



LAKEWOOD CITY COUNCIL STUDY SESSION AGENDA

Monday, August 10, 2020
City of Lakewood
7:00 P.M.

Residents can virtually attend City Council 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: 868 7263 2373

Page No.

CALL TO ORDER

ITEMS FOR DISCUSSION:

- (3) 1. Economic Development Update. – (Memorandum)
- (35) 2. Lakewood Station District Subarea Plan Update. – (Memorandum)
- (182) 3. Review of Fee Assessment for Public Safety Calls for Service.
– (Memorandum)

ITEMS TENTATIVELY SCHEDULED FOR THE AUGUST 17, 2020 REGULAR CITY COUNCIL MEETING:

- 1. Business Showcase.
- 2. Port of Tacoma Strategic Plan Update. – *Mr. John McCarthy, Commission President*
- 3. Authorizing the execution of an interlocal agreement with the Town of Steilacoom for the provision of Municipal Court, Prosecution, Public Defender and related services. – (Motion – Consent Agenda)
- 4. Authorizing the execution of an agreement with Saybr Contractors, Inc., in the amount of \$101,846, for the Fort Steilacoom Park Pavilion improvement project. – (Motion – Consent Agenda)
- 5. Authorizing the execution of an agreement with Bruce Dees and Associates, in the amount of \$137,001, for the Springbrook Park and Clover Creek improvement project. – (Motion – Consent Agenda)

Persons requesting special accommodations or language interpreters should contact the City Clerk, 253-983-7705, as soon as possible in advance of the Council meeting so that an attempt to provide the special accommodations can be made.

<http://www.cityoflakewood.us>

6. Authorizing the execution of an amendment to the agreement with Parametrix, Inc., for the JBLM North Access improvement project.
– (Motion – Consent Agenda)

REPORTS BY THE CITY MANAGER

CITY COUNCIL COMMENTS


ADJOURNMENT

Persons requesting special accommodations or language interpreters should contact the City Clerk, 253-983-7705, as soon as possible in advance of the Council meeting so that an attempt to provide the special accommodations can be made.



To: Mayor and City Councilmembers

From: Becky Newton, Economic Development Manager
David Bugher, Assistance City Manager for Development Services

Through: John J. Caulfield, City Manager 

Meeting Date: August 10, 2020

Subject: Economic Development Update

This update covers major projects, policies, and programs that are advancing economic development in the City of Lakewood. Despite the COVID-19 health crisis, permit activity remains stable. We are optimistic that recovery will ensue once Phase 4, of the Safe Start Washington plan is reached for Pierce County.

City Council Vision, Strategic Plan, and openness to working through difficult times to support businesses has gone a long way to retain jobs, and to recruit new living and family-wage jobs to our community.

Priority areas for development include the Downtown District, Pacific Highway, and the Woodbrook Business Park. Major development projects are focused on meeting community needs and market demand.

At the study session City Council will be provided further detail on the items contained in the attached PowerPoint presentation.

Attachment
PowerPoint Presentation



BUILD YOUR BETTER HERE

LAKEWOOD, WA

Economic
Development
Update
Lakewood
City Council
Aug 10, 2020

What Are We Talking About?

Background and History

- *Policies and Progress
- *Permitting: 2017, 2018, 2019, Q1 & Q2 2020
- *Incentives

Current Work & Associations

- *Target Areas & Projects
- *Who's who on Development Projects

COVID-19 Challenges, where we're headed

- *Industry and Partner Reports
- *Growth Opportunity
- *Biggest Challenges

Priorities

- *Focus – Working Together
- *Permitting Efficiencies & Capital Investment

Future of Economic Development

- *Keep Projects Moving
- *Economic Recovery

Council Policies That Advance Development and Job Creation

Capital Improvements	Multifamily Tax Exemption
Catalyst Projects (Colonial Plaza)	North Clear Zone Compliance
Landuse & development regulations that improve the quality of life and that are supportive of economic development	Police/Fire Services
CDBG/Section 108	Rental Housing Safety Program
Colonial Plaza/Catalysts	Vision for Lakewood/Strategic Plan
Dangerous/Nuisance Abatement	Taxes: No Local B&O
Gateways/Festivals/Parks	Continued Housing Reinvestment
Growth Coordination/JBLM/SSMCP	Woodbrook Business Park

Reduction in crime positively affects development.
City Council Vision & policies result in strong economic development.
Openness and working through the difficult times, such as COVID-19, is critical.

Permitting: 2017, 2018, 2019, Q1 & Q2 2020 Comparisons

Permit Type Description	Number of Permits								
	2017	As of Q1 2017	2018	As of Q1 2018	2019	As of Q1 2019	As of Q1 2020	As of Q2 2019	As of Q2 2020
Commercial Addition	8	1	11	2	11	1	3	4	3
New Commercial Building	21	5	20	8	18	3	3	8	6
New Commercial Bldg - Multi-Family	2	0	6	4	1	0	4	0	4
Commercial Remodel	142	26	155	20	176	34	36	71	66
Residential Accessory Structure	26	8	20	3	23	3	2	6	7
Residential Addition	43	11	36	9	42	7	5	18	15
Residential Accessory Dwelling Unit	1	0	6	1	5	0	1	2	1
Residential Demolition Permit	24	7	41	9	31	10	10	13	15
Residential Remodel/Repair	144	19	190	53	227	40	48	95	84
	1540	363	1718	408	1839	355	424	1,200	1,216

**Percent Change:
Q2'19-Q2'20 = 1.3%**

Permitting: 2017, 2018, 2019, Q1 & Q2 2020 Comparisons

Permit Type Description	Permit Fees								
	2017	As of Q1 2017	2018	As of Q1 2018	2019	As of Q1 2019	As of Q1 2020	As of Q2 2019	As of Q2 2020
Commercial Addition	\$55,073	\$10,499	\$43,737	\$2,421	\$79,676	\$920	\$2,281	\$2,814	\$2,281
New Commercial Building	\$237,717	\$23,859	\$347,630	\$30,737	\$351,666	\$8,211	\$36,886	\$91,229	\$116,834
New Commercial Bldg - Multi-Family	\$20,307	-	\$230,118	\$185,436	\$13,647	\$0	\$66,984	-	\$66,984
Commercial Remodel	\$293,908	\$45,133	\$250,107	\$40,811	\$243,728	\$33,347	\$67,951	\$81,573	\$137,359
Residential Accessory Structure	\$26,620	\$9,699	\$24,666	\$5,156	\$21,085	\$2,943	\$3,148	\$7,183	\$10,544
Residential Addition	\$46,707	\$10,012	\$52,111	\$14,038	\$66,001	\$8,506	\$9,387	\$25,618	\$25,664
Residential Accessory Dwelling Unit	\$1,833	-	\$19,117	\$2,288	\$9,499	\$0	\$1,678	\$1,790	\$1,678
Residential Demolition Permit	\$4,728	\$1,462	\$7,785	\$1,681	\$5,729	\$2,011	\$2,003	\$2,647	\$2,750
Residential Remodel/Repair	\$152,499	\$19,862	\$217,254	\$65,738	\$230,011	\$34,849	\$54,569	\$83,566	\$88,429
	\$1,404,935	\$247,436	\$2,118,747	\$576,165	\$1,563,854	\$147,392	\$388,921	\$498,269	\$814,020

**Percent Change:
Q2'19-Q2'20 = 63%**

Permitting: 2017, 2018, 2019, Q1 & Q2 2020 Comparisons

Permit Type Description	Valuation								
	2017	As of Q1 2017	2018	As of Q1 2018	2019	As of Q1 2019	As of Q1 2020	As of Q2 2019	As of Q2 2020
Commercial Addition	\$4,255,425	\$700,000	\$3,414,932	\$70,000	\$10,582,060	\$14,308	\$78,000	\$49,154	\$78,000
New Commercial Building	\$28,333,309	\$1,375,417	\$44,112,699	\$1,423,080	\$40,797,590	\$393,193	\$3,608,724	\$1,800,578	\$12,932,641
New Commercial Bldg - Multi-Family	\$1,353,942		\$26,345,144	\$22,186,133	\$1,102,392	-	\$4,973,332	-	\$4,973,332
Commercial Remodel	\$16,373,322	\$2,215,012	\$11,497,158	\$2,043,421	\$7,801,427	\$1,326,132	\$3,786,966	\$3,467,096	\$7,756,992
Residential Accessory Structure	\$857,252	\$351,581	\$886,810	\$187,336	\$613,229	\$67,410	\$74,719	\$221,804	\$440,807
Residential Addition	\$1,540,630	\$300,976	\$1,941,963	\$513,798	\$2,756,971	\$270,611	\$375,169	\$765,845	\$1,019,752
Residential Accessory Dwelling Unit	\$59,202		\$749,320	\$83,088	\$332,824	-	\$24,875	\$30,584	\$24,875
Residential Demolition Permit	\$388,355	\$92,351	\$381,269	\$93,798	\$1,083,900	\$153,000	\$116,000	\$208,000	\$315,775
Residential Remodel/Repair	\$3,887,025	\$614,489	\$6,151,940	\$1,729,257	\$62,261,968	\$709,436	\$2,028,633	\$1,828,116	\$3,234,042
	\$76,825,751	\$9,935,536	\$124,074,316	\$37,477,395	\$88,335,917	\$4,312,132	\$16,982,947	\$14,647,920	\$40,950,668

**Percent Change:
Q2'19-Q2'20 = 64%**

Permitting “Quick Facts”

1. Permitting slowed approximately 20% due to COVID-19, March & April
2. Current permitting activity, May 2020 to present is consistent with previous years
3. All 2020 permitting submitted electronically
4. Permit turnaround times are close to last years performance measures
5. City uses outside consultants to process some planning and building permits

Permitting “Performance Measures”

	Quarter 1					Quarter 2				
Permit Type- Current Planning	Target # of Days	Total Permits	Average Days	% w/in Target?	# Outside Target	Target # of Days	Total Permits	Average Days	% w/in Target?	# Outside Target
Zoning Certification	30	5	13.00	100%	0%	30	6	5.6	100%	0
Conditional use	120	0	N/A	N/A	N/A	120	0	N/A	N/A	N/A
Administrative use	120	N/A	N/A	N/A	N/A	120	N/A	N/A	N/A	N/A
Preliminary plat	120	0	N/A	N/A	N/A	120	0	N/A	N/A	N/A
Preliminary short plat	90	2	15.50	100%	0	90	2	20	100%	0
Sign permit	20	11	4.00	100%	0	20	7	10.5	100%	0
Site development permit	90	N/A	N/A	N/A	N/A	90	N/A	N/A	N/A	N/A
Building Permit	20	88	7.00	100%	0	20	73	6	100%	100%
Shoreline permit	180	8	9.50	100%	0	180	12	12.8	100%	100%

Permitting “Performance Measures”

	Quarter 1					Quarter 2				
Permit Type- Current Planning	Target # of Days	Total Permits	Average Days	% w/in Target?	# Outside Target	Target # of Days	Total Permits	Average Days	% w/in Target?	# Outside Target
Residential model homes (basic)	30	0				30	0			
New single family residential	30	7	20.5	80%	2	30	2	12.0	100%	0
Residential additions	30	10	37.0	50%	5	30	217	24.1	95%	1
New multi-family *	30	1	63.0	0%	1	30	0			
New commercial buildings *	30	3	26.3	33%	2	30	3	9.7	100%	0
Commercial tenant improvements - major (change of use)	30	5	1	100%	0	30	20	32.9	70%	6

Businesses And Jobs

Businesses in Lakewood as of 6/30/20

Doing Business in Lakewood	4,309
Physically Located in Lakewood	2,448
Homebased	747
New Businesses Q3-Q4 2019	194
New Businesses Q1-Q2 2020	322

Unemployment

	Jan	Feb	Mar	April	May	Jun
2014	8.20%	8.50%	8.00%	7.30%	7.50%	7.00%
2015	7.70%	7.60%	7.50%	7.20%	6.90%	6.80%
2016	7.70%	7.60%	7.30%	7.20%	6.90%	6.80%
2017	6.30%	6.30%	6.20%	5.90%	5.70%	6.00%
2018	6.70%	6.90%	6.40%	6.00%	5.60%	6.00%
2019	6.80%	6.50%	6.30%	6.00%	5.70%	6.00%
2020	5.50%	5.50%	5.40%	17.70%	17.10%	11.70%

Source: Workforce Central

Jobs

Industry Data, City of Lakewood, WA

2019

Industry	Empl	5 Year % Change in Empl	5 Year Change in Empl
Total - All Industries	31,860	11.0%	3,155
Agriculture, Forestry, Fishing and Hunting	48	-12.6%	-7
Mining, Quarrying, and Oil and Gas Extraction	0	-99.2%	0
Utilities	73	27.0%	16
Construction	1,636	36.7%	439
Manufacturing	1,042	18.7%	164
Wholesale Trade	997	-2.2%	-22
Retail Trade	3,023	-4.2%	-132
Transportation and Warehousing	2,510	18.9%	399
Information	215	-12.5%	-31
Finance and Insurance	611	-1.4%	-9
Real Estate and Rental and Leasing	750	25.3%	152
Professional, Scientific, and Technical Services	919	9.2%	78
Management of Companies and Enterprises	1	-64.9%	-2
Administrative and Support and Waste Management and Remediation Services	1,020	36.2%	271
Educational Services	2,882	7.9%	211
Health Care and Social Assistance	10,930	14.8%	1,407
Arts, Entertainment, and Recreation	712	21.4%	125
Accommodation and Food Services	2,743	12.1%	295
Other Services (except Public Administration)	1,280	-7.7%	-106
Public Administration	468	-16.8%	-95

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Source: JobsEQ®

Note: Figures may not sum due to rounding.

Incentives

- **Strategically Located—Ports, Seattle, Tacoma**
- **No Local B&O Tax**
- Family Wage Job Creation Credit
- Free Commercial Construction Watch Program
- Free Business Watch Program—Retail
- Within Foreign Trade Zone 86
- HUD Section 108 Lending Program
- HUB Zone, EB5 Foreign Direct Investment, and New Market Tax Credit Eligible Areas
- Workforce Customized Training
- **Two Colleges, Pierce College & Clover Park Tech**
- Direct Sounder commuter rail service to Seattle
- **Over \$50 million Capital Improvements Planned**
- **Multifamily Tax Exemption Program**
- **Diversified Residential Opportunities**
- Site Selection & “Wrap-Around” Services
- Beautiful parks, lakes, and open spaces
- Three Opportunity Zones

Coming Soon! PALS Online Permitting

Pre-COVID Work & Associations

Downtown District

Completed Projects:

- Beyler office expansion
- Colonial Plaza
- Dutch Brothers
- Jamba Juice
- Revive Yoga
- Rush Bowl
- ULTA

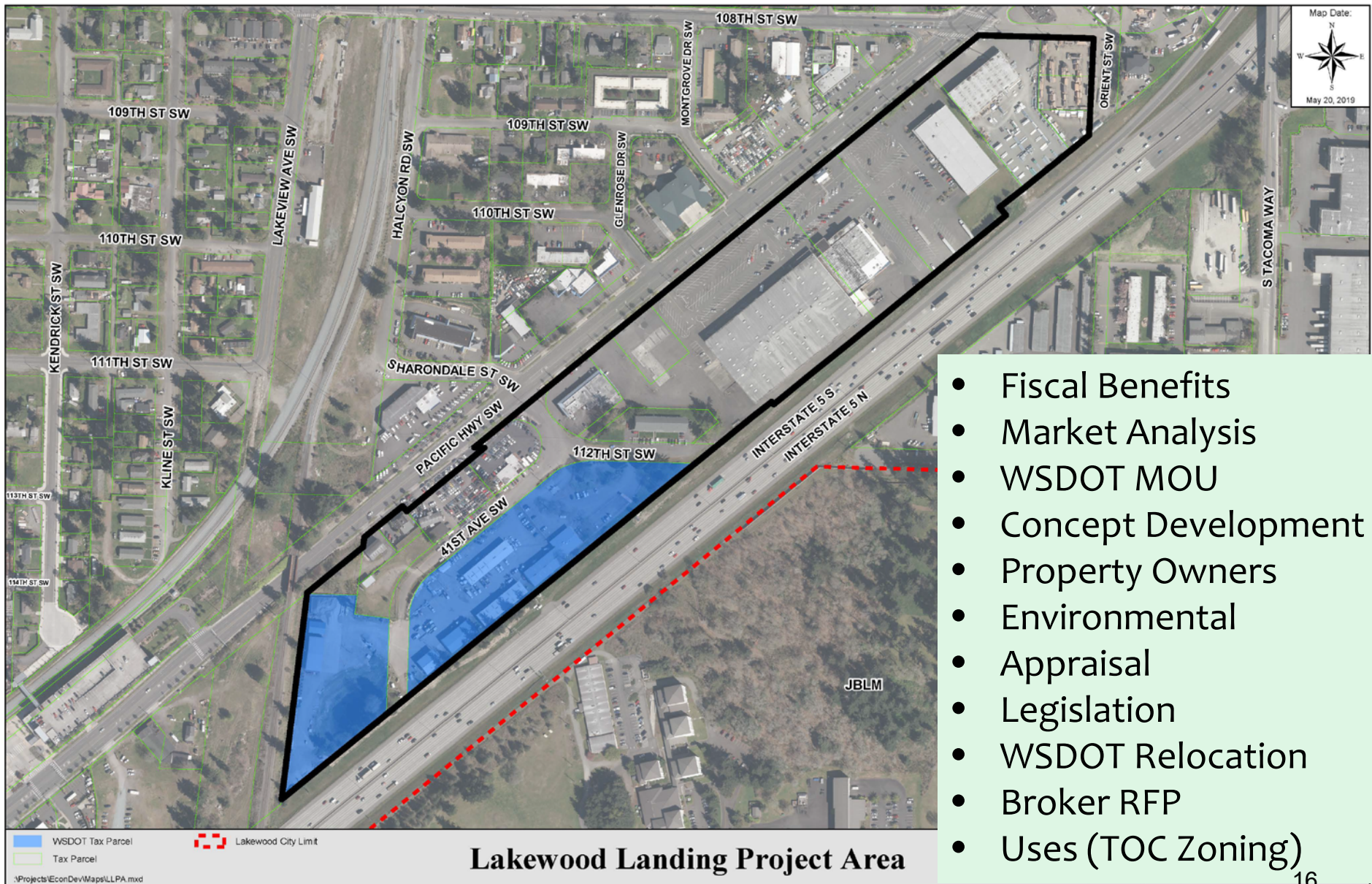
In Permitting:

- Altitude Trampoline Park
- BBQ Pete's
- Bristol Mixed Use
- Sugar Faced Sweets
- Taqueria El Antojo

In The Works:

- Avondale/GLD MF/Mixed Use
- Clover Park Shops
- RPAI, new retail
- RPAI, mixed use
- Infrastructure grants
- Lakewood Library
- EDA Grants & Build Grants

Lakewood Landing



- Fiscal Benefits
- Market Analysis
- WSDOT MOU
- Concept Development
- Property Owners
- Environmental
- Appraisal
- Legislation
- WSDOT Relocation
- Broker RFP
- Uses (TOC Zoning)

Lakewood Landing

Components

- 760 residential units
- 87,000 sf Retail
- Restaurants
- Entertainment
- Central Plaza



Phase I Potential
Creating a Village

Lakewood Landing

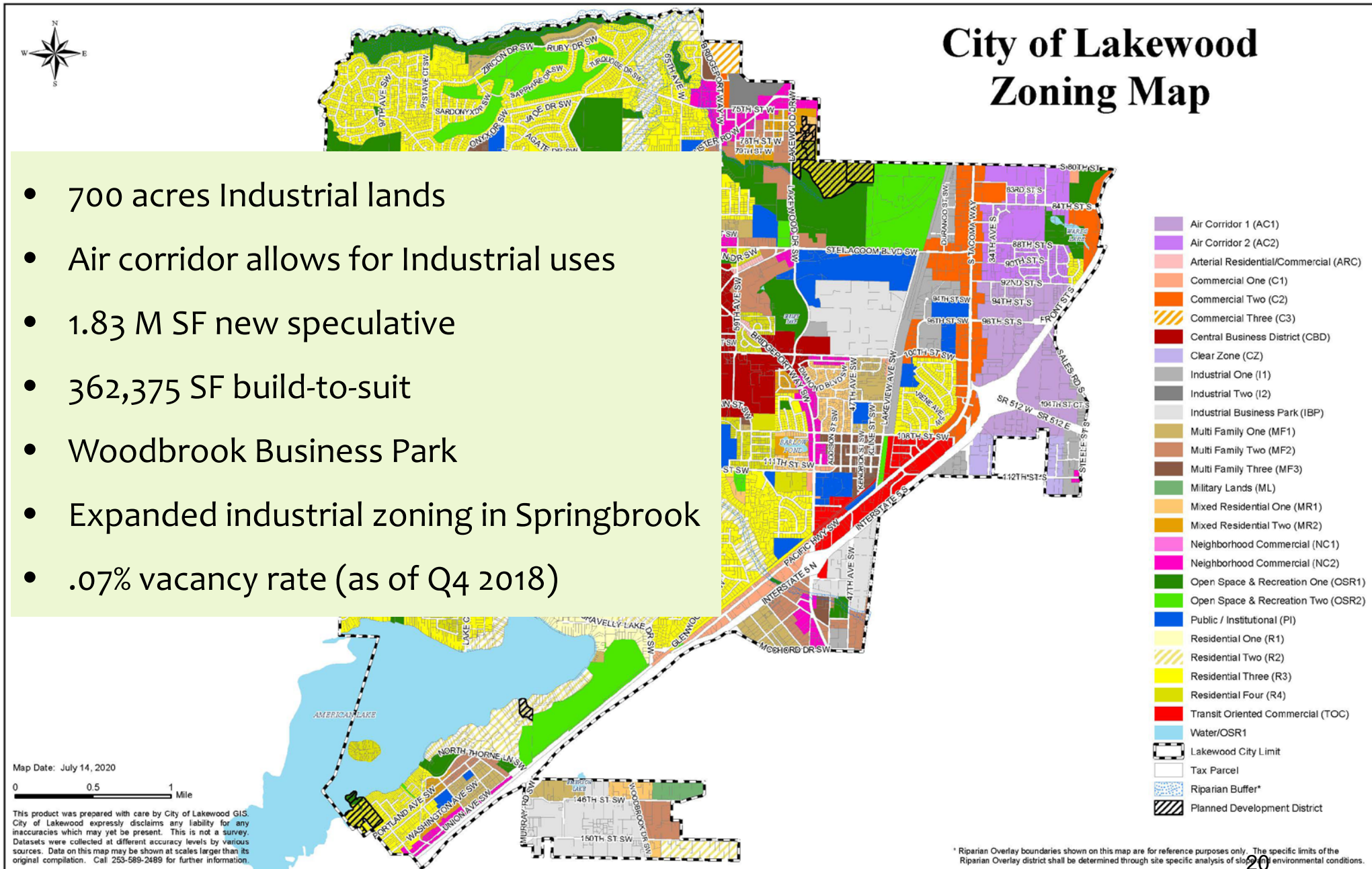


Lakewood Station District



1. New street system
2. Promotion of missing middle housing
3. Form-based code
4. Includes Lakewood Landing area
5. Encourages mixed use, density, retail, and multi-modal transportation
6. Scheduled for adoption April/May 2020

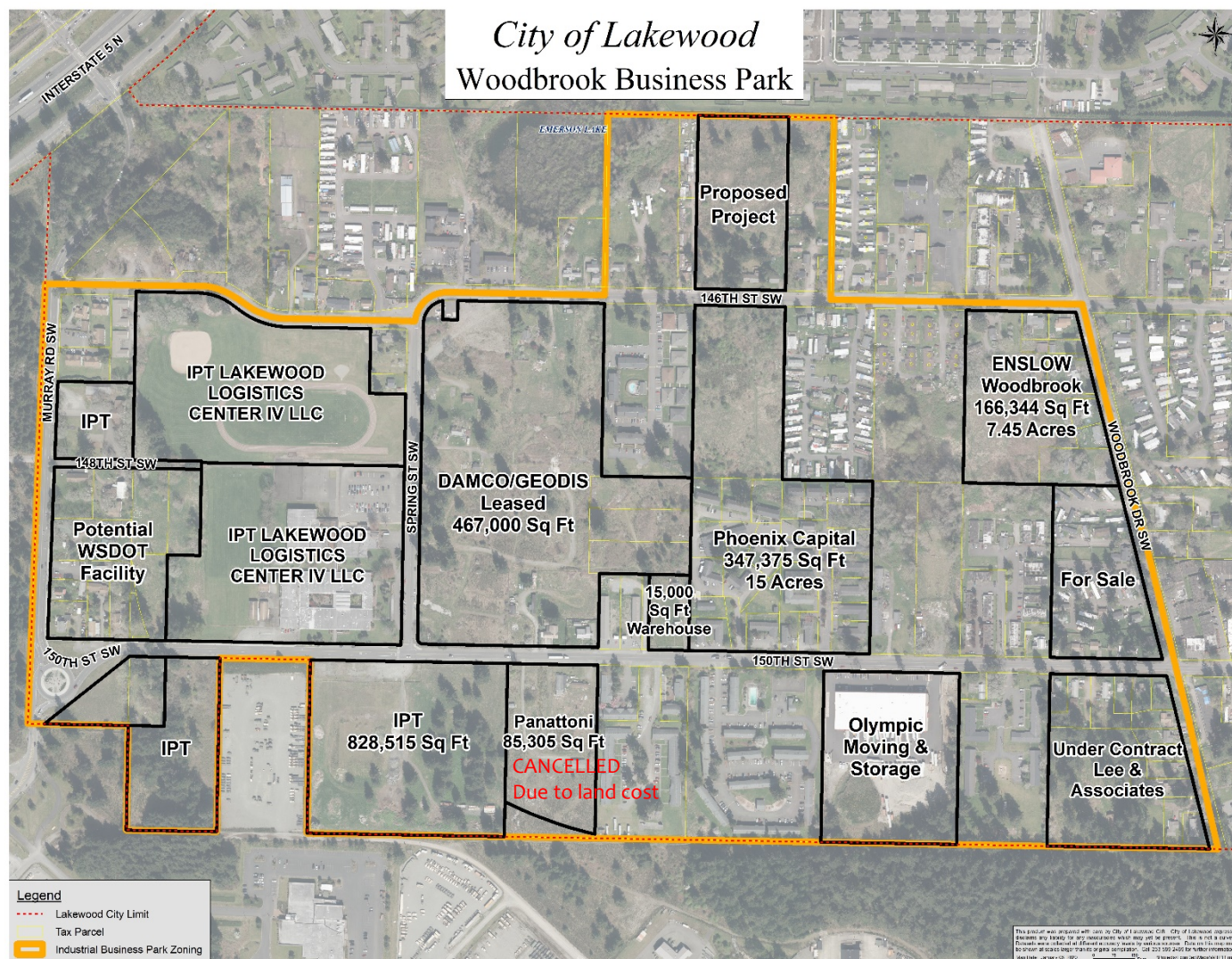
Industrial Development



Industrial Development

Industrial Projects:

- **Star Lite Distribution**
(244,905)
- **Springbrook “Gravel Pit”**
(605,250)
- **IPT Lakewood Logistics**
(828,515)
- **Phoenix Capital/ Benaroya**
(347,375)
- **Enslow Woodbrook**
(166,344)
- **Mini Warehouse (15,000)**



Lakewood industrial projects eager to keep moving!

Other Priority Areas

International District

- Reinvestment
 - Industrial
 - Former Déjà Vu repurpose
- Steilacoom/Durango signalization
- Demo tired buildings

Lakeview/Kendrick Neighborhoods

- Lakewood Station District Subarea
- Reinvestment

North Clear Zone (NCZ)

- DoD Contract
- Zoning, non-conforming uses for NCZ and Air Corridor

Springbrook

- New industrial zoning
- Expanding City park & address Clover Creek environmental

Tillicum

- 2 new massive interchanges

Other Priority Areas

Western State Hospital - Economic Impact Analysis

Exhibit 5. Annual Economic Impacts of 2019 WSH Employment (2020\$)

Impacts	Pierce County				City of Lakewood			
	Employment	Labor Income	Value Added	Output	Employment	Labor Income	Value Added	Output
Direct	2,406	\$227.1 M	\$213.6 M	\$322.7 M	2,406	\$227.1 M	\$227.6 M	\$336.7 M
Indirect	551	\$25.3 M	\$43.9 M	\$83.6 M	36	\$1.6 M	\$3.0 M	\$5.9 M
Induced	695	\$37.9 M	\$73.2 M	\$115.1 M	8	\$0.4 M	\$0.8 M	\$1.1 M
TOTAL	3,652	\$290.3 M	\$330.7 M	\$521.4 M	2,450	\$229.1 M	\$231.4 M	\$343.8 M

Exhibit 7. Annual Economic Impacts of 2030 Current Developments Scenario – WSH Employment (2020\$)

Impacts	Pierce County				City of Lakewood			
	Employment	Labor Income	Value Added	Output	Employment	Labor Income	Value Added	Output
Direct	2,671	\$246.1 M	\$231.5 M	\$349.8 M	2,671	\$246.1 M	\$252.5 M	\$370.7 M
Indirect	597	\$27.5 M	\$47.6 M	\$90.6 M	39	\$1.7 M	\$3.3 M	\$6.4 M
Induced	754	\$41.0 M	\$79.3 M	\$124.8 M	8	\$0.4 M	\$0.8 M	\$1.2 M
TOTAL	4,022	\$314.7 M	\$358.4 M	\$565.1 M	2,718	\$248.3 M	\$256.6 M	\$378.4 M

Note: Given WSH's status as a State hospital, direct state, local, and federal taxes are removed from Value Added and Output results. This accounts for the differential between Pierce County and City of Lakewood Direct Value Added and Output results.

City Services Bi-Annual Revenues

\$90,000 – Police Protection

\$621,000 – Community Policing Partnership

Cost of New Construction

	<u>Current</u>	<u>2030 Master Plan</u>
Permit Fees	\$165,000	\$2,500,000
Sales Tax (up to)	\$1,122,000	\$17,000,000

Less Restrictive Alternative (LRA) Placement

Washington state is one of 20 states that allow for less restrictive settings within LRAs, such as Adult Family Homes.

Lakewood has many LRAs due to proximity to Western State Hospital.

Housing

2020 numbers through Q2

- * 23 New SFR Applied For
w/Avg Value = \$366,486
(12, 2019; avg value = \$326,110)
- * 4 New Short Plats/6 Finaled
- * 3 Final Plats (55 lots)
- * 2 MF finaled (248 units); 2 MFTE
- * 1 new mixed use (7 units plus office on Bristol)



Safe adequate housing at varying price points is crucial for business retention and attraction

Housing

Rental Housing Safety Program

	Q1 2019	Q1 2020	Q2 2019	Q2 2020
Total Properties Registered	1,497	1,362	1,734	1,578
Total Units Registered	7,386	7,612	9,067	8,752
Total Initial Property Inspections	6	3	139	10
Total Initial Units Inspections	11	3	409	24*
Failed Initial Inspections	4	3	124	9

MF Repairs and Remodels

(9/1/19-6/30/20)

- Clover Creek Apartments
- Four Fountain Apartments
- Garden Park Apartments
- Hawaiian Apartments
- James Apartments
- Lakewood Garden Park Apartments
- Laurel Court Apartments
- Malibu Apartments
- Merrill Creek Apartments
- Oakridge Apartments
- Pacific Ridge Apartments
- Pacific Walk Apartments
- Ridge Apartments
- Royal Oaks Apartments
- Springtree Apartments
- Seeley Lake Apartments
- Terrace Apartments
- Tower Court Apartments
- Washington Oaks Apartments
- Woodland Estates Apartments



*Third quarter activity increased significantly and target fee collection is at 70% for 2020, as of July 31st.

