

# City of Lakewood



July 2000

**Revised:**  
August 2004  
December 2015  
November 2016

November 2018  
July 2019  
October 2019  
July 2020

Lakewood's elected and appointed officials and City staff wish to acknowledge the numerous individuals who participated and contributed their valuable assistance in the preparation and production of this document.

**LAKEWOOD CITY COUNCIL (2020)**

Don Anderson, Mayor  
Jason Whalen, Deputy Mayor  
Paul Bocchi  
Michael Brandstetter  
Linda Farmer  
Mary Moss  
John Simpson

**LAKEWOOD PLANNING COMMISSION (2020)**

Don Daniels, Chair  
Connie Coleman-Lacadie, Vice-Chair  
James Guerrero  
Nancy Hudson-Echols  
Ryan Pearson  
John Paul Wagemann

**CITY OF LAKEWOOD**

John Caulfield, City Manager

**Community & Economic Development Department**

M. David Bugher, Director  
Tiffany Speir, Long Range and Strategic Planning Manager  
Becky Newton, Economic Development Administrator  
Weston Ott, Transportation Division Manager  
Karen Devereaux, Administrative Secretary

**OTHER ACKNOWLEDGMENTS**

2018 Downtown Subarea Plan Consultant Team

Lisa Grueter, BERK Consulting  
Jeff Arango, Framework  
Paul Fuesel, KPG  
Jeff Pierson, Fehr & Peers

2004 Compliance Report Concept:

Pete Swensson, Thurston Regional Planning Council

Original Plan Consultant Team:

EDAW, Inc., Seattle, Wash. (team management, land use, urban design)  
Dennis Tate Associates, Seattle, Wash. (urban design)  
Judy Stoloff Associates, Seattle, Wash. (housing)  
Tom Phillips, Seattle, Wash. (housing)  
Gray & Osbourne, Inc., Seattle, Wash. (utilities)  
Parametrix, Kirkland, Wash. (transportation)

**CITY OF LAKEWOOD, WASHINGTON  
COMPREHENSIVE PLAN**

**TABLE OF CONTENTS**

<b>1.0</b>	<b>INTRODUCTION</b>	<b>5</b>
1.1	What is the Purpose of this Plan?	
1.2	How was this Plan Created?	
1.3	What Principles Guide this Plan?	
1.4	What does this Plan do?	
1.5	How will this Plan be used?	
1.6	How does this Plan relate to GMA and Other Requirements?	
1.7	2015 Update	
<b>2.0</b>	<b>OFFICIAL LAND USE MAPS</b>	<b>23</b>
2.1	Introduction and Purpose	
2.2	Land Use Considerations	
2.3	Land Use Designations	
2.4	Urban Center Designation	
2.5	Centers of Local Importance	
2.6	Urban Growth Areas	
<b>3.0</b>	<b>LAND USE</b>	<b>49</b>
3.1	Introduction and Purpose	
3.2	Residential Lands and Housing	
3.3	Commercial Lands and Uses	
3.4	Industrial Lands and Uses	
3.5	Urban Center	
3.6	Military Lands	
3.7	<i>Reserved</i>	
3.8	Public and Semi-Public Institutional Land Uses	
3.9	Western State Hospital (WSH)	
<b>4.0</b>	<b>URBAN DESIGN AND COMMUNITY CHARACTER</b>	<b>115</b>
4.1	Introduction	
4.2	Relationship between Urban Design and Land Use Designations	
4.3	Relationship between Urban Design and Transportation	
4.4	Citywide Urban Design Framework Plan	
4.5	Focus Area Urban Design Plans	
4.6	Goals and Policies	
<b>5.0</b>	<b>ECONOMIC DEVELOPMENT</b>	<b>134</b>
5.1	Introduction	
5.2	Demographics	
5.3	Summary	
5.4	Lakewood's Competitive Position in the Region	
5.5	Summary of Achievements	
5.6	Economic Development Strategy for Lakewood	
5.7	Economic Goals and Policies	
<b>6.0</b>	<b>TRANSPORTATION</b>	<b>151</b>
6.1	Introduction and Purpose	
6.2	General Transportation Goals and Policies	
6.3	Transportation Demand and Systems Management	
6.4	Parking	
6.5	Freight Mobility	

6.6	Level of Service Standards and Concurrency	
6.7	Reassessment Strategy	
<b>7.0</b>	<b>UTILITIES</b>	<b>167</b>
7.1	Introduction	
7.2	Stormwater	
7.3	Sanitary Sewers	
7.4	Water	
7.5	Electricity	
7.6	Telecommunications	
7.7	Solid Waste	
7.8	Hazardous Waste	
7.9	Natural Gas	
<b>8.0</b>	<b>PUBLIC SERVICES</b>	<b>186</b>
8.1	Introduction	
8.2	Fire Protection	
8.3	Emergency Medical Services (EMS)	
8.4	Police Service	
8.5	Emergency Management	
8.6	Schools	
8.7	Higher Education	
8.8	Library Services	
8.9	Health and Human Services	
8.10	Lakewood's Housing and Community Development Programs	
<b>9.0</b>	<b>CAPITAL FACILITIES AND IMPROVEMENTS</b>	<b>196</b>
9.1	Introduction	
9.2	Urban Services and Utilities	
9.3	Serve and Utility Goals and Policies	
9.4	General Goals and Policies	
9.5	City Facilities	
9.6	Essential Public Facilities Siting	
9.7	Servicing Urban Growth Areas	
<b>10.0</b>	<b>SUSTAINABILITY</b>	<b>209</b>
10.1	Introduction and Purpose	
10.2	Sustainability and Decision Making	
10.3	Community Participation	
10.4	Protection of Ecosystems	
10.5	Improved Quality of Life and Sustainable Development	
10.6	Climate Change	
10.7	City Operations	
<b>11.0</b>	<b>IMPLEMENTATION</b>	<b>212</b>
11.1	Introduction and Purpose	
11.2	Interpretation of Goals and Policies	
11.3	Administration	
11.4	Public Involvement	
11.5	Enforcement	
11.6	Amendments	
11.7	Periodic Review	



# 1.0 INTRODUCTION

## 1.1 What is the Purpose of this Plan?

Incorporated in 1996, the City of Lakewood is engaged in the process of defining itself, articulating a vision of its future, and shaping its physical substance. This process is ongoing, taking place in City Council meetings, in letters to the editor, in permit requests, in dinner-table discussions, and many other venues. The ultimate blueprint of this vision is this comprehensive plan, which will guide Lakewood's growth and development.

The City of Lakewood has prepared and updated this Comprehensive Plan as required by the Washington State Growth Management Act (GMA). Per GMA, comprehensive plans are intended to plan for a 20-year time horizon. The plan will shape Lakewood's growth for the next two decades by:

- defining the level, intensity, and geographic distribution of employment and residential growth;
- identifying the needed improvements to public facilities, transportation, and utility infrastructure to service the projected levels of population and employment, along with proposed methods of finance;
- identifying the housing needs and requirements for the community; and
- defining the desired physical development patterns and urban design treatments.

## 1.2 How Was this Plan Created?

This Comprehensive Plan is a reflection of the community's values and an expression of its vision for the future. Community-wide visioning sessions held early in the plan's development (prior to original adoption in 2000) identified characteristics in Lakewood held dear by the participants, and those they thought needed to be changed. A summary of strengths and weaknesses is given in Table 1.1 below, based on the initial visioning sessions and refined during the 2004 review process.



**Table 1.1: Lakewood's Strengths and Weaknesses (updated 2004).**

	<b>Strengths</b>	<b>Weaknesses</b>
1	Abundant natural beauty	Despite intermediate improvements, perception of Lakewood as a high-crime area perpetuates
2	High quality of City officials and staff	Older, substandard retail development
3	Good economic potential and business climate	Unattractive gateways to the city
4	Strong civic involvement	Legacy of poor land-use planning
5	Good schools, libraries, and higher education opportunities	Poor quality or non-existent streets, sidewalks and bike paths

The original visioning exercise went further to identify specific actions the City should take in relationship to some of the issues facing Lakewood. The principal role of these visioning sessions in the comprehensive planning process was to provide City officials and staff a sense of Lakewood's current state and where it should be headed, from the public's perspective. During the period between city incorporation and the initial adoption of a comprehensive plan, the following priorities have lent guidance to City officials in prioritizing public actions (Table 1.2). Throughout the lengthy comprehensive planning process, these visions have remained as a touchstone for accomplishment. They mark one standard against which the Comprehensive Plan and a constantly evolving city environment can be measured in years ahead.

**Table 1.2: Goals and Recommended Actions Emerging from 1999 Visioning.**

<b>Action Area</b>	<b>Goal</b>	<b>Prioritized Actions</b>
Capital Facilities	Lakewood has attractive, well designed civic facilities that are a source of pride to the community.	<ul style="list-style-type: none"> <li>• Acquire land base for civic functions</li> <li>□</li> <li>• Build a Civic Center</li> <li>• Conduct capital facilities planning</li> </ul>
Economic Base	Lakewood supports a strong, diverse employment base.	<ul style="list-style-type: none"> <li>• Make Lakewood 'Lakewood' –more grass, trees, and water</li> <li>• Create a broad economic base through a variety of creative tools</li> </ul>
Environment	Lakewood continues to cherish and protect the natural environment including its lakes, woods, and natural amenities.	<ul style="list-style-type: none"> <li>• Cleanse stormwater entering lakes</li> <li>• Protect and make accessible the lakes and woods</li> </ul>
Government	City government in Lakewood functions to preserve and protect the values of its diverse population.	<ul style="list-style-type: none"> <li>• Monitor implementation of zoning code</li> <li>• Amend the zoning process where necessary</li> <li>• Formalize dealing with military bases</li> <li>• Complete the conversion of police services from County contract</li> <li>• Engage the diverse populations in conversations around what is needed in their neighborhoods in order to improve their health and overall livability.</li> </ul>

Action Area	Goal	Prioritized Actions
Human Services	Lakewood has paid close attention to the needs of all its citizens and provides excellent human services.	<ul style="list-style-type: none"> <li>Promote youth services</li> <li>Promote neighborhood interaction</li> </ul>
Land Use – Residential	Lakewood has preserved its existing single-family neighborhoods while creating an urban center that supports multi-family residential in planned areas with high levels of public services.	<ul style="list-style-type: none"> <li>Maintain character of single-family detached neighborhoods</li> <li>Promote compact urban center well served by public services</li> <li>Diversify housing types for emerging markets</li> <li>Promote mixed use</li> </ul>
Land Use – Commercial	Lakewood has both thriving community centers and a downtown. Downtown has become not only the “heart” of the city, but a regional urban center where commerce, culture, and government flourish.	<ul style="list-style-type: none"> <li>Encourage quality design in commercial construction</li> </ul>
Land Use – Amenities	Lakewood is a beautiful city marked by an abundance of parks, open spaces, and attractive, landscaped corridors.	<ul style="list-style-type: none"> <li>Emphasize open space and preservation of wildlife habitat</li> <li>Preserve natural area within Ft. Steilacoom Park</li> </ul>
Transportation	Lakewood has an excellent, integrated transportation system that supports all modes of transportation – private vehicles, public transportation, bicycles, and walking.	<ul style="list-style-type: none"> <li>Upgrade streets with sidewalks and landscaping</li> <li>Add bicycle trails/lanes, especially between residential areas and parks</li> <li>Continue to pursue development of Sound Transit station</li> <li>Seek funding for 512/100th intersection</li> </ul>
Urban Design	Lakewood is now a city with a “heart.” Friendly, diverse neighborhoods with distinct character are now linked to a dynamic unique city center that is truly a blending of lakes and woods.	<ul style="list-style-type: none"> <li>Encourage more pleasant human environment around development</li> <li>Encourage contemporary design in redevelopment</li> </ul>
Utilities	Utilities have been extended throughout the majority of the city to provide citizens with efficient and reliable services.	<ul style="list-style-type: none"> <li>Extend sewers to Tillicum &amp; American Lake Gardens</li> <li>Pursue undergrounding of above-ground utilities city-wide at appropriate level</li> </ul>

Representative photos reflecting the strengths and weaknesses that citizens observed during the visioning process (prior to initial adoption of the Comprehensive plan) are presented at the end of this chapter as Figures 1.1 and 1.2. The prioritized actions developed during the 1999 visioning sessions served as a basis for many of the original policies established in Chapter 3.0. At the beginning of each chapter are additional photographs depicting the character of the city at the start of this plan (in 2000). Both the citizen photos and the additional character photos serve as benchmarks documenting the city at the start of the comprehensive planning process, against which future change can be measured. “Before and After” photo comparisons are added in 2015 to show progress since the initial adoption of this plan. As of 2015, it is clear that a significant amount of change has occurred since incorporation, and the City has made great strides in realizing the values and goals articulated in the original visioning effort.

### 1.2.1 2014-15 Community Vision Project

In 2014 the City prepared an updated Community Vision Plan based on a broad community survey and meetings with a variety of community groups and organizations. This information was used to craft an aspirational vision statement, define a set of community values, and articulate a set of actions intended to further those values as the City moves into the future. The 2015 Vision Plan includes the following Vision Statement:

#### LAKESWOOD VISION STATEMENT

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

*The City Council's VISION for Lakewood at its 30 Year Anniversary is a community:*

- *Inspired by its own sense of history and progress.*
- *Known for its safe and attractive neighborhoods, vibrant downtown, active arts and cultural communities.*
- *Sustained by robust economic growth and job creation.*
- *Recognized for the excellence of its public and private schools, and its community and technical colleges.*
- *Characterized by the beauty of its lakes, parks and natural environment.*
- *Acknowledged for excellence in the delivery of municipal services.*
- *Leveraging and embracing of our diversity.*
- *Supportive of Joint Base Lewis McChord (JBLM), Camp Murray, service members and their families.*

Not surprisingly, the 2015 Vision Plan reinforces many of the themes identified in the 1999 visioning exercise such as creation of a broad and diverse economic base, provision of high quality public facilities, and protection of the environment. The 2015 Vision Plan acknowledges the core values of family, service, community engagement and protection of the natural environment. However, the 2015 Vision Plan goes even farther and organizes the community's goals and aspirations around five Community Values. These Community Values are:

#### Lakewood Community Values

- Friendly and Welcoming Community
- High Quality Public Services, Educational Systems, Parks and Facilities
- Vibrant Connected Community Places Unique to Lakewood
- Strong Local Economy
- Sustainable and Responsible Practices

The 2015 Vision Plan discusses each of these community values and sets forth over 65 action items intended to move the community toward its vision for the future. Progress on the realization of these community values is intended to be measured in an annual "report card" using milestones, benchmarks, and metrics set forth in the Community Vision Plan.

### 1.3 What Principles Guide This Plan?

Lakewood is a place where values that increase our ability to form community are honored and proclaimed: integrity, honesty, rights with responsibility, respect for law and order, mutual respect and care for all citizens, cooperation, and volunteerism. These values were augmented in 2015 with the 5 community values noted

above.

As Lakewood continues to develop as a city, the City seeks to ensure a more successful future for Lakewood's people by working together with vision, focus, and cohesion to provide opportunities for all people to meet their needs and fulfill their aspirations.

## 1.4 What Does this Plan Do?

As a community, Lakewood has been around for a long time, but it was not until incorporation in 1996 that the City began the ambitious effort of charting its own destiny for the first time. The course charted by the City's plan continues Lakewood on a deliberate new direction in clear departure from the incremental approach to planning that prevailed prior to incorporation. Adoption of this plan represents the City's commitment to that new direction, helping Lakewood to create a community that reflects the values of all its inhabitants.

Development of this plan was a long, complex effort involving the contributions and reflections of members of the community, the PAB, elected officials, and outside experts. The result is a cohesive policy structure to guide the innumerable decisions facing this community as it forges ahead over the next two decades. Because all City regulations are legally required to be consistent with this plan, it gives City government a common starting point for developing regulations, reviewing legislation and proposed projects, and making crucial spending decisions.

A review of this plan was required under state law in 2004. Because the plan was only a little more than three years into its implementation at that time, this was not viewed as an opportunity to deviate from the course set following the arduous process leading up to Lakewood's initial comprehensive plan.

Because every effort was made to make this plan a vital, living document that is relevant in the day-to-day activities of the City moving forward, the required review process focused on evaluating the plan against statutory requirements and making adjustments where needed. To achieve this objective, the goals and policies that comprise the foundation of the plan must be specific enough to direct real actions while remaining sufficiently far-reaching to apply to the unforeseeable future. This is no simple task. The plan's edicts vary in specificity from the details of urban design in the Lakewood Station district to the much more general, longer range transition of the Woodbrook area from residential to industrial use.

Above all, this plan seeks to make Lakewood the kind of community where people are proud to live and work. This defining objective will be achieved through a variety of approaches, characterized into three broad themes: **controlling sprawl**, **creating place**, and **protecting the environment**.

### 1.4.1 Controlling Sprawl

Land use in Lakewood is characterized by sprawl—that all too common pattern of low intensity land use, where housing, businesses, and other activities are widely scattered with no focus. Sprawl, often the result of lax land use controls, results in inefficient use of infrastructure, over-dependence on the automobile, lack of spatial organization, and urban development that most people perceive as ugly. This plan will reverse this trend through the following:

- Land use designations custom tailored to resolving Lakewood's existing land use problems.

In contrast to generic land use controls, each of the land use designations was developed to specifically address the land use issues facing Lakewood. To be applied through new zoning developed in response to this plan, the land use designations address specific types of uses as well as housing and employment densities. The mosaic of designations will direct development intensity and determine where living, working, shopping, and relaxing will occur for the next two decades limiting the surplus of commercial land.

Commercial activity has traditionally been distributed throughout Lakewood in a relatively random pattern. Not only is this an extremely inefficient use of land, it weakens the local economy. This plan restricts new

commercial development to specialized nodes and corridors for regional commerce and neighborhood commercial areas as a service to nearby residents and businesses.

- Targeted residential growth in specific neighborhoods.

A number of residential areas will be rejuvenated as high-density neighborhoods supported by public open space, neighborhood commercial centers, and other amenities. The neighborhood targeted for maximum growth is Springbrook. Along with its name change from McChord Gate, this neighborhood will undergo substantial redevelopment at land-efficient densities. With its proximity to employment opportunities at JBLM and the central business district (CBD), as well as excellent access via I-5 and commuter rail at Lakewood Station, Springbrook is a natural candidate for high density residential development. Construction of new townhouses and apartments has been catalyzed through provision of amenities such as new parks, open space, and improved infrastructure (including a new water main installed in 2012). Other neighborhoods with substantial growth capacity slated for redevelopment under this plan include the Custer neighborhood in north central Lakewood, the northern portion of Tillicum, and the area around the Lakewood commuter rail station.

- Focused investment.

Public investment will be focused on the areas of the city where major change is desired such as the City's designated Regional Growth Center. Spending will be prioritized to achieve the coherent set of goals established in this plan. As required by law, capital expenditure will be consistent with the comprehensive plan, providing a rational basis for fiscal decision-making. Specifically, public investment will be tied to growth; thus, areas targeted for increased housing and employment density will have top priority for City spending. The City has spent over \$24 million on projects in the Springbrook, Woodbrook and Tillicum areas since 2004, including extension of sanitary sewer service to Tillicum and Woodbrook, extension of water service to Springbrook, and substantial roadway improvements in these areas.

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

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

- Preserve existing neighborhoods.

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

- Attracting new jobs through a variety of economic development incentives.

To balance residential growth, Lakewood needs to significantly increase its employment base. This will be achieved by protecting existing employment resources and by creating new opportunities. In addition to a host of economic development initiatives, the plan seeks to cultivate industrial resources through designation of the City's two industrial areas- Lakewood Industrial Park and Woodbrook, as Centers of Local Importance. New jobs will be facilitated by designating new areas for industrial, commercial, warehousing and distribution, and related uses.

- Addressing public safety in a responsible manner.

Since incorporation, much of Lakewood's budget has been spent on police protection. Under this plan, crime prevention and effective response will remain a priority of the City.

- Provide access to adequate and affordable housing, medical and community services and safety nets, healthy food and alternative transportation in all areas of the city.
- Application of environmental protection measures.

Environmental protection is a major, integral theme of this plan. Environmental values and actions underlie and drive the majority of goals and policies comprising each chapter of the plan. Examples range from land use provisions such as riparian protection to transportation demand management.

- Conversion of a part of Woodbrook (American Lake Gardens) to industrial use.

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

### **1.4.3 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.

- Continue development of the Central Business District (CBD).

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

- 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.

- Increased emphasis on making Lakewood accessible and convenient for pedestrians and bicycle riders.

This plan offers transportation choice by putting walking and bicycling on an equal footing with the automobile. New linked systems of sidewalks, crosswalks, trails, and pathways will not only make alternatives to driving viable for those unable to drive, but a desirable option for those who choose to walk or ride.

- New urban design approaches to raise the aesthetic standards throughout the city.



Lakewood citizens are overwhelmingly in favor of instilling a sense of place for their community by making it more attractive. This plan addresses this sentiment with an entire chapter devoted to urban design. The policies in the Urban Design chapter will improve the quality of place through specific design treatments both at the city-wide context level as well as at the level of specific targeted neighborhoods.

## **1.5 How Will this Plan Be Used?**

Following adoption in 2000, this Comprehensive Plan was implemented in large part through adoption of a number of programs, plans, and codes. Some of these additional documents include:

- A zoning code that is consistent with the Comprehensive Plan land use designations;
- Sub-area, corridor, and gateway plans for specific portions of Lakewood. Sub-area plans have been prepared for Tillicum and the Woodbrook Industrial Park;
- A critical areas ordinance, as defined by the GMA (LMC Title 14A, adopted March 2004); and
- A shoreline master program, as defined by the State Shoreline Management Act (adopted December 2014); and,
- A 6-year capital improvement program (CIP), updated on a regular basis.

Because the GMA requires that these programs and regulations be consistent with the City's comprehensive plan, the plan is particularly important in determining the City's future capital expenditures and how they relate to specific plan goals and policies.

This plan also directs evaluation of specific development proposals in Lakewood. Development regulations that apply to development proposals are driven by the goals and policies contained in this plan. When reviewing and commenting on a proposed development project, the planning staff and the decision-making body need to be able to evaluate the proposal's conformance with specific planning goals and applicable policies. Since many planning issues, such as land use and transportation, are inextricably interrelated, the goals and policies of one element are very likely to pertain to other elements as well.

Central to the plan is an official land use map, presented in Chapter 2, that delineates the type and intensity of all land uses within the city. This map is accompanied by definitions for all land use designations it includes. Chapter 2 also includes a discussion of Lakewood's urban growth area (UGA) and identifies UGA boundaries. The remaining chapters contain the individual plan elements and their various goals and policies that guide decision making on how Lakewood will grow, look, and function into the future.

## **1.6 How Does this Plan Relate to GMA and Other Requirements?**

Comprehensive plans are intentionally broad and far-reaching. This plan does not address the specifics of individual land uses, localized urban design treatments, or specific programs. Instead, it lays the framework for how such issues will be addressed by City policies and programs in the future.

Under GMA, local comprehensive plans must address certain planning elements including land use, transportation, housing, capital facilities, and utilities. This plan contains a number of chapters that correspond to or otherwise address the GMA's required planning elements. Lakewood has also chosen to prepare several optional elements, addressing the topics of urban design, economic development, and public services.

Tables 1.3 through 1.8 identify the locations of required and optional elements under GMA within this plan. Each chapter generally contains goals and policies, accompanied by explanatory text. Information required by GMA is also contained in a background report, which documents existing conditions and trends in detail; an

environmental impact statement (EIS), which analyzes potential environmental impacts as required by SEPA; and the CIP, the City's prioritized list of planned capital expenditures for the next 6 years.

### 1.6.1 Land Use

The GMA land use requirements are addressed in several locations. The majority of issues related to land use are addressed in Chapters 2 and 3. Chapter 2 discusses land use designations and locations, while Chapter 3 consists of goals and policies related to the land use designations. In addition, some physical characteristics such as building intensities are addressed at greater detail in Chapter 4 (Urban Design). Future population is estimated according to a development capacity model included in Section 3.3 of the EIS.

