table 42 – Median Earnings in the Past 12 Months**

Educational Attainment	Median Earnings in the Past 12 Months
Less than high school graduate	\$22,289
High school graduate (includes equivalency)	\$30,256
Some college or Associate's degree	\$33,766
Bachelor's degree	\$49,728
Graduate or professional degree	\$62,144

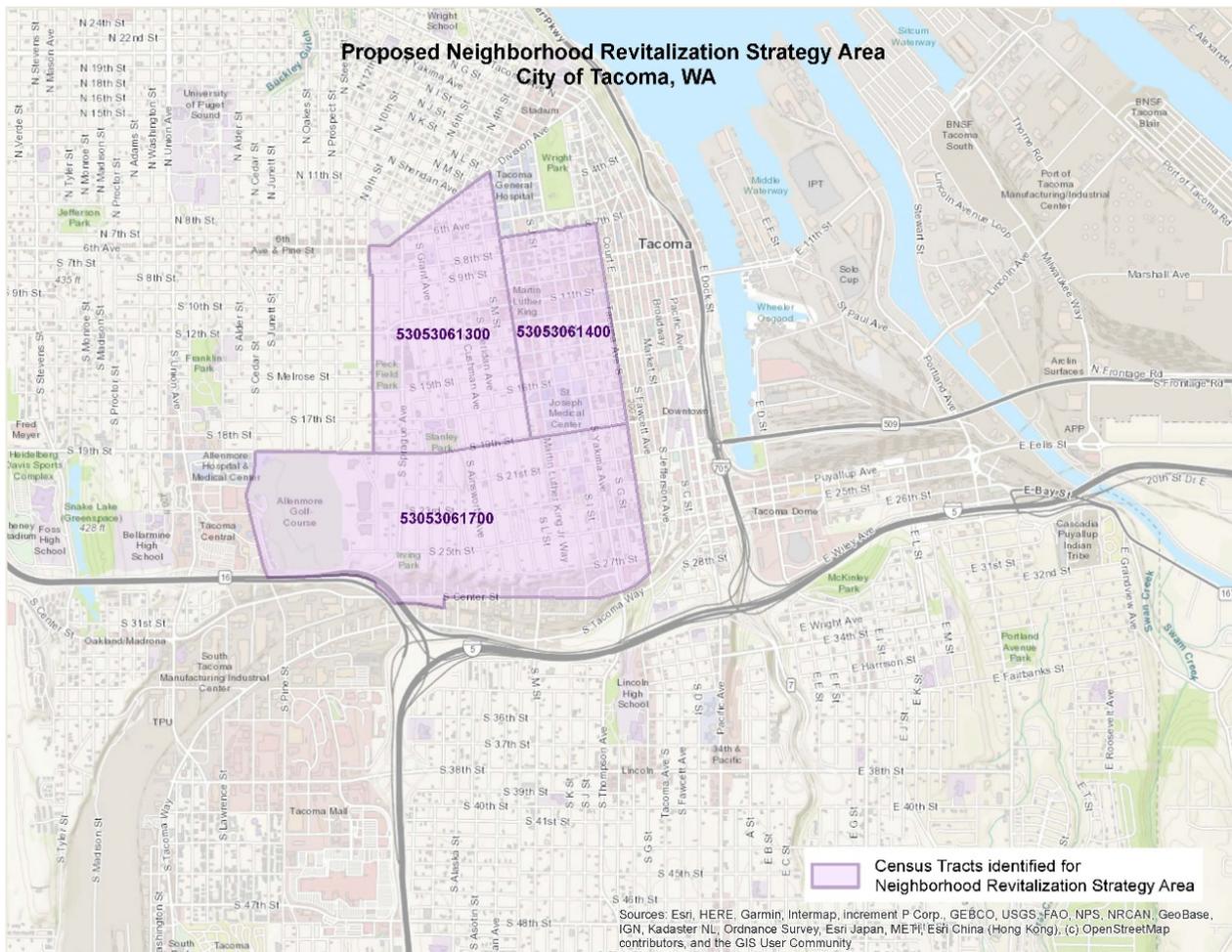
Data Source: 2011-2015 ACS

**Geographic Area**

<b>Area name:</b>	Hilltop Neighborhood Revitalization Strategy Area
<b>Area type:</b>	Neighborhood Revitalization Strategy Area
<b>Revitalization type:</b>	Rehabilitation; Production; Non-housing community development

<p><b>Identify the neighborhood boundaries for this target area:</b></p>	<p>See to Map 2</p>
<p><b>Include specific housing and commercial characteristics of this target area:</b></p>	<p>Past plans and studies about Hilltop (including <i>Housing Hilltop</i> (2016) and <i>Hilltop Subarea Plan</i> (2014)) have highlighted a set of interrelated needs in Hilltop: loss of affordable housing, limited supply of affordable rental and homeownership opportunities, and displacement pressure among residents and small-business owners. These studies have recommended supporting mixed-use, mixed-income, and mixed-household housing and more affordable homes for lower-income households and building upon the social capital and organizational infrastructure to set measurable targets. An ongoing initiative, Design the Hill, is working with residents to design first-floor business spaces, public spaces, and affordable housing.</p>

### Map 3 - Geographic Priority Areas



**CITY OF LAKEWOOD**  
**COMMENT PERIOD AND PUBLIC HEARING**  
**Community Development Block Grant (CDBG) and**  
**HOME Investment Partnership Act (HOME) Programs**

Public Hearing

When: Monday, May 18, 2020\*  
7:00 p.m.  
Where: Lakewood City Hall  
Council Chambers  
6000 Main St. SW  
Lakewood, WA

Public Comment Period

When: April 18, 2020 – May 18, 2020

Comments To: City of Lakewood  
Community Development Department  
Attn: Jeff Gumm, Program Manager  
6000 Main Street SW  
Lakewood, WA 98499

The City of Lakewood will be developing its 5-Year (FY 2020-24) Consolidated Plan, FY 2020 Annual Action Plan (July 1, 2020 - June 30, 2021), and Analysis of Impediments to Fair Housing as required by the U. S. Department of Housing and Urban Development. The Plans will describe the community and economic development, housing and public services needs and strategies the City proposes to undertake with CDBG and HOME funds to benefit low and moderate income individuals. The 5-YR and FY 2020 Annual Action Plans will describe the activities for which CDBG and HOME funds are proposed to be used for meeting these needs. The documents are available on the City's website at [www.cityoflakewood.us](http://www.cityoflakewood.us).

The public hearing will provide an opportunity for citizens and agencies to provide testimony on community and economic development, housing and public services needs. Public comments may be provided by mail to the address listed above or by email to [jgumm@cityoflakewood.us](mailto:jgumm@cityoflakewood.us). Comments must be provided no later than 4:00 p.m. May 18, 2020.

For additional information, contact the Jeff Gumm, Program Manager, City of Lakewood Community Development Department, 6000 Main St. SW, Lakewood, WA 98499, or by calling 253-589-2489.

Persons requiring special accommodations during the hearing are requested to call 253-589-2489 before 5:00 p.m., May 12, 2020

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\*If Gov. Jay Inslee's Stay Home, Stay Healthy order is lifted and public gatherings are again allowed by May 18, the council meeting will be held at its regular location in Council Chambers at Lakewood City Hall, 6000 Main Street SW, Lakewood.

However if restrictions around gatherings are still in place at that time, the City Council will continue to conduct its meetings virtually.

Residents can virtually attend City Council meetings by watching them live on the city's [YouTube channel](#).

Those who do not have access to YouTube can call in to listen by telephone via Zoom:

Zoom: Dial +1(253) 215- 8782 and enter participant ID: 151082920.

Public testimony for virtual City Council meetings should be sent via email to City Clerk Briana Schumacher at [bschumacher@cityoflakewood.us](mailto:bschumacher@cityoflakewood.us).

Comments received up to one hour before the meeting will be provided to the City Council electronically. Comments received after that deadline will be provided to the City Council after the meeting

# City of Lakewood Analysis of Impediments to Fair Housing Choice

April 2020

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## Introduction

Lakewood was fairly recently incorporated (1996), having grown around numerous lakes which have historically been a draw for recreation as well as residential development for military personnel and retirees and people commuting to jobs elsewhere in Puget Sound. The City has focused on transformation from its start as a bedroom community to a city that is diversified and self-contained economically. Essential infrastructure to encourage both commercial and residential development includes basic and expensive elements – extending sewers and building roads and pedestrian improvements into areas not previously serviced. Major investments have been made in Tillicum and Woodbrook, and along transportation corridors. Essential to both economic development and increasing opportunities for residents is removal or redevelopment of blighted or underutilized properties. Revitalization and redevelopment in the near future will focus on the Central Business District, the South Tacoma Way and Pacific Highway Corridors; Springbrook; Tillicum/Woodbrook; Lakeview (Lakewood Station District); and, Lake City.

## Updated Methodology

This report is an update of the Analysis of Impediments to Fair Housing conducted in 2015, incorporating more recent information on actions taken on previously identified impediments as well as current policies, and demographic, economic and housing data to ascertain any new impediments. The City of Lakewood, as part of the HOME Consortium with the City of Tacoma, is also conducting an updated Consolidated Plan to be completed in 2020.

The updated Analysis of Impediments will include feedback from various stakeholder groups who can lend insight into the data, trends, as well as potential barriers to fair housing. These stakeholders include but are not limited to: housing providers and advocates, human service providers and consumers, City staff, and the public. Similarly, discussions with neighborhood groups, housing authorities, and advocates for persons in protected classes under the Fair Housing Act will help to inform the analysis and recommendations.

## Summary of Approach

This report updates the 2010 *Analysis of Impediments to Fair Housing Report (as updated in 2015)* and draws on the 2014 Regional Fair Housing Equity Assessment, incorporating updated information on:

- Actions taken on previously identified impediments
- Current policies
- Demographic, economic and housing data
- New impediments
- Recommendations for future action.

## Stakeholder Engagement

This updated *Analysis of Impediments* includes feedback from various stakeholder groups who provided insight into the data, trends, and potential barriers to fair housing. These stakeholders include but are not limited to housing providers and advocates; human service providers and consumers; City staff; and, other members of the public. Similarly, discussions with neighborhood groups, housing authorities, and, advocates for persons in protected classes under the Fair Housing Act, helped inform the analysis and recommendations.

The City of Lakewood conducted outreach and engagement activities to agencies, groups, and organizations in line with the City of Lakewood Community Development Block Grant and HOME Investment Partnership ACT Citizen Participation Plan (2019). Below details the planned outreach conducted to these groups:

- Lakewood Planning Advisory Board: Created by City ordinance, with members appointed by the City Council, will review and make recommendations on the Con Plan. This group is planned to be engaged in late April 2020 with the objective to review the draft plan and public comments in order to provide final feedback and decisions to finalize Consolidated Plan to send to Lakewood City Council for approval.
- Lakewood Community Service Advisory Board: This is a citizens' advisory board, which recommends CDBG and HOME allocations and the Con Plan to the City Council. To the extent possible, the board includes low- and moderate-income persons, representatives of community groups, and members of minority groups. This group is planned to be engaged in late April 2020 with the objectives to review the draft plan and public comments in order to provide final feedback/decisions to finalize Consolidated Plan to send to the Lakewood City Council for approval.
- Lakewood City Council: City of Lakewood staff presented the draft Consolidated Plan at the March 23, 2020 City Council meeting and plans to adopt the final Consolidated Plan at Council's meeting on May 4, 2020.

## Analysis

The analysis is a comprehensive overview of policies, procedures, data, and input from stakeholders that includes:

- Summary of Lakewood demographics and trends
- Analysis of segregation patterns and trends
- Analysis of racially and ethnically concentrated areas of poverty
- Analysis of disproportionate housing needs
- Analysis of disparities in access to opportunity along the following factors:
  - Education
  - Employment
  - Transportation
  - Environmentally Healthy Areas

- Analysis of publicly supported housing
- Analysis of housing access for vulnerable populations
- Analysis of fair housing discrimination testing and housing mortgage disclosure data

## Recommendations

Recommendations are based on the analysis, best practices, legal requirements and the status of current impediments.

## Overview of the Legal Requirements of Analysis of Impediments

Jurisdictions receiving grant funds from the U.S. Department of Housing and Urban Development (HUD) are required to certify to the federal government that they are affirmatively furthering fair housing. The jurisdiction must:

- Conduct an Analysis of Impediments to Fair Housing
- Take appropriate action to overcome the effects of impediments identified through that analysis
- Maintain records reflecting the analysis and actions

Under the Consolidated Plan, HUD-funded recipients are required to:

- Examine and attempt to alleviate housing discrimination within their jurisdiction
- Promote fair housing choice for all persons
- Provide opportunities for all persons to reside in any given housing development, regardless of race, color, religion, sex, disability, familial status, or national origin
- Promote housing that is accessible to and usable by persons with disabilities
- Comply with non-discrimination requirements of the Fair Housing Act

HUD defines impediments to fair housing choice as:

- Any actions, omissions, or decisions taken because of race, color, religion, sex, disability, familial status, or national origin which restrict housing choices or the availability of housing choice, or
- Any actions, omissions, or decisions which have the effect of restricting housing choices or the availability of housing choice on the basis of race, color, religion, sex, disability, familial status, or national origin.

## Affordable Housing and Fair Housing Overlapping Sectors

The availability of affordable, good quality, appropriate housing in all neighborhoods, for all residents is a critical underlayment in any community. Absence of appropriate affordable housing choices puts the most vulnerable populations – many of whom are among the classes protected by fair housing laws – at risk. They face reduced housing choice and reduced access to opportunities.

Housing policies, including those contained in zoning and land use plans, impact the availability and location of housing and, therefore, equal access to opportunities, including quality schools, employment, services, recreation, shopping, cultural outlets, safety and stability, transportation, walkable neighborhoods – all the things valued in communities. Increasing affordable housing choices and access to opportunities in all neighborhoods and eliminating discrimination in housing go hand in hand.

## Fair Housing Laws

### Federal Laws

Title VIII of the Civil Rights Act of 1968, as amended (Fair Housing Act), prohibits discrimination in the sale, rental and financing of dwellings, and in other housing-related transactions, based on:

- Race or color
- National origin
- Religion
- Sex
- Familial status (including children under the age of 18 living with parents of legal custodians, pregnant women, and people securing custody of children under age 18)
- Handicap (disability)

The Fair Housing Act covers most housing. In some circumstances, the Act exempts owner-occupied buildings with no more than four units, single-family housing sold or rented without the use of a broker and housing operated by organizations and private clubs that limit occupancy to members.

In the **sale and rental of housing**: No one may take any of the following actions based on race, color, national origin, religion, sex, familial status or handicap (disability):

- Refuse to rent or sell housing
- Refuse to negotiate for housing

- Make housing unavailable
- Deny a dwelling
- Set different terms, conditions or privileges for sale or rental of a dwelling
- Provide different housing services or facilities
- Falsely deny that housing is available for inspection, sale or rental
- For profit, persuade owners to sell or rent (blockbusting), or
- Deny anyone access to or membership in a facility or service (such as a multiple listing service) related to the sale or rental of housing.

In **mortgage lending**: No one may take any of the following actions based on race, color, national origin, religion, sex, familial status or handicap (disability):

- Refuse to make a mortgage loan
- Refuse to provide information regarding loans
- Impose different terms or conditions on a loan, such as different interest rates, points, or fees
- Discriminate in appraising property
- Refuse to purchase a loan, or
- Set different terms or conditions for purchasing a loan.

**In addition**, it is illegal for anyone to:

- Threaten, coerce, intimidate or interfere with anyone exercising a fair housing right or assisting others who exercise that right.
- Advertise or make any statement that indicates a limitation or preference based on race, color, national origin, religion, sex, familial status, or handicap. This prohibition against discriminatory advertising applies to single-family and owner-occupied housing that is otherwise exempt from the Fair Housing Act.

Additional protections for **persons with disabilities**: The landlord may not refuse to allow:

- Reasonable modifications to the dwelling or common use areas, at the tenant's expense and where the unit can be restored to the original condition, or
- Reasonable accommodations in rules, policies, practices or services, if necessary for the disabled person to use the property.

Buildings constructed after March 1991 are subject to accommodation requirements, depending on the number of units and presence of an elevator.

**Familial status** is protected unless the building or community qualifies as housing for older persons, that is:

- It is specifically designed for and occupied by elderly persons under a federal, state or local government program
- It is occupied solely by persons who are 62 or older, or
- It houses at least one person who is 55 or older in at least 80 percent of the occupied units, and adheres to a policy that demonstrates intent to house persons who are 55 or older.

The U.S. Department of Housing and Urban Development (HUD) has been given the authority and responsibility for administering this law. This authority includes handling of complaints, engaging in conciliation, monitoring conciliation, protecting individual’s rights regarding public disclosure of information, authorizing prompt judicial action when necessary, and referring to the State or local proceedings whenever a complaint alleges a discriminatory housing practice.

### Exemptions

The Fair Housing Act covers most housing. In some circumstances, the Act exempts owner-occupied buildings with no more than four units, single-family housing sold or rented without the use of a broker and housing operated by organizations and private clubs that limit occupancy to members.

Single-family dwellings:	Multi-family dwellings:
<p><u>Owner-occupied, single family dwellings are EXEMPT, if all of the following applies:</u></p> <ul style="list-style-type: none"> <li>• The owner does not own or have economic interest in 3 or more eligible properties</li> <li>• The owner does not use a 3rd party to rent or manage their unit(s)</li> <li>• The owner does not advertise in a discriminatory manner</li> </ul>	<p><u>Multi-family buildings (i.e., townhomes) are EXEMPT if both of the following applies:</u></p> <ul style="list-style-type: none"> <li>• There are no more than 4 separate units</li> <li>• The owner lives in one of the units and meets requirements of single-family dwelling exemption.</li> </ul>

The “Housing for Older Persons” Exemption: The Fair Housing Act specifically exempts some senior housing facilities and communities from liability for familial status discrimination. Exempt senior housing facilities or communities can lawfully refuse to sell or rent dwellings to families with minor children.

In order to qualify for the “housing for older persons” exemption, a facility or community must prove:

55+ Communities:	62+ Communities:
<ul style="list-style-type: none"> <li>• 20% of units may be occupied without at least one person 55 years or older</li> </ul>	<ul style="list-style-type: none"> <li>• Intended for and solely occupied by persons over the age of 61</li> </ul>

living in the home	
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Conciliation

Under the Fair Housing Act, complaints may be conciliated prior to a determination of whether reasonable cause exists to believe that a housing provider (or respondent) has violated the Act. Through conciliation, each party may achieve its objectives in a relatively simple and expeditious manner, and HUD advances the public interest in preventing current and future discriminatory housing practices. The period during which conciliation must be attempted commences with the filing of the complaint and concludes with the issuance of a charge on behalf of the complainant, or upon dismissal of the complaint. The Fair Housing Act establishes a process for a HUD administrative law judge to review complaints in cases that cannot be resolved by an agreement between the parties and sets financial penalties where a charge of discrimination is substantiated.

Cases may be administratively closed when the complainant cannot be located, refuses to cooperate or withdraws their complaint with or without resolution.

Complainants can also choose to litigate their allegations of housing discrimination in federal or state court.

State Law

Washington State has adopted a fair housing law, which is substantially equivalent to federal law and extends protection to the same populations. In addition it extends protection on the basis of marital status, sexual orientation (2006 addition), and military or veteran status (honorable discharge) (2007 addition).

Chapter 49.60 RCW is a state law that prohibits discriminatory practices in the areas of employment, places of public resort, accommodation, or amusement, in real estate transactions, and credit and insurance transactions on the basis of race, creed, color, national origin, families with children, sex, marital status, sexual orientation, age, honorably discharged veteran or military status, or the presence of any sensory mental, or physical disability or the use of a trained dog guide or service animal by a person with a disability; and prohibits retaliation against persons who oppose a discriminatory practice, and those who file health care and state employee whistleblower complaints. ([www.hum.wa.gov](http://www.hum.wa.gov))

The Washington State Human Rights Commission has a cooperative agreement with the Department of Housing and Urban Development to process and investigate dual-filed housing complaints for which the Commission receives funding under the Fair Housing Assistance

Program (FHAP). Most of the Commission’s housing cases are dual-filed with HUD – the exceptions are cases covered under State but not covered under federal law.

In addition to the Washington State Human Rights Commission, other jurisdictions in King and Pierce County have protections in law mirroring federal protections and some, going beyond, including the Tacoma Human Right Commission. Table 1 draws on information presented in the Fair Housing Equity Assessment for the Central Puget Sound Region prepared by the Fair Housing Center of Washington for the Puget Sound Regional Council under a federal grant to promote Sustainable Communities. This represents a coming together of federal agencies (HUD, the U.S. Department of Transportation, and the U.S. Environmental Protection Agency) to integrate planning policies and actions to increase opportunities (economic, transportation, and housing) and sustain and improve communities.

Table 1<sup>1</sup>: Protected Classes in the Puget Sound Region by Jurisdiction/Enforcement Agency

Basis	Federal	State	Tacoma	King County	Seattle
	HUD	WSHRC	THRC	KCOCR	SOCR
Race	◆	◆	◆	◆	◆
Color	◆	◆	◆	◆	◆
Religion	◆	◆	◆	◆	◆
National Origin	◆	◆	◆	◆	◆
Sex	◆	◆	◆	◆	◆
Gender identity	◆	◆	◆	◆	◆
Sexual orientation	◆	◆	◆	◆	◆
Familial status/parental status	◆	◆	◆	◆	◆
Handicap/disability	◆	◆	◆	◆	◆
Creed		◆			◆
Marital status		◆	◆	◆	◆
Veteran or military status		◆	◆		◆
Age			◆	◆	◆
Section 8 recipient				◆	◆
Ancestry			◆	◆	
Political ideology					◆

<sup>1</sup> Sexual orientation and gender identity are not specifically stated in federal law, but are included in HUD policy as of 2010. Agencies referenced are Housing and Urban Development (HUD), Washington State Human Rights Commission (WSHRC), Tacoma Human Rights Commission (THRC), King County Office of Civil Rights (KCOCR), and the Seattle Office of Civil Rights (SOCR).

Source: Fair Housing Equity Assessment for the Central Puget Sound Region prepared by the Fair Housing Center of Washington for the Puget Sound Regional Council (PSRC).

## Community Profile

### Population

The population in Lakewood has increased by roughly 4% since 2010; experiencing a boost alongside Tacoma at 9%, while population growth throughout Pierce County and the state has grown by 12% over the same period.

Table 2: Population 2000-2018

Location	Year			Change 2010-2018
	2000	2010	2018	
Lakewood	58,211	58,163	60,538	4%
Tacoma	193,556	198,397	216,279	9%
Pierce County	700,820	795,225	891,299	12%
Washington	5,894,121	6,724,540	7,535,591	12%

Source: US Census; 2017 American Community Survey 5-Year Estimates

The median age of the population in the United States is increasing, a trend mirrored in Washington and in Pierce County. The observed increase in age over the last two decades is in part due to the aging of the baby boomers (those born between 1946 and 1964) and a longer life expectancy now generally enjoyed. The median age in Lakewood was notably lower than in Washington –36 in Lakewood compared to 37.6 in Washington, a disparity that has widened since 2010.

Table 3: Median Age 2000-2017

Location	Year		
	2000	2010	2017
Lakewood	35.0	36.6	36
Tacoma	33.9	35.1	35.9
Pierce County	34.1	35.9	36
Washington	35.3	37.2	37.6
United States	35.3	37.2	37.8

Source: US Census; 2013-2017 American Community Survey 5-Year Estimates

As of 2018<sup>2</sup>, 14.4% of Lakewood’s population was age 65 or older, which is not unexpected given that Lakewood has been a retirement location choice for many, including military retirees. By 2040, Washington OFM forecasts place the percentage of people age 65 and older in both Pierce County and Washington at 21% of the population.

A growing elderly population requires planning for housing, transportation and services. Older residents are more likely to be isolated or homebound and in need of additional support to live safely in their homes whether in homes they own or rent. Planning for the needs of an aging population is consistent with planning benefitting the whole community – diverse housing types and locations, transportation alternatives, and ready availability of goods and services.

Life expectancy has not historically been equal for men and women. Looking at 2017 ACS data, the median age for males was lower (34.2 years) than for women (37.7 years). Of the population 65 and older in 2017, 56.8% was female. Reflecting an unequal survival by gender, 66% of the population age 85 and above was female, an increase from 2010 when 63% of the population age 85 and above was female.

The elderly are vulnerable on several fronts. Many have reduced income with retirement – surviving spouses even more so. Isolation is a concern and often undetected. Access to amenities and services is more difficult and made more so because many seniors should not or cannot drive. There is an increased burden on the system of services, on family and on friends for caregiving. Many seniors live alone (8.1%), and below the poverty line (8.7%). They are also more likely to experience housing cost burden as 67.4% of seniors 65 and older have a gross rent that is 30% or more of their household income versus those age 64 and younger (54.3%). Single, elderly households are even more likely to experience housing cost burden as 94% of single elderly renter households across Lakewood and Tacoma experience cost burden and earn less than 80% AMI.

## Race and Ethnicity

Lakewood and Tacoma are diverse cities, substantially more so than Pierce County and Washington. The largest racial minority (single race) according to 2017 ACS data was Black or African American in both cities, followed by Asian. In terms of ethnicity, 16.1% of the population in Lakewood identified themselves as Hispanic. Combining race and ethnicity so that “racial and ethnic minority” is defined as Hispanic and/or a race other than white alone (single race), 49.2% of the population in Lakewood (as of the 2017 ACS) was minority. This definition was used in determining disproportionate concentrations of minority populations.

<sup>2</sup> OFM 2018 Population Postcensal estimates

Table 4: Race and Ethnicity 2017

Race/Ethnicity Classification	Lakewood	Tacoma	County	Washington
Race*				
White	67.3%	73.1%	80.5%	81.6%
Black/African American	16.1%	14.6%	9.9%	5.3%
AK Native/American Indian	4.8%	3.3%	3.2%	3.0%
Asian	13%	11.7%	9.3%	10.3%
Other race alone**	10.5%	6.9	2.3	5.9
Two or more races	10.3%	8.5%	7.7%	5.5%
Ethnicity				
Hispanic	16.1%	11.6%	9%	12.3%
Non-Hispanic	83.9%	88.4%	89.6%	87.7%
Race/ethnicity combined				
Minority****	49.2%	39.7%	32%	30.2%
Non-Hispanic white alone	50.8%	60.3%	68%	69.8%

\*Race alone; may be Hispanic, \*\*Includes 'Native Hawaiian and Other Pacific Islander' and 'some other race'  
 \*\*\*May be of any race \*\*\*\*Hispanic and/or race other than white alone

Source: 2013-2017 American Community Survey 5-Year Estimates

### Disproportionate Concentrations of Minority Populations (NA30)

Defining “minority” as Hispanic and/or race other than white alone, 49.2% of the population in Lakewood and 39.7% of the population in Tacoma in 2017 was minority. Areas of disproportionate concentration are those in which there is a greater than 10% difference than the jurisdiction as a whole. Block groups in Lakewood in which 57% or more of the population was minority were considered to have disproportionate concentrations. That was the case in ten block groups<sup>3</sup>. Most block groups with disproportionate concentrations of minority populations in Lakewood were found along the Pacific Highway. This included most of the Pacific Neighborhood, a portion of the Lakeview Neighborhood between Lakeview Avenue and Bridgeport Way SW, and sections of the Northeast Lakewood Neighborhood. In relation to the total population of Lakewood, 21% live in block groups that have a disproportionate share of minority population.

<sup>3</sup> Census.

## Households

Lakewood is uniquely positioned in that while it has the smallest percentage of male householders (4%) it also has the largest percentage of female householders (13.6%) and the largest percentage of householders living alone (34.8%) when compared to Tacoma, Pierce County and the state as a whole.

Table 5: Households 2017

Type of Household	Lakewood		Tacoma		County		Washington	
	Number	%	Number	%	Number	%	Number	%
Total households	24,129		82,016		312,839		2,755,697	
Family households	14,198	58.8%	46,158	56.6%	208,065	66.5%	1,782,539	64.7%
Male householder*	1,015	4%	4,389	5.4%	15,085	4.8%	125,165	4.5%
Female householder*	3,283	13.6%	10,172	12.4%	36,421	11.6%	275,455	10%
Nonfamily households	9,931	41.2%	35,588	43.4%	104,774	33.5%	973,158	35.3%
Householder living alone	8,394	34.8%	28,034	34.2%	82,727	26.4%	745,842	27.1%
Average household size**	2.59		2.66		2.73		2.64	

Notes: All percentages shown are of total households including owner and renter occupied. Same sex couples without related children or other related family members are included in non-family households.

\*No spouse present \*\*owner occupied units

Source: 2013-2017 American Community Survey 5-Year Estimates

## Populations with Special Needs

### *Persons with Mental or Physical Disabilities*

The 2017 ACS estimated that 17% of Lakewood's population between the ages of 18 and 64 had a disability, as did 6% of those under the age of 18.

Table 6: Populations with Disabilities

Age Group	Lakewood	Tacoma	County	Washington
Under 18	6%	4%	4%	4%
18 to 64	17%	14%	12%	11%
65 or older	39%	42%	38%	36%

Source: 2013-2017 American Community Survey 5-Year Estimates

The 2014 Analysis of Impediments report identified the needs for persons with disabilities as including but not limited to: family support, caregiver support, accessibility and affordable housing. This continues to be the case as the population ages and self-sufficiency becomes more

challenging. In addition, the 2019 Washington State Social and Health Services Client Survey reveals that while many clients say it is easier to get services than in years past (83%), there continue to be low ratings when it comes to knowing what services are available. Many clients express a desire for shorter wait times, a faster application process to access services and more individualized services.

When it comes to psychological disabilities, in a 2019 study by Mental Health America, Washington State was rated among the highest in prevalence of mental illness (48) and in the middle (25) when it came to access to care, a slight improvement over 2014 data. Washington achieved an overall ranking of 46 (out of 51) for adults and 43 out of 51 for youth. The state also ranked 45<sup>th</sup> when it came to the percentage of adults (5.06%) with serious thoughts of suicide; a disturbing figure that parallels increases in adult and youth suicidal ideation at the national level<sup>4</sup>.

Pierce County is designated as an Accountable Community of Health (ACH), a health system that takes a regional approach to integrating community services, social services and public health and is one of nine in the state. Their 2018 annual participant survey<sup>5</sup> reveals that while the ACH has a strong organizational function and governance, areas of improvement include public participation and effective communication with the broader community. Overall, survey respondents felt the ACH was making a positive impact on health transformation. The intended impact of the ACH is to have health improvements that are measurable and scaled, and to improve health care cost, quality and access.

## Domestic Violence

Data on the actual occurrence of domestic violence are remarkably limited. Certainly violence in the home and in relationships cuts across societal measures – income, occupation, race, and ethnicity. Statistics are limited to some extent by the sources of data. National crime databases show reported incidences, those to which police respond – both men and women can be charged in a single incidence.

The National Network to End Domestic Violence reports on violence from another perspective – those seeking help from agencies. This is a snapshot of the more vulnerable – those who experience barriers in escaping violence such as lack of income, lack of personal esteem, immigrant status, absence of family or peer support.

In 2018, the National Domestic Violence Hotline documented 5,977 contacts from Washington, ranking the state 8<sup>th</sup> for contact volume. The largest percentage of callers were between the ages of 25 and 36 (40.7%), White (61.7%) and experiencing emotional and/or verbal abuse (95%) and physical abuse (65%). Callers to the hotline most frequently requested legal advocacy (32.2%)

<sup>4</sup> The State of Mental Health in America 2019 Report.

<sup>5</sup> ACH Participant Survey 2018. Center for Community Health and Evaluation January 2019.

and DV shelter (24.5%). Lakewood was not in the top 10 cities for contact volume; however, nearby Tacoma, ranked 2<sup>nd</sup>, accounting for 7.9% of calls received from the state.

The Crystal Judson Center, which connects survivors of domestic violence to appropriate resources, recorded 2,319 survivor visits in 2017 and answered another 6,850 calls to the hotline. In addition, the Pierce County Sheriff's Domestic Violence Unit provided investigation and follow-up on 3,643 domestic violence reports. The Prosecuting Attorney Victim Witness Advocates provided support and education to 868 victims in criminal proceedings.<sup>6</sup>

The City of Tacoma Community Needs Assessment reported Twenty-eight percent (28%) of homeless individuals included in the Pierce County PIT experienced domestic violence.

Gaps in services interfere with victims making successful safe transitions from violence. That successful transition is met with multiple barriers – lack of affordable housing, lack of legal representation (including with family law), finding suitable employment, and recovering from abuse. While victims of domestic violence are protected from discrimination, the presence of protective orders alone can persuade landlords against renting. Many victims have mental health and/or substance abuse problems, lack basic training for jobs, cannot find childcare, and cannot afford transportation. Some victims who are immigrants are further victimized because documentation is tied to the abuser. LGBT victims are better served, but not perfectly. The system is designed for the mainstream population and transgender clients may have problems.

The Domestic Violence Housing First Approach<sup>7</sup> is one of many strategies intended to help - by focusing on getting domestic violence survivors into stable housing, and then providing them with the resources necessary to rebuild their lives. Key components of the national model include financial flexibility, mobile, trauma-informed and survivor-driven care and community engagement.<sup>8</sup> Lakewood could benefit from adopting a similar model in the future.