Who's Who on Development Projects

Contractors and Developers Working with Lakewood Active in 2020

A & C Construction	Constructions LLC	Northwest New Homes
Abby Road Group	Contour Engineering	Olevitt Properties
Absher Construction	DCI Development	Pacific Coast Renovations
AHBL Inc.	Dick Hook Construction	Pacland
American West Contracting	Dimension Group Inc.	Phase II General Contractor
Ameriglas Restoration	Eklund Homes	Reier Construction
Apex Engineering	Emerald City Enhanced	Ronhovde Architects
Barghausen Consulting	Farrah Real Estate	Scott Facility Services
BCI Properties	Freiheit Architecture	Sitts Hill Engineers
Barrett Development Corporation	Garrette Custom Homes	Spencer Construction
BCRA	GNS Construction	Sound Design Group
Belocura Construction	Harrison Homes	Studio Point 253
Benaroya Company	HC Homes	Thorium Construction
Bexco Property	James Guerrero	Toto Homes
Beyler Consulting	Jon Graves Architects	Trademark Residential
Black Creek Group	Kaul Design Architecture	Vector Development
BPH Architects	Lai Design Group	Washington Design Group
Building Integrity	Mcgranahan Architects	Wig Properties
Centurian Prooperties	Marrick Lentz Architect	Woodland Industries
CJK Legacy Investments	Moscow Main LLC	Zenczak & Partners

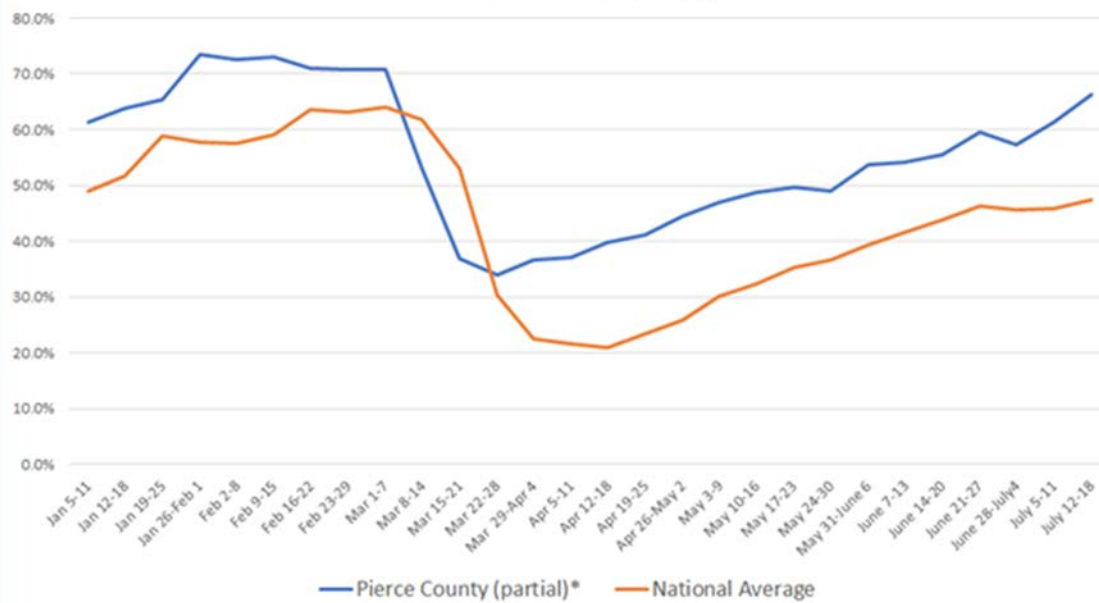
Active Recruitment

Kirk Rector	Affinity
Kevin Berg	Berg Residential
Brad Bastian	BN Builders
Steve Ulrich	Compass Construction
Eric Campbell	ESP Group
Jack Trainor	Horizon Partners
Darin Dougherty	Lease Crutcher Lewis
John Graham	Redhawk Group
Craig Ramey	Regeny Centers
Scott Walker	Rush Construction
Michael Christ	Seco Development
Eric Evans	Shelter Holding
Patrick Rants	The Rants Group
Doug Exworthy	TRF Pacific
Peter Davoren	Turner Construction
Matt Parent	Venture General Contracting
Ryan Patterson	Vintage Housing
Mike Ducey	W.G. Clark Construction

Hospitality

June 12-18, 2020

2020 Hotel Occupancy



	Occupancy (Y-O-Y)	ADR (Y-O-Y)	RevPAR (Y-O-Y)
Puyallup / Sumner+	69.5 (-23.6%)	\$91.54 (-27.5%)	\$63.59 (-44.6%)
Tacoma Mall / Hosmer+	52.3% (-33.6%)	\$84.20 (-8.1%)	\$44.06 (-39.0%)
Downtown Tacoma / Tacoma Dome+	70.2% (-21.4%)	\$111.98 (-29.4%)	\$78.61 (44.6%)
DuPont / Lakewood+	71.6% (-19.0%)	\$102.20 (-13.4%)	\$73.16 (-29.9%)
Fife+	67.8% (-20.4%)	\$71.89 (-15.1%)	\$48.74 (-32.4%)

Occupancy = Number of occupied rooms vs. available rooms

ADR = Average daily rate

RevPar = Revenue per available room

Source: Travel Tacoma Mt Rainier Tourism & Sports

Retail & Restaurants

- Some national chains reducing footprints, especially restaurants
- Shopping centers adapting to change
- Fairing better than larger cities, and some other states (JBLM, Proximity)
- Significant new interest in South Sound opportunities

Pierce County must get to Phase 4 to see local economic improvement

Retail and office are going to be most affected.
Industrial is very busy right now, specifically with businesses that COVID-19 has supported (logistics, medical, food, refer-freezer).
Small businesses are feeling the effects of the continued shut downs.
This is most concerning for “Mom and Pop” survivability.

U.S. Office Market

- Loss of 4 million office jobs between first and second quarters (24 m total-all jobs)
- 4.8 million jobs added in June (all jobs), driving UE to 11%
- Office-using job sector resilience waning as pandemic continues
- Leasing velocity slower than any prior economic downturn
- Landlords, for the most part, accommodating short-term (3-6 mo.) extensions
- Largest leases inked by tech firms
- WeWork and other co-working firms have suffered greatly
- Absorption negative for the first time in a decade (just above 10%)

Lakewood Office

- Mixed bag – lots of renegotiations; closures due to longevity of the crisis
- Two office buildings full for the first time in years – Lundstrom and Clover Park Shops
- Significant office recruitment effort for U.S. Space Command Headquarters

Industrial & Commercial

- Spec developments not as attractive, but still active in the Puget Sound (long game)
- New supply may meet negative demand for the next three quarters
- Collecting rent from existing tenants is a higher priority than rent growth
- Investment volume lowest quarterly since 2010 (travel restrictions, underwriting uncertainty, and pricing disconnect)
- Deal volume for industrial down the least
- Lakewood projects slowed, and some put on hold.
- Lakewood better positioned to benefit from recovery (smaller market; no huge buildings)

Taking Action

What the City is doing?

- Continued excellence in services
- Increased BRE (72 completed)
- Increased recruitment activity
- Surveys, and communication
- Continue BYBH (adapted) campaign
- Increased south sound, and regional partnerships
- Temporary outdoor seating
- CARES Act grants
- CDBG-CV deferred loan (now grant)
- EDA grant applications
- Adapting, and taking action to promote growth!

What businesses are doing?

- PPP, EIDL
- Forming partnerships
- Assisting employees
- Managing growth
- Managing perceptions
- Renegotiating leases and mortgages
- Managing supply chain issues
- Managing stress and uncertainty
- Bolstering virtual infrastructure
- Saving cash
- Looking for new opportunities
- Adapting, reinventing, waiting, closures

Biggest Challenges

Municipal government continuity

- Revenue streams
- Maintaining communications
- Constantly adapting
- True economic recovery to occur in Phase 4

Business assistance (overwhelming numbers)

- Business closures (unknown)
- End not yet in sight

Transitioning to new ways of doing business

- Social distancing, PPE
- Competitive market
- Technology acceleration



Priorities

PALS

Capital / infrastructure projects

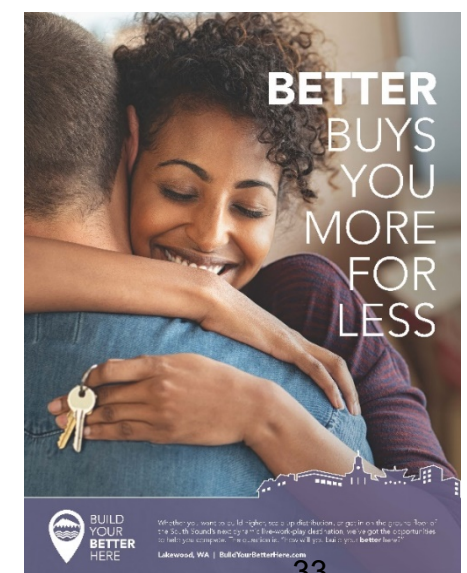
Municipal services efficiencies, codes & policies

Lakewood Station District Subarea plan

Downtown development and industrial development

Short and long-Term current projects (particularly Lakewood Landing)

Increasing collaboration



Big Concepts

Business Retention and Expansion (BRE)
through outreach, surveys, and assistance

Recruitment and Attraction

Workforce

Education

Innovation & Entrepreneurialism



GROWTH!



TO: City Council
FROM: Tiffany Speir, Long Range & Strategic Planning Manager
THROUGH: John Caulfield, City Manager *John E. Caulfield*
DATE: August 10, 2020
SUBJECT: Update regarding Lakewood Station District Subarea Plan

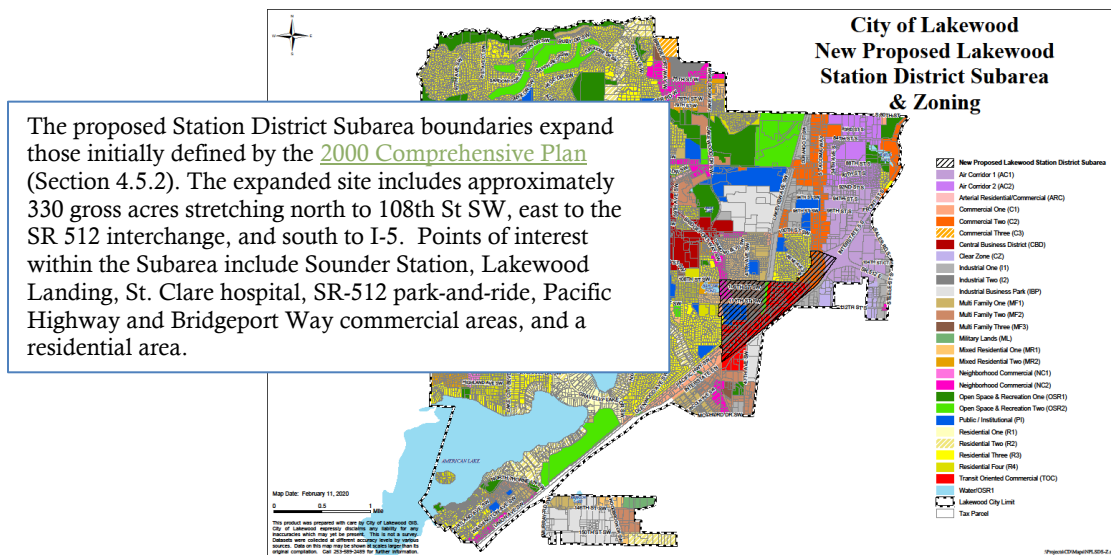
PURPOSE OF THIS MEMORANDUM

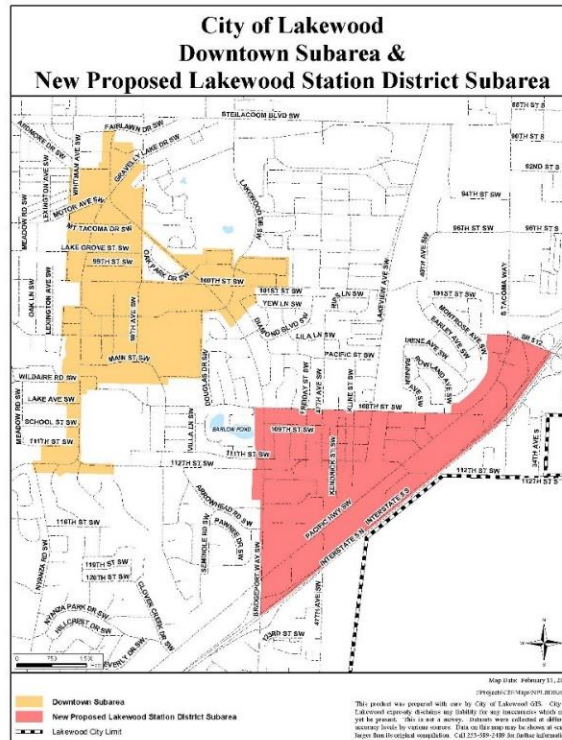
- Review current drafting and legislative schedules and content of work product to date;
- Review public online survey results which were concluded July 15, 2020; and
- Review outstanding policy issues.

BACKGROUND

Lakewood has recognized the need for, and memorialized initial design for, a subarea plan in the Lakeview Neighborhood/Lakewood Station District since adopting its first Comprehensive Plan in 2000. In November 2019, the State Department of Commerce awarded Lakewood a grant (“E2SHB 1923 Grant program: Selected Actions to Increase Residential Building Capacity”) to prepare a Lakewood Station District Subarea (LSDS) Plan, a SEPA-based Planned Action, and an implementing Hybrid Form-Based Code.

On January 13, the City Council directed that the LSDS boundaries included in the current Comprehensive Plan be updated as shown on the maps below in hatchmarks and in red:



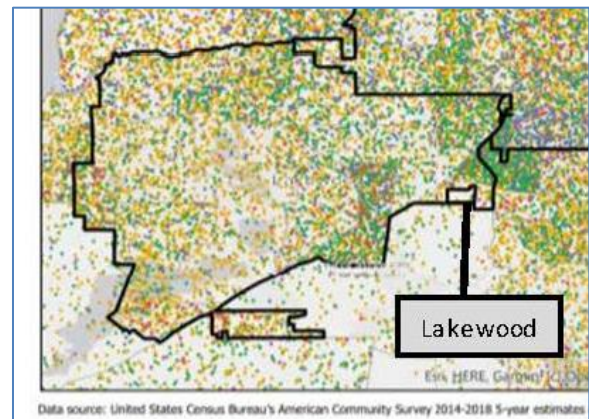


On May 18, the City Council was provided an update regarding development of the LSIDS package that included information about the public engagement plan, which is sensitive to the languages spoken in the subarea, and coordination with the Lakewood Landing project.

Exhibit 4. Race and Ethnicity (2019)

	LSIDS 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.



LAKEWOOD – Consolidated Plan - OMB Control No: 2506-0117

In May, the Council received copies of materials completed to date, including: an LSDS situational assessment report; a report on the area's existing zoning and regulation scheme; a projected scheme for the hybrid form-based code; and the LSDS Public Engagement Plan.

DISCUSSION

Adoption Schedule

Per the City's grant, the LSDS package is due to the Department of Commerce by June 1, 2021. CEDD has provided regular status reports about the development of the LSDS package to the Planning Commission in 2020 (February 5, April 29, and July 15 to date.) The Commission will begin reviewing the draft package in September, hold a public hearing on the draft Plan and Hybrid Form-Based Code on November 18, and then take action to forward its recommendation to Council by the end of the year. (The Planned Action will not be presented for review or action by the Commission per the SEPA process.) To comply with grant requirements, final Council action will occur no later than May 24, 2021.



Progress to Date

The LSDS website, www.LakewoodStation.org, has been kept updated as this drafting process has proceeded.

Due to COVID-19 protocols, the City of Lakewood will be holding meetings and outreach efforts online until traditional methods of engagement are once again possible. Learn more about the station area and how to participate in the plan by clicking the tabs above.

Station District Subarea Plan | Home

All aboard for the future!

As the City plans for an additional 11,500 residents by 2030, the process has begun to draft the Lakewood Station District Subarea Plan.

The Downtown Subarea is expected to be the home for about 20% of these new residents. New housing in the area near Lakewood Station would also help meet this growth target. In addition, the plan could:

- Provide additional affordable housing for current and future residents
- Add businesses and employment opportunities
- Maximize access to transit and use of the Sounder Station
- Improve safety for pedestrians and bicyclists
- Prevent the displacement of current residents when redevelopment occurs
- Complement planning in the Downtown area

Opportunity abounds in the Lakewood Station District area to not only improve it for current residents and businesses, but to plan for the next 100+ years.

SHARE YOUR THOUGHTS

Your input will help shape a Plan for the District that's grounded in the first-hand experiences of the community it will serve.

**City of Lakewood
Downtown Subarea &
New Proposed Lakewood Station District Subarea**

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 and feedback about current issues and their respective planned activity within the LSDS boundaries.

Due to COVID-19 restrictions, the public outreach efforts for the LSDS package have been altered and currently include the LSDS website, the City's website, on-line surveys, virtual discussion at the Planning Commission, and regular mailings to residents and businesses within and near the LSDS area. If COVID-19 restrictions are relaxed before Planning Commission action this fall, other options such as in-person open houses and public meetings will be utilized as well.

This spring and summer, two mailings were sent out to area residents and businesses: first, to notify them of the LSDS Subarea Plan process; and second, to invite their participation in an online survey, intended verify whether the vision and priorities included in the City's Comprehensive Plan are still consistent with today's reality. The survey was open between May 26 and July 15 and also incorporated questions from Sound Transit since the access improvements at the Sounder station were planned to be constructed within the same general time frame as the drafting of the LSDS Plan. Approximately ninety five (95) survey responses were received (a summary of the responses is attached.)

"Walkshop" materials were also developed and circulated for adults and children to use as a way to gather impressions of the existing area while experiencing it as well as to share their desires for the area in the future. Approximately 5 walkshop responses were received (attached.)

As in the Downtown Subarea, the LSDS Planned Action will project future build out and the cumulative environmental impacts, and allow for individual projects constructed in the future to move forward without having to perform a SEPA review. The planning horizon year will be 2035 as it is in the Lakewood Comprehensive Plan and Downtown Plan. The consultants will complete work on a preliminary draft Planned Action by August 15, at which time it will be released for informal public comment. The formal SEPA public comment period will be held once the Planning Commission has provided its recommendation on the Plan and Hybrid Form-Based Code to the Council.

Next Steps

The initial draft Plan and Hybrid Form-Based Code will be completed by September 15. The City will host a virtual stakeholder meeting regarding the LSDS package to gather feedback prior to October 21, when the Planning Commission will begin its formal review. The Commission is currently scheduled to take action on its recommendation no later than December 16. The City Council will begin its formal review of the recommendation in January 2021.

POLICY ISSUES REGARDING THE LSDS CURRENTLY UNDER REVIEW

First, many of the Lakewood Station District Subarea's Hybrid Form-Based Code frontage types will be similar to those adopted with the Downtown Subarea Plan; however, it is

expected the LSDS' Code will also include new frontage types with an emphasis on “missing middle” row housing (attached single family units with parking.)

Most (over 80%) of the LSDS dwellings today are multifamily:

Type	Sum of Units
1 1/2 Story Fin	14
1 Story	68
2 Story	4
Add-on Only Res	0
Apartment <= 3 Stories	20
Detached Garage	0
Duplex 1 1/2 Story	2
Duplex One Story	20
Duplex Two Story	10
Home For the Elderly	5
Mixed Retail w/ Res Units	15
Multiple - Residential	662
RV/Mobile Home Park	38
Triplex One Story	3
Triplex Two Story	3
Grand Total	864

In terms of displacement potential per the current zoning, approximately 71 of the 86 single family homes could redevelop with multifamily or commercial uses allowed by zoning. In addition, 88 units in the RV Park, multiplexes or multifamily complexes could redevelop. There is capacity to replace the units if redevelopment occurs. The Subarea Plan will also identify strategies to address displacement and provide for affordable quality housing.

Second, densities in some parts of the LSDS are planned to increase, but are anticipated to be less than what is currently shown in existing planning documents and development regulations. For example, the MF3 zone is currently built out at an estimated 21% of its 54 units per acre maximum capacity. Based on projected growth, it will go to 68% of maximum capacity if no changes are made to the allowed density in MF3.

Zone	Sum of Residential Units	Sum of Land Acres	Density Achieved	Max Density	% of Max Density Achieved
Multifamily 3: 2020	475	40.9	11.6	54	21%
Multifamily 3: 2035	1,502	40.9	36.7	54	68%

The geographic locations where density changes are proposed have not been formalized.

Third, many of the streets in the subarea do not have curb, gutter, or sidewalks. There is a lack of definition between public right-of-way and private property. Parking occurs along the street edge often on gravel shoulders and without a consistent pattern. Right-of-way widths vary from 60 feet to 80 feet. Establishing a street typology for the LSDS has been

particularly challenging and is currently not fully resolved.

As part of the Planned Action transportation review, the two options were developed for Lakewood Landing: Option 1 extended a mixed-use concept to the all phases of the Lakewood Landing site (as well as reallocated dwellings based on capacity to more areas of the study area given the areas of focus for more townhomes, etc.); Option 2 targeted mixed-use in phase 1 of Lakewood Landing and assigned 3,000 jobs related to office use on the rest of the Lakewood Landing site for future development. Both options also located 30 jobs related to roughly 15,000 SF of space for small office or live/work space in a MF3 area where mixed use is contemplated across from the station.

After discussion between consultants and the City, the consultants are exploring whether the Planned Action can include higher overall transportation trips from development (concentrated in future phases of Lakewood Landing) and also allow for flexibility within the SEPA analysis without requiring either capital improvements or a change in intersection levels of service.

ATTACHMENTS

Attached hereto are LSDS public engagement items, including:

- the introductory mailer;
- the on-line survey;
- the “walkshop” materials; and
- a compilation of survey and walkshop responses.

Also attached are several items that have been delivered to date to the WA Department of Commerce per grant requirements:

- the existing zoning and regulation scheme within the LSDS boundaries;
- a “situational assessment” of the LSDS area that describes the status quo of land use and housing;
- a projected scheme for the hybrid form-based code; and
- the LSDS Public Engagement Plan.

Also attached are excerpts from the Lakewood Comprehensive Plan and other City Council adopted policies and directives supporting the adoption of a LSDS Plan.



108th St SW

SR 512

SR 512/I-5
Park-and-Ride

Bridgeport Way SW

St. Clare
Hospital

Pacific Hwy SW

Sounder
Station

I-5

Help shape
the future of the
**Lakewood
Station District**



6000 Main Street SW
Lakewood, WA
98499

Lakewood is planning for the area around the Sounder Station to become a transit-oriented, high-density employment and residential district.

The district will feature multi-unit affordable and mixed-income housing, health care services, open space, parking, new sidewalks, shopping, services, and more.

Does this match your vision for the neighborhood? [Take a quick survey and learn more:](#)

lakewoodstation.org

PRSRT STD
US POSTAGE

PAID

LAKEWOOD, WA
PERMIT NO. 1119

Lakewood Station District Survey



This survey asks questions about the area around the Lakewood Station, or the Sounder Station near Pacific Highway. We are calling this the Lakewood Station District subarea, or LSDS.

We estimate that this survey will take about 10 minutes to complete. Thank you for your time – your input will help shape the future of this area.

Want to take this survey online? Visit www.lakewoodstation.org.

1. Please tell us about your connection to the study area. Please choose all that apply.

- ☐ I live in this area.
- ☐ I work in this area.
- ☐ I live in Lakewood, but outside of this area.
- ☐ I work in Lakewood, but outside of this area.
- ☐ I do not live or work in Lakewood.

Part 1. The Future Station District

The City of Lakewood has been thinking about the future of the Station District and already included some ideas in its 20-year plan for the City. This looks at the Station District as a redevelopment area that would support more housing, jobs, and amenities. We want to know what you think of these ideas and we want to hear your ideas for the future.

2. Tell us how important the following ideas are for the Lakewood Station District in the future.

	Very Important	Important	Not Important	Not Sure
Add new homes to this area in the form of condos, apartments, or townhouses.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Add new jobs in this area to maximize use of the Sounder Station.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Add sidewalks and pathways that make it easier and safer to walk in this area.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Add new retail, restaurant, and entertainment uses to this area.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Add a mix of new uses that include homes, jobs, retail, and services.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Create better transit, bicycle, and pedestrian connections to Downtown Lakewood.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Add new open spaces and parks.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Ensure the area is well designed and attractive.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

3. What would you like to see in this area in the future?

Part 2. The Current Station District

Please tell us what you like about the Lakewood Station Area today and what you would like changed.

4. What do you like most about Lakewood Station District today? Please choose up to three.

- | | |
|---|---|
| <input type="checkbox"/> The housing is affordable in this area. | <input type="checkbox"/> The location is good for business. |
| <input type="checkbox"/> I can live close to where I work. | <input type="checkbox"/> My customers or clients live or work close by. |
| <input type="checkbox"/> I like the people I know in this neighborhood. | <input type="checkbox"/> This area is easy for my customers to get to. |
| <input type="checkbox"/> Businesses are close to my work or home. | <input type="checkbox"/> This area is close to JBLM. |
| <input type="checkbox"/> My home has some outdoor space. | <input type="checkbox"/> I do not know or chose not to answer |
| <input type="checkbox"/> It is easy to commute to or from here. | <input type="checkbox"/> Other (please specify) |
| <input type="checkbox"/> The Sounder Station is close by. | |
| <input type="checkbox"/> I feel safe here. | |

5. Tell us your three favorite places in the station district. Please be as specific as possible. For example, if your favorite place is business, please name the business, such as *El Mercado Latino*, instead of entering *grocery store*.

- 1) _____
- 2) _____
- 3) _____

6. What would you like to see changed in the Lakewood Station District? Please choose up to three.

- | | |
|---|---|
| <input type="checkbox"/> Make it easier to walk around this area. | <input type="checkbox"/> Opportunities for residents to work nearby. |
| <input type="checkbox"/> Make it easier to bike around this area. | <input type="checkbox"/> Opportunities for workers or employees to live nearby. |
| <input type="checkbox"/> More housing options in this area. | <input type="checkbox"/> Better connections to get to Downtown Lakewood. |
| <input type="checkbox"/> More affordable housing in this area. | <input type="checkbox"/> More frequent transit service. |
| <input type="checkbox"/> Make it easier to own a home in this area. | <input type="checkbox"/> More community or neighborhood events. |
| <input type="checkbox"/> More green spaces or parks. | <input type="checkbox"/> I do not know or chose not to answer. |
| <input type="checkbox"/> More businesses in this area. | <input type="checkbox"/> Other (please specify). |
| <input type="checkbox"/> Fewer businesses in this area. | _____ |
| <input type="checkbox"/> Different businesses in this area. | |

Part 3. COVID-19 Pandemic

5. If you live in Lakewood, how have you adapted to the COVID-19 pandemic? Choose all that apply.

- | | |
|---|--|
| <input type="checkbox"/> I do not live in Lakewood. | <input type="checkbox"/> I go to stores for necessities |
| <input type="checkbox"/> I work from home | <input type="checkbox"/> I wear masks/gloves and social distance to go shopping or to recreate or conduct other necessary activities |
| <input type="checkbox"/> I am an essential worker and continue to go to my work | <input type="checkbox"/> Other (please specify) |
| <input type="checkbox"/> I have children that are doing school remotely from home | _____ |
| <input type="checkbox"/> I have food delivered to my home | |

6. If you live in Lakewood, what concerns do you have about the stability of your housing due to the COVID-19 pandemic?

- | | |
|--|--|
| <input type="checkbox"/> I do not live in Lakewood. | <input type="checkbox"/> that I do not normally live with. |
| <input type="checkbox"/> I am concerned that I may lose my housing in the next few months. | <input type="checkbox"/> I have already lost my housing. |
| <input type="checkbox"/> I am concerned that I might lose my housing before the end of the year. | <input type="checkbox"/> I have no concerns |
| <input type="checkbox"/> I am sharing housing with friends or family | <input type="checkbox"/> I am not sure. |
| | <input type="checkbox"/> Other (please specify) |
-

7. If you live in Lakewood, what resources or measures do you think are needed to assist you or your neighborhood in recovering from the COVID-19 pandemic?

8. Do you own a business in the study area?

- | | |
|------------------------------|-----------------------------|
| <input type="checkbox"/> Yes | <input type="checkbox"/> No |
|------------------------------|-----------------------------|

9. If you work or own a business in Lakewood, how has your business responded to the COVID-19 pandemic? Please choose all that apply.

- | | |
|---|---|
| <input type="checkbox"/> I do not work or own a business in Lakewood. | <input type="checkbox"/> Shifted to contactless delivery at current site. |
| <input type="checkbox"/> My business has closed temporarily. | <input type="checkbox"/> Shifted to increased delivery at home. |
| <input type="checkbox"/> My business had closed permanently. | <input type="checkbox"/> It has not shifted |
| <input type="checkbox"/> Alternate hours. | <input type="checkbox"/> Other (please specify) |
| <input type="checkbox"/> Reduced employees. | |
| <input type="checkbox"/> Alternate location. | |
-

10. What resources or measures do you think are needed to assist in the economic recovery of affected businesses in Lakewood?

Part 4. Lakewood Station

Lakewood Station is served by several transit routes, including Sounder commuter rail service traveling north to Seattle on weekdays and multiple bus routes.

Sounder South trains offer a dependable, traffic-free commute between Lakewood and Seattle. Sounder also runs for select Seahawks, Mariners, and Sounders FC games and other special events on weekends, such as the Washington State Fair. Eight roundtrips serve Lakewood Station, heading northbound in the morning and southbound in the afternoon. *[Note - service is temporarily reduced due to covid-19.]*

In addition, Sound Transit Express routes 592 and 594 provide express service north to Seattle, while route 580 connects with Puyallup Station. Pierce Transit and Intercity Transit also provide bus service at Lakewood Station.



11. How do you interact with Lakewood Station? Please choose all that apply.

- | | |
|---|---|
| <input type="checkbox"/> I take transit to or from the station occasionally. | <input type="checkbox"/> I live nearby. |
| <input type="checkbox"/> I take transit to or from the station regularly (once a week or more). | <input type="checkbox"/> I work nearby. |
| | <input type="checkbox"/> None of these. |

12. Would any of the following changes make you more likely to use Lakewood Station? Please choose all that apply.

- | | |
|--|--|
| <input type="checkbox"/> Better walking connections | <input type="checkbox"/> Additional parking at the station |
| <input type="checkbox"/> Better bicycling connections | <input type="checkbox"/> None of these. |
| <input type="checkbox"/> Better local bus service connections to the station | <input type="checkbox"/> Other (please specify _____) |

13. What do you value most in a transit system. Please choose your top two from the list.

- | | |
|---|---|
| <input type="checkbox"/> Convenience | <input type="checkbox"/> Access to work/school/home/other destination |
| <input type="checkbox"/> Environmental sustainability | <input type="checkbox"/> Other (please specify _____) |
| <input type="checkbox"/> Reliability | |
| <input type="checkbox"/> Affordability | |

Part 5. Tell us about you

In this section we want to know more about you. This helps us know if we are collecting ideas from the whole community. The information in this section is anonymous.

14. What is your age? _____

15. Please share your cultural or ethnic identity. Use the term you feel most comfortable with. Examples might be: African-American, Latino, White, Native, Korean, or Asian-American.

16. Do you rent or own your home?

☐ Rent

☐ Own

17. What is the best way to let you know about the plan as it is developed? Please choose all the apply.

☐ Email

☐ Website

☐ Postcard

☐ Other (please specify)

☐ Facebook

☐ Posters

Thank you

Thank you! We really appreciate you taking a few minutes to tell us about your ideas for the community. Your answers will help shape the future of the Lakewood Station District. Stay up to date on this project by visiting www.lakewoodstation.org. You can also join the City's mailing list to receive updates about this project.

Would you be interested in sharing more experiences and ideas with us about this area? If so, please enter your email address below or contact Tiffany Speir at tspeir@lakewoodwa.gov or 253.983.7702.

Email _____



Lakewood Station District Subarea Plan

SELF-GUIDED WALKSHOP

Help shape the future of the Lakewood Station District! As the City develops the district's Subarea Plan we want to understand community priorities.

We're asking for volunteers to spend 15 minutes exploring the Station District (map on reverse) and report back about your experience.

Step 1: **PLAN** your trip

Once you've decided how you want to move through district (i.e. walking, driving, cycling), plan your route or select starting point. If there's a kid in your life who might join you, invite them to follow along using the kids' worksheet.

Please return this form
and any pictures, videos,
sketches, maps or other materials
from your journey to:

tspeir@cityoflakewood.us

-or-

City of Lakewood Planning
6000 Main Street SW
Lakewood, WA 98499

Step 2: **EXPLORE** the Station District & **DOCUMENT** your experience

As you move through the Station District, what do you notice? (e.g. nature, color, public spaces, buildings, street features, art, or feelings of safety?) Snap photos, record video, draw, or take notes along your journey.

Step 3: **SHARE** your thoughts

What do you **like most** about the Lakewood Station District?

What would you like to see **changed** in the Lakewood Station District?

What are your **greatest hopes** for the future of the Lakewood Station District?

Step 4: **RETURN** this form to the address above.