**Table 1.3: Relationship Between GMA Requirements for Land Use and the Lakewood Comprehensive Plan.**

<b>RCW Section &amp; GMA Requirement</b>	<b>Location where Lakewood Comprehensive Plan Complies with Requirement</b>
36.70A.070(1) Population densities (land use element)	Comp. plan Section 2.3: Land Use Designations
36.70A.070(1) Building intensities (land use element)	Comp. plan Section 2.3: Land Use Designations Comp. plan Section 4.2: Relationship Between Urban Design and Land Use Designations
36.70A.070(1) Estimates of future population growth (land use element)	Comp. plan Section 3.2: Residential Lands and Housing
36.70A.070(1) Protection of groundwater quality/quantity (land use element)	Comp. plan Section 3.11: Environmental Quality
36.70A.070(1) Drainage/flooding/stormwater runoff (land use element)	Comp. plan Section 3.11: Environmental Quality

### 1.6.2 Housing

Housing issues are addressed in the land use chapter and several other locations. The Comprehensive Plan land use designations and map (Chapter 2) identify areas of the city targeted for different housing types. The land use chapter (Chapter 3) addresses goals and policies related to a variety of housing issues. Technical analysis of needs and capacity is contained in the background report and the EIS.

**Table 1.4: Relationship Between GMA Requirements for Housing and the Lakewood Comprehensive Plan.**

<b>RCW Section &amp; GMA Requirement</b>	<b>Location where Lakewood Comprehensive Plan Complies with Requirement</b>
36.70A.070(2)(a) Inventory/analysis of existing/projected housing needs (housing element)	Housing section of background report EIS Section 3.5 Housing
36.70A.070(2)(b) Statement of goals/policies/objectives/ mandatory provision for the preservation/improvement/ development of sufficient land for housing (housing element)	Comp. plan Section 3.2: Residential Lands and Housing
36.70A.070(2)(c) Sufficient land for housing, including government-assisted, low- income, manufactured, multi- family, group homes, & foster care (housing element)	Comp. plan Section 3.2: Residential Lands and Housing Comp. plan Section 2.3: Land Use Designations
36.70A.070(2)(d) Provisions for existing/projected needs for all economic segments (housing element)	Comp. plan Section 3.2: Residential Lands and Housing

### 1.6.3 Capital Facilities

Capital facilities are addressed in Chapter 9 of the comprehensive plan, background report, EIS, and Lakewood 2015-2020 CIP. The required capital facilities issues are addressed in the capital facilities chapter. Technical analysis of needs and capacity is contained in the background report and the EIS.

**Table 1.5: Relationship Between GMA Requirements for Capital Facilities and the Lakewood Comprehensive Plan.**

<b>RCW Section &amp; GMA Requirement</b>	<b>Location where Lakewood Comprehensive Plan Complies with Requirement</b>
36.70A.070(3)(a) Inventory of existing capital facilities owned by public entities, showing location and capacities (capital facilities element)	Background report utilities section EIS Section 3.8: Public Services and Utilities
36.70A.070(3)(b) Forecast of future needs for capital facilities (capital facilities element)	Background report utilities section EIS Section 3.8: Public Services and Utilities
36.70A.070(3)(c) Proposed locations and capacities of expanded/new capital facilities (capital facilities element)	Lakewood 2015-2020 CIP
36.70A.070(3)(d) At least a 6- year plan to finance capital facilities (capital facilities element)	Lakewood 2015-2020 CIP
36.70A.070(3)(e) Requirement to reassess land use element capital facilities funding falls short (capital facilities element)	Comp. plan Section 9.4: General Goals and Policies

### 1.6.4 Utilities

The most detailed discussion of utility capacity, needs, and locational issues is contained in the utilities section of the background report. The utilities section of the EIS also contains relevant information, especially pertaining to impacts and proposed mitigation associated with this plan. Although the Comprehensive Plan chapter on utilities includes summary level review of how the plan will accommodate land use changes, the chapter is primarily comprised of goals and policies.

**Table 1.6: Relationship Between GMA Requirements for Utilities and the Lakewood Comprehensive Plan.**

<b>RCW Section &amp; GMA Requirement</b>	<b>Location where Lakewood Comprehensive Plan Complies with Requirement</b>
36.70A.070(4) General/proposed locations of utilities (utilities element)	background report utilities section EIS Section 3.8: Public Services and Utilities comp. plan Chapter 7.0: Utilities
36.70A.070(4) Capacity of existing/proposed utilities (utilities element)	background report utilities section EIS Section 3.8: Public Services and Utilities comp. plan Chapter: 7.0 Utilities

### 1.6.5 Transportation

The transportation chapter of the Comprehensive Plan establishes the overall transportation framework for Lakewood's transportation planning through long-range goals and policies.

**Table 1.7: Relationship Between and GMA Requirements for Transportation and the Lakewood Comprehensive Plan.**

<b>RCW Section &amp; GMA Requirement</b>	<b>Location where Lakewood Comprehensive Plan Complies with Requirement</b>
36.70A.070(6)(a)(i) Land use assumptions used in estimating travel (transportation element)	Comp. plan Section 2.3: Land Use Designations
36.70A.070(6)(ii) Estimated traffic impacts to state transportation facilities (transportation element)	EIS Section 3.6: Transportation
36.70A.070(6)(iii)(A) Inventory of air/water/ground transportation & services (transportation element)	Background report transportation section EIS Section 3.6: Transportation
36.70A.070(6)(iii)(B)&(D) Level of service standards (LOSs) for locally owned arterials & transit routes & actions/requirements for bringing those that don't meet LOSs into compliance (transportation element)	Comp. plan Section 6.5: Level of Service Standards and Concurrency
36.70A.070(6)(iii)(C) Level of service standards for state highways (transportation element)	Comp. plan. Section 6.5: Level of Service Standards and Concurrency
36.70A.070(6)(iii)(E) Traffic forecasts for at least ten years (transportation element)	EIS Section 3.6: Transportation
36.70A.070(6)(iii)(F) Identification of state/local system needs to meet current/future demands (transportation element)	EIS Section 3.6: Transportation
36.70A.070(6)(iv)(A) Analysis of funding capability (transportation element)	Lakewood 2005-2010 CIP (transportation section)
36.70A.070(6)(iv)(B) Multi-year financing plan based on needs identified in comp. plan (transportation element)	Lakewood 2005-2010 CIP (transportation section)
36.70A.070(6)(iv)(C) Discussion of how funding shortfalls will be handled (transportation element)	EIS Section 3.6: Transportation
36.70A.070(6)(v) Intergovernmental coordination efforts (transportation element)	Comp. plan Section 6.1: Introduction and Purpose (Transportation) Comp. plan Section 6.1.1: General Transportation Goals and Policies
36.70A.070(6)(vi) Demand management strategies (transportation element)	Comp. plan Section 6.2: Transportation Demand Management

This plan also designates arterial street classifications, identifies bicycle and pedestrian trails, and establishes level of service (LOS) standards. Analysis of traffic, safety, and LOS impacts; road improvements proposed by the state and county; and funding options are contained in the EIS. Specific transportation projects led by the City are listed in the CIP.

### **1.6.6 Optional Elements**

Lakewood opted to include chapters addressing urban design, economic development, and public services, along with the five required elements discussed above. In addition, other issues such as parks and recreation and environmental quality are addressed in the land use chapter. (Economic development and parks and

recreation have been added to the GMA as required elements; however, that requirement is currently not in effect per RCW 36.70A.070(9) so still are considered to constitute optional elements being addressed under this plan.

**Table 1.8 Relationship Between GMA Optional Elements and the Lakewood Comprehensive Plan.**

<b>RCW Section &amp; GMA Requirement</b>	<b>Location where Lakewood Comprehensive Plan Complies with Requirement</b>
36.70A.080(1) Optional elements at City's discretion	Comp. plan Chapter 4.0: Urban Design Comp. plan Chapter 5.0: Economic Development Comp. plan Chapter 8.0: Public Services Downtown Subarea Plan (Ordinance No. 695)

## **1.6.7 Regional Planning Policies**

In addition to the GMA, this plan is required to comply with VISION 2040, the multi-county policies, and Pierce County's County-Wide Planning Policies (CWPP). 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 CWPP issue areas. In particular, the Future Land-Use Map is based on the CWPP's land-use principles. This is reiterated in the corresponding goals and policies associated with the map, which comprise the land-use chapter.

### **1.6.7.1 Compliance with Vision 2040**

The Lakewood Comprehensive Plan supports a sustainable approach to growth and future development. The Plan incorporates a systems approach to planning and decision-making that addresses protection of the natural environment. The plan commits to maintaining and restoring ecosystems, through steps to conserve key habitats, clean up polluted waterways, and reduce greenhouse gas emissions. The plan includes provisions that ensure that a healthy environment remains available for future generations in Lakewood.

Lakewood's Comprehensive Plan has been updated based on residential and employment targets that align with Vision 2040. Through the targeting process the City has identified the number of housing units in the city for the year 2031. We have also established an affordable housing goal for this planning period. (See Policies LU-2.20 and LU-2.21).

The Comprehensive Plan addresses each of the policy areas outlined in VISION 2040. Lakewood has policies that address habitat protection, water conservation, air quality, and climate change. The City's land-use codes incorporate environmentally friendly development techniques, such as low-impact landscaping. The plan calls for more compact urban development and includes design guidelines for mixed-use and transit-oriented development. There are directives to prioritize funding and investments to our regional growth center. The housing (sub)element commits to expanding housing production at all income levels to meet the diverse needs of both current and future residents. The plan includes an economic development element that supports creating jobs, investing in all people, creating great communities, and maintaining a high quality of life. The transportation element advances cleaner and more sustainable mobility, with provisions for complete streets, green streets, context-sensitive design,

and a programs and strategies that advance alternatives to driving alone. The City coordinates its transportation planning with neighboring jurisdictions, including our level-of-service standards and concurrency provisions. The City is committed to resource conservation in the provision of public services.

The Comprehensive Plan also addresses local implementation actions in VISION 2040, including identification of underused lands, mode-split goals for the City's designated center, and housing targets.

### **1.6.7.2 Six Principles of Livability**

The U.S. Department of Transportation (DOT), in conjunction with the U.S. Department of Housing and Urban Development (HUD) and the US Environmental Protection Agency (EPA) have developed "six principles of livability" to emphasize coordinated, place-based policies and investments that increase transportation choices and access to public transportation services for communities. The six principles are as follows:

- Provide more transportation choices to decrease household transportation costs, reduce our dependence on oil, improve air quality and promote public health.
- Expand location- and energy-efficient housing choices for people of all ages, incomes, races and ethnicities to increase mobility and lower the combined cost of housing and transportation.
- Improve economic competitiveness of neighborhoods by giving people reliable access to employment centers, educational opportunities, services and other basic needs.
- Target federal funding toward existing communities – through transit-oriented and land recycling – to revitalize communities, reduce public works costs, and safeguard rural landscapes.
- Align federal policies and funding to remove barriers to collaboration, leverage funding and increase the effectiveness of programs to plan for future growth.
- Enhance the unique characteristics of all communities by investing in healthy, safe and walkable neighborhoods, whether rural, urban or suburban.

The policies contained in the City of Lakewood Comprehensive Plan intend to see Lakewood developed as a "livable community" through its robust public transportation network, affordable housing programs, emphasis on creating local jobs, and aggressive pursuit of non-motorized transportation facilities and public transit options. Areas around the City's downtown Transit Center, as well as the Lakewood Sounder Station on Pacific Highway, are zoned to allow for high-density residential and mixed-use development. The City supports two community colleges, both of which are served by public transportation. The City has also provided for nodes of commercial activity within otherwise residential areas in order to provide access to basic goods and service without the need to travel to more intensive commercial areas. Implementation of this plan, as well as future amendments, should work to provide people access to affordable and environmentally sustainable transportation options.

## **1.7 2015 Update**

A substantial update to this plan was completed in 2015. The 2015 updates acknowledged goals that had been met since the plan's initial adoption in 1996, and also took into account the recommendations resulting from a Visioning project in 2014-15. The 2015 updates intend to implement the provisions of Vision 2040, the regional growth strategy put forth by the Puget Sound Regional Council (PSRC).

The primary concept of the PSRC regional growth strategy is that development is to be focused into urban areas and "centers". The City of Lakewood is classified as a "core city" and designated as a *Regional Growth Center*, and, as such, is expected to accommodate a large share of the region's growth.

In 2014 the City designated eight (8) Centers of Local Importance (COLIs). These COLIs were adopted in

Section 2.5 (Land Use Maps chapter) of this comprehensive plan. Centers of Local Importance are designated in order to focus development and funding to areas that are important to the local community. COLIs are intended to promote compact, pedestrian oriented development with a mix of uses, proximity to diverse services, and a variety of appropriate housing options. COLIs may also be used to identify established industrial areas. The Centers of Local Importance identified for the City of Lakewood include:

- A. Tillicum
- B. Fort Steilacoom/Oakbrook
- C. Custer Road
- D. Lakewood Industrial Park/CPTC
- E. South Tacoma Way
- F. Springbrook
- G. Woodbrook
- H. Lake City West

The City of Lakewood is also working with Pierce County and the Puget Sound Regional Council (PSRC) to develop an appropriate Centers policy for Joint Base Lewis McChord (JBLM). The base has a significant impact and influence on the region, the State, and the City of Lakewood. PSRC and Pierce County are seeking an appropriate and equitable way to account for JBLM within the regional Centers framework and the Growth Management Act.



## Figure 1.1 Lakewood Strengths

Creating a sense of place at the Lakewood Towne Center.





**Figure 1.2 Addressing Lakewood Weaknesses**

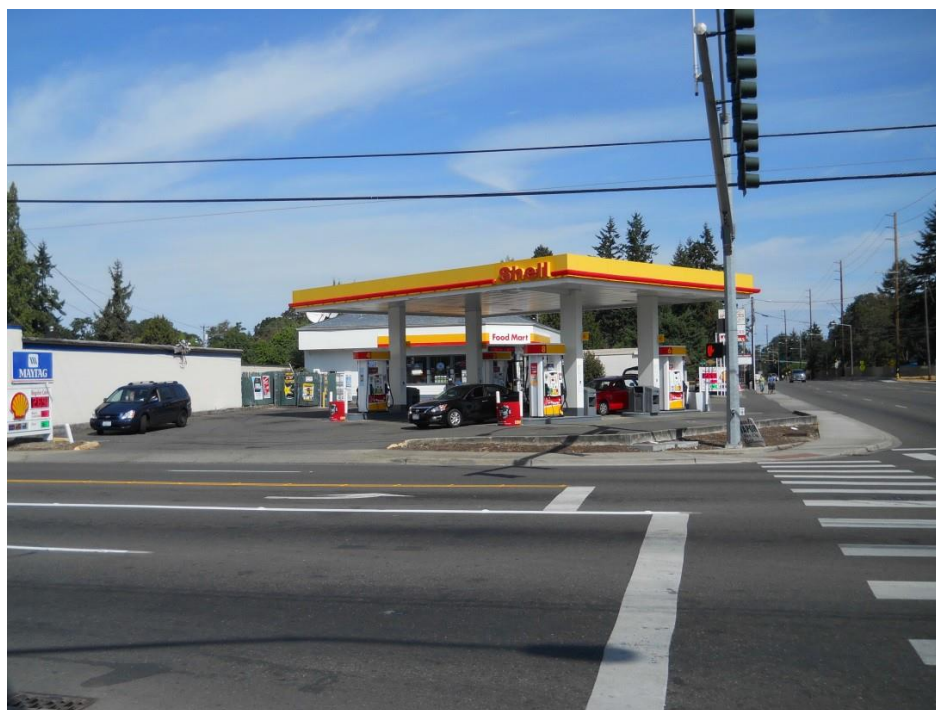
Visual Clutter along South Tacoma Way is improving but remains a challenge.







This corner is improved, but no interest in landscaping.



Improving pedestrian infrastructure around schools.



New construction is implementing community design standards.



# 2.0 OFFICIAL LAND USE MAPS

## 2.1 Introduction and Purpose

This chapter includes an 11 X 17 copy of the official map designating desired general future land uses. Please see Figure 2.1. The official land-use map is the culmination of a series of conceptual plans that incorporate various features of the different alternatives developed during the comprehensive planning process. Considerations in the map's development included the general distribution and location of existing land uses, appropriate intensity and density of land uses given current development trends, protection of the quality and quantity of public water supplies, the provision of public services, control of stormwater runoff, costs and benefits of growth. This map is the foundation of the Comprehensive Plan which, when properly implemented, fulfills the vision of the guiding principles articulated in Chapter 1.

The City's land use designations are described in addition to listing population densities and housing types. Lakewood's urban center is delineated. The Urban Center Map has been prepared in response to countywide and multi-county policy criteria addressed in the land-use chapter.

As a sub-part of the Urban Center Map, a new series of maps have been inserted showing Lakewood's eight Centers of Local Importance (CoLI). Centers of Local Importance, in part, assist the City in obtaining transportation funding.

This chapter includes maps describing the City's Urban Growth Areas (UGAs). UGAs are characterized by existing urban development where future urban growth will be directed. It is anticipated that these areas will be incorporated into the City limits within the next 20 years. UGAs exhibit physical and functional relationships to the City by means of their job and/or housing base and the potential to share City services.

Together, these maps graphically represent the land-use element's policies and tie together the comprehensive plan's various elements.

## 2.2 Land Use Considerations

The land-use considerations that guided the land-use maps for the City were based on factors such as patterns of existing development, local and regional growth rates, patterns and community needs as described below. As an officially incorporated City, Lakewood has been in existence since 1996. However, the majority of privately held properties within the City boundaries are developed and improved. The overall infrastructure network including transportation, utilities, and open space is largely in place with several notable exceptions. The City is an extensively developed mature community. Most future growth will occur as the result of urban infill and redevelopment of existing properties.

The region has experienced strong development pressure. The City recognizes the need to develop a land-use pattern that channels growth pressures in such a way to promote economic development; provide for the housing needs of a diverse population; maximize the utility of existing infrastructure investment; and protect existing, stable neighborhoods.

Current commercial development patterns are largely representative of typical suburban sprawl, with little in the way of a recognizable downtown core that could tempt citizens to get out of the car, stroll around and linger. Few urban landmarks exist to impart to the City a distinct sense of character. This lack of a center makes it difficult to grasp a sense of the City's identity, although considerable progress has been made in the redevelopment of Lakewood Towne Center.

Regional growth, along with current zoning inherited from pre-incorporation planning, has placed pressure on Lakewood's single-family neighborhoods, gradually eroding their individual qualities while causing stress on transportation and infrastructure networks. There is a need for a strategy that focuses future development where it is best served by transportation, reinforcing commercial sectors, and providing a broad spectrum of quality housing.

Recreation and open space will become increasingly prized assets needed to offset the impacts of residential growth. Public open space will become even more critical in preserving Lakewood's visual character and as recreational amenities for Lakewood's families, as well as for wildlife. Better connections are needed between these resources as well as improved access by Lakewood's citizenry to public lands and waters.

## **2.3 Land Use Designations**

The official land-use map, entitled the Future Land-Use Map, will be used in conjunction with the comprehensive plan's written policies which define how the community wishes to implement its vision for the City, its goals and objectives for land use, and other related elements of the plan.

Under the GMA, all zoning, development regulations and other adopted programs and policies must be consistent with communities' adopted comprehensive plans. The official land-use map establishes broad categories of land use that will be detailed into parcel-level distinctions in the zoning ordinance. It will serve as the principal guide for elected officials in making decisions about the need for, and the locations of, public services, utility systems, transportation routes, and other capital facilities. The map will also be referenced by City staff, consultants, private citizens, developers, and others interested in the City's future as they make decisions about where to live, work, invest, and conduct business. Each of the distinct land-use designations depicted on the official land-use map are described below.

### **2.3.1 Residential Estate**

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

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

Maintenance of these lower land-use densities in certain areas west of the lakes also helps maintain reduced traffic volumes as well as reducing additional traffic safety conflicts in the east-west arterial corridors. These roads are among the most stressed transportation routes in the City, with expansion opportunities highly constrained due to the lakes.

### **2.3.2 Single-Family**

The Single-Family designation provides for single-family homes in support of established residential neighborhoods. This designation is the primary residential designation in the City.

### **2.3.3 Mixed Residential**

The Mixed Residential designation provides for a moderate increase in density using a variety of urban

housing types and designs. This design-oriented designation promotes residential renewal to small-lot single-family homes, townhouses, duplexes, and small apartment buildings. The mix of housing may take a variety of forms, either mixed within a single site or mixed within a general area, with varied dwelling types.

#### **2.3.4 Multi-Family**

The Multi-Family designation provides for a variety of medium-density housing types and designs. The designation incorporates a combination of urban design elements to enhance the living environment while integrating the housing into a neighborhood or neighborhood business district. Urban design elements such as private and public open space, pedestrian orientation and connections, and security are integrated into the housing to create a high standard of community cohesion and character.

#### **2.3.5 High-Density Multi-Family**

The High-Density Multi-Family designation provides for high-density housing types and designs that combine urban design elements to enhance the living environment with integration into the central or neighborhood business districts, the Lakewood Station District, or neighborhoods. Urban design elements stress pedestrian orientation and connections, security, transportation, and integration of housing into the adjacent neighborhood.

#### **2.3.6 Downtown**

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

#### **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.

#### **2.3.8 Arterial Corridor**

Lakewood has several single-family neighborhoods adjoining principal and minor arterial streets. The level of existing vehicle activity adversely impacts the livability of these areas. At the same time, converting these linear neighborhood edges to commercial uses creates a pattern of low-intensity development, perpetuates commercial sprawl, and may pose traffic safety concerns. The Arterial Corridor designation provides an environment for an essentially residential neighborhood while permitting the development of low-intensity, non-nuisance business uses. This designation allows property owners the opportunity to have a small nonresidential use, primarily accommodating limited offices and certain limited manufacturing and personal services, under regulations that will not adversely impact traffic movements and will assure maximum compatibility with surrounding residential uses.

#### **2.3.9 Neighborhood Business District**

Neighborhood Business Districts are intended to foster a sense of urban community in neighborhoods.



They provide a concentrated mix of activities, including retail and other local services, residential, and some office use. Over time, districts evolve and mature into distinctive compact urban environments, providing unique commercial character to neighborhoods in Lakewood. Districts may serve the surrounding neighborhood only or may serve more than one neighborhood and attract people from other areas. Districts may facilitate restoration and vitality in an existing neighborhood center or may create a new focus for a neighborhood. These districts are expected provide commercial services, as well as residential uses in the upper floors of some buildings.

### 2.3.10 Industrial

Industrial lands are the working area of Lakewood, integrated into the community economically and environmentally while maximizing a regional economic presence based on Lakewood's geographic position. Properties with an Industrial land-use designation are expected to provide family wage jobs to residents and tax revenues to the City. The Industrial designation provides for regional research, manufacturing, warehousing, concentrated business/ employment parks, and other major regional employment uses. Industrial lands depend on excellent transportation, and utility infrastructure and freedom from encroachment by incompatible land uses.

### 2.3.11 Air Corridor 1 and 2

The Air Corridor areas are affected by Joint Base Lewis McChord (JBLM) McChord Field aircraft operations. The potential risk to life and property from hazards associated with military aircraft operations within the Air Corridor necessitate control of the intensity, type, and design of land uses within the designation, with uses tailored to limiting the number of persons placed at risk.

### 2.3.12 Public and Semi-Public Institutional

The Public and Semi-Public Institutional land-use designation provides for large and moderate scale governmental uses, special districts, and semi-institutional uses. The designation allows for the specialized needs of providing public services to all areas of Lakewood.

### 2.3.13 Military Lands

The Military Lands land-use designation applies to the portions of the federal and state military installations within the City. The autonomy associated with federal and state ownership of the military installations, in combination with the unique character of the military operations and support structures, are not typical of civilian land uses and require special consideration by the City as a host community for the installations.