## Economy and Employment

Over the past two decades, the economic base in Pierce County has shifted along with that in the Puget Sound region. Manufacturing jobs, once the mainstay of good paying positions, have declined and are in line to be replaced with a stronger service and retail economy. Lakewood is looking for opportunities to expand local economic opportunities, including manufacturing. Industries employing the most civilians include education, services, and health care, followed by retail trade.

Joint Base Lewis-McChord is the single largest employer in Pierce County. Many of the jobs on base, however, are occupied by military dependents and not held by persons without a military

<sup>6</sup> Crystal Judson Center 2017 Annual Report.

<sup>7</sup> What We Are Learning: Domestic Violence Housing First Extended Report.

attachment. There is concern about reduction in troops and, if that should occur, the effect on local employment is as yet unknown. Education, government and health care are clearly major employers in the County.

### Commuting to Work

Puget Sound is a regional economy. People make choices about where to live and work based on several factors including jobs, the cost of housing, and the reasonableness of commuting. The average worker in Washington commutes about a half hour between home and work, which is true in Lakewood. Most of Lakewood residents who work commute to jobs outside of Lakewood – roughly 78% work outside of the City. This is not surprising given Lakewood’s history as a largely residential community.

Table 7: Work Location

	Lakewood	Tacoma	County	Washington
Mean travel time (in minutes)	28.1	28.1	31.2	27.1
Work in place of residence*	21.8%	44.2%	21.8%	30.8%
Work outside place of residence	78.2%	55.8%	73.4%	53.6%
Not living in a place			4.8%	15.6%

\*Place refers to an incorporated city or town or otherwise census-designated place.

Source: 2013-2017 American Community Survey 5-Year Estimates

According to the Center for Neighborhood Technology, which looks at housing and transportation costs at the neighborhood level, the average combined housing and transportation cost as a percentage of income is lower in Lakewood at 39% (21% housing/18% transportation), compared to 41% for Tacoma (23% housing/18% transportation), and 45% for Pierce County<sup>9</sup> (25% housing/20% transportation).

### Measures of Income

Median household and median family income in Lakewood were lower than in Pierce County and Washington. Median earnings for males working full-time, year-around was about 16% higher than that for female workers working full-time, year-around in Lakewood. This may be the result of occupations selected by or available to women based on training or preference. Median income from earnings for all workers in Lakewood was \$28,944 – well below the median for full-time workers. This suggests that a substantial share of workers were employed part-time or for part of the year.

Table 8: Measures of Income Past 12 Months

<sup>9</sup> Center for Neighborhood Technology. H&T Affordability Index

Income Measures*	Lakewood	Tacoma	County	Washington
Median household	\$47,636	\$55,506	\$63,881	\$66,174
Median family	\$58,266	\$68,820	\$76,671	\$80,233
Median earnings male**	\$42,160	\$50,179	\$53,604	\$58,374
Median earnings female**	\$36,333	\$42,418	\$43,063	\$45,206
Median earnings workers	\$28,944	\$33,931	\$36,342	\$36,286
Per capita	\$26,982	\$29,420	\$31,157	\$34,869

\*Income in the last 12 months; 2013 inflation-adjusted dollars

Source: 2013-2017 American Community Survey 5-Year Estimates

Median household income was not the same for all households. Considering household income by race and ethnicity of the head of household, there are clear differences, even allowing for margins of error associated with sampling for the American Community Survey.

Table 9: Median Household Income by Race/Ethnicity of Householder\*

Race/Ethnicity	Lakewood	Tacoma	County	Washington
White, non-Hispanic	\$50,789	\$59,017	\$62,457	\$67,533
Black/African American	\$36,282	\$43,278	\$51,746	\$47,057
Hispanic	\$38,353	\$47,778	\$51,341	\$49,521

\*Income in the last 12 months; 2017 inflation-adjusted dollars; race is a single race; Hispanic may be of any race.

Source: 2013-2017 American Community Survey 5-Year Estimates

Table 10: Range of Household Income Past 12 Months

Range*	Lakewood	Tacoma	County	Washington
Less than \$15,000	14.1%	13.6%	9.3%	9.3%
\$15,000 to \$24,999	12.4%	9.6%	7.6%	7.9%
\$25,000 to \$49,999	26.2%	22.1%	21.2%	20.5%
\$50,000 to \$74,999	19%	19.5%	20%	18.1%
\$75,000 to \$99,999	11.1%	13.8%	16.5%	16.4%
\$100,000 or more	17.2%	22%	27.5%	30.80%

\*Income in the last 12 months; 2017 inflation-adjusted dollars

Source: 2013-2017 American Community Survey 5-Year Estimates

### Low-Moderate Income Areas

Low-moderate income block groups are those in which 51% or more of the population lives in households with incomes below 80% of Area Median Income (AMI). The latest HUD

tabulations (2014 using 2006-2010 ACS data) showed 27 qualifying block groups in Lakewood. In Lakewood the qualifying areas are found primarily in Tillicum/Woodbrook, and north and south along I-5 in East Lakewood<sup>10</sup>.

## Poverty

Poverty is a measure of extremely low income and does not suggest that people living above poverty have enough money to meet their needs. According to the U.S. Census Bureau, the poverty threshold in 2018<sup>11</sup> for a family of three with two related children under the age of 18 was \$20,231. For a single person under 65 years of age the threshold was \$13,064 and for a single person 65 and older \$12,043.

In Lakewood, 19.3% of the population lived in poverty, a significantly higher percentage than in the County or state (both at 12.2%). A greater share of children under the age of 18 lived in poverty than was true of the general population – 31.7% in Lakewood. Female householders (with no husband present) with children were often living in poverty (46.3% in Lakewood were). However, these numbers have improved since 2010.

Table 11: Percent of Population Living in Poverty in Past 12 Months

Population/Household	Lakewood	Tacoma	County	Washington
Individuals (all)	19.3%	17%	12.2%	12.2%
Under 18	31.7%	21.7%	16.1%	15.8%
18 and older	16%	15.7%	11%	11.2%
65 and older	8.7%	12.6%	7.1%	7.9%
Families	15%	12.2%	8.3%	8%
With related children <18	27.7%	18.8%	13.3%	12.8%
With related children <5	27.3%	17.4%	12.8%	12.3%
Owner Occupied	6.7	3.7	3.5	3.6
Renter Occupied	24.2	25.5	18.6	19.1
Female householder (family)*	36.4%	30.8%	25.7%	25.6%
With related children <18	46.3%	42%	33.6%	34.4%
With related children <5	43.2%	57.4%	39%	37.4%
Owner Occupied	16.8	11.7	12.8	12.4
Renter Occupied	44.8	44.4	36.1	36.8

\*No husband present

Source: 2013-2017 American Community Survey 5-Year Estimates

<sup>10</sup> US Census.

<sup>11</sup> US Census: Poverty Thresholds for 2018 by Size of Family and Number of Related Children Under 18 Years

## Housing

### *Number and Types of Housing Units*

In Lakewood, 47.8% of housing consists of single family detached units. Small multifamily units (from two to 19 units) accounted for about 32% of housing as of the 2017 ACS. In terms of land use in Lakewood, areas of highest population density are located along I-5 and in north Lakewood in areas containing multifamily housing. Least populated areas are residential areas around the lakes in central Lakewood, which also correspond to the more affluent neighborhoods. Lakewood is the 20<sup>th</sup> most populated city in Washington (2019 OFM estimates) and is ranked 49<sup>th</sup> in terms of density (~2,983 persons per square mile).

According to American Community Survey estimates (2017) about 5% of housing in Lakewood was mobile homes. Mobile homes can be an affordable housing option for low income households; however, older poorly maintained units remain a problem. The deteriorating condition of mobile homes in Lakewood remains a concern. Several of the parks are in areas zoned commercial, such as those along Pacific Highway Southwest. As property values increase, there will be corresponding pressure to consolidate properties and redevelop. The antiquated condition of many mobile homes will prevent relocation.

Table 12: Residential Properties

Property Type	Lakewood	Tacoma	County	Washington
Total units	26,453	89,453	339,302	
1-unit detached structure	47.8%	62.2%	65.1%	63.4%
1-unit attached structure	6%	3.2%	4.7%	3.8%
2-4 units	11.1%	7.7%	6.8%	6.1%
5-19 units	21.2%	13.2%	10.7%	9.7%
20 or more units	8.9%	13.3%	6.7%	10.2%
Mobile home, boat, RV, etc.*	5%	0.4%	5.9%	6.6%

Source: OFM estimated total units (April 2019); 2013-2017 American Community Survey 5-Year Estimates (types of units)

As of December 2019, there were 305 units of multifamily housing and 209 single family units of planned development in Lakewood. The City is working with developers and builders to take advantage of land in Lakewood to provide infill throughout the City as well as developing in new areas where zoning allows. Toward this end, the City has identified unused or underutilized land in all neighborhoods. Not only does this provide needed housing but it is consistent with the policy of raising housing quality. There are several areas in Lakewood with rundown properties and with vacant or abandoned units. Where they exist, these conditions make the neighborhood unsafe and depress property values. Encouraging new development, including higher end development, can revitalize neighborhoods and contribute to the tax base and the overall economy as well as increasing opportunities.

## Tenure

More than half (51.6%) of housing units in Lakewood were occupied by renters, significantly higher than that of Pierce County or Washington. While the majority of single-family units were owner-occupied and the majority of multifamily units were renter-occupied, a large share of single family units were renter occupied. That was true of 28.5% of single family houses in Lakewood.

Table 13: Percent of Population in Occupied Units by Tenure

Property Type	Lakewood		Tacoma		County		Washington	
	Owners	Renters	Owners	Renters	Owners	Renters	Owners	Renters
All units	48.4%	51.6%	54.6%	45.4%	63.3%	36.7%	64.8%	35.2%
Single family*	90%	28.5%	97%	49.4%	91.8%	48.6%	90.0%	43.3%
2-4 units	.5%	19.3%	.6%	12.5%	.5%	14.9%	0.9%	14.1%
5 or more units	1.4%	47.2%	1.9%	37.5%	.9%	66.5%	2.1%	37.4%
Mobile homes, other	8.1%	4.9%	.3%	.5%	6.7%	27.9%	6.9%	5.2%

\*Detached and attached

Source: 2013-2017 American Community Survey 5-Year Estimates

Another factor that has a direct bearing on housing type and cost in Lakewood is the presence of the neighboring military base. While regional housing market fluctuations impact housing rent levels and sales prices in Lakewood, the large adjacent military base plays an important role in defining the City's unique housing market. Some housing stock is oriented to accommodate the relatively transient needs of military families. The private sector has responded to the significant demand for off-base housing by building numerous apartments.

## Housing Costs and Affordability

Table 14: Cost of Housing

Owner/Renter	Lakewood	Tacoma	County	Washington
Median home value*	\$232,600	\$227,200	\$255,800	\$286,800
Median monthly owner cost with mortgage	\$1,674	\$1,639	\$1,748	\$1,763
Median monthly owner cost without mortgage	\$578	\$605	\$574	\$539
Median gross rent	\$926	\$1,015	\$1,116	\$1,112

\*Owner estimates

Source: 2013-2017 American Community Survey 5-Year Estimates

While home values and rent continue to increase, they remain lower in Lakewood, when compared to Tacoma, Pierce County and the state. Disturbing however, is the percentage of households with a mortgage<sup>12</sup> that have a gross rent that is more than 35% of their income. In Lakewood, this is the case for 46.4% of households which is more than double the percentage of households in the county (23.1%) and state (22.5%) and higher than Tacoma (42.5%).

Housing costs are out of reach for many households in Pierce County (and Lakewood). For example, a household with a single wage earner at \$15 an hour would not be able to afford a unit priced at \$820 (the median rent in Lakewood) – housing would be affordable to that individual at \$780. Without (and even with) a subsidy, many households with lowest incomes must compete for housing in their price range, settle for units in poor condition, live in overcrowded circumstances, or live in areas with less access to opportunities (employment, education and amenities).

The 2015 State of Washington Housing Needs Assessment points to rising costs of housing in Washington between 2000 and 2012 (in constant dollars)<sup>13</sup>. The median gross rent between 2000 and 2012 rose from \$663 to \$951. The increase, if due to inflation alone, would have resulted in a median gross rent of \$884 in 2012 and \$943 in 2017. However, in 2017 the median gross rent for Washington was \$1,120<sup>14</sup>.

Puget Sound continues to experience rapid rent increases across the region. Not only have rents increased overall, the percent of units in lower ranges have dropped in proportion to higher costing units. For example, in 2000 about 15% of units had a gross rent of \$1,000 or more and by 2012 45% of units had a gross rent of \$1,000 or more. In 2017, roughly 60% of units in Pierce County had a gross rent of \$1,000 or more compared to Lakewood which had nearly 42%.

Similarly the median owner-estimated values of owner-occupied units in Washington rose from \$168,300 in 2000 to \$272,900 in 2012 which was an inflation adjusted increase of about 22%. However, from 2012 to 2017, that rate slowed. With inflation, the 2012 price would have been \$291,190 in 2017 yet it was \$286,800.

The gap in affordability is particularly severe among lowest income households. The gap is determined by comparing levels of household income with available housing affordable at that income range, which includes vacant units and housing actually occupied by households with incomes in the matching range. Housing is not allocated by need, unless housing is held specifically for qualifying households (both in terms of ability to pay and household composition), such as most subsidized housing. Instead, many lower cost units (owned or rented) are occupied by households with higher incomes, better credit, and fewer needs. Many of the

<sup>12</sup> 2013-2017 American Community Survey 5-Year Estimates

<sup>13</sup> Mullin & Lonergan Associates. (2015). State of Washington Housing Needs Assessment, January 2015. Affordable Housing Advisory Board.

<sup>14</sup> 2013-2017 ACS 5-Year Estimates

lowest income households have barriers that limit choices, such as poor credit histories and criminal histories.

## Barriers to Affordable Housing

The Growth Management Act in Washington requires making affordable housing available to all residents. Regional policies included in Vision 2040 call for provision and preservation of a range of housing options, including both rental and purchase; a particular focus on lower-income households and households with special needs; and, equitable and rational distribution of housing throughout the community. Policies recognize that there is jobs-housing balance so workers have opportunities to live in proximity to work. Planning around regional growth centers promotes increased density and coordinated support for multimodal transportation, infrastructure and services.

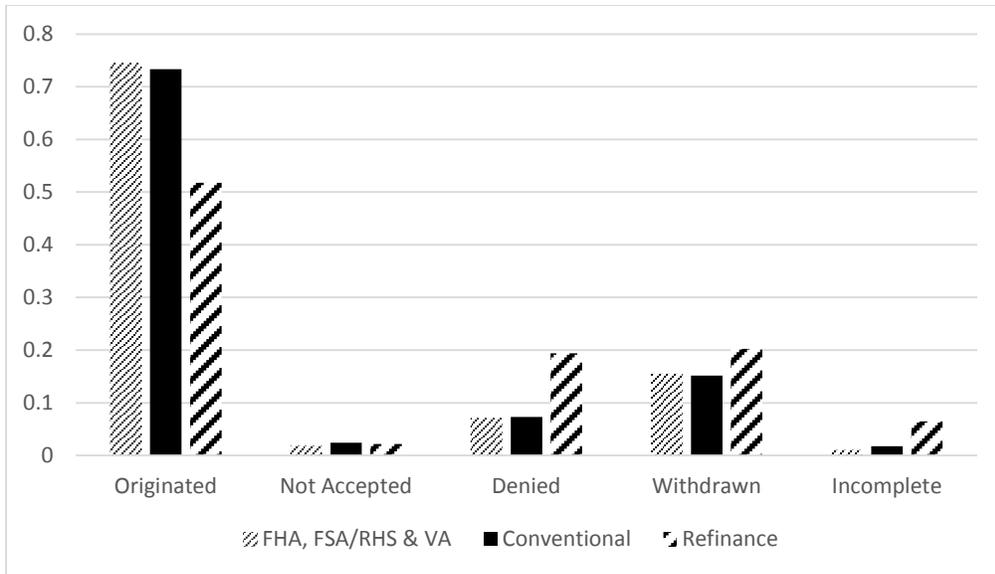
Lack of affordable housing is a pressing problem in Lakewood. The barriers to providing new affordable housing and retaining existing units in Lakewood, as in other substantially developed cities, are the results of a combination of factors: low household income relative to rising housing costs (particularly for homeownership); housing demand fluctuating with the economy in the Puget Sound region including changes in troop levels at nearby JBLM; lack of sufficient stable, living wage jobs in Tacoma and Lakewood; lack of vacant land with infrastructure in place for development; high cost of labor and materials; and, lack of economic incentives for private market investment in redevelopment or new development.

Market perception also prevents development in some neighborhoods because potential investors and even residents perceive a neighborhood as dangerous due to crime, poor investment for short-term profit, and/or continued deterioration. Lakewood has focused on crime-free neighborhoods, code enforcement and removal of blight in troubled neighborhoods. Lakewood is committed to investing in infrastructure and public facilities to invigorate neighborhoods and create incentives for housing and other development. The City is also committed to creating vibrant and healthy neighborhoods with housing choices for all residents.

## Housing Sales and Financing

### Home Mortgage Disclosure Act (HMDA)

Figure 1: Disposition of Applications 2018, Tacoma Lakewood MSA/MD

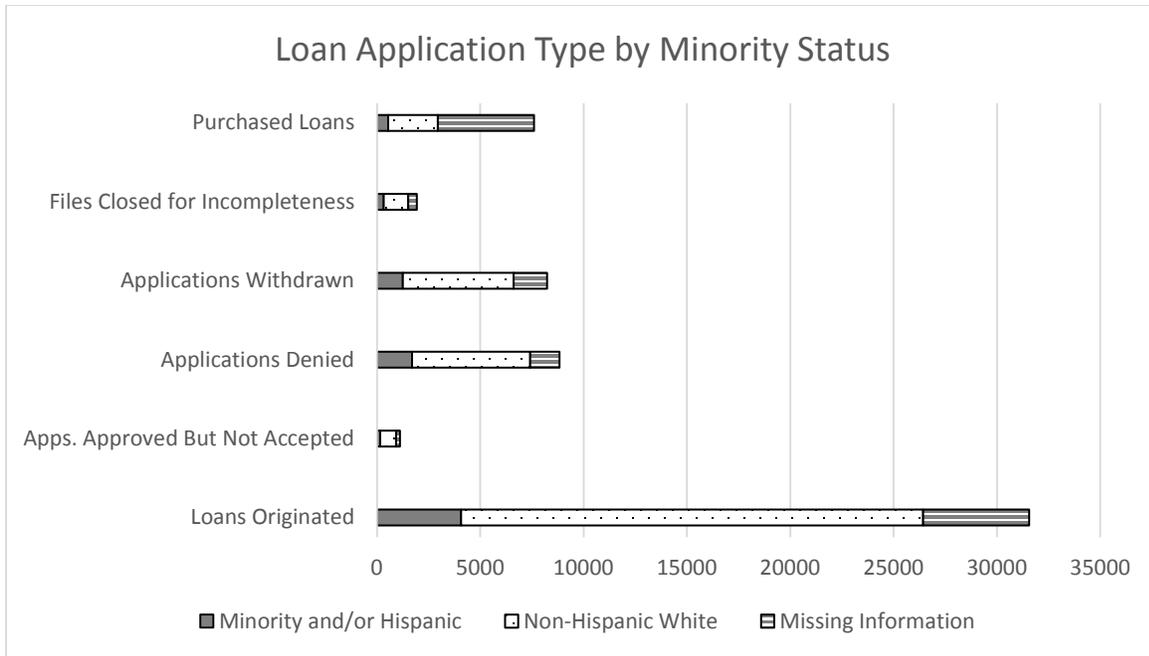


Source: FFIEC. 2018 Home Mortgage Disclosure Report, Aggregate Report. ([www.ffiec.gov](http://www.ffiec.gov))

The Federal Financial Institutions Examination Council (FFIEC) prepares and distributes aggregate reports on behalf of the Federal Deposit Insurance Corporation, Federal Reserve Board, National Credit Union Administration, Office of the Comptroller of the Currency, Office of Thrift Supervision, and the Department of Housing and Urban Development. Home Mortgage Disclosure Act (HMDA) data cover home purchases and home improvement loans, including information on race, ethnicity, gender and income of applicants, which allows an analysis of lending nationally and at the local level. Disposition of loan applications is shown in Figure 1. In addition to applications resulting in a loan origination or denial, they can be refused or withdrawn by the applicant, or left uncompleted.

Figure 2 shows applications by loan type by minority status. Note that missing information is significant in the data. Keeping in mind that limitation, however, it is useful to examine applications by minority status. Applications from minority and/or Hispanic applicants were not proportionate to the share of racial minorities and/or Hispanics found in the population (2017 ACS). There are more applications from minority and/or Hispanic applicants for FHA, VA, FSA/RHS loans than for conventional and refinance loans which suggests more support in these avenues for home financing with lower down payment and closing requirements, along with guarantees with government-backed loans.

Figure 2: Loan Applications by Minority Status 2018, Tacoma Lakewood MSA/MD



Source: FFIEC. 2018 Home Mortgage Disclosure Report, Aggregate Report. ([www.ffiec.gov](http://www.ffiec.gov))

Table 16 shows applications that resulted in loan originations and the percent denied by type of institution and race, ethnicity, gender and income of applicants. These were aggregated for the Tacoma Metropolitan Statistical Areas (MSA) (including Lakewood) by FFIEC and include data from 203 financial institutions with a home or branch office in the Tacoma MSA and 252 financial institutions that do not have a home or branch office in the Tacoma MSA.

Table 16<sup>15</sup>: 2018 Home Mortgage Disclosure Act (HMDA) Aggregate Report

Disposition of Applications by Race/Ethnicity, Income and Gender of Applicant, Tacoma-Lakewood MSA/MD

Applicant Demographic	N*	Originations	Denied
<b>By Ethnicity</b>			
Hispanic or Latino	2162	70%	27%
Not Hispanic or Latino	33156	76%	21%
<i>Missing Information</i>	6964		
<b>By Race</b>			

<sup>15</sup> Source: FFIEC. 2018 Home Mortgage Disclosure Report, Aggregate Report. ([www.ffiec.gov](http://www.ffiec.gov))

American Indian or Alaska Native	372	70%	27%
Asian	2516	71%	27%
Black or African American	2266	67%	30%
Native Hawaiian or Other Pacific Islander	463	64%	34%
White	28307	78%	20%
2 or more minority races	195	72%	28%
Joint	1938	79%	19%
<i>Missing Information</i>	6236		
<b>By Gender</b>			
Male	11676	74%	26%
Female	7468	75%	25%
<i>Missing Information</i>	3756		
<b>By Income</b>			
Under 50% of MSA/MD Median	2643	48%	37%
50%-79% of MSA/MD Median	6927	71%	21%
80%-99% of MSA/MD Median	3497	76%	17%
100%-119% of MSA/MD Median	9215	78%	15%
120% plus of MSA/MD Median	20020	81%	13%
<b>Total Applications</b>	42302	76%	28%

Notes: Applications for home-purchase loans 1-4 family and manufactured homes.

\*Includes applications originated, approved but not accepted and denied. Does not include applications withdrawn or incomplete.

As with previous years, The HMDA information on loan originations and denials in the table did not capture the information on race or ethnicity with the same exactness the census strives to achieve. In fact, data on race was missing altogether on almost 17,000 loan applications included in these tables. Furthermore, for 2018, less information was available across types of loan applications for Race, Gender and Income so it is unclear if lending patterns exist depending on the type of loan (FHA, conventional, refinance, etc.) While there have been improvements, drawing conclusions one way or another with substantial missing data is not recommended.

The HMDA data are useful in identifying possible discrepancies in loans. Review of 2018 Home Mortgage Disclosure Act (HMDA) aggregate reports for the Tacoma MSA does demonstrate that Black/African American, Hispanic and other minority applicants are relatively less successful than white applicants in obtaining certain types of mortgage financing. Non-Hispanic or Latino applicants were more likely (76%) than Hispanic or Latino applicants (70%) to have their loan application approved and/or result in an origination. White applicants were the most likely to have their loan approved (78%) whereas Native Hawaiian or Pacific Islanders (64%) were the least likely to be approved. The information did not provide enough data to determine if this was due to a consistent pattern of discrimination or if there are other factors affecting decisions. Lenders consider many factors in rating loans, such as debt to income ratio, employment history, credit history, collateral and cash on hand. Additional research is required to determine the real cause of differences observed in these tables.

Unlike the previous Analysis of Impediments HMDA data analysis, Table 16 in this report does not aggregate smaller racial categories, so as to better understand the barriers facing specific populations to ensure a more tailored public policy approach. There is continued opportunity to work with lenders, consumers, and consumer advocates about discrimination in lending and about reducing disparities that might be found. There are programs and advocates in Lakewood and Tacoma working with households to repair credit, adopt healthier financial habits and prepare for homeownership with education and financial assistance.

### Predatory Lending

Access to loans is not the only consideration in a review of lending practices. Unscrupulous practices by predatory lenders, appraisers, mortgage brokers and home improvement contractors can be very damaging. Low-income households and those with limited previous access to loans are particularly at risk.

Examples of predatory lending include<sup>16</sup>:

- Falsification of appraisals to sell properties for more than they are worth.
- Encouraging borrowers to lie about income or assets to get a loan.
- Knowingly lending more money than borrowers can pay.
- Charging higher interest than is warranted by credit history.
- Charging unnecessary fees.
- Pressuring borrowers to accept higher-risk loans such as balloon loans, interest-only payments and steep pre-payment penalties.
- Targeting vulnerable people for cash-out refinancing.
- Convincing people to refinance over and over again when there is no benefit to the borrower.

<sup>16</sup> HUD publication “Don’t Be A Victim of Loan Fraud: Protect Yourself from Predatory Lenders.”

In addition, rent-a-bank schemes allow out of state banks to rent the charter of an in-state bank and bypass state protections for consumers. According to the Center for Responsible Lending, FinWise Bank, for example, is renting its charter to enable OppLoans<sup>17</sup>, who offers interests rates of 160% APR, whereas the state cap is 35% on installment loans.

### Community Reinvestment Act

The Community Reinvestment Act (CRA) was enacted by Congress in 1977 to encourage depository institutions to help meet the credit needs of the communities in which they operate, including low and moderate income neighborhoods. The CRA requires supervisory agencies to assess performance periodically. The four federal bank supervisory agencies are: the Office of the Comptroller of the Currency (OCC), Board of Governors of the Federal Reserve System (FRB), Office of Thrift Supervision (OTS), and Federal Deposit Insurance Corporation (FDIC). Performance is evaluated in terms of the institution (capacity, constraints and business strategies), the community (demographic and economic data, lending, investment, and service opportunities), and competitors and peers. Ratings assigned are: outstanding, satisfactory, needs to improve, and substantial noncompliance.

Table 17: FFIEC Interagency Community Reinvestment Act Recent Ratings (as of 2019)

Bank Name	City	Date	Agency	Rating	Assets (x1,000)	Exam Method
Northwest Commercial	Lakewood	2010	FDIC	Satisfactory	\$83,047	Small bank

\*Not reported.

Source: Interagency CRA ratings, [www.ffiec.gov](http://www.ffiec.gov).

Table 17 shows banks rated between 2005 and 2019 in Lakewood. The Northwest Commercial Bank received a satisfactory rating in 2010. To the extent that the City of Lakewood requires competition for the deposit of public funds, CRA performance merits consideration as a variable in which banks are selected for the deposit of municipal funds.

### Fair Housing Complaints

The Department of Housing and Urban Development has the responsibility to enforce the Fair Housing Act. Complaints that are filed may be investigated directly by HUD or may be investigated and processed by the Washington State Human Rights Commission, which receives reimbursement from HUD under the Fair Housing Assistance Program (FHAP). The Washington State Human Rights Commission has separate jurisdiction over claims of discrimination covered under State law, but not covered under federal law.

<sup>17</sup> <https://www.opploans.com/rates-and-terms/#washington>

The Fair Housing Center of Washington is a private fair housing agency that receives funding under the Fair Housing Initiatives Program (FHIP) to provide education at the local level to the housing industry and potential victims of housing discrimination. Private fair housing organizations, including the Fair Housing Center of Washington, may also assist complainants in preparing and filing complaints.

After a complaint is filed, it is normally investigated to determine whether there is reasonable cause to believe the Fair Housing Act has been violated. HUD will also try to help conciliate the complaint and resolve the issue before taking it further. If conciliation is not reached and there is reasonable cause, the complaint goes before an Administrative Law Judge to be heard. The Administrative Law Judge can order relief, and award damages, attorney's fees, and costs. Either the respondent or complainant may choose to have the case decided in Federal District Court.

## National Trends

In the annual report on fair housing (Defending against unprecedented attacks on fair housing: 2019 Fair Housing Trends Report) prepared by the National Fair Housing Alliance (NFHA), it is evident that alleged fair housing violations are on the rise, and up eight percent, from 2017 to 2018, the highest increase reported by NFHA since 1995. As a result, private Fair Housing agencies across the nation, like the Washington State Human Rights Commission and Fair Housing Center of Washington, continue to process more complaints than all government agencies combined.

There were a total of 31,202 complaints reported in 2018, up from 27,528 complaints in 2014. More than half of all complaints nationally were on the basis of disability (51%), followed by race (17%) and familial status (8%). Disability is the most easily detected basis of discrimination and, therefore, most often reported. Other forms may be harder to detect. Complicating detection is reluctance on the part of many to risk disclosure fearing retaliation or other consequences. Hate crimes were also up 14.7% from 2017 – 2018. The majority of complaints were from rental transactions (83.4%). The report notes that sexual harassment has also increased as a result of landlords using the limited supply of housing as leverage to sexually intimidate and harass tenants.

## Lakewood Fair Housing Complaints

### *Complaints Filed with the Washington State Human Rights Commission*

As noted in the previous Analysis of Impediments (2014) The Commission reported that there were no complaints filed between 2009 and the end of 2014 pertaining to Lakewood. However, between 2015 and 2018, the Commission reported nine cases from Lakewood, alleging:

- Failure to Grant Reasonable Accommodation (1 case)
- Refusal to rent (6 cases)
- Terms & Conditions (7 cases)
- Harassment (1 case)

Of the nine cases: five were closed with no reasonable cause, two reached a pre-finding settlement, one was conciliated and one was withdrawn.

### *Cases from the Fair Housing Center of Washington*

The Fair Housing Center of Washington, which often facilitates the complaint filing process, received a total of 113 allegations of fair housing discrimination taking place in Lakewood between 2014 and 2018. The number of allegations by protected classes are as follows:

- Disability (77)
- Race (9)
- Sex (6)
- National Origin (4)
- Familial Status (5)
- More than 1 protected class (12)

When an allegation has substantial evidence and previous attempts to resolve the situation have been unsuccessful, the client may choose to file a complaint. Between 2014 and 2018 the Fair Housing Center of Washington filed 11 complaints on behalf of clients<sup>18</sup> in Lakewood. Of these, seven (7) were settled, three (3) were reasonable cause, and one (1) was administratively closed.

## **Housing Rentals**

Reported incidents of discrimination most frequently occur in housing rentals. Lack of awareness on the part of renters, along with reluctance to report problems, adds to problems. As noted in the Tacoma Lakewood Consortium Consolidated Plan 2015-2019, households with lowest incomes, without subsidy or other support, have fewer choices in housing, may live in over-crowded or substandard conditions, and are likely cost-burdened. Many households are paying more than half of their income for housing.

Noted in the previous Analysis of Impediments, and repeated in outreach for the recent Consolidated Plan, there are vulnerabilities in addition to income. Persons with barriers resulting from poor rental histories, poor credit, past involvement with the criminal justice system, disabilities such as mental health problems, and past substance use or abuse may be at a disadvantage in securing housing. To the extent that any of these individuals are members of protected classes, they may be more likely to experience discrimination and less likely to raise the issue. Several stakeholders contributing to the 2015-2019 Consolidated Plan noted that minority tenants were vulnerable to rental discrimination. This was especially the case with illegal immigrants and legal immigrants with limited English. Housing uncertainty (not wanting to be evicted and having little available funding to secure another unit) can be a disincentive to filing a complaint or even raising an issue about health and safety concerns in a rental unit. Some

<sup>18</sup> More than 20 allegations had substantial evidence but may have not resulted in a complaint if the client chose not to file or did not follow through with paperwork.

renters may be reluctant to speak up for fear of retaliation, including retaliatory eviction, or because of fear of legal recriminations (particularly true of people without proper immigration or citizenship documents).

Rising housing costs and lower average incomes associated with job expansion in the service sector in recent years can increase the burden on low-income renters, who are disproportionately minority households. Loss of federal support for housing assistance, including Housing Choice Vouchers, adds to this pressure and can potentially silence complaints.

## Testing

Evidence of discrimination and impediments can be obtained from testing results. The Fair Housing Center of Washington conducts both audit and complaint-based testing. Generally a test consists of two people visiting the same location, one a member of a legally protected class and the other a non-protected class. Examples of the types of behavior that might indicate discrimination include:

- Presenting different information to two prospective tenants, one representing a protected class. For example, telling the protected class tester that the rent or deposit was higher than the information provided to the non-protected class tester.
- Providing differential treatment, such as offering more services or help to the non-protected class tester.
- Showing different units, including showing a disabled tester an inaccessible unit and offering the non-disabled tester more than one unit, including an accessible unit.
- Imposing different fees and background checks, including criminal history check on the protected class tester and not imposing the requirement on the non-protected class tester.