Lakewood Station District Subarea Plan

ABOUT THE PROJECT



As the City plans for an additional 11,500 residents by 2030, the process has begun to draft the Lakewood Station District Subarea Plan. New housing and development near Lakewood Station could:

- Provide additional affordable housing for current and future residents
- Add businesses and employment opportunities
- Maximize access to transit and use of the Sounder Station
- Improve safety for pedestrians and bicyclists
- Prevent the displacement of current residents when redevelopment occurs
- Complement planning in the Downtown area

Opportunity abounds in the Lakewood Station District area to not only improve it for current residents and businesses, but to plan for the next 100+ years.

Learn more at lakewoodstation.org

KIDS ONLY!

Lakewood Station District Subarea Plan

WHAT DO YOU NOTICE?



First Name: _____ Age: _____

During your adventure, write or draw answers to these questions:

What do you **SEE**?

What do you **HEAR**?

What do you **SMELL**?

What do you **FEEL**?

KIDS ONLY!



Lakewood Station District Subarea Plan

[NAME TBD]

First Name: _____ Age: _____

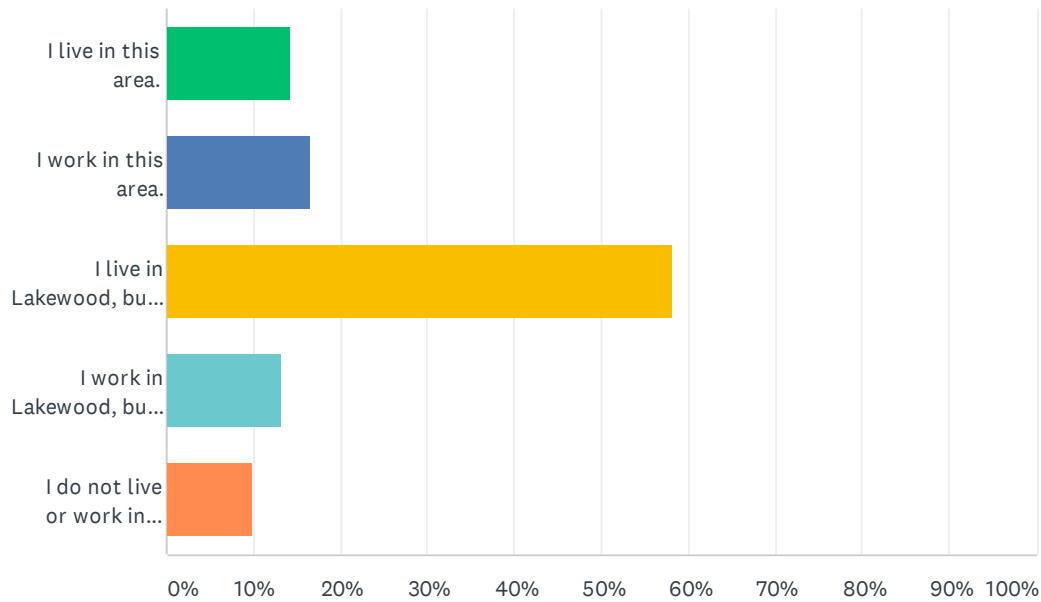
After your adventure, write or draw answers to these questions:What did you **LIKE BEST**?

What did you **LIKE LEAST**?

What do you **WISH FOR**?

Q1 Please tell us about your connection to the study area. Please choose all that apply.

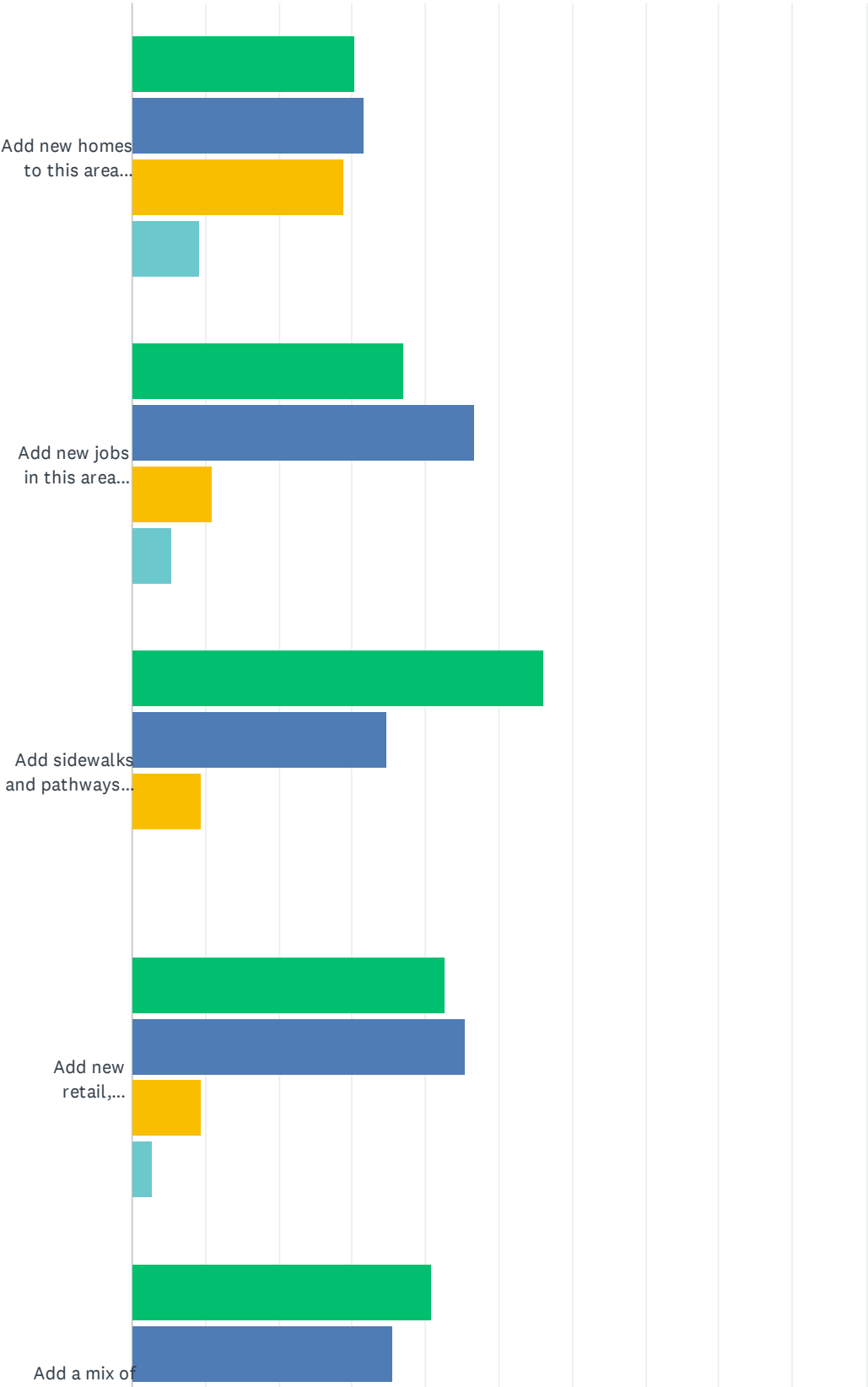
Answered: 91 Skipped: 1



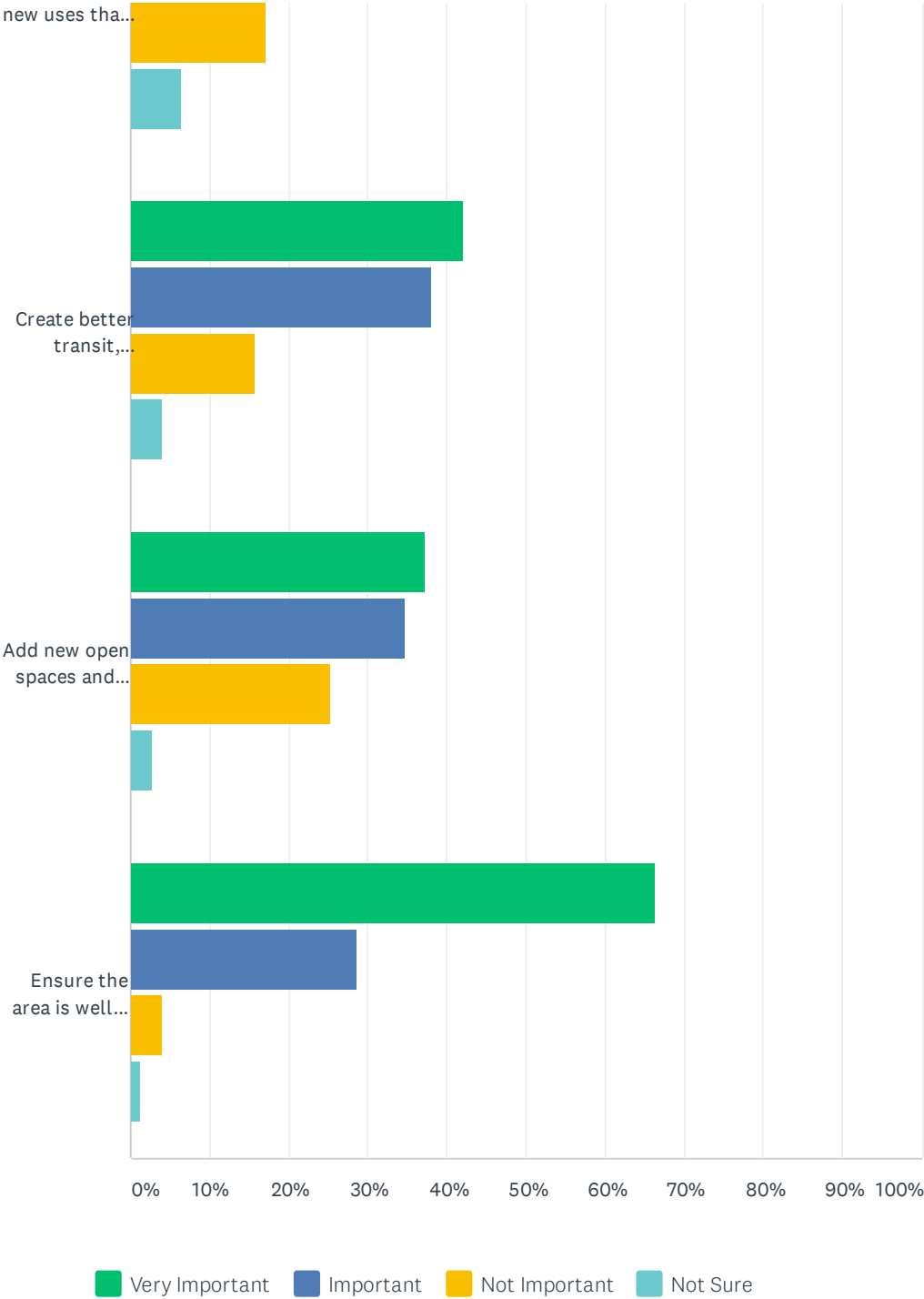
ANSWER CHOICES	RESPONSES	
I live in this area.	14.29%	13
I work in this area.	16.48%	15
I live in Lakewood, but outside of this area.	58.24%	53
I work in Lakewood, but outside of this area.	13.19%	12
I do not live or work in Lakewood.	9.89%	9
Total Respondents: 91		

Q2 Tell us how important the following ideas are for the Lakewood Station District in the future.

Answered: 78 Skipped: 14



Lakewood Station District Survey 2020



Lakewood Station District Survey 2020

	VERY IMPORTANT	IMPORTANT	NOT IMPORTANT	NOT SURE	TOTAL
Add new homes to this area in the form of condos, apartments, or townhouses.	30.26% 23	31.58% 24	28.95% 22	9.21% 7	76
Add new jobs in this area to maximize use of the Sounder Station.	36.99% 27	46.58% 34	10.96% 8	5.48% 4	73
Add sidewalks and pathways that make it easier and safer to walk in this area.	56.00% 42	34.67% 26	9.33% 7	0.00% 0	75
Add new retail, restaurant, and entertainment uses to this area.	42.67% 32	45.33% 34	9.33% 7	2.67% 2	75
Add a mix of new uses that include homes, jobs, retail, and services.	40.79% 31	35.53% 27	17.11% 13	6.58% 5	76
Create better transit, bicycle, and pedestrian connections to Downtown Lakewood.	42.11% 32	38.16% 29	15.79% 12	3.95% 3	76
Add new open spaces and parks.	37.33% 28	34.67% 26	25.33% 19	2.67% 2	75
Ensure the area is well designed and attractive.	66.23% 51	28.57% 22	3.90% 3	1.30% 1	77

Q3 What would you like to see in this area in the future?

Answered: 44 Skipped: 48

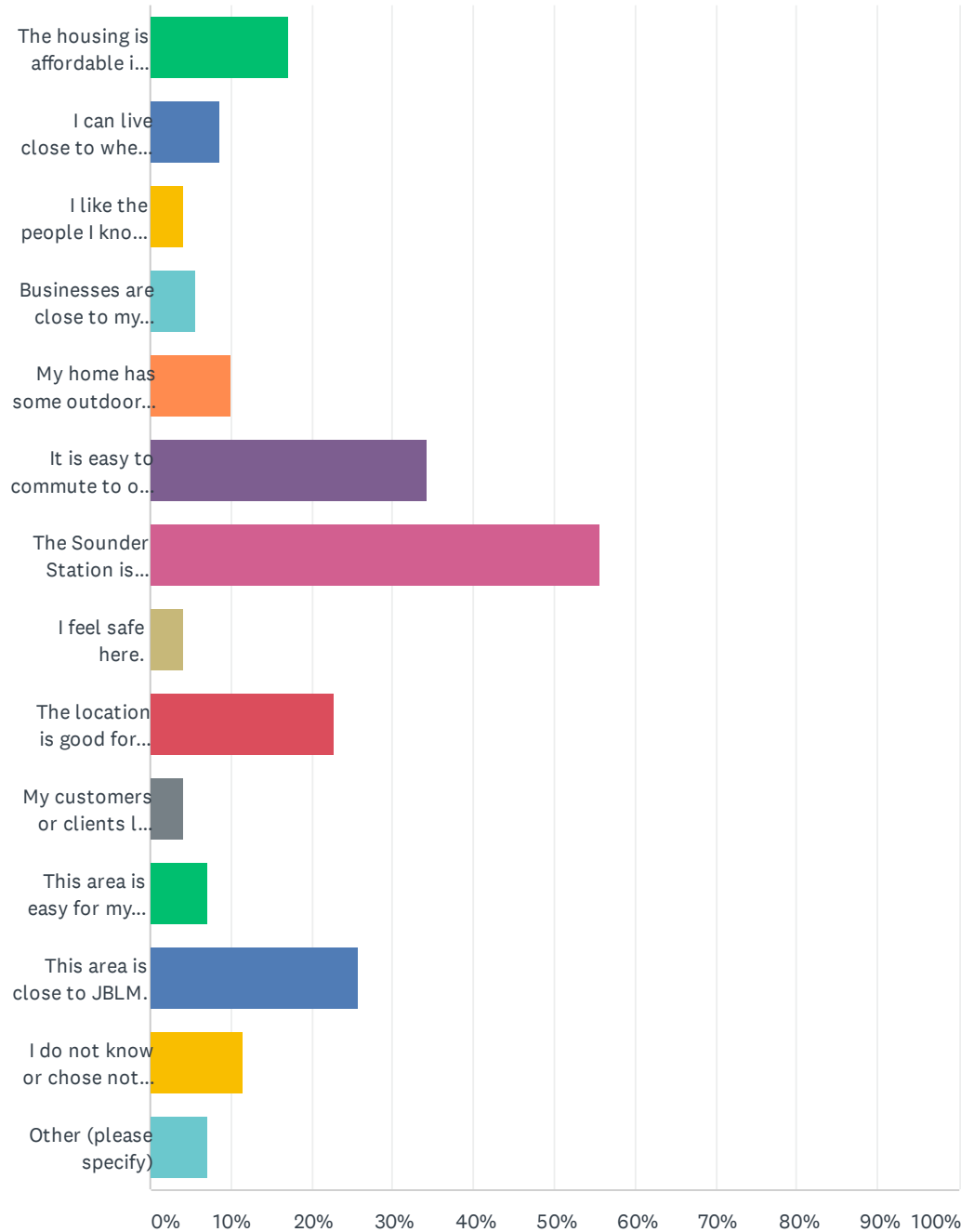
[See next page...](#)

- I would like to see this area developed similar to what the city of Bellevue is doing with the old Safeway dairy plant property.
- A community park would be wonderful (maybe with a toddler water feature?). Upscale businesses and housing would be nice. Please don't put in anything that will attract crime or homeless encampments. Lakewood does a wonderful job of keeping crime low, supporting our wonderful police department, keeping out transients, junk properties, strip clubs, weed shops, etc; and has a wonderful level of community engagement (SummerFest, farmer's market, summer kids programs, etc) that makes Lakewood a wonderful place to call home. Please continue in this direction. I would also like to take this opportunity to say that I DO NOT WANT TO SEE OUR POLICE BUDGET CUT. Please continue to support our police department in keeping Lakewood residents safe and happy.
- A diverse community within a community. Design To include plans for affordable housing which will provide an opportunity for broader inclusion of community.
- I'd like to see the City of Lakewood offer the use of some vacant or undeveloped land in this area to local Native American tribes for use as a sweat lodge.
- retail stores, eateries etc
- clean up the area most of the businesses on Pacific Ave do not look inviting at all. The Sounder train station looks great have used it many times
- Monitor the riff-raff. Keep the area clean and manicured. Housing developments would be more preferable than apartments, etc.
- Lite industry
- A nice outdoor shopping dining entertaining area - like the Uptown area in Gig Harbor
- Make sure that any pathways, pedestrian ways, or bike ways are well lit!
- Better appearance of the area surrounding the station. Visitors exiting the trains see a poorly developed area and get a poor impression of Lakewood.
- Not be turned into a low cost high Low rent, high crime slum. Mixed use business on bottom Residential upper levels. SECURE place to leave as it is so close to the freeway which invites crime
- Mixed use and mixed value housing...not mono-income community but mixed, attractive, peaceful and community oriented. Transportation ease is obvious with the train/bus availability.
- condos and townhomes but not mixed-income. It never melds well.
- Jobs.
- Nice transitions from new area development to surrounding areas. Mature plants and landscaping. Bridge over railroad tracks.
- Parks, community activities (skating, ice skating,, shopping area, markets (like pike place)
- Podium buildings, some small stores, and a daycare.
- Dense, urban development with buffered bike lanes and lots of places to eat.
- I believe it is very important to provide for safe access to the area by bicycle and on foot. It's very difficult and risky to ride a bike in and around many areas of Lakewood due to vehicle speeds.
- All of the above.
- Sidewalks on all streets; green spaces; tree-lined streets

- Restaurants, Small Family owned to showcase Lakewood's diversity. Clean business (less junk yard look) Removal of some of the very old apartments and update for affordable housing that looks better.
- Townhomes
- Make the whole area worthless
- A clean up and more clean fun parks
- Protected natural space--a greenbelt or something similar that provides habitat for wildlife. Lakewood needs more large trees
- Eliminate strip mall, tawdry area and create a welcoming public space that connects the Town Center Area seamlessly to the residential area nearby. Walking and bike paths. Combine residential, like condos or townhouses with retail. Allow easy access with free customer parking. No drive thrust or fast food as it is available nearby. Trees like flowering cherry to identify with neighbors from Asia. No casino or strip club.
- While building housing is important, it needs to be affordable housing. This is an area in Lakewood where many of our struggling individuals and families call home and do their shopping. They must not be pushed out of our city for the sake of appealing to developers. These are our neighbors and the existing businesses provide vital services.
- No more used car lots, fast food places or the like.
- Affordable housing for Seniors and students of the lower middle class. Not upper class and priced as such posing as affordable . Almost all the rent in this county takes 3/4 to all of a Social Security check. College Students are in the same economic strata.
- Mixed use housing, more business expansion, and more recreation.
- A new shopping center
- Along with the added businesses and public open spaces, new, improved and easier access to and from I-5 and 512 is a must. Please do not neglect or underestimate this importance! Build it they will come but let's do it right!!
- More housing so people can take advantage of the train
- An IMAX movie theater and bus routes covering the entirety of pacific highway from gravelly lake Dr to 512 p&r while stopping at Lakewood Sounded.
- Any development near Lakewood Station must be Pedestrian/bike friendly. Thanks
- More police patrols and less crime. I am afraid to go to that area and would never catch the transit from there.
- Less homeless people and keep the cheap motels out. More restaurants and bar/grill type establishments, ie ruston way type establishments. I would love Lakewood to have at least one upscale restaurant.
- Mixed use!! And lots of retail!
- While this area would benefit from moving away from Auto orientated uses, the reality still remains that this was developed with the auto in mind. Keep parking requirements but have the parking hidden from major view corridors (I-5 and STW).
- A more urban, and vibrant place within Lakewood.
- Revitalization. The existing apartments are old and tired. The area needs to be spruced up; make it a place where people want to live.
- Restaurants and new retail options, some type of vibrant gathering space(s)

Q4 What do you like most about Lakewood Station District today? Please choose up to three.

Answered: 70 Skipped: 22



Lakewood Station District Survey 2020

ANSWER CHOICES	RESPONSES	
The housing is affordable in this area.	17.14%	12
I can live close to where I work.	8.57%	6
I like the people I know in this neighborhood.	4.29%	3
Businesses are close to my work or home.	5.71%	4
My home has some outdoor space.	10.00%	7
It is easy to commute to or from here.	34.29%	24
The Sounder Station is close by.	55.71%	39
I feel safe here.	4.29%	3
The location is good for business.	22.86%	16
My customers or clients live or work close by.	4.29%	3
This area is easy for my customers to get to.	7.14%	5
This area is close to JBLM.	25.71%	18
I do not know or chose not to answer.	11.43%	8
Other (please specify)	7.14%	5
Total Respondents: 70		

Has much potential

It is convenient to transportation, flat, some view of Mt Rainier in places, mostly quiet. Also, electricity is mutually owned.

Opportunity for a new well-thought out place in Lakewood.

Free parking

great access from I-5 or Hwy-512

Q5 Tell us your three favorite places in the station district. Please be as specific as possible. For example, if your favorite place is business, please name the business, such as El Mercado Latino, instead of entering grocery store.

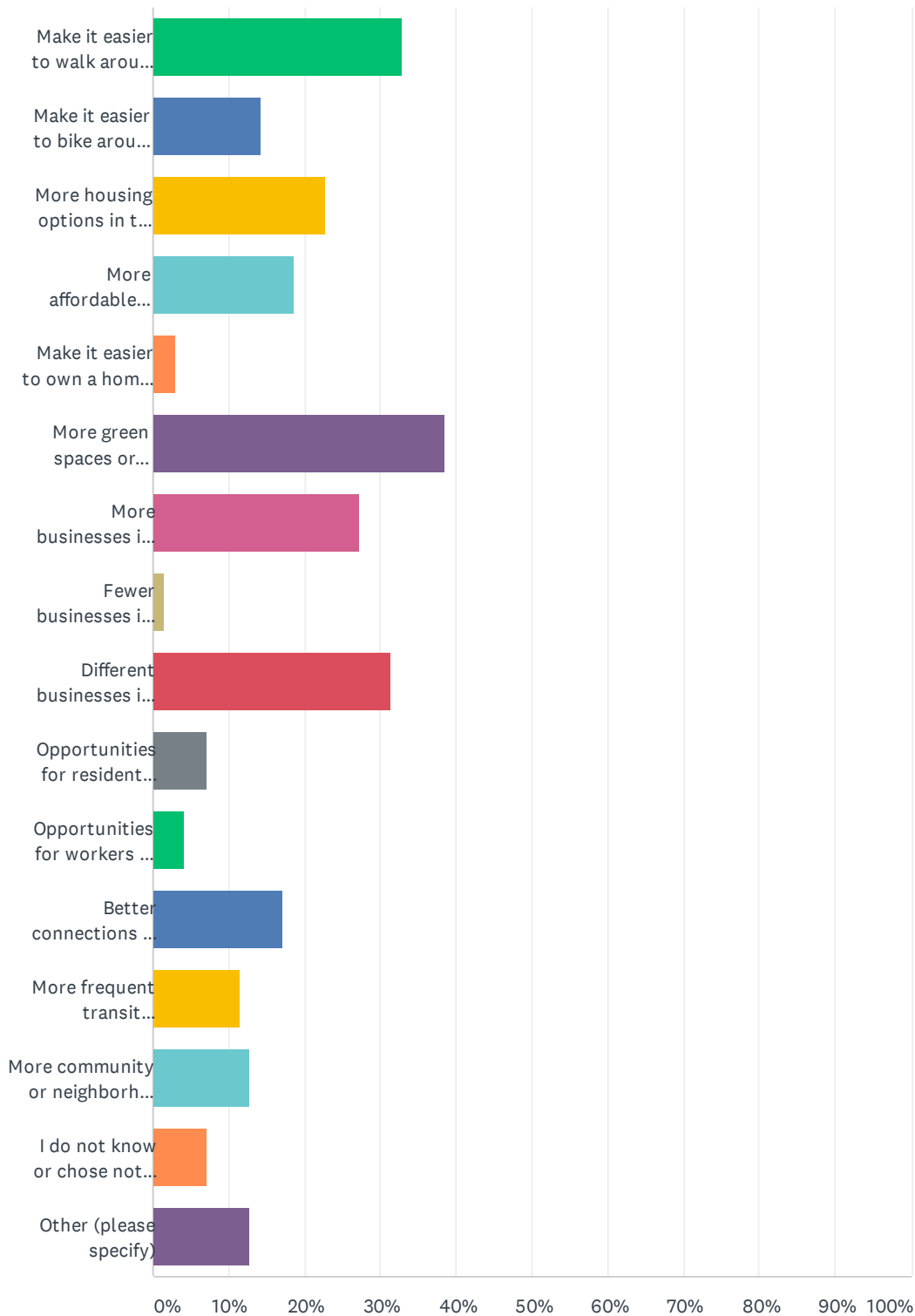
Answered: 37 Skipped: 55

ANSWER CHOICES	RESPONSES	
1)	100.00%	37
2)	86.49%	32
3)	75.68%	28

AA meats 1
 Asian Market 1
 Bad bath and beyond 1
 Brown Bear Car Wash 2
 Carr's Restuarant 3
 Century 21 Self Storage 1
 Cham Garden Korean bbq 2
 Chevron 1
 Church's Chicken 1
 Denny's Restaurant 1
 El Mercado Latino 2
 European Bakery 1
 Grocery Outlet 6
 H Mart 2
 Harbor Freight 2
 Hoagie's Sub Deli 2
 Kendrick street 1
 Kentucky Fried Chicken 2
 korean restaurants 1
 Lakewood Ford 2
 Lodging facilities 1
 Metro Bus Stop and Park and Ride 2
 Nisqually Market (gas station) 1
 O'Reilly's auto store 1
 Pet Doctor 3
 Pizza Casa 1
 safeway 1
 Shell gas station 1
 Shuck's 1
 Sounder Station 5
 Srarbucks 1
 St Clare hospital complex 2
 Taqueria El Sabroso 5
 The Keystone yard 1
 TownePlace Suites by Marriot 1
 Welchers Gun Shop 4
 Wendys 1

Q6 What would you like to see changed in the Lakewood Station District? Please choose up to three.

Answered: 70 Skipped: 22



Lakewood Station District Survey 2020

ANSWER CHOICES	RESPONSES	
Make it easier to walk around this area.	32.86%	23
Make it easier to bike around this area.	14.29%	10
More housing options in this area.	22.86%	16
More affordable housing in this area.	18.57%	13
Make it easier to own a home in this area.	2.86%	2
More green spaces or parks.	38.57%	27
More businesses in this area.	27.14%	19
Fewer businesses in this area.	1.43%	1
Different businesses in this area.	31.43%	22
Opportunities for residents to work nearby.	7.14%	5
Opportunities for workers or employees to live nearby.	4.29%	3
Better connections to get to Downtown Lakewood.	17.14%	12
More frequent transit service.	11.43%	8
More community or neighborhood events.	12.86%	9
I do not know or chose not to answer.	7.14%	5
Other (please specify)	12.86%	9
Total Respondents: 70		

better security

clean up the area doesn't look nice nor does it appear safe towalk around the area,

Double the parking at the Sounder Station

Good sit down restaurants

I'd like to see the whole area get a road diet with new sidewalks to maximize buildable area and slow traffic to safe speeds.

improved safety

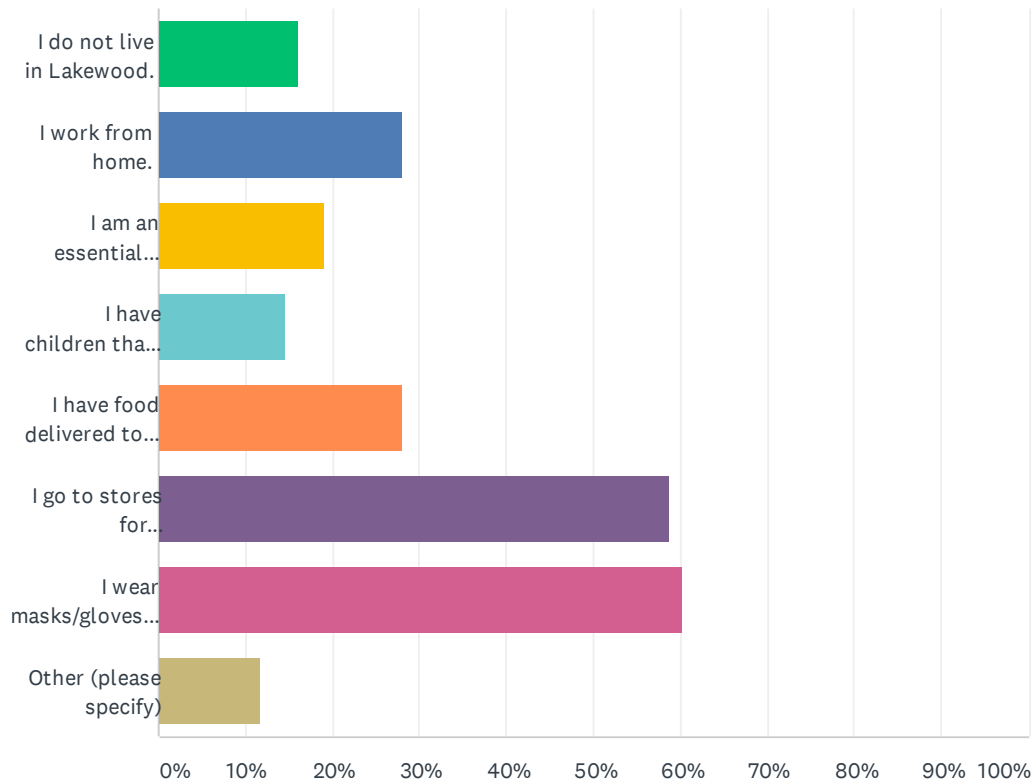
Less homeless people

More reasons to visit this area

Police substation

Q7 If you live in Lakewood, how have you adapted to the COVID-19 pandemic? Please choose all that apply.