### 2.3.14 Application of Designations and Population Densities

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

Land-Use Designation	Major Housing Types Envisioned	Density <sup>1</sup>		Acres
		Low	High	
Residential Districts:				
Residential Estate	Larger single-family homes	1	4	1044.97
Single-Family Residential	Single-family homes	4	9	4,080.77
Mixed Residential	Smaller multi-unit housing	8	14	344.07
Multi-Family Residential	Moderate multi-unit housing	12	22	313.59
High Density Multi-Family	Larger apartment complexes	22	40	442.82
Mixed Use Districts:				
Downtown	High-density urban housing	30	80-100	318.69

Land-Use Designation	Major Housing Types Envisioned	Density <sup>1</sup>		Acres
		Low	High	
Neighborhood Business District	Multi-family above commercial	12	40	287.30
Arterial Corridor	Live/work units	6	6	18.85
Air Corridor 2	Single-family homes	2	2	235.77
Non-Residential Districts:				
Corridor Commercial	N/A	--	--	471.48
Industrial	N/A	--	--	752.48
Public/Semi-Public Institutional	N/A	--	--	807.18
Air Corridor 1	N/A	--	--	376.18
Open Space & Recreation	N/A	--	--	1945.26
Military Lands	N/A	--	--	24.95
<b>Total designated area</b>	<b>N/A</b>			<b>11464.36</b>
<b>Excluded: Water &amp; ROW</b>	<b>N/A</b>	--	--	<b>1172.14</b>
<b>TOTAL:</b>				<b>12636.5</b>

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

As may be derived from this information, over 82% of that portion of Lakewood allowing residential uses is dedicated to clearly urban densities, with about 17.5% of residentially designated densities constrained by environmental or unique air corridor considerations. This equates to an overall average density of more than 15.5 du/ac throughout those areas designated for residential and mixed uses.

These figures do not capture existing residential densities in areas currently designated for no new residential development, such as, but not limited to, the air corridor. Owing to pre-incorporation zoning practices, the existing land-use patterns in Lakewood are jumbled.

Despite being designated for redirection away from residential uses, it is likely that newer or sounder housing stock within non-residentially zoned areas will perpetuate beyond the life of this plan.

### 2.3.15 Open Space and Recreation

The Open Space and Recreation designation provides public open spaces and recreational uses such as state and municipal parks, preserves, and trails, as well as privately owned facilities such as golf courses, Lakewood Gardens, and cemeteries. Of special note is the Chambers Creek Properties Master Site Plan, a joint effort of Pierce County and the cities of Lakewood and University Place to develop the Chambers Creek Canyon for limited, passive recreational uses. This designation promotes the conservation of public and private sensitive or critical natural resource areas and areas of local interest as open space.

### 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 Urban Center Designation

A key element of the urban growth strategy of the GMA and regional growth strategy is the direction of growth toward centers. Urban Centers are focal points within urban areas intended to complement compact

communities providing viable alternatives to sprawl. They are intended to be dominated by relatively compact development, where housing, shopping, and employment are in proximity. Urban Centers are also intended to be the focal points for public investment in transit and other capital improvements.

According to the CWPP, centers are intended to:

- Be priority locations for accommodating growth;
- Strengthen existing development patterns;
- Promote housing opportunities close to employment;
- Support development of an extensive transportation system which reduces dependency on automobiles; and
- Maximizes the benefit of public investment in infrastructure and services.

Within its CWPP, the jurisdictions of Pierce County identified three types of Urban Centers and one manufacturing/industrial center that are applicable and consistent with the Puget Sound Regional Council's (PSRC's) VISION 2040 plan. Lakewood CBD has been designated as an urban center under the CWPP and, by extension, is a recognized urban center under VISION 2040. In the initial iteration of its comprehensive plan, Lakewood identified a manufacturing/industrial center, but this did not go on to be incorporated into the CWPP or recognized by PSRC. Therefore, Lakewood's manufacturing/industrial center was removed at the time of the 2004 review. The Puget Sound Regional Center has since adopted a protocol for designation of new centers, so any additional centers anywhere in the four-county region would need to first undergo that process in order to be recognized.

#### **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.

### **2.5 Centers of Local Importance**

Centers of Local Importance (CoLI) are designated for the purpose of identifying local centers and activity nodes that are consistent with VISION 2040's Multi-county Planning Policies. Such areas promote compact, pedestrian-oriented development with a mix of uses, proximity to diverse services, and a variety of appropriate housing options, or are in an established industrial area. CoLIs are designated by the local government with jurisdiction. Approval by Pierce County, the Pierce County Regional Committee (PCRC), or other state or regional organization is not required. Lakewood has designated adopted eight CoLIs. These are illustrated in Figure 2.3.

#### **2.5.1 Tillicum**

The community of Tillicum, Figure 2.4, is designated as a CoLI based on its characteristics as a compact, walkable community with its own unique identity and character. The area is located just outside the main gates of both Joint Base Lewis-McChord (JBLM) and Camp Murray National Guard Base ("Camp Murray"). The area is geographically isolated from the rest of Lakewood because of inadequate street connections. The only practical access to the area is provided by I-5. This center provides a sense of place and serves

as a gathering point for both neighborhood residents and the larger region with regard to the resources it provides for Camp Murray, JBLM, and access to American Lake.

The Tillicum area includes many of the design features for a Center of Local Importance (CoLI) as described in CWPP UGA-50, including:

- Civic services including the Tillicum Community Center, Tillicum Elementary School, a fire station, JBLM and Camp Murray, the Tillicum Youth and Family Center, and several veterans service providers;
- Commercial properties along Union Ave. SW that serve highway traffic from I-5, personnel from JBLM and Camp Murray, and local residents;
- Recreational facilities including Harry Todd Park, Bills Boathouse Marina, the Commencement Bay Rowing Club, and a WDFW boat launch facility that attracts boaters from around the region;
- Historic resources including Thornewood Castle. Much of the area was developed between 1908 and the 1940s. The street pattern around Harry Todd Park reflects the alignment of a trolley line that served the area in the early 1900's;
- Approximately 62 acres partially developed with, and zoned for, multi-family residential uses; and
- The Tillicum area is subject to specific treatment in the Comprehensive Plan (Section 3.10, Goal LU-52, LU-53 and Policies LU-53.1 through LU-53.4.) Additionally, the City adopted the Tillicum Neighborhood Plan in June 2011.

### **2.5.2 Fort Steilacoom/Oakbrook**

The Fort Steilacoom/Oakbrook area is being designated as a CoLI based on its characteristics as a discrete area providing resources of both local and statewide importance. This CoLI is delineated in Figure 2.5. Fort Steilacoom was one of earliest outposts of European settlement in the Northwest. The Fort was later expanded and converted to Western State Hospital. The hospital currently serves approximately 800 patients and employs approximately 1,850 staff.

Pierce College was developed on approximately 75 acres of surplus hospital property beginning in 1967. The remaining hospital farmland south of Steilacoom Boulevard became Fort Steilacoom Park in the late 1970s. The designated CoLI area includes Western State Hospital, the Pierce College campus, Fort Steilacoom Park, and commercial and multi-family residential development immediately adjacent to the east.

The designated center area includes many of the design features for a Center of Local Importance (CoLI) as described in CWPP UGA-50, including:

- Civic services, including Western State Hospital, the Oakbrook Fire Station, Pierce College, Custer Elementary and Hudtloff Junior High Schools, commercial areas, recreational areas, cultural facilities and activities, historic buildings and sites, and residential areas;
- Commercial services in the Oakbrook and Thunderbird Plaza shopping centers;
- Recreational resources in Fort Steilacoom Park including Waughop Lake and the Fort Steilacoom Golf Course;
- Cultural and Historic Resources in the Western State Hospital and Fort Steilacoom buildings and the Fort Steilacoom History Museum; and
- Residential resources in the multi-family residential areas north of the Oakbrook and

Thunderbird Plaza commercial areas.

Further development at Western State Hospital and Pierce College is guided by master plan documents developed for each entity and implemented through discretionary land use permits (administrative use permits and conditional use permits) issued by the City. Fort Steilacoom Park is managed through the City's Legacy Plan which guides development of the City's parks and recreation programs.

### **2.5.3 Custer Road/Walmart**

The Custer Road/Walmart area, Figure 2.6, is being designated as a CoLI based on its emerging status as a significant urban node of the City. The area is bound by Flett Creek on the west, the Flett Wetlands to the south, Leach Creek and Meadowpark Golf Course to the north, and the City boundary/Calvary Cemetery and Mount Tahoma High School to the east. Custer Road is a Principal Arterial street supporting numerous retail facilities and restaurants. The designated center area includes many of the design features for a Center of Local Importance (CoLI) as described in CWPP UGA-50, including:

- Important commercial resources including a Wal-Mart Superstore, H and L Produce and a variety of resident-serving commercial uses along Custer Road through this area;
- Industrial facilities (Mutual Materials and Sound Glass);
- Residential resources in the underdeveloped areas south of Custer Road which are zoned for multi-family and mixed residential uses.

### **2.5.4 Lakewood Industrial Park/ CPTC**

The Lakewood Industrial Park/Clover Park Technical College (LIP/CPTC) area is designated as a CoLI based on its status as an intense industrial and educational activity hub for the City. The boundaries of this CoLI are shown in Figure 2.7. The designated Center area includes many of the design features for a Center as described in CWPP UGA-50, including:

- Civic services: CPTC has an average enrollment of approximately 3,400 students and employs approximately 475 faculty. The CoLI area also includes the Lakewood YMCA, the Lakewood Police Department Headquarters, a fire station, the Clover Park School District Auxiliary Services Center, and the newly constructed Harrison Preparatory Academy serving approximately 1,450 K-12 students.
- Industrial areas: The Lakewood Industrial Park is located on 170 acres and supports 64 businesses with 1,250 employees. The delineated area also includes a Lowe's Home Improvement Center on 100<sup>th</sup> Street SW. The Lakewood Industrial Park has access to the Sound Transit railroad right-of-way along Lakeview Drive SW.
- Development in the Lakewood Industrial Park and Clover Park Technical College is guided by master plans adopted for both facilities.

### **2.5.5 South Tacoma Way**

The South Tacoma Way Center, Figure 2.8, is designated as a CoLI based on its commercial significance to the City. Prior to the construction of I-5 in the late 1950's, South Tacoma Way was part of State Route 99, the primary north-south highway through the Puget Sound region. The South Tacoma Way area is now the City's most prolific commercial area and home to a nascent "International District". The area supports the Star-Lite Swap Meet, the B&I marketplace, the Paldo World commercial center, Pierce Transit headquarters, the Grand Central and Macau casinos, and many other commercial centers and businesses.

### **2.5.6 Springbrook**

The area just outside the gate to JBLM on Bridgeport Way SW is designated as a CoLI based on its importance to the City and special status as a compact high-density residential area. The Springbrook Center boundaries are shown on Figure 2.9. The area includes the main access gate to the airfield portion of JBLM. The area currently includes Springbrook Park, CenterForce Industries, neighborhood commercial uses, and approximately 100 acres of multi-family residential zoning currently developed with approximately 1,565 multi-family dwelling units. A new water line has recently been extended to the area which will help accommodate additional growth.

### **2.5.7 Woodbrook**

The central Woodbrook area is proposed to be designated as a CoLI based on its emergence as an important industrial node. Approximately 170 acres have been zoned for industrial uses. Please see Figure 2.10. Sewers have been extended and roadway improvements have been made to accommodate redevelopment of the area with industrial uses and to facilitate traffic using the JBLM Logistics gate at the end of Murray Road SW. Additional improvements are planned. One 45,000 sq. ft. industrial building has been constructed, and approximately 700,000 square foot of additional industrial space has been approved for development. The City adopted the Woodbrook Business Park Development Report in July, 2009, which analyzes development issues and makes recommendations regarding redevelopment of the area with industrial uses.

### **2.5.8 Lake City West**

The area just outside the North Gate Road at JBLM has emerged as a major traffic corridor with the expansion of North Gate on JBLM. This Center is delineated in Figure 2.11. A major expansion of North Gate has occurred with hundreds of new low- and medium-density single family residences, two new elementary schools, and military barracks serving military personnel and their families. North Gate has also expanded to include new military industrial warehousing. Consequently, these land use changes have modified the City's street classification system and impacted existing residential neighborhoods. Traffic currently moves from North Gate to Lake City West, and then to Washington Boulevard SW, which operates at a designated Level of Service rating of "F."

## **2.6 Urban Growth Areas (UGA)**

The adopted UGA boundaries represent Lakewood's future City limits. These boundaries were established by Pierce County in 1998 and have not changed. Lakewood's current UGAs are described in Figures 2.12 and 2.13. The UGA boundaries show the extent to which the City can expand over the next 20 years. Under the GMA, jurisdictions may not annex additional area into their corporate limits unless it falls within their UGAs and can be provided with urban levels of service for public services and facilities such as police, water, and sewer. In some cases, urban-type services may already exist in these areas and can be coordinated with existing city services.

The UGA currently includes Camp Murray, which is part of the Washington Military Department, and the urban areas of Joint Base Lewis McChord, and an unincorporated island, known as Arrowhead-Partridge Glen, which is located between the City of Lakewood and the Town of Steilacoom.

### **2.6.1 Camp Murray**

In 2012, Lakewood examined the advantages and disadvantages of annexing Camp Murray into Lakewood. This action came about as a result of Camp Murray approving a master site development plan which included a proposal to relocate their main gate from Union Avenue SW to Portland Avenue SW.

Lakewood's existing corporate limits abut the northerly Camp Murray boundary. Lakewood's Tillicum neighborhood is located to the north and northwest of Camp Murray. To the south lies federal land within the secure Joint Base Lewis McChord (JBLM) boundary.

To the east and west, respectively, Camp Murray is bounded by the "hard boundaries" of I-5 and

American Lake.

Camp Murray is owned by Washington State. There are no residential uses located onsite. Developed areas encompass about 52% of the installation. The built environment provides statewide wheeled vehicle support, storage buildings, administrative offices, classrooms, a heliport, and a drill field. There are 88 buildings on Camp Murray, approximately a third of which are over 50 years old. Water and sewer facilities are provided by Joint Base Lewis McChord (JBLM).

Recreational amenities include a physical training course, campground, and a boat launch. The remaining portions of the installation consist of undeveloped forest, wetlands, shoreline, and riparian areas.

The Washington State Emergency Operations Center is located on Camp Murray, which aids local emergency responders in coordinating search and rescue operations, wildfire mobilization, environmental responses, and other emergencies.

Annexation of Camp Murray proved to be infeasible given its unique nature. It was concluded that state enabling legislation would be required to annex Camp Murray. However, that is not to suggest that Camp Murray should not be within Lakewood's UGA. Both Lakewood and Camp Murray have shared interests. Primary ingress/egress into Camp Murray is through the City. Road improvements have been made in Lakewood to improve access into Camp Murray. Both the City and Camp Murray are located on the shores of American Lake. A boat launch and an enclosed boat storage facility housing fire district and police boats straddle current boundaries.

### **2.6.2 Joint Base Lewis McChord (JBLM)**

JBLM's cantonment area is located within Lakewood's UGA and is shown in Figures 2.14 and 5.15. The cantonment area refers to those areas of land that are designated for urban-scale development both existing and proposed. It includes residential, commercial, industrial and military related uses. Over the past 10 years, JBLM has experienced significant development activity; that activity has been entirely confined to the cantonment area in an effort to maximize and preserve existing military training areas and in some cases to preserve wildlife habitat.

In 2003, total base population was 27,982. By 2010, the population had increased to 59,980 and is currently projected at 58,133 by 2016. JBLM has 23,000,000 square feet of facilities. There are 4,901 family housing units on JBLM in 22 different communities. An additional 637 family housing units are planned.

JBLM provides water and sewer utilities. The installation maintains 11,779 permanent party barracks/dorm spaces; 2,488 of those spaces have been constructed since 2010. JBLM has recently constructed 408 Wounded Warriors barracks units. An additional 736 barracks units have been approved. Many of the barracks units are being constructed to replace spaces in aging gang latrine barracks constructed in the 1950's. The new construction will not add to the overall barracks inventory.

Six elementary schools are located on base. There is an existing prison and two airfields. JBLM maintains 278 miles of streets, a 3.3 million gallon water treatment plant, and a 4 million gallon wastewater treatment facility. The Madigan Army Medical Center is a part of JBLM. It is located on 120 acres and is the second largest treatment facility in the US Army.

JBLM has created its own master plan with design principles to preserve rangeland and airfield space, construct mixed-use buildings, create car parks, and establish a Town Square.

### **2.6.3 Arrowhead-Partridge Glen**

In 2013, Lakewood considered annexation of Arrowhead-Partridge Glen. An annexation report was prepared. Physically, this area comprises 256 acres, a largely single family, built-out neighborhood with an estimated

population of 2,444. The area is within the identified Pierce County urban growth area boundary and can be annexed by either Lakewood or the Town of Steilacoom. Three past annexations attempts, one to the Town of Steilacoom, and two to the City of Lakewood, all have failed by narrow margins.

The annexation report concluded that like most cities, Lakewood continues to operate in a challenging fiscal environment. The effect of the recent recession has been twofold; not only has it impacted tax revenues reliant on new development and consumer spending (i.e. sales tax revenue), it has also exposed a structural revenue problem put in place by the passage of I- 747, which limited property tax levy growth to one percent a year. Combined, the reduction in overall tax collections and the limitation on property tax, highlights the City's current fiscal challenge where the cost of municipal services is growing faster than its tax and fee revenues. The challenge for the City is to maintain adequate levels of service without changing tax and fee policies. Regardless of annexation, the City will have to continue to take steps to bring revenues and costs in line in the form of a balanced budget.

The revenue that could be expected to accrue to the City resulting from annexation would be sufficient to cover the City's incremental operating costs associated with adding the annexation population. However, given the City's current fiscal situation, it is not clear whether annexation would be sustainable in the long term.

Anticipated annexation revenue would only partially contribute toward Public Works costs for existing road needs (Military Road) and future chip sealing. It is possible these costs could be offset by the addition of TBD revenue in the future, but at this time it is not possible to evaluate whether that revenue would be sufficient to cover these costs, together with what presumably would be additional capital costs attributable to the area over time.



## 2.0 OFFICIAL LAND USE MAPS

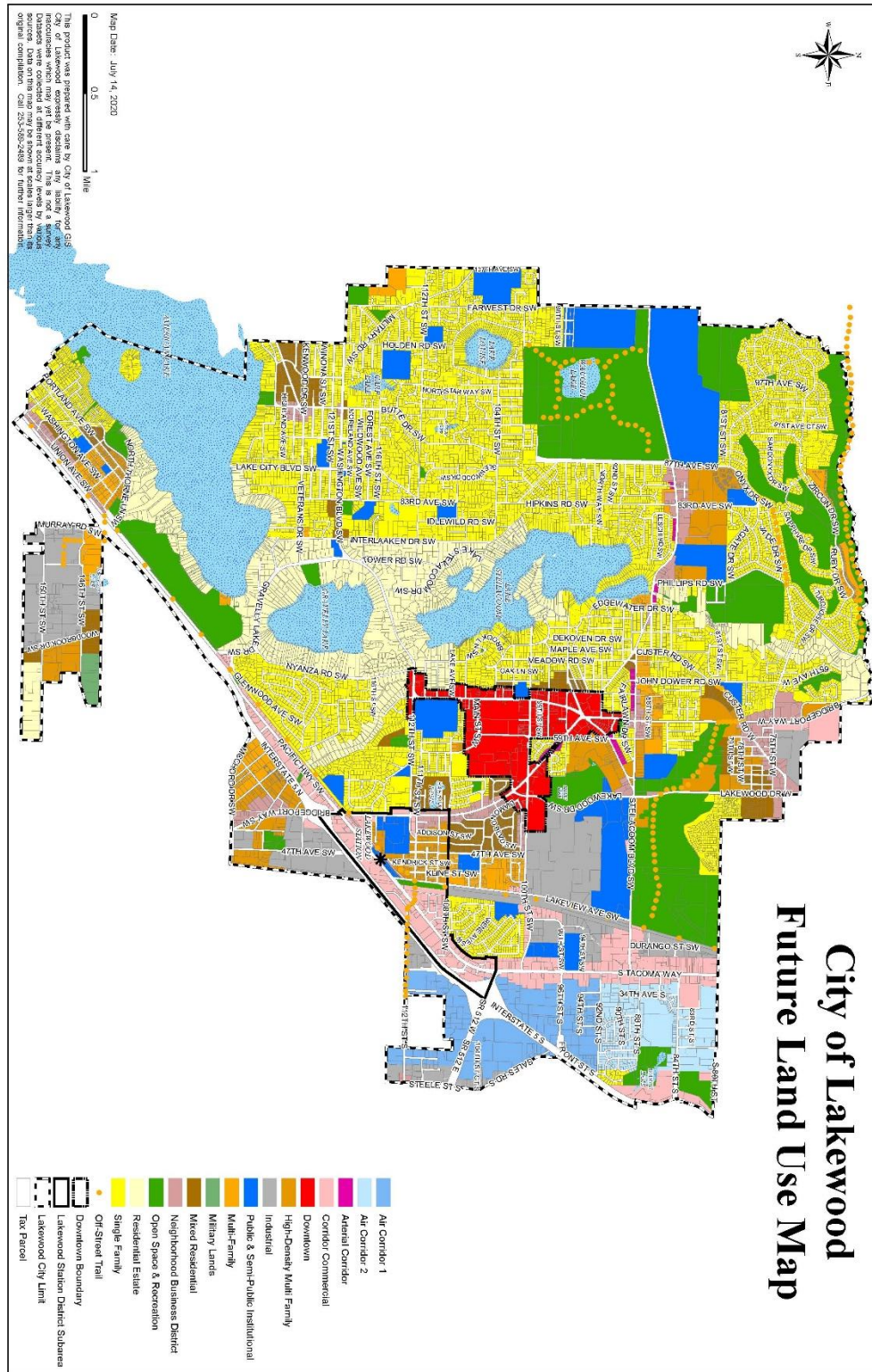
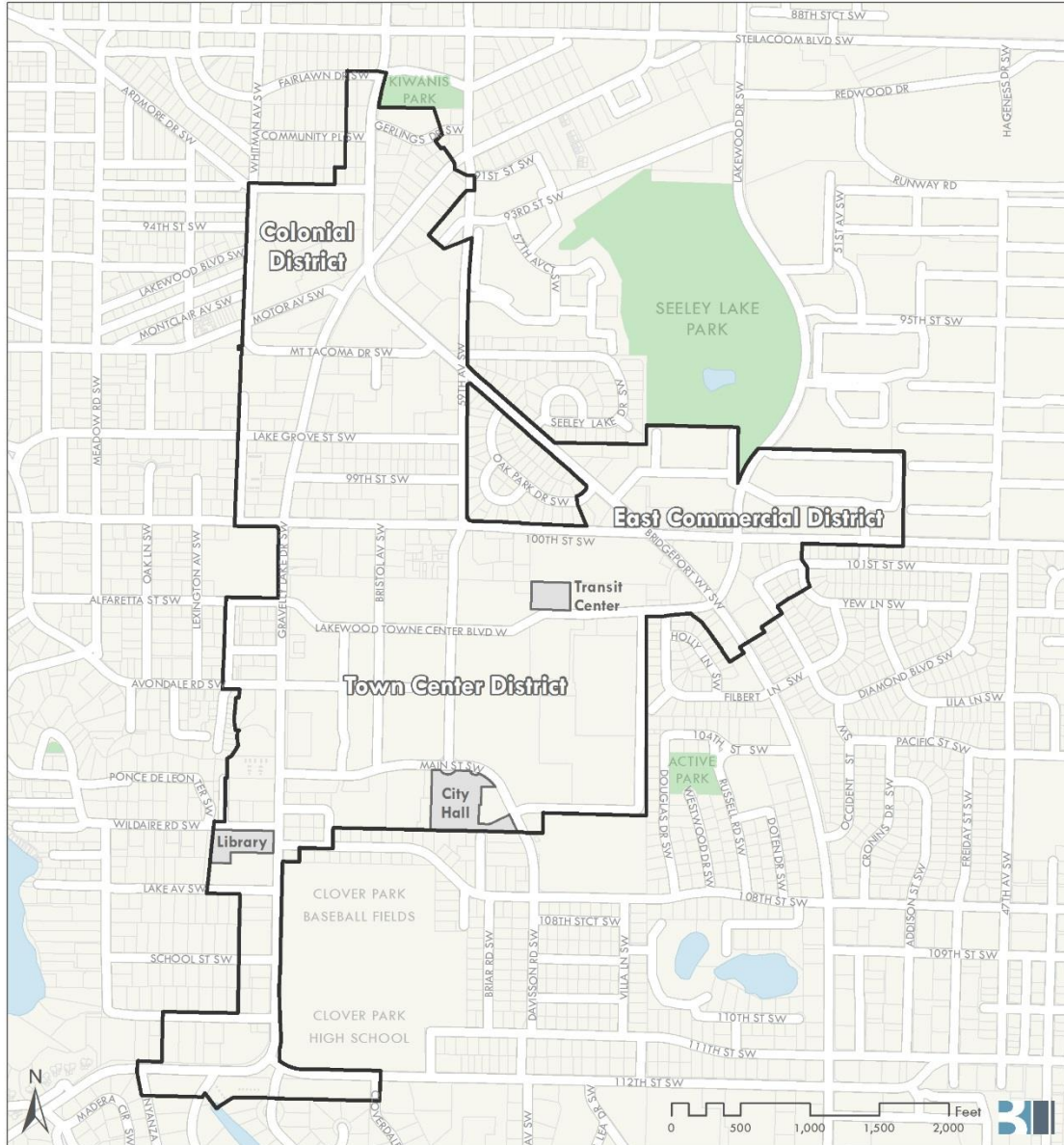