Between 2014 and 2018 the Fair Housing Center of Washington conducted 31 tests within the city of Lakewood. Of these tests, which were conducted on-site, via phone and by email, 17 (56%) were positive for elements of discrimination. The number of positive tests broken down by protected classes are as follows:

- Disability (9 – 1 site/ 8 phone)
- Race (6 – site)
- Familial Status (2 – site)
- National Origin (1 - site)

As part of the testing settlement with SHAG (a property management company with multiple properties throughout the state, including Lakewood), the Fair Housing Center of Washington received \$80,000. In addition, the defendants were ordered to attend Fair Housing training, provide public fair housing presentations, and undergo a policy review and follow up testing for 2 years.

## Public Policies and Administrative Actions

### Statewide

At the state level, a number of bills were passed in 2019<sup>19</sup>, many of which provide additional protections for those facing barriers to housing, including but not limited to:

- **Improving criminal & civil responses to domestic violence ([HB 1517](#)) Passed legislature 4/12/2019** – *This bill makes a number of reforms to WA’s criminal and civil justice responses to domestic violence (DV), drawn in large part from recommendations of the work group created by HB 1163 (2017) including: ordering evaluation of new regulations (WACs) on DV perpetrator treatment; directs Washington State University to develop a DV risk assessment tool; expands the availability of sentencing alternatives and deferred prosecution in DV cases; and, reconvenes the DV work group created by HB 1163 to evaluate current mandatory arrest law and possible alternatives.*
- **Legal services for address confidentiality property acquisition ([HB 1643](#)) Passed legislature 4/10/2019** – *This bill requires the Secretary of State, which runs the state Address Confidentiality Program (ACP), to contract with a legal services provider to assist ACP participants including survivors of domestic violence with real property acquisitions in a manner that does not disclose their address as public record. Privacy and confidentiality are critical issues for survivors of domestic violence, when privacy is compromised safety is also compromised, and this can lead to re-victimization. Currently, the ACP program is unable to protect the addresses of survivors who acquire real estate, such as new homes.*
- **Emergency assistance for those in the sex trade ([HB 1382](#)) Passed legislature 4/12/2019** – *This bill provides immunity from prosecution for the crime of Prostitution, if the evidence for the charge was obtained as a result of a person seeking emergency assistance in certain circumstances. This bill is substantially similar to HB 2361 (2018).*

### Lakewood

The Six-Year Comprehensive Transportation Program (2015-2020) contains projects totaling \$120 million over the next five years. Included are roads and sidewalks connecting neighborhoods and linking them to amenities and services, many of which are poorly or not at all connected. Additionally, the City is reviewing land use plans and maps to identify developable parcels and lots that are appropriate for infill housing. The City has long supported projects that improve housing and allow residents to remain safely in their homes while supporting neighborhood revitalization.

In August 2016, the Lakewood City Council enacted Ordinance 644, creating a rental housing safety program to “protect the public health, safety, and welfare of Lakewood residents by

<sup>19</sup> Washington State Coalition Against Domestic Violence 2019 Legislative session summary.

encouraging the proper maintenance of residential rental housing, by identifying and requiring correction of substandard housing conditions, and by preventing conditions of deterioration and blight that could adversely impact the quality of life in Lakewood.” As minority, elderly and low-income households disproportionately inhabit housing suffering substandard or unsafe conditions, it is the intent of the rental housing safety program to ensure equal access to safe and decent rental properties for all Lakewood residents.

The City of Lakewood’s goal is to achieve for Lakewood residents, regardless of their age, sex, national origin, race or color, religion, marital status, familial status or disability, the opportunity to live in safe, healthful and affordable housing within a suitable environment.

### Previously Identified Barriers

Two areas of impediments to fair housing were identified in the previous AI, with recommendations for actions the City can take toward reducing impediments and increasing opportunities.

	<b>Recommendation</b>	<b>Action</b>	<b>Result</b>
<b>Impediment I:</b>			
Lack of awareness of rights and responsibilities concerning fair housing may contribute to unfair or unequal treatment.			
<b>Expand Current Education and Outreach Efforts.</b>	The City should continue to take a strong position on bringing the discussion of fair housing forward on many fronts, making the expectation of fair housing the rule on the part of all partners – the public, housing providers, realtors, lenders, government departments and policy makers. The City should continue to work with regional partners to strengthen the system of support for vulnerable populations, including persons with disabilities, and other protected classes. The City should participate in regional efforts to publicize investigations and	1) Information on fair housing and landlord/tenant rights is made available to Lakewood citizens on the city’s rental housing safety website, and at libraries, Chamber of Commerce, the YMCA, community centers, senior centers, and public places.  2) Lakewood code enforcement and police provide tenant resource guides to tenants as appropriate. The guide provides landlord tenant information, how to contact and schedule a property inspection, legal remedies, and access to related services and agencies. The guide is available on the city’s rental	1) Improved public access to landlord tenant law and rights, and fair housing information.  2) Improved public access to landlord tenant law and rights, and fair housing information.

	<p>enforcement activities that promote and advance fair housing knowledge and compliance.</p>	<p>housing website, the city and other public places.</p> <p>3) Prospective low/moderate income homebuyers receive home ownership counseling when receiving assistance with homebuyer activities and down payment assistance through the City of Lakewood. Classes are offered by realtors, lenders and City staff who have been certified to deliver the training. The counseling includes education on fair housing.</p> <p>4) The City of Lakewood participates in the Fair Housing Conference promoting fair housing and providing information to the general public, community members, grass-root organizations, housing advocates, realtors, property managers, landlords and other members of the housing industry.</p> <p>5) The City of Lakewood Police Department administers the Crime-Free Rental Housing Program.</p>	<p>3) Lenders and non-profit providers (i.e. Habitat for Humanity and the Homeownership Center of Tacoma) provide housing counseling and fair housing training to all prospective homebuyers.</p> <p>4) Improved public access to fair housing information.</p> <p>5) Program provides information and education on fair housing and landlord/tenant rights. Program requires property managers to complete trainings and correct security problems to have property certified as "crime free" and be listed in a national</p>
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		<p>6) The rental housing safety program inspects all rental properties and provides landlords and tenants alike with information regarding the Landlord-Tenant Act and fair housing.</p> <p>7) The city Human Services Department convenes monthly Community Collaboration Meetings bringing together human services providers and local non-profits providing services throughout the community.</p>	<p>database of properties.</p> <p>6) Provide landlords and tenants with improved access to fair housing information.</p> <p>7) Community Collaboration Meetings bring together services providers, community organizations, and local agencies to discuss the delivery of services and housing opportunities, including delivery of services to the underprivileged, hard-to-serve, and vulnerable populations, including the elderly, homeless, minorities, persons with disabilities, and other protected classes.</p>
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**Impediment II:**  
There is insufficient choice of suitably located safe, affordable, quality housing for Lakewood residents.

<b>Expand</b>	The City should continue to expand the supply of safe, affordable housing suitably located throughout neighborhoods	1) The City partnered with Living Access Support Alliance (LASA), the Tacoma Housing Authority, Pierce County Housing Authority, and Pierce County to fund and construct Prairie Oaks, a 15-unit, permanent affordable housing project for homeless families and individuals. The Center also provides much needed homeless and homeless prevention services.	1) Created 15 units of permanent affordable rental housing as well as a home for LASA to continue providing case management, housing counseling, utility assistance, clothing and food closet, personal hygiene closet, and access to phones and computers.
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		<p>2) Provided in excess of \$502,000 to Tacoma-Pierce County Habitat for Humanity to construct 12 new homes for low income households.</p> <p>3) Provided \$250,000 to Homeownership Center of Tacoma to construct 4 new homes for low income households.</p> <p>4) Initiated a city-wide rental housing safety program requiring inspection of all rental housing to ensure all units meet specific construction, maintenance, and life-safety standards.</p> <p>5) As part of the city's Comprehensive Plan update, housing policies and zoning practices are reviewed to ensure affordable housing options are encouraged.</p> <p>6) Offered assistance to low income homeowners through the Major Home Repair and HOME Housing Rehabilitation programs.</p>	<p>2) Expanded homeownership opportunities for low income households.</p> <p>3) Expanded homeownership opportunities for low income households.</p> <p>4) Ensure all rental units (53% of Lakewood's housing stock) meet a specific standard of quality in order to create safe and decent living conditions for all citizens.</p> <p>5) Plan updates and amendments include a cottage housing ordinance, multifamily tax exemption program, density bonuses for affordable housing, planned development district zonings, a new downtown subarea plan, and other related policies encouraging infill housing and accessory dwelling units.</p> <p>6) Provided 38 low or zero interest loans to assist low income households. Programs ensure continued affordability by completing delayed maintenance activities,</p>
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		<p>7) Provide emergency relocation assistance to households displaced through no fault of their own, including building closure, fire or health department actions, or redevelopment activities.</p>	<p>making necessary upgrades, accessibility improvements, updates to meet current building codes, energy upgrades, and other general improvements.</p> <p>7) Ensured 40 low income households were not displaced and made homeless without the means to afford safe, decent housing.</p>
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**Current Fair Housing Actions**

- Prospective low/moderate income homebuyers receive home ownership counseling when receiving down payment assistance through the City of Lakewood. Classes are offered by realtors, lenders and City staff who have been certified to deliver the training. The counseling includes education on fair housing.
- The down payment assistance program increases access to homeownership for minority and low-income households who may not have had the opportunity or encouragement to so without the program.
- The City offers emergency relocation assistance for persons displaced through no fault of their own due to building and code enforcement closures, fires, drug closures, and other incidences that create homelessness.
- Through the City’s rental housing safety program, all rental housing is inspected to ensure it meets a specific construction, maintenance, and life-safety standard in order to create safe decent living conditions for all of Lakewood’s citizens.
- The City of Lakewood Police Department administers the Crime-Free Rental Housing Program. Education on fair housing and landlord/tenant rights are taught as part of the program curriculum. When property managers complete the training and correct security problems, the property is certified as “crime free” and is listed in a national database of properties for relocation.

- Information on fair housing and landlord/tenant rights, along with information on the down payment assistance program, is made available to Lakewood citizens on the City's rental housing safety website, and at libraries, Chamber of Commerce, the YMCA, community centers, senior centers, and public places.
- City staff participates at fair housing events and fairs as part of outreach and education efforts on fair housing. Local trainings are being provided to landlords, property managers, relators, and tenants in connection with the City's rental housing safety program, and related CDBG/HOME community and housing development efforts.
- The City will continue to update the rental housing safety program website to provide additional and updated information on landlord/tenant rights, fair housing, and reasonable accommodation.
- The City will continue current 1% human services funding strategies focusing on emotional supports and youth programs; access to food; access to health and behavioral health; housing assistance & homeless prevention; and crisis stabilization and advocacy. Continue monthly Community Collaboration Meetings to expand the delivery of services and housing opportunities to the most vulnerable populations, including the elderly, homeless, minorities, persons with disabilities, and other protected classes.
- The City's Comprehensive Plan is analyzed to ensure housing policies and zoning practices are encouraging the expansion of affordable housing options throughout the city, including those which incorporate innovative and special construction practices and features, increased density, the conservation of energy and the efficient utilization of open space, and connectivity to public transportation and community infrastructure.
- Housing accessibility and affordability remain a priority for Lakewood. Program funding for affordable housing opportunities for low income homebuyers and homeowner rehabilitation programs will continue to expand the supply of safe, decent, affordable housing.



## Conclusions and Recommendations

While the City of Lakewood continues to make progress in affirmatively furthering fair housing, the following have been identified as current impediments:

Impediments to Fair Housing	Recommended Actions
<b>I. Regulatory barriers to fair housing choice limit or prevent increasing the supply of affordable housing</b>	
	A. Explore changing the City of Lakewood’s land-use provisions to make it easier to build less-costly, small scale homes such as accessory dwelling or duplexes
	B. Increase the supply of affordable rentals and single family houses in a range of sizes
	C. Incentivize the development of higher density multi-family affordable housing by private developers
	D. Ensure code violations are equally enforced and properties are systemically inspected
	E. Ensure new and rehabbed construction projects meet accessibility requirement as set forth in the Fair Housing Act
<b>II. Lack of knowledge of fair housing laws and inequitable representation among housing-related decision-making bodies</b>	
	A. Ensure diversity on boards and commissions on housing
	B. Require bi-annual fair housing training for government housing staff and housing policymakers
<b>III. Lack of consumer access to fair housing education and enforcement resources</b>	

	A. Report unusual lending practices, including predatory lending and financial institution charter rentals to appropriate authorities for investigation
	B. Increase fair housing and tenant education for the public
<b>IV. Non-compliance with the Fair Housing Act among landlords and housing providers</b>	
	A. Propose for inclusion in the local ordinance a Reasonable Accommodation provision
	B. Increase knowledge of fair housing protections among housing providers and social service providers to proactively mitigate impediments to fair housing choice
	C. Ensure the Continuum of Care addresses prevention for those at risk of experiencing homelessness
<b>V. Lack of regional collaboration to affirmatively further fair housing</b>	
	A. Encourage development of new affordable housing in areas of higher opportunity
	B. Participate in regional planning bodies to combat regional impediments to fair housing



TO: Planning Commission

FROM: Tiffany Speir, Long Range & Strategic Planning Manager

DATE: April 29, 2020

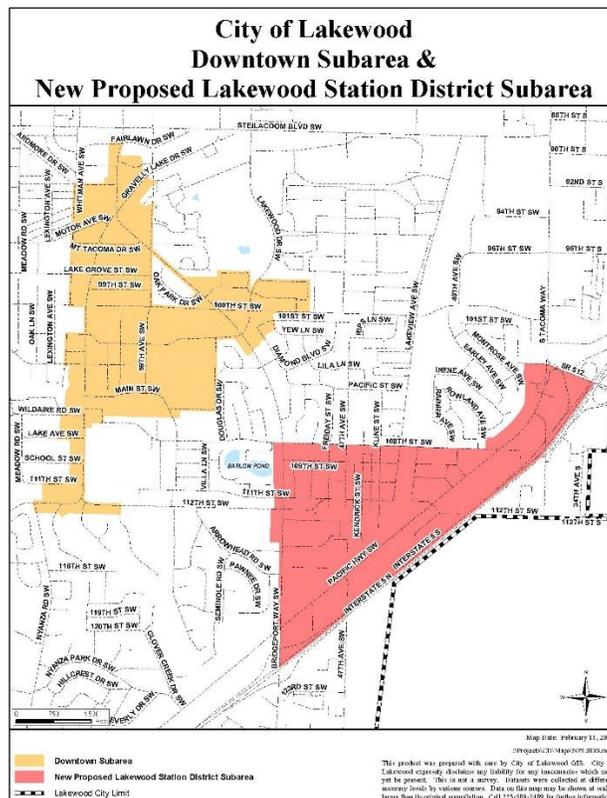
SUBJECT: Lakewood Station District Subarea Plan Status

### BACKGROUND

In November 2019, the State Department of Commerce awarded Lakewood a grant to prepare a Lakewood Station District Subarea (LSDS) Plan, a SEPA-based planned action, and a hybrid form-based code to implement the LSDS Plan. BERK & Associates has been hired to act as contractor to develop the LSDS package in coordination with City CED staff.

### STATUS UPDATE

On January 13, the City Council directed that the LSDS boundaries be updated as shown on the map below in red:



The City hosted a LSDS stakeholder retreat on February 28, at which transit, utility, neighborhood association, land owner, and developer representatives provided BERK and City staff information about current issues and their respective planned actions within the LSDS boundaries.

The LSDS website, [www.LakewoodStation.org](http://www.LakewoodStation.org), is being updated regularly as this plan drafting process proceeds.

Due to COVID-19 protocols, the public outreach efforts for the LSDS package have been altered and currently include the website, on-line surveys, and regular mailings to residents and businesses within and near the LSDS area. As the COVID-19 protocols are ended, other options such as in-person open houses and public meetings will be utilized as well.

Attached hereto are several items that have been delivered to date to the WA Department of Commerce per the grant requirements that is funding this effort: first, the existing zoning and regulation scheme; second, a “situational assessment” of the LSDS area that describes the status quo of land use and housing; and third, a projected scheme for the hybrid form-based code.

# Lakewood Station District

## Existing Land Use and Zoning

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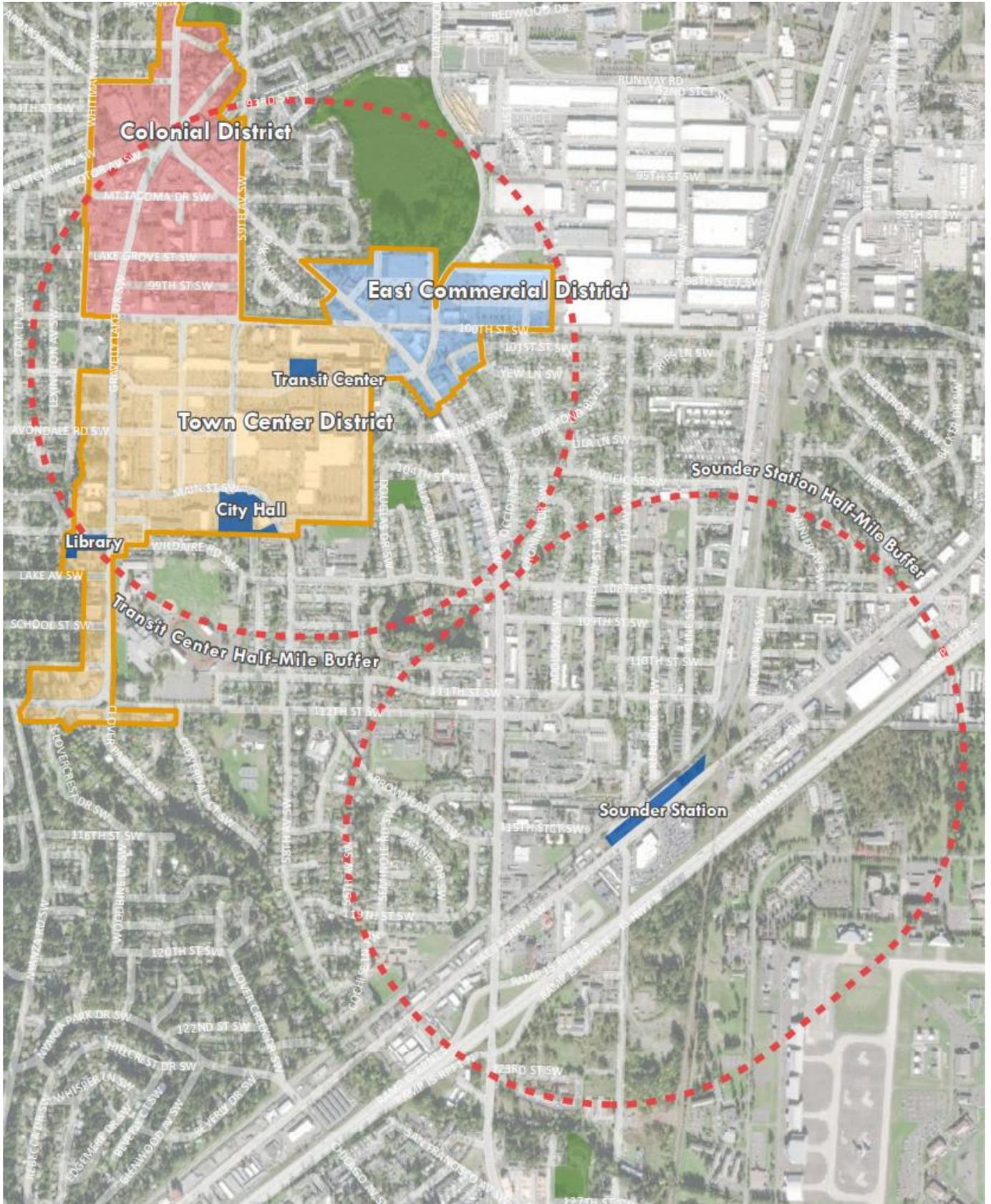
### Introduction

The Lakewood Station District Subarea (LSDS) is an area of opportunity for future growth and development within Lakewood's Urban Center. A variety of conditions make the LSDS an ideal place for subarea planning. There are several neighborhoods within a half mile of the Lakewood Station with a mix of underutilized multi-family and mixed residential zones. With its proximity to I-5 and the Sounder regional commuter rail, it is a good location for employment. Since there are few environmental constraints, this is an ideal place to explore higher densities to take advantage of the proximity to high capacity transit. The Town Center District is also only about a mile away (Exhibit 1) so there is also an opportunity to deepen connections between the two subareas.

The City received a Department of Commerce Increasing Residential Building Capacity grant to develop a subarea plan for transit-oriented development near the station. It is expected that development of the subarea plan will be accompanied by a planned action and form-based code.

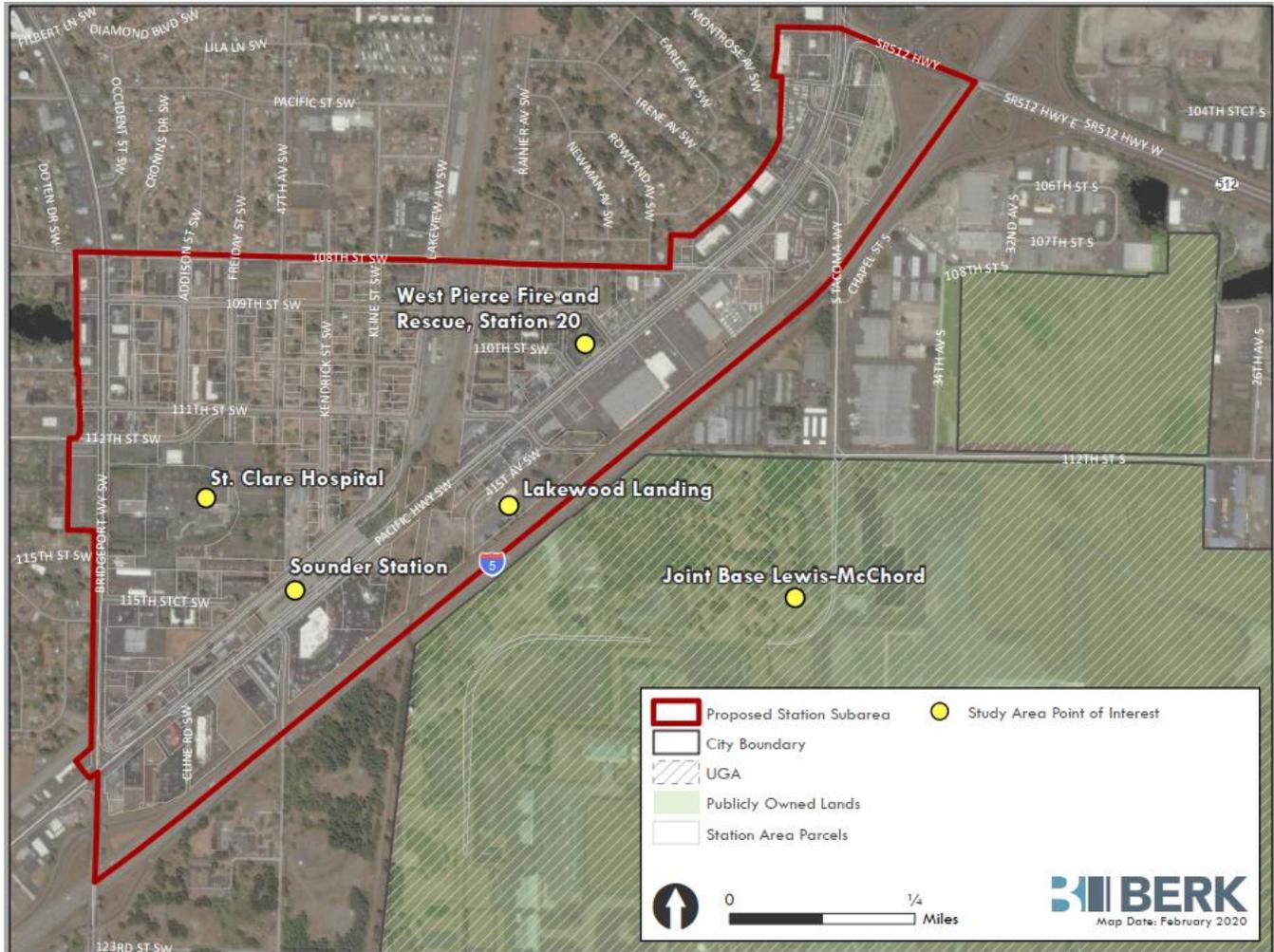
The current LSDS study area boundary is shown in Exhibit 2. As part of the subarea planning process, this primary area will be the focus of land use and housing review, but the boundary is subject to change. Generally, the boundary incorporates the area within a half mile of the Sounder station but does not include areas southeast of I-5, since the freeway provides a significant barrier. The study area spans the area from the interchange with Bridgeport Way to the interchange with SR-512, to capture the full transportation corridor to the north and south of the station. In order to analyze transportation connections to Lakewood's Downtown, this project will look an extended area north and west of the primary study area (Exhibit 1). The extended study area will not address land use or housing but will look at ways to enhance multi-modal transportation linkages.

**Exhibit 1. Lakewood Station in Proximity to Downtown**



Source: BERK, 2020; Pierce County Assessor, 2020.

## Exhibit 2. Lakewood Station District Study Area



Source: BERK, 2020; Pierce County Assessor, 2020.

## Existing Conditions

### CURRENT LAND USE

Current land use in the study area is a mixture of residential, commercial, civic, and industrial uses. Vacant land accounts for about 17% of the parcel acreage in the study area. A map of existing land use, based on information from the Pierce County Assessor, is shown in Exhibit 4.

Industrial development is limited to a few parcels and includes light industrial type uses such as storage, small warehouse, or shipping. Civic uses include the Sounder Station, the SR-512 Park and Ride, and a fire station. A Washington State Department of Transportation (WSDOT) maintenance facility, centrally located in the study area and between I-5 and Pacific Highway SW and northeast of the Sounder station, is considering relocation to make space for new economic and employment growth. This proposal is called Lakewood Landing.

Commercial businesses line Pacific Highway and Bridgeport Way. Along the Pacific Highway corridor development is characterized by its variety. Retail uses range from espresso stands to strip commercial development to auto sales. There are also several motels along the corridor, mostly near the freeway interchanges. Motels serve visitors to Lakewood and Joint Base Lewis McChord (JBLM), which is just southeast of the study area on the other side of I-5. Saint Clare Hospital is located in the western end of the study area, north of Pacific Highway and east of Bridgeport Way. Structures in the Pacific Highway corridor vary in age, style, and quality. Exhibit 5 shows structure age. Commercial development along Bridgeport is mostly strip commercial with smaller scale retail, service, and restaurant uses built in the 1960s and 1970s.

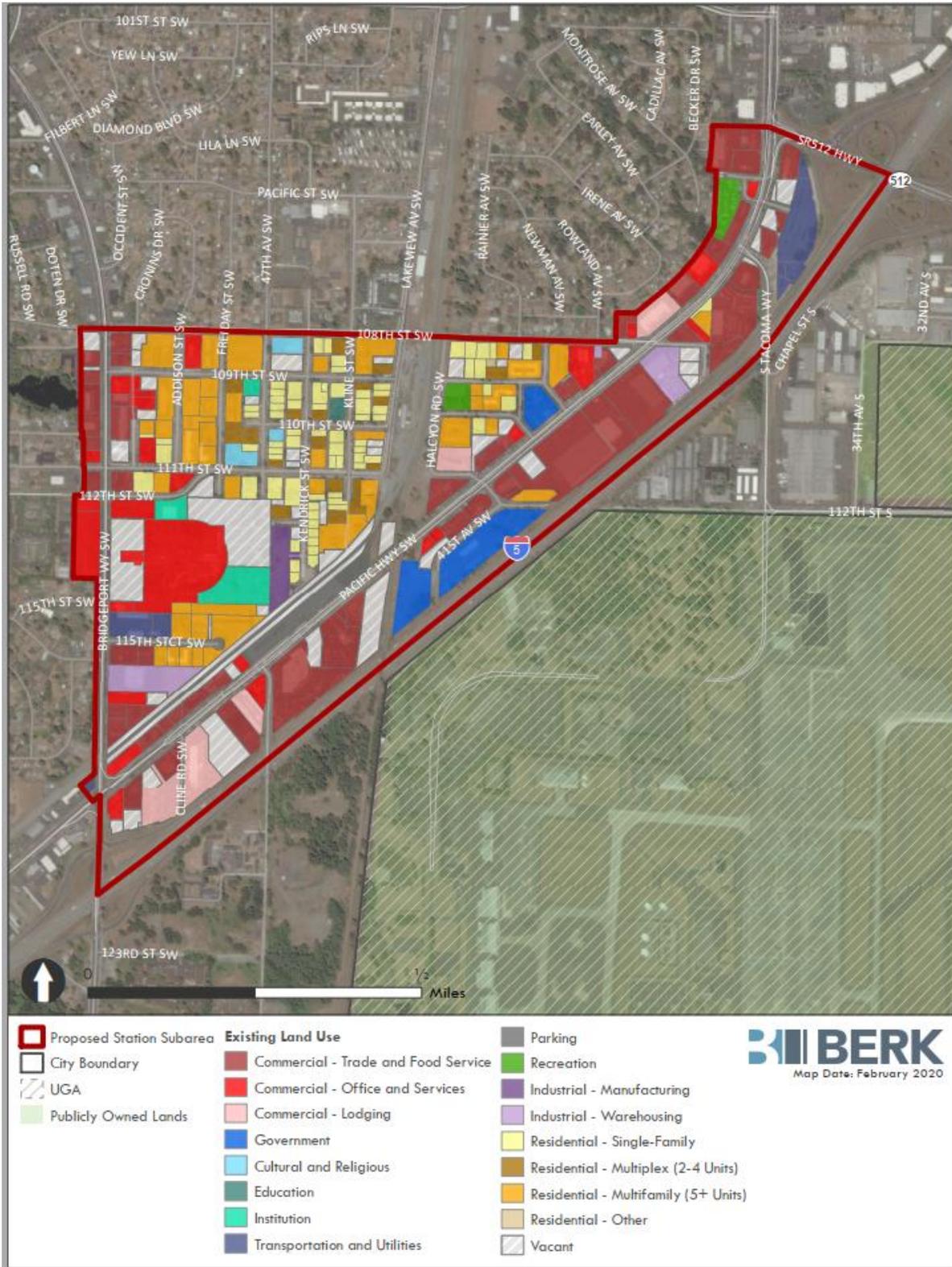
Residential development is characterized by detached single family homes (60%), attached single family (such as duplexes, and triplexes – 26%), and low rise multi-family development (14%). Mixed into these residential areas are a few churches and parks. Most of the residential structures in the study area were built before 1975, as shown in Exhibit 5.

Parcel size in the study area also displays variation, as shown in Exhibit 3. Half the parcels are a half acre or less in size, but these only account for about 40 acres in the 339 acre study area. The 13 largest parcels account for 38% of the land in the study area.

**Exhibit 3. Parcels in the Study Area**

Parcel Size	Parcel Count	Sum of Acreage
½ acre or less	169	40.25
½ - 1 acre	71	51.37
1+ - 5 acres	61	119.55
Greater than 5 acres	13	128.09
Total	314	339.26

### Exhibit 4. Existing Land Use



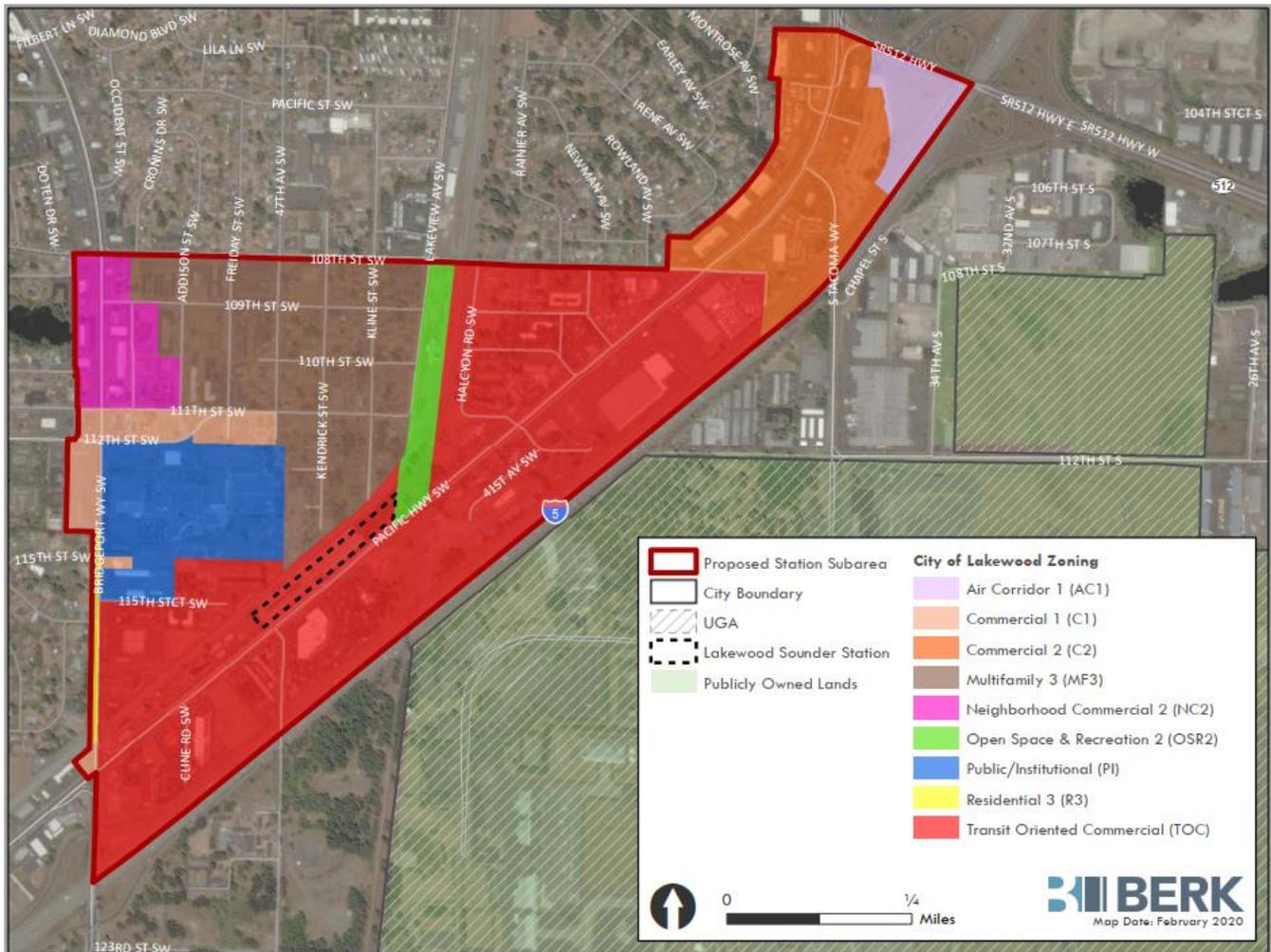
Source: BERK 2020; Pierce County Assessor, 2020.