Answered: 68 Skipped: 24

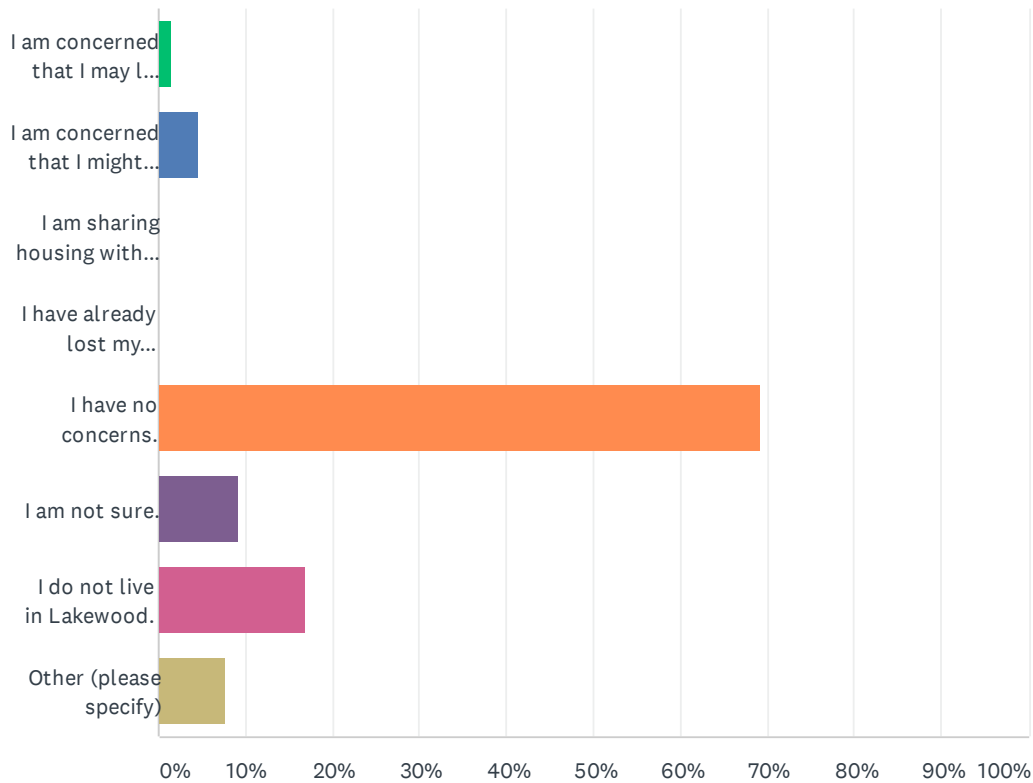


ANSWER CHOICES	RESPONSES	
I do not live in Lakewood.	16.18%	11
I work from home.	27.94%	19
I am an essential worker and continue to go to my work.	19.12%	13
I have children that are doing school remotely from home.	14.71%	10
I have food delivered to my home.	27.94%	19
I go to stores for necessities.	58.82%	40
I wear masks/gloves and social distance to go shopping or to recreate or conduct other necessary activities.	60.29%	41
Other (please specify)	11.76%	8
Total Respondents: 68		

Grocery shop every 2 weeks now. Increased on-line shopping.
 High risk household. Have been @ home since end of March. Family provides groceries
 I continue just as before. Let's get back to work. This is overkill
 I order and pick up groceries.
 I work in Lakewood and have been working from home in West Pierce County.
 Inslee is making this entire situation worse. It's time to open up businesses.
 More walks and exercise outdoor
 only leaving home for groceries

Q8 If you live in Lakewood, what concerns do you have about the stability of your housing due to the COVID-19 pandemic?

Answered: 65 Skipped: 27



ANSWER CHOICES	RESPONSES	
I am concerned that I may lose my housing in the next few months.	1.54%	1
I am concerned that I might lose my housing before the end of the year.	4.62%	3
I am sharing housing with friends or family that I do not normally live with.	0.00%	0
I have already lost my housing.	0.00%	0
I have no concerns.	69.23%	45
I am not sure.	9.23%	6
I do not live in Lakewood.	16.92%	11
Other (please specify)	7.69%	5
Total Respondents: 65		

Concern for our community re apt turnovers for pandemic reasons and who will apply? School impacts for McKeeney-Vento requirements to stabilize our youth, social service fatigue for workers and donors
 I am concerned Lakewood retail may not recover in the short term from the quarantine.
 Increase in property tax assessed was hard to swallow.
 Taxes are high!
 The stress is over whelming

Q9 If you live in Lakewood, what resources or measures do you think are needed to assist you or your neighborhood in recovering from the COVID-19 pandemic?

Answered: 30 Skipped: 62

Access to more testing in more easily accessed locations.

All my needs are being met.

Allow all businesses to reopen, including gyms and theaters. Vulnerable people know how to protect themselves.

Clear messaging on what is allowed and recommended especially if we have a second phase.

Convenient Testing Sites with User-Friendly Testing

Everyone needs to do their best in following the mandates.

Food and housing assistance, protective equipment, financial assistance to business for operating, lease, and utilities

For people and businesses to get back to "normal". Maybe we could open up but require people to wear masks and run at reduced capacity to maintain appropriate social distancing.

Free advertising for local small businesses? I don't know the stores around me very well
get the businesses open

I do not live in Lakewood

I do not live in Lakewood, I just work there.

It's time to open up the economy.

Leaders should set a good example by following the guidance and openly encouraging all to do so.

More affordable delivery services.

More Communication as to what is open and can be done

more protective equipment and communication

Neighborhood clean up due to local dump closed. Need to reschedule that free spring dump ASAP

None

none! I don't know anyone that does either

Not really a need, but an idea- I saw a news article about a town in WA that was doing wooden money and giving it to residents of their town. The wooden money could be used ONLY at businesses in the town. They gave \$300 to each person or family or something. They have less than 2,000 people, so I'm not sure if Lakewood would be able to do something comparable, but I thought it was a really neat idea that helps residents of the town and businesses of the town.

Open and maintain Parks

Open the hair dressers and pedicurists, barber shops.

Open up business to people under 50.

Proactive Policing. Harrassing the known drug dealers and criminals walking this neighborhood. Mountain bike patrols are great because they catch the miscreants in the act sometimes.

retired

Some need rental assistance. Also, everyone in stores should be required to wear masks!!!

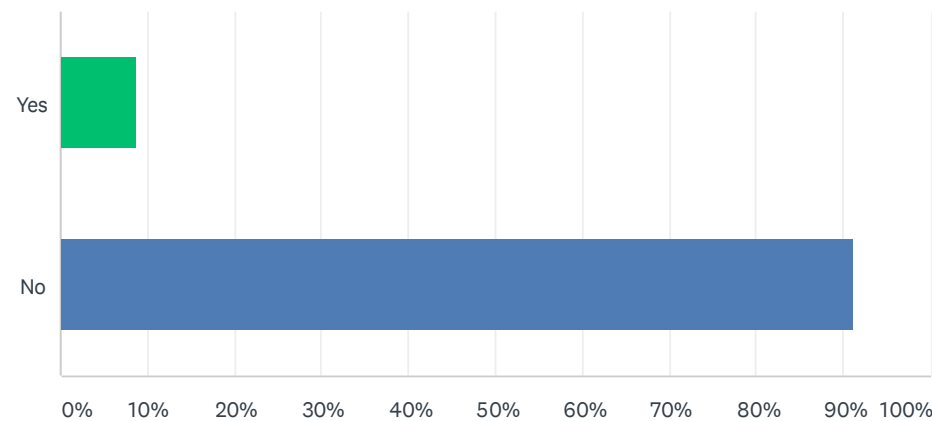
Stop the businesses for charging 5 times what a product used to cost ..price gouging

We need to open back up.

wearing masks, washing hands, social distancing

Q10 Do you own a business in the study area?

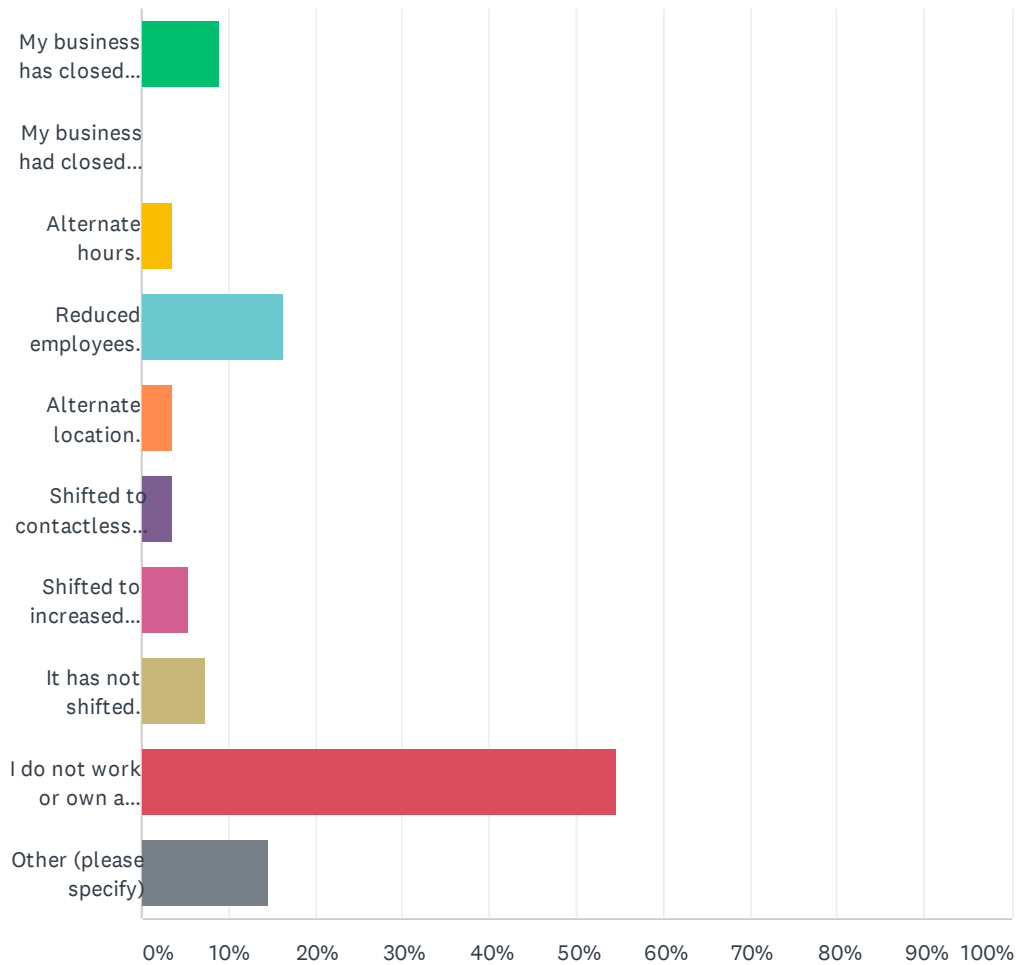
Answered: 68 Skipped: 24



ANSWER CHOICES	RESPONSES	
Yes	8.82%	6
No	91.18%	62
TOTAL		68

Q11 If you work or own a business in Lakewood, how has your business responded to the COVID-19 pandemic? Please choose all that apply.

Answered: 55 Skipped: 37



Lakewood Station District Survey 2020

ANSWER CHOICES	RESPONSES	
My business has closed temporarily.	9.09%	5
My business had closed permanently.	0.00%	0
Alternate hours.	3.64%	2
Reduced employees.	16.36%	9
Alternate location.	3.64%	2
Shifted to contactless delivery at current site.	3.64%	2
Shifted to increased delivery at home.	5.45%	3
It has not shifted.	7.27%	4
I do not work or own a business in Lakewood.	54.55%	30
Other (please specify)	14.55%	8
Total Respondents: 55		

Closed initially but open now with restrictions and 80-90% reduction in business.

essential worker, continue to work full time, but we are closed to the public

Lowered rent for tenants until Nov 1st

My business has all staff working remotely

Offered telecommuting for a while, but now all employees are back to working on premises. Lobby and drive-up window are still closed to the public. Drive-up window will most likely reopen near the end of June.

Lobby will reopen possibly by the end of July.

operating

Work from home

Working from home and am not frequenting the usual lunch spots.

Q12 What resources or measures do you think are needed to assist in the economic recovery of affected businesses in Lakewood?

Answered: 32 Skipped: 60

Allow businesses to open

Assistance with utility and rent arrears, that can only be used for those specific expenses.

Businesses, especially small businesses, need financial assistance to continue to operate. Very low interest loans or grants would help.

Cities, including Lakewood, should forcefully lobby Inslee to change the current situation.

Community rally. A Taste of Lakewood where all of the restaurants can have a booth. restaurants get free space, attendees would pay an entrance fee.

competitive pricing that reflects the current market

Creativity, an on-line presence and listen to the businesses alongside the health experts. COVID-19 is the new normal for the foreseeable future. Keep calm, mask on and vote in elections!

Encourage patronage of local businesses

Free PPE, if needed. Advertising of reopenings. Support for new businesses especially where there are large numbers of vacancies.

Get people, those under 50 back to work.

Get us back to work ASAP. This is all overkill. If people are still scared, then they can stay home and do what they want. I want my friends to have jobs again.

Give the most monetary benefits possible, depending on the City's resources (without raising taxes), to local business retaining their employees and staying open. I'm suggesting sort of a "Local PPP".

Honestly we just need customers. We need people to get back to work. Maybe some incentive for businesses to keep employees working, so employees will have money to spend. Basically if people are working they will spend money and that will keep other people working, etc.

I'm really not sure except give them rent exemption's.

Incentives to get people spending money again

Increased education on how to do business on-line and with sending out deliveries to patrons.

Lakewood is suffering from "the broken window" Our town is full of roadside trash and garbage. We don't see pride in our community like before

Loans with priority towards small businesses, especially small Black-owned and POC-owned businesses.

low interest loans advertising

Low interest loans for all who apply.

Lower Tax Rates

More advertising for small businesses when they are able to reopen.

No opinion

PPE, & relax zoning and regulations if it makes sense and does not create a health and safety issue

provide masks for those that need them, show more cleaning of buses, bus stops etc praise people who follow the rules

Safety. People do not feel safe in Lakewood.

Same answer as above. I want to shop local and help the economy here but I don't know where to go

Signage as to hours, etc., subsidize rents, safety requirements for customers

Solid jobs, places for people to be able feel safe with their kids and elderly. Interested police force. If there are laws about cell phones, enforce them. If not take them off the books. speed limits are not enforced same with inoperative brake and tail lights.

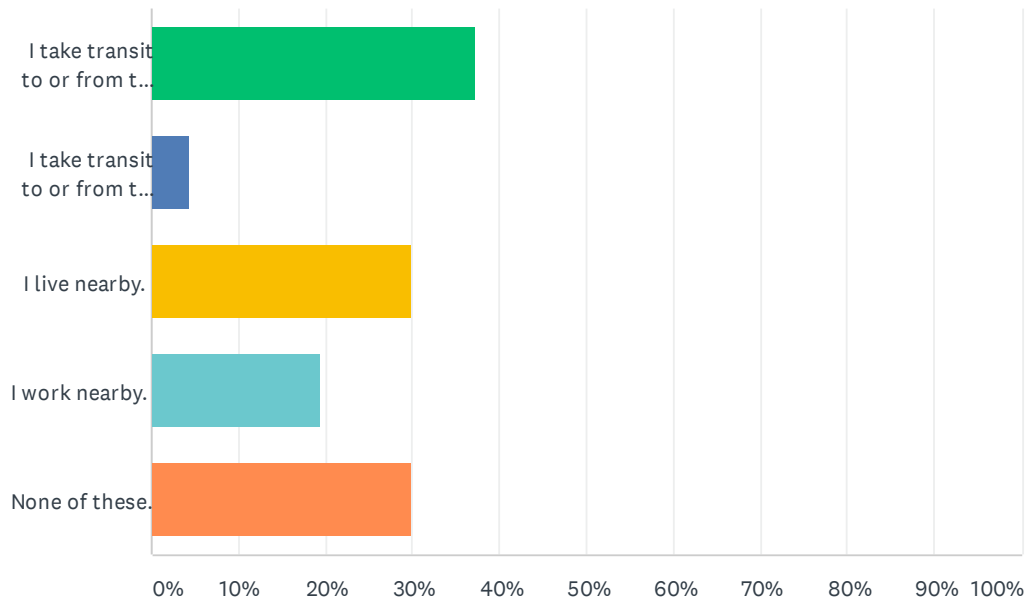
Support in accessing benefits and information.

Support small businesses that employ less than 20 via financial incentives. Gift cards for future use, small business loans and investments in POC owned businesses.

Tax breaks...or leniency on things like occupancy permits for streets (to allow seating on city owned streets or sidewalks)

Q13 How do you interact with Lakewood Station? Please choose all that apply.

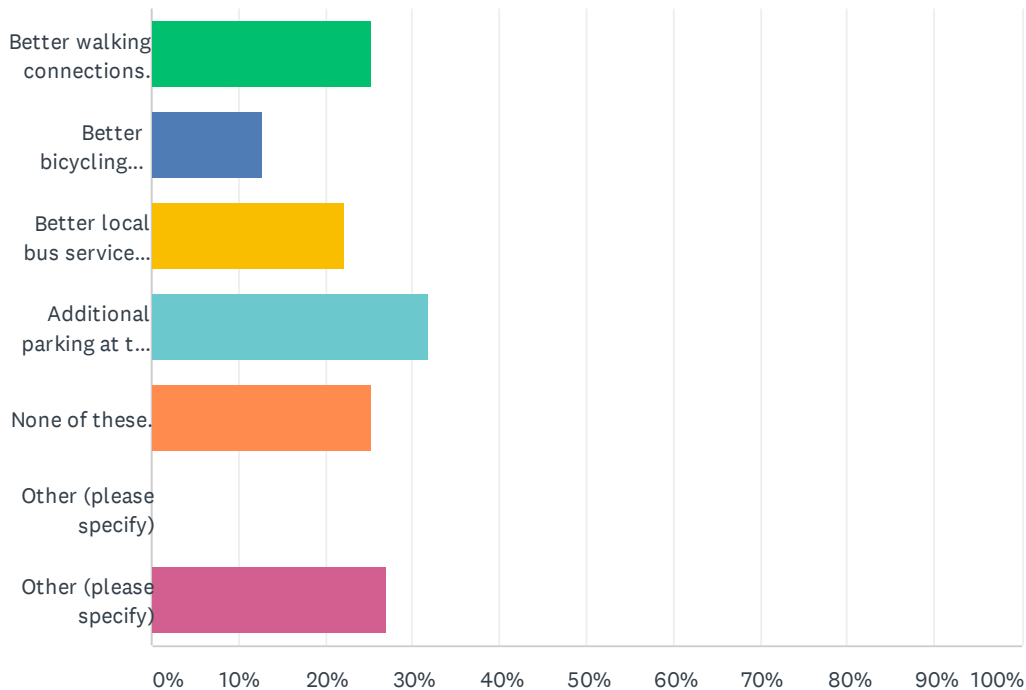
Answered: 67 Skipped: 25



ANSWER CHOICES	RESPONSES	
I take transit to or from the station occasionally.	37.31%	25
I take transit to or from the station regularly (once a week or more).	4.48%	3
I live nearby.	29.85%	20
I work nearby.	19.40%	13
None of these.	29.85%	20
Total Respondents: 67		

Q14 Would any of the following changes make you more likely to use Lakewood Station? Please choose all that apply.

Answered: 63 Skipped: 29



ANSWER CHOICES	RESPONSES	
Better walking connections.	25.40%	16
Better bicycling connections.	12.70%	8
Better local bus service connections to the station.	22.22%	14
Additional parking at the station.	31.75%	20
None of these.	25.40%	16
Other (please specify)	0.00%	0
Other (please specify)	26.98%	17
Total Respondents: 63		

activities or businesses that would prompt me to ride the train to Lakewood from Tacoma

better safety

Better Service

Businesses like restaurants or bars that would draw me hear more often.

Feeling of total SAFETY while there. More "security" 24/7.

get the bums out of the parking lot. I'm seeing lot of needles.

Have mid-day schedules.

ample SAFE parking at my departure point, and for the route to end at/ near where I was trying to go.

More dining options near the station.

More frequent or faster service.

More frequent service.

Move the 512 park and ride to the transit station and improve security

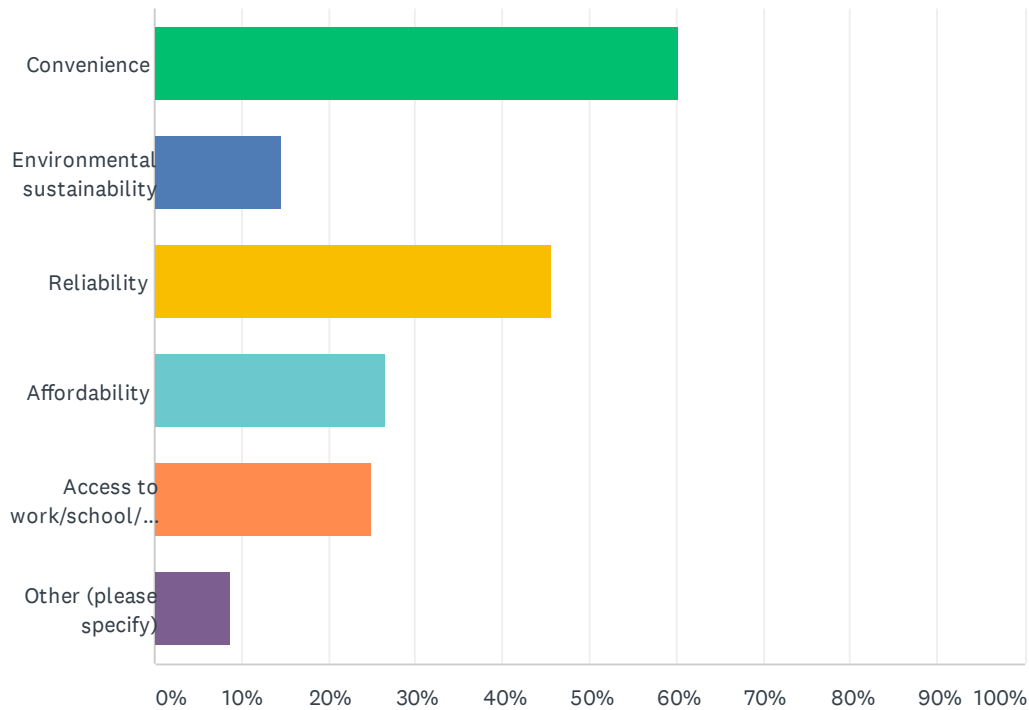
Remove Tacoma stops.

Safety

Week days lot is full. Many commuters live outside of ST3 taxing district

Q15 What do you value most in a transit system. Please choose your top two from the list.

Answered: 68 Skipped: 24



ANSWER CHOICES	RESPONSES	
Convenience	60.29%	41
Environmental sustainability	14.71%	10
Reliability	45.59%	31
Affordability	26.47%	18
Access to work/school/home/other destination	25.00%	17
Other (please specify)	8.82%	6
Total Respondents: 68		

I don't have to find or pay for parking.
 I'm a PT & ST operator.
 personal safety (which I don't feel is there at the moment)
 Safety
 safety
 Safety and security

Q16 What is your age?

Answered: 64 Skipped: 28

30-39	11
40-49	9
50-59	11
60-69	15
70-79	11
80+	5

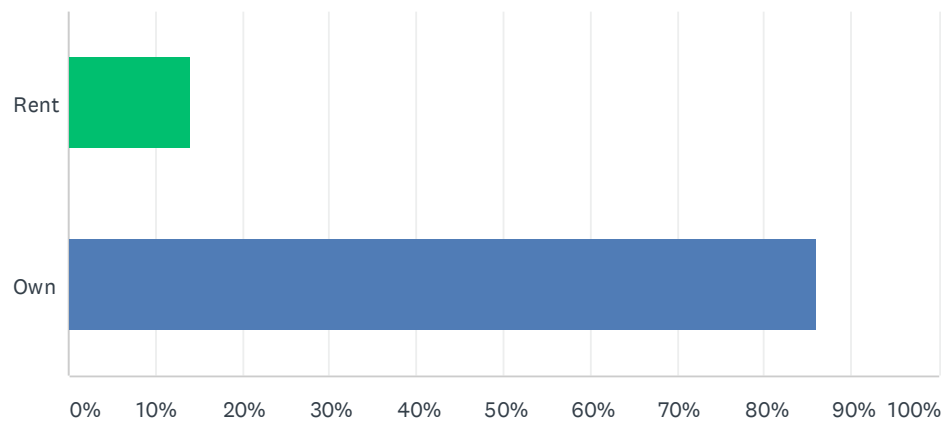
Q17 Please share your cultural or ethnic identity. Use the term you feel most comfortable with. Examples might be: African-American, Latino, White, Native, Korean, or Asian-American.

Answered: 54 Skipped: 38

1 African American
3 American
1 Asian white
1 Black
1 Blue-collar white guy
6 caucasian
1 doesn't matter. Loose the labels
1 European-American
1 Human
1 korean
1 Latino, Native; Military Veteran; LGBTQ+
1 Native
1 Pacific Islander
1 Pennsylvania Dutch
34 White

Q18 Do you rent or own your home?

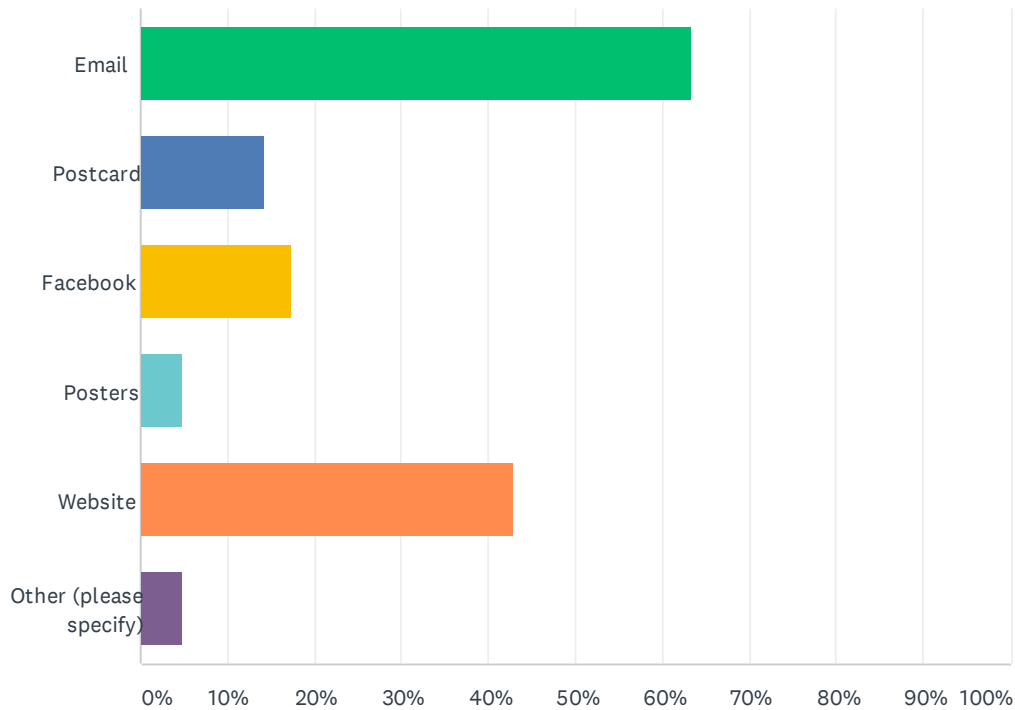
Answered: 64 Skipped: 28



ANSWER CHOICES	RESPONSES	
Rent	14.06%	9
Own	85.94%	55
TOTAL		64

Q19 What is the best way to let you know about the plan as it is developed? Please choose all the apply.

Answered: 63 Skipped: 29



ANSWER CHOICES	RESPONSES	
Email	63.49%	40
Postcard	14.29%	9
Facebook	17.46%	11
Posters	4.76%	3
Website	42.86%	27
Other (please specify)	4.76%	3
Total Respondents: 63		

Suburban times 2
city website

Q20 Would you be interested in sharing more experiences and ideas with us about this area? If so, please enter your email address below or contact Tiffany Speir at tspeir@cityoflakewood.us or 253.983.7702. Email:

Answered: 7 Skipped: 85

KEY CITY POLICIES AND DIRECTIVES SUPPORTING CREATING A LAKEWOOD STATION DISTRICT SUBAREA PLAN

Included below are Comprehensive Plan excerpts as well as 2018-2020 City Strategic Plan excerpts that highlight the priority Lakewood has long placed on developing a subarea plan for the Lakewood Station District.

LAKEWOOD COMPREHENSIVE PLAN EXCERPTS

1.3.1 Creation of Place

“There’s no there, there” is a common criticism of many American localities, and Lakewood has been no exception. The traditional icon of place is a recognizable downtown. While many of the basic ingredients for a downtown are already in place in Lakewood, they currently do not work together to create an active, multi-faceted core. This plan is focused on creating a viable, functioning, and attractive community center.

- **Development of a special district around Lakewood Station.**

The **Lakewood Station area** is intended to become a new high density employment and residential district catalyzed by station-area development opportunities. A dense concentration of urban development with a major concentration of multi-unit housing, health care services, and, shopping will be developed within walking distance of the Lakewood commuter rail station. A significant high density, multi-unit residential presence in the center of this area will be encouraged. There will be special emphasis placed on design to enhance the pedestrian environment and create a diverse new urban neighborhood. New open space opportunities consistent with the desired urban character will be prioritized to attract development. A new pedestrian bridge connection the Lakewood Station to the neighborhood to the north was completed in 2013.

1.6.7 Regional Planning Policies

In addition to the GMA, this [Comprehensive P]lan is required to comply with VISION 2040, the multi-county policies, and Pierce County's County-Wide Planning Policies (CWPPs). This plan shares many of the VISION 2040 goals, especially expanding housing choice and increasing job opportunities for community residents. **Urban scale neighborhood redevelopment proposed for the Lakewood Station** district, Springbrook, Tillicum, and elsewhere exemplifies the type of urban growth envisioned by these regional policies. Numerous other features, including improved pedestrian and bicycle networks, compact urban design types, and balanced employment and housing, further demonstrate this consistency. The goals and policies comprising Lakewood’s Comprehensive Plan also reflect the emphasis of each of the major CWPPs issue areas. In particular, the Future Land-Use Map is based on the CWPPs’ land-use principles. This is reiterated in the corresponding goals and policies associated with the map, which comprise the land-use chapter.

2.3 Land Use Designations

2.3.7 Corridor Commercial

The commercial corridors along I-5, South Tacoma Way, Pacific Highway SW, and Union Avenue SW are examples of Lakewood’s dominant pattern of strip commercial development. The geographic relationship of the corridors to major road networks and the

Lakewood Station District promotes employment, services, retail, and business/light industrial uses linked to access to major transportation networks. While the continuous linear alignment is a unifying element, each corridor presents varying challenges and opportunities.

2.3.16 Lakewood Station District

The Lakewood Station District will act as the multi-modal commuter hub of Lakewood and the southern terminus of Sound Transit's commuter rail service. The Lakewood Station District is a transit-oriented development cluster surrounding the Lakewood Station preferred site, which is targeted for major urban growth. This District will provide a mixture of intensive land uses and activities supportive of direct regional transportation access via the Lakewood commuter rail station and I-5. It functions as an overlay providing additional development standards to foster a high quality, pedestrian-oriented urban environment including incentives to encourage urban scale growth over the life of this plan. **The District will accommodate a dense mix of office, retail, and high-density residential uses supported by direct regional transportation access.**

2.4.1 Urban Center

Urban centers as relatively compact clusters of densely mixed business, commercial, and cultural activity. Urban centers are targeted for employment and residential growth with excellent transportation, including high capacity transit service and major public amenities.

Lakewood has one Urban Center; see Figure 2.2. The boundaries of the Urban Center were drawn to include the most appropriate balance of high-density employment and housing in the City. The Urban Center includes the entire Downtown. **High capacity transit is provided by the existing Pierce Transit Center in Lakewood Towne Center, with connections to the Sound Transit commuter rail at Lakewood Station and direct high occupancy vehicle (HOV) access to I-5 for bus service outside the center.** Major public amenities will include improved pedestrian facilities such as design treatments, trails, and parks to be developed concurrent with implementation of the comprehensive plan. Policy language addressing designation of the urban center is located in Section 3.5 of this plan.

3.3.1 General Commercial Goals and Policies

GOAL LU-17: Concentrate commercial development within appropriate commercial areas and clarify the different types of commercial lands.

Policies:

LU-17.3: Promote the **Lakewood Station district** as the primary location for medical-related and other businesses serving a regional market, as well as neighborhood serving businesses in support of higher density housing. Take advantage of the area's visual and physical access to Interstate 5.

3.3.3 Commercial Corridors

GOAL LU-21: Emphasize the geographic relationship of the commercial corridors to major road networks and the **Lakewood Station** to promote employment, services, retail,

and flex business/light industrial uses linked to the regional access to major transportation networks.

Policy:

LU-21.1: Provide for varying intensities and types of employment, services, retail, and business/light industrial uses along designated commercial corridors based on physical characteristics of the roadway network and adjoining land uses.

3.3.5 Lakewood Station District

GOAL LU-25: Promote the Lakewood Station area as the multi-modal commuter hub of Lakewood.

Policies:

LU-25.1 Coordinate with affected agencies to facilitate the development and operation of the Lakewood Station area as a multi-modal commuter hub.

LU-25.2: Foster the Lakewood Station area's role as a transit-oriented development district, recognizing that Lakewood is the residential end of the commute pattern.

LU-25.3: Seek ways to acquire additional public and semi-public open space including the creation of mechanisms for bonus densities in return for provision of open space and other public amenities.

LU-25.4: Provide incentives for redevelopment of the Lakewood Station area to capitalize on growth and visibility associated with the commuter rail station.

LU-25.5: Prepare a sub-area plan for the Lakewood Station District.

GOAL LU-26: Promote an interactive mixture of activities around the Lakewood Station that focus on the station's regional access.