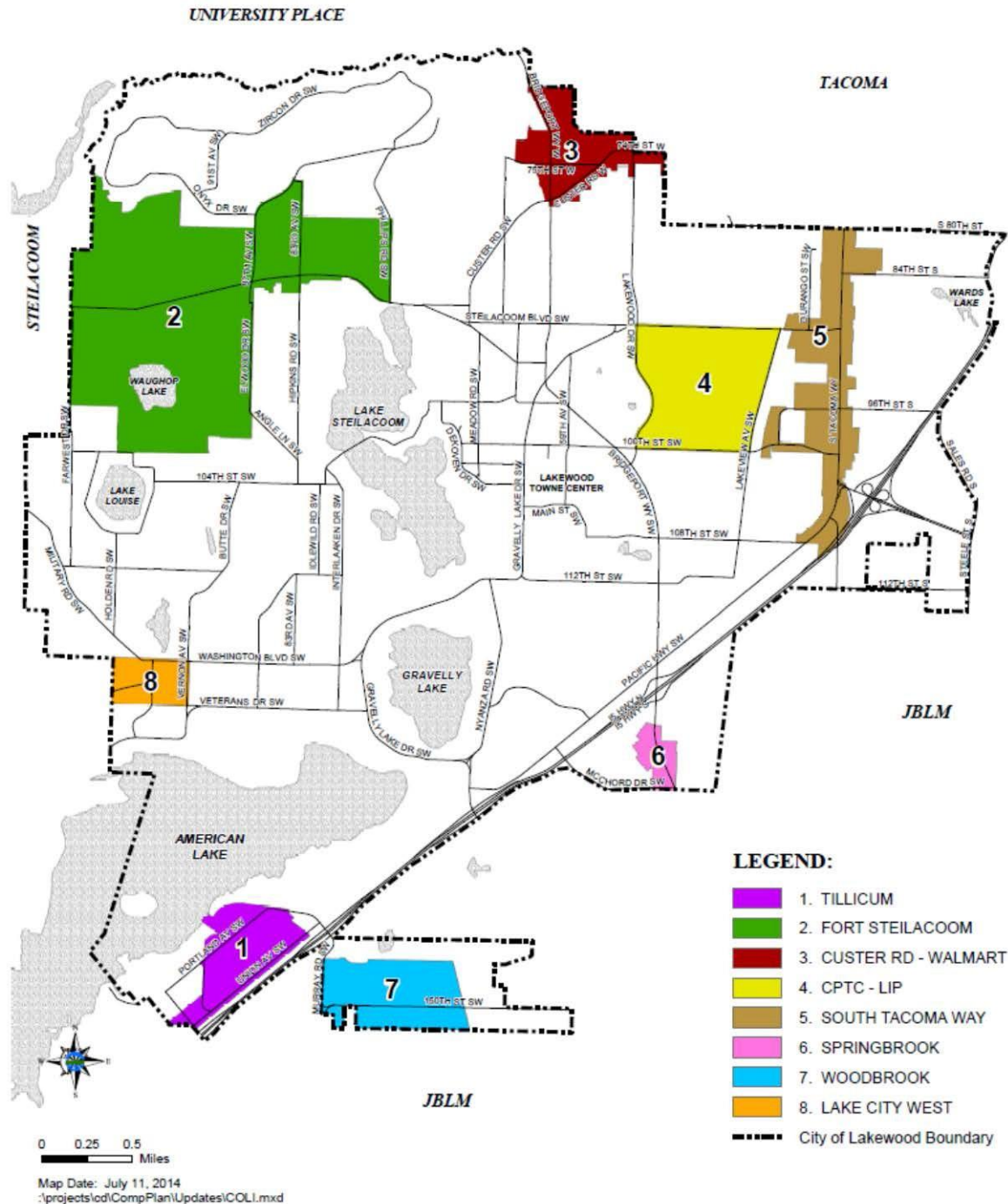
Figure 2.1 Future Land Use Map



#### LEGEND

- Lakewood Downtown Boundary
- Public Facilities
- Parks
- Parcels
- Waterbody
- Roads

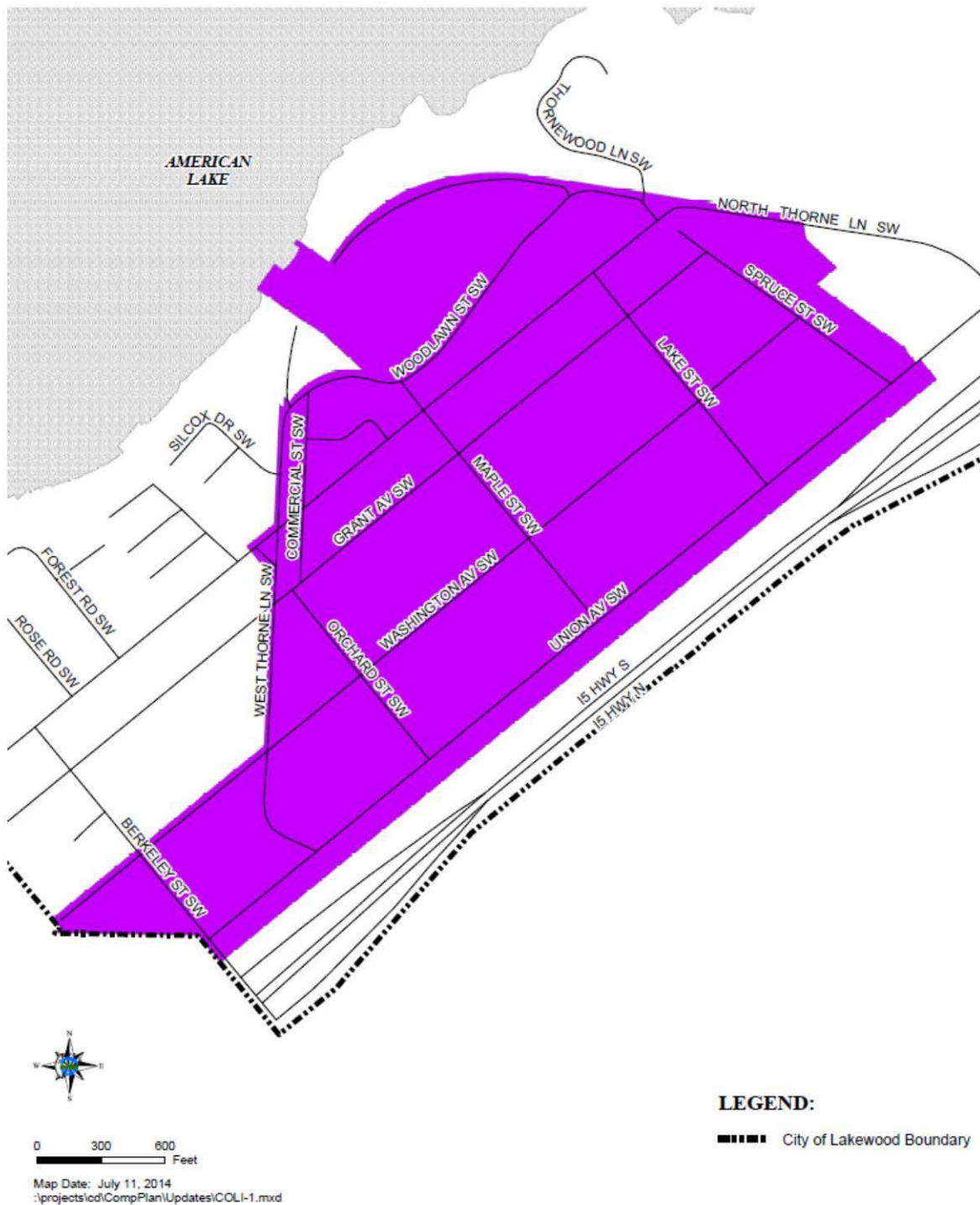
**Figure 2.2 Lakewood Urban Center**



**Figure 2.3**  
**City-Wide CoLI**



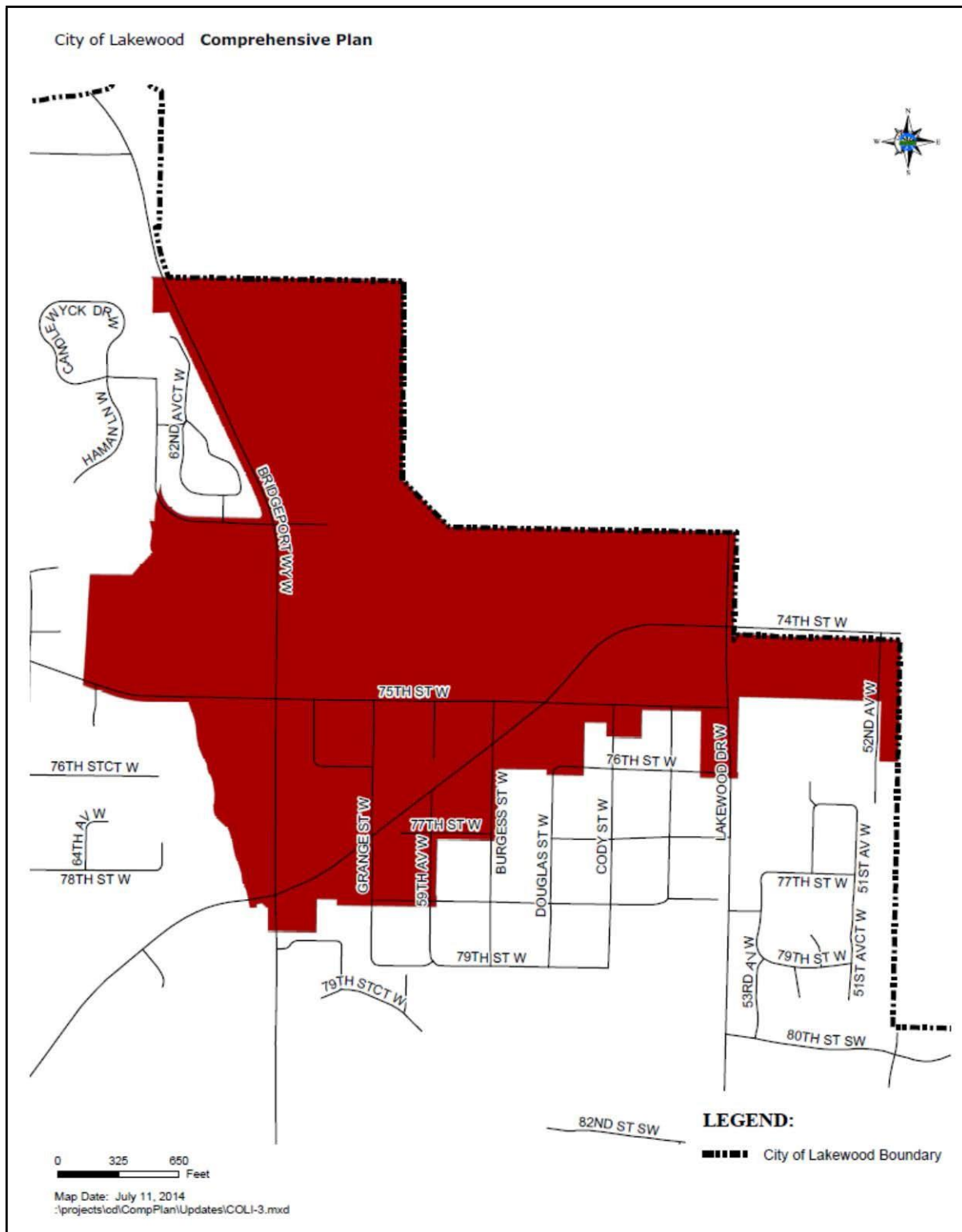
City of Lakewood Comprehensive Plan



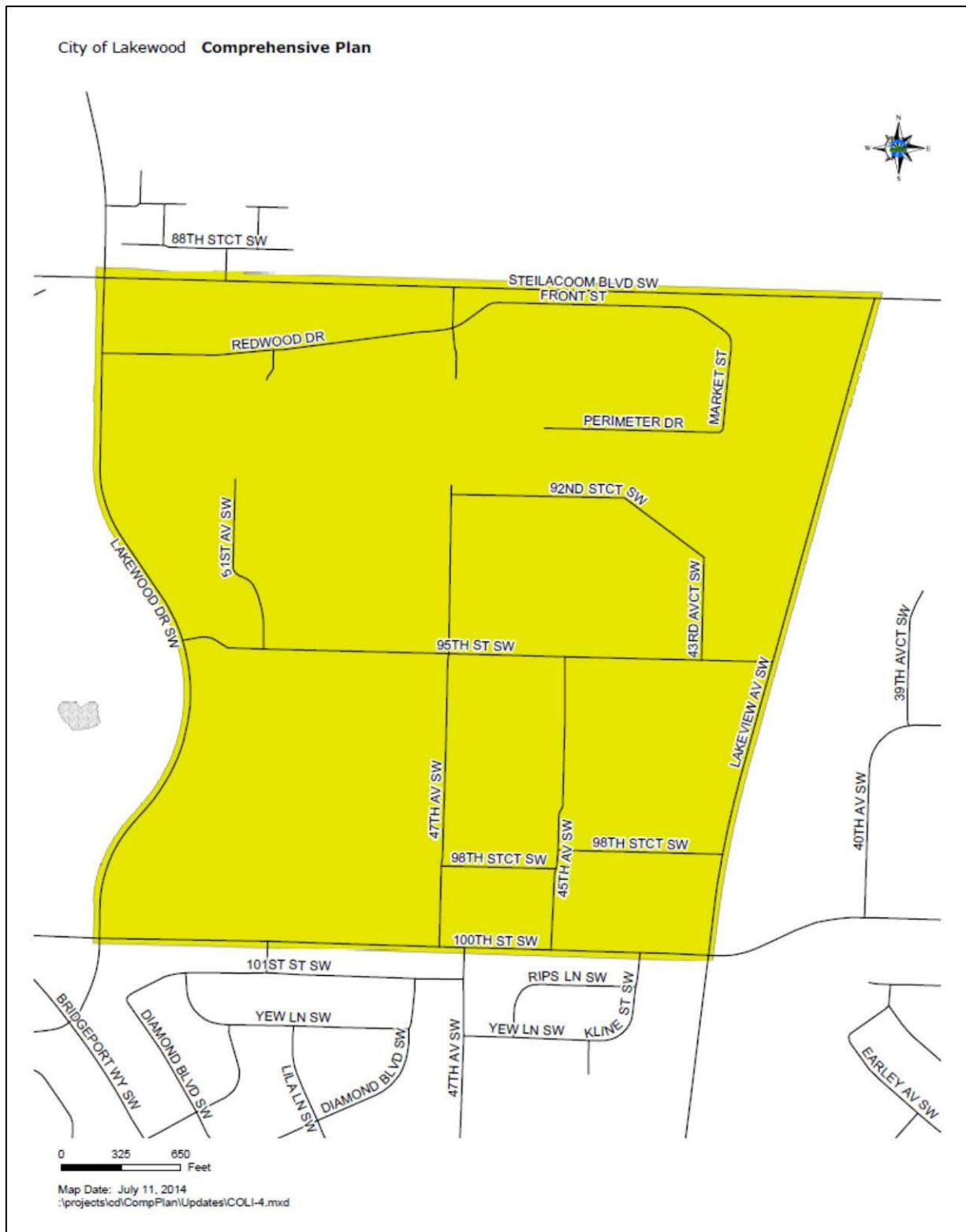
**Figure 2.4**  
**Tillicum Center of Local Importance**

[illegible]

**Figure 2.5**  
**Fort Steilacoom Park Center of Local Importance**



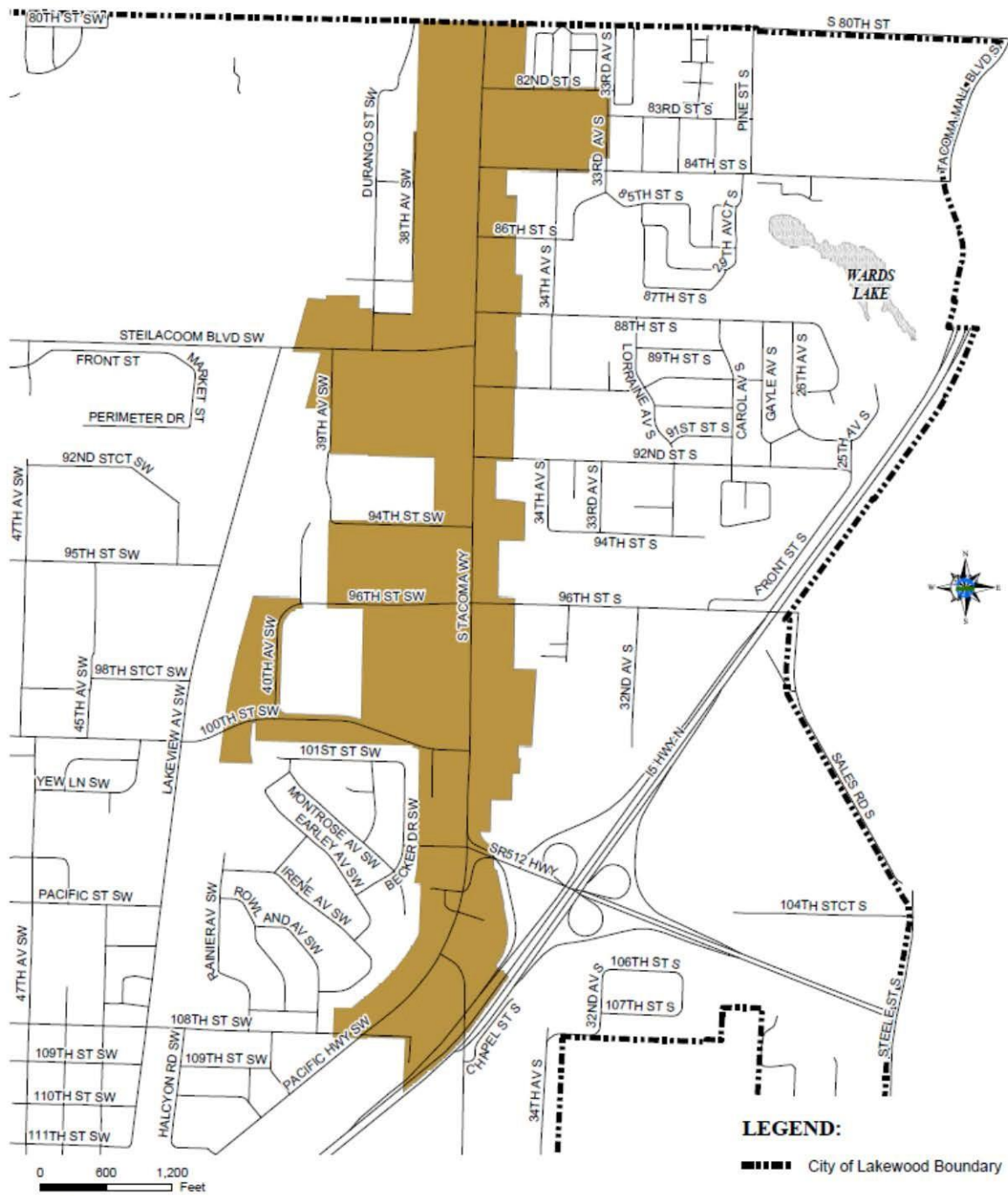
**Figure 2.6**  
**Custer Road/Walmart Center of Local**  
**Importance**