## ZONING AND DEVELOPMENT REGULATIONS

Zoning in the study area generally reflects the current use, but it also anticipates future redevelopment with designations that call for more intense land uses (Exhibit 6). A summary of the zones in the LSDS study area follows.

### Exhibit 6. Zoning



Source: BERK, 2020; Pierce County Assessor, 2020.

### TOC - Transit Oriented Commercial

TOC zoning is shown along most of Pacific Highway in the study area and includes the Sounder Station and the proposed Lakewood Landing site. This zone is unique to the LSDS. The purpose of TOC is “an interactive mixture of uses which focus on regional transportation networks while providing for urban design, people orientation, and connectivity between uses and transportation routes.”<sup>1</sup> The mix of uses allowed in the TOC is very similar to those allowed in the Central Business District. They focus on retail and services,

<sup>1</sup> 18A.10.120D.5

prohibiting space-intensive uses like auto sales, furniture and appliance stores, or industrial uses that may cause compatibility issues in a compact urban environment such as manufacturing or recycling stations. Mixed-use and multi-family residential uses are allowed at densities up to 54 units per acre.

### C1 - Commercial One and C2 - Commercial Two

C1 and C2 are commercial corridor districts that incorporate employment, shopping, services, offices, and light industrial uses near major arterials. A small strip of C1 is located north of the hospital, just off Bridgeport Way. Along Pacific Highway near the intersection of SR 512 is an area of C2. Both districts allow a range of businesses as permitted uses. Hotels and motels are allowed in both districts, permitted in C2, but a conditional use in C1. Commercial recreation, heavy manufacturing, shopping centers, and recycling and transfer stations characterize the type of uses that are prohibited. Residential uses are not allowed, except for allowing a caretaker's unit.

### NC2 - Neighborhood Commercial Two

The commercial area on Bridgeport is zoned NC2 with the intent to create a sense of urban community that serves surrounding neighborhoods that may also attract people from other areas. This zone allows a mix of residential, retail, office, and services. Residential may be multi-family or mixed-use development up to 35 units per acre. Permitted commercial uses tend to be small or midsized. Most light industrial and larger commercial uses are prohibited. The few that may be considered, such as auto sales or breweries, are conditional uses to help mitigate for impacts and ensure district and neighborhood compatibility.

### MF3 - Multi Family Three

The existing residential area of attached and detached single family homes and low rise multi-family is zoned MF3. MF3 zoning is located in areas where there is both an arterial and a nearby commercial or mixed-use district. This is intended to be a high density multi-family environment with multi-story housing with densities up to 54 units per acre. Where multi-family development occurs within the LSDS, ground floor commercial use is allowed.<sup>2</sup> Attached and detached single-family uses are not allowed, which means that most of the existing uses are non-conforming. Non-conforming structures may be maintained but not altered or enlarged.<sup>3</sup>

### PI - Public/ Institutional

This zone recognizes the site of Saint Clare hospital, which is a major institution serving all of Lakewood and beyond.

### OSR2 - Open Space & Recreational Two

OSR2 provides for open spaces and recreational activities and is specifically intended for areas of active recreational uses. This zone is applied to a small strip of land that would extend from the south end of Lakeview Avenue SW to Pacific Highway. Allowed uses include electrical, communication, and utility transmission lines, cables, and antennas as well as community gardens, passive recreation, sports fields, and protected open space. Parks, playgrounds, community or senior centers, and outdoor recreation are allowed with a conditional use permit.

<sup>2</sup> 18A.40.040B.1

<sup>3</sup> 18A.20.200

## JBLM Zoning and Land Use Compatibility

All of Lakewood, including the study area, is within the Lakewood Military Coordination & Notice Area (MCNA).<sup>4</sup> Jurisdictions within the MCNA coordinate with JBLM prior to the approval of zoning and Comprehensive Plan amendments. Current zoning has already been subject to MCNA review, but the City notifies JBLM of all land use and building permits, subdivisions, and site plans to provide opportunity for comment.

Parts of Lakewood are also subject to airport compatible land use restrictions. The study area is not within the most restrictive aircraft safety zones, but is within the Inner Horizontal Surface imaginary surface area for the safe operation of aircraft around JBLM.<sup>5</sup> JBLM reviews proposed development to determine if the use is prohibited or could interfere with pilot vision, communication, radar, or other elements of safe operation. Typically, uses that produce steam, dust, glare that may impair visual operation, or those that attract birds, are prohibited.

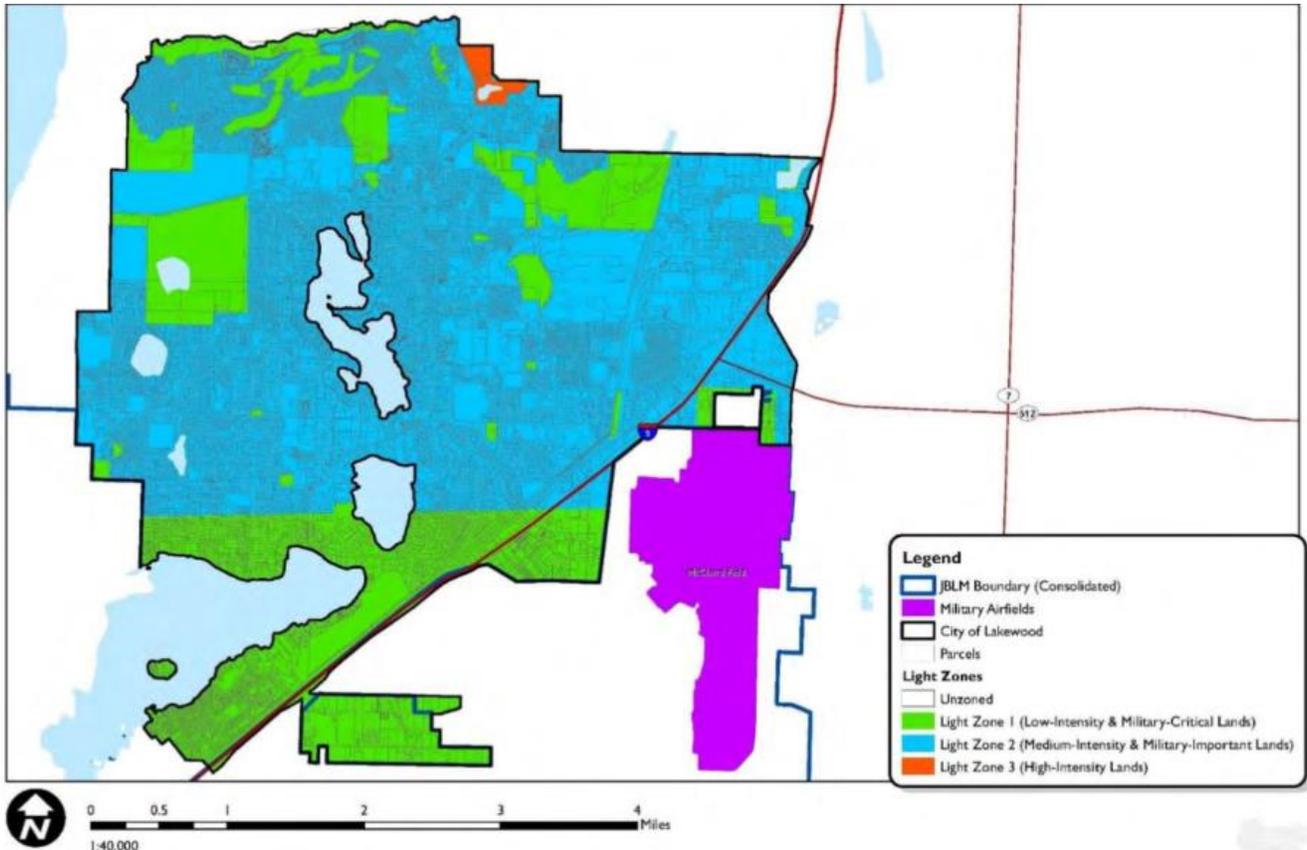
The study area is also subject to lighting standards and requirements to prevent interference with aircraft operation at JBLM.<sup>6</sup> The northern portion of the study area, near the interchange with SR-512 is part of Light Zone 2 and the rest of the study area is in Light Zone 1 (Exhibit 7). Light Zone 1 is applicable to low-intensity land uses with low levels of exterior lighting at night. Light Zone 2 applies to medium intensity uses with model levels of exterior lighting such as residential, mixed-use, and commercial areas. Lighting standards are also intended to reduce light pollution, conserve energy, and provide safety and security. Generally, the code requires lighting to be shielded to prevent light shining above the luminary and to prevent light spill over on to adjacent properties.

<sup>4</sup> 18A.10.135.6

<sup>5</sup> 18A.10.135.10B

<sup>6</sup> 18A.60.095

## Exhibit 7. Lakewood Light Zones



Source: Lakewood Municipal Code, 18A.60.095

### Design and Landscaping Standards

Lakewood requires compliance with community design standards for all new development except single-family units.<sup>7</sup> Performance-oriented standards for site planning, buildings, landscaping, and lighting are identified by either commercial, industrial, or multi-family use. Additional standards apply for large buildings, parking facilities, pedestrian weather protection, signs, the treatment of blank walls, public safety, transit facilities, development adjacent to a highway, large-scale commercial facilities, and outdoor vendors. The general commercial design objectives support the development of a pedestrian-friendly environment and people-oriented building and streetscapes that are safe, attractive, and inviting. Multi-family design standards focus on creating livable spaces that balance density with features such as open space, pedestrian connections, resident amenities, and high quality landscaping. Design features encourage scaling and variation to limit visual impacts and create safe, attractive neighborhoods.

Landscaping is required for all development and most types of redevelopment. Standards are prescriptive and identified by type of requirement: vegetative buffer, streetscape, open space, parking areas, solid barrier, and area screening. Each landscaping type is applied by zone, with consideration for adjacent uses. For example, neighborhood and commercial zones that abut multi-family zones are required to have a vegetative buffer and 10' landscape strip.

<sup>7</sup> 18A.70.010 – 18A.70.050

Lakewood applies a partial form-based code to its Downtown.<sup>8</sup> This code primarily regulates development standards based on type of street frontage instead of by zone or use type. Regulations cover site design, building design, frontage, landscaping, open space, and green infrastructure. Currently, this regulatory system only applies to Lakewood's Downtown subarea. However, expansion of a partial form-based code to the study area will be considered in the development of the subarea plan.

## Housing Incentives

Lakewood has a housing incentives program to encourage the development of housing for people regardless of economic means.<sup>9</sup> Incentives are available to support the development of rental housing in all zones that allow it.<sup>10</sup> Those who create units affordable to households with very low incomes receive a bonus market rate unit or one and a half bonus market rates units for each unit affordable to households with extremely low incomes. Density bonuses are capped as a percentage of the base zoning district. This includes a 20% base density increase in MF3, a 15% increase in NC2, and a 25% increase in the TOC zone. Modifications in zone development standards such as coverage, parking, and height are allowed for projects participating in the housing incentives program. There is also a reduction in permitting fees.

Lakewood also has a multi-family property tax exemption, which exempts some types of new housing from paying ad valorem property taxes. The LSDS is one of the residential target areas where the exemption may be applied. The exemption is allowed for new residential development with at least four new units of multi-family or mixed-use development. Properties in which at least 20% of the multi-family units are affordable to households with low or moderate incomes receive the tax exemption for twelve years. Otherwise, eligible projects that do not include affordable housing receive eight years of tax exemption.

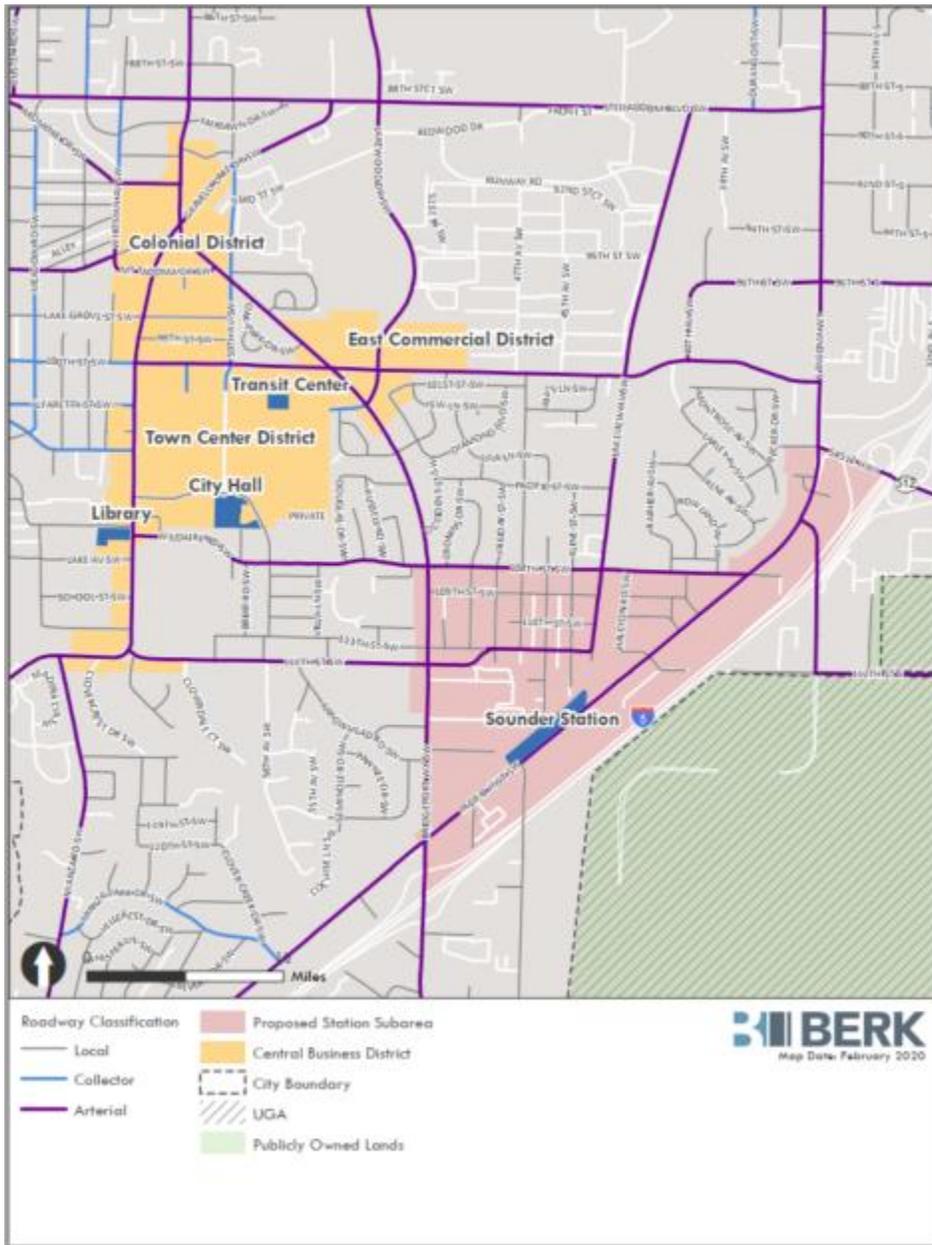
<sup>8</sup> Title 18B

<sup>9</sup> 18A.090

<sup>10</sup> With the exception of the construction of one single-family dwelling on one lot. 18A.090.030.

# TRANSPORTATION

**Exhibit 8. Transportation Features in the Extended Study Area**



Source: Fehr & Peers, 2020; Pierce County Assessor, 2020.

Exhibit 8 shows transportation connections in and near the LSDS. Major roadways in the study area include Pacific Highway, 108<sup>th</sup> Street SW, and Bridgeport Way SW. These are classified as either principal or minor arterials with 35 mph posted speed limits. Pacific Highway provides a north-south connection between Tacoma and Lakewood, with access to I-5 ramps and the Lakewood Sounder station within the study area. Sound Transit and Intercity Transit provide bus service to Lakewood Station via Pacific Highway and I-5. Pierce Transit provides bus service on Bridgeport Way as well as 108<sup>th</sup> Street (Exhibit 9).

Marked bicycle lanes are located on Pacific Highway from Lakewood Station south to Gravelly Lake

Drive SW and north from Sharondale Street SW to the South Tacoma Way/SR 512 interchange. Bicycle lanes are also located on 108<sup>th</sup> Street from Bridgeport Way to Pacific Highway. Sidewalks are generally located on all major streets in the project area; no pedestrian facilities are provided in the residential area north of Pacific Highway. Pedestrian crossing of the rail tracks is limited to the Lakewood Station pedestrian walkway, Bridgeport Way, and 108<sup>th</sup> Street.

**Exhibit 9. Transit in the Extended Study Area**

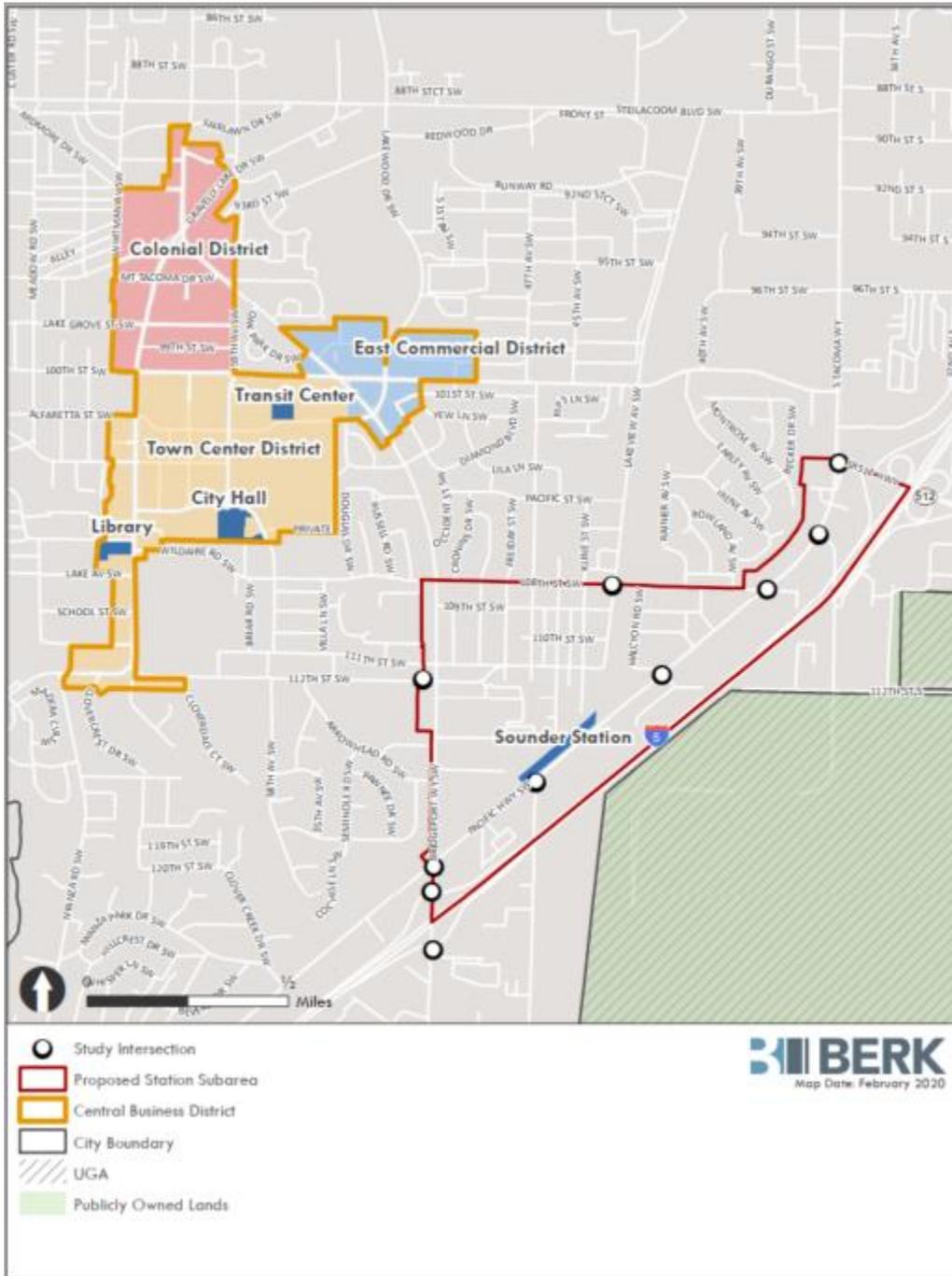


Source: Fehr & Peers, 2020; Pierce County Assessor, 2020.

## Study Intersections

Within the project study area, ten intersections are proposed to be analyzed for traffic operations (Exhibit 10). These intersections are located on key roadway connections, including Pacific Highway, Bridgeport Way SW, and 108<sup>th</sup> Street SW and are most likely to be affected by potential land use changes.

### Exhibit 10. Study Area Intersections

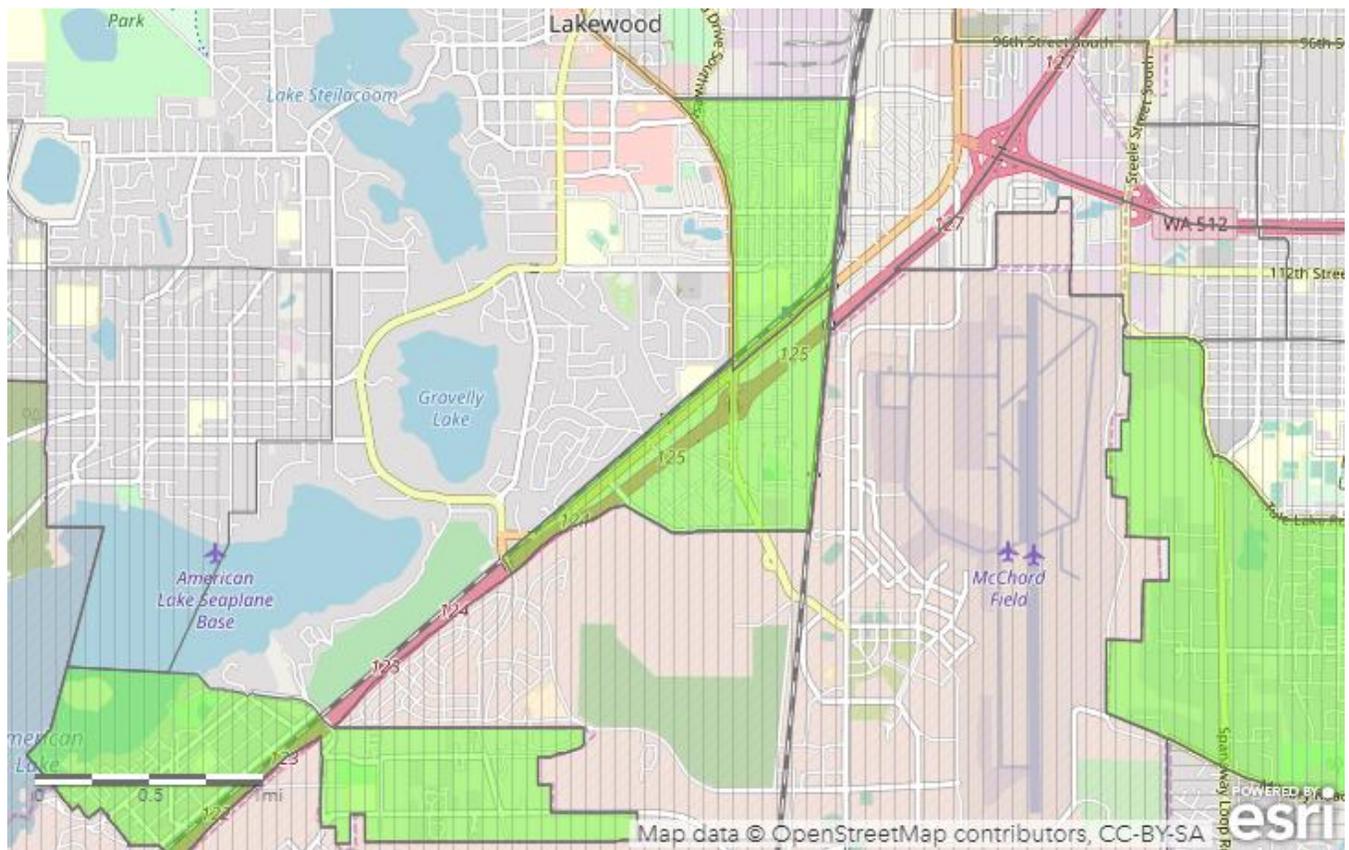


Source: Fehr & Peers, 2020; Pierce County Assessor, 2020.

## OPPORTUNITY ZONE

The LSDS is part of the federally designated Lakeview/Kendrick Street Opportunity Zone. The opportunity zone includes two census tracts. These tracts overlap with portions of the LSDS including the Bridgeport Way interchange with I-5, Saint Clare Hospital, the Sounder Station, the proposed Lakewood Landing site, and a portion of the residential area. Opportunity zones were created by the 2017 Tax Cuts and Jobs Act with the intention of supporting economic development and employment in distressed communities.<sup>11</sup> The program works to allow investors to defer capital gains tax for up to nine years by investing their gains in a Qualified Opportunity Zone. The federal program is funded through 2026 supports redevelopment in the LSDS.

### Exhibit 11. Lakeview/Kendrick Street Opportunity Zone



Source: Department of Commerce, 2020. Accessed on 2/21/2020 at: <https://www.commerce.wa.gov/growing-the-economy/opportunity-zones/>

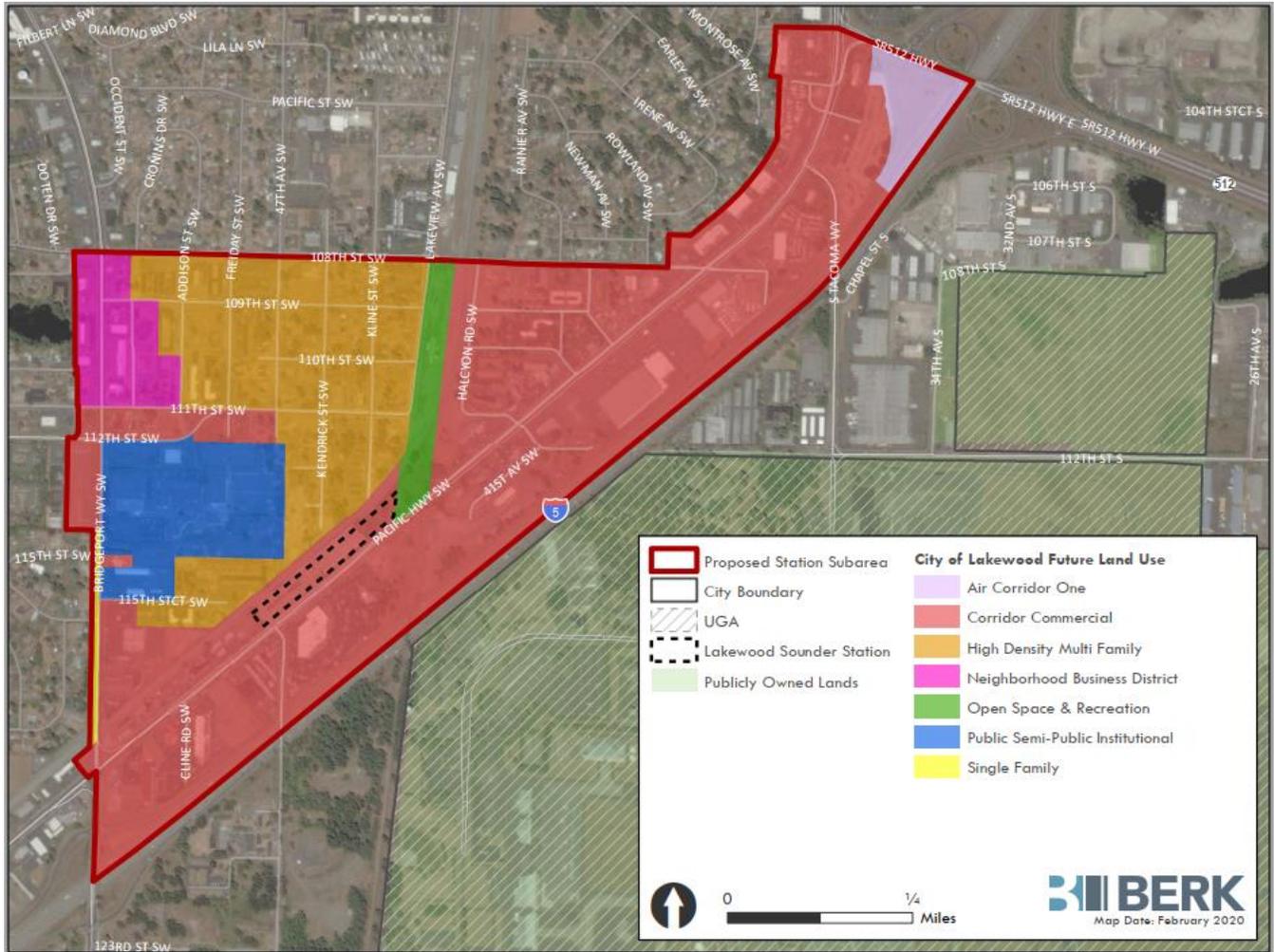
## Future Plans

### FUTURE LAND USE

Future land use designations are shown in Exhibit 12. They include a number of designations. Descriptions of these designations follow.

<sup>11</sup> Department of Commerce, 2020. <https://www.commerce.wa.gov/growing-the-economy/opportunity-zones/>

## Exhibit 12. Future Land Use Map



Source: BERK, 2020; Pierce County Assessor, 2020.

### Corridor Commercial

This land use is designated along Pacific Highway and just north of the Hospital. It is implemented by the TOC, C1, and C2 zones and recognizes Lakewood’s pattern of existing strip commercial development.

### Neighborhood Business District

The NC2 commercial zoning along Bridgeport Way is in this future land use designation that allows for the transition of smaller or strip commercial business areas to transform into compact urban development over time. It allows commercial development that serves surrounding neighborhoods and beyond and allows for mixed-use residential development.

### Public & Semi-Public Institutions

Saint Clare hospital is in this land use designation that recognizes essential moderate and large scale facilities that serve all of Lakewood.

## High Density Multi Family

The existing residential areas zoned MF3 are in the High Density Multi Family future land use designation. The purpose of this designation is to integrate a variety of high density housing types into adopted subareas and business districts. Development regulations implementing this land use should emphasize integration of multi-family residential into the surrounding area through pedestrian connections and urban design.

## Open Space & Recreation

The area of OSR2 zoning, near where Lakeview Avenue would extend to Pacific Highway, is designated as Open Space & Recreation. This designation recognizes the opportunity for future public use in this area.