Policy:

LU-26.1: Coordinate and promote the development of the area around the Lakewood Station to create a distinctive urban node that provides for a rich mixture of uses including regional offices, major institutions, high-density urban residences, neighborhood businesses, and open space.

GOAL LU-27: Develop an urban design framework to guide physical development of the Lakewood Station district.

Policies:

LU-27.1: As part of the Lakewood Station sub-area plan, develop design guides and a detailed urban design framework plan for the Lakewood Station District, coordinating public and private development opportunities.

LU-27.2: Create additional public and semi-public open space opportunities to serve residents, employees, commuters and visitors in the Lakewood Station district.

LU-27.3: Improve pedestrian and vehicular connections across the railroad tracks, Pacific Highway SW, and I-5.

4.4 Citywide Urban Design Framework Plan

With incorporation, Lakewood inherited an established system of transportation and open space networks. With improvement, they can help fulfill the citizens' desire for a better regional image, more attractive gateways into the city, better pedestrian and bicycle accommodations, and better access to natural and recreation areas. A citywide urban design framework plan illustrating these design components is shown in Figure 4.1, Urban Design Framework Plan.

Landmarks: Landmarks are reference points in or outside the city. They help orient people and create the city's identity. Lakewood landmarks identified in this plan include:

- Colonial Center
- Flett House
- Boatman-Ainsworth House
- Settlers Cemetery
- Fort Steilacoom
- Thornewood Manor House
- Lakewood Mall
- Lakewold Gardens
- Lake Steilacoom Bridge
- City Hall*
- Lakewood Station*

* potential future landmarks

Although they have no official protected status at this time, landmarks serve as important catalysts for neighborhood building. The plan also shows the opportunity to create several new landmarks with the recent development of a new City Hall and Lakewood Station.

Activity Nodes: Activity nodes are key destinations that attract human activity such as employment, shopping, civic functions, and public open spaces such as parks. These areas are usually memorable places in the minds of residents. No attempt was made to identify activity nodes in the framework plan, as they are widespread and varied in nature. However, among the most prominent are the three identified as urban design focus areas (the Central Business District, Lakewood Station, and Tillicum) which are shown on Figure 4.1, and discussed in depth in Section 4.5. Activity nodes should be distributed to provide residents with access to personal services and groceries within reasonable walking/biking distance in their own neighborhoods

4.5.2 Lakewood Station District

Development of the Sound Transit commuter rail station ("Lakewood Sounder Station") on Pacific Highway Southwest represents a major investment of public funds in Lakewood. It also presents the potential for major land use change as the private market responds to the opportunities presented by increased transportation options. The Comprehensive Plan defines the Lakewood Station district as a transit-oriented neighborhood with higher density residential uses, medically oriented businesses, and other commercial uses responding to increased transportation access in the area.

The commuter rail station combines a substantial park-and-ride lot and transit transfer center

with the rail station to create a multi-modal transportation hub. Parking for a large number of vehicles, as well as improved transit and pedestrian access, will assist in the transformation and redevelopment potential for the commercial corridor along Pacific Highway Southwest. A newly constructed pedestrian bridge and pedestrian amenities on Kendrick Street to the north of the Sounder Station, together with high-density multi-family residential zoning set the stage for redevelopment of the area with transit-oriented residential development. New sidewalks and streetscape elements such as lighting and landscaping will improve the visual quality and public safety of the area around the station.

Other changes envisioned within the Lakewood Station district include:

- the strengthening and completion of the street grid north of St. Clare Hospital and east of Bridgeport Way;
- development of an open space corridor adjacent to the railroad tracks as part of a greater citywide system; and
- expansion of the street grid in Springbrook to allow for connections between 47th Street and Bridgeport Way.
- Provide for enhanced bicycle routes and facilities as part of this multi-modal transportation hub.

The urban design framework plan graphic depicting some of the potential land-use and urban design changes in the Lakewood Station area is shown in Figure 4.3. Some of the specific urban design actions shown which may occur as the Lakewood Station district develops over the next 20 years are as follows:

Landmarks/Activity Nodes: The Bridgeport Way intersection with I-5, arguably the most important and visible access point into the city, would be redeveloped and landscaped into a graceful entrance on both sides of Pacific Highway Southwest. The commuter rail station and related architecture, including the garage structure, could present a memorable regional image, while simultaneously functioning to mediate the transition in scale between the station and the neighborhood to the north.

Civic Boulevards: Bridgeport Way, Pacific Highway Southwest, and 112th Street would receive various safety and image-oriented streetscape improvements, including the use of landscaped medians in the current turning lanes, improved crosswalks, undergrounding of utilities, and general aesthetic improvements. The intersection of Bridgeport Way with Pacific Highway Southwest in particular is suited for potential improvements related to creating a positive gateway image for Lakewood.

Green Streets: Several important pedestrian connections would be made along existing streets to increase pedestrian interest and safety, including curb ramps, street trees, crosswalks, lighting, and other improvements. A pedestrian connection along Kendrick Street, which acts as a spine connecting the commuter rail station to Lakeview School, would facilitate use of the playground as a neighborhood park. Another important connection between the station area and Springbrook could be made through improvements along 47th Avenue, including the bridge, which could become a significant second access point to Springbrook.

Open Space: A number of significant public open space opportunities could be realized in the course of station area development. Stormwater retention facilities developed in conjunction with the station would provide open space, as would the proposed linear park developed adjacent the Burlington Northern ROW. One or more small pocket parks could be developed in conjunction with future development. Freeway buffers along the I-5, primarily on the east side, would create additional green space.

4.6 Goals and Policies

GOAL UD-9: Create a livable, transit-oriented community within the Lakewood Station district through application of urban design principles.

Policies:

UD-9.1: Provide for pedestrian and bicycle connectivity within the Lakewood Station district to the commuter rail station.

UD-9.2: Identify the opportunities for additional public/semi-public green space in the Lakewood Station district. (see Policy LU-25.3 regarding bonus densities).

UD-9.3: Improve identified civic boulevards, gateways, and green streets within the Lakewood Station district to provide a unifying and distinctive character.

UD-9.4: Establish the intersection of Pacific Highway Southwest and Bridgeport Way as a major gateway into the city and develop a landscaping treatment to enhance the city's image at this gateway.

UD-9.5 : Develop a sub-area plan to serve as the framework plan for developing the Lakewood Station district. Incorporate site and architectural design measures to coordinate consistency of private and public development.

5.3 Lakewood's Position in the Region

5.3.1 Lakewood's Regional Role

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

5.6 Economic Goals and Policies

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

Focused Redevelopment Emphasis

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

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

GOAL T-13: Develop and maintain collaborative working relationships with outside agencies to improve the transportation system.

Policies

T-13.9: Explore local shuttle service between high density areas within the urban center such as the Lakewood Station district, Lakewood Towne Center, the Sound Transit commuter rail station, the Colonial Center, and other high-density developments with high transit ridership potential.

Land-Use Implementation Strategies

11.3.1: Develop redevelopment and subarea plans for the Lakewood Station District, Springbrook, the CBD, the Pacific Highway SW corridor, and selected residential arterials.

2018-2020 CITY STRATEGIC PLAN

The City Council's adopted 2018-2020 Strategic Plan reflects the continuing priority Lakewood has put on housing, transit, and public involvement in land use planning:

ECONOMIC DEVELOPMENT

GOAL: The City of Lakewood promotes and supports a dynamic and robust local economy.

Objectives:

1.3 Enhance and diversify housing stock and improve multi-generational community assets.

- Improve programs and policies to increase homeownership and diversify housing stock.
- Minimize nonconforming uses.
- Actively advance condominium regulation reform to expand homeownership opportunities.
- Continue to support youth and senior programming and expand community events.
- Support and preserve historical buildings and other local places of significance.

1.5 Promote and facilitate sustainable economic development.

- Focus resources on business creation, retention, and expansion.
- Promote an entrepreneurial environment, encourage a balance of manufacturing, commercial, and retail businesses.
- Continue to leverage existing assets such as location, access, lakes, parks, civic engagement opportunities, transit options, and cultural amenities.
- Develop and implement an imaging campaign that confidently promotes recent accomplishments and community assets.
- Promote and deploy prudent business incentives to enhance economic development strategies.

TRANSPARENCY

GOAL: The City of Lakewood communicates its goals, successes, and challenges to the community.

Objectives:

5.4 Strengthen connection with stakeholders, partners, and communities.

- Craft and maintain accessible City online services, website, and social media platforms.
- Focus on inclusive engagement: Conduct concentrated outreach for hard-to-reach and vulnerable populations.
- Support and collaboratively engage with neighborhood groups and associations.
- Continue partnership with JBLM and Camp Murray to support access to information about workforce development, healthcare, and services on and off base.
- Strengthen City's relationship with local school districts and colleges.

Lakewood Station District

Existing Land Use and Zoning

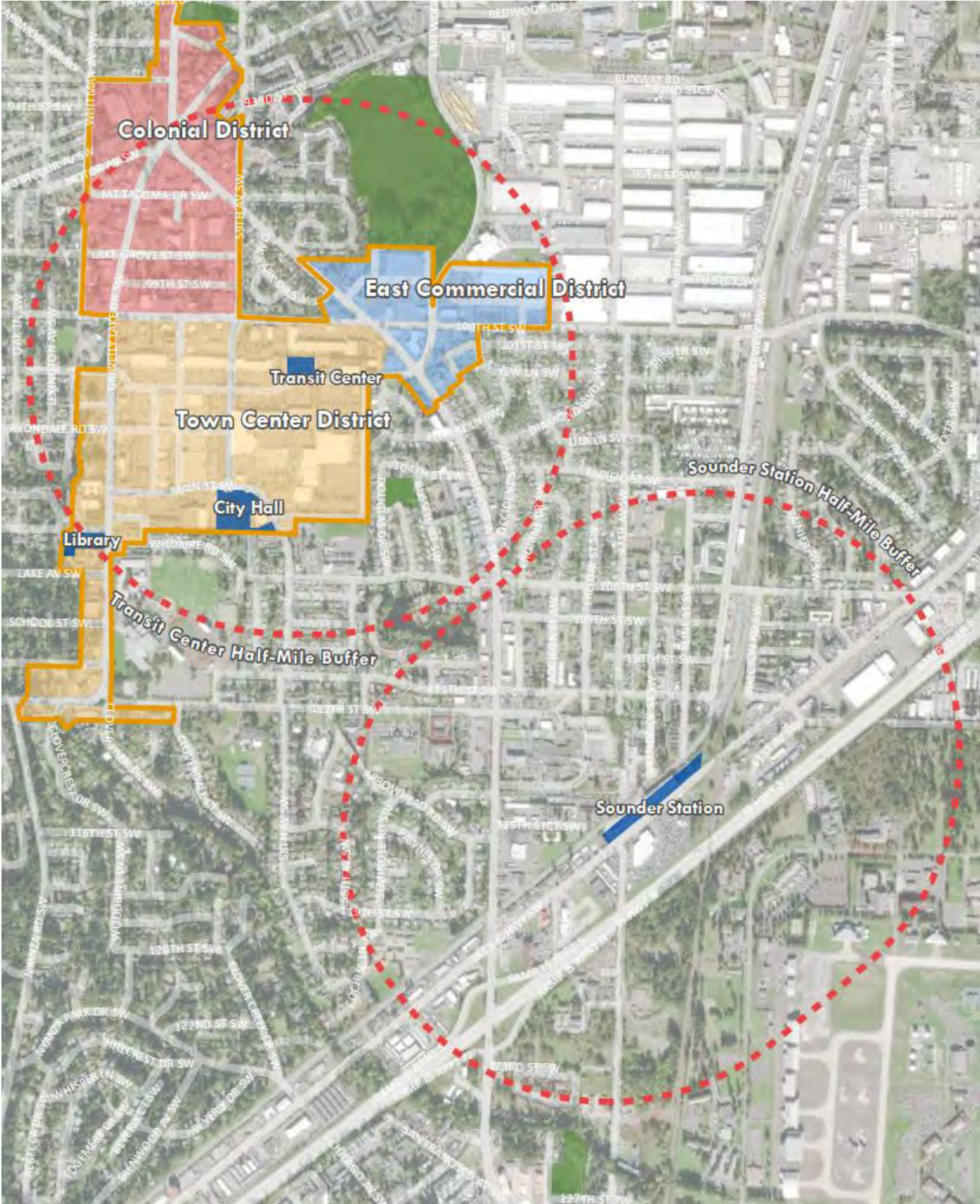
Introduction

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.

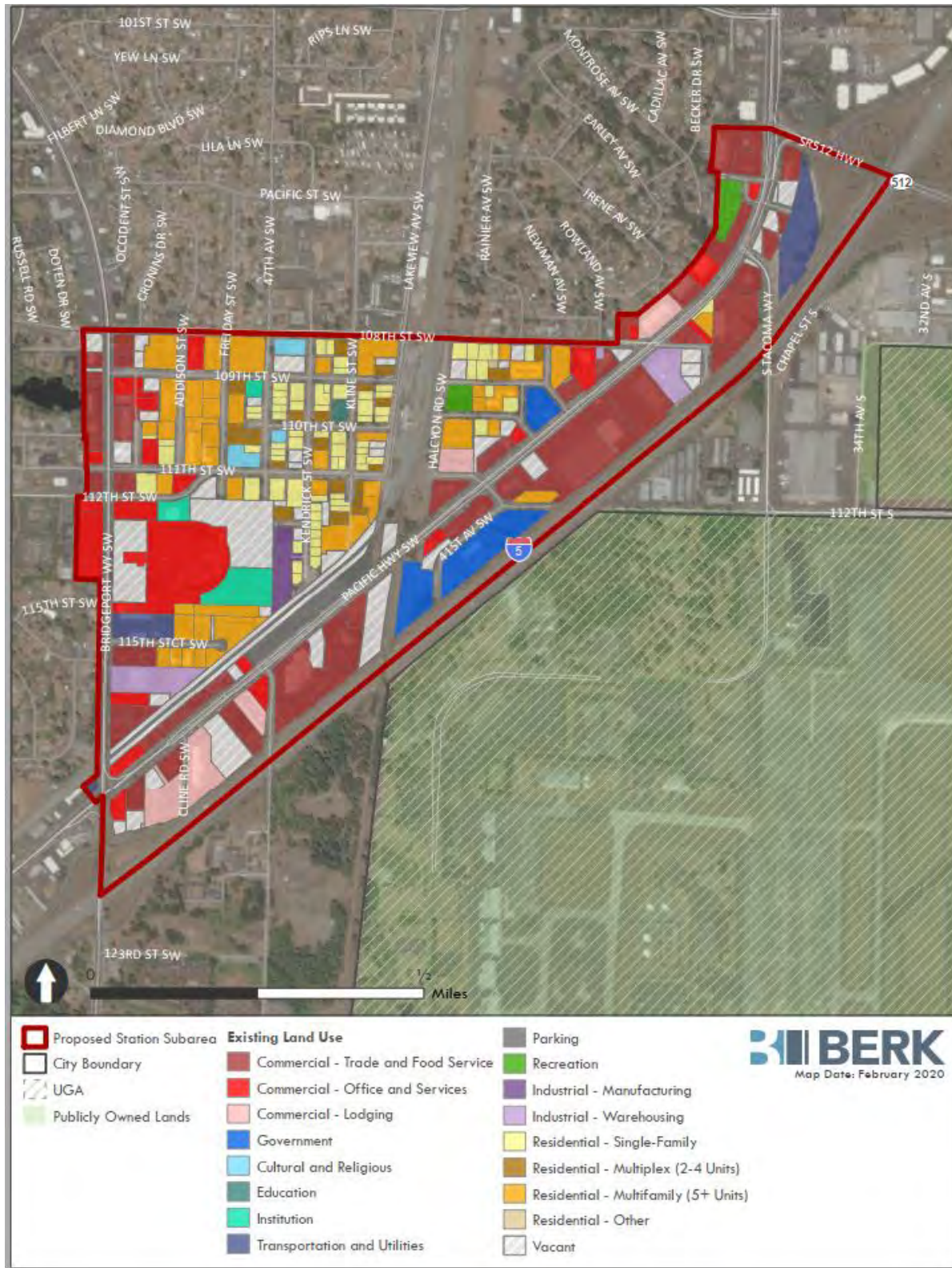
Residential development is characterized by detached single family homes (60%), attached single family (such as duplexes, and triplexes – 26%), and low rise multi-family development (14%). Mixed into these residential areas are a few churches and parks. Most of the residential structures in the study 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

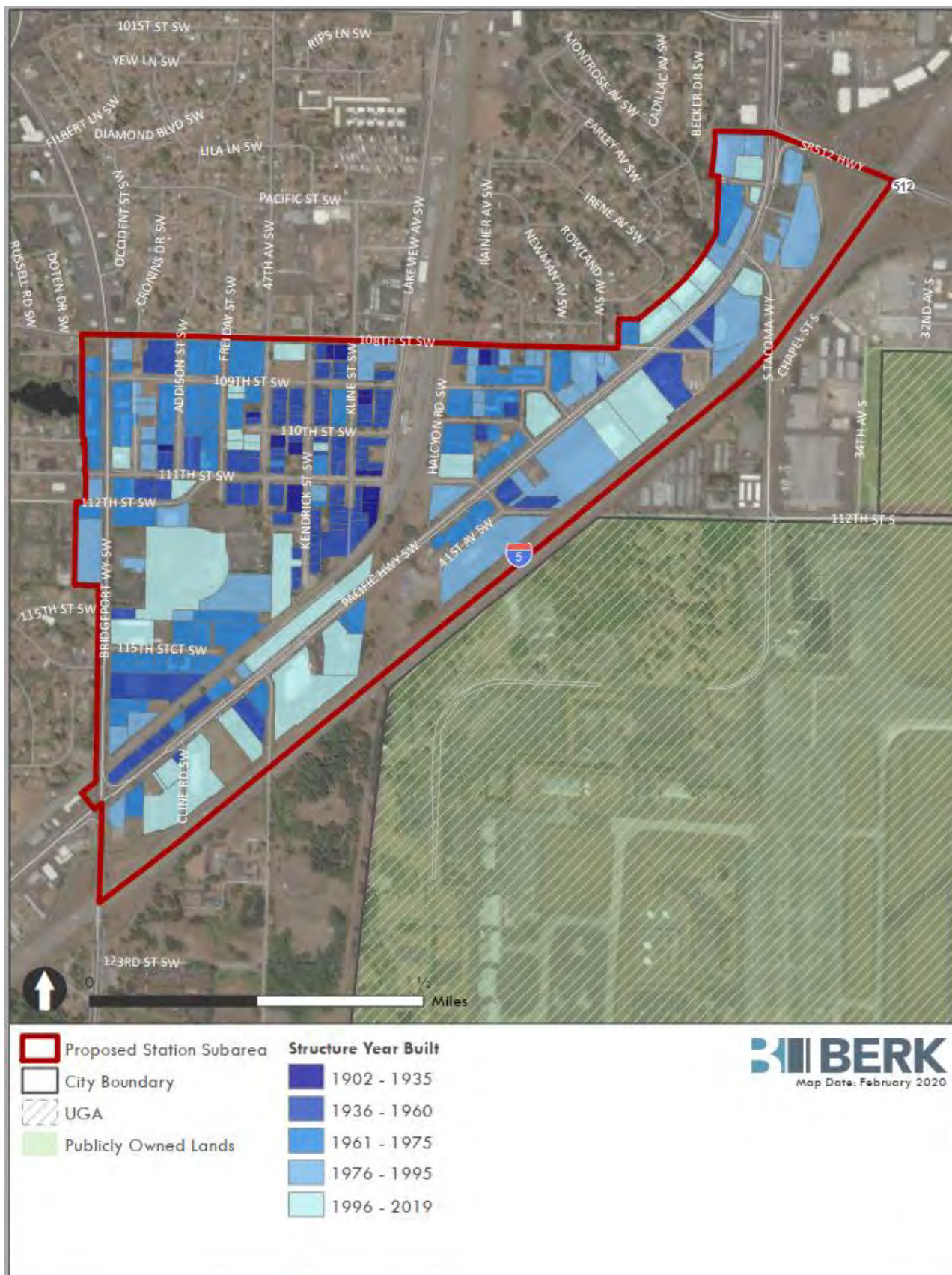
Parcel Size	Parcel Count	Sum of Acreage
½ acre or less	169	40.25
½ - 1 acre	71	51.37
1+ - 5 acres	61	119.55
Greater than 5 acres	13	128.09
Total	314	339.26

Exhibit 4. Existing Land Use



Source: BERK 2020; Pierce County Assessor, 2020.

Exhibit 5. Age of Structures

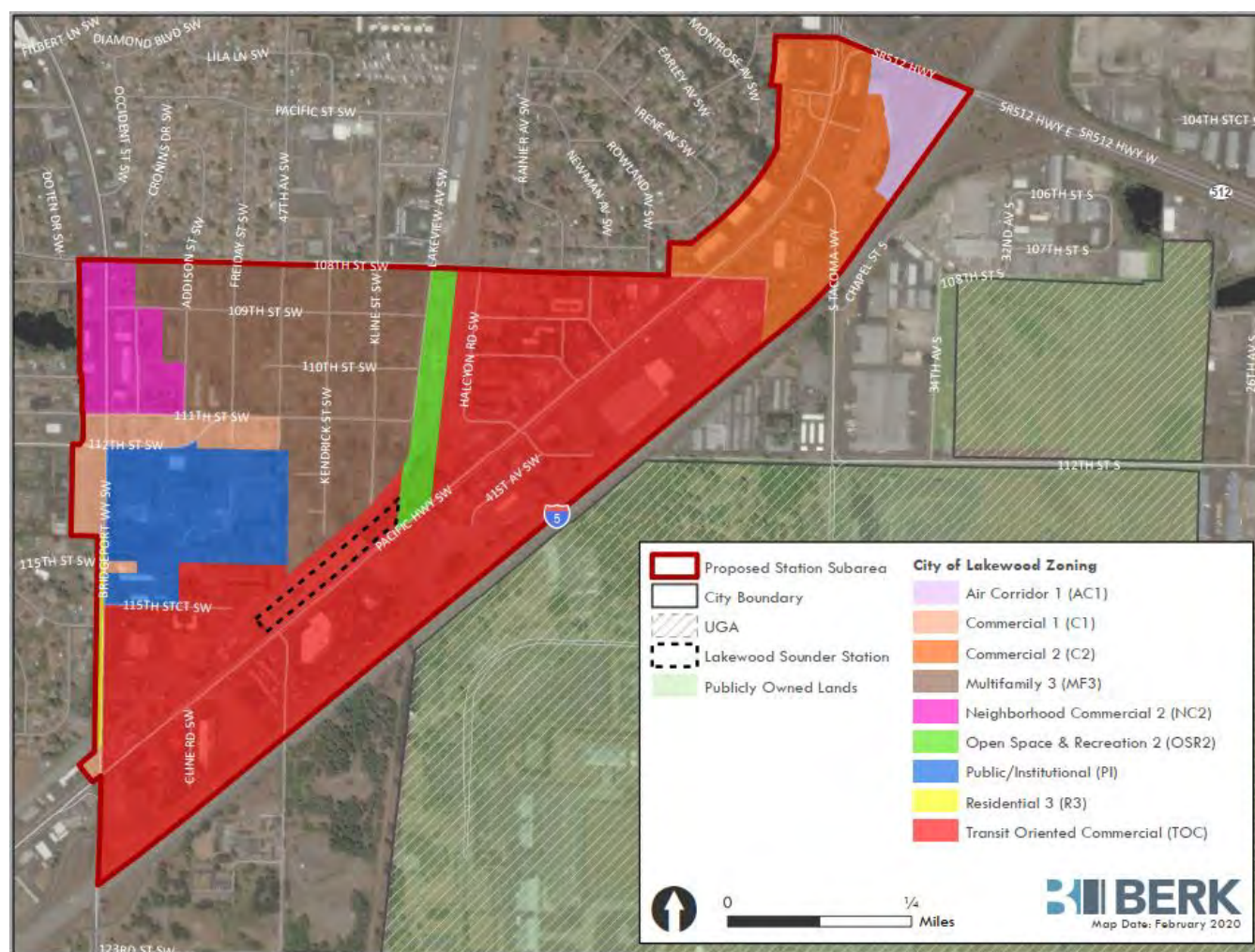


Source: BERK, 2020; Pierce County Assessor, 2020.

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.”¹ 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,

¹ 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.² 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.³

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.

² 18A.40.040B.1

³ 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).⁴ 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.⁵ 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.

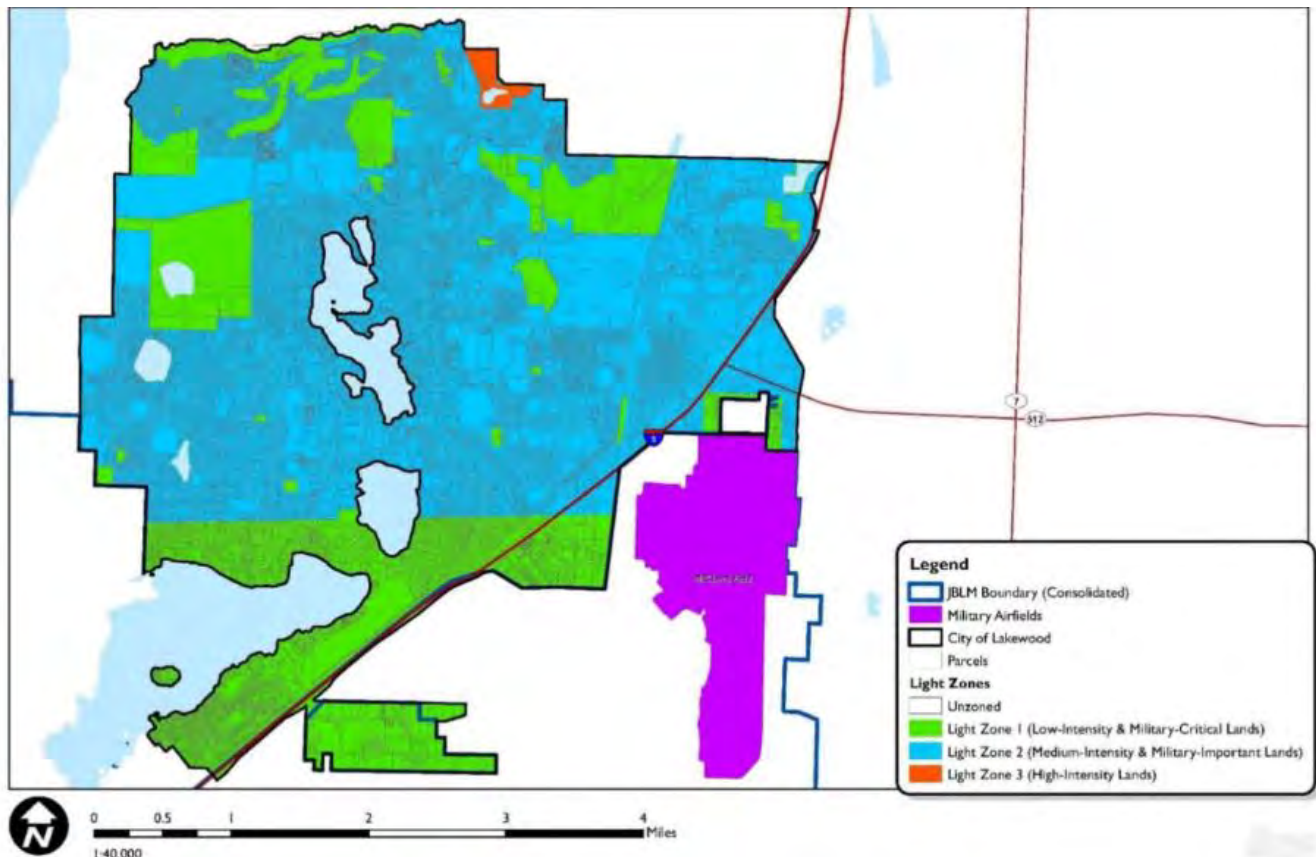
The study area is also subject to lighting standards and requirements to prevent interference with aircraft operation at JBLM.⁶ The northern portion of the study area, near the interchange with SR-512 is part of Light Zone 2 and the rest of the study area is in Light Zone 1 (Exhibit 7). Light Zone 1 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.

⁴ 18A.10.135.6

⁵ 18A.10.135.10B

⁶ 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.⁷ 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.

⁷ 18A.70.010 – 18A.70.050

Lakewood applies a partial form-based code to its Downtown.⁸ 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.⁹ Incentives are available to support the development of rental housing in all zones that allow it.¹⁰ 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.

⁸ Title 18B

⁹ 18A.090

¹⁰ 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, 108th 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 108th Street (Exhibit 9).

Marked bicycle lanes are located on Pacific Highway from Lakewood Station south to Gravelly Lake

Exhibit 9. Transit in the Extended Study Area



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 108th Street SW and are most likely to be affected by potential land use changes.

Exhibit 10. Study Area Intersections

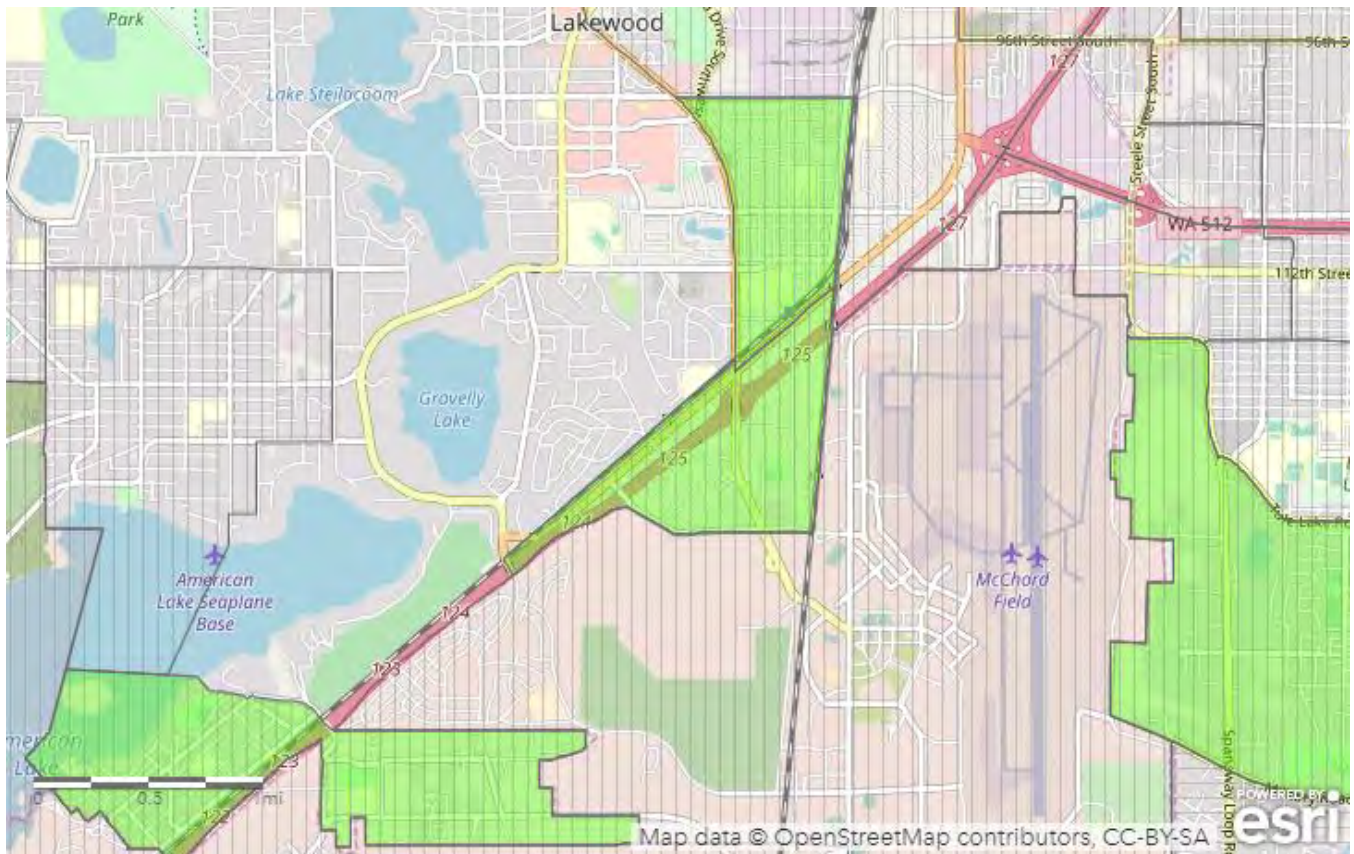


Source: Fehr & Peers, 2020; Pierce County Assessor, 2020.