**Figure 2.7**  
**Clover Park Technical College / Lakewood Industrial Park Center**  
**of Local Importance**

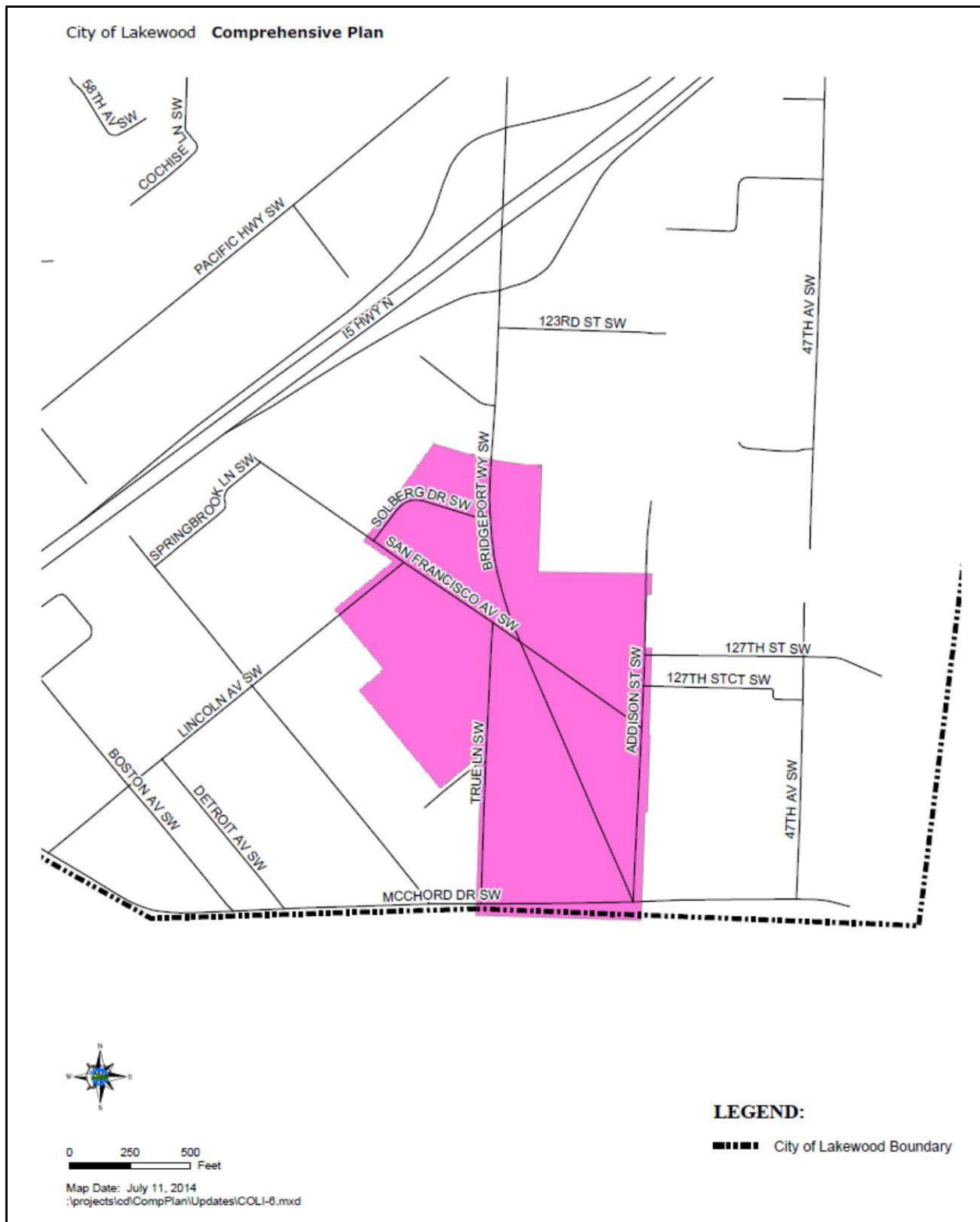


City of Lakewood Comprehensive Plan

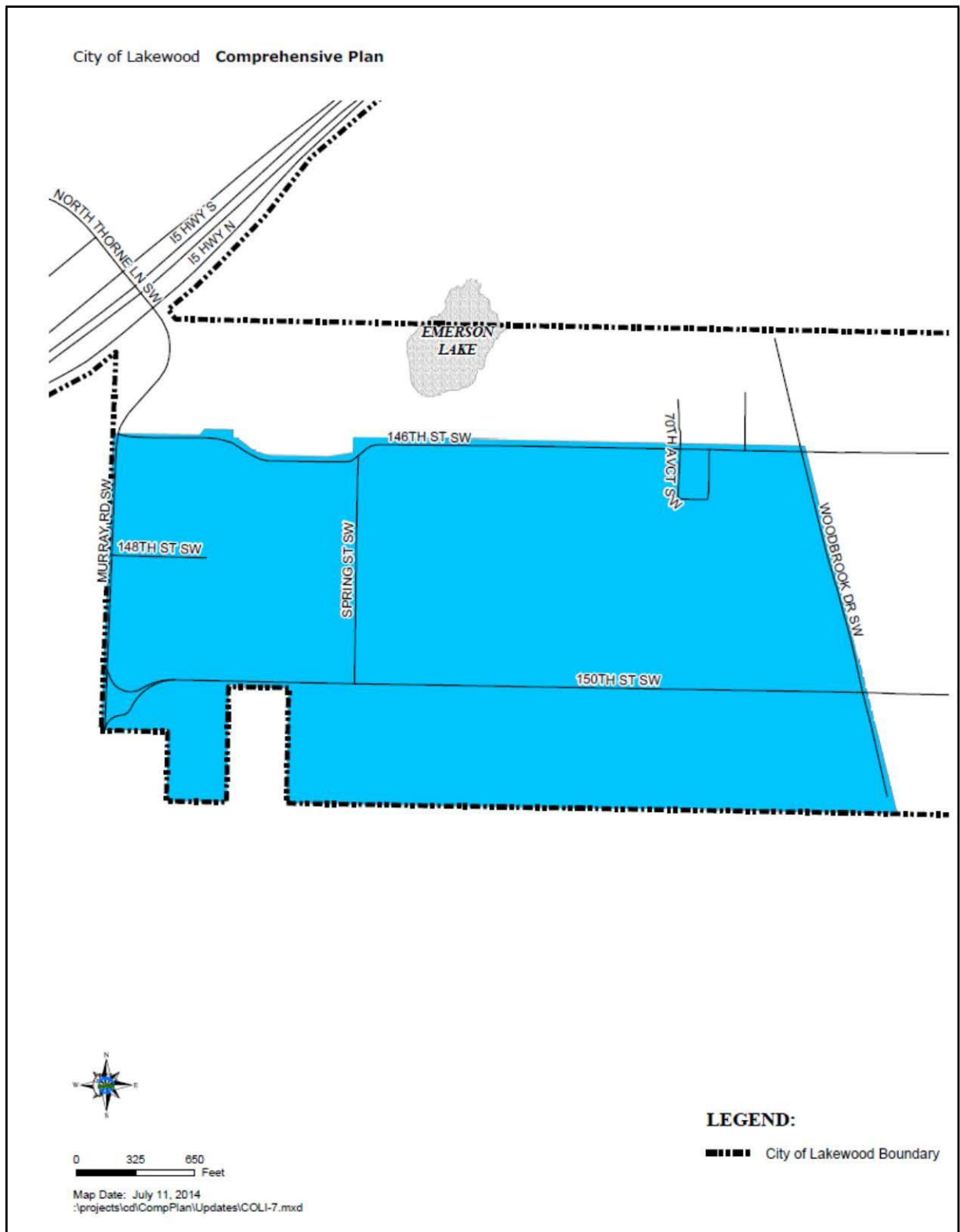


**Figure 2.8**  
**South Tacoma Way Center of Local Importance**

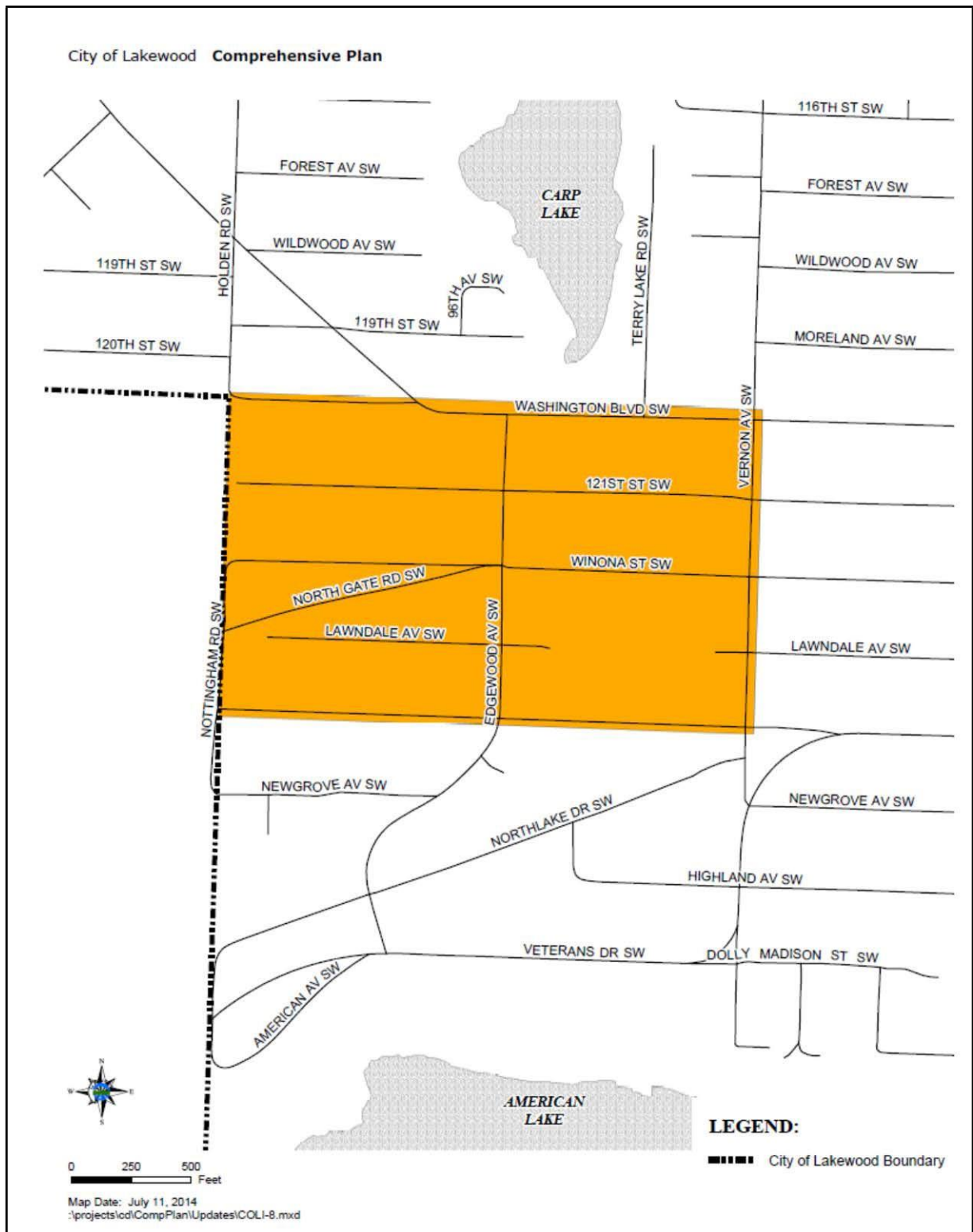




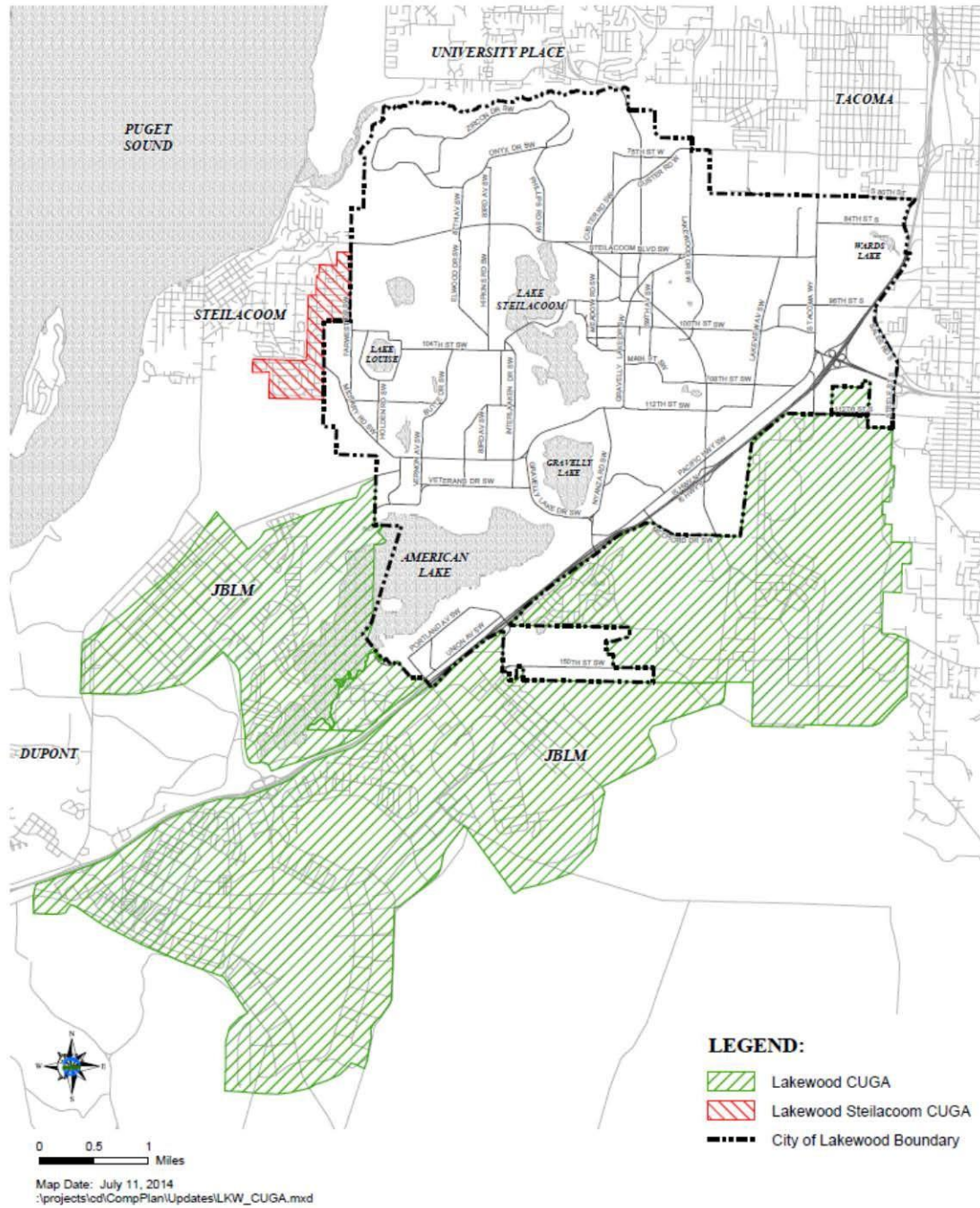
**Figure 2.9**  
**Springbrook Center of Local Importance**



**Figure 2.10**  
**Woodbrook Center of Local Importance**

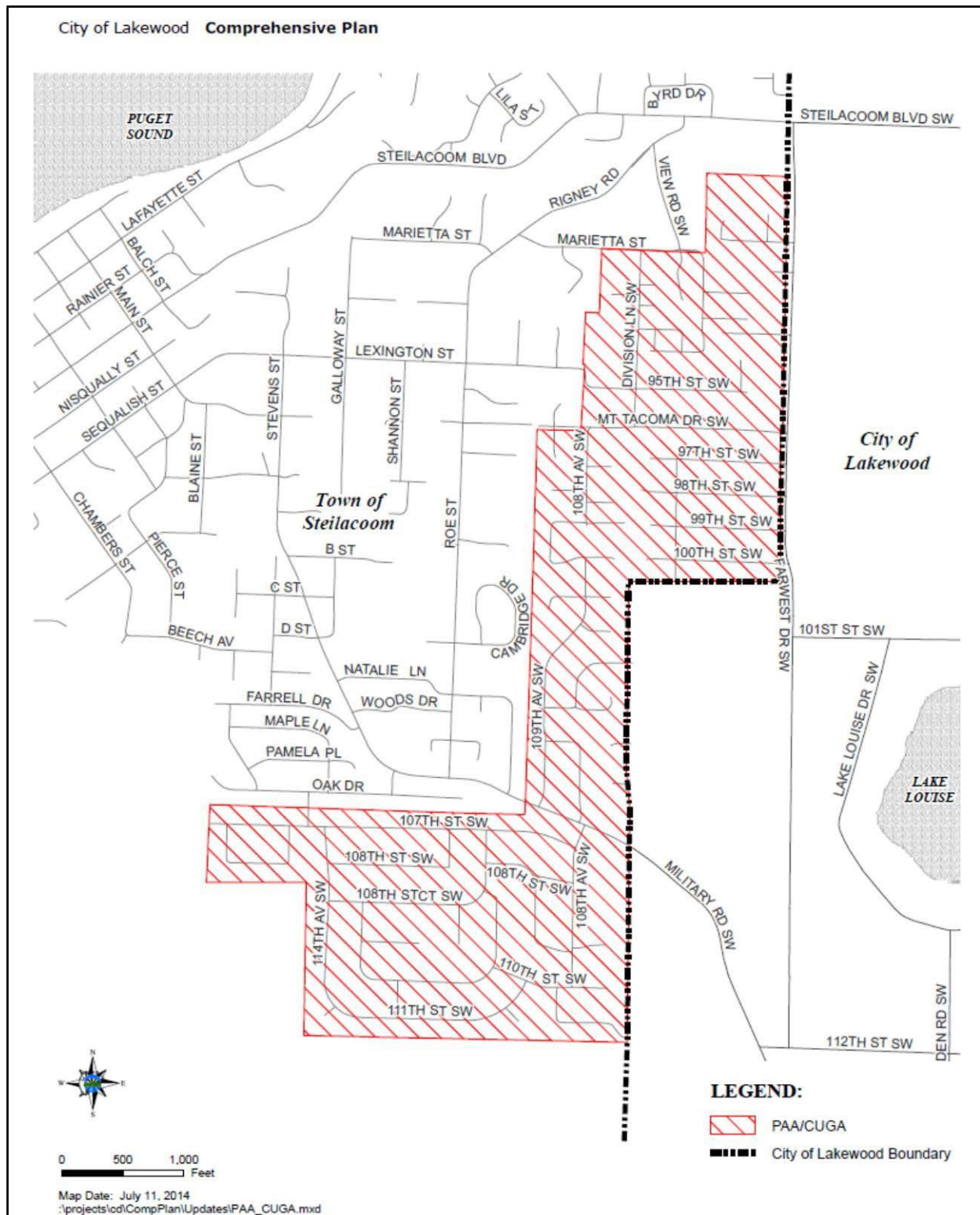


**Figure 2.11**  
**Lake City West Center of Local Importance**

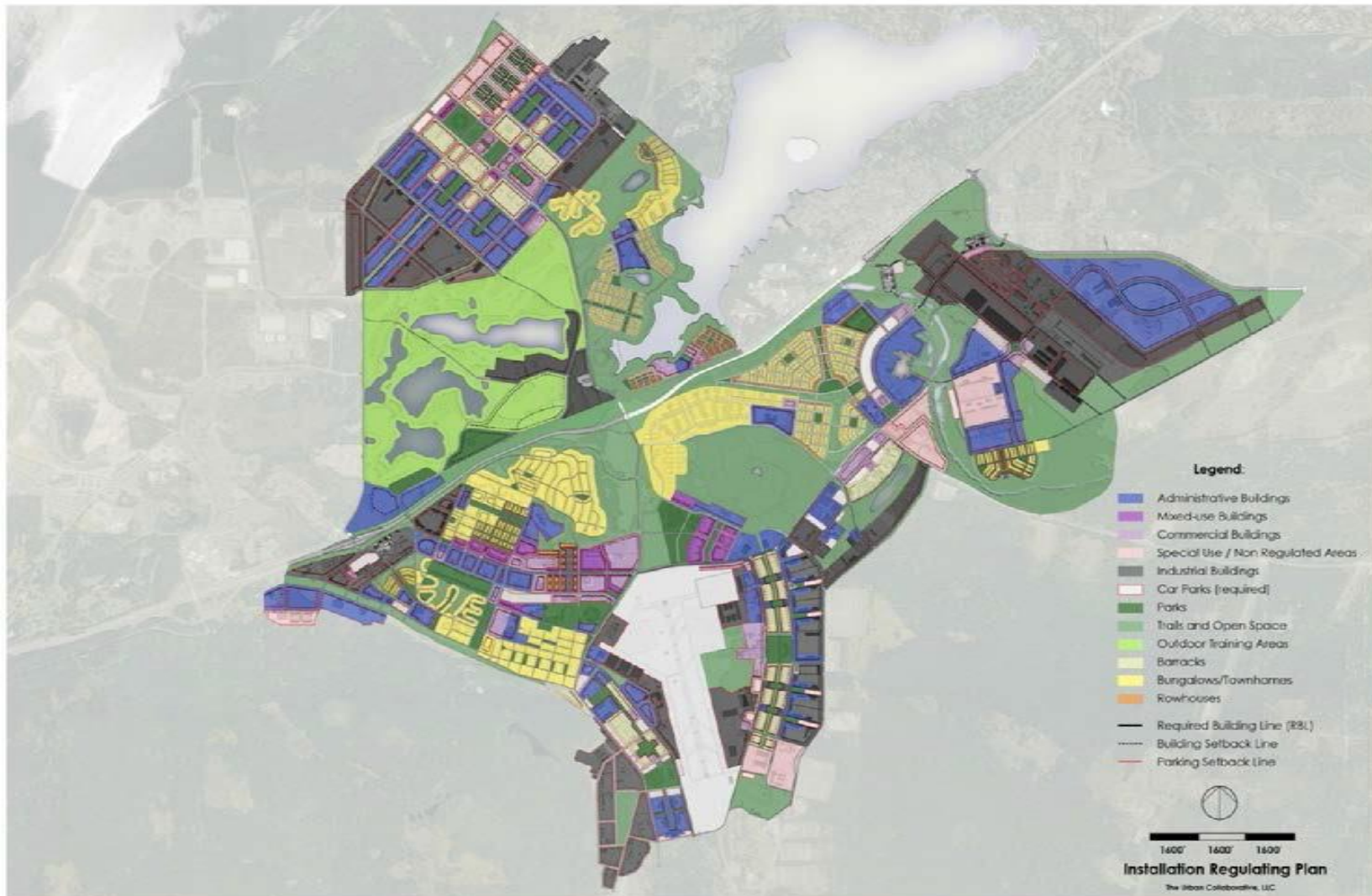


**Figure 2.12**  
 Comprehensive Plan Urban Growth Area  
 (CUGA)





**Figure 2.13**  
**Arrowhead-Partridge Glen Potential**  
**Annexation Area**  
**Comprehensive Plan Urban Growth Area**



**Figure 2.14**  
**Fort Lewis**  
**Cantonment Area**  
**(part of JBLM)**



Figure 2.15  
McChord Field  
UGA (part of  
JBLM)



# 3.0 LAND USE

## 3.1 Introduction and Purpose

This chapter sets the stage for a vibrant, sustainable, family-oriented community through the balanced allocation of land for housing, commerce, industry, recreation, transportation, open space, cultural resources, and other uses. It accommodates growth, while preserving the character of established neighborhoods and protecting them from intrusion of incompatible uses by using innovative land development concepts and techniques. For example, housing and commercial development may be interwoven in some areas where they would mutually benefit one another. Elsewhere, different land uses may remain discrete to meet other goals.

The land-use chapter is organized topically. Each section contains an introductory discussion describing the critical issues relating to the topic and identifying Lakewood's strategy for handling these issues. Goals and policies specific to each topic then follow. These goals and policies will be realized through the City's implementation strategies, including future sub-area planning, technical area planning, design and development regulations, the process of development review, and other such methods.

## 3.2 Residential Lands and Housing

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

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

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

City of Tacoma: Lakewood has been a bedroom community for Tacoma. The City's proximity to Tacoma has positioned it as a primary location for post-World War II tract housing.

Rental Housing: Forty-four percent of Lakewood's occupied housing units are now rentals. Two trends are at work that combine to make rental housing predominant. First, an abundance of apartment construction prior to incorporation, and, again, the presence of JBLM.

Land Availability: In preparing the comprehensive plan, the City analyzed the development capacity of residential land based on the official land-use map. The capacity analysis considered present use, development limitations, market factors, and current land valuations.

Only undeveloped (vacant) or very underdeveloped properties were considered. If actual buildout matches this analysis, the added units will meet the growth forecast level adopted by the City. There is adequate land currently planned for multi-family use. To achieve growth targets, infill development on vacant or underutilized properties will be required. In areas well-served by transportation, public transit, and

neighborhood business centers, new housing at higher densities will be encouraged to expand housing choices to a variety of income levels and meet growth targets.

Housing Affordability: The GMA calls for jurisdictions to provide opportunities for the provision of affordable housing to all economic segments of the population. Pierce County has established “fair share” allocations for affordable housing based on the 2010 census. Each city within the County is expected to accommodate a certain portion of the County’s affordable housing needs. The City has developed and possesses a number of tools and programs that help provide housing resources to low-income residents.

Residential lands and housing are addressed in the following sections.

### **3.2.1 Housing Overview**

Lakewood possesses diverse incomes and housing stock with a wide range of unit types and prices. This includes large residential estate properties, single-family homes of all sizes, older single-family homes and flats, some townhouses, semi-attached houses, low- and mid-rise apartments and high-density apartments scattered throughout the City.

The Housing Element is based on an assessment of Lakewood’s current demographics and existing housing stock. It also responds to the State’s Growth Management Act (GMA), to the Pierce County Countywide Planning Policies (CWPP), and to other elements of the Comprehensive Plan. Along with the residential sections of the Land Use Element, the Housing Element considers how Lakewood will accommodate its share of projected regional growth and how it will provide housing for all economic segments of its population. It provides a framework for addressing the housing needs of current and future residents. Finally, it serves as a guide for protecting and enhancing the quality of life in residential areas.

### **3.2.2 State and Regional Planning Context**

Housing is one of the 13 major goals of the Washington State Growth Management Act (GMA). The GMA housing goal is to:

*"Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities, and housing types, and encourage preservation of existing housing stock."*

By GMA mandate, the Housing Element must include:

1. An inventory and analysis of existing and projected housing needs.
2. A statement of goals, policies, and objectives for the preservation, improvement and development of housing.
3. An analysis that identifies sufficient land for housing, including, but not limited to government-assisted housing, housing for low-income families, manufactured housing, multifamily housing, and special needs housing.
4. An analysis that makes adequate provisions for existing and projected needs of all economic segments of the community.