# Planning Policies

## LAKESWOOD COMPREHENSIVE PLAN

Development of a special district around the Lakewood Station is part of the policy framework of the Lakewood Comprehensive Plan and identified as a future community landmark.<sup>12</sup> Development of the LSDS is supported throughout the Comprehensive Plan and will involve engagement with both local and neighborhood groups as well as business, agency, and regional stakeholders.<sup>13</sup>

The LSDS is intended to be a high-density employment and residential district catalyzed by the development of the station as a multi-modal commuter hub and terminus of Sound Transit's commuter rail service.<sup>14</sup> It is envisioned as a pedestrian-oriented compact urban environment with high density residential growth and a mix of office, retail, and service uses.<sup>15</sup> With good access and visibility from I-5 it also supports regional medical service. Transportation linkages between the LSDS and Downtown subarea will connect people to the amenities of both places and to the region.<sup>16</sup>

Section 3.3.5 of Lakewood's Comprehensive Plan focuses on the LSDS. Goal LU-25 identifies LSDS as Lakewood's multi-modal commuter hub with supporting policies that call for a transit-oriented development district, development of a subarea plan, coordination with other agencies, and the use of bonus densities and incentives to achieve this goal. A rich mix of land uses around the station is the goal of LU-26 including regional offices, major institutions, high density residential, neighborhood businesses, and open space. It also supports the citywide economic goal to promote a dynamic local economy with diverse housing stock and transportation options.<sup>17</sup> An urban design framework to guide livable and attractive development is the focus of Goal LU-27, which include design guidelines, open spaces, and pedestrian connections.

Investment in the station and station area coupled with the development of the station as a multi-modal

<sup>12</sup> Comprehensive Plan section 4.4

<sup>13</sup> Transparency Objective 5.4

<sup>14</sup> Comprehensive Plan section 2.3.16

<sup>15</sup> Policy LU-17.3

<sup>16</sup> Comprehensive Plan section 2.4.1

<sup>17</sup> Economic Development objectives 1.3 and 1.5.

transit hub is intended to draw private investment.<sup>18</sup> Investments that support the hub, such as the pedestrian bridge and pedestrian amenities on Kendrick Street, improved transit access, and the park-and-ride, bring activity into this area. Strengthening and expanding nearby street grids, additional investments in pedestrian amenities and safety features, and developing convenient and safe bicycle connections will support those moving in and through the area.

Urban design is also important to ensuring a usable, attractive, and livable district.<sup>19</sup> Both the station itself and the interchanges with I-5 are major gateways into the City that should have a distinctive image and feel that continues along Pacific Highway, Bridgeport Way, and the rest of the subarea. Public and semi-private open spaces will help to balance the intensity of land use in the LSDS, including the development of a linear park along the railway tracks. Creative design of stormwater facilities could turn a functional necessity into a landscaped amenity.

## REGIONAL PLANNING POLICIES

Lakewood Station is regionally important since it is the terminus of the Sounder commuter rail system that connects Seattle and Tacoma. It also is bordered by JBLM, one of the largest military installations in the country.<sup>20</sup> Development of the LSDS is consistent with regional planning policy directions from the Puget Sound Regional Council (PSRC) and the Pierce County Countywide Planning Policies (CWPPs), as summarized below.

### Vision 2050

PSRC works with its member jurisdictions in King, Pierce, and Snohomish counties to develop a regional vision and multi-county planning policies (MPPs). *“The central Puget Sound region provides an exceptional quality of life and opportunity for all, connected communities, a spectacular natural environment, and an innovative, thriving economy.”*<sup>21</sup> This is a sustainable future where communities make use of existing resources and transit investments, provide housing and mobility options, and provide access to good jobs as it continues to grow. Lakewood is a Core City in *Vision 2050* because of its importance as a regional transportation hub and as a civic, cultural, and employment center.<sup>22</sup> By 2050 Lakewood and the 15 other Core Cities will accommodate 28% of regional population growth and 35% of regional employment growth by planning for new growth around transit.<sup>23</sup>

LSDS is a prime example of a project to implement this vision of new growth near transit.<sup>24</sup> New high density housing in the LSDS will increase housing choices in Lakewood and provide living options close to transit. Future commercial development supports job opportunities for Lakewood residents and beyond due to the Sounder rail station, proximity to I-5, and the creation of a local multi-modal hub. By building the LSDS into a compact urban area, Lakewood is designing a community that promotes health, lowers household transportation costs, makes efficient use of infrastructure, and curbs greenhouse gas

<sup>18</sup> Comprehensive Plan section 4.5.2; Goal ED-5

<sup>19</sup> Comprehensive Plan section 4.5.2; Goal UD-9

<sup>20</sup> Comprehensive Plan section 5.3.1

<sup>21</sup> PSRC. Draft Vision 2050 (December 2019), p.1.

<sup>22</sup> Vision 2040 is the current adopted regional plan, but the draft *Vision 2050* is scheduled for adoption in spring 2020. *Vision 2050* is a well vetted draft with policy direction that is substantially similar to *Vision 2040* and once adopted, its policies will apply to the LSDS, so it was chosen for comparison for this review.

<sup>23</sup> PSRC. Draft Vision 2050 (December 2019), p. 35.

<sup>24</sup> PSRC. Draft Vision 2050 (December 2019), Building Urban Communities policies MPP-DP-1 through MPP-P-4.

emissions.<sup>25</sup> The LSDS will also provide better access to opportunity by providing an amenity rich local environment and helping to connect people to jobs using the regional transportation network.

## Countywide Planning Policies

Jurisdictions in Pierce County also collaborate to develop CWPPs to direct future growth and development. The CWPPs are consistent with the Growth Management Act and the MPPs developed by the PSRC. This includes policies to encourage the development of high quality, compact communities and transportation facilities that support good health<sup>26</sup> as well as economic development to support employment, business retention, and business creation.<sup>27</sup> Planning for the LSDS is consistent with the direction of the CWPPs.

<sup>25</sup> PSRC. Draft Vision 2050 (December 2019), p. 77.

<sup>26</sup> Pierce County CWPP (2018). Community and Urban Design Policies, pp. 30-31 and Health and Well-Being Policies, pp. 41-43.

<sup>27</sup> Pierce County CWPP (2018). Economic and Community Development Policies, pp. 32-36.

# Lakewood Station District Subarea

**Situation Assessment**

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**Prepared For:**



**Prepared by:**

- BERK Consulting, Inc.
- Fehr & Peers
- Framework
- Skip Stone

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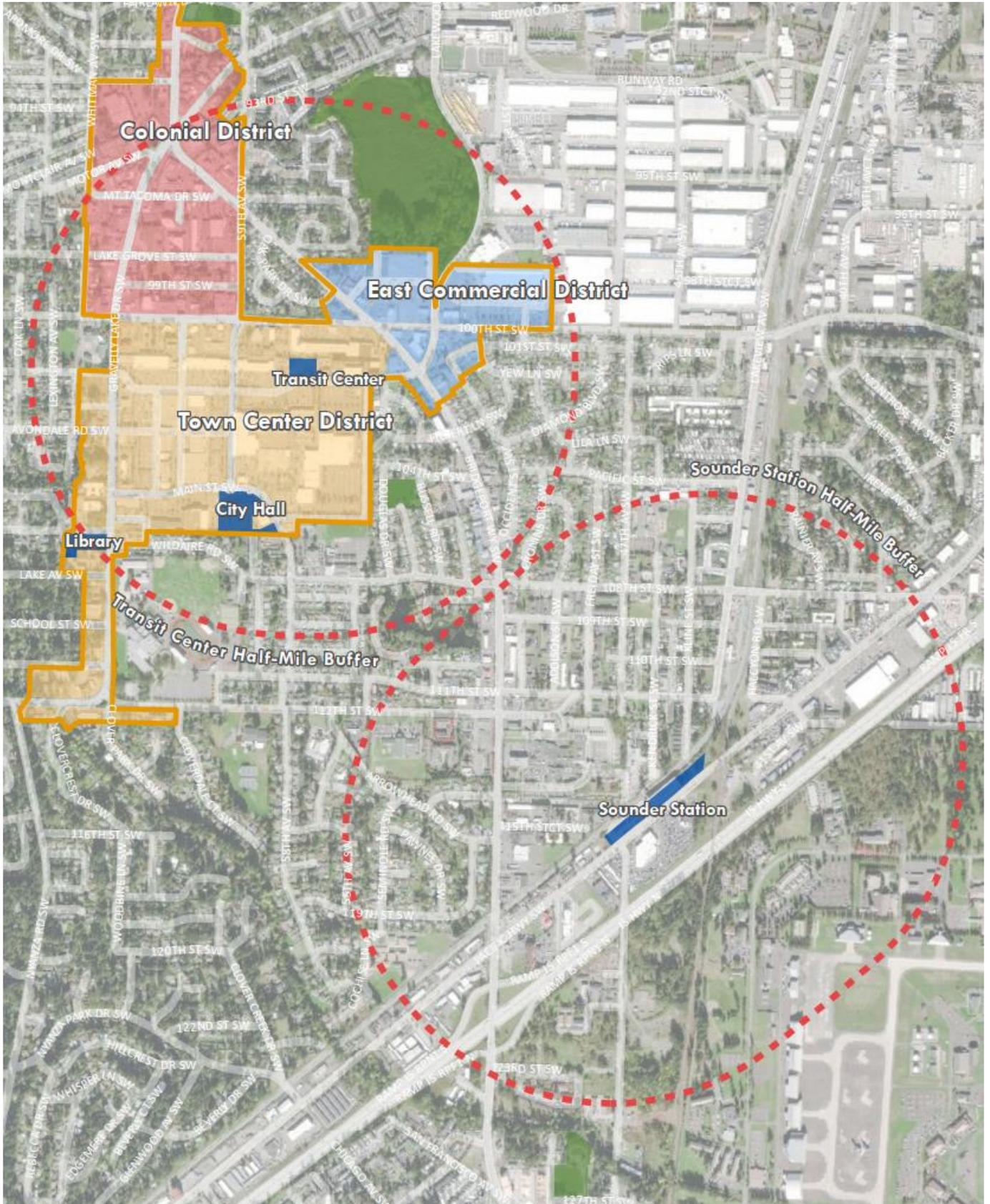
## Introduction

The Lakewood Station District Subarea (LSDS) is an area of opportunity for future growth and development within Lakewood's Urban Center. A variety of conditions make the LSDS an ideal place for subarea planning. There are several neighborhoods within a half mile of the Lakewood Station with a mix of multi-family and mixed residential zones that are developed at densities lower than planned or zoned. With its proximity to I-5 and the Sounder regional commuter rail, the LSDS is a good location for employment. Since there are few environmental constraints, this is an ideal place to explore housing types and densities that take advantage of the proximity to high capacity transit. The Town Center District is also only about a mile away (Exhibit 1) so there is also an opportunity to deepen connections between the two subareas.

The City received a Department of Commerce "Increasing Residential Building Capacity" grant to develop a subarea plan for transit-oriented development near the station. It is expected that development of the subarea plan will be accompanied by a planned action and form-based code.

The current LSDS subarea boundary is shown in Exhibit 2. As part of the subarea planning process, this primary area will be the focus of land use and housing review. Generally, the boundary incorporates the area within a half mile of the Sounder station but does not include areas southeast of I-5, since the freeway provides a significant barrier. The subarea spans the area from the interchange with Bridgeport Way to the interchange with SR-512, to capture the full transportation corridor to the north and south of the station. In order to analyze transportation connections to Lakewood's Downtown, the transportation evaluation reviews an extended area north and west of the primary subarea (Exhibit 1). The extended study area looks at ways to enhance multi-modal transportation linkages. The extended study area does not address land use and housing beyond the LSDS.

**Exhibit 1. Lakewood Station in Proximity to Downtown**



Source: BERK, 2020; Pierce County Assessor, 2020.

## Exhibit 2. Lakewood Station District Study Area



Source: BERK, 2020; Pierce County Assessor, 2020.

## Demographics

**Note:** This section is based on data prior to the COVID-19 pandemic. Information about jobs and incomes reflects 2019 information.

### POPULATION CHARACTERISTICS

Exhibit 3 shows a selection of demographics for the LSDS subarea, the 1/2 mile study area, Lakewood, and Pierce County. In the subarea there are just under 2,000 people living in 800 households. Looking within a half mile of the station, there are about 7,900 residents living in 3,200 households.<sup>1</sup>

<sup>1</sup> Throughout this document, references to the area within one half mile refer to the area within a half-mile of the Lakewood Sounder station, but only on the same side of the freeway (northwest of I-5). Half mile radius is a commonly used distance for assessing pedestrian-oriented planning. It is useful to understand the demographics of those who live and work within the walking distance of Lakewood station even if located outside of the subarea because they are potential station users. The area on the southeast side of I-5 is not included in the half mile radius because the freeway provides a significant barrier to accessing the station by foot.

Median household incomes are about half of those for Pierce County as a whole and about two-thirds of Lakewood’s median.

Median age in the subarea is younger than the surrounding area at 32.3 years, compared to 39.5 within the half mile area or 37.2 for Pierce County as a whole. The racial profile of the population (Exhibit 4) is more diverse than Pierce County as a whole with approximately 42% white, 20% some other race, 12% black, and less than 10% each for other racial categories. 36% of the population identifies as Latinx. Compared to Lakewood, the subarea and study area have higher proportions of those identifying as Asian, some other race, and Latinx.

**Exhibit 3. Selected Demographics (2019)**

	LSDS Subarea	½ Mile Study Area	Lakewood	Pierce County
Population	1,970	7,891	61,835	903,370
Households	800	3,211	25,445	335,998
Average Household Size	2.35	2.42	2.38	2.63
Median Age	32.3	39.5	37.5	37.2
Median Income	\$34,673	\$40,294	\$52,002	\$70,635

Source: ESRI Community Profile, 2020.

**Exhibit 4. Race and Ethnicity (2019)**

	LSDS Subarea	½ Mile Study Area	Lakewood	Pierce County
White Alone	41.2%	43.6%	54.7%	70.6%
Black Alone	12.2%	11.9%	12.7%	7.4%
American Indian Alone	1.7%	1.5%	1.3%	1.4%
Asian Alone	7.8%	13.9%	9.7%	6.6%
Pacific Islander Alone	7.1%	5.1%	3.0%	1.6%
Some Other Race	20.7%	14.4%	8.6%	4.3%
Two or More Races	9.2%	9.5%	9.9%	8.0%
Latinx Origin	36.6%	26.5%	18.0%	11.4%

Source: ESRI Community Profile, 2020.

There are over 900 housing units in the subarea and 3,500 within a half mile. The majority of the housing units are renter-occupied, approximately 69% within the subarea and 53% within a half mile. Vacancy rates are about 13% in the subarea and 8% in the half mile area. Median home values range from about \$165,000 in the subarea to \$191,000 within a half mile. This is significantly lower than Lakewood's median of \$292,000 and Pierce County's \$333,000 median value.

**Exhibit 5. Housing (2019)**

	LSDS Subarea	½ Mile Study Area	Lakewood	Pierce County
Housing Units	923	3,498	28,005	359,973
Owner Occupied	17.4%	39.3%	44.5%	61.6%
Renter Occupied	69.3%	52.5%	46.3%	31.8%
Vacant Housing Units	12.8%	7.9%	9.1%	6.8%
Median Home Value	\$165,541	\$191,004	\$291,792	\$333,031
Median Income	\$34,673	\$40,294	\$52,002	\$70,635

Source: ESRI Community Profile, 2020.

Educational attainment is lower amongst subarea residents than those in Lakewood or Pierce County as shown in Exhibit 6. Nearly 80% of residents have attained a high school diploma and about a quarter of residents have some college education. Only about 6% have a college degree or higher within the subarea, but that number grows to about 13% of residents within the half mile area.

**Exhibit 6. Educational Attainment (2019)**

	LSDS Subarea	½ Mile Study Area	Lakewood	Pierce County
No High School Diploma	20.4%	13.9%	10%	8.1%
High School Graduate/GED	44.0%	39.5%	28.1%	27.0%
Some College	29.8%	34.0%	39.4%	37.4%
Bachelor's Degree or Higher	6.9%	12.7%	22.6%	27.5%

Source: ESRI Community Profile, 2020.

Approximately, 94% of residents were employed, which is consistent across the comparative geographies. Looking at the top three industries that residents worked in, a bit fewer than half are employed in the service industry, about 18% in retail, and about 10% in construction. This is similar to

patterns of employment in Lakewood and Pierce County. Unless essential in nature (e.g. service jobs in groceries, hospital, pharmacy) these jobs would be sensitive to the near cessation of economic activity with the COVID-19 pandemic.

**Exhibit 7. Resident Industry of Employment (Selected Industries 2019)**

	LSDS Subarea	½ Mile Study Area	Lakewood	Pierce County
Total Employed	93.7%	93.9%	92.3%	94.6%
Construction	8.5%	11.0%	8.0%	8.8%
Manufacturing	5.1%	5.8%	5.4%	8.9%
Retail	17.4%	18.5%	11.6%	11.9%
Finance/Insurance/Real Estate	1.9%	5.0%	5.2%	4.8%
Services	49.6%	44.4%	50.7%	45.8%
Public Administration	7.6%	5.0%	9.0%	7.1%

Source: ESRI Community Profile, 2020.

**BUSINESS AND EMPLOYMENT**

The LSDS supports over 170 businesses and nearly 2,300 employees.<sup>2</sup> These numbers grow to over 640 businesses and 6,550 employees within the half mile extended study area. Retail and services are the primary businesses sectors. Services, including lodging, health care, automotive, legal, and other service industries comprise nearly half of the businesses in the subarea (46%) and employ 65% of the workers. Retail businesses, including restaurants and the sales of merchandise, gas stations, food, and other goods, comprise 29% of the businesses in the subarea and employ 22% of the workers. Within the half mile area, retail and services are also the primary business sectors in roughly the same proportions.

With primarily service and retail industries, businesses in the study area are at risk of slow down and employees are at risk of layoffs related to the COVID-19 pandemic and the near closure of economic activity. The hotel/motel industry in Pierce County is operating at about 22-39% occupancy. Hotels within the subarea report shifting employees to one day a week because they are operating at only about 25% of their break-even point. They are also helping workers find re-employment in essential services (such as grocery or pharmacy). While this information is specific to lodging businesses, it is likely that other service and retail businesses and their employees are facing similar conditions.<sup>3</sup>

Based on 2017 data from the US Census Bureau Center for Economic Studies, worker profiles are very

<sup>2</sup> Data in this paragraph comes from ESRI Business Summary, 2019.

<sup>3</sup> Information presented in the Lakewood City Manager’s Report to City Council, March 27, 2020.

similar for those who work in the subarea and those who work within the half mile study area.<sup>4</sup> Over half of the workers are aged 30-54 (54%) with about 26% under age 30 and about 20% over age 55. Workers mostly identified as white (69%), Asian (15%), or Black (9%) and about 11% indicated Latinx ethnicity. For workers age 30 and older<sup>5</sup> about 88% attained a high school diploma or higher and 26% held a college or advanced degree. About 16% of workers commute from homes in Tacoma, 11% live in Lakewood, and the rest commute in from other sites around the region, mostly from other locations in Pierce County.

Jobs in this area provided moderate incomes. About 44% of the jobs provided an annual income above \$40,000 a year. However, 18% of workers in the subarea earned under \$15,000 a year. To put this into context, the 2017 median household income for Pierce County was approximately \$80,000. This indicates that most workers employed in the subarea need to live in households with two or more incomes to achieve median household income and it is likely that many subarea workers live in households below median incomes.

## JOINT BASE LEWIS MCCORD

Joint Base Lewis McChord (JBLM) is not within the subarea and is mostly south east of I-5 as shown in Exhibit 2. JBLM North sits northwest of I-5 but is about four miles south of the subarea. However, growth, development, and changes at JBLM impact the local and regional economy as well as the housing market. The 2018 JBLM Regional Economic Impact Analysis shows that the base has a \$9.2 billion impact on the regional economy, which includes \$1.7 billion spent in retail sales in Pierce and Thurston counties and \$560 million spent on rental housing.<sup>6</sup> The base has a 99% housing occupancy rate with 5,149 on-base housing units. 71% of the active duty workforce lives off-base. When the civilian workforce is factored in, 87% of JBLM's workforce lives off-base.<sup>7</sup>

Off-base military households get an allowance of approximately \$17,000 to offset rental or purchase costs for their home. Typically, these households spend about \$1,500 to \$2,000 a month on housing.<sup>8</sup> About 60% are homeowners and 40% are renters. Each year approximately 2,500 service members at JBLM transition to civilian life and stay in the region. By mid 2021 it is estimated the base will add about 2,700 new service members and their families when the headquarters of two new brigades are transferred there. Off-base housing will be needed to accommodate this growth.

According to a survey of the JBLM workforce in 2018, only 5.6% of the JBLM workforce lives in Lakewood.<sup>9</sup> About 14.5% live in Lacey (which is a greater percentage than those that live on base), but Tacoma, Olympia, and DuPont are each home to between 8-10% of the JBLM workforce too. In 2011 10% of the workforce lived in Lakewood but numbers have been falling since that time, despite its proximity. This is attributed to a lack of suitable housing in good condition that is affordable to the base workforce.

<sup>4</sup> On the Map, US Census Bureau Center for Economic Studies, 2017.

<sup>5</sup> Educational attainment information is not collected for workers aged 29 or younger).

<sup>6</sup> South Sound Military Partnership and University of Washington Tacoma, 2018.

<sup>7</sup> Unless otherwise noted, references in this section come from the JBLM Public Affairs Office.

<sup>8</sup> 42% spend \$1,501 to \$2,000 on housing.

<sup>9</sup> South Sound Military & Communities Partnership, 2018.

## KEY FINDINGS AND PLANNING IMPLICATIONS

- At the median household income, subarea residents can afford to pay about \$900 a month for housing. This is well matched to the current cost of housing in the area. However, housing in this area is characterized by low values and low rates of homeownership. Keeping housing affordable as housing is replaced and redeveloped is an important consideration to prevent the displacement of existing residents.
- There is a need for new housing in the subarea, particularly if developed at a price point affordable to the military workforce. Military housing allowances cover housing costs of about \$1,500 per month.
- The majority of subarea residents work in services and retail and the majority of businesses in the subarea are in the services and retail sectors; these sectors are sensitive to economic recessions and COVID-19 pandemic responses. However, only about one in ten subarea workers lives in Lakewood. Additional moderate income housing opportunities could provide opportunities for those working in the subarea to live there as well. Enhancing non-motorized transportation options may also make it easier to live and work in the subarea, or nearby.

## Land Use

### FUTURE LAND USE

#### Future Land Use Designations

Future land use designations are shown in Exhibit 8. They include a number of designations. Descriptions of these designations follow.

#### *Corridor Commercial*

This land use is designated along Pacific Highway SW (Pacific Highway) and just north of the Hospital. It recognizes Lakewood's pattern of existing strip commercial development and is implemented by the Transit Oriented Commercial, Commercial 1, and Commercial 2 zones.

#### *Neighborhood Business District*

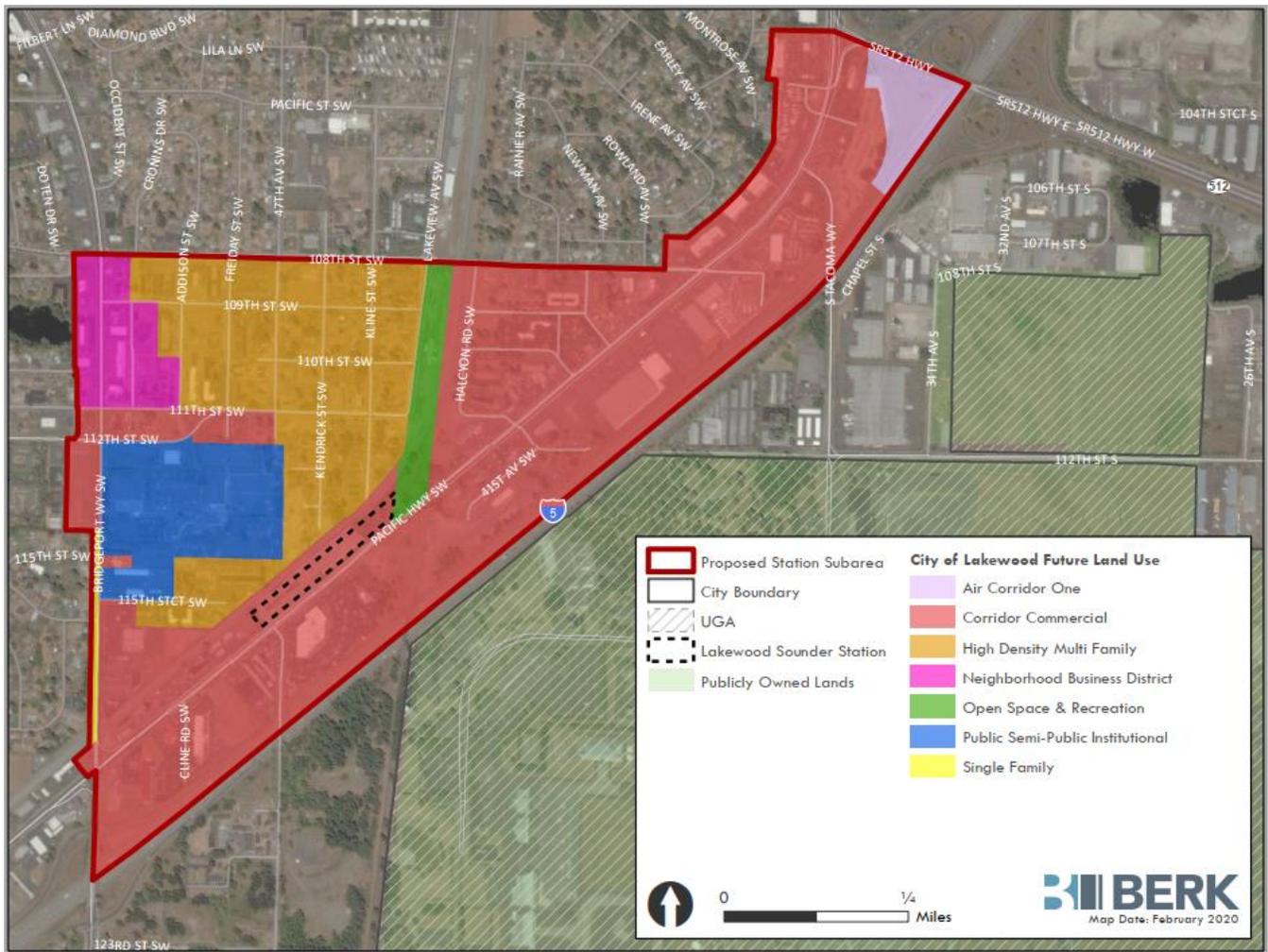
The Neighborhood Commercial 1 zoning along Bridgeport Way SW (Bridgeport Way) is in this future land use designation that allows for the transition of smaller or strip commercial business areas to transform into compact urban development over time. It allows commercial development that serves surrounding neighborhoods and beyond and allows for mixed-use residential development.

#### *Public & Semi-Public Institutions*

St. Clare hospital is in this land use designation that recognizes essential moderate and large scale facilities that serve all of Lakewood. As part of the 2020 Comprehensive Plan amendments, the City

anticipates approving an amendment that would designate the Lakewood Sounder Station as Public & Semi-Public Institution land use and rezone it accordingly.

**Exhibit 8. Future Land Use Map**



Source: BERK, 2020; Pierce County Assessor, 2020.

*High Density Multi Family*

The existing residential areas zoned Multi-family 3 are in the High Density Multi Family future land use designation. The purpose of this designation is to integrate a variety of high density housing types into adopted subareas and business districts. Development regulations implementing this land use should emphasize integration of multi-family residential into the surrounding area through pedestrian connections and urban design.

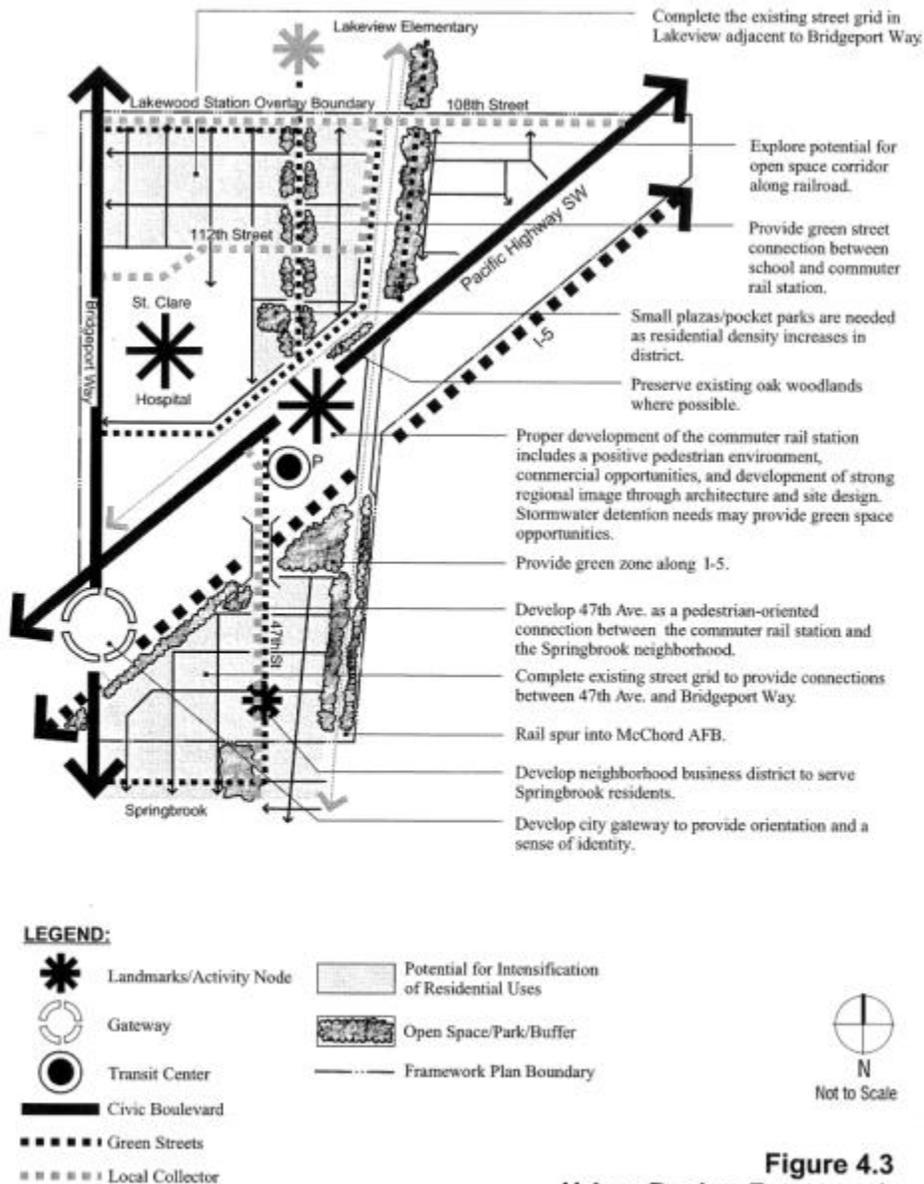
*Open Space & Recreation*

The strip of Open Space and Recreation zoning, near where Lakeview Avenue would extend to Pacific Highway, is designated as Open Space & Recreation on the future land use map. This designation recognizes the opportunity for future public use in this area that is approximately 14 acres.

## Lakewood Comprehensive Plan

Development of a special district around the Lakewood Station is part of the policy framework of the Lakewood Comprehensive Plan and identified as a future community landmark.<sup>10</sup> Development of the LSDS is supported throughout the Comprehensive Plan and will involve engagement with both local and neighborhood groups as well as business, agency, and regional stakeholders.<sup>11</sup>

### Exhibit 9. Lakewood Station District Subarea Concept



SOURCE: EDAW, Inc. 1999

Source: Lakewood Comprehensive Plan, 2014.

<sup>10</sup> Comprehensive Plan section 4.4

<sup>11</sup> Transparency Objective 5.4

The concept for the LSDS is shown in Exhibit 9. The subarea is intended to be a high-density employment and residential district catalyzed by the development of the station as a multi-modal commuter hub and terminus of Sound Transit's commuter rail service.<sup>12</sup> It is envisioned as a pedestrian-oriented compact urban environment with high density residential growth and a mix of office, retail, and service uses.<sup>13</sup> With good access and visibility from I-5 it also supports regional medical service. Transportation linkages between the LSDS and Downtown subarea will connect people to the amenities of both places and to the region.<sup>14</sup>

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Investment in the station and station area coupled with the development of the station as a multi-modal transit hub is intended to draw private investment.<sup>16</sup> Investments that support the hub, such as the pedestrian bridge and pedestrian amenities on Kendrick Street, improved transit access, and the park-and-ride, bring activity into this area. Strengthening and expanding nearby street grids, additional investments in pedestrian amenities and safety features, and developing convenient and safe bicycle connections will support those moving in and through the area.

Urban design is also important to ensuring a usable, attractive, and livable district.<sup>17</sup> Both the station itself and the interchanges with I-5 are major gateways into the City that should have a distinctive image and feel that continues along Pacific Highway, Bridgeport Way, and the rest of the subarea. Exhibit 9 shows some urban design elements for the LSDS. Early conceptions of the subarea included the development of a linear park along the railway tracks on land now owned by Sound Transit. Although there are currently no parks planned for the subarea, public and semi-private open spaces will help to balance the intensity of land use in the LSDS. This could include the development of plazas, pocket parks, courtyards, or other landscaped open spaces that would provide opportunities for gathering and passive recreation. Creative design of stormwater facilities could turn a functional necessity into a landscaped amenity.

## Regional Planning Policies

Lakewood Station is regionally important since it is the terminus of the Sounder commuter rail system that

<sup>12</sup> Comprehensive Plan section 2.3.16

<sup>13</sup> Policy LU-17.3

<sup>14</sup> Comprehensive Plan section 2.4.1

<sup>15</sup> Economic Development objectives 1.3 and 1.5.