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.¹¹ 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/>

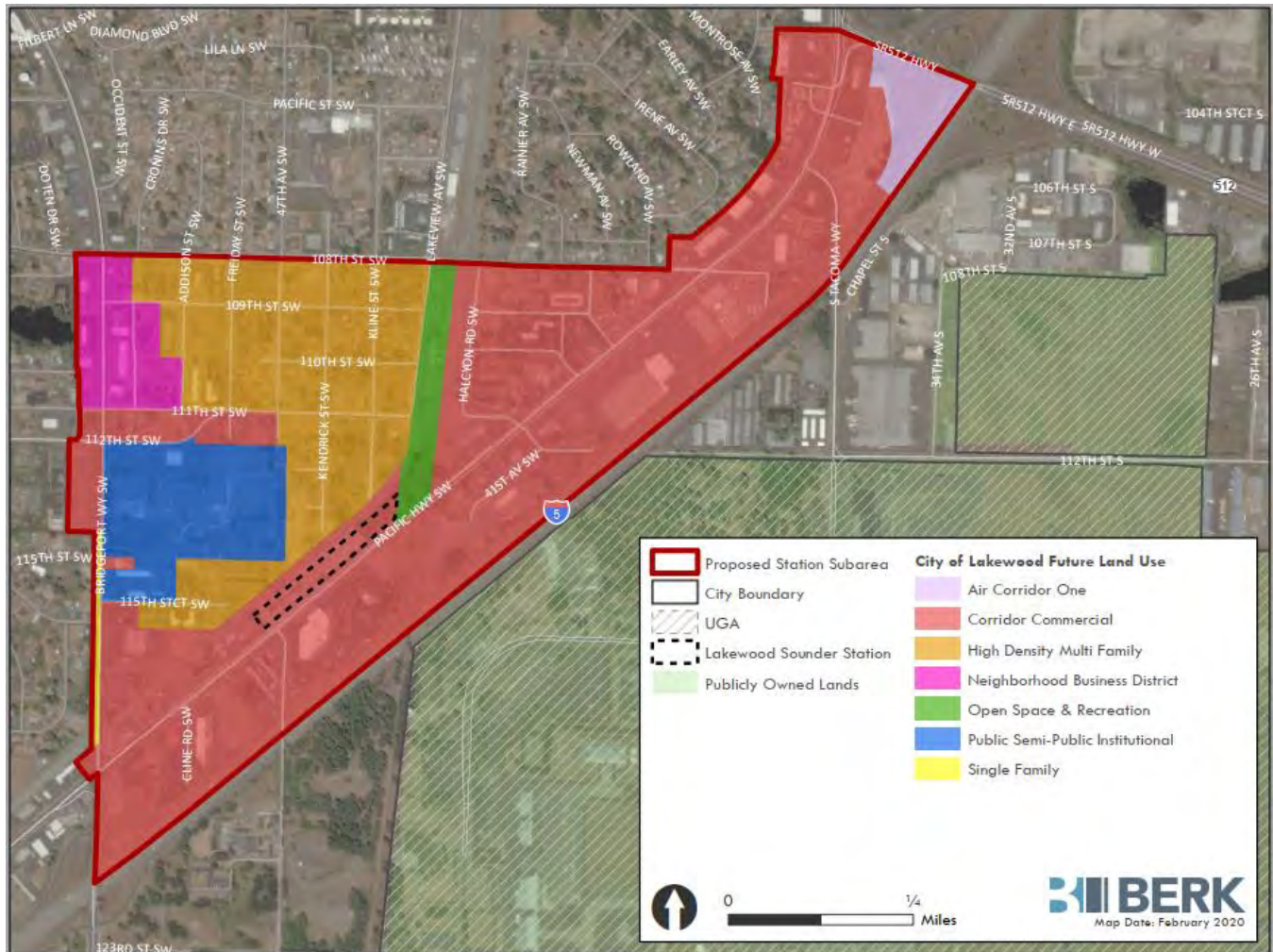
Future Plans

FUTURE LAND USE

Future land use designations are shown in Exhibit 12. They include a number of designations. Descriptions of these designations follow.

¹¹ 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

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.¹² 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.¹³

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.¹⁴ It is envisioned as a pedestrian-oriented compact urban environment with high density residential growth and a mix of office, retail, and service uses.¹⁵ 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.¹⁶

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.¹⁷ 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

¹² Comprehensive Plan section 4.4

¹³ Transparency Objective 5.4

¹⁴ Comprehensive Plan section 2.3.16

¹⁵ Policy LU-17.3

¹⁶ Comprehensive Plan section 2.4.1

¹⁷ Economic Development objectives 1.3 and 1.5.

transit hub is intended to draw private investment.¹⁸ 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.¹⁹ 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.²⁰ 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.”*²¹ 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.²² 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.²³

LSDS is a prime example of a project to implement this vision of new growth near transit.²⁴ 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

¹⁸ Comprehensive Plan section 4.5.2; Goal ED-5

¹⁹ Comprehensive Plan section 4.5.2; Goal UD-9

²⁰ Comprehensive Plan section 5.3.1

²¹ PSRC. Draft Vision 2050 (December 2019), p.1.

²² 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.

²³ PSRC. Draft Vision 2050 (December 2019), p. 35.

²⁴ PSRC. Draft Vision 2050 (December 2019), Building Urban Communities policies MPP-DP-1 through MPP-P-4.

emissions.²⁵ 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 health²⁶ as well as economic development to support employment, business retention, and business creation.²⁷ Planning for the LSDS is consistent with the direction of the CWPPs.

²⁵ PSRC. Draft Vision 2050 (December 2019), p. 77.

²⁶ Pierce County CWPP (2018). Community and Urban Design Policies, pp. 30-31 and Health and Well-Being Policies, pp. 41-43.

²⁷ Pierce County CWPP (2018). Economic and Community Development Policies, pp. 32-36.

Lakewood Station District Subarea

Situation Assessment – April 2020

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 ½ 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.¹ 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. Lakewood's Draft Consolidated Plan² identifies the census tracts that comprise the subarea as racial and ethnically concentrated areas of poverty.³

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.

¹ 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.

² Draft Lakewood Consolidated Plan, March 2020.

³ The subarea includes parts of census tracts 718.05, 718.06, and 718.07. The full area of these census tracts are within ½ mile of the Lakewood Station area. All were identified in the 2018 5-year American Community Survey Estimates as racially and ethnically concentrated areas of poverty. This means that people of color represented more than 50% of the residents and that poverty rates are either higher than 40% or more than three times the average poverty rate of tracts in the metropolitan area.

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. 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 value of \$292,000 or Pierce County's at \$333,000. It is estimated that more than 30% of the owners within about a half mile of the Lakewood Station experience cost-burden, meaning they pay more than 30% of their household income on housing costs and earn less than 80% of the area median income.⁴

The 2018 Lakewood Rental Market Survey showed that between 2016 -2018 rents have generally increased for multi-family units in Lakewood and that cost burden among subarea renters is high. Market rate rental prices ranged from about \$900 to \$1,650 a month in fall 2018, depending on the unit size. Rates for affordable housing in Lakewood ranged from \$600 to \$1,800 a month. In comparison, Tacoma market rate rents ranged from \$1,050 to \$3,250 in the same period.⁵ Although approximately 10% of renters within about a half mile of Lakewood Station receive housing subsidies, more than 50% experience cost burden.

Vacancy rates also influence the cost and availability of housing. Overall vacancy rates are 13% in the subarea and 8% in the half mile area as shown in Exhibit 5. While Lakewood's overall vacancy rate was 9.1% as of 2019, a 2018 study of the rental market showed lower vacancies for multi-family units of 3% or less.⁶ Market rate multi-family units had a 97% occupancy rate, while affordable units had a 99% occupancy rate for an average 98% multifamily occupancy rate citywide. This citywide multi-family

⁴ City of Lakewood Draft Consolidated Plan, March 2020, p.13.

⁵ Rental rates in this paragraph come from: McCament & Rogers, 2018 Lakewood Rental Market Survey, October 2018.

⁶ McCament & Rogers, 2018 Lakewood Rental Market Survey, October 2018.

occupancy rate was consistent with findings from a similar study done in 2016 and higher than occupancy rates for Tacoma, particularly for units outside of downtown Tacoma, which had 95% occupancy. Low rates of multi-family vacancy are particularly challenging for households that make less than 50% of the area median income, who are more likely to experience housing cost burden.⁷

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%	6.7%
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 four-year 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.

⁷ City of Lakewood Draft Consolidated Plan, March 2020, p.9.

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.⁸ 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.⁹

⁸ Data in this paragraph comes from ESRI Business Summary, 2019.

⁹ Information presented in the Lakewood City Manager's Report to City Council, March 27, 2020.

Based on 2017 data from the US Census Bureau Center for Economic Studies, worker profiles are very similar for those who work in the subarea and those who work within the half mile study area.¹⁰ 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 older¹¹ 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 MCCHORD

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.¹² The base has a 99% housing occupancy rate with 5,149 on-base housing units. 71% of the active duty workforce live off-base. When the civilian workforce is factored in, 87% of JBLM's workforce live off-base.¹³

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.¹⁴ 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.¹⁵ 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.

¹⁰ On the Map, US Census Bureau Center for Economic Studies, 2017.

¹¹ Educational attainment information is not collected for workers aged 29 or younger).

¹² South Sound Military Partnership and University of Washington Tacoma, 2018.

¹³ Unless otherwise noted, references in this section come from the JBLM Public Affairs Office.

¹⁴ 42% spend \$1,501 to \$2,000 on housing.

¹⁵ 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. From a statistical perspective this is well matched to the current cost of housing in the area. However, households in the subarea have high levels of housing cost burden and 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. Also, the development of affordable housing or the addition of subsidized units to the subarea could help reduce cost burdens experienced by existing residents.
- The subarea is a racially and ethnically concentrated area of poverty. In addition to addressing concerns about economic displacement, there should be consideration of the effects of redevelopment on cultural and ethnic displacement as well. Redevelopment sometimes brings a change in the cultural and ethnic profile of a neighborhood. As these changes occur, the existing residents may experience changes in businesses and social institutions that make the subarea a less desirable place for them to live. Engagement should seek to identify existing ethnic and cultural amenities in the subarea so the plan can include policies to support these existing communities during redevelopment.
- 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.
- Low citywide vacancy rates indicate there is demand for multi-family housing in Lakewood that could be fulfilled in the subarea.
- Lakewood has lower cost market rate multi-family rents than Tacoma, which could be a competitive advantage if new multi-family development can be developed at a similar price point.
- 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.

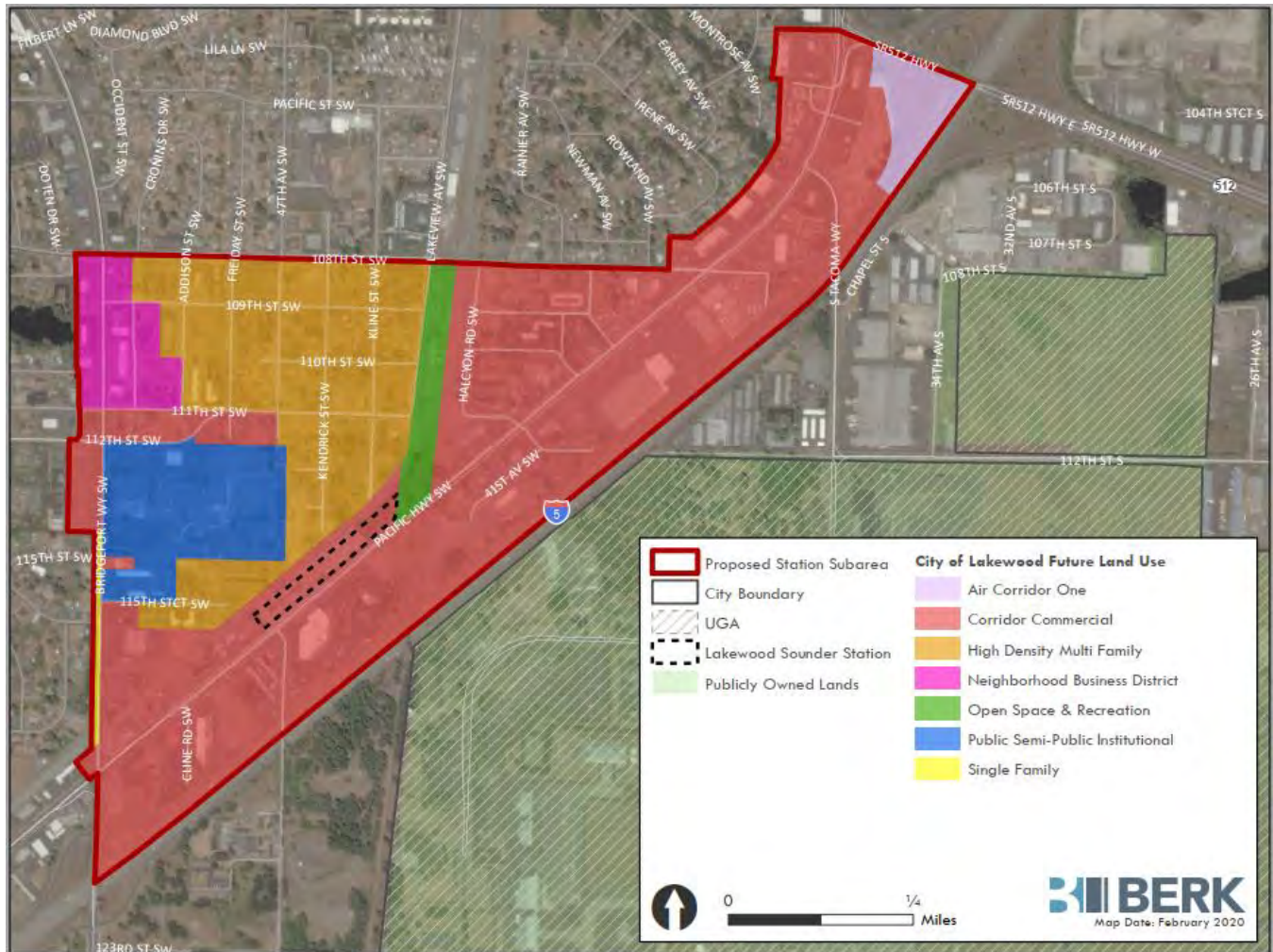
Neighborhood Business District

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

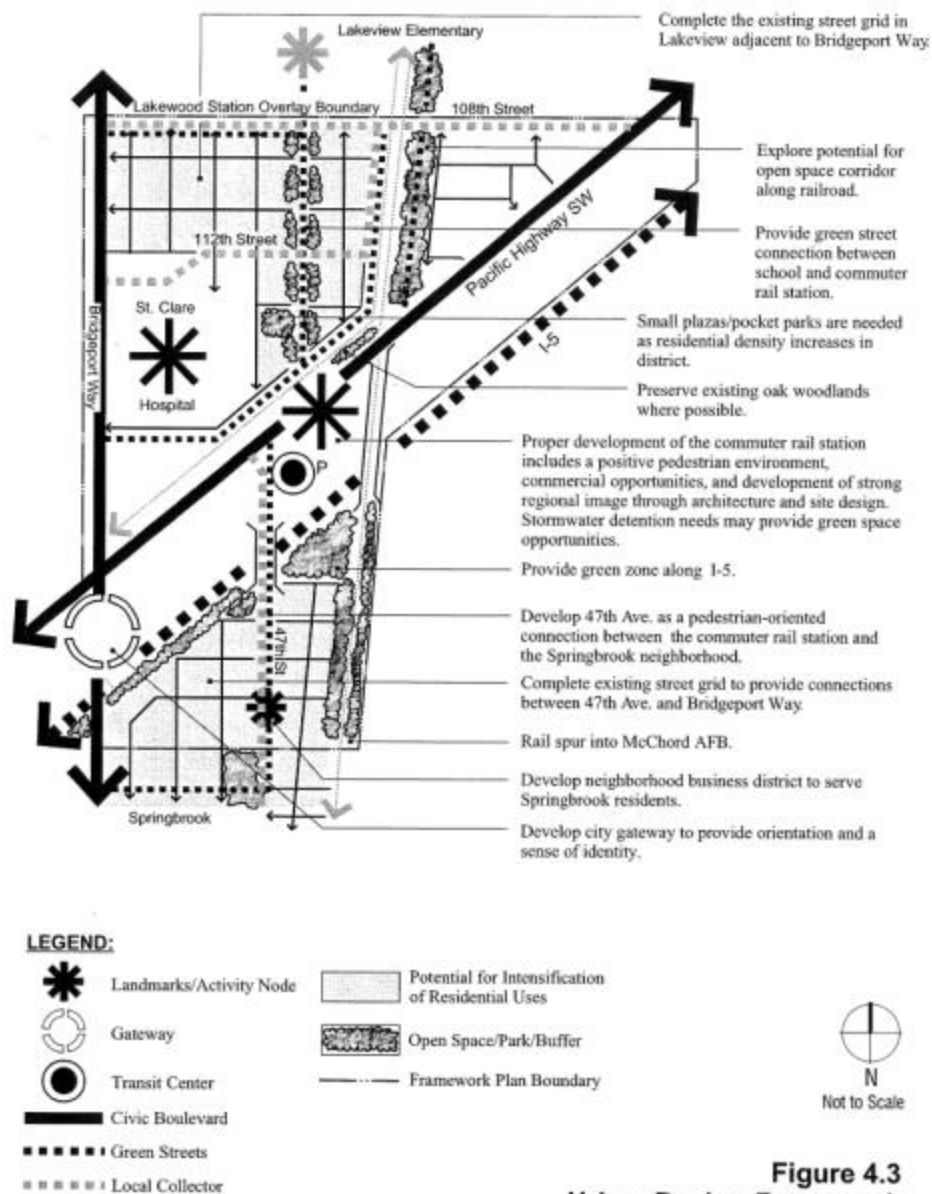
The strip of Open Space and Recreation zoning, near where Lakeview Avenue would extend to Pacific Highway, is designated as Open Space & Recreation on the future land use map. This designation recognizes the opportunity for future public use in this area that is approximately 14 acres

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.¹⁶ 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.¹⁷

Exhibit 9. Lakewood Station District Subarea Concept



SOURCE: EDAW, Inc. 1999

Source: Lakewood Comprehensive Plan, 2014.

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.¹⁸ It is envisioned as a pedestrian-oriented compact

¹⁶ Comprehensive Plan section 4.4

¹⁷ Transparency Objective 5.4

¹⁸ Comprehensive Plan section 2.3.16

urban environment with high density residential growth and a mix of office, retail, and service uses.¹⁹ 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.²⁰

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.²¹ 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 transit hub is intended to draw private investment.²² 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.²³ 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 connects Seattle and Tacoma. It also is bordered by JBLM, one of the largest military installations in the country.²⁴ 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.

¹⁹ Policy LU-17.3

²⁰ Comprehensive Plan section 2.4.1

²¹ Economic Development objectives 1.3 and 1.5.

²² Comprehensive Plan section 4.5.2; Goal ED-5

²³ Comprehensive Plan section 4.5.2; Goal UD-9

²⁴ Comprehensive Plan section 5.3.1

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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.”*²⁵ 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.²⁶ 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.²⁷

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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 health³⁰ as well as economic development to support employment, business retention, and business creation.³¹ Planning for the LSDS is consistent with the direction of the CWPPs.

²⁵ PSRC. Draft Vision 2050 (December 2019), p.1.

²⁶ 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.

²⁷ PSRC. Draft Vision 2050 (December 2019), p. 35.

²⁸ PSRC. Draft Vision 2050 (December 2019), Building Urban Communities policies MPP-DP-1 through MPP-P-4.

²⁹ PSRC. Draft Vision 2050 (December 2019), p. 77.

³⁰ Pierce County CWPP (2018). Community and Urban Design Policies, pp. 30-31 and Health and Well-Being Policies, pp. 41-43.

³¹ Pierce County CWPP (2018). Economic and Community Development Policies, pp. 32-36.

Projects in the Pipeline

The City of Lakewood has a handful of projects in the development pipeline just outside the subarea but within a half mile of the Lakewood Station. These projects show there is momentum for development in the area near Lakewood Station.

- A permitted kidney dialysis center located in the Springbrook area on the other side of I-5.
- WoodSpring Suites, a 128-unit hotel that is under construction just south of the subarea on Pacific Highway.
- Springhill Suites, a permitted 122 unit hotel just south of the subarea on Pacific Highway.
- A gated, 208-unit market-rate apartment complex permitted in the Springbrook area.

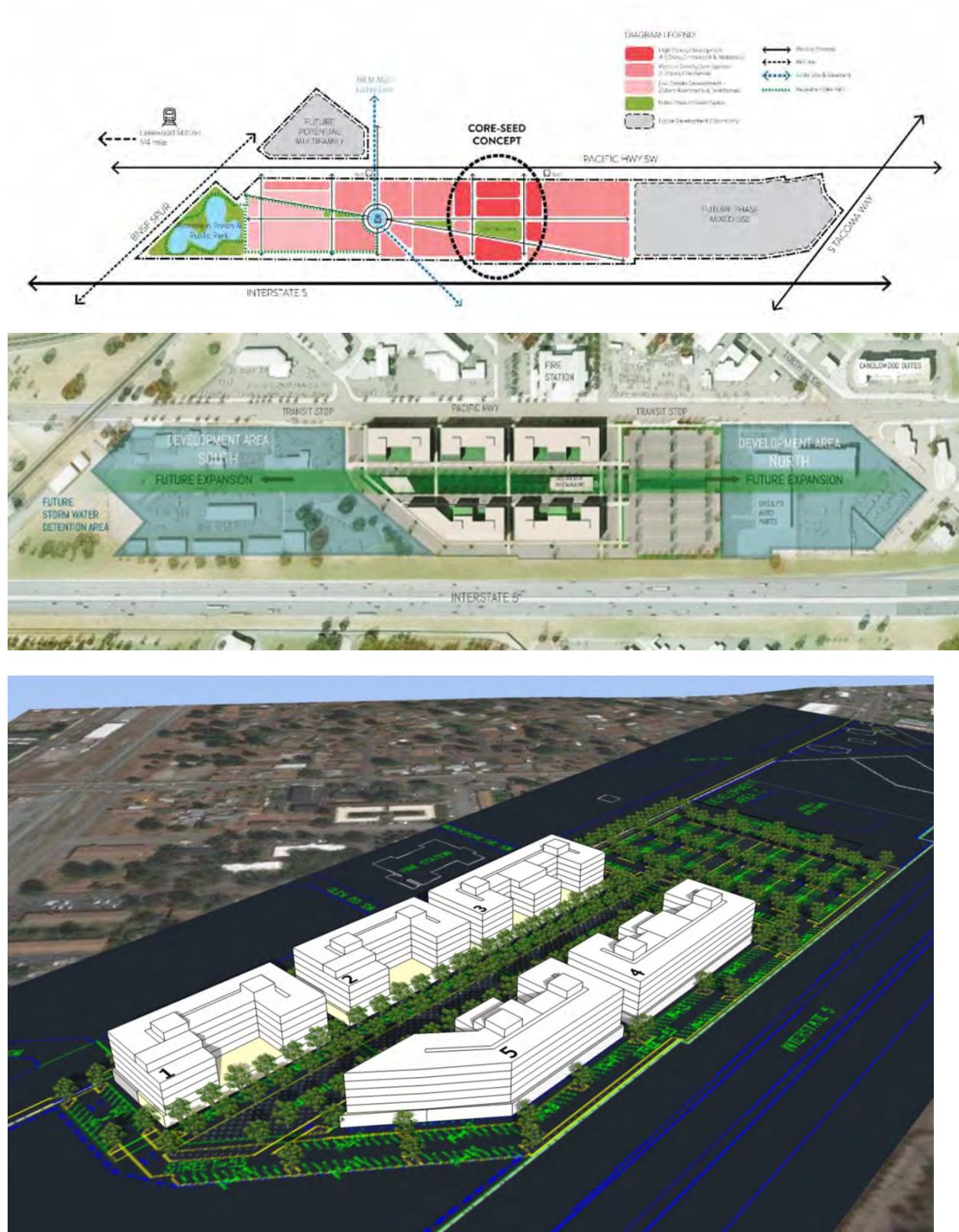
Lakewood Landing

In addition to the pipeline projects near the subarea, the City of Lakewood is helping to facilitate the development of Lakewood Landing in the subarea. 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.³² The City has a signed memorandum of understanding with WSDOT to market the property, identify a new location in an industrial area, and to help seek funding for the new maintenance facility.

The vision for Lakewood Landing is one of a dynamic mixed-use urban village in the heart of an enhanced commercial Lakewood Station District. It is envisioned as an amenity-rich environment with ground floor retail and restaurants, multifamily housing, and entertainment in a walkable, park-like setting with a central courtyard. This change in use is expected to promote economic growth through transit-oriented mixed-use development. Development would occur in a series of phases. A concept for the central core of the development is shown in Exhibit 10. While carefully designed to meet market demands and community needs, the concept will evolve with the selection of a developer for the site. The City, developer, and local stakeholders will work together on concept changes and refinements.

³² BERK, *City of Lakewood Pacific Highway Site Redevelopment Fiscal Impacts and Retail Development Options*, January 6, 2014.

Exhibit 10. Preliminary Concept for Lakewood Landing Phase I



Source: City of Lakewood, 2020.

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 employment growth, as discussed in the Lakewood Landing subsection above.

Commercial businesses line Pacific Highway and Bridgeport Way. Along Pacific Highway 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 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.

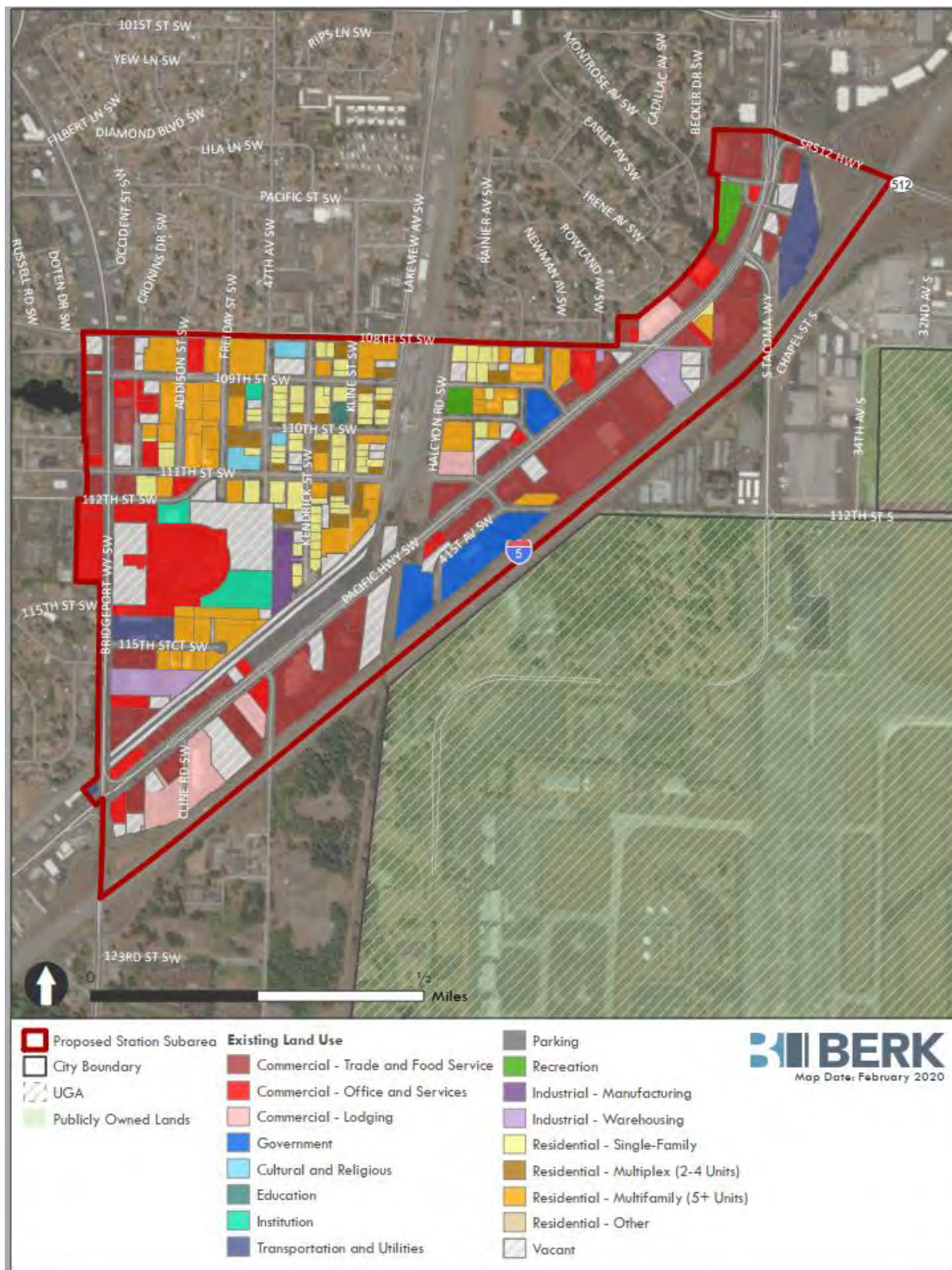
Parcel size in the subarea also displays variation, as shown in Exhibit 11. Half the parcels are a half acre or less in size, but these only account for about 40 acres in the 339 acre subarea. The 13 largest parcels account for 38% of the land in the subarea.

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

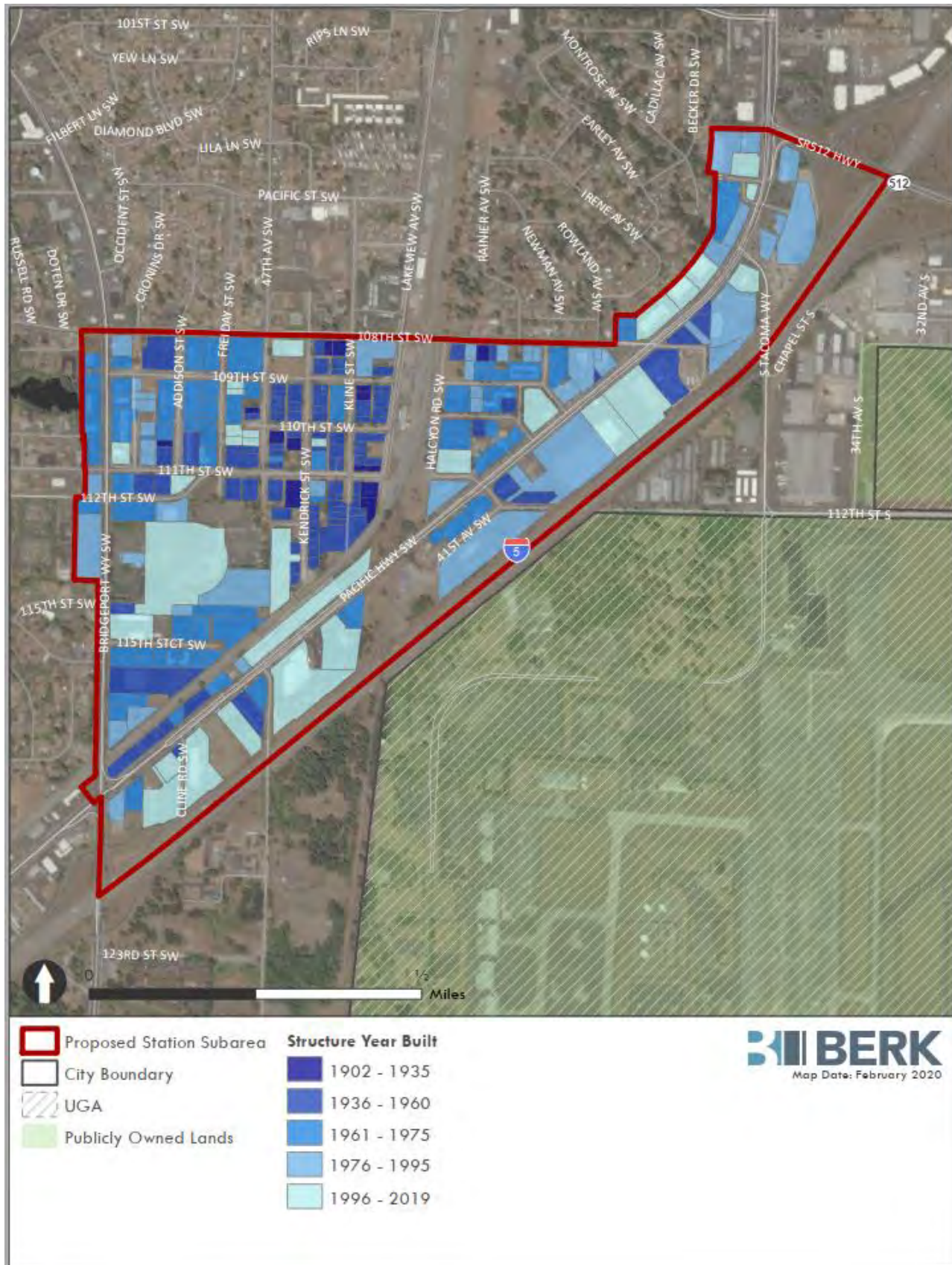
Source: Pierce County Assessor, 2020; BERK Consulting, 2020.