GMA directs that the "plan shall be an internally consistent document." The policies of one element cannot conflict with those of another element. The policy decisions made in each element may either be affected by or direct the other elements. The various elements address housing issues in the following ways.

Land Use Element

Directs where housing locates, its density, and the purpose and character of various land use designations.

Housing Element	Define the types of housing, provide a strategy for addressing the affordability of housing, and a policy foundation for reaching citywide housing objectives.
Utilities Element	Influences the location of housing, costs, timing of development.
Transportation Element	Influences access to housing, jobs, and services.
Capital Facilities Element	Influences services, quality of life, timing of development

Amendments to the GMA in 1991 require cities and counties to jointly develop countywide housing policies. Pierce County's Countywide Planning Policies, developed by the Growth Management Coordinating Committee, responded to this by establishing a policy that at a minimum of 25% of the growth population allocation be satisfied through the provision for affordable housing. Affordable housing is defined as housing affordable to households earning up to 80 percent of the countywide median income. The current CPP does not set low-income and affordable housing unit growth targets.

### **3.2.3 Countywide Policies**

The CWPPs, required by GMA, both confirm and supplement the GMA. The CWPPs for affordable housing promote a "rational and equitable" distribution of affordable housing. They require that jurisdictions do the following regarding housing:

- Determine the extent of the need for housing for all economic segments of the population, both existing and projected for each jurisdiction within the planning period.
- Explore and identify opportunities to reutilize and redevelop existing parcels where rehabilitation of the buildings is not cost-effective, provided the same is consistent with the countywide policy on historic, archaeological, and cultural preservation.
- Encourage the availability of affordable housing to all economic segments of the population for each jurisdiction with a goal that at a minimum of 25% of the growth population allocation is satisfied through affordable housing.
- Establish an organization within Pierce County that would coordinate the long-term housing needs of the region. This organization would focus its efforts on planning, design, development, funding, and housing management.
- Jurisdictions should plan to meet their affordable and moderate-income housing needs goal by utilizing a range of strategies that will result in the preservation of existing, and production of new, affordable and moderate-income housing that is safe and healthy.
- Maximize available local, state, and federal funding opportunities and private resources in the development of affordable housing for households.
- Explore and identify opportunities to reduce land costs for non-profit and for-profit developers to build affordable housing.
- Periodically monitor and assess Lakewood's housing needs to accommodate its 20-year population allocation.

The CWPPs also suggest local actions to encourage development of affordable housing. These may

include, but are not limited to, providing sufficient land zoned for higher housing densities, revision of development standards and permitting procedures, reviewing codes for redundancies and inconsistencies, and providing opportunities for a range of housing types.

### **3.2.4 Goals Summary**

The Housing Element includes five broad goals. Each goal is explained below, along with related information on Lakewood's population, housing stock, and housing growth capacity. Following the discussion is a list of Housing Element objectives and policies. The objectives provide a framework for guiding city actions and housing unit growth, and each objective responds to several goals. The policies that follow each objective further shape and guide City actions and development regulations.

Lakewood's Housing Element goals are:

1. Ensure sufficient land capacity to accommodate the existing and future housing needs of the community, including Lakewood's share of forecasted regional growth.
2. Ensure that housing exists for all economic segments of Lakewood's population.
3. Ensure that there are housing opportunities for people with special needs, such as seniors, people with chronic disabilities, and the homeless.
4. Maintain, protect, and enhance the quality of life of Lakewood's residents.
5. Recognize relocation issues brought about by demolition or conversion to another use.

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

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

In 1996, Lakewood's incorporation population was established by OFM to be 62,786. With the adoption of Lakewood's Comprehensive Plan in 2000, a residential land capacity analysis was prepared based on the residential densities established in the Official Land Use Map and implementing land use and development regulations. The 20-year capacity analysis provided for a population growth of 17,500, and 7,107 new residential uses. Thus, Lakewood's planning horizon could accommodate 75,711 people and a total of 32,503 housing units.

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

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

population of 72,548 by the year 2020.

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

The Pierce County Council has since adopted Ordinance No. 2017-24s, establishing target and employment growth for all Pierce County cities. Lakewood's 2030 population was set at 72,000. However, the City has not materially changed its residential density patterns since adoption of the City's first Comprehensive Plan in 2000.

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

### 3.2.6 Lakewood's 2030 Housing Capacity

In 2014, Pierce County Planning and Land Services prepared a capacity analysis for Lakewood based on their buildable lands methodology. That model is based on existing land inventories, and a calculation of underutilized parcels based on transportation and land use demand. The accompanying map, Figure 3.1, which originates from the Pierce County 2014 Buildable Lands Report, identifies vacant, vacant single family, and underutilized properties. The analysis shows that by 2030, Lakewood would need to provide 9,565 new housing units. The data is described in Table 3.1. Current "built-in" capacity based on existing zoning densities and shown in Table 3.2 shows a new housing unit capacity of 12,563.

<b>Table 3.1 City of Lakewood: Housing Unit Needs</b>				
<b>2010 Housing Units</b>	<b>2030 Housing Units Needed</b>	<b>Additional Housing Needed ('10-'30)</b>	<b>Plus Displaced Units</b>	<b>Total Housing Units Needed</b>
26,548	34,284	7,736	1,829	9,543

2010 Census

Pierce County Ordinance No. 2011-36s

**Table 3.2 City of Lakewood: Housing Unit Capacity**

<b>Zoning District</b>	<b>Adjusted Net Acres</b>	<b>Assumed Density</b>	<b>Unit Capacity</b>	<b>Plus 1 Dwelling Unit per Vacant (single-unit) Lot</b>	<b>Housing Capacity</b>
R-1	47.97	1.45	70	3	73
R-2	132.76	2.2	292	12	304
R-3	376.08	4.8	1,805	43	1,848
R-4	71.28	6.4	456	5	461
MR-1	21.65	8.7	188	0	188
MR-2	60.65	14.6	885	3	888
MF-1	46.54	22	1,024	0	1,024
MF-2	67.44	35	2,360	0	2,360
MF-3	31.44	54	1,698	0	1,698
ARC	13.23	15	198	0	198
NC-1	1.59	22	35	2	37
NC-2	15.02	35	526	7	533
TOC	12.78	54	690	0	690
CBD	17.46	54	943	0	2,257]

<b>Total Housing Capacity</b>					12,563 <sup>1</sup>
-------------------------------	--	--	--	--	---------------------

<sup>1</sup>The total is about four units higher than adding absolute values due to rounding in the Pierce County Buildable Lands Report 2014, upon which much of this analysis is based.

Total population was calculated using data from the 2010 Census. Total population was divided by the number of housing units (58,163/26,548) to calculate persons per unit. That number, 2.19, is then multiplied by housing unit capacity, 10,915 (2.19 x 10,915), to arrive at a population of 23,904. This number is then added to Lakewood's 2010 Census population determination, 58,163 (23,904 + 58,163), to arrive at 82,067 by 2030.

The 2014 analysis demonstrates that the City has sufficient capacity for housing. The capacity of 10,915 units is 1,350 more than the need of 9,565 units. Lakewood, therefore, has adequate residential land available for development to meet the 2030 housing target.

### **3.2.7 Housing Characteristics**

#### **A. Mix of Unit Types**

Table 3.3 describes the number and types of housing units in Lakewood. A substantial share (44%) of the housing in Lakewood is multi-family. This is a larger percentage than in Pierce County (26% multi-family) and Tacoma (36% multi-family). See Table 3.4 for a comparison of multifamily units in other Pierce County communities. Since most multi-family units are rentals, this contributes to a slightly higher share of the population renting in Lakewood than in Tacoma. Still, the majority of housing units were single family (51%), mostly detached units. A small, though important, percentage of units in Lakewood were mobile homes.

**Table 3.3**  
**Composition of Housing Units in Lakewood: 2010**

Unit Type	No. of Units	% of Units	% of County's
Single Family	13,488	51%	4.1%
Multi-family	11,600	44%	3.6%
Mobile Homes & Other	1,460	5%	< 1%
	26,548	100%	8.2%

Source:  
2010 US Census

**Table 3.4**  
**Comparison of Multifamily Units among Pierce County Cities: 2010**

City	% Multifamily Units
Lakewood	44%
Puyallup	40%
Gig Harbor	39%
University Place	37%
Sumner	36%
Tacoma	35%
Steilacoom	29%
DuPont	26%
Bonney Lake	8%
Incorporated Pierce County	35%
Unincorporated Pierce County	11%
Total Pierce County	25%

Source:  
2010 US Census

#### 1. Mobile Homes

The number of mobile homes in Lakewood has declined in recent years. Mobile homes can be an affordable housing option for low income households, both as rentals and as owner-occupied units. However, if not maintained, the condition of the units can easily deteriorate even to the point of being unsafe. Many of Lakewood's mobile homes are in need of substantial repair or are unsuitable for rehabilitation.

The deteriorating condition of mobile homes in Lakewood remains an ongoing concern. Several of the parks are in areas zoned commercial, such as those along Pacific Highway Southwest have been demolished. As property values increase, there will be corresponding pressure to consolidate properties and redevelop. The antiquated condition of many mobile homes will prevent relocation, in addition to the scarcity of available property.

Washington State requires that manufactured homes be allowed in all residential neighborhoods. Rather than centering in mobile home parks, manufactured homes may be placed on lots in any neighborhood, allowing for an infill of affordable housing, or in new small "mobile home" subdivisions. The units must meet building codes and residential development standards. The City permits manufactured homes in all residential areas (Lakewood Municipal Code 18A.50.180), although many of these areas



will still be out of financial reach of current mobile home residents. Still, manufactured housing is a strategy for providing affordable housing as well as preserving existing neighborhood character.

#### B. Owner Occupied Housing Values

Lakewood's owner occupied housing stock remains affordable. In 2010, the median value for owner occupied housing was \$234,800. This number is slightly higher than Tacoma (\$230,100) and lower than Pierce County (\$251,400) or Washington State (\$272,900).

Lakewood has also enjoyed a lower price growth rate. Between 2000 and 2010, Lakewood's price growth rate was 59%. Pierce County's and Tacoma's price growth rates were 68% and 87%, respectively.

#### C. Housing Age

Lakewood has grown steadily until recently. The fastest growing decades were the 1960s, and the 1970s. This is consistent with Lakewood being a bedroom community and recreational area for those commuting to and from Tacoma. Housing production in the area prior to 1940 was focused in Tacoma and then, as with typical suburban growth patterns, moved to the edges of the city (Tacoma) and areas in the county where land and development costs were lower. A good share (43%) of the current housing in Lakewood was built between 1960 and 1979. Growth was steady through the 1980s and 1990s, but significantly declined in the last 10 years. The decline in growth is representative of Lakewood's built-out nature and a transition from suburban to urban growth. New development will occur through infill and redevelopment of older properties. The median age of housing in Lakewood is 1973.

##### 1. Condition of Housing

There is no current data available on housing condition in Lakewood. However, the City also is active in funding two programs through the Community Development Block Grants designed to prevent deterioration of housing in Lakewood. The City also inspects for building code violations both pro-actively and based on complaints.

##### 2. Demolitions

Over the past 13 years, a surprising number of demolitions and mobile home park closures have taken place. A total of 576 units have been demolished. The level of demolition shows that redevelopment is occurring, and that slowly, development is aligning with Lakewood's Comprehensive Plan land use policies. Many of the housing units that were removed were located in Air Corridor zones (the flight path of McChord Field), "I" lands converting into industrial use, or along the I-5 Corridor commercial or industrial zoning districts. In some cases, houses were removed through dangerous building abatement actions.

#### D. Housing Tenure

A large share (49%) of Lakewood housing was rented. Some of this is due to the greater percentage of multi-family housing in Lakewood than the county as a whole (44% multi-family in Lakewood compared to 25% in Pierce County). Tenure in Lakewood is consistent with other cities along the I-5 corridor, which ranged from 42% (Renton) to 50.5% (Everett) renter-occupied units. Other cities renter-occupancy rates were: Lacey 39%, Olympia 48%, Kent 46%, and Federal Way 41%.

#### E. Household Size in Relation to Ownership

Demographic trends provide an indication of future demand for various unit types. According to the 2010 U.S. Census, average household size in Lakewood is 2.36 persons. Lakewood's household

size is much smaller than Pierce County (2.59) and similar to nearby Tacoma (2.31). Average household size for owner-occupied housing units in 2010 was 2.40 persons. For renters it was 2.33 persons. This shows no material increase in renter-occupied household size of 2.34 in 2000, and in owner-occupied household size, which was 2.43 in 2000.

#### F. Age of Residents

The 2010 Census estimated that the median age of the population in Washington was 37.3 years. The median age of the population in Lakewood was a little higher at 36.6. Table 3.5 compares median age for Lakewood, Tacoma, Pierce County, and Washington State.

<b>Table 3.5 Median Age</b>			
<b>Location</b>	<b>Year</b>		
	<b>1990</b>	<b>2000</b>	<b>2010</b>
<b>Lakewood</b>		35.0	36.6
Tacoma	31.8	33.9	35.1
Pierce County	31.3	34.1	35.9
Washington State	33.1	35.3	37.3

Source:  
2010 US Census

The 2010 Census also found that: 14% of Lakewood's population was of retirement age, a larger percentage than of Tacoma, Pierce County, or Washington State; 61% of the population was working age (20 to 64); and 25% of the population was under the age of 20. Beyond the "Boomer" phenomena, Lakewood has a slightly higher elderly population since it has been a choice retirement community for military retirees.

#### G. Race/Ethnicity

Lakewood has a very diverse population. Over one-third of residents as of the 2010 census identified themselves as some race other than white alone; and 15% identified themselves as Hispanic.

In recent decades, the census has provided more opportunities for people to describe themselves in terms of race and ethnicity. People are now able to consider the complexity of their racial or ethnic ancestry which results in a more accurate picture. However, it makes comparison of race and ethnicity from census year to census year problematic. Table 3.6 below provides a breakdown on race and ethnicity in comparison to Tacoma, Pierce County, and Washington.

<b>Table 3.6 Race &amp; Ethnicity 2010</b>				
<b>Race</b>	<b>Location</b>			
	<b>Lakewood</b>	<b>Tacoma</b>	<b>Pierce County</b>	<b>Washington</b>
White	59%	65%	74%	77%
Black/African American	12%	12%	7%	4%

Native (American Indian, Alaska Native, Native Hawaiian/Pacific Islander, etc.)	4%	3%	3%	2%
Asian	9%	8%	6%	7%
One race, other	7%	5%	4%	5%
Two or more Races	9%	8%	7%	5%
Hispanic	15%	11%	9%	11%

Source:  
2010 U.S. Census

#### H. Households

There were 24,069 households living in Lakewood at the time of the 2010 census. While the majority (60%) of households in Lakewood consisted of family households, this percentage was lower than in Pierce County and Washington (67% and 64% family households respectively). Lakewood has a greater percentage of non-family households than the county and state. Almost one-third (32%) of all households in Lakewood consisted of people living alone, and 10% of all households consisted of single people aged 65 and over.

Twenty seven percent of all Lakewood households had minor children (under the age of 18) living at home. Almost half (44%) of all family households had minor children living at home. This varied, however, by type of family:

- 36% of married couples had minor children living at home.
- 63% of female family householders with no husband present had minor children living at home.
- 51% of male family householders with no wife present had minor children living at home.

The average size of households in Lakewood was 2.36, a little lower than Tacoma, Pierce County and the state, and consistent with the greater percentage of people living alone in Lakewood than in the county and the state. The declining average household size is a trend experienced nationally. Households are getting smaller for several reasons, including smaller families, childless couples, single parent households, and an increased number of “empty-nesters” as baby boomers age.

#### I. Group Quarters

There were 1,544 people living in group quarters in Lakewood at the time of the 2010 census, the most recent data available. This was equal to 2.7% of the total population in Lakewood. Group quarters includes Western State Hospital which is a regional facility serving 19 counties in Washington. There were 794 people counted residing at the psychiatric hospital.

### 3.2.8 Housing for All Economic Segments

GMA requires all jurisdictions to encourage the availability of housing for all economic segments of the population. These economic segments are defined by the State of Washington and the U.S. Department of Housing and Urban Development (HUD) as follows:

- Upper Income Households at 121% of Median Income and above
- Middle Income Households at 80-120% of Median Income
- Low Income Households at 80% or less of Median Income
- Very Low Income Households at 50% or less of Median Income
- Extremely Low Income Households at 30% or below Median Income

HUD also defines the maximum amount that households should have to pay for housing as 30% of total

household income. The CPP consider households that earn less than 80% of county median income, to be in need of less expensive housing. The CPP ask all cities to take action to address existing housing needs, and to create affordable housing for expected population growth.

Housing costs are related to development costs, but are also a function of supply and demand, interest rates, and policies at many levels of government. As the vast majority of housing is supplied by the private sector, local governments use regulatory means to influence the supply, unit types, and affordability of new housing. Local regulations with an impact on the cost of housing include subdivision and road requirements, utility policies, development and mitigation fees, building and energy code requirements, and zoning regulations. In addition, overall permit processing time also affects new home prices.

#### A. Affordability of Housing in Lakewood

Housing is considered affordable when the cost of housing plus utilities equals no more than 30% of household income. Escalating housing and utilities costs have forced many households to pay considerably more for housing than is affordable or even feasible. While housing costs have increased regionally, income has not increased at the same rate in recent decades.

Increasing housing costs are especially burdensome for low and moderate income households, many of whom are paying more than 30% of household income for housing and utilities. Even when low income households are able to secure housing meeting the 30% of income affordability guideline, they are strapped to meet other expenses that are also increasing in this economy, such as health care, transportation, education, food, and clothing.

Table 3.7 provides a glimpse of household costs for houses with and without a mortgage and for apartment rentals.

<b>Table 3.7 Housing Costs as a Percentage of Household Income</b>		
<b>Description</b>	<b>Estimate</b>	<b>Percent</b>
<b><i>Housing Units with a mortgage</i></b>	6,732	N/A
Less than 20.0 percent	2,161	32.1%
20.0 to 24.9 percent	938	13.9%
25.0 to 29.9 percent	987	14.7%
30.0 to 34.9 percent	672	10.0%
35.0 percent or more	1,974	29.3%
<b><i>Housing Units without a mortgage</i></b>	3,970	N/A
Less than 10.0 percent	1,586	39.9%
10.0 to 14.9 percent	761	19.2%
15.0 to 19.9 percent	635	16.0%
20.0 to 24.9 percent	284	7.2%
25.0 to 29.9 percent	174	4.4%
30.0 to 34.9 percent	189	4.8%
35.0 percent or more	341	8.6%
<b><i>Gross Rent</i></b>		
Occupied units paying rent	13,207	N/A

Less than \$200	126	1.0%
\$200 to \$299	76	0.6%
\$300 to \$499	505	3.8%
\$500 to \$749	4,854	36.8%
\$750 to \$999	4,484	34.0%
\$1,000 to \$1,499	2,305	17.5%
\$1,500 or more	857	6.5%
<b>Gross Rent as a Percentage of Household Income</b>		
Occupied units paying rent	12,813	N/A
Less than 15.0 percent	1,263	9.9%
15.0 to 19.9 percent	1,433	11.2%
20.0 to 24.9 percent	1,530	11.9%
25.0 to 29.9 percent	1,707	13.3%
30.0 to 34.9 percent	1,028	8.0%
35.0 percent or more	5,853	45.7%

Source: US Census, 2007-2011 American Community Survey

Households with a mortgage, 2,646 or 39.3%, are paying more than 30% for housing. For households without a mortgage, 530 or 13.4% are above the 30% bracket. For renters, the numbers are significantly higher - almost 7,000 households or 53.7% of all renters are paying more than 30% of household income for housing. Taken as a whole, 44.7% of all Lakewood households pay above 30% for housing costs.

Table 3.8 estimates housing units by HUD income categories. When compared with the percent of housing affordable to the income categories in 2010, this data indicates that Lakewood has a shortage of housing for middle and upper income households, and a large surplus of very low and low-income housing.

<b>Table 3.8 Estimate of Lakewood Housing by HUD Income Categories</b>			
		<b>Percent</b>	<b>Approximate No. of Housing Units</b>
Extremely low & very low income	50% of median & below	28%	7,377
Low income	51 to 80% of median	36%	9,353
Middle Income	81 to 120% of median	11%	2,874
Upper Income	Over 120% of median	25%	6,534
	Totals	100%	26,138

Source: 2010 US Census

#### B. Upper Income Housing

The level of new upper income housing construction was nominal between 2001 and 2010. Structures were single family detached structures. Most of the upper income housing was constructed around the City's lakes on infill properties designated residential estate. As the region

becomes more densely populated and the convenience and amenities of urban neighborhoods become increasingly desirable, upper income households could be found in a greater variety of neighborhoods and housing types. Apartment, townhouse, and condominium units may account for a growing share of high-end housing. Planned Development Districts (PDDs) are a tool to provide single-family housing in areas with historically lower densities that can ensure better quality design themes and infrastructure improvements.

#### C. Middle Income Housing

The middle segment has limited choices for housing in Lakewood. This in part is a function of land availability and limited housing stock for this group. However, estimates of income and housing suggest that an increase in housing for this segment would be readily absorbed. New single-family homes on infill sites will provide housing for this income segment, while innovative housing types such as small lot detached houses and semi-attached houses, may also be a part of the growth in housing at this income level.

#### D. Low Income Housing

Data would suggest that Lakewood exceeds the CPP targets within this income segment. Much of the housing is made up of older tract homes and apartment complexes. Also, rising apartment vacancies has meant more availability of rental stock affordable to this category. Low interest rates have also helped low-income households, mostly those at the high end of this category, to purchase a home. The City values opportunities for home ownership at this income level, particularly the opportunity to buy a first home.

#### E. Extremely Low- and Very Low-Income Housing

Within the region, Lakewood exceeds its share of housing within this category. The majority of housing for extremely low- and very low-income households has historically been older housing stock. Some of the community's housing needs that cannot be met by the market are met by the Pierce County Housing Authority (PCHA), and by private non-profit housing providers. These organizations are generally subject to the same land use regulations as for-profit developers; however, they can access an array of federal, local, and charitable funding to make their products affordable to households in the lower income segments.

### 3.2.9 Housing Resources

Pierce County Housing Authority (PCHA) owns and operates five apartment complexes with a total of 285 units in Lakewood. PCHA manages these properties. Most of the tenants have low to very low incomes. Some tenants receive Section 8 vouchers. In total, as of early 2010, there were 551 PCHA Section 8 certificates or vouchers in use in Lakewood.

In addition to PCHA, there are four low-income housing tax credit apartment complexes totaling 388 units.

There are two small HUD contract housing apartments, 28 units located in Lakewood.

Network Tacoma operates 15 units of affordable housing at the Venture II Apartments located at 5311 Chicago Avenue SW.

The Metropolitan Development Council (MDC) operates four affordable housing units in Tillicum.

The Pierce County Affordable Housing Association (PCAHA) owns a 20 unit, permanent low-income housing apartment complex at 5532 Boston Avenue SW (Manresa Apartments). The property is managed by the Catholic Housing Services.

The Living Access Support Alliance (LASA) operates several programs in Lakewood providing a variety of housing types. LASA operates six units in Lakewood in a partnership with Sound Families, PCHA

and social service agencies. Families are provided an apartment along with case management services. A limited number of Section 8 certificates are available to graduates of this program. Ainsworth House is a group house serving 3 to 4 young mothers and their young children. Each mother and child can stay up to 24 months based on program participation. Case management services are provided including parenting, financial education, landlord-tenant rights/laws and other life skills.

Total assisted housing in Lakewood comes to 1,298 residential units. This number represents 10% of the City's rental housing stock.