<sup>16</sup> Comprehensive Plan section 4.5.2; Goal ED-5

<sup>17</sup> Comprehensive Plan section 4.5.2; Goal UD-9

connects Seattle and Tacoma. It also is bordered by JBLM, one of the largest military installations in the country.<sup>18</sup> Development of the LSDS is consistent with regional planning policy directions from the Puget Sound Regional Council (PSRC) and the Pierce County Countywide Planning Policies (CWPPs), as summarized below.

### *Vision 2050*

PSRC works with its member jurisdictions in King, Pierce, and Snohomish counties to develop a regional vision and multi-county planning policies (MPPs). *“The central Puget Sound region provides an exceptional quality of life and opportunity for all, connected communities, a spectacular natural environment, and an innovative, thriving economy.”*<sup>19</sup> This is a sustainable future where communities make use of existing resources and transit investments, provide housing and mobility options, and provide access to good jobs as it continues to grow. Lakewood is a Core City in *Vision 2050* because of its importance as a regional transportation hub and as a civic, cultural, and employment center.<sup>20</sup> By 2050 Lakewood and the 15 other Core Cities will accommodate 28% of regional population growth and 35% of regional employment growth by planning for new growth around transit.<sup>21</sup>

LSDS is a prime example of a project to implement this vision of new growth near transit.<sup>22</sup> New high density housing in the LSDS will increase housing choices in Lakewood and provide living options close to transit. Future commercial development supports job opportunities for Lakewood residents and beyond due to the Sounder rail station, proximity to I-5, and the creation of a local multi-modal hub. By building the LSDS into a compact urban area, Lakewood is designing a community that promotes health, lowers household transportation costs, makes efficient use of infrastructure, and curbs greenhouse gas emissions.<sup>23</sup> The LSDS will also provide better access to opportunity by providing an amenity rich local environment and helping to connect people to jobs using the regional transportation network.

### *Countywide Planning Policies*

Jurisdictions in Pierce County also collaborate to develop CWPPs to direct future growth and development. The CWPPs are consistent with the Growth Management Act and the MPPs developed by the PSRC. This includes policies to encourage the development of high quality, compact communities and transportation facilities that support good health<sup>24</sup> as well as economic development to support employment, business retention, and business creation.<sup>25</sup> Planning for the LSDS is consistent with the direction of the CWPPs.

<sup>18</sup> Comprehensive Plan section 5.3.1

<sup>19</sup> PSRC. Draft Vision 2050 (December 2019), p.1.

<sup>20</sup> Vision 2040 is the current adopted regional plan, but the draft *Vision 2050* is scheduled for adoption in spring 2020. *Vision 2050* is a well vetted draft with policy direction that is substantially similar to *Vision 2040* and once adopted, its policies will apply to the LSDS, so it was chosen for comparison for this review.

<sup>21</sup> PSRC. Draft Vision 2050 (December 2019), p. 35.

<sup>22</sup> PSRC. Draft Vision 2050 (December 2019), Building Urban Communities policies MPP-DP-1 through MPP-P-4.

<sup>23</sup> PSRC. Draft Vision 2050 (December 2019), p. 77.

<sup>24</sup> Pierce County CWPP (2018). Community and Urban Design Policies, pp. 30-31 and Health and Well-Being Policies, pp. 41-43.

<sup>25</sup> Pierce County CWPP (2018). Economic and Community Development Policies, pp. 32-36.

## Lakewood Landing

Lakewood Landing is a 30 acre development site located between Pacific Highway and I-5, northeast of Lakewood Station. This site contains a maintenance facility for the Washington State Department of Transportation (WSDOT). However, WSDOT is relocating the facility and began aggregating and marketing its properties here in 2018. A 2014 study looked at the potential best uses for this location and the fiscal benefits of a change in use here.<sup>26</sup>

The change in use is expected to promote economic growth through transit-oriented mixed-use development. Although planning is still in a preliminary stage, early concepts for Lakewood Landing show the potential for phased development that would include residential, retail, and office components. Amenities at the site could include restaurants, entertainment, and a central plaza. One potential concept is shown in Exhibit 10.

### Exhibit 10. Preliminary Concept for Lakewood Landing Phase I



## CURRENT LAND USE

*Current land use in the subarea is a mixture of residential, commercial, civic, and industrial uses. Vacant land accounts for about 17% of the parcel acreage in the subarea. Currently there are no City parks in the subarea. Source: Pierce County Assessor, 2020; BERK Consulting, 2020.*

Exhibit 12 shows a map of existing land use, based Pierce County Assessor information.

Industrial development is limited to a few parcels and includes light industrial type uses such as storage, small warehouse, or shipping. Civic uses include the Sounder Station, the SR-512 Park and Ride, and a fire station. The WSDOT maintenance facility will be relocating to make space for new economic and

<sup>26</sup> BERK, *City of Lakewood Pacific Highway Site Redevelopment Fiscal Impacts and Retail Development Options*, January 6, 2014.

employment growth, as discussed in the Lakewood Landing subsection above.

Commercial businesses line Pacific Highway and Bridgeport Way. Along the Pacific Highway corridor development is characterized by its variety. Retail uses range from espresso stands to strip commercial development to auto sales. There are also several motels along the corridor, mostly near the freeway interchanges. Motels serve visitors to Lakewood and Joint Base Lewis McChord (JBLM), which is just southeast of the subarea on the other side of I-5. St. Clare Hospital is located in the western end of the subarea, north of Pacific Highway and east of Bridgeport Way. Structures in the Pacific Highway corridor vary in age, style, and quality. Exhibit 13 shows structure age. Commercial development along Bridgeport is mostly strip commercial with smaller scale retail, service, and restaurant uses built in the 1960s and 1970s.

Retail development is current oriented toward automobiles rather than pedestrian traffic. Retail signage is focused on large signs visible from the road, and often separate from the retail buildings. Entries are set far back from the sidewalk, with limited connectivity for pedestrians, except through the parking lot. There is also ample car parking around each retail building.

Residential development is characterized by detached single family homes (60%), attached single family (such as duplexes, and triplexes – 26%), and low rise multi-family development (14%). Mixed into these residential areas are a few churches and parks. Most of the residential structures in the subarea were built before 1975, as shown in Exhibit 13.

Parcel size in the subarea also displays variation, as shown in Exhibit 11. Half the parcels are a half acre or less in size, but these only account for about 40 acres in the 339 acre subarea. The 13 largest parcels account for 38% of the land in the subarea.

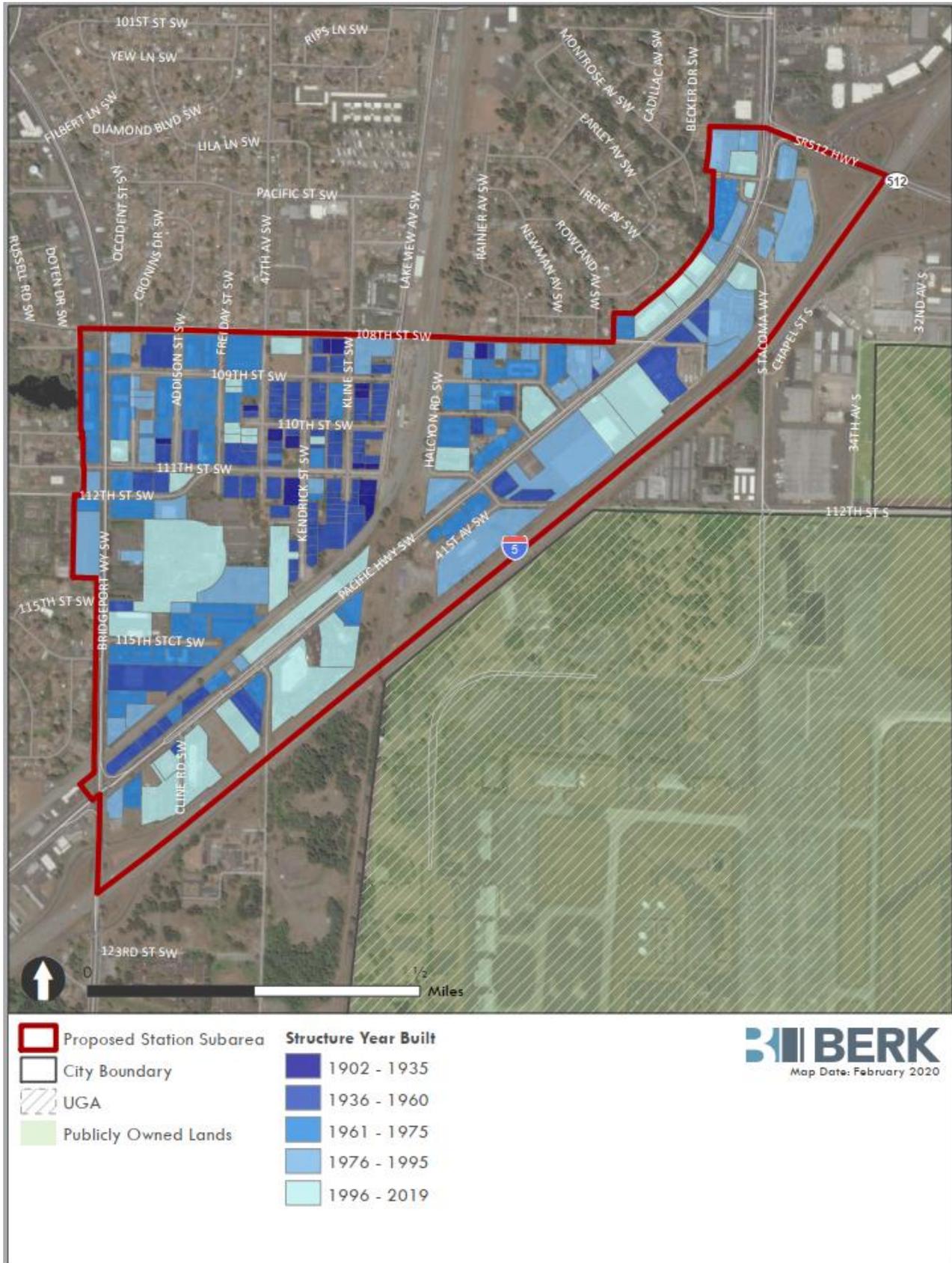
**Exhibit 11. Parcels in the Subarea**

Parcel Size	Parcel Count	Sum of Acreage
½ acre or less	169	40.25
½ - 1 acre	71	51.37
1+ - 5 acres	61	119.55
Greater than 5 acres	13	128.09
Total	314	339.26

Source: Pierce County Assessor, 2020; BERK Consulting, 2020.



**Exhibit 13. Age of Structures**



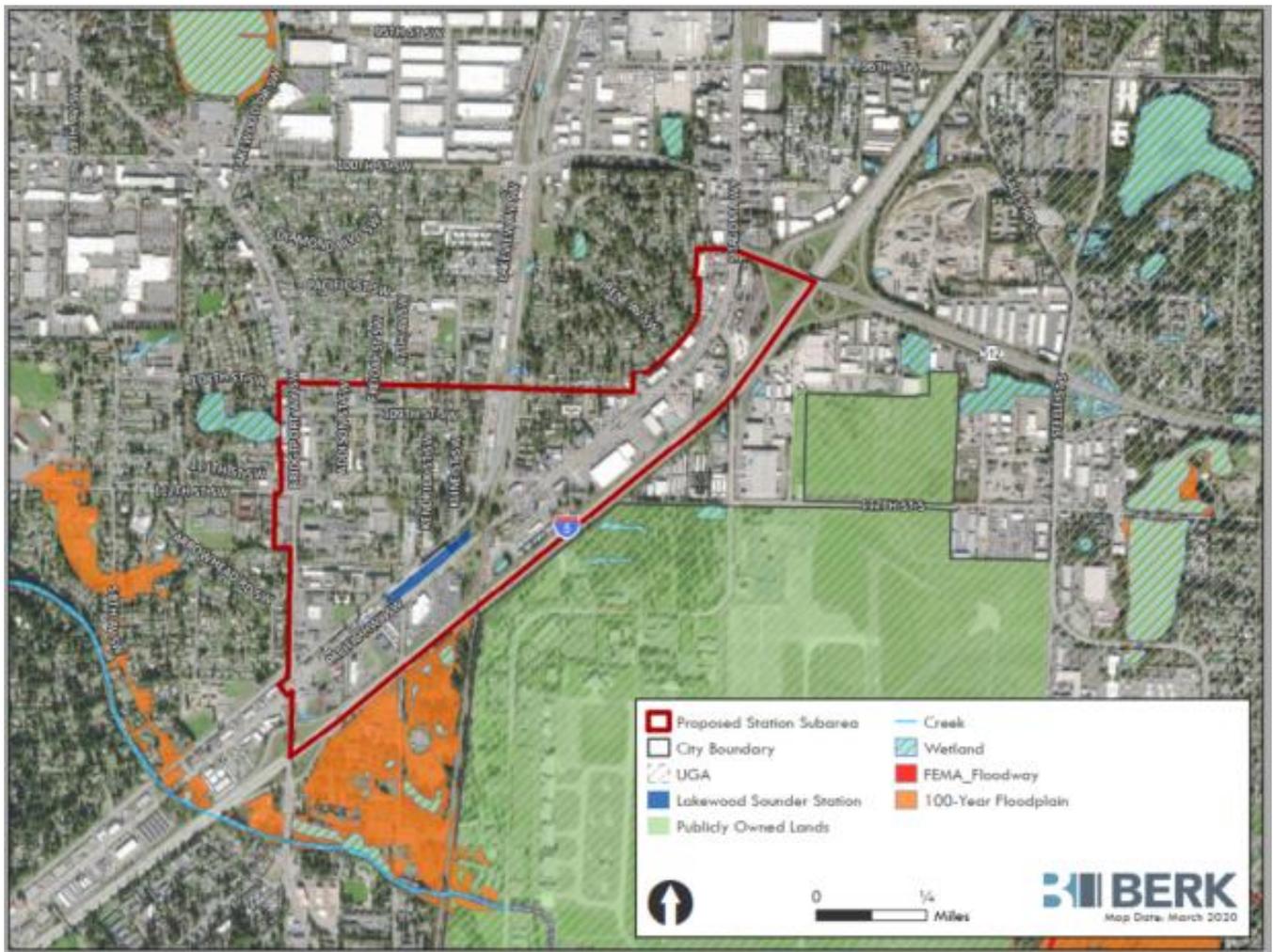
Source: BERK, 2020; Pierce County Assessor, 2020.

## ENVIRONMENTAL CONDITIONS

The Lakewood Station District subarea is a highly developed urban environment that contains few natural features. It is characterized by parcelized land, pavement, and existing vegetation mostly planted for ornamental purposes.

Exhibit 14 shows the hydrology of the area. There are no significant hydrological features within the subarea, only a few spots of isolated, mapped wetlands in the area between Pacific Highway and I-5. Just outside the northwest corner of the subarea is a delineated wetland just west of Bridgeport Way, which may result in buffer requirements for a limited number of parcels in the subarea west of Bridgeport.

**Exhibit 14. Hydrology in the LSDS and Surrounding Area**



Source: BERK, 2020; Pierce County Assessor, 2020.

While Exhibit 14 shows that identified floodplains are outside the subarea, located either south of I-5 or to the west, south of Clover Park High School, this information may be changing. The City initiated a flood re-evaluation study in 2019 hoping to lower flood elevations and reduce floodplain requirements. For the LSDS area, however, the results identified several parcels that may be within the 100-year flood zone. These parcels are primarily located the triangular shaped area defined by Bridgeport Way to the west,

115<sup>th</sup> Street Court West to the north, and I-5 to the southeast. Lakewood sent the results of the flood re-evaluation study to the Department of Homeland Security in January 2020. Review and approval of the study maps is likely to occur in Spring or Summer 2020.

**Exhibit 15. Geological Hazards in the LSDS and Surrounding Area**



Source: BERK, 2020; Pierce County Assessor, 2020.

There are no known natural hazards in the subarea, as Exhibit 15 shows. However, there are potential environmental hazards. Exhibit 16 shows sites of known contamination in the LSDS. With the exception of a dry cleaning site located north of Pacific Highway and south of St. Clare Hospital, the sites are located between Pacific Highway and I-5. Contamination from petroleum products, metals, solvents, and lead is the result of current or past activities on these sites.<sup>27</sup> Clean-up is started on all of the sites except the Flying B #18 site. Sites are in various stages of the clean-up process and subject to Washington State’s Model Toxics Control Act.<sup>28</sup>

<sup>27</sup> Specific information on each site and the clean-up efforts that are underway can be found at: <https://ecology.wa.gov/Spills-Cleanup/Contamination-cleanup/Cleanup-sites/Locate-contaminated-sites>.

<sup>28</sup> RCW 70.105D.

The presence of I-5 is also a potential environmental health risk for those living in the subarea according to the Centers for Disease Control and Prevention.<sup>29</sup> Those living within about 500 feet of a major highway have increased risk for exposure to carbon monoxide, nitrogen dioxide, ozone, and particulates. There are a variety of potential health impacts including increased incidences of asthma and lung disease, cardiovascular disease, cancer, and adverse birth outcomes. Children, older adults, households with low incomes, and those with underlying health conditions may be at higher risk for impacts. Potential impacts can be mitigated through site and building design and by increasing access to transit and non-motorized transportation options.

**Exhibit 16. Environmental Clean-up Sites in the LSDS and Surrounding Area**



Source: BERK, 2020; Pierce County Assessor, 2020.

**KEY FINDINGS AND PLANNING IMPLICATIONS**

- Lakewood has anticipated the LSDS as an area of future growth since its first Comprehensive Plan. This maximizes the investment in the Lakewood Sounder station by placing some of the City’s future residential and employment growth near this transit hub. Land use policies are already in place to

<sup>29</sup> <https://ephtracking.cdc.gov/showProximityToHighways.action>

support this goal.

- The LSDS has many of the classic challenges of transforming a neighborhood built with an auto-oriented focus into something more compact and walkable. To achieve desired future land use, zoning and regulations will need to accommodate transitional patterns of development since the rail station that will remain commuter-oriented for the foreseeable future.<sup>30</sup>
- Vacant and underutilized lands in the subarea provide opportunities for both commercial and residential redevelopment.
- Residential and commercial land uses already exist side by side in the LSDS. Although the land uses are currently separated, the proximity of the uses means that local residents are likely already accustomed to living near more intense uses. It also provides an opportunity for more integration of uses.
- The subarea has few natural features and sensitive areas and does not include natural hazards that may limit future development.
- Environmental health hazards will need to be addressed with future redevelopment. This may include clean-up of hazard sites and design to minimize air pollution exposure from I-5. Proactive planning for environmental hazards at the subarea level that reduces the amount of time and effort needed for site specific responses may simplify redevelopment efforts.

## Zoning, Regulation, and Incentives

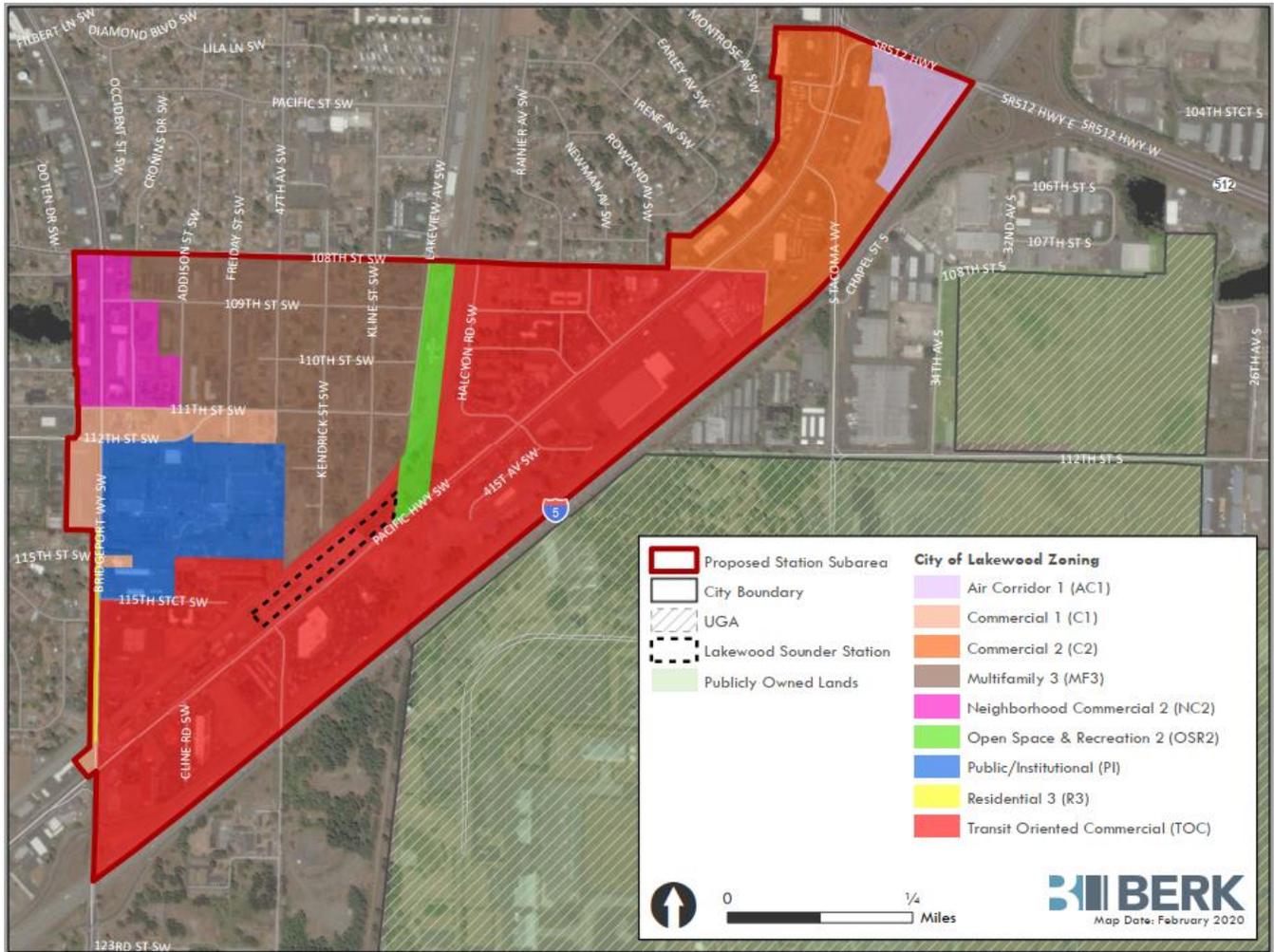
Zoning and regulations outline the processes and requirements for redevelopment of the LSDS. Incentives are regulations and programs that provide benefits to those investing in redevelopment when they provide elements that advance local goals and objectives. This section looks at current conditions and opportunities to align zoning, regulations, and incentives to support the redevelopment of the subarea.

### ZONING

Zoning in the subarea generally reflects the current use, but it also anticipates future redevelopment with designations that call for more intense land uses (Exhibit 17). A summary of the zones in the LSDS subarea follows.

<sup>30</sup> By “commuter oriented” we mean that trains are scheduled only at peak commuting hours, with very limited off-peak and weekend service, and scheduling that is focused on meeting the needs of commuters traveling to job centers (inbound at the am peak, and outbound at the pm peak).

## Exhibit 17. Zoning



Source: BERK, 2020; Pierce County Assessor, 2020.

### TOC - Transit Oriented Commercial

TOC zoning is shown along most of Pacific Highway in the subarea and includes the Sounder Station and the proposed Lakewood Landing site. This zone is unique to the LSDS. The purpose of TOC is “an interactive mixture of uses which focus on regional transportation networks while providing for urban design, people orientation, and connectivity between uses and transportation routes.”<sup>31</sup> The mix of uses allowed in the TOC is very similar to those allowed in the Central Business District. They focus on retail and services, prohibiting space-intensive uses like auto sales, furniture and appliance stores, or industrial uses that may cause compatibility issues in a compact urban environment such as manufacturing or recycling stations. Mixed-use and multi-family residential uses are allowed at densities up to 54 units per acre.

### C1 - Commercial One and C2 - Commercial Two

C1 and C2 are commercial corridor districts that incorporate employment, shopping, services, offices, and

<sup>31</sup> 18A.10.120D.5

light industrial uses near major arterials. A small strip of C1 is located north of the hospital, just off Bridgeport Way. Along Pacific Highway near the intersection of SR 512 is an area of C2. Both districts allow a range of businesses as permitted uses. Hotels and motels are allowed in both districts, permitted in C2, but a conditional use in C1. Commercial recreation, heavy manufacturing, shopping centers, and recycling and transfer stations characterize the type of uses that are prohibited. Residential uses are not allowed, except for allowing a caretaker's unit.

### *NC2 - Neighborhood Commercial Two*

The commercial area on Bridgeport is zoned NC2 with the intent to create a sense of urban community that serves surrounding neighborhoods that may also attract people from other areas. This zone allows a mix of residential, retail, office, and services. Residential may be multi-family or mixed-use development up to 35 units per acre. Permitted commercial uses tend to be small or midsized. Most light industrial and larger commercial uses are prohibited. The few that may be considered, such as auto sales or breweries, are conditional uses to help mitigate for impacts and ensure district and neighborhood compatibility.

### *MF3 - Multi Family Three*

The existing residential area of attached and detached single family homes and low rise multi-family is zoned MF3. MF3 zoning is located in areas where there is both an arterial and a nearby commercial or mixed-use district. This is intended to be a high density multi-family environment with multi-story housing with densities up to 54 units per acre. Where multi-family development occurs within the LSDS, ground floor commercial use is allowed.<sup>32</sup> Attached and detached single-family uses are not allowed, which means that most of the existing uses are non-conforming. Non-conforming structures may be maintained but not altered or enlarged.<sup>33</sup>

### *PI - Public/ Institutional*

This zone recognizes the site of St. Clare hospital, which is a major institution serving all of Lakewood and beyond. The City is proposing to rezone the Lakewood Sounder Station to Public/Institutional Zoning as part of the 2020 Comprehensive Plan amendment process.

### *OSR2 - Open Space & Recreational Two*

OSR2 provides for open spaces and recreational activities and is specifically intended for areas of active recreational uses. This zone is applied to an approximately 14 acre strip of land that would extend from the south end of Lakeview Avenue SW to Pacific Highway. Allowed uses include electrical, communication, and utility transmission lines, cables, and antennas as well as community gardens, passive recreation, sports fields, and protected open space. Parks, playgrounds, community or senior centers, and outdoor recreation are allowed with a conditional use permit.

<sup>32</sup> 18A.40.040B.1

<sup>33</sup> 18A.20.200

## REGULATIONS

### JBLM Zoning and Land Use Compatibility

All of Lakewood, including the subarea, is within the Lakewood Military Coordination & Notice Area (MCNA).<sup>34</sup> Jurisdictions within the MCNA coordinate with JBLM prior to the approval of zoning and Comprehensive Plan amendments. Current zoning has already been subject to MCNA review, but the City notifies JBLM of all land use and building permits, subdivisions, and site plans to provide opportunity for comment.

Parts of Lakewood are also subject to airport compatible land use restrictions. The subarea is not within the most restrictive aircraft safety zones, but is within the Inner Horizontal Surface imaginary surface area for the safe operation of aircraft around JBLM.<sup>35</sup> JBLM reviews proposed development to determine if the use is prohibited or could interfere with pilot vision, communication, radar, or other elements of safe operation. Typically, uses that produce steam, dust, glare that may impair visual operation, or those that attract birds, are prohibited.

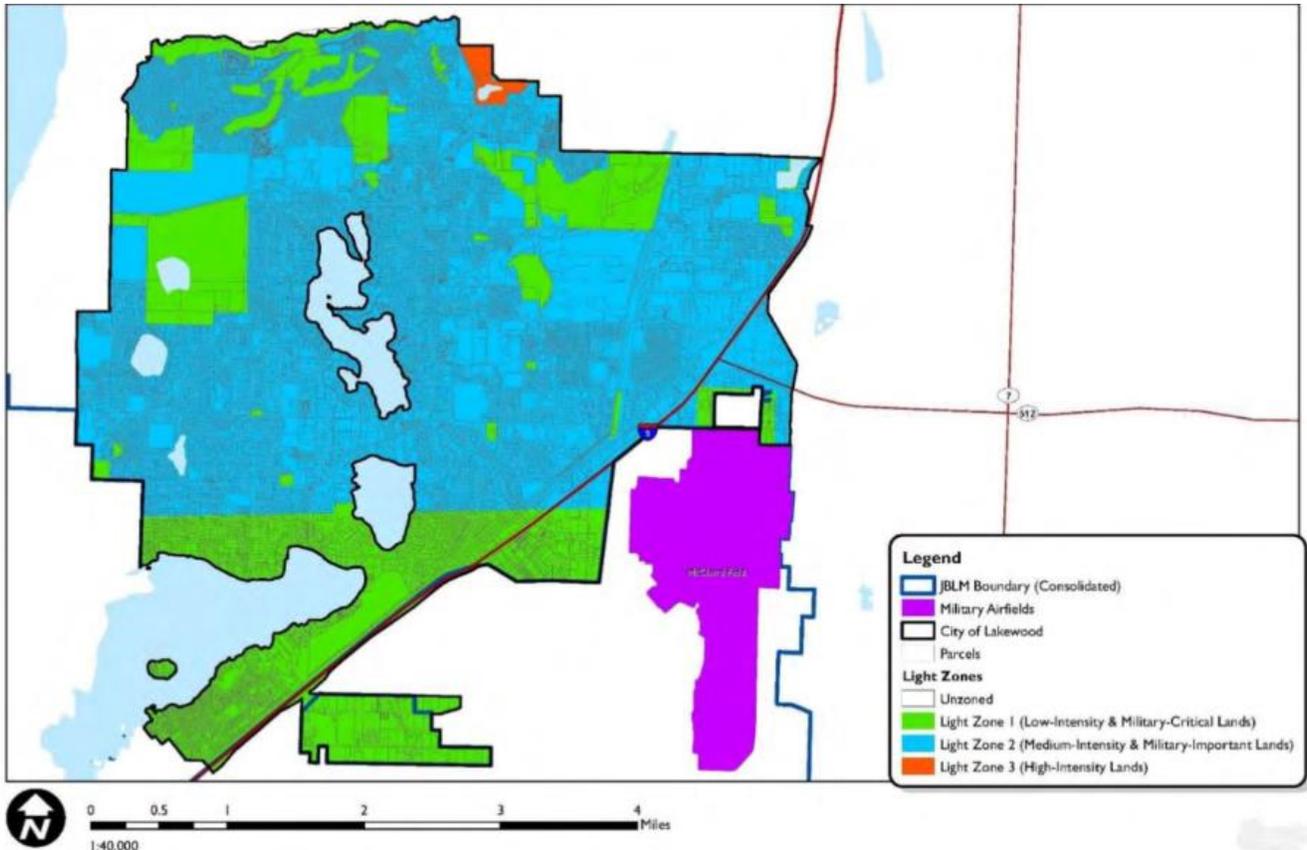
The subarea is also subject to lighting standards and requirements to prevent interference with aircraft operation at JBLM.<sup>36</sup> The northern portion of the subarea, near the interchange with SR-512 is part of Light Zone 2 and the rest of the subarea is in Light Zone 1 (Exhibit 18). Light Zone 1 is applicable to low-intensity land uses with low levels of exterior lighting at night. Light Zone 2 applies to medium intensity uses with model levels of exterior lighting such as residential, mixed-use, and commercial areas. Lighting standards are also intended to reduce light pollution, conserve energy, and provide safety and security. Generally, the code requires lighting to be shielded to prevent light shining above the luminary and to prevent light spill over on to adjacent properties.

<sup>34</sup> 18A.10.135.6

<sup>35</sup> 18A.10.135.10B

<sup>36</sup> 18A.60.095

## Exhibit 18. Lakewood Light Zones



Source: Lakewood Municipal Code, 18A.60.095

### Design and Landscaping Standards

Lakewood requires compliance with community design standards for all new development except single-family units.<sup>37</sup> Performance-oriented standards for site planning, buildings, landscaping, and lighting are identified by either commercial, industrial, or multi-family use. Additional standards apply for large buildings, parking facilities, pedestrian weather protection, signs, the treatment of blank walls, public safety, transit facilities, development adjacent to a highway, large-scale commercial facilities, and outdoor vendors. The general commercial design objectives support the development of a pedestrian-friendly environment and people-oriented building and streetscapes that are safe, attractive, and inviting. Multi-family design standards focus on creating livable spaces that balance density with features such as open space, pedestrian connections, resident amenities, and high quality landscaping. Design features encourage scaling and variation to limit visual impacts and create safe, attractive neighborhoods.

Landscaping is required for all development and most types of redevelopment. Standards are prescriptive and identified by type of requirement: vegetative buffer, streetscape, open space, parking areas, solid barrier, and area screening. Each landscaping type is applied by zone, with consideration for adjacent uses. For example, neighborhood and commercial zones that abut multi-family zones are

<sup>37</sup> 18A.70.010 – 18A.70.050

required to have a vegetative buffer and 10' landscape strip.