Exhibit 12. Existing Land Use



Source: BERK, 2020; Pierce County Assessor, 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 in the triangular shaped area defined by Bridgeport Way to the

west, 115th Street Court West to the north, and I-5 to the southeast. Lakewood sent the results of the flood re-evaluation study to the Federal Emergency Management Agency (FEMA) 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. Apart from 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.³³ Clean-up is started on all 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.³⁴

³³ 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>.

³⁴ 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.³⁵ 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.

³⁵ <https://ephtracking.cdc.gov/showProximityToHighways.action>

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 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 will remain commuter-oriented for the foreseeable future.³⁶
- 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 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

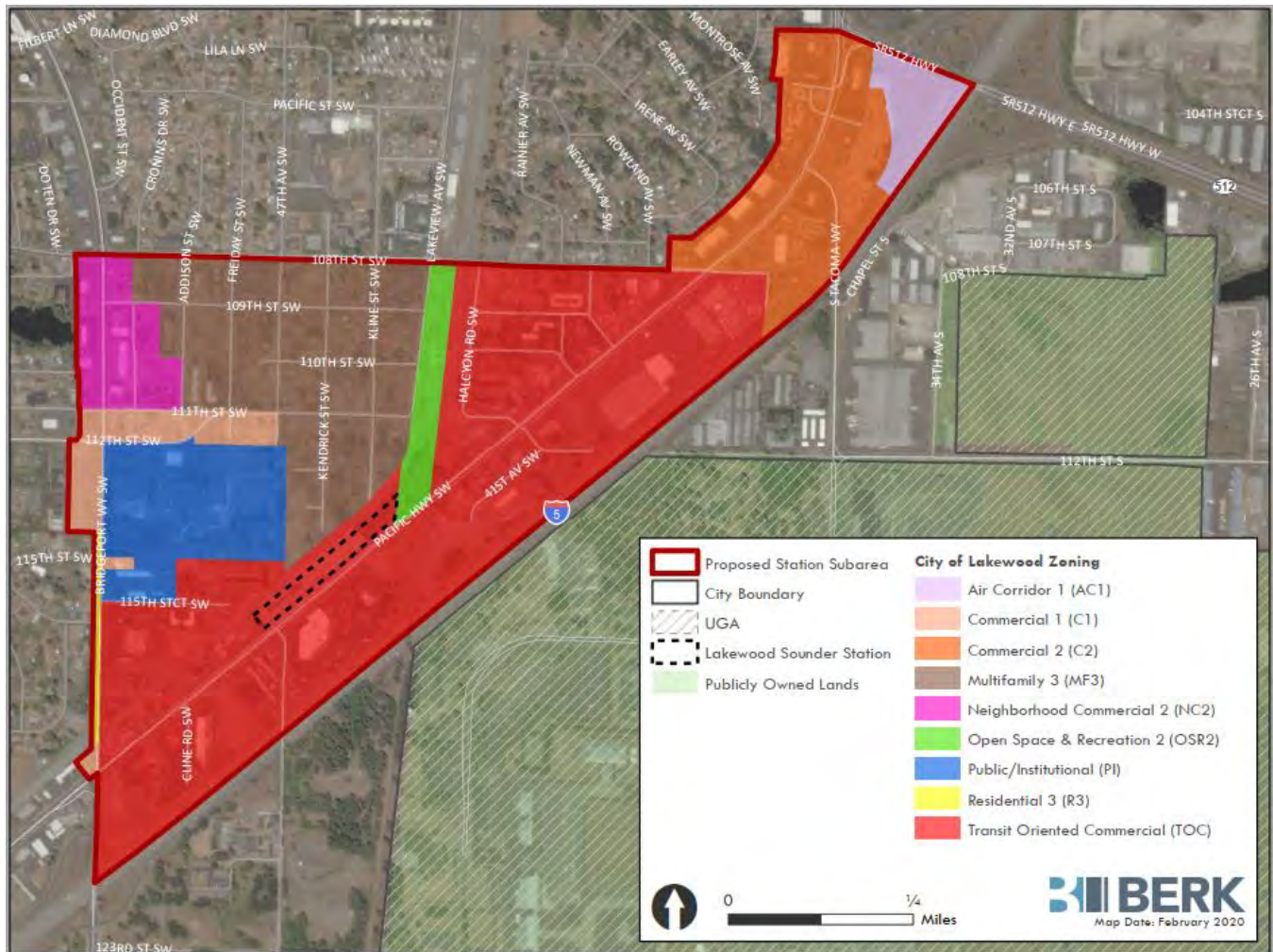
Zoning and regulations outline the processes and requirements for redevelopment of the LSDS. Incentives are regulations and programs that provide benefits to those investing in redevelopment when they provide elements that advance local goals and objectives. This section looks at current conditions and 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.

³⁶ 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.”³⁷ 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.

³⁷ 18A.10.120D.5

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 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.³⁸ 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.³⁹

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.

³⁸ 18A.40.040B.1

³⁹ 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).⁴⁰ 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.⁴¹ 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.

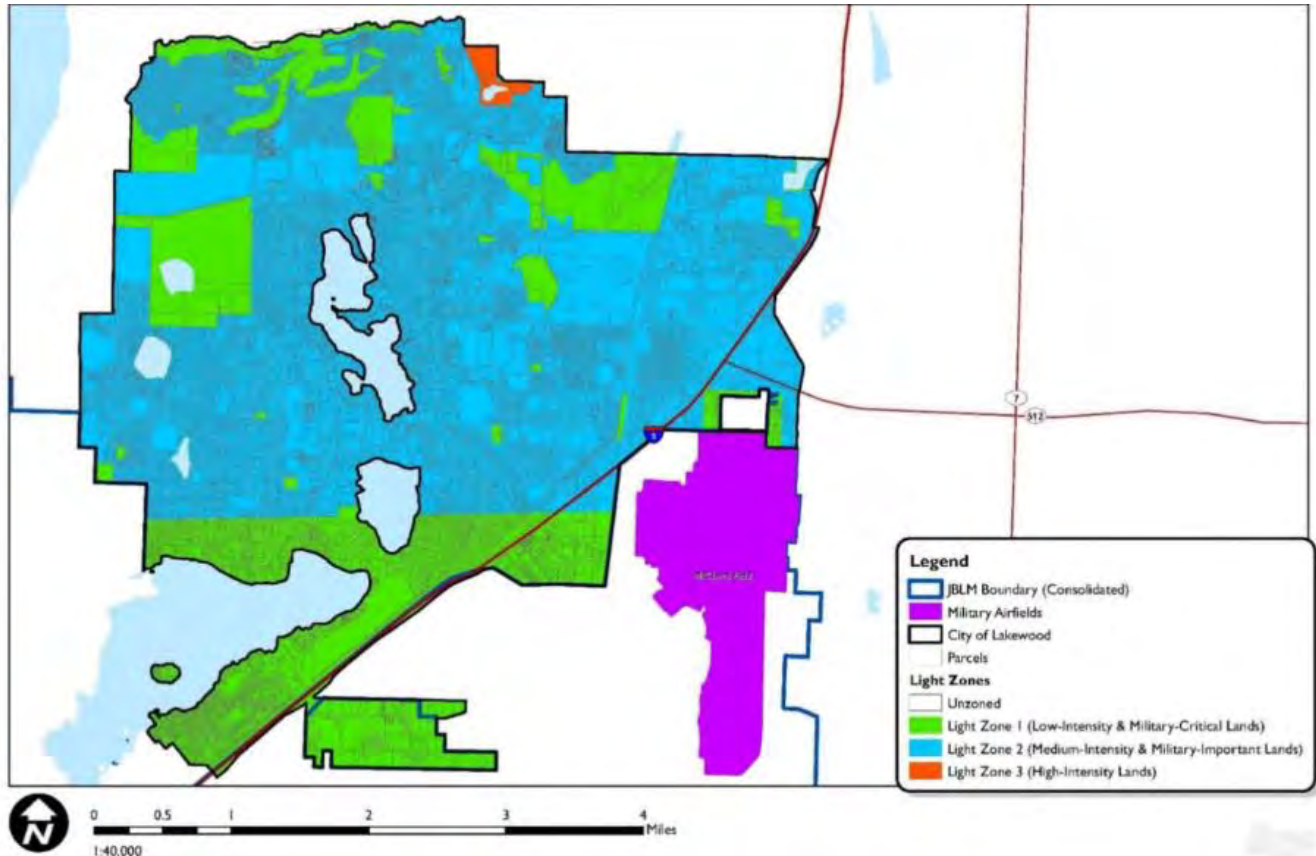
The subarea is also subject to lighting standards and requirements to prevent interference with aircraft operation at JBLM.⁴² The northern portion of the subarea, near the interchange with SR-512 is part of Light Zone 2 and the rest of the subarea is in Light Zone 1 (Exhibit 18). Light Zone 1 is applicable 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.

⁴⁰ 18A.10.135.6

⁴¹ 18A.10.135.10B

⁴² 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.⁴³ 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.

⁴³ 18A.70.010 – 18A.70.050

Lakewood applies a partial form-based code to its Downtown.⁴⁴ 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.⁴⁵ Incentives are available to support the development of rental housing in all zones that allow it.⁴⁶ 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.⁴⁷ 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.

⁴⁴ Title 18B

⁴⁵ 18A.090

⁴⁶ With the exception of the construction of one single-family dwelling on one lot. 18A.090.030.

⁴⁷ Department of Commerce, 2020. <https://www.commerce.wa.gov/growing-the-economy/opportunity-zones/>

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 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 LSDS and identifies potential changes to zoning, regulatory, and incentive programs.

Retail Environments

Parking will remain important to successful retail for some period 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.⁴⁸ 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 advantages of a more compact, walkable neighborhood.⁴⁹ Note that this section does not recommend townhouse development, and this is an important distinction.⁵⁰

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 shown in the picture to the right.



⁴⁸ 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.

⁴⁹ 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.

⁵⁰ 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.

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 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, 108th 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 1-5 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 108th 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, 108th 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

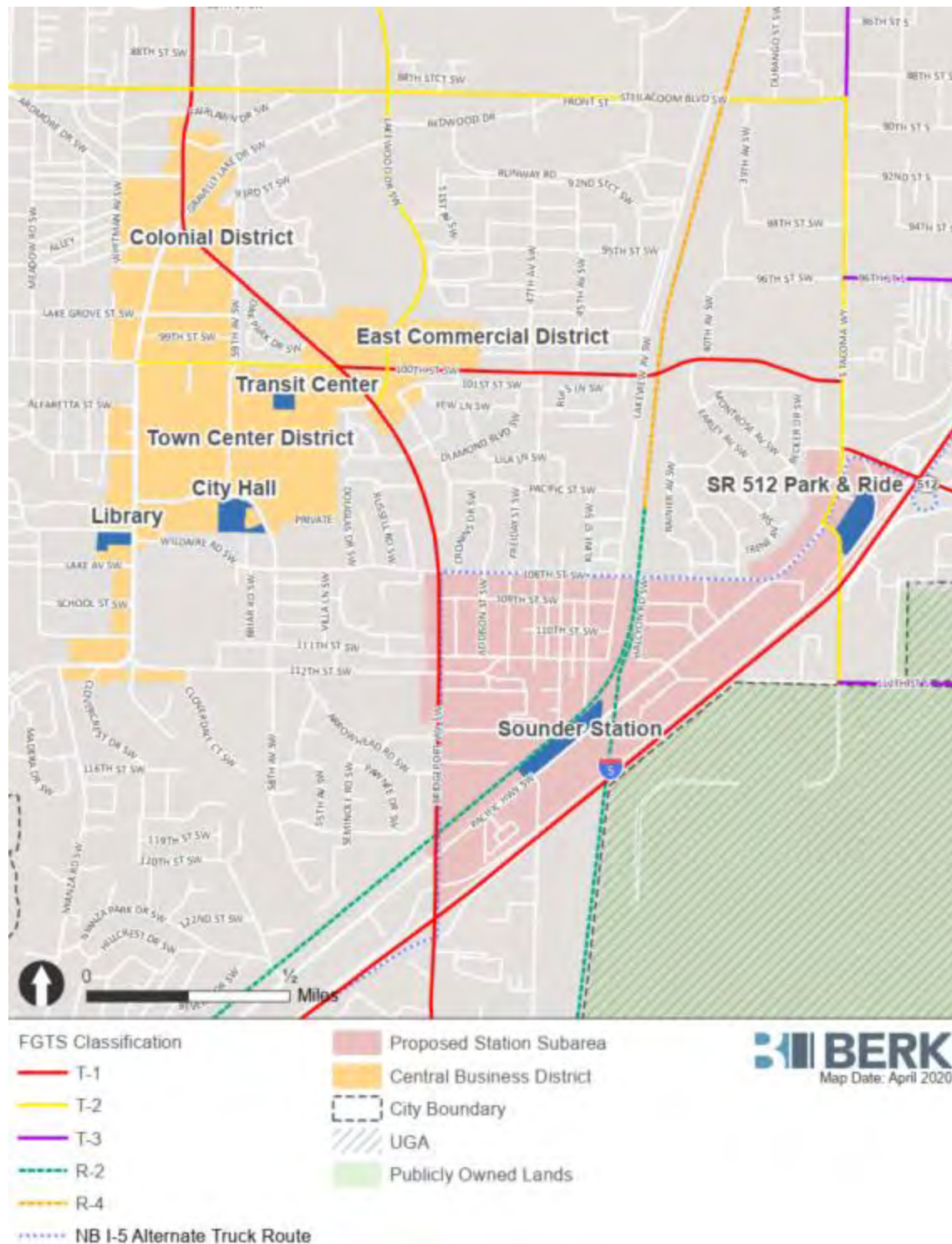
Marked bicycle lanes are located on Pacific Highway from Lakewood Station south to Gravelly Lake Drive SW and north from Sharondale Street SW to the South Tacoma Way/SR 512 interchange. Bicycle lanes are also located on 108th Street SW from Bridgeport Way to Pacific Highway. While sidewalks are generally 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 108th 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 22.⁵¹ In addition to the designated routes, 108th Street SW serves as a de facto freight route for trucks heading northbound on I-5 due to the limited height of the railroad bridge crossing I-5 at JBLM. These trucks exit the freeway at Bridgeport, take 108th to Pacific Highway, and then reenter I-5 at SR-512.

⁵¹ <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; City of Lakewood, 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 108th Street SW and are most likely to be affected by potential land use changes.

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 23. Study Area Intersections



Source: Fehr & Peers, 2020.

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 ¹	Signal	D/54
2	Pacific Highway / South Tacoma Way ¹	Signal	C/32
3	Pacific Highway / 108 th Street ¹	Signal	C/27
4	Pacific Highway / Halcyon Road	TWSC	C/23
5	Pacific Highway / Sounder Station Garage Entrance ¹	Signal	A/6
6	Pacific Highway / Sounder Station North Transit Access ¹	Signal	B/15
7	Pacific Highway / Sounder Station South Transit Access ¹	Signal	C/27
8	Pacific Highway / Bridgeport Way	Signal	C/28
9	108 th Street / Lakeview Drive	Signal	B/14
10	Bridgeport Way / 112 th Street	Signal	C/34
11	Bridgeport Way / SB I-5 Ramp ¹	Signal	B/17
12	Bridgeport Way / NB I-5 Ramp ¹	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 111th Street SW to 108th 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 111th Street SW and 112th 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 108th 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 112th 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.

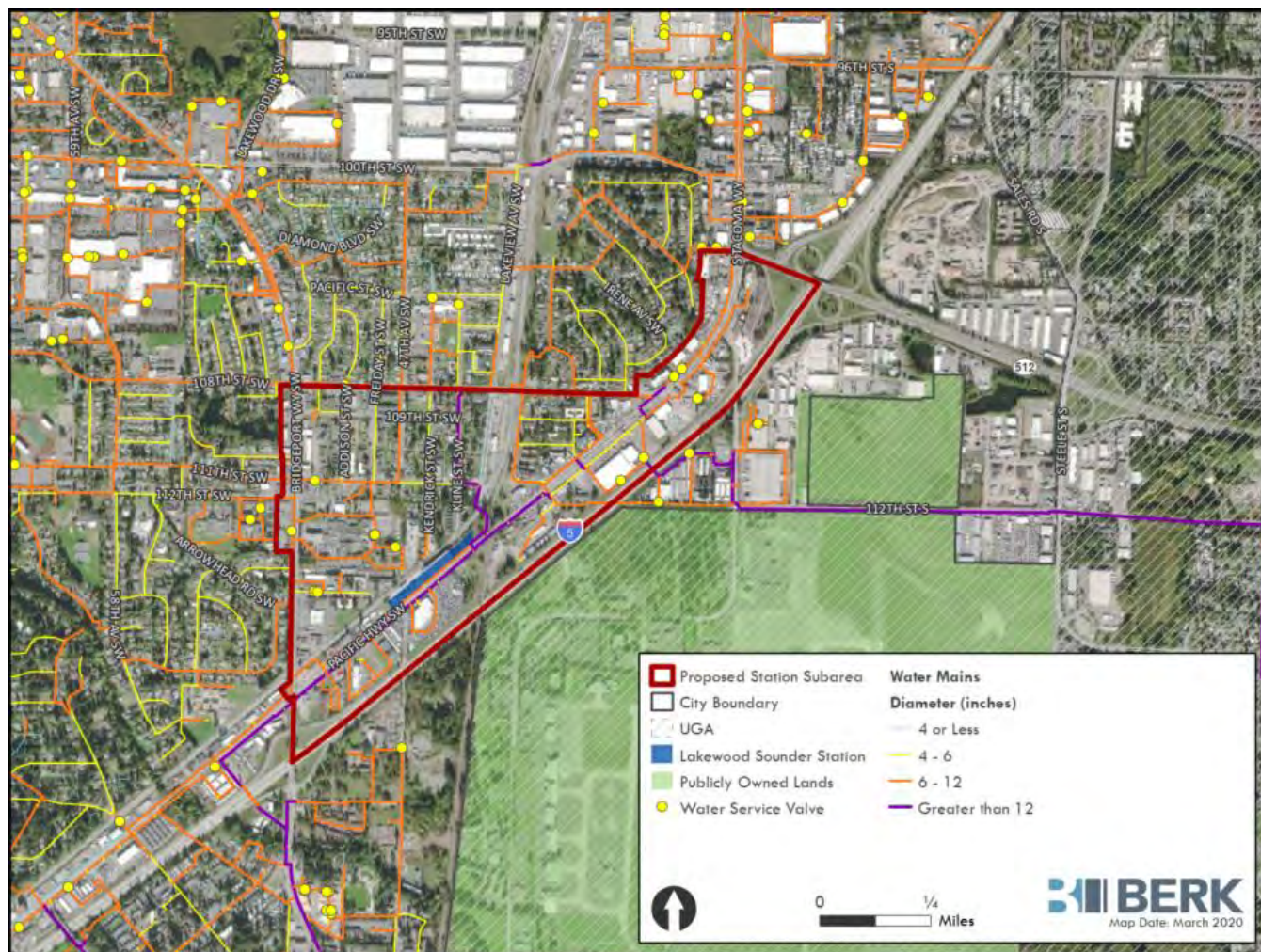
Utilities and Public Services

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 mid-sized mains serve St. Clare hospital and the existing commercial development in the subarea.

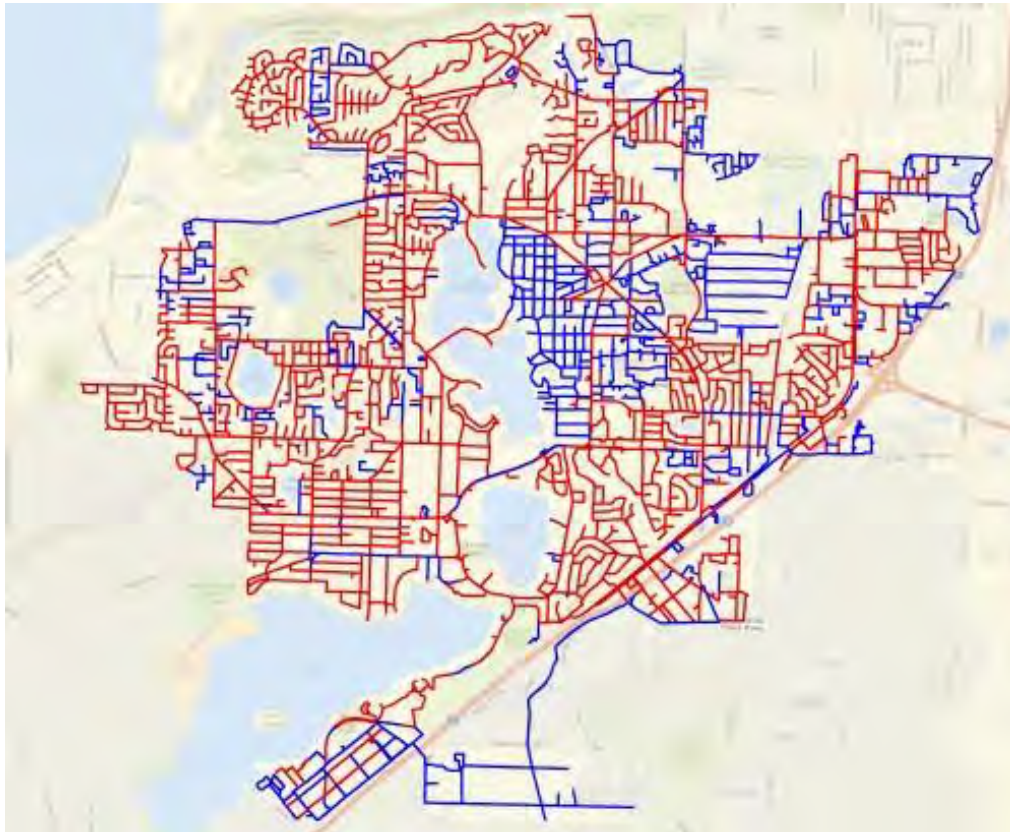
The Lakewood Water District initiated a 50-year repair and replacement plan in 2014 to replace 181 miles of aging water mains. See Exhibit 27. Some replacements have already occurred in the subarea, including replacements along Bridgeport Way. The repair and replacement plan focuses on the replacement 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 LSDS and Surrounding Area



Source: BERK, 2020; Pierce County Assessor, 2020.

Exhibit 27. Map of Water Mains to be Replaced



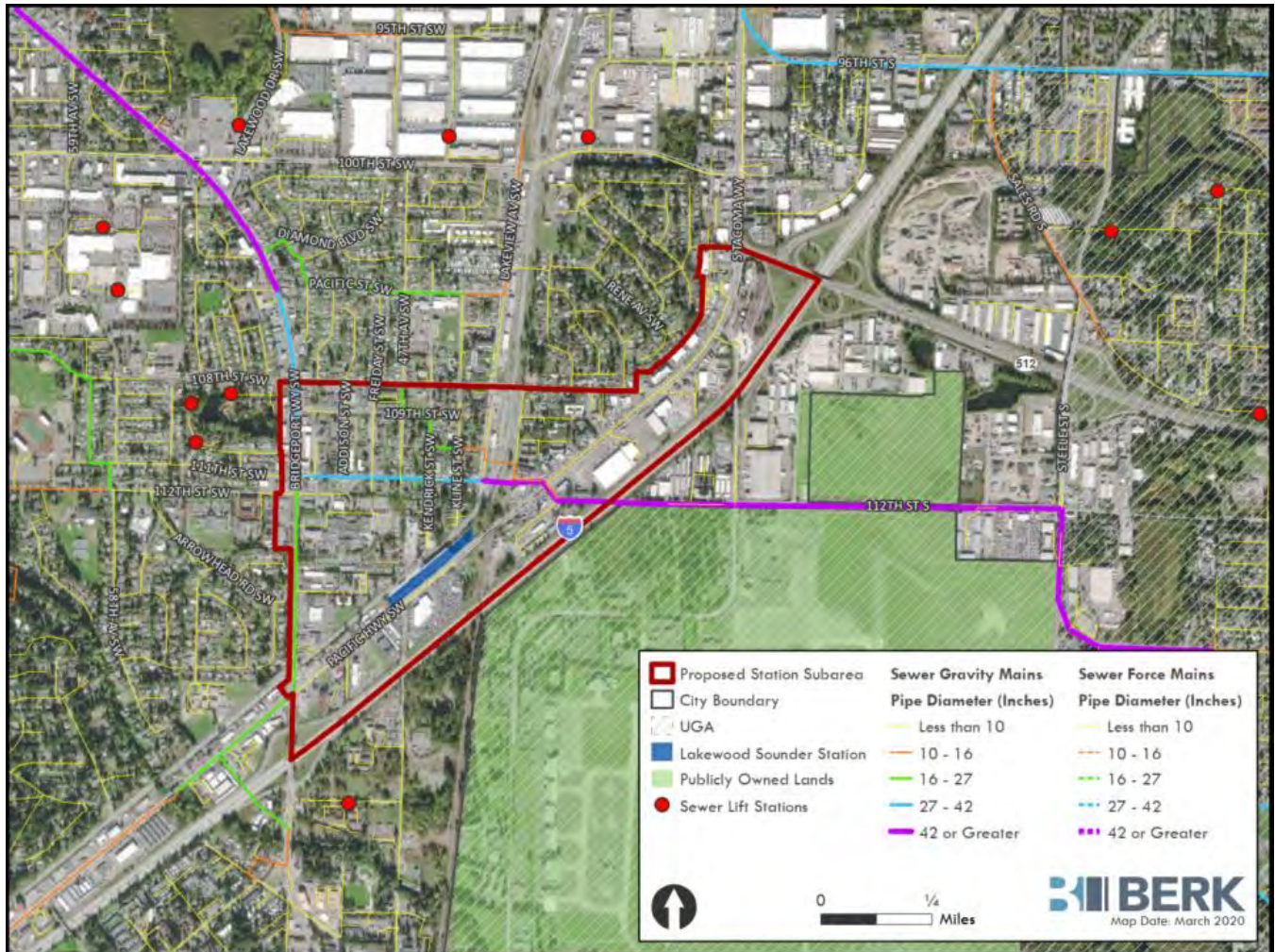
RED = Pipe in need of replacement BLUE = Replaced pipe

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 (H₂S). 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 LDS 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.⁵² 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 1996. 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.⁵³ 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.

⁵² Lakewood Police Department 2018 Annual Report, updated in 2019.

⁵³ Lakewood Police Department Quarterly Crime Reports (Q1, Q2, Q3, Q4), 2019.

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. In 2019 West Pierce Fire and Rescue responded to 10,931 calls in Lakewood, 741 (or about 7%) of which were in the LSDS area.⁵⁴

West Pierce Fire and Rescue also sponsors Community Emergency Response Team (CERT) trainings that prepare 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 may consider sponsoring the upfront costs of upgraded infrastructure in coordination with utility replacement plans, with a plan for cost recovery in order to support new development in the LSDS.

⁵⁴ West Pierce Fire and Rescue, Custom GIS Data Pull, 2020.

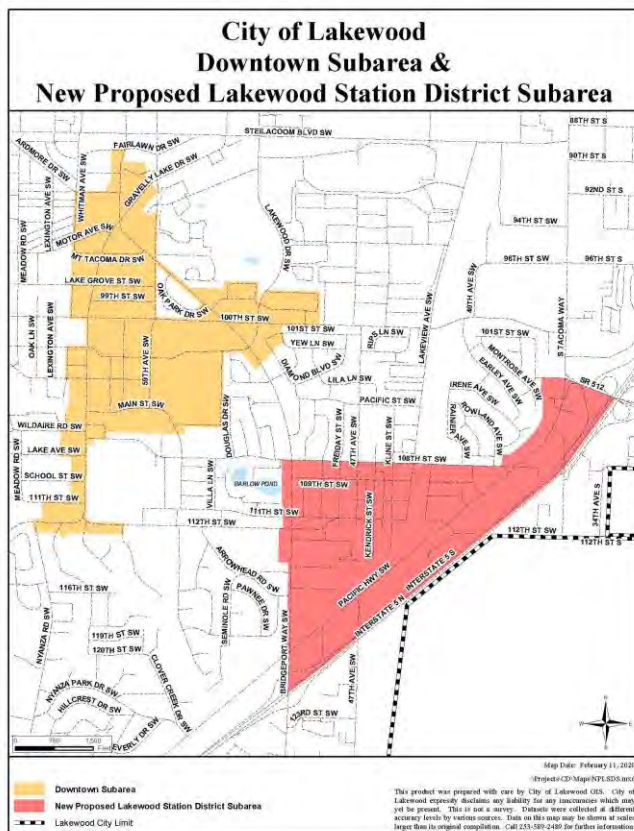
LAKEWOOD STATION DISTRICT

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



City of Lakewood, 2019

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

Title 18B
DOWNTOWN DEVELOPMENT CODE

🔍 ↺ 📄 ✅

✅ This title is included in your selections.

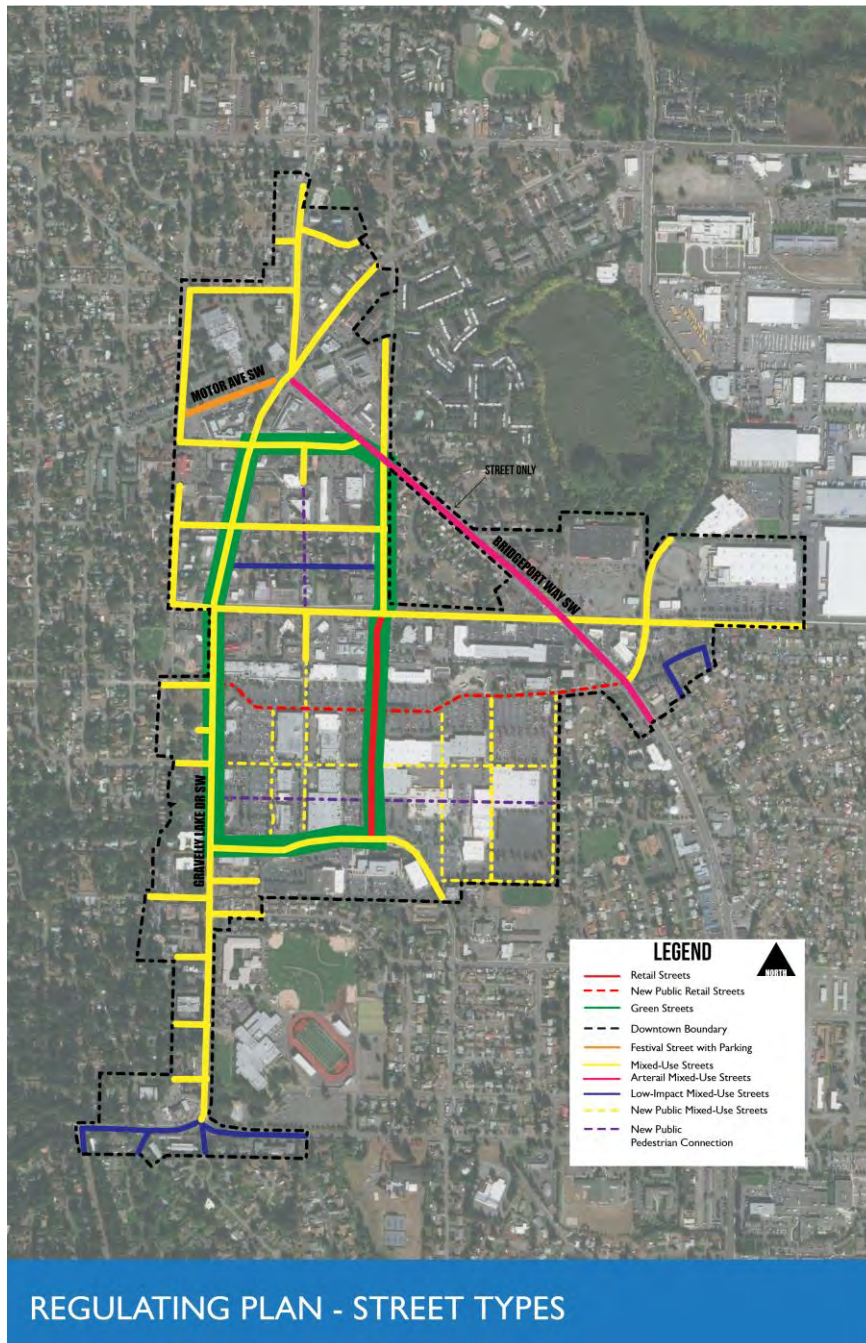
Chapters:

- 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.