#### A. City of Lakewood Housing Assistance

The City of Lakewood provides housing assistance in several programs, including home repair, down payment assistance and blight removal. The City also supports housing indirectly with General Fund dollars in collaboration with community partners. This assistance is primarily for low income families, the elderly, and people with disabilities.

##### 1. Major Home Repair Program

Administered by the City of Lakewood, this program provides up to \$25,000 for major home repairs to qualifying low-income homeowners in the form of a 0% interest loan with small monthly payments depending upon income level. Loans in excess of program limitations may be authorized on a case-by-case basis under extenuating circumstances, to address health, safety and emergent situations. The outstanding principal balance may be deferred for up to 20 years as long as the house remains owner-occupied. Since the program's inception in 2000, the City of Lakewood has allocated \$1,690,917.10 to make repairs to 72 separate households throughout Lakewood. Figure 3.2 shows the general locations of homes using the major home repair program.

##### 2. Housing Rehabilitation Program (HOME)

The Housing Rehabilitation Program provides up to \$65,000 to qualified low-income homeowners in the form of a 0% interest loan with small monthly payments depending upon income level. Loans in excess of program limitations, up to \$75,000, may be authorized to make necessary alterations required to make a home ADA accessible. Any outstanding principal balance may be deferred for up to 20 years as long as the house remains owner-occupied. This program is jointly administered with the City of Tacoma. The Tacoma Community Redevelopment Authority is the governing body for the financing of the Housing Rehabilitation Program. Since 2000, the City of Lakewood has allocated \$4,257,244.78 to make necessary code improvements to 67 homes, bringing them into compliance with current building codes. Figure 3.3 shows the general locations of homes using the housing rehabilitation program.

##### 3. Down Payment Assistance

Loans up to \$10,000 with 0% interest and small monthly payments, depending on income level, are available to qualified low-income applicants to be used for down payment and closing costs in buying a home. The borrower must invest at least one-half of the required down payment (one-half of the difference between the sales price and the first mortgage loan amount). Outstanding principal balance may be deferred for up to 20 years as long as the house remains owner-occupied. A condition of the down payment assistance program is participation in homeownership counseling classes. These classes assist homebuyers with evaluating financing options, establishing or repairing credit histories, and learning basic home maintenance.

##### 4. Neighborhood Stabilization

Lakewood received two HUD grants, Neighborhood Stabilization Program 1 (NSP1) and Neighborhood Stabilization Program 3 (NSP3), through the State of Washington Department of Commerce, to assist with the demolition and or redevelopment of foreclosed, vacant, or



abandoned properties. Through these programs, properties are acquired and rehabilitated or redeveloped with the intent of stabilizing and revitalizing communities that have suffered from foreclosures and abandonment by mitigating the negative impacts of recent economic decline and housing market collapse. By targeting Lakewood's most distressed communities the city hopes to stem declining housing values by maintaining the quality of properties (land or units) and reducing the incidence of blight caused by abandoned and vacant properties.

Toward this end, the City has removed blighted structures from 7 properties and has been able to acquire 8 properties, on which 17 new affordable single family residences are to be constructed. Additionally, the City has established a blight abatement fund to reuse any recaptured funds for future blight abatement activities.

#### B. Other Lakewood Support for Housing

Lakewood continues to partner with many organizations providing and improving housing. Lakewood's partnership with Tacoma-Pierce County Habitat for Humanity has increased homeownership opportunities for low-income households through new construction and housing rehabilitation. Partners with Habitat, including the City of Lakewood and Rebuilding Together South Sound, work together with limited funding and broad community support, including student volunteers, to provide much-needed housing. In the Tillicum neighborhood alone, Habitat is in the process of constructing 31 new affordable single family residences. The addition of these units constitutes a 21% increase in owner-occupied residences in census tract 72000. Lakewood has also provided financial support for rehabilitation and improvements of properties through various non-profit organizations such as Rebuilding Together South Sound, in addition to properties owned by Network Tacoma, Living Access Support Alliance, and the Pierce County Housing Authority.

The Paint Tacoma-Pierce Beautiful Program, administered by Associated Ministries, organizes community volunteers to paint the homes of low-income elderly and low-income people with disabilities in Lakewood and other locations in Pierce County. Since 2000, 97 homes have been painted in Lakewood under this program. The program is important in helping with home maintenance, but also helps owner-occupants maintain insurance coverage. Some insurance companies base ongoing coverage on the condition of the exterior of the residence, including the condition of the exterior paint, with the assumption that the paint is a barometer for overall condition of the unit. If insurance is cancelled, owners would not be in compliance with their mortgage requirements and could be subject to losing their homes.

Human services funding provides added support for outreach and transitional housing programs provided by organizations such as Living Access Support Alliance, the Tacoma Rescue Mission, Good Samaritan Health, Catholic Community Services, and the YMCA. Funding is also provided to assist individuals with disabilities and emergency respite shelter, as well as shelters for victims of domestic violence.

The City of Lakewood works with public and private landlords to improve their rental properties – through code enforcement and crime-free multi-housing program – and to open blighted properties to new ownership and development. As an incentive, a certification of the Crime-Free Multi-Housing program is provided to managers who successfully complete the program, which are in turn placed on a national registry of properties designated as "crime free" certified units. The city also provides education to landlords and tenants regarding rights and responsibilities under landlord/tenant laws and fair housing laws through the Fair Housing Center of Washington and city staff.

### 3.2.10 Housing Goals, Objectives, & Policies

**GOAL LU-1:** Ensure sufficient land capacity to accommodate the existing and future housing needs of the community, including Lakewood's share of forecasted regional growth.

**Objective:** Maintain a balance in the number of single-family and multi-family housing units,

through adequately zoned capacity.

Policies:

LU-1.1: Count new unit types as follows when monitoring the single-family/multifamily balance:

- Count cottages as single-family houses;
- Count semi-attached houses as single-family houses; and
- Count the primary unit in a house with an ADU as a single-family unit.

LU-1.2: Ensure that sufficient capacity is provided within the City boundaries in order to accommodate housing demand, provide adequate housing options, meet urban center criteria under the Growth Management Act and Countywide Planning Policies, and prevent unnecessary increases in housing costs.

**Objective:** Ensure that City fees and permitting time are set at reasonable levels so they do not adversely affect the cost of housing.

Policies:

LU-1.3: Ensure predictable and efficient permit processing.

LU-1.4: Establish and periodically review utility standards that encourage infill development.

LU-1.5: Establish and periodically review development standards that reduce the overall cost of housing as long as health and safety can be maintained.

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

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

Policies:

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

LU-2.2: Encourage the construction of luxury condominium adjacent to the lakes.

LU-2.3: Support site plans and subdivisions incorporating amenity features such as private recreation facilities, e.g., pools, tennis courts, and private parks to serve luxury developments.

LU-2.4: Increase public awareness of upper income housing opportunities in Lakewood.

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

Policies:

LU-2.5: Target sixty five (65) percent of new housing units annually through 2030 to be affordable to middle income households that earn 80 to 120 percent of county median income.

LU-2.6: Encourage home ownership opportunities affordable to moderate income households.

LU-2.7: Encourage the construction of townhouse, condominium, and rental units affordable to moderate income households in residential and mixed-use developments and redevelopments.

LU-2.8 Continue to provide technical assistance for redevelopment of land in Lake City, Lakeview, Springbrook, Tillicum, and lands located in the City's tax incentive urban use centers and senior overlay.

LU-2.9: Market Lakewood to housing developers.

LU-2.10: Maintain an updated inventory of land available for housing development.

LU-2.11: Pursue public-private partnerships to provide for moderate-income housing.

LU-2.12: Disperse middle-income housing in all areas of the City.

LU-2.13: Ensure that a sufficient amount of land in the City is zoned to allow attached housing and innovative housing types.

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

Policies:

LU-2.14: Maintain a sufficient land supply and adequate zoning within the City to accommodate 25 percent of the City's projected net household growth for those making less than or equal to 80 percent of county median income.

LU-2.15: Establish the following sub-targets for affordability to households earning 50 percent or less of county median income, to be counted toward the 25 percent target:

- Fifteen (15) percent of new housing units constructed in the City;
- A number equal to five (5) percent of new housing units, to be met by existing units that are given long-term affordability; and
- A number equal to five (5) percent of new housing units, to be met by existing units that are purchased by low-income households through home-buyer assistance programs.

LU-2.16: Pursue public-private partnerships to provide and manage affordable housing.

- Support non-profit agencies that construct and manage projects within the City;
- Support the role of the Pierce County Housing Authority in providing additional housing;
- Before City surplus property is sold, evaluate its suitability for development of affordable housing; and
- Use federal funds including Community Development Block Grants and HOME funds to support low and moderate income affordable housing.

LU-2.17: Work with other Pierce County cities to address regional housing issues.

LU-2.18: Disperse low-income housing in all mixed-use and multi-family land use designations that allow attached dwelling units.

LU-2.19: Except for parts of the Woodbrook neighborhood which is slated to be redeveloped as Industrial, and existing mobile home parks located in commercially designated zones or in Air Corridors, encourage preservation, maintenance, and improvements to existing subsidized housing and to market-rate housing that is affordable to low and moderate-income households.

LU-2.20: Reduce existing housing need, defined as the number of existing households that earn 80 percent of county median income, and are paying more than 30 percent of their income for housing, or live in inadequate housing by increasing housing supply for all economic segments of the community.

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

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

Policies:

LU-2.21: Support projects including planned development districts, subdivisions and site plans incorporating innovative lot and housing types, clustered detached houses, clustered semi-attached houses and a variety of lots and housing types within a site.

LU-2.22: Support projects that incorporate quality features, such as additional window details, consistent architectural features on all facades, above average roofing and siding entry porches or trellises where innovative site or subdivision designs are permitted.

LU-2.23: Encourage the construction of cottages on small lots through incentives such as density bonuses.

LU-2.24: Support standards that allow cottage housing developments with the following features in residential zones, provided the cottages are limited by size or bulk:

- Allow increased density over the zoned density;
- Allow reduced minimum lot size, lot dimensions, and setbacks;
- Allow both clustered and non-clustered cottages;
- Allowing clustered parking; and
- Base the required number of parking spaces on unit size, or number of bedrooms.

LU-2.25: Support accessory dwelling units as strategies for providing a variety of housing types and as a strategy for providing affordable housing, with the following criteria:

- Ensure owner occupancy of either the primary or secondary unit;
- Allow both attached and detached accessory dwelling units and detached carriage units, at a maximum of one per single-family house, exempt from the maximum density requirement of the applicable zone;
- Require an additional parking space for each accessory dwelling unit, with the ability to waive this requirement for extenuating circumstances; and
- Allow a variety of entry locations and treatments while ensuring compatibility with existing neighborhoods.

LU-2.26: Encourage Planned Development District development with higher residential densities provided this type of development incorporates innovative site design, conservation of natural land features, protection of critical area buffers, the use of low-impact development techniques, conservation of energy, and efficient use of open space.

**Objective:** Continue to allow manufactured home parks and manufactured home subdivisions on

land that is specifically zoned for these uses.

Policy:

LU-2.27: Maintain existing manufactured home developments that meet the following criteria:

- The development provides market rate housing alternatives for moderate and low-income households;
- The housing is maintained and certified as built to the International Building Code and Federal Department of Housing and Urban Development standards; and
- Site planning includes pedestrian amenities, landscaping, and a community facility.

**Objective:** Allow the use of quality modular or factory-built homes on permanent foundations.

Policy:

LU-2.28: Allow and encourage the use of “gold seal” modular homes built to the standards of the International Building Code, and “red seal” manufactured homes built to the standards of the Federal Department of Housing and Urban Development in any zone allowing residential uses, as long as the housing meets all applicable City codes, looks similar to site-built housing, and is placed on a permanent foundation.

**GOAL LU-3:** Ensure that there are housing opportunities for people with special needs, such as seniors, people with disabilities, and the homeless.

**Objective:** Increase the supply of special needs housing.

Policies:

LU-3.1: Periodically review the City’s land use and development regulations and remove any regulatory barriers to locating special needs housing and emergency and transitional housing throughout the City as required by the federal Fair Housing Act, to avoid over-concentration, and to ensure uniform distribution throughout all residential and mixed-use zones.

LU-3.2: Support the housing programs of social service organizations that provide opportunities for special needs populations.

LU-3.3: Support opportunities for older adults and people with disabilities to remain in the community as their housing needs change, by encouraging universal design in residential construction, or through the retrofitting of homes.

LU-3.4 Support the establishment and operation of emergency shelters.

LU-3.5: Support proposals for special needs housing that:

- Offer a high level of access to shopping, services, and other facilities needed by the residents;
- Demonstrate that it meets the transportation needs of residents;
- Helps to preserve low-income and special needs housing opportunities in a neighborhood where those opportunities are being lost; and
- Disperse special needs housing throughout the residential areas of the City.

LU-3.6: Support development proposals by sponsors of assisted housing when applicants document efforts to establish and maintain positive relationships with neighbors.

LU-3.7: Allow a broad range of housing to accommodate persons with special needs (such as

neighborhood-scale congregate care, group or assisted living facilities, or transitional housing) in all residential areas and in certain appropriate non- residential areas.

- LU-3.8: Continue allowing accessory dwelling units (ADUs) to assist people in remaining independent or in retaining a single-family lifestyle on a limited income, subject to specific regulatory standards.
- LU-3.9: Establish an administrative review process to enable detached ADUs in order to expand ADU capacity.
- LU-3.10: To support mobility for those with special needs, locate special needs housing in areas accessible to public transportation.
- LU-3.11: Utilize design standards to make special needs housing compatible with the character of the surrounding area.
- LU-3.12: Where appropriate, provide density bonuses and modified height restrictions to encourage the development of senior and disabled housing.
- LU-3.13: Continue to promulgate the senior housing overlay district created under an earlier version of the Comprehensive Plan in order to encourage the concentration of senior housing proximate to shopping and services.
- LU-3.14: Support the provision of emergency shelters and ancillary services that address homelessness and domestic violence and intervene with those at risk.
- LU-3.145: Maintain cooperative working relationships with appropriate local and regional agencies to develop and implement policies and programs relating to homelessness, domestic violence, and those at risk.

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

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

- LU-4.1: Preserve existing housing stock where residential uses conform to zoning requirements.
- LU-4.2: High-density housing projects, with the exception of senior housing, will not be permitted in existing single-family residential neighborhoods. More moderate densities such as planned development districts and cottage housing will be considered.
- LU-4.3: Target code enforcement to correct health and safety violations.
- LU-4.4: Continue Lakewood's active enforcement of codes aimed at improving property maintenance and building standards in residential neighborhoods to bolster neighborhood quality and the overall quality of life.
- LU-4.5: Continue targeted efforts such as the crime-free rental housing program and seek out a variety of funding sources for this and other such outreach programs.
- LU-4.6: Develop programs to provide financial assistance to low-income residents to assist them in maintaining their homes.
- LU-4.7: Where public actions such as targeted crime reduction programs result in the unexpected displacement of people from their housing, coordinate the availability of social services to assist them in finding other shelter.
- LU-4.8: Subject to funding availability, conduct periodic surveys of housing conditions and



fund programs, including housing rehabilitation, to ensure that older neighborhoods are not allowed to deteriorate.

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

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

**Objective:** Improve the quality of multifamily housing choices. Policies:

LU-4.11: Develop regulations guiding appearance, scale, and location of new development to enable a range of dwelling types and amenities.

LU-4.12: Improve the existing multi-family housing stock by encouraging, through public-private partnerships, revitalization and replacement of existing apartment complexes in appropriate locations throughout the city.

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

LU-4.13: Encourage a high quality pedestrian environment around multifamily housing sites through the provision of walkways, lighting, outdoor furniture, bicycle parking, open space, landscaping, and other amenities.

LU-4.14: Require that on-site amenities such as walkways, trails, or bike paths be connected to adjacent public facilities.

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

Policies:

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

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

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

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

LU-4.19: Use design standards to encourage housing types that protect privacy, provide landscaping or other buffering features between structures of different scale, and/or promote investments that increase property values where housing that is more dense is allowed in existing single-family neighborhoods.

LU-4.20: Development standards for flats and triplex developments should encourage design at the scale of single-family developments by limiting building length and heights.

LU-4.21: Relate the size of structures to the size of lots in order to create development that fits into a neighborhood.

LU-4.22: New single-family subdivisions should provide pedestrian and vehicular connections to adjoining residential development unless a determination is made that a physical features of the site, such as a ravine, wetland or pre-existing developed property prevents practical implementation of this provision.

**Objective:** Recognize the unique requirements of residences located on busy arterials and other heavily used corridors.

Policies:

LU-4.23: Allow greater flexibility with regard to development standards for residential properties located on busy road corridors.

LU-4.24: Examine where transportation design tools, attractive fences or walls, and landscaping may be used to buffer homes from adjacent traffic.

**Objective:** Support those who wish to work from home while preserving the residential character of the residentially designated areas.

Policies:

LU-4.25: Continue allowing home-based businesses that do not conflict with typical neighborhood functions.

LU-4.26: Provide opportunities for "invisible" home businesses and support appropriate independent business and trades people and service providers to use their homes as a business base.

LU-4.27: Incorporate emergent business trends and state licensure requirements into use standards for home-based businesses.

**Objective:** Relate development of public amenities such as parks, recreation centers, libraries, and other services to residential neighborhoods.

Policy:

LU-4.28: Coordinate capital improvements with targeted growth and expected redevelopment.

**Objective:** Increase the percentage of homeownership in the City. Policies:

LU-4.29: Allow zero lot line developments and flats with common wall construction on separately platted lots in designations that permit attached unit types.

- Encourage condominium and fee simple townhouse developments with ground access and small yards.
- Encourage the development of small-detached houses on platted lots or condominium developments where lot areas with yards are established without platting.

LU-4.30: Support first time homebuyer programs such as those available through the Washington State Housing Finance Commission and other similar private or not-for-profit programs with similar or better program elements and rates.

**GOAL LU-5:** Recognize relocation issues brought about by demolition or conversion to another use.

Policies:

LU-5.1: On an annual basis, provide a report to policy makers on the loss of affordable housing due to demolition or conversion.

LU-5.2: Identify affordable housing resources that may be lost due to area-wide redevelopment or deteriorating housing conditions.

- LU-5.3: Enforce the *Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970*, as amended by the *Uniform Relocation Act Amendments of 1987* and any subsequent amendments, to provide financial and relocation assistance for people displaced as a result of construction and development projects using federal funds. Lakewood shall also enforce Section 104(d) of the *Housing and Community Development Act of 1974*, as amended, requiring the replacement of low- and moderate-income housing units that are demolished or converted to another use in connection with a CDBG project.
- LU-5.4: Consider the use of CDBG funds for relocation payments and other relocation assistance to persons displaced as a result of demolition, conversion to another use, or public actions such as targeted crime reduction programs.

### 3.3 Commercial Lands and Uses

The amount and type of available commercial land uses are critical to the proper function of Lakewood. Commercial uses that provide goods and services to the residents represent a major source of employment and are a significant source of revenue for the City. Considerations related to Lakewood's commercial areas include:

Commercial Land Surplus: Lakewood has a large surplus of land in commercial use relative to the City's population and service area. In general, the official land use map provides minimal expansion of commercial lands in the City for the next 20 years in order to focus on redevelopment of existing commercial area. Most of the land currently in commercial use is scattered around the City in pockets or spread out along corridors such as Pacific Highway SW and South Tacoma Way. This pattern of dispersed commercial activity has taken the place of a traditional downtown core. This relatively large amount of strip commercial fronting on Lakewood's major arterials presents a significant land-use challenge. At the same time, since the comprehensive plan's adoption, identification of appropriate uses along high-traffic arterials has proven challenging when commercial uses are removed from the palette. In some cases, limited extension of linear commercial use may be most appropriate.

Competitiveness: Much of Lakewood's commercial development is older and thus vulnerable to changes in markets and competition from newer developments. At the time of the comprehensive plan's adoption, both the Lakewood Mall and the Colonial Center, the two principal commercial nuclei, were struggling with low market shares and resulting high vacancy rates. Since that time, redevelopment of Lakewood Mall into Lakewood Towne Center and a "power center" concept has reversed the high vacancy rate in this portion of the CBD, and created an impetus for nearby redevelopment.

Redevelopment/revitalization of the commercial areas is addressed by the following goals and policies, as well as related economic development goals and policies found in Chapter 5.

#### 3.3.1 General Commercial Goals and Policies

**GOAL LU-16:** Strengthen Lakewood's and the region's economy by supporting existing businesses and by attracting new uses and businesses.

Policies:

- LU-16.1: Ensure that commercial development and redevelopment contributes to Lakewood as a community and to the vitality of individual commercial areas within the City.
- LU-16.2: Establish functional and distinct commercial districts and corridors within the City.

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

Policies:

- LU-17.1: Address each type of commercial land with unique development standards appropriate to each.
- LU-17.2: Promote the Downtown as the primary location for businesses serving a Citywide market.
- 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.
- LU-17.4: Promote the corridor commercial areas as the primary locations for larger scale, auto-oriented businesses serving a regional market.
- LU-17.5: Promote the neighborhood business districts as limited commercial nodes supporting a concentrated mix of small scale retail, service commercial, and office development serving the daily needs of residents in the immediate neighborhood at a scale compatible with surrounding neighborhoods.

**GOAL LU-18:** Promote, within commercial districts and corridors, the infill of vacant lands, redevelopment of underutilized sites, and intensification of existing sites.

Policies:

- LU-18.1: Concentrate commercial development within existing commercial areas.
- LU-18.2: At the time of development or redevelopment of a site, promote planning for future intensification of the site. Such considerations may include phased intensification of portions of a site such as parking lots and single-story buildings.
- LU-18.3: Encourage assembly of lands for redevelopment, particularly where undersized parcels contribute to siting problems.
- LU-18.4: Discourage the piecemeal expansion of commercial areas, especially through conversion of lands from residential to commercial; encourage large commercial sites to be developed as a whole.
- LU-18.5: Work to reinvigorate economically blighted areas in Lakewood by establishing Community Renewal Areas with associated renewal plans.

### **3.3.2 Downtown**

**GOAL LU-19:** Promote redevelopment of the Downtown as a mixed-use urban center that creates a downtown and bolsters Lakewood's sense of identity as a City.

Policies:

- LU-19.1: Promote the Downtown as the primary center for retail, office, public services, cultural activities, urban residential, and civic facilities of Lakewood.
- LU-19.2: Encourage neighborhood businesses that provide daily goods and services in the Downtown.
- LU-19.3: Promote the Downtown as a daytime and nighttime center for social, entertainment, cultural, business and government activity.

- LU-19.4: Promote cultural institutions, performing arts uses, and recreational activities within the Downtown.
- LU-19.5: Remove underlying deed restrictions and/or covenants that prohibit office development, open space, high density residential development and/or mixed-use development in the Towne Center.
- LU-19.6: Acquire lands and construct community-gathering destinations such as plazas, open space or community facilities within the Towne Center.
- LU-19.7: Support the formation of a Towne Center association or similar organization to establish economic improvement strategies and to sponsor social and safety events.
- LU-19.8: Consider the use of the City's eminent domain powers to establish public streets and public open spaces in the Towne Center.
- LU-19.9: Implement the policies and strategies in the Downtown Plan, which is hereby incorporated by reference as amended, to serve as a subarea plan and to supplement the Downtown policies of the comprehensive plan.

**GOAL LU-20:** Emphasize pedestrian and bicycle connectivity and transit use within the Downtown while accommodating automobiles.

Policies:

- LU-20.1: Accommodate automobiles in balance with pedestrian, bicycle, and transit uses within the Downtown and on individual sites.
- LU-20.2: Maintain the Pierce Transit Center located in the Lakewood Towne Center.
- LU-20.3: Maintain an appropriate supply of parking in the Downtown as development intensifies.
- LU-20.4: Encourage shared parking agreements within the Towne Center.
- LU-20.5: Encourage multi-modal policies, improvements, and strategies consistent with the Downtown Plan.

### 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.

**GOAL LU-22:** Provide for automobile, freight, transit, and bicycle mobility within the commercial corridors while ensuring a localized pedestrian orientation.