Lakewood applies a partial form-based code to its Downtown.<sup>38</sup> This code primarily regulates development standards based on type of street frontage instead of by zone or use type. Regulations cover site design, building design, frontage, landscaping, open space, and green infrastructure. Currently, this regulatory system only applies to Lakewood's Downtown subarea. However, expansion of a partial form-based code to the subarea will be considered in the development of the subarea plan.

## INCENTIVES

### Housing Incentives

Lakewood has a housing incentives program to encourage the development of housing for people regardless of economic means.<sup>39</sup> Incentives are available to support the development of rental housing in all zones that allow it.<sup>40</sup> Those who create units affordable to households with very low incomes receive a bonus market rate unit or one and a half bonus market rates units for each unit affordable to households with extremely low incomes. Density bonuses are capped as a percentage of the base zoning district. This includes a 20% base density increase in MF3, a 15% increase in NC2, and a 25% increase in the TOC zone. Modifications in zone development standards such as coverage, parking, and height are allowed for projects participating in the housing incentives program. There is also a reduction in permitting fees.

Lakewood also has a multi-family property tax exemption, which exempts some types of new housing from paying ad valorem property taxes. The LSDS is one of the residential target areas where the exemption may be applied. The exemption is allowed for new residential development with at least four new units of multi-family or mixed-use development. Properties in which at least 20% of the multi-family units are affordable to households with low or moderate incomes receive the tax exemption for twelve years. Otherwise, eligible projects that do not include affordable housing receive eight years of tax exemption.

### Opportunity Zone

The LSDS is part of the federally designated Lakeview/Kendrick Street Opportunity Zone. The opportunity zone includes two census tracts. These tracks overlap with portions of the LSDS including the Bridgeport Way interchange with I-5, St. Clare Hospital, the Sounder Station, the proposed Lakewood Landing site, and a portion of the residential area. Opportunity zones were created by the 2017 Tax Cuts and Jobs Act with the intention of supporting economic development and employment in distressed communities.<sup>41</sup> The program works to allow investors to defer capital gains tax for up to nine years by investing their gains in a Qualified Opportunity Zone. The federal program is funded through 2026 supports redevelopment in the LSDS.

## TRANSITION OPPORTUNITIES

Changes to some of Lakewood's zoning regulations could help support the transition of the LSDS from its current land use to a more compact and transit-oriented environment. It is important to note that achieving

<sup>38</sup> Title 18B

<sup>39</sup> 18A.090

<sup>40</sup> With the exception of the construction of one single-family dwelling on one lot. 18A.090.030.

<sup>41</sup> Department of Commerce, 2020. <https://www.commerce.wa.gov/growing-the-economy/opportunity-zones/>

this does not require the high rise, or even mid-rise, development patterns similar to those in Seattle or Tacoma. This section looks at the challenges and opportunities to development that are unique to the LDS and identifies potential changes to zoning, regulatory, and incentive programs.

## Retail Environments

Parking will remain important to successful retail for some period of time in this area. It preserves existing retail, which serves an important function for residents and commuters. Parking is currently oriented around an environment designed for automobiles that results in barriers to pedestrian traffic. Changes that would create a transition to a station area that supports more pedestrians include:

- Incentivizing six to 12 foot wide sidewalks when sites redevelop.
- Incentivizing a better and safer pedestrian connection between the sidewalk and shop entries.
- Developing zoning that encourages surface parking for retail to be mostly behind the building and moving future buildings closer to the street.

Focusing retail in designated areas is also a key transition strategy. For mixed use development consider focusing any ground floor retail requirements only on certain retail-focused arterials instead of requiring floor retail everywhere. Consider maintaining existing one or two story zoning in retail areas, to keep these areas retail focused until five to seven story development is viable. Inflated land value expectation can stall retail. It is more important to keep the retail functioning, lower the expense of building food retail with Type 1 and 2 hoods, and focus retail on high traffic streets where residential would be less desirable anyway. There is plenty of land in the subarea to focus residential on lower-traffic streets.

## Residential Environments

It is recommended that the City consider how to best focus compact residential density residential in existing areas of single family development and lower traffic streets. Maintaining building heights below 35 feet, and focusing on building types such as duplexes, triplexes or rowhouses is less disruptive for existing single family residents.

These product types are ground-related and can be built out of wood, which has a lower carbon footprint, and can be built relatively cheaply and quickly. Units can be platted rather than condominiumized, which makes homeownership more feasible.<sup>42</sup> This presents a rare opportunity to do significant infill of for-sale product which is much needed in the region. Most transit-oriented infill development across the Puget Sound has been apartments. Rental units provide needed housing, but do not offer housing security as the area redevelops and rents increase, exacerbating wealth inequality over time. Ownership units allow people to build equity and wealth as neighborhoods densify and offer additional amenities.

Rowhouses can be particularly well-suited to families who want the convenience of a yard but the

<sup>42</sup> Washington State's condominium laws (originally set in place to protect buyers) have become a source of litigation that has resulted in artificially limiting condominium construction. Most condominiums that are built are high-rise luxury condominiums built out of concrete that cannot offer a lower price point for first time buyers. Recent legislation has changed some of the condominium laws to reduce risks of litigation and make them easier to build. These rules have not been in place long enough to see if they have their intended effect. Row-houses (and townhouses) touch the ground and so they are conveyed with the underlying land parcel—so they represent a more viable for-sale product at an entry-level price point.

advantages of a more compact, walkable neighborhood.<sup>43</sup> Note that this section does not recommend townhouse development, and this is an important distinction.<sup>44</sup> Townhouses are basically a row-house, but with a requirement for off-street parking. Eliminating the requirement for off-street parking can transform townhouses into rowhouses that are more functional for families, more beautiful, and more affordable. There is the same amount of living space in a two story building rather than losing the ground floor to parking. This form of development can be built at densities of 35-45 units per acre, such as the example show in the picture to the right.



Parking for rowhouses still needs to be accommodated. One solution is to allow cars to park on the street. Initially, this can be achieved by angle parking, which has four key benefits:

- Angle parking, like all street parking, provides a buffer between pedestrians on a sidewalk and the lanes of moving traffic. This makes them feel safer and encourages walking.
- Angle parking, on a street with no curb-cuts for driveways, can fit two vehicles in the street frontage of every row house. Typical parking spot widths are nine feet, so two cars can fit into an 18-foot house frontage.
- Angle parking reduces the width of the street, creating a traffic calming effect. A residential neighborhood street with one travel lane (and a few wider spots for cars to pass) generally functions just fine.
- As the neighborhood redevelops and densifies further, and the need for parking and car ownership drops, the parking is all still owned by the city (since it's part of the right of way) and so it can be re-purposed into travel lanes (by re-striping) if needed at some point in the future.
- Street parking is a way to use the right of way to subsidize (by using an existing City asset, and with no need for cash) the construction of new compact housing. Since these housing units are not

<sup>43</sup> Rowhouses can scale into perimeter-block housing with a common backyard. This makes it easy to keep an eye on children while in that outdoor play space. Rowhouses do not have off-street parking requirements.

<sup>44</sup> Townhouse development often results in the “four pack” or “six pack” urban form that has proliferated around the region in the past few years. The ground plane is entirely taken up with driveway and indoor garages, so that before you can start to build any living space for humans in the townhouse (on the second floor), you have had to build a home for a car in the ground floor. Not only does this add cost to our urgent need for housing (humans), but it means that all of the living space in the building is disconnected from the street by one or two stories. Some townhouses have tiny fenced yards that are unusable, because they are too small, and it's impossible to reach them from the living space. It's important to realize that townhouses look this way (consistently) not because of bad developers or architects, but because the zoning requires them to be built that way.

packaged with parking or garages, they can be developed profitably by the private sector and sold at a much lower price point than townhouses.

### Temporary Activation

One challenge in changing to a more walkable and compact land use pattern is helping people see the vision of what can be and changing patterns of how they move around the city. People will try new things if there are events or opportunities to support it. In the LSDS changing how people use and move around in the right of way is an important step. Temporary activation and pedestrian connection between businesses is one option. Imagine painting a pathway (or even engaging the community in painting it) that connects some key food-oriented businesses and then having a “taste of Lakewood” on every second Friday night in the summer. This could be coupled with an invitation for buskers along the pathway, and small community grants for lighting or seating outdoors near businesses. Ideas like this could help reinforce the seeds of what can continue to grow into a great and cohesive community.



### KEY FINDINGS AND PLANNING IMPLICATIONS

- Zoning is consistent with the future land use in the LSDS.
- Proximity to JBLM brings additional regulations to ensure the safe operation of military aircraft. While this may add to the list of planning and review items, they are integrated into project review and do not increase the complexity of review processes.
- Housing incentives may help the LSDS remain an area for households with low and moderate incomes while increasing the quality of housing through redevelopment.
- Consider zoning and regulatory measures that support the transition of land uses within the subarea.
- Ground-related residential development can produce units at compact, walkable densities when parking and other standards are addressed.
- Review parking requirements for residential and retail uses to maximize functionality and flexibility as the area transitions.
- Temporary activation of spaces in the subarea can help people envision future patterns of land use and activity.

# Transportation

## EXISTING FEATURES

This section presents a multimodal transportation evaluation of current conditions in the Lakewood Station District Subarea (LSDS). Existing transportation conditions are documented for pedestrians, bicycles, automobiles, freight, transit, and parking.

The study area is a predominantly auto-oriented environment, however the area also includes two important regional transit facilities: Lakewood Station and the SR-512 Park & Ride, shown in Exhibit 19. Major roadways in the subarea include Pacific Highway, 108<sup>th</sup> Street SW, and Bridgeport Way. These are classified as either principal or minor arterials with 35 mph posted speed limits. Pacific Highway provides a north-south connection between Tacoma and Lakewood, with access to I-5 ramps and the Lakewood Station within the subarea. Exhibit 19 shows transportation connections in and near the LSDS.

The subarea contains two key regional transportation facilities: Lakewood Station and SR 512 Park & Ride. Lakewood Station is a focal point of many regional commuter trips including service to downtown Seattle via the Sounder train in addition to bus service to local and regional cities operated by Sound Transit and Intercity Transit. The SR 512 Park & Ride provides bus connections for local and regional commuters to Lakewood Town Center, Tacoma, Puyallup, SeaTac, Dupont, and Olympia and communities throughout the South Sound. Pierce Transit, Sound Transit, and Intercity Transit provide bus service to the SR 512 Park & Ride via Pacific Highway and I-5, Bridgeport Way, and 108<sup>th</sup> Street SW. Both Lakewood Station and SR 512 Park & Ride provide vehicle parking for transit users.

The subarea is bisected by an existing rail line on which Sounder and freight operate. While the rail line is an important regional transit and freight corridor, it has also created an environment with few roadway crossing opportunities which can affect vehicle operations and bicycle and pedestrian mobility.

# Roadway Network

**Exhibit 19. Transportation Features in the Extended Study Area**



Source: Fehr & Peers, 2020; Pierce County, 2020.

## Parking

There is very little on-street parking on arterials in the study area, but on-street parking exists on several local streets. Commercial uses tend to have dedicated parking lots adjacent to their buildings, frequently buffering the building from the street. St Clare Hospital provides off-street parking at multiple lots on the hospital's campus. Parking intended for transit users is provided at the Lakewood Station garage (600 spaces) and at the SR 512 Park & Ride (493 stalls). During the daytime, the SR 512 Park & Ride is at about 90 percent capacity. Bicycle parking is provided at Lakewood Station garage via bicycle racks and lockers.

## Transit Network

The Lakewood Station District Subarea is served by Pierce Transit, Intercity Transit, and Sound Transit, and includes Lakewood Station and the SR 512 Park & Ride. Exhibit 20 shows routes serving the area and their associated headways, and Exhibit 21 shows transit pathways and bus stops. Lakewood Station serves six bus routes, providing connections to Tacoma, Puyallup, Olympia, Lacey, and Seattle. The SR 512 Park & Ride serves three bus routes providing connections to Tacoma, Puyallup, and Sea-Tac Airport. Bus stops are present along many of the subarea's arterials including Bridgeport Way, 108<sup>th</sup> Street SW, and Pacific Highway SW. Bus routes run at 15 to 30 minute headways (frequencies) throughout the peak periods, with routes 592 (DuPont-Seattle) and 612 (Olympia-Tacoma Dome Station) running most frequently. Off-peak headways vary substantially, ranging between 12 and 120 minutes.

Sound Transit's commuter train, the Sounder, has a stop at Lakewood Station in the southeast portion of the subarea. The Sounder provides a regional transit connection between Lakewood, Tacoma, and Seattle during AM and PM commute times.

### Exhibit 20. Existing Bus Routes

Route	Destinations	Peak Headway (minutes)	Off-Peak Headway (minutes)
Sounder	Lakewood - Seattle	20	20-45
3	Lakewood to Downtown Tacoma	30	30
4	Lakewood to South Hill Mall	30	30
574	Lakewood to Sea-Tac Airport	30	30
580	Lakewood to Puyallup Station/South Hill Park and Ride	20	20-40
592	Dupont to Seattle	15	12-15
594	Lakewood to Seattle	20	20-30
612	Olympia to Tacoma Dome Station	15	40-120
620	Olympia to Tacoma Mall	30	60-90

Source: Pierce Transit, 2020; Intercity Transit, 2020; and Sound Transit, 2020.

**Exhibit 21. Transit in the Extended Study Area**



Source: Fehr & Peers, 2020; Sound Transit; Pierce Transit; Intercity Transit

**Non-Motorized Network**

Marked bicycle lanes are located on Pacific Highway from Lakewood Station south to Gravelly Lake Drive SW and north from Sharondale Street SW to the South Tacoma Way/SR 512 interchange. Bicycle lanes are also located on 108<sup>th</sup> Street SW from Bridgeport Way to Pacific Highway. While sidewalks are generally located on all major streets in the project area, the residential neighborhood north of

Pacific Highway lacks sidewalks on most roadways. Due to the train tracks and lack of dedicated facilities, direct non-motorized connection from neighborhoods to Pacific Highway is limited. As a result, accessing Lakewood Station via bicycle or walking can also be challenging. Crossing opportunities are limited to the Lakewood Station pedestrian walkway, Bridgeport Way, and 108<sup>th</sup> Street SW. Although there is sidewalk infrastructure on Pacific Highway and Bridgeport Way, these roadways are high volume and high speed within the subarea. This creates a more uncomfortable pedestrian experience that may discourage non-motorized use on these roadways.

## Freight Network

The City's 2016 Comprehensive Plan identifies designated truck routes for freight as a transportation goal. Designated major truck streets are primary routes for goods movement throughout the City. Designation as a major truck street helps Lakewood's Public Works Transportation division determine street design, traffic management plans, and pavement improvement projects that allow and facilitate the movement of larger vehicles along the designated Way. Bridgeport Way and South Tacoma Way are designated as truck routes in WSDOT's Freight and Good Transportation System (FGTS) 2019 update, as shown in Exhibit 22.<sup>45</sup>

<sup>45</sup> <https://www.wsdot.wa.gov/sites/default/files/2006/02/13/washington-freight-and-goods-transportation-system-2019.pdf>

**Exhibit 22. Freight and Good Transportation System Routes**



Source: WSDOT, 2019; Fehr & Peers, 2020.

**TRAFFIC OPERATIONS**

**Study Intersections**

Within the project study area, traffic operations at ten locations were analyzed, as shown in Exhibit 23.

At Lakewood Station, the garage entrance and north and south bus driveways were also analyzed, bringing the total number of study intersections to 12. These intersections are located on key roadway connections, including Pacific Highway, Bridgeport Way SW, and 108<sup>th</sup> Street SW and are most likely to be affected by potential land use changes.

**Exhibit 23. Study Area Intersections**



Source: Fehr & Peers, 2020.

## Intersection Level of Service

The City uses PM peak hour average delay to evaluate traffic operations level of service (LOS) at its intersections. Traffic operations were analyzed using the Synchro software package. The Synchro network reflects the study area’s existing roadway network including segment and intersection geometry, signal timings, and recent traffic counts (2018-2020). For signalized, roundabout, and all-way stop controlled intersections, the LOS is based on the average delay for all approaches. For minor street stop controlled intersections, the LOS is based on the movement with the highest delay. Exhibit 24 summarizes the LOS and delay thresholds specified in the Sixth Edition of the Highway Capacity Manual (HCM), which is a standard methodology for measuring intersection performance.

The Transportation Element designates level of service guidelines for the city’s arterial streets and intersections. Within the study area, that City sets a standard of LOS D during the weekday PM peak hour at all arterial street intersections. However, according to Policy T-20.5, the City may allow minor street stop-controlled intersections to operate below that LOS standard if those instances are thoroughly analyzed from an operational and safety perspective.

**Exhibit 24. LOS/Delay Thresholds for Signalized and Unsignalized Intersections**

LOS	Signalized Intersections (delay in seconds)	Unsignalized Intersections (delay in seconds)
A	≤ 10	≤ 10
B	> 10 to 20	> 10 to 15
C	> 20 to 35	> 15 to 25
D	> 35 to 55	> 25 to 35
E	> 55 to 80	> 35 to 50
F	> 80	> 50

Source: Highway Capacity Manual (Transportation Research Board, 2017).

This study considers 12 intersections, 11 of which are signalized. Exhibit 25 summarizes the existing intersection LOS at the study intersections. The level of service analysis suggests that automobiles generally move through the study area with acceptable levels of delay during the PM peak period. All study intersections operate at the City’s LOS D standard or better, although some approaches may operate with higher delay. Most intersections operate at LOS C or higher, which represents stable conditions with moderate congestion levels for an urban area. South Tacoma Way / SR 512 operates at LOS D during the PM peak period, which indicates traffic conditions are approaching unstable flow. This intersection operates with split phasing for the eastbound and westbound approaches to accommodate traffic entering and exiting SR 512 and/or I-5. Most of the delay experienced at this intersection stems from the eastbound approach delay caused by this split phasing, as well as the northbound left and right-turn movements.

As mentioned above, these are intersections that are affected by regional travel patterns, such as afternoon commute congestion stemming from I-5. According to local stakeholders, during certain congestion events on I-5 roadway users may be using Pacific Highway to bypass interstate traffic.

**Exhibit 25. Existing PM Peak Hour Intersection Level of Service and Delay.**

ID	Intersection	Traffic Control	LOS/Delay
1	South Tacoma Way / SR 512 <sup>1</sup>	Signal	D/54
2	Pacific Highway / South Tacoma Way <sup>1</sup>	Signal	C/32
3	Pacific Highway / 108 <sup>th</sup> Street <sup>1</sup>	Signal	C/27
4	Pacific Highway / Halcyon Road	TWSC	C/23
5	Pacific Highway / Sounder Station Garage Entrance <sup>1</sup>	Signal	A/6
6	Pacific Highway / Sounder Station North Transit Access <sup>1</sup>	Signal	B/15
7	Pacific Highway / Sounder Station South Transit Access <sup>1</sup>	Signal	C/27
8	Pacific Highway / Bridgeport Way	Signal	C/28
9	108 <sup>th</sup> Street / Lakeview Drive	Signal	B/14
10	Bridgeport Way / 112 <sup>th</sup> Street	Signal	C/34
11	Bridgeport Way / SB I-5 Ramp <sup>1</sup>	Signal	B/17
12	Bridgeport Way / NB I-5 Ramp <sup>1</sup>	Signal	B/15

1. This intersection required the use of HCM 2000 methodology, due to non-standard traffic signal phasing  
 Source: Fehr & Peers, 2020.

## FUTURE PLANS

### Transportation Improvements

This section describes existing local area plans and planned improvements to the transportation network. Some long-range plans identify strategies for the development of the subarea, and others provide specific roadway improvements such as bicycle and pedestrian facilities. Future transportation improvements will be incorporated into No Action and Planned Action alternatives developed as part of this project.

## Transportation Element of the Comprehensive Plan (2019)

The transportation element of the Comprehensive Plan provides policy direction to address local and regional mobility. The transportation element acknowledges the increase of traffic congestion within Lakewood and seeks to mitigate it by developing a balanced multimodal system that effectively moves people, goods, and services without compromising community character. The plan specifically strategizes for the incorporation of non-motorized facilities, enhanced illumination, and other pedestrian amenities into new development designs.

### *Six-Year Transportation Improvement Program 2020-2025*

The Six-Year comprehensive Transportation Improvement Program (TIP) for 2020-2025 was approved by the Lakewood City Council in June 2019. This document outlines short and long-term road projects, including the addition of new sidewalks, curb, gutter, stormwater improvements and road overlays, throughout the city. The following projects are identified in the TIP:

- Lakewood Station Non-Motorized Access Improvements – sidewalks and street lighting per the Non-Motorized Plan and Sound Transit Access Improvement Study.
- Kendrick Street SW from 111<sup>th</sup> Street SW to 108<sup>th</sup> Street SW – sidewalks, street lighting, bicycle facilities.

### *Sound Transit System Access Fund (2019)*

The Sound Transit Board of Directors awarded System Access Funds in September 2019 for various non-motorized improvements intended to facilitate connection to transit services. Some of these projects have also been included on the City's TIP. Among these projects are proposed improvements on 111<sup>th</sup> Street SW and 112<sup>th</sup> Street SW in the subarea. These improvements include curb, gutter, sidewalks, bicycle lanes, street lighting, pavement overlay, and associated storm drainage on both sides of these two streets between Bridgeport Way and Kendrick Street. Kendrick Street provides direct access to the Lakewood Sounder station via a pedestrian bridge. Although this project will not have a direct impact on traffic operations at the study intersections, it represents a substantial improvement to the non-motorized network within the subarea.

### *Destination 2040: Pierce Transit Long Range Plan Update*

Destination 2040 is Pierce Transit's first Long Range Plan. This plan was originally adopted in 2016 and is currently being updated with the most recent available draft released in February 2020. Under this plan, two new Bus Rapid Transit (BRT) routes are being proposed that include services within the subarea in 2026 and in 2030.

- **Downtown Tacoma to Lakewood BRT Line:** This BRT line would run from Downtown Tacoma, through the South Tacoma Sounder Station and along South Tacoma Way/Pacific Highway to the SR 512 Park & Ride. The line would then run along 108<sup>th</sup> Street SW toward the Lakewood Town Center Transit Center. It is anticipated that this line would begin service in 2026.
- **Lakewood to South Hill BRT Line:** This BRT line would replace the existing Route 4, which currently runs along South Tacoma Way south of the SR 512 Park & Ride before running

east/west along 112<sup>th</sup> Street SW towards the South Hill Mall Transit Center in Puyallup. It is anticipated that this line would begin service in 2030.

## KEY FINDINGS AND PLANNING IMPLICATIONS

- All intersections operate at LOS D or better in current conditions.
- Planning for multimodal improvements connecting to Lakewood Station is programmed for implementation within the next 6 years.
- The area is well-served by transit with two existing hubs at Lakewood Station and the SR 512 Park & Ride. Both Sound Transit and Pierce Transit are enhancing transit connectivity and mobility at Lakewood Station over the next decade.

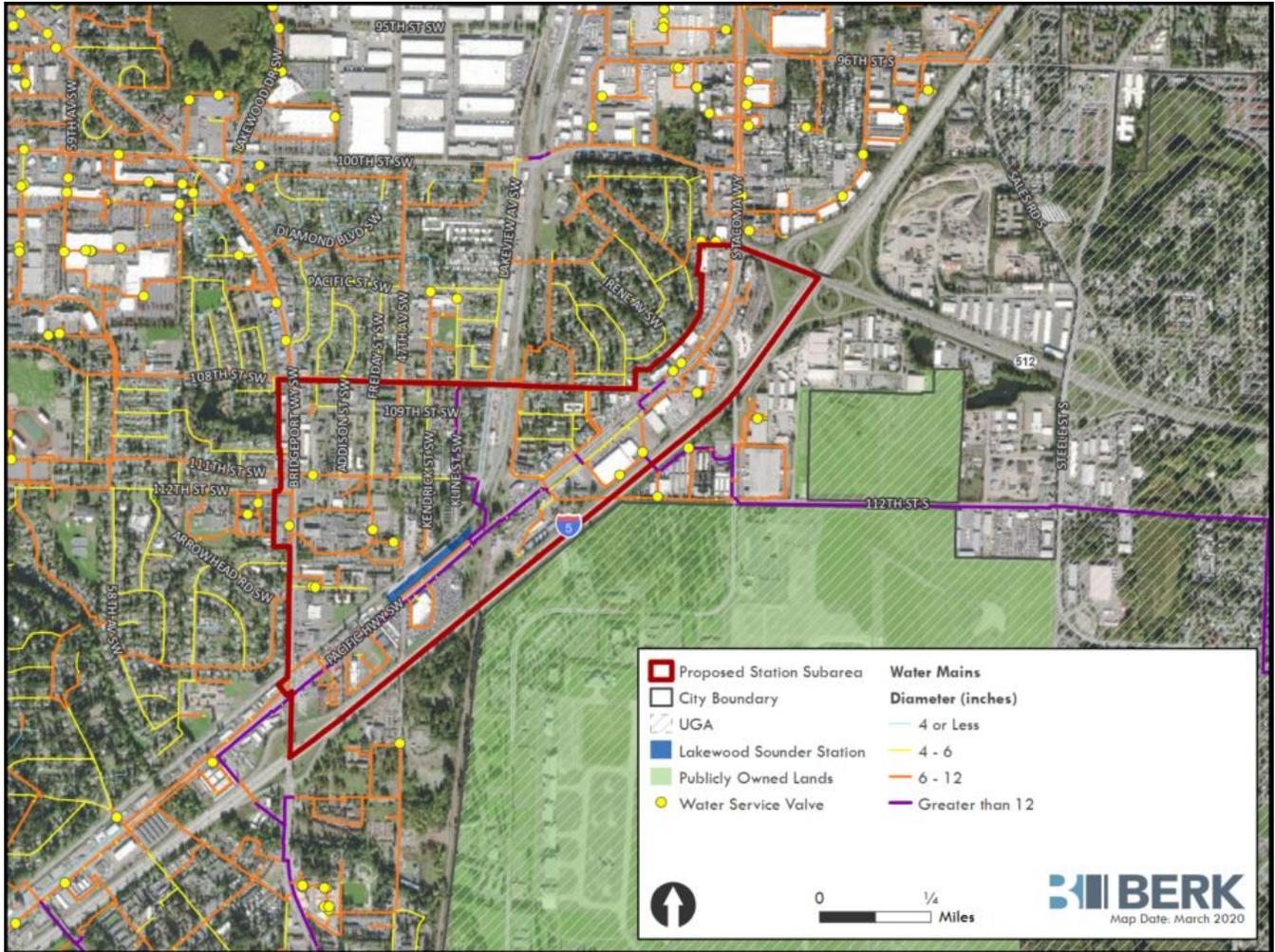
## Utilities and Public Services

### WATER

Exhibit 26 shows the current water utility infrastructure in the subarea. Water service is provided by Lakewood Water District. The largest water mains primarily run along Pacific Highway, but a main larger than 12 inches does run roughly under Kline Street SW into the residential area. There is also a main larger than 12 inches that runs into the subarea from the southeast side of I-5. Mains six to 12 inches in size are well distributed throughout the subarea, running under several streets, including Bridgeport Way. These midsized mains serve St. Clare hospital and much of the existing commercial development in the subarea.

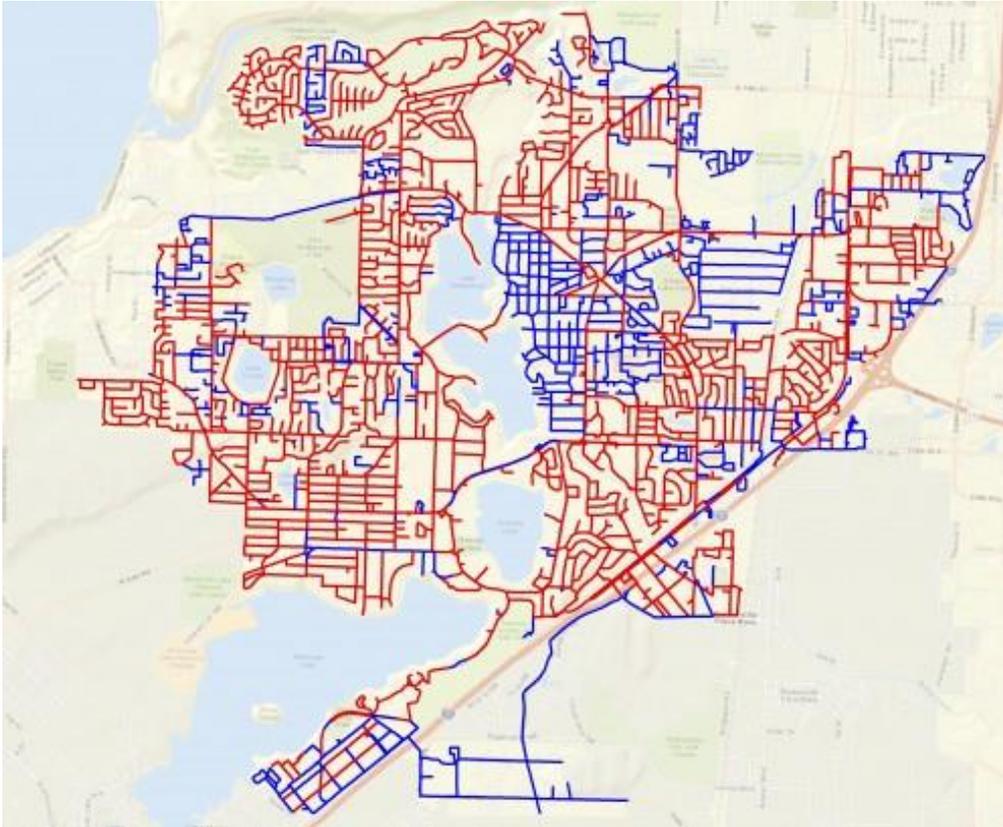
The Lakewood Water District initiated a 50-year repair and replacement plan in 2014 to replace 181 miles of aging water mains. See Exhibit 27. Some replacements have already occurred in the subarea, including replacements along Bridgeport Way. The repair and replacement plan focuses on the replacement of facilities that are nearing the end of their useful life and does not account for upgrades or extensions to support new development. District policy requires the developer to pay for system improvements related to new development. Depending on the location and intensity of new development in the subarea this may include water main upgrades or line extensions to provide additional capacity or fire flow. Coordination of upgrades with the 50-year repair and replacement program could provide cost and timing efficiency for redevelopment projects in the subarea.

**Exhibit 26. Water Utility Infrastructure in LDS and Surrounding Area**



Source: BERK, 2020; Pierce County Assessor, 2020.

## Exhibit 27. Map of Water Mains to be Replaced



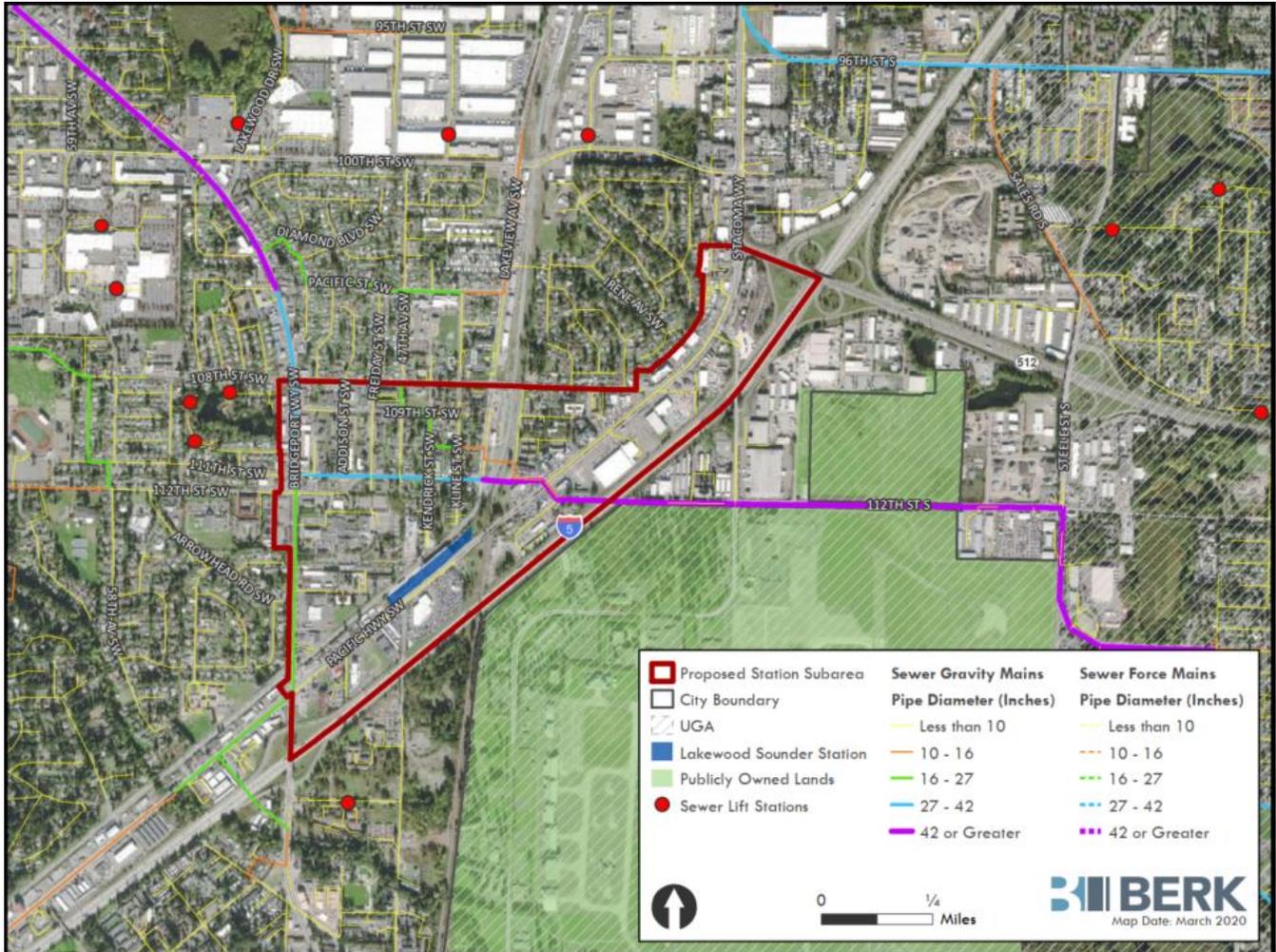
RED = Pipe in need of replacement BLUE = Replaced pipe

Source: (Lakewood Water District, 2017)

## WASTEWATER

Wastewater service in Lakewood is provided by Pierce County Public Works. Facilities within the subarea are shown in Exhibit 28. Most of the sewer pipes were installed in the 1980's (some later) and are primarily 30 inch diameter PVC pipes, which have a 100-year lifetime. Larger interceptors are typically made of concrete, which has a service life of 50 to 100 years. This range is impacted by exposure to chemicals or high concentrations of hydrogen sulfide gas (H<sub>2</sub>S). Pierce County regularly inspects and cleans the lines to keep them maintained and to identify needed replacements and upgrades. Generally, the sewer infrastructure is considered in good condition with plenty of remaining service life and no current need for large scale line replacements or upgrades.