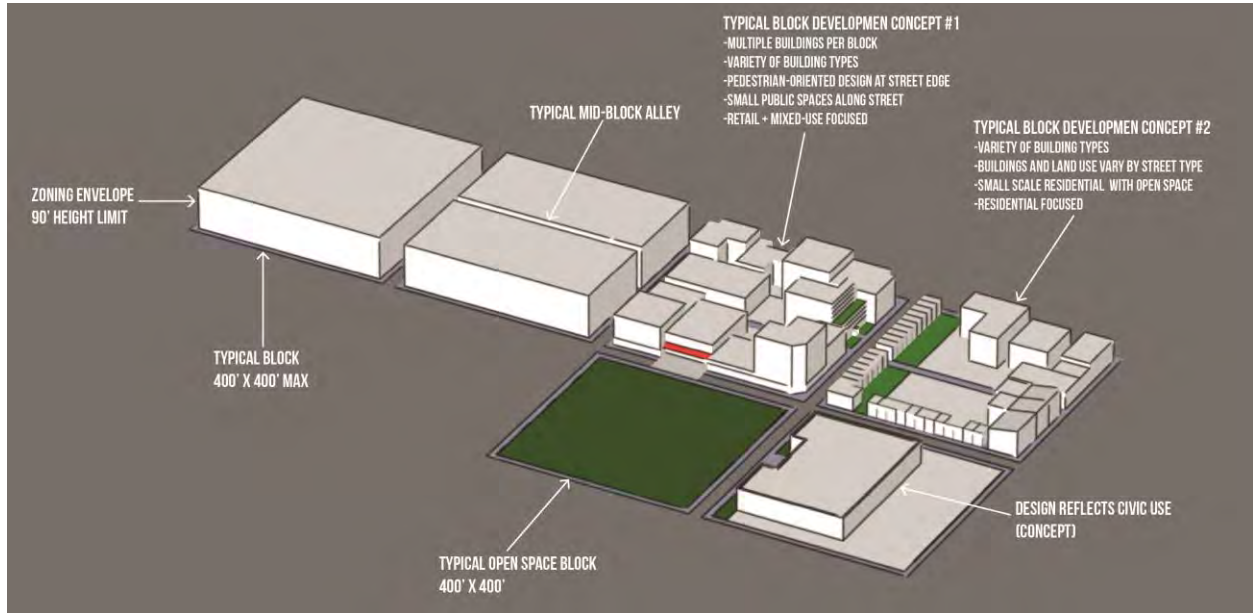
Figure 3. Downtown Regulating Plan



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.

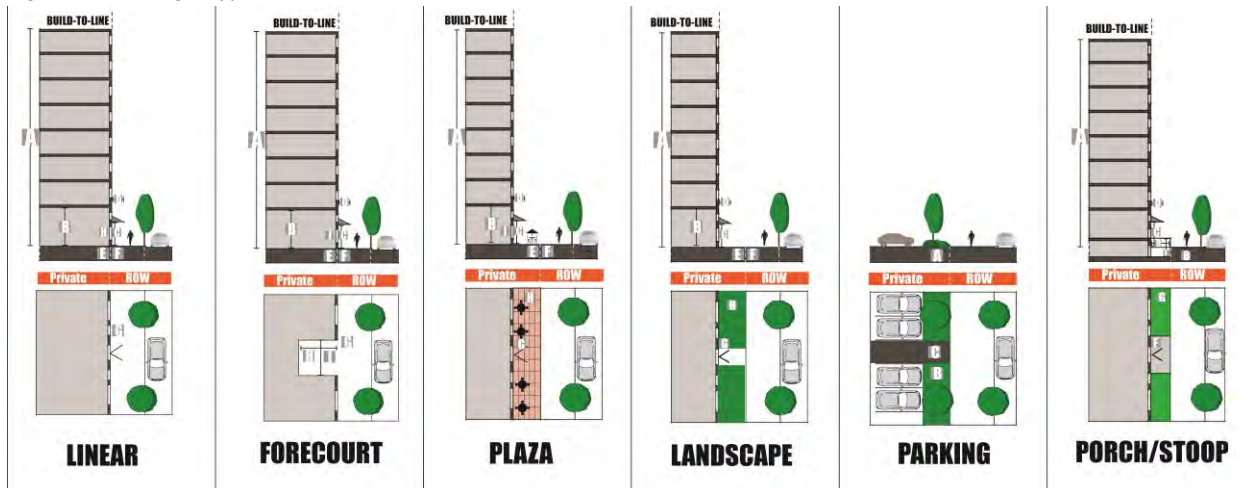
Figure 4. Block Diagram



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 ¹	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 ²	X	X	X

P = permitted, X = prohibited, R = required

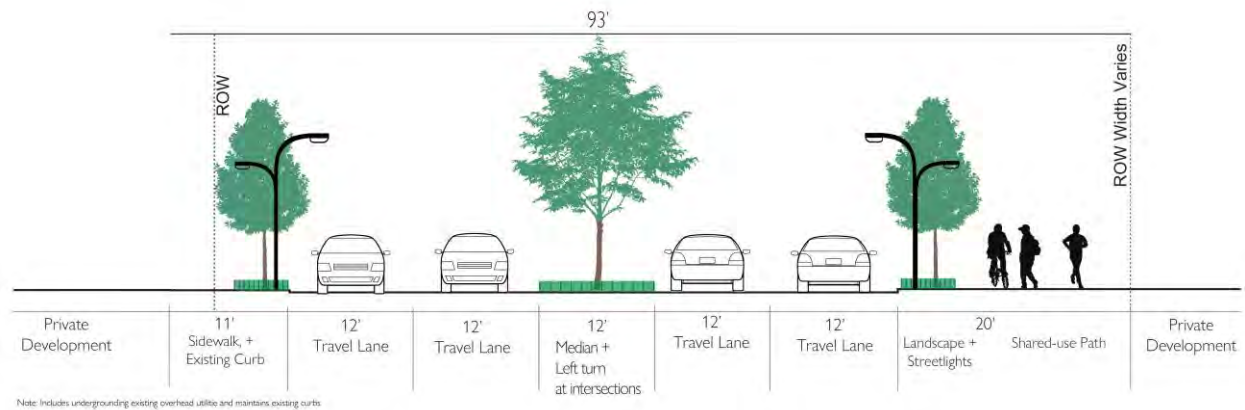
¹ Required when on a corner lot.

² 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

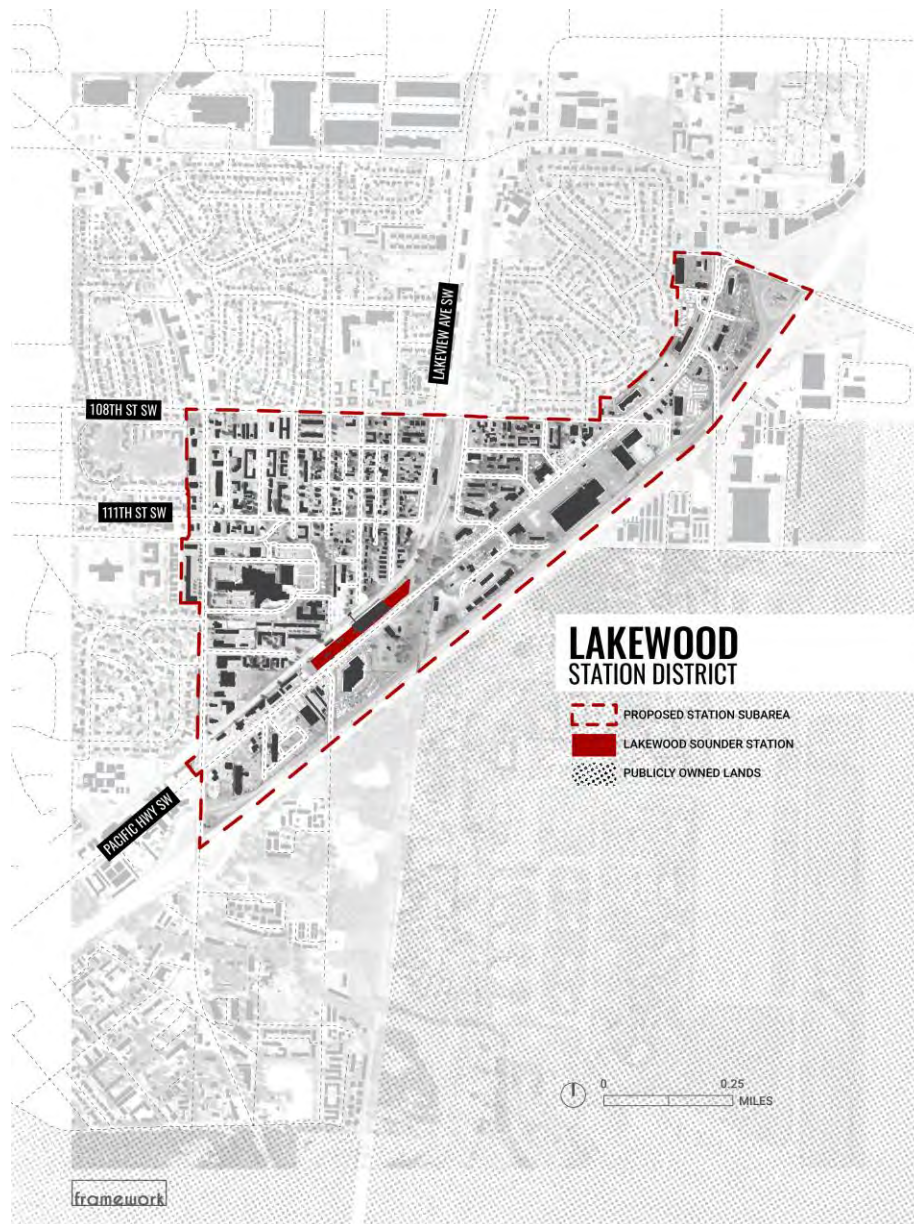


City of Lakewood, 2018

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 47th 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. 47th 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 level retail 3,000 sq. ft. or less per business</u>	None where there is available public parking within 500' or <u>abutting on-street parking</u> designed to serve <u>street level retail</u>

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

Street Type	Foundations	Plazas/Courtyards ¹	Pedestrian Walkways
Retail Street	R	P	R
Mixed-Use Street	R	P	R
Low-Impact Mixed-Use Street	P	P	P
Arterial Mixed-Use Street	P	P	R
Festival Street	R	R	R

P = permitted, R= required

City of Lakewood, 2018

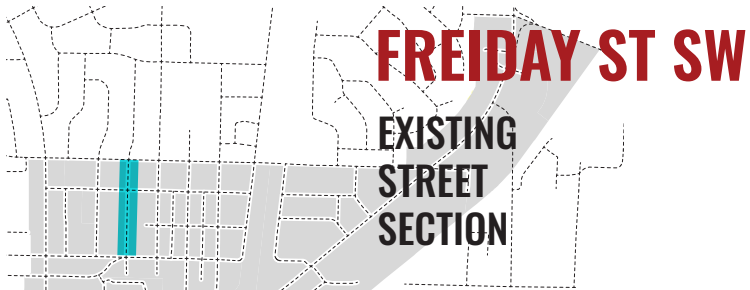


APPENDIX A - STREET SECTIONS



RESIDENTIAL STREET - 80' RIGHT-OF-WAY

LAKESWOOD
STATION DISTRICT



FREIDAY ST SW

EXISTING STREET SECTION



RESIDENTIAL STREET - 60' RIGHT-OF-WAY

LAKEWOOD
STATION DISTRICT



OCCIDENTAL ST SW

EXISTING
STREET
SECTION 01



20'
PARKING LOT

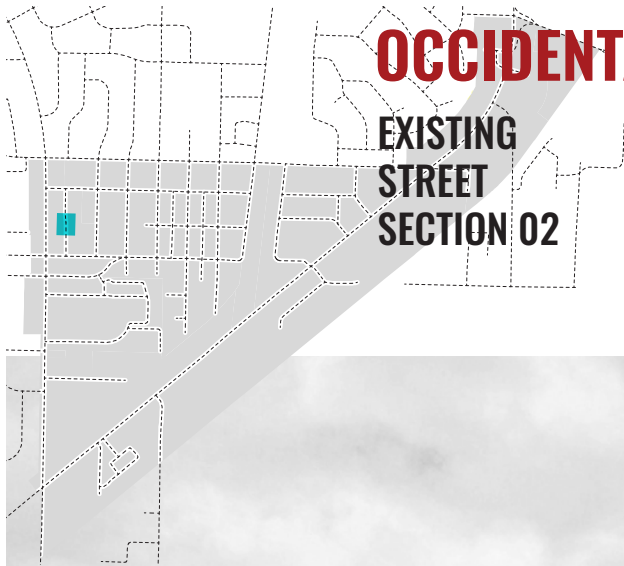
10'
BUFFER

20'
ASPHALT

10'
BUFFER /
PARKING

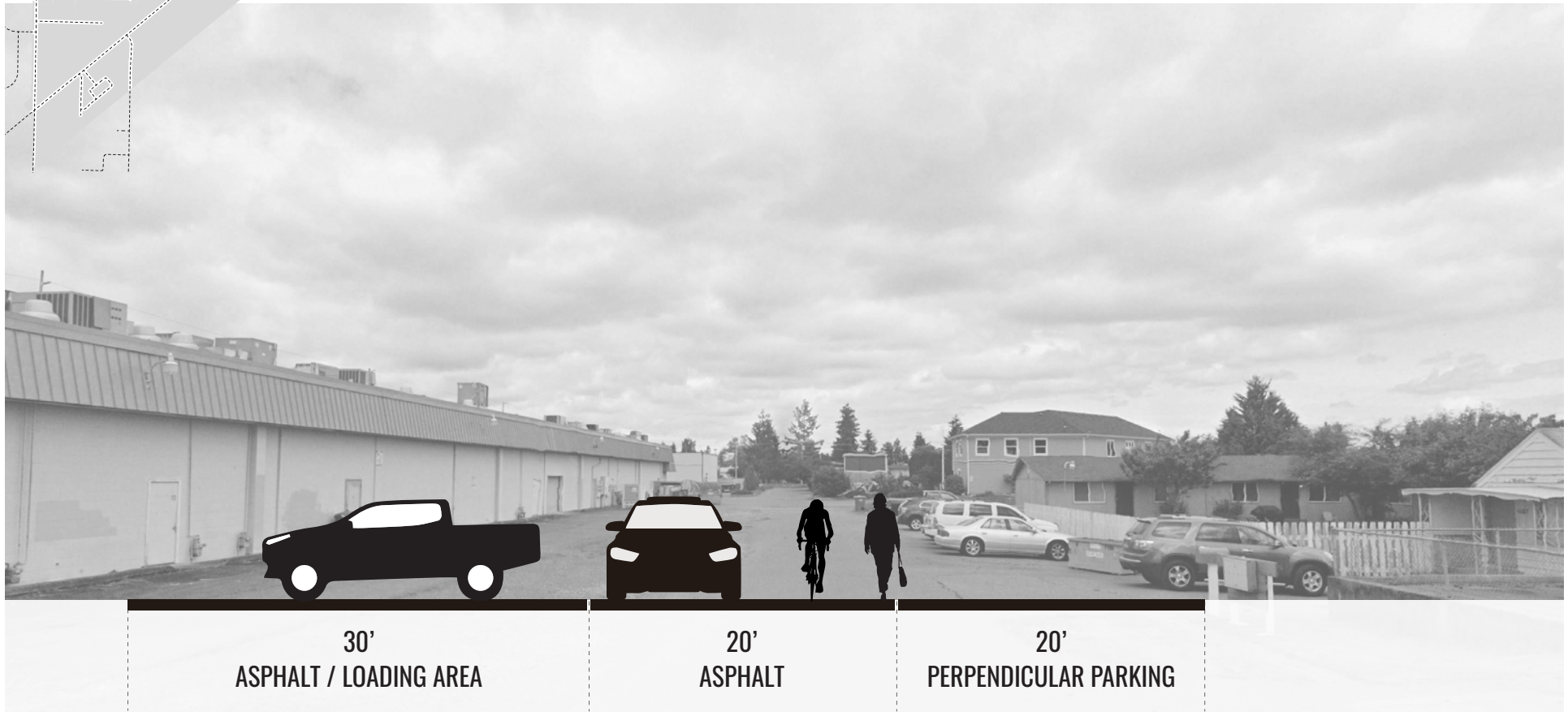
RETAIL STREET - 60' RIGHT-OF-WAY

LAKESWOOD
STATION DISTRICT



OCCIDENTAL ST SW

EXISTING
STREET
SECTION 02



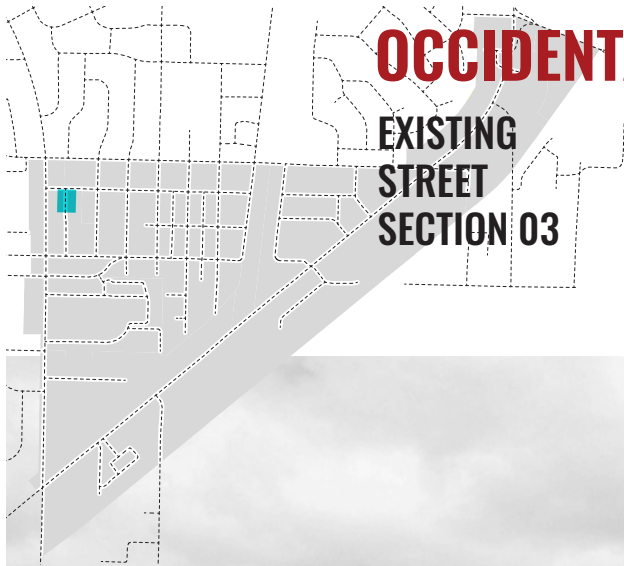
30'
ASPHALT / LOADING AREA

20'
ASPHALT

20'
PERPENDICULAR PARKING

RETAIL STREET - 70' RIGHT-OF-WAY

LAKESWOOD
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

LAKESWOOD
STATION DISTRICT

Lakewood Station District Subarea

Public Engagement Plan - APRIL 2020

Introduction

The Public Engagement Plan provides a framework for understanding how engagement will be coordinated with the Lakewood Station District Subarea (LSDS) planning effort. It is a tool the City and project team will use to organize and direct their efforts. In addition to outlining the purpose and objectives of engagement, this Public Engagement Plan identifies key stakeholders and possible methods of engagement. As the project progresses, the team will use this Public Engagement Plan to select and design events that are aligned with the project schedule and respond to community needs. The Public Engagement Plan identifies a range of engagement options that meet the needs of the people, businesses, and agencies affected by the LSDS planning effort, including a range of methods that meet requirements for public health and safety in response to COVID-19.

Objectives

The Lakewood Comprehensive Plan affirms that Lakewood values working together with vision, focus, and cohesion towards a successful future and opportunities for all.¹ This speaks to the importance of public engagement in developing policies and plans, including the LSDS Plan. Outreach and engagement objectives for the LSDS Plan include:

- Clearly communicate the project's purpose and process so the community is well-informed.
- Ensure a seamless experience for participants by integrating LSDS Plan development with environmental review, planned action development, and draft code development.
- Build project support through outreach and engagement efforts that invite meaningful input.
- Actively solicit questions, priorities, and concerns from businesses, residents, and property owners.
- Seek perspectives of affected parties and those unlikely or unable to participate.
- Provide safe, accessible, and enjoyable engagement opportunities.

¹ City of Lakewood Comprehensive Plan, Chapter 1, page 3.

Stakeholders

Since Lakewood became a City and published its first Comprehensive Plan, the LSDS has been recognized as an area of future growth and opportunity. It is a major gateway to the City for people entering through the SR 512 interchange, Bridgeport Way, or Lakewood Station. It is home to about 800 households and over 170 businesses and could become home to many more as it transitions into a denser, more walkable district.

Stakeholder Group	Subgroups
Subarea Residents	<ul style="list-style-type: none"> Property owners Renters Low-income households People of color Latinx residents
Area Residents	<ul style="list-style-type: none"> Lakewood residents JBLM residents
Transit Riders	<ul style="list-style-type: none"> Residents within ½ mile Workers within ½ mile Lakewood Station users SR 512 Park-and-Riders Town Center Transit Center users
Employers	<ul style="list-style-type: none"> St. Clare Hospital JBLM Hotels Businesses within ½ mile

Stakeholder Group	Subgroups
Workers	<ul style="list-style-type: none"> Retail employees Service employees Health care employees
Community and Non-Profit Organizations	<ul style="list-style-type: none"> Korean Women's Association Latino Partnership Group
Public Agencies	<ul style="list-style-type: none"> Lakewood Water District Pierce County Sewer Lakeview Light and Power Lakewood Public Works Lakewood Police Department West Pierce Fire and Rescue WSDOT Sound Transit Pierce Transit
Developers	<ul style="list-style-type: none"> Lakewood Landing

Methods and Tools

OUTREACH AND COMMUNICATION

People must be aware of the LSDS Plan in order to participate. The following tools will help build this awareness:

- **Project webpage.** This will be a repository for LSDS Plan information, including status updates, draft documents, schedules, official notices, and links to partner agencies. It may invite electronic input through features such as comment boxes, surveys, or online open houses.
- **Print and social media.** Information about the LSDS Plan will be advertised through the City's social media platforms and other online accounts, as well as through print mailings and newsletters. Press releases may be issued for public meetings and at project milestones.
- **Official notices.** City staff will comply with notification requirements for comment periods and public hearings specified by the State Environmental Policy Act (SEPA) and the Lakewood Municipal Code.
- **Interested parties list.** City staff will maintain a list of interested parties who will receive electronic notification of public meetings and project milestones. Participants who provide contact information to the City will be added to the list.
- **Local advocacy and business organizations.** Staff and consultants could ask local advocacy and business organizations to distribute information to their memberships. This effort could target hard-to-reach stakeholder groups.
- **Postcard mailings.** The City will mail postcards to businesses and homes within the LSDS in the visioning phase and prior to the release of the Draft LSDS Plan.
- **Place-based outreach.** Posters and signs can be an effective way of informing people of a project. Combined with engagement, place-based outreach may include pop-ups, canvassing, participation in community events, or other efforts that provide casual interaction with the community. Social distancing requirements may limit opportunities for place-based outreach.
- **Translation and interpretation.** Translation of print materials and interpretation at meetings will be available as needed. The team should work with trusted advisors and community leaders to determine the most effective way of distributing materials in other languages.

ENGAGEMENT

Engagement methods could include in-person and remote applications, which may be used to reach a broader audience or to comply with public health orders.

- **Interviews.** Gather in-depth feedback through scripted interviews with key stakeholders—such as community or advocacy groups—to learn more about the needs of specific populations. Interviews are typically conducted by phone or online meeting platform.
- **Focus groups.** These small, facilitated discussions collect in-depth input from a variety of groups. These may be conducted by phone or online meeting platforms. A “meeting-in-a-box” could enable groups to host their own discussions and record key takeaways that they then return to the City.

- **Community events, pop-ups, and intercepts.** This type of engagement brings opportunities to participate out into the community, such as tabling at a Farmer’s Market, talking with commuters at the Lakewood Station, or canvassing a business district. While these conversations are best held in person—particularly with hard-to-reach populations—remote methods can provide adapted approaches. These require strong outreach through poster and mailing, or through social media with links to surveys, interactive maps, and polls. Materials could be mailed with a postage paid return, though this would require participants to be motivated to return the materials.
- **Public meetings.** Public meetings can include in-person and virtual open houses, workshops, town halls, or charettes. They invite the community to learn more about the project and provide comment, and can include interactive activities like live polling, small group discussions, and “walkshops.”

While public meetings are traditionally held in person, remote options include:

- **Real-time remote meetings.** Meetings may be held in real time using conferencing platforms accessed by computer or smart phone. These allow for moderated discussions, question and answer sessions, presentations, and small group discussions. Those without a smart phone can participate by dialing in with any phone and using a supplemental packet of hardcopy or digital materials made available in advance. Real-time meetings can be recorded and posted online for people to review at their convenience.
 - **Online open house.** These are interactive platforms with which people can engage at their convenience. Depending on the platform, they provide information with embedded opportunities for input, such as storymaps, and surveys.
- **Commission meetings.** The Lakewood Planning Commission meets twice monthly to discuss issues related to the Comprehensive Plan, redevelopment, and transportation. City staff will regularly brief the Planning Commission throughout the development of the LSDS Plan. This appointed group of Lakewood residents represents a cross-section of interests and will provide input on the development of the LSDS Plan. Public comment is accepted orally and in writing at these meetings. The Planning Commission may also hold public hearings, as authorized by the Lakewood Municipal Code, and make recommendations to City Council. Meetings may be held remotely in accordance with best practices and City procedures.

Engagement by Phase


Development of the LSDS Plan will occur over a series of phases lasting just over a year. Prior to each phase, the project team will use this Public Engagement Plan to develop a tactical engagement approach that identifies timelines, roles, and responsibilities. This Public Engagement Plan will adapt to evolving project and public health needs. The Project team will regularly assess objectives and equity considerations and adjust outreach and engagement to ensure community perspectives are represented.

Outreach Phase	Engagement Activities
Project Launch Inform stakeholder and community groups about the project and learn about trends and existing conditions. <i>Spring 2020</i>	<ul style="list-style-type: none"> ▪ Stakeholder workshop. Invite representatives from local agencies, organizations, and neighborhoods to participate in a stakeholder workshop to share project information and gather information on existing conditions, trends, and area plans. ▪ Emails and phone calls. Follow up with groups or agencies unable to participate. ▪ Mail an introductory postcard to LSDS area residents and taxpayers explaining the project and timeline, and direct them to the project website. ▪ Request drone flyovers of the LSDS from Lakewood Police Department for use in outreach efforts.
Visioning Refine the vision for the LSDS and develop guiding principles. <i>Spring and Summer 2020</i>	<ul style="list-style-type: none"> ▪ Public survey. Launch an online survey inquiring about vision and guiding principles. Conduct supplementary outreach through print and social media. Mail hardcopies to residents and businesses in the study area with a postage return envelope. Poster within the study area to reach visitors and transit riders. ▪ Virtual “walkshop.” Recruit participants to document their experiences moving around the study area with pictures and video. ▪ Focus groups. Recruit participants from targeted populations and stakeholder groups for an in-depth conversation. ▪ Vision workshop. Build an interactive platform that shares what has been heard to date. Invite participants to provide input on the vision and guiding principles. Consider hosting a supplementary in-person or real-time online meeting.
Draft LSDS Plan Share draft vision, goals, policies, land use alternatives, and environmental review information. Review draft planned action and form-based code. <i>Fall 2020 to Winter 2021</i>	<ul style="list-style-type: none"> ▪ Online open house(s). Use an interactive storymap to collect input on the Draft LSDS Plan and planned action. ▪ Community open house. Whether in person or online, a community meeting is required for the planned action. ▪ Pop-ups. Attend community events or hold pop-ups within the study area to build awareness, gather input, and encourage participation in the online open house. If prevented by public health requirements, expand outreach efforts to drive participation. ▪ Website. Upload all materials, meeting schedules, and public feedback to the dedicated project website.
Final LSDS Plan Take a revised Draft LSDS Plan through the legislative process for adoption. <i>Winter and Spring 2021</i>	<ul style="list-style-type: none"> ▪ Online materials. Summarize materials using a storymap with opportunity to comment. Comments will be provided to the Planning Commission as part of their public hearing process. ▪ Planning Commission. The Planning Commission will hold a public hearing and accept oral and written comment. At the conclusion of the hearing and comment period, they will make a recommendation to the City Council. ▪ City Council. The City Council will meet to discuss the Planning Commission’s recommendations and hold a public hearing in which public comments will also be accepted.



TO: Mayor and City Councilmember

FROM: Heidi Ann Wachter, City Attorney

THROUGH: John J. Caulfield, City Manager 

DATE: August 10, 2020

SUBJECT: Review of Fee Assessment for Public Safety Calls for Service

You have requested analysis of the City's ability to recoup city resources spent on police and fire response when such response is necessitated by a lack of investment by a business.

Brief Answer

Without statutory authority for such a fee the City would need to be able to distinguish the cost of response to the business from the general protection of the public.

Discussion

The question has been raised as to whether cost recovery is an option for police and fire response to businesses with frequent calls for service. The concept of subsidization for substandard business practices is not new:

For example, police departments can reduce or eliminate the invisible subsidy some commercial enterprises receive when cheap business security and poor risk-management systems force police to respond to chronic employee theft. There may also be opportunities for redistributing the costs of policing among government agencies — for example, by inviting other law enforcement institutions to take over key operations, consolidating fire and other safety services, or getting other city departments such as parks, schools and hospitals to take direct responsibility for some aspects of security and crime prevention.¹

Subsidization is not the only problem when businesses use police and fire response rather than invest in the true cost of the business, "[T]here is risk of accidents to police officers in every unnecessary response, and it takes officers away from productive policing."² There is some

¹ [New Perspectives in Policing: Making Policing More Affordable; Managing Costs and Measuring Value in Policing](#), Harvard Kennedy School, National Institute of Justice, December 2010.

² [Opportunities for Police Cost Savings without Sacrificing Service Quality: Reducing False Alarms](#); November 2012, Phil Shaenman, Aaron Horvath, Harry Hatry, Urban Institute.

recognition that police and fire service has expanded beyond strictly protecting public safety, and the state has consequently authorized some recovery.

The state does authorize cost recovery for response to driving under the influence calls.³ The City is able to present the cost of response to the court and have the offender ordered to pay the cost of City response to the misdemeanor. This is distinguishable from a situation where the City charges a fee for responding to a facility to address a situation the facility, given the type of business it is, should have been addressing without police assistance.

It is only where permitted by the state that municipalities can assess fees. “Local governments in Washington State do not possess inherent taxing authority and must obtain the authority to impose taxes and fees from the state constitution and/or statutes adopted by the state legislature.”⁴

A closer comparison may be made to fees assessed for police response to false alarms. Cities throughout the state have implemented a fee for false alarms based on the resource drain and that such calls divert police attention from actual service needs.

The City of Lakewood imposes fees for police response to false alarms.⁵ The implementing legislation is predicated on documented resource expenditure responding to such calls. The legislative process of adopting that chapter includes evidence of City expenditure on responding to alarms that were entirely false; there was no associated activity warranting police response. This not only wasted police resources, but also compromised police response to legitimate calls.

Following this line of thinking, the City of Tacoma adopted “Non-Emergent Lift Assist.”⁶ This program, like the False Alarm program, is intended to “reduce the number of requests from licensed care facilities for lift assistance with patients that have no apparent injuries or medical needs.”⁷

Through this program, which became effective February 1, 2019, Tacoma imposes \$850 per incident. The program applies to skilled nursing facilities and assisted living facilities but exempts registered adult family home (AFH) businesses. The distinction Tacoma draws is that AFH businesses are more likely to generate calls from individuals while skilled nursing facilities are perceived to use emergency response to subsidize a business.

Like the false alarm program, which is the result of police response to incidents that require no police expertise, Tacoma determined that many times the event leading to an emergency call does not require any medical attention. The call was to get Fire Department personnel to help pick up a resident who has fallen.

Tacoma also works to educate licensed care facilities on proper use of 911 to help prevent inappropriate calls. Between education and enforcement Tacoma is discouraging private businesses from relying on public emergency services for non-emergent work.

³ [LMC 3.70 Emergency Response Costs](#) and [RCW 38.52.430 Emergency response caused by person's intoxication—Recovery of costs from convicted person.](#)

⁴ [Revenue Guide for Washington Cities and Towns, Municipal Research Services Center, June 2020.](#)

⁵ See LMC Chapter 9.13, generally.

⁶ [City of Tacoma Non-Emergent Lift Assist](#)

⁷ Id.

Another tool available to the City in dealing with businesses that generate high call volume is through the business license. The City can impose conditions on the license to mitigate impact on the City. As with the fee for service, such conditions must correlate to documented impact.

Conclusion and Recommendation

At this time, the City does not have any demonstrated evidence that a business is relying on City services to supplement the work of private businesses.