**Exhibit 28. Wastewater Infrastructure in the LSDS and Surrounding Area**



Source: BERK, 2020; Pierce County Public Works, 2020; Pierce County Assessor, 2020.

Pierce County coordinates quarterly with the City of Lakewood to discuss upcoming and future projects. A Sewer Improvement Plan was adopted in September 2019, addressing capital facility planning from 2020-2040 and identifying funding for the next six years of capital facility improvements. There are no listed projects within or near the subarea identified in this plan.

The most recent system plan is the 2010 Unified Sewer Plan, adopted in 2012. Pierce County is scheduled to begin an update to this plan later this year. The plan accounted for zoning densities in place today, e.g. up to 54 units per acre. Development that occurs at a higher intensity than the existing conditions may require wastewater system capacity upgrades. New development or redevelopment at the levels envisioned by the future land use plan will require larger collection lines. Update of the Unified Sewer Plan provides an opportunity to plan for future development in the LSDS.

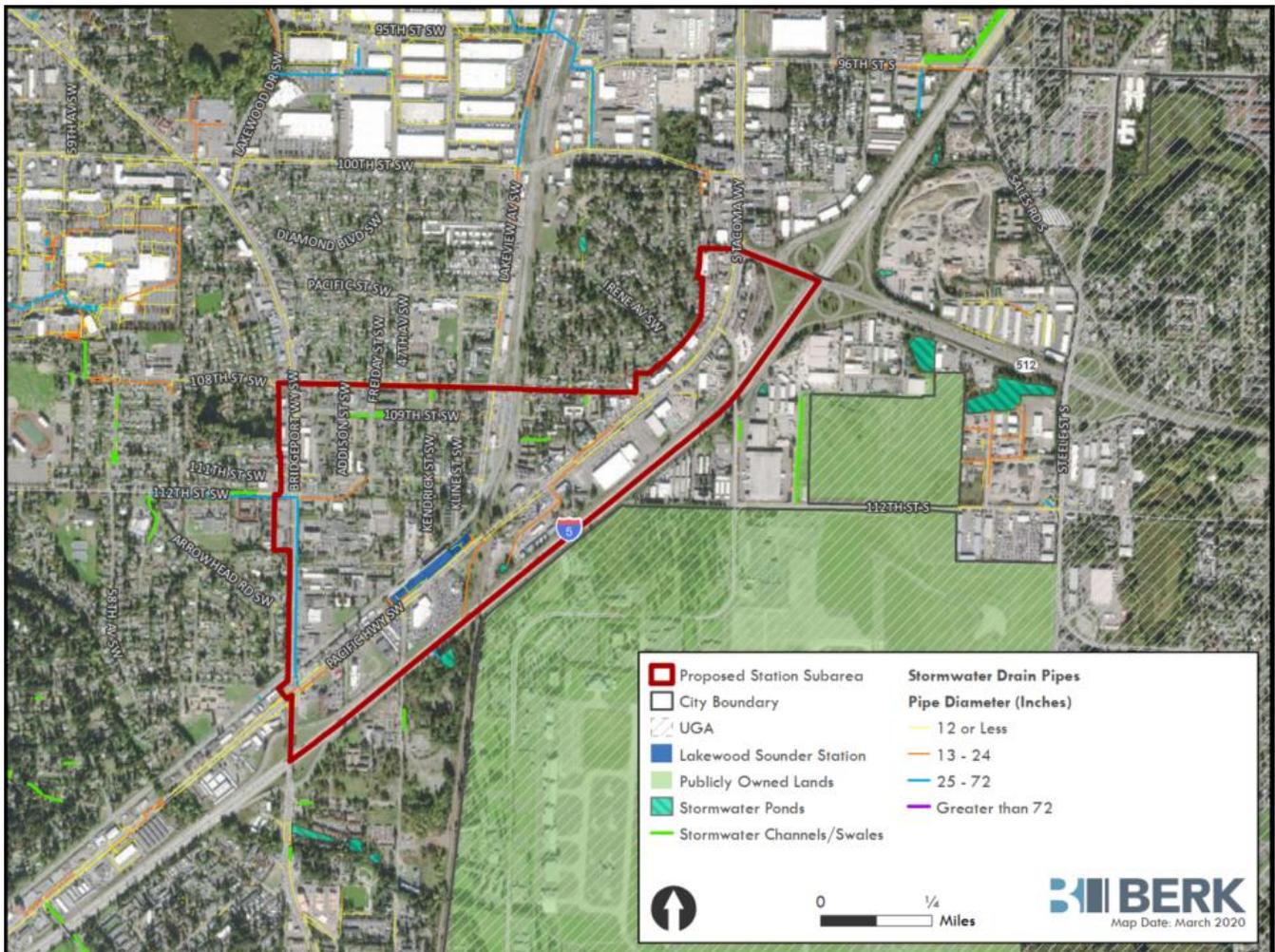
**STORMWATER**

Exhibit 29 shows existing stormwater facilities in the subarea. It shows stormwater drainpipes mostly located in the vicinity of Pacific Highway and Bridgeport Way and a few channels and swales in residential portions of the subarea. The City of Lakewood Public Works Department manages the

Stormwater Utility. It applies the 2005 DOE Stormwater Manual for Western Washington as well as the 2008 Pierce County Stormwater Management and Site Development Manual to support Lakewood's Stormwater Regulations in Chapter 12.11 of the Lakewood Municipal Code. These manuals provide design guidelines and support the implementation of low impact development (LID) best management practices in stormwater design and implementation.

The City of Lakewood updated its Stormwater Management Plan in 2019 in compliance with its Phase II Permit under the National Pollution Discharge and Elimination System (NPDES). The plan describes the policies, regulations, and programs that the City uses to control and prevent pollution discharge in stormwater runoff. Implementation actions are monitored through an annual report to the Washington State Department of Ecology. For the most part, stormwater facilities are developed on a site by site basis, but some proposals may tie into existing systems where there is capacity. All development requiring a City permit is subject to drainage review to ensure compliance with the stormwater requirements in chapter 12.11 of the Lakewood Municipal Code.

**Exhibit 29. Stormwater Infrastructure in the LSDS and Surrounding Area**



Source: BERK, 2020; Pierce County Assessor, 2020.

## ENERGY

Lakeview Light and Power provides electrical service to the subarea and Puget Sound Energy provides natural gas service. Maps showing the locations of the lines providing natural gas service are not available and most facilities are located underground. Puget Sound Energy is working on an updated Integrated Resource Plan to ensure continued delivery of service to its existing service areas in the region and to address opportunities for enhanced conservation and reduced environmental impacts.

Lakeview Light and Power is working on increased system capacity and flexibility. There is a five year capital budget for repowering the substation at Pacific Highway and Bridgeport Way. Improvements to the substation will allow Lakeview Light and Power to rebalance loads as needed to accommodate fluctuations in usage. Increased demand for electrical service should be possible to accommodate, but specific plans may be needed to address any heavy commercial users and electric vehicle charging capacity. Line infrastructure is located mostly above ground within the subarea. As redevelopment occurs taller buildings will likely require undergrounding for safety, but Lakewood does not have a policy or regulation requiring undergrounding with new development.

## EMERGENCY RESPONSE

Emergency response services in Lakewood are provided by West Pierce Fire and Rescue and the Lakewood Police Department. St. Clare hospital also supports a range of medical services including a 24 hour emergency room.

The Lakewood Police Department is one of the largest departments in the state. It operates six patrol districts as well as specialized units in criminal investigation, K9, traffic, and marine response. The subarea is part of the Pacific patrol district, which is authorized for up to 28 sworn personnel.<sup>46</sup> All patrol districts, including the Pacific District, are operated out of the police station in the civic campus in Downtown, less than a mile from the subarea.

Crime statistics for Lakewood overall have been steadily falling since the City incorporated in 2000. Information for the Pacific District shows that in 2019 this area had 916 crimes, which accounted for about 15% of all crimes in the City.<sup>47</sup> Property crimes (such as fraud, theft, vandalism, robbery, burglary) represented 59% of the crimes in the Pacific District in 2019. 32% were person crimes (such as assault, sexual crimes, or homicide). 9% were society crimes (such as drugs, prostitution, or weapons law violations). These proportions between types of crime are consistent with citywide patterns.

Emergency management functions for Lakewood are part of the Police Department. The mission of emergency management is to assist with mitigation, preparation, response, and recovery from natural disasters and other community emergencies. This includes a variety of trainings and informational materials to help residents and businesses prepare for major emergency events.

West Pierce Fire and Rescue provides fire and emergency medical response to Lakewood, University Place, and Steilacomb. Station 20 is located within the subarea along Pacific Highway. Services offered by West Pierce Fire and Rescue include emergency medical response, fire suppression, fire prevention, and community education. West Pierce Fire and Rescue also sponsors Community Emergency Response

<sup>46</sup> Lakewood Police Department 2018 Annual Report, updated in 2019.

<sup>47</sup> Lakewood Police Department Quarterly Crime Reports (Q1, Q2, Q3, Q4), 2019.

Team (CERT) trainings that prepare local residents to be the first line of response in their neighborhoods following a disaster prior to the arrival of emergency responders.

## KEY FINDINGS AND PLANNING IMPLICATIONS

- Upgrades to infrastructure are likely to be needed to support some redevelopment plans. Requiring developers to pay for upgrades, and not just connection or extension, can significantly reduce the likelihood of development in areas where market rents (or housing sale prices) have not yet increased substantially. Hard construction costs are the same across the region. Lakewood's advantage is less expensive land, but that advantage is quickly nullified if the cost of infrastructure upgrades is high. This is an important variable to look at when developing public works improvement codes (as part of building codes) or impact fees. Consider keeping fees and costs low as an incentive to spur early development, until a market is more proven.
- Water mains may need to be upgraded for capacity or fire flow to support redevelopment. This may be done efficiently and at lower cost if strategic upgrades are coordinated with the Lakewood Water District's 50-year repair and replacement plan.
- Participation in the update of Pierce County's Unified Sewer Plan will help to identify future capacity challenges, needed upgrades to collection lines, and funding options for replacement.

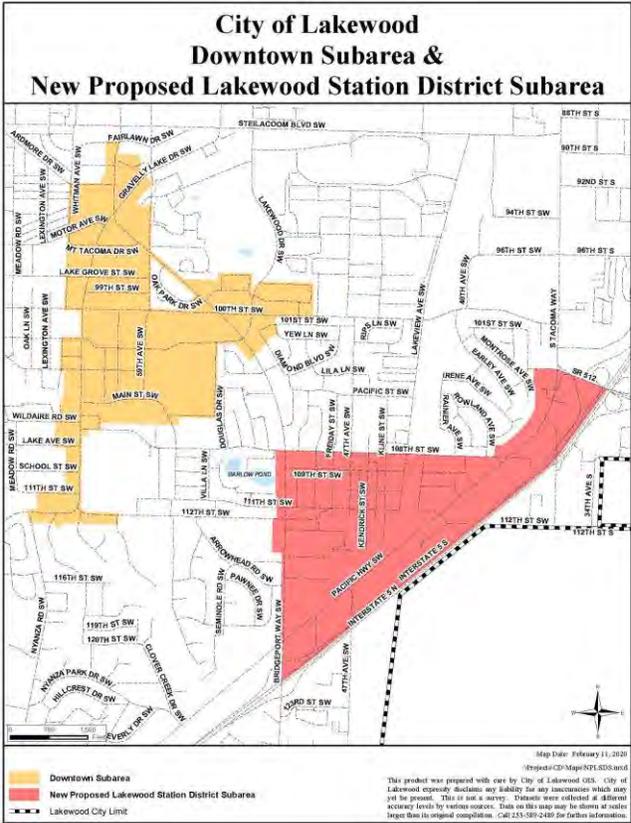
# LAKEWOOD STATION DISTRICT

## FORM-BASED CODE FRAMEWORK

### Overview

The City of Lakewood is developing a new subarea for the proposed Station District. The Station District is located southwest of Downtown and is centered around the Sounder Commuter Station and along both I-5 and SR 99 (See Figure 1). The City adopted a new subarea plan and hybrid form-based code for Downtown in the fall of 2018 and the City intends extend the form-based code to the Station District with appropriate modifications to address the specific context of the Station District including land use, streets and transportation, open space, and desired urban form. This code framework will begin to address how best to apply the form-based code to the Station District and identify where modifications such as new street typologies, frontage types, and zoning districts may apply.

Figure 1. Proposed Station District and Downtown



# Downtown Form-Based Code

The Downtown form-based code is in Section 18.B of the Lakewood Municipal Code (LMC) and includes the 7 chapters shown in Figure 2. The Station District form-based code is expected to follow a similar format and be in a new Section 18C of the LMC.

Figure 2. Downtown Form-Based Code Contents

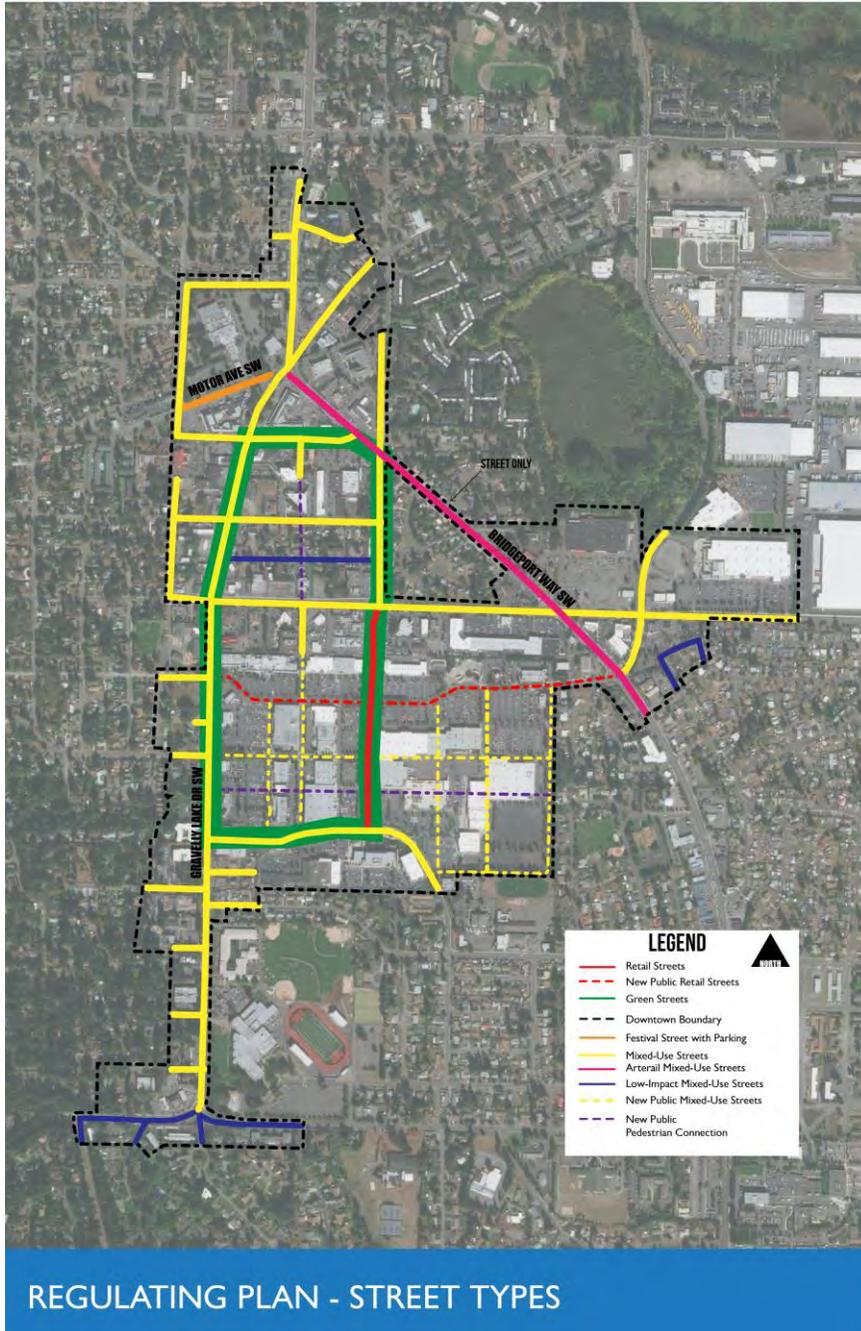
The screenshot shows a software interface for selecting code titles. At the top, a green header box contains the text "Title 18B" and "DOWNTOWN DEVELOPMENT CODE". Below this are four icons: a magnifying glass, a circular arrow, a printer, and a green checkmark. A message box below the icons states "This title is included in your selections." with a checkmark icon. Underneath, a list of chapters is displayed:

- 18B.100 Downtown District
- 18B.200 Land Use and Zoning
- 18B.300 Streets and Blocks
- 18B.400 Site Design, Buildings, and Frontage
- 18B.500 Landscaping, Open Space, and Green Infrastructure
- 18B.600 Parking
- 18B.700 Administration

City of Lakewood, 2020

The regulating plan provides the foundation for regulating development under the form-based code by identifying street type designations that correlated with allowed frontages (See Figure 3 for the regulating plan). For zoning the Downtown is primarily Central Business District (CBD) and the street type designations and allowed frontage types reflect variations in desired urban form with the zone.

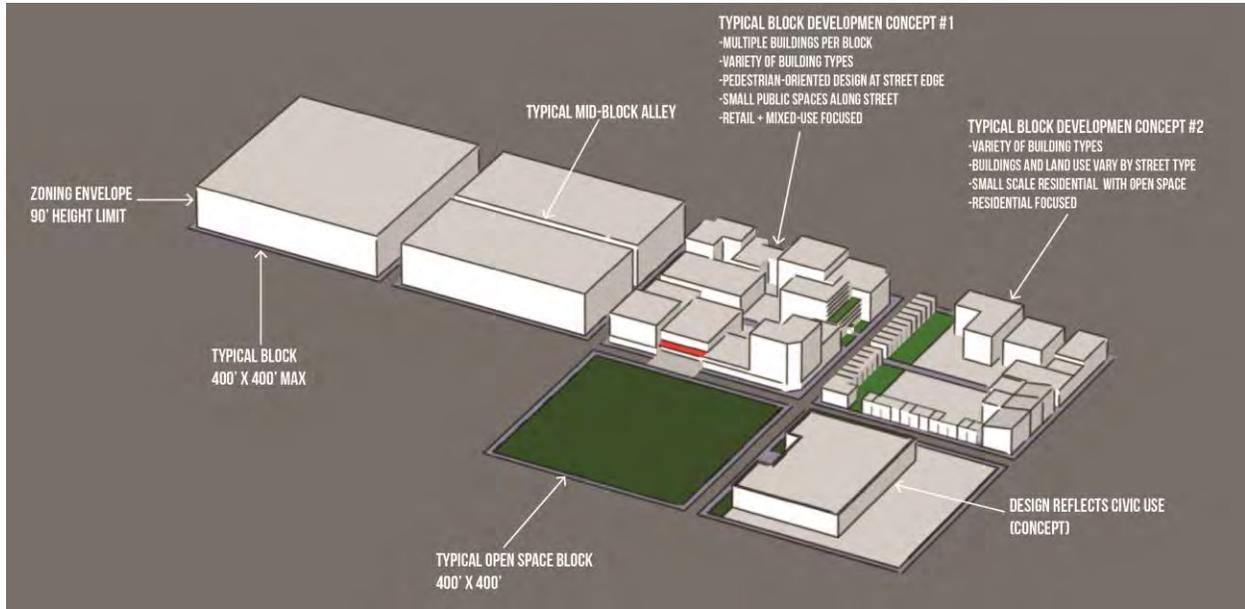
Figure 3. Downtown Regulating Plan



City of Lakewood, 2018

Figure 4 shows two different concepts for development of a typical 400'x400' maximum block size permitted in the Downtown Zone. The Station Area District may have different typical block sizes than in Downtown and require new concepts that are more applicable to the surrounding context.

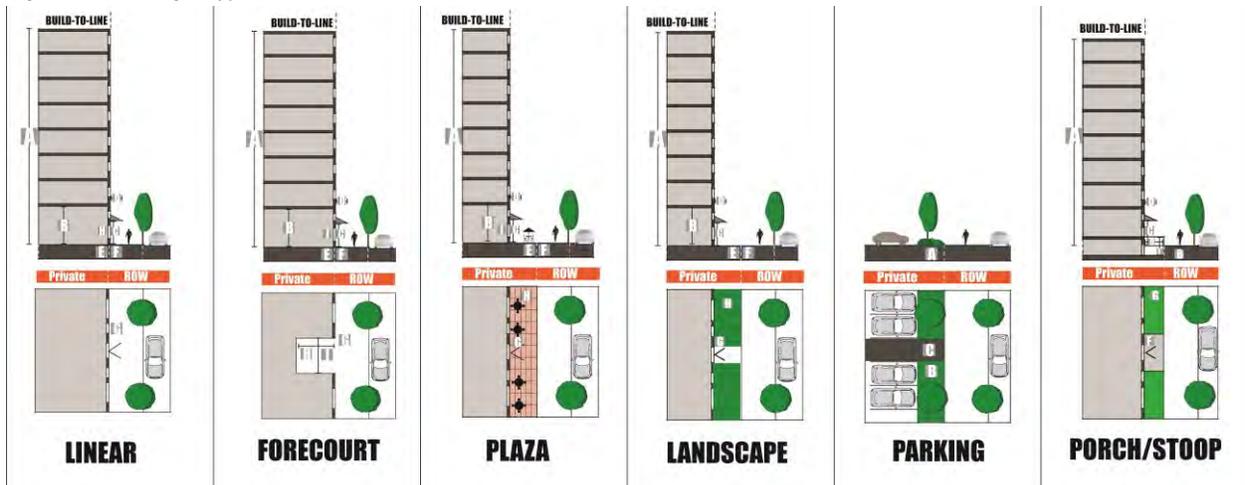
Figure 4. Block Diagram



City of Lakewood, 2019

The Downtown form-based code included six frontage types as shown in Figure 5. The Station Area form-based code will primarily use the frontage types from the Downtown Code but may include new frontage types.

Figure 5. Frontage Types



City of Lakewood, 2019

The frontage types that are permitted on specific street types are shown in Figure 6. It is unlikely that the permitted frontages will change for specific street types for the Station Area District. Any new street types and frontages will only apply in the Station Area District unless adopted for use elsewhere in the City.

Figure 6. Street Types and Permitted Frontages

**18B-300-3. Street Standards and Frontage Types**

Street Type	Sidewalk Width	Linear	Forecourt	Plaza	Landscape	Porch/Stoop/Terrace	Parking
Retail Street	14' Minimum	P	P	P/R <sup>1</sup>	X	X	X
Mixed-Use Street	10' Minimum	P	P	P	P	P	X
Low-Impact Mixed-Use Streets	As determined by Public Works	P	P	P	P	P	X
Arterial Mixed-Use Street	As determined by Public Works	P	P	P	P	P	P
Festival Street	10' Minimum	P	P	R <sup>2</sup>	X	X	X

P = permitted, X = prohibited, R = required

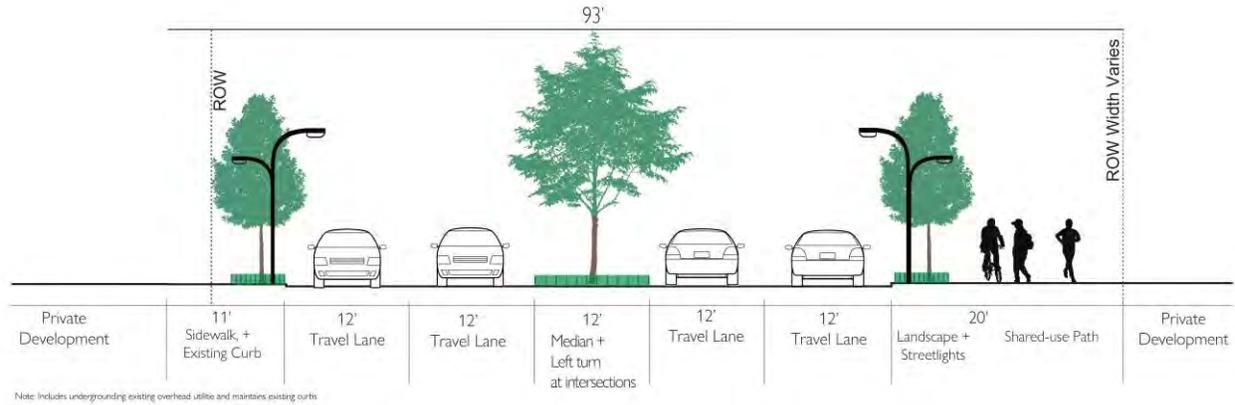
<sup>1</sup> Required when on a corner lot.

<sup>2</sup> Required pursuant to Motor Avenue Design Plan, also known as the Lakewood Colonial Plaza.

City of Lakewood, 2018

The Downtown form-based code includes street sections for specific streets and typical sections for street types. Figure 7 shows an example of a street section in the Downtown form-based code and similar street sections will be used for streets in the Station Area District.

Figure 7. Street Section Example



City of Lakewood, 2018

To demonstrate desired development and the goals for active streets and public spaces a before and after photo simulation is included in the Downtown form-based code. Similar photo simulations will be provided for the Station Area District form-based code on key streets.

Figure 8. Streetscape Photo simulation



City of Lakewood, 2018

# Station Area District Form-Based Code Framework

The Station Area District is defined by its location along major transportation corridors including Pacific Highway, I5, and the railroad (See Figure 9). These transportation corridors limit connectivity within the district including streets, bike, and pedestrian connections. Land use in the district varies from large format auto-oriented uses to multi-family and single-family housing. Major arterial streets in the district include Pacific Highway and Bridgeport Way. Due to the lack of connectivity there are several dead-end streets.

Figure 9. Station District Study Area



Framework, 2020

## Regulating Plan

Street type designations will be solidified during the planning process including the development of any new street types. Initial designations are shown on Figure 10 based on the major types in the Downtown form-based code and the addition of a new typology for residential streets focused in the Multi-Family 3 (MF3) District where commercial development is not permitted. Some of the street designations split zoning districts and it is likely that zoning designations and land use will also impact which frontage types are permitted.

Figure 10. Regulating Plan Concept



Framework, 2020

## Residential Street Typology

Many of the streets identified as Residential Streets do not have curbs, gutter, or sidewalks and there is a lack of definition between the public right-of-way and private property. Parking occurs along the street edge often in gravel shoulders and without a consistent pattern. Figure 11 shows the existing street section for 47<sup>th</sup> Ave SW in the MF3 District with a right-of-way width of 80'. The right-of-way widths vary along residential streets from 60' to 80'. The Residential Street typology will include a concept design for street improvements and allowed frontage types. See Appendix A for additional street sections for existing streets.

Figure 11. 47<sup>th</sup> Ave SW Residential Street Section



Google Earth, 2020

## Zoning Districts

The Downtown form-based code did not include major changes to the underlying zoning designations and consolidate all of Downtown into the Central Business District (CBD) Zone. The Station Area has several zoning districts that may remain in place or be modified with a new zone(s) (See Figure 12).

Figure 12. Station District Existing Zone



Framework, 2020

## Land Use

Like the Downtown form-based code there will be a list of prohibited land uses that may differ from current zoning.

## Parking Requirements

The parking standards in the Downtown form-based code will likely be applied to the Station District with potential modifications. Figure 13 shows the parking requirements for Downtown with opportunities for further reductions for shared parking, public parking availability, and site-specific parking demand studies.

Figure 13. Downtown Form-Based Code Parking Requirements

### 18B-600-1. Off-Street Parking Requirements.

Land Use	Parking Requirement
Residential	1 per dwelling unit
Retail, Services, Restaurants	2 per 1,000 <u>GSF</u> minimum; 3 per 1,000 <u>GSF</u> maximum
Office	2 per 1,000 <u>GSF</u> minimum; 3 per 1,000 <u>GSF</u> maximum
<u>Street</u> level retail 3,000 sq. ft. or less per <u>business</u>	None where there is available public parking within 500' or <u>abutting</u> <u>on-street</u> parking designed to serve <u>street</u> level retail

City of Lakewood, 2018

## Landscape and Open Space Requirements

The landscape and open space requirements in Downtown will likely be applied to the Station District with potential modifications. Downtown standards address landscape treatments (see Figure 14) and private and public open space requirements.

Figure 14. Special Landscape Treatments

**18B-520-1. Special Landscape Treatments**

<b>Street Type</b>	<b>Foundations</b>	<b>Plazas/Courtyards <sup>1</sup></b>	<b>Pedestrian Walkways</b>
Retail <u>Street</u>	R	P	R
<u>Mixed-Use Street</u>	R	P	R
Low-Impact <u>Mixed-Use Street</u>	P	P	P
Arterial <u>Mixed-Use Street</u>	P	P	R
Festival <u>Street</u>	R	R	R

P = permitted, R= required

City of Lakewood, 2018



10'  
LANDSCAPE

20'  
GRAVEL SHOULDER

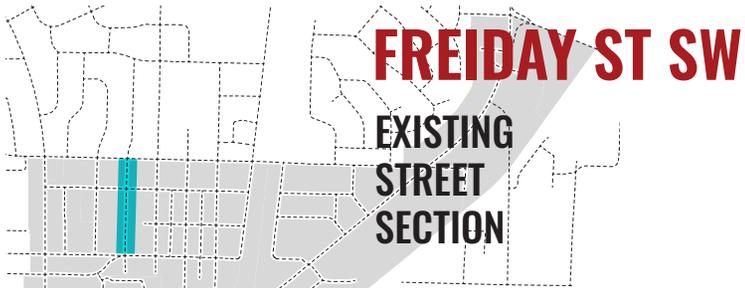
20'  
PAVED ROADWAY

20'  
GRAVEL SHOULDER

10'  
LANDSCAPE

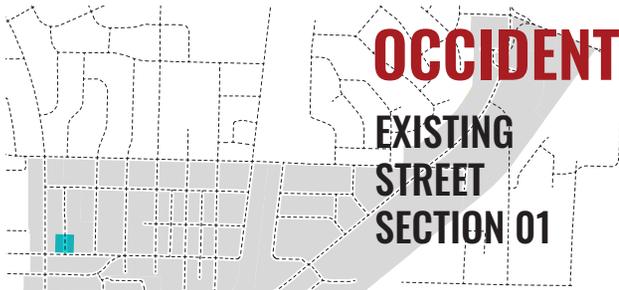
RESIDENTIAL STREET - 80' RIGHT-OF-WAY

**LAKWOOD**  
STATION DISTRICT



RESIDENTIAL STREET - 60' RIGHT-OF-WAY

**LAKWOOD**  
STATION DISTRICT



# OCCIDENTAL ST SW

EXISTING  
STREET  
SECTION 01



20'  
PARKING LOT

10'  
BUFFER

20'  
ASPHALT

10'  
BUFFER /  
PARKING

RETAIL STREET - 60' RIGHT-OF-WAY

## LAKWOOD STATION DISTRICT



# OCCIDENTAL ST SW

EXISTING  
STREET  
SECTION 02



30'  
ASPHALT / LOADING AREA

20'  
ASPHALT

20'  
PERPENDICULAR PARKING

RETAIL STREET - 70' RIGHT-OF-WAY

**LAKWOOD**  
STATION DISTRICT



# OCCIDENTAL ST SW

EXISTING  
STREET  
SECTION 03



40'  
LANDSCAPE / GRAVEL SHOULDER

20'  
ASPHALT

20'  
LANDSCAPE /  
GRAVEL SHOULDER

RETAIL STREET - 80' RIGHT-OF-WAY

**LAKWOOD**  
STATION DISTRICT