Policies:

- LU-22.1 Ensure that a high level of mobility is maintained on the major road networks within commercial corridors.

- LU-22.2 Provide for localized and site-specific pedestrian orientation within the commercial corridors.
- LU-22.3 Provide for the eventual reorientation of transportation emphasis away from automobiles within the commercial corridors.
- LU-22.4: Examine the potential of breaking up long commercial expanses with office or other non-retail uses.

### **3.3.4 Neighborhood Business Districts**

**GOAL LU-23:** Foster a strong sense of community through the provision of neighborhood services within neighborhood business districts.

Policies:

- LU-23.1: Provide for a mix of activities including residential, retail, office, social, recreational, and local services in neighborhood business districts.
- LU-23.2: Encourage residential and mixed residential/commercial uses to situate in neighborhood business districts.
- LU-23.3: Provide for a unique focus or orientation of an individual neighborhood business district while ensuring that a variety of uses are emphasized to serve the neighborhood.
- LU-23.4: Foster an array of needed community services by prohibiting the domination of a neighborhood business district by any single use or type of use.
- LU-23.5: Ensure that the intensity and design of districts reflect the scale and identity of the neighborhood(s) they serve. Neighborhood business districts may serve just the surrounding neighborhood or may serve more than one neighborhood and attract people from other areas.

**GOAL LU-24:** Establish a compact urban character and intensity of use within neighborhood business districts.

Policies:

- LU-24.1: Ensure a people orientation in building, site, and street design and development within neighborhood business districts.
- LU-24.2: Support public safety improvements as a key success factor in making neighborhood business districts desirable places to live, work, socialize, and shop.
- LU-24.3: Promote urban amenities within the neighborhood business districts and on individual sites.
- LU-24.4: Promote neighborhood business districts as transit hubs.
- LU-24.5: Accommodate automobiles, but do not allow them to dominate the neighborhood business districts or individual sites.

### **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.

### 3.3.6 Commercial Lands Revitalization

At the time of incorporation (1996) much of the City's commercial land inventory was characterized as deteriorated or blighted, especially along the I-5 corridor. These areas included several adult entertainment facilities, low-cost motels, older mobile home parks, and massage parlors. The corridor area suffered from high rates of criminal activity. This situation called into question the economic vitality of the businesses located in these areas and of the business community in general. Consequently, there was a lack of investment confidence for the redevelopment of these commercial areas.

Since incorporation the City has focused intensively on addressing the blighted elements of the corridor commercial areas. The City has succeeded in eliminating many of the marginal motels, massage parlors, adult entertainment businesses and deteriorated mobile home parks. The City has also invested heavily in infrastructure along Pacific Highway SW and South Tacoma Way, and has brought in many new businesses. The campaign to rejuvenate and revitalize these areas has taken hold and as a consequence, investment confidence for the area has improved significantly.

**GOAL LU-29:** Promote a healthier business investment climate by considering methods of addressing and

reducing the deteriorated parts of the commercial landscape.

Policy:

LU-29.1: Develop an outreach program for the ethnic business community located along the I-5 Corridor.

LU-29.2: Work with property owners and local businesses to develop a Corridor Plan for South Tacoma Way and Pacific Highway SW.

### 3.4 Industrial Lands and Uses

One of the keys to effective growth management is maintaining an appropriate level of economic activity, and associated jobs, to complement an expanding residential population. Lakewood must maintain and enhance its industrial vigor through the preservation and expansion of a suitable industrial land base. Land uses that are not compatible with manufacturing, industrial, and advanced technology must be prevented in industrial areas. Direct access to I-5 and rail must be ensured. In addition to the Lakewood Industrial Park, which is designated a manufacturing/industrial center, this plan recognizes existing industrial activity in Springbrook, Flett, northeastern Lakewood, and near the SR 512/I-5 interchange.

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

#### 3.4.1 General Industrial Land Use Goals and Policies

**GOAL LU-30:** Encourage industrial development and redevelopment that strengthen the economy of Lakewood and the region through the support of existing industrial uses and the attraction of new complementary uses and businesses.

Policies:

LU-30.1: Provide industrial lands for regional research, manufacturing, warehousing, concentrated business/employment parks, large-scale sales of general merchandise, or other major regional employment uses.

LU-30.2: Support development and redevelopment of industrial lands that make positive contributions to the economy and physical environment of Lakewood and individual land areas. Discourage uses that seek to locate in the City's industrial areas just because the use is unsightly or is expected to have adverse impacts on adjacent properties.

LU-30.3: Protect prime industrial sites (especially those near rail lines) from encroachment by incompatible uses such as housing and unrelated, small-scale retail activity.

LU-30.4: Expand the number and type of industrial uses in the City by more intensive use of existing industrial lands.

LU-30.5: Use finance and redevelopment tools and other resources to assemble industrial properties currently under separate ownerships into large parcels suitable for employment generating uses.

**GOAL LU-31:** Promote environmentally responsible industrial redevelopment, development, and operations.

Policies:

- LU-31.1: Facilitate the integration and/or buffering of industrial development with adjacent non-industrial areas.
- LU-31.2: Ensure that industrial operations are compatible with City and regional freight mobility and multi-modal transportation assets.
- LU-31.3: Encourage employment densities sufficient to support alternatives to single- occupant vehicle (SOV) use.
- LU-31.4: Apply design techniques aimed at crime prevention and continue the close working relationship between land-use and public safety officials to reduce crime opportunities.

### 3.4.2 Woodbrook

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

Policies:

- LU-32.1: Facilitate the resi of the industrial area, actively seeking high employment generating land uses that can capitalize on proximity to regional transportation and markets and nearby military installations.
- LU-32.2: Facilitate the provision of adequate infrastructure concurrent with redevelopment.
- LU-32.3: Encourage assembly of lands for redevelopment, particularly where undersized parcels contribute to siting problems.
- LU-32.4: In consultation with the Clover Park School District, state education officials, and the City of Lakewood, facilitate a plan to close and demolish Woodbrook Middle School.
- LU-32.5: Reduce land-use conflicts between industrial and other land uses through the provision of industrial buffers, setbacks, and screening devices, as well as enforcement of noise and air quality laws.
- LU-32.6: 150<sup>th</sup> Street SW is designated as the principal truck route through Woodbrook.

### 3.5 Urban Center

Lakewood's Urban Center, Chapter 2, Figure 2.2 includes the entire Downtown. Designation of this urban center is consistent with the vision of this plan and the region's VISION 2040 strategy.

**GOAL LU-33:** Achieve the VISION 2040 Urban Center criteria.

Policies:

- LU-33.1 Designate the Future Land Use Map "Downtown" designation as an Urban Center.
- LU-33.2 Adopt by reference and implement the Countywide Planning Policies for Urban Centers.

### 3.6 Military Lands

Military lands are the portions of the federal and state military installations within or adjacent to the City. These installations include Joint Base Lewis McChord (JBLM) including McChord Field and Camp Murray. The autonomy associated with federal and state ownership of the military installations, in combination

with the unique character of the military operations and support structures, are not typical of civilian land uses and requires special consideration by the City as a host community for these installations.

### **3.6.1 JBLM Installation Profile**

JBLM was formally established in 2010, combining Fort Lewis and McChord Air Force Base into a single administrative unit. JBLM is home to the U.S. Army I Corps and 7th Infantry Division, the U.S. Air Force 62nd and (Total Force Partner) 446<sup>th</sup> Airlift Wings, Madigan Army Medical Center, 1st Special Forces Group, U.S. Navy and U.S. Marine Corps elements, and other commands and tenant organizations. JBLM reports that as of March 2019, more than 40,000 active duty, National Guard, and Reserve service members and about 15,000 civilian workers are stationed or work at the installation. JBLM is the largest military installation on the west coast, encompassing over 90,000 acres including the main cantonment area (approximately 10,000 acres) and close-in training ranges (approximately 80,000 acres). There are two airfields on the installation: McChord Field, which is home to both active duty and Air Force Reserve C-17A airlift wings, and Gray Army Airfield (GAAF), which supports mainly helicopter operations. JBLM has a rail loading complex that connects to the Burlington Northern-Santa Fe (BNSF) line. The training lands on JBLM include 115 live-fire training ranges. Convoy routes to Yakima Training Center (YTC) use I-5 to State Route (SR 18) to I-90 to I-82. The ports of Olympia, Tacoma, and Seattle provide deep water seaport capabilities.

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

### **3.6.2 JBLM Economic Profile**

JBLM is also a major economic engine in Washington State and, as of 2014, is the second largest employer in the state and the largest employer in Pierce County. The economic impact of JBLM includes wage and salary payments to military and civilian employees, construction contractor payments, and operating costs such as rent and lease payments for various types of equipment, utilities, telephone services, office supplies, and non-construction contracts. A 2018 JBLM Regional Economic Analysis\* found that the installation's workforce has approximately \$8.3 to \$9.2 billion annual impact on the South Sound. JBLM's presence also generates 25,000 "spin-off" jobs that contribute an additional \$1.7 billion to the local economy each year. About 70% of JBLM's active duty soldiers live off-base; taken with the Department of Defense (DoD) civilian workforce, this population is 85% of JBLM's personnel and they bring significant revenue and jobs to the communities surrounding the installation. (The report focused on workforce and operating budget, and thus did not estimate the additional impact of JBLM families aside from that on K-12 education.)

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

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

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

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

Aside from quantifiable economic impacts, military-related activity provides numerous benefits to the state

and regional economies, including generating employment opportunities for a wide range of individuals, providing skilled workers in the form of retiring military personnel, creating supplementary markets for firms, whose principal focus is not defense, offering relative insulation from the volatility of market demand, and spurring technological innovation.

### **3.6.3 1992 JLUS**

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

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

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

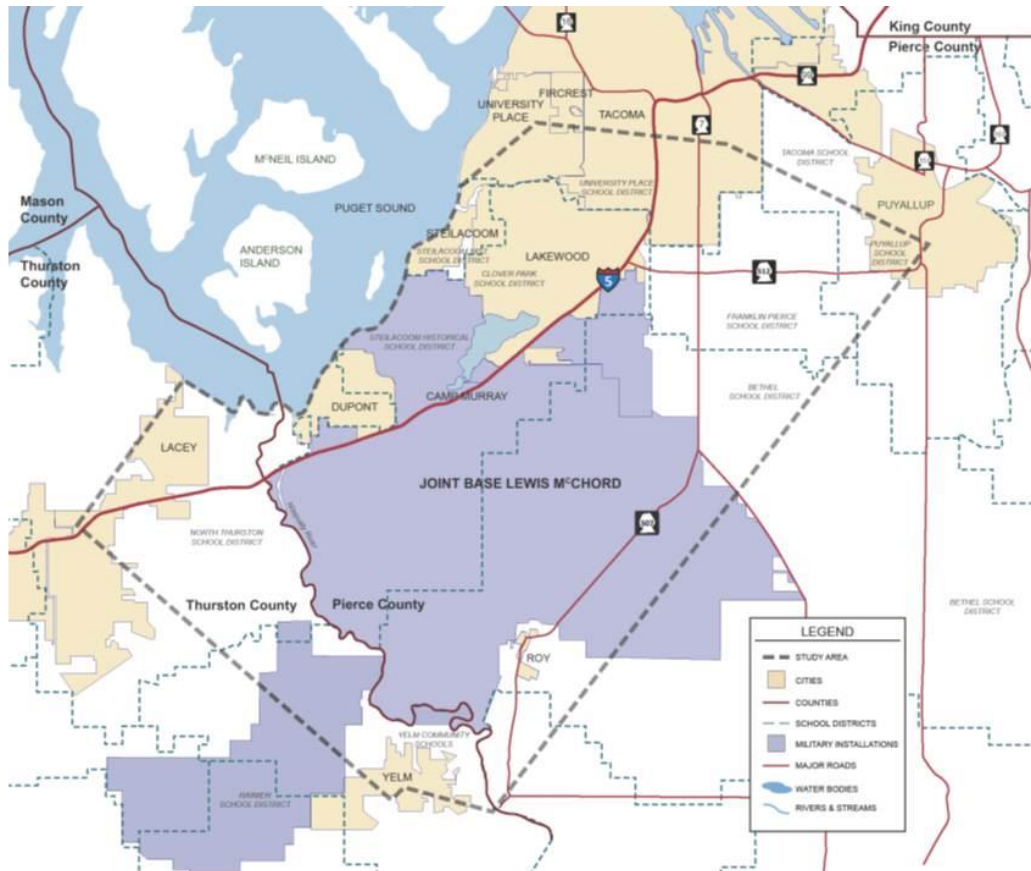
The region surrounding JBLM is expected to experience continued economic and population growth, thus a coordinated effort is needed to ensure that the growth which occurs allows the installation to maintain its essential role in the nation's defense while concurrently remaining a vital member of the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

### **3.6.4 2010 Growth Coordination Plan**

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

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

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



*Growth Coordination Plan Study Area Map*

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

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

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

### **3.6.5 2015 JLUS**

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

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



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

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

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

### **Military Compatibility in the Growth Management Act (GMA)**

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

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

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

### **Military Compatibility in the Countywide Planning Policies (CPPs)**

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

### **Comprehensive Plan Goals and Policies**

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

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

#### **Policies:**

LU-34.1: Air Corridors Established. (Figure 3.14)

The two air corridor areas (Air Corridor 1 and 2) extend northward from the McChord Field runway and are subject to noise and safety impacts of military flight operations. Figure 3.14 shows the Air Corridor boundaries. The potential risk to life and property from hazards that may be associated with military aircraft operations, as distinguished from general/commercial aviation corridors necessitates control of the intensity, type, and design of land uses within the designation.

A. Air Corridor 1 (AC1) comprises the Clear Zone (CZ) and the Accident Potential Zone Designation I (APZ I) as identified through the Air Installation Compatible Use Zone (AICUZ) program. The CZ is a 3,000 by 3,000 foot zone at the end of the runway where there is the highest statistical possibility of aircraft

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

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

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

#### LU-34.2: Compatible Land Use Policies.

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

A. Land use decisions regarding proposals located in the AC1 and AC2 zones shall consider regional and national needs as well as local concerns.

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

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

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

E. Existing Industrial uses in the AC1 (but outside of the Clear Zone) and AC2 zones are to be preserved and industrial uses that complement aviation facilities are encouraged. The siting of warehousing, storage, open space, and other appropriate land uses within the air corridor areas are encouraged.

F. Promote the conversion of existing higher density housing, including mobile home parks and apartments and other high occupancies, to less intensive land uses.

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

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

2. Prohibit the following land uses within appropriate areas:

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

- b. Public services and quasi-public services such as hospitals, public meeting rooms, and libraries, and cultural, recreational, and entertainment land uses, unless the design of the structure and general site plan incorporate noise reduction measures to meet HUD standards; and
    - c. Schools, daycare facilities, and other facilities which incorporate outside activities.
  - H. Direct the following land uses away from property abutting the installation boundary:
    - 1. High density residential;
    - 2. Public buildings (such as schools, medical facilities, public meeting facilities, and churches); and
    - 3. Cultural facilities.
  - I. Uses which attract birds, create visual hazards, discharge particulate matter into the air which could adversely alter atmospheric conditions, emit transmissions which would interfere with military aviation communications and instrument landing systems, otherwise obstruct or conflict with airport operations or aircraft traffic patterns, or result in potential hazard for off-base land uses are prohibited near McChord Field.
  - J. Protect military airspace by preventing structural penetration of Imaginary Surfaces as described in UFC 3-260-01 and in the most recently published JBLM AICUZ Report. Development within the AC1 and AC2 zones which may affect UFC 3-260--01 imaginary surfaces shall obtain necessary approvals from the Federal Aviation Administration (FAA). Operators of construction cranes within the AICUZ Accidental Potential Zones shall coordinate with JBLM and the Federal Aviation Administration prior to commencing operations.
  - K. Require the application of noise abatement through acoustical analysis, structure design and construction techniques and materials in residential developments within the AC1 and AC2 zones per FAA regulations (FAR Part 150).
  - L. Control light and glare in the AC1 and AC2 zones to protect the operational environments near McChord Field. Adopt regulations consistent with the 2019 SSMCP lighting ordinance template.
  - M. Require Title Notice for new development or substantial redevelopment of lots, buildings, and structures in the AC1 and AC2 zones that may experience low overhead flights, odor, vibrations, noise and other similar aviation impacts.
- LU-34.3: Military Coordination, Notification and Consultation.
- A. Provide all applications for commercial development, subdivision review, variances, conditional uses, special exceptions and proposed amendments to Comprehensive Plans and development regulations proposed within the AC1 and AC2 zones shall be provided to JBLM official(s) for review and comment in accordance with RCW 36.70A.530, including applications concerning telecommunications, broadcast towers, and hobby communication towers.
  - B. Invite JBLM representatives to advise the Planning Commission on community and economic development issues which have the potential to impact base military operations.
  - C. Cooperate with JBLM and Camp Murray in developing plans for circulation improvements in and around the installations.
    - 1. The viability of cross-base corridors (arterial or highway) should be determined on the basis of detailed studies of population projections, military mission, land availability, land use projections, and environmental analysis of alternative routes and corridors.
    - 2. Plan public services, transportation, land use, and other decisions on the ability of the public transportation network to meet access needs without depending on military roads.
    - 3. Cooperate in the development of mitigation plans for military road closures that affect public use.
  - D. Promote cooperation between JBLM and Lakewood to address the reduction or mitigation of noise-generating uses.

- E. If military lands revert back to Pierce County, coordinate with JBLM and the County to identify the desired character of the reverted property.
- F. Establish periodic meetings of elected local, state, and federal officials and military commanders on growth management issues of mutual concern.
- G. Provide City environmental policies to JBLM to encourage consistency with any adopted by the military.

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

Policies:

LU-35.1: Business Plan.

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

LU-35.2: SSMCP Funding.

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

LU-35.3: Fiduciary Agent.

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

LU-35.4: Executive Leadership.

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

**GOAL LU-36:** Coordinate the protection of JBLM from incompatible local, state and federal level issues and actions with the South Sound Military & Communities Partnership (SSMCP.)

Policies:

LU-36.1: Land Valuations.

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

LU-36.2: Joint Land Use Study (JLUS) Implementation.

Using funds from the Office of Economic Adjustment (OEA) and other available sources, develop a strategy and plan to resolve encroachment in the McChord North Clear Zone.

LU-36.5 Public Notification

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

### **3.8 Public and Semi-Public Institutional Land Uses**

Lakewood is home to numerous large institutions including public and private colleges and hospitals, as well as a large number of school district properties. These resources offer citizens from Lakewood and surrounding areas vital medical and educational services, adding to the quality of life for the community. In addition, the facilities maintained by these institutions contribute to the public landscape, offering visual and usable open space, significant tree stands, educational historic resources, and a substantial architectural presence. The unique physical scale and public purpose of these institutions warrant a unique land-use designation and policy framework.

**GOAL LU-39:** Provide for the harmonious operation of public and semipublic institutional uses within the City.

Policies:

- LU-39.1: Limit the application of the Public and Semi-Public Institutional land use designation to municipal, county, regional, state, and non-military federal uses; special districts; schools; and major semi-public institutions such as hospitals with a significant land area and employment characteristics as determined by the City.
- LU-39.2: Use administrative processes to accommodate the need for growth and change of major institutions as they respond to changing community needs and the unique operational and locational needs of large public and institutional uses while maintaining a harmonious relationship with affected neighborhoods.
- LU-39.3: Use an administrative process that addresses the development, phasing, and cumulative impacts of institutional uses and allows for the phasing of development and mitigation roughly proportionate to the impacts of the use.

### **3.9 Western State Hospital (WSH)**

Shortly after the City's incorporation in 1996, the state Department of Social and Health Services (DSHS) completed a master plan for the WSH campus. In 1998, DSHS applied for and received a public facilities permit from the City to formally acknowledge the proposed improvement projects within the master plan. The scope of work under the public facilities permit formed a basis upon which DSHS could then seek capital appropriations for projects upon the WSH Campus. The WSH public facilities permit (LU98059) was approved by the Hearing Examiner on September 22, 1998, and formally ratified by the City after adoption of an interlocal agreement in March 30, 1999. This action permitted DSHS to implement a six year capital facilities plan including the construction of a 163,000 square foot replacement legal offender unit. The plan, in part, was to include the demolition of a women's work release building which in past years was operated by the state Department of Corrections (DOC); demolition was to take place in 2004.

However, the women's work release building was not demolished. In February 2005, the City became aware of a plan by DOC to relocate the Tacoma-based Progress House, a work release facility to the WSH campus, in place of the women's pre-release facility which had been closed. Media surrounding the action made it appear that DOC was not going to pursue a siting process, as required by law, or potentially, City permits to undertake the move. The City, unsure of the actions of DOC, imposed a moratorium on the WSH Campus. The City also instituted revised land use regulations for essential public facilities. Legal action ensued. Both the moratorium and the revised land use amendments were eventually upheld. To-date, the current master plan adopted in 1999 for WSH has never been updated. Only minor additions/alterations have been permitted on the WSH campus.

**GOAL LU-40:** Recognize the unique nature of federal patent lands at Western State Hospital and Fort Steilacoom Golf Course.

Policies:

- LU-40.1: Work with DSHS to update the Western State Hospital Campus Master Plan.
- LU-40.2: Enforce the City's public facilities master plan process confirming that: 1) appropriate provisions are made for infrastructure and/or services; 2) approval criteria and mitigation measures are incorporated into project approvals; and 3) the safety of the general public, as well as workers at, and visitors to, Western State Hospital is ensured.
- LU-40.3: Avoid as much as possible incompatible uses on the WSH campus which could adversely impact existing uses, adjoining properties, or adversely impact at-risk or special needs populations, including but not limited to children and the physically or mentally disabled.

### **3.10 Green Spaces, Recreation, and Culture**

#### **3.10.1 Parks, Open Space, and Recreation – An Overview**

The Lakewood community evolved under a regionally focused parks and recreation planning system. In the 1970's and 1980's extensive residential growth occurred in Lakewood without concurrent attention to green spaces and recreational needs. Many neighborhoods had no parks or other such amenities. Further, park areas were in stages of disrepair due to years of deferred maintenance and limited capital improvements. Upon the City's incorporation in 1996, less than 40 acres of park land and facilities were transferred to the City by other public agencies.

Within two years after incorporation, Lakewood adopted its first parks and recreation master plan in March 1998. The master plan was modest in its goals, but did list the City's priorities:

- 1) Acquisition of future park and open space sites;
- 2) Upgrading existing parks sites; and
- 3) Preservation of natural open space.

The City immediately began investing in parks and recreation to meet community needs, including new park facilities, sports fields, playground structures, irrigation and turf management, new restrooms and shelters, and various recreation programs and community events. Major renovation projects were initiated. Waterfront access improvements were made on American Lake and an off-leash dog park was established at Fort Steilacoom Park. Recreational programming was directed into underserved areas of the community to meet the complex needs of youth facing social and economic challenges. Large tracts of both public and private property were zoned open space.

In September 2005, Lakewood adopted a new Parks and Recreation Master Plan. The Parks, Recreation and Community Services Department (PRCS) expanded the recreation division, developed new community partnerships, created new citizen advisory boards, added three new parks, a new senior activity center and made system-wide park improvements to better serve Lakewood residents.

In view of program expansion, new trends, future needs, and to be eligible for various funding programs, the Department initiated an update to the 2005 Master Plan in mid-2010 and embarked on the development of a 20-year sustainable park and recreation master plan document known as the Lakewood Legacy Plan. In March 2011, a visioning process was established which created vision and mission statements, and strategic goals. The goals are listed below.

#### **Environmental:**

Protect the open space needs of future generations through acquisition, development and environmental stewardship. Create safe access to open space through a connected system of urban, non-motorized trails.

#### **Economic:**

Invest in a quality park and recreation system to fuel economic development.

Secure sustainable and diverse funding to acquire, develop, maintain and operate the park and recreation system.

#### **Social:**

Build social equity through affordable, inclusive and accessible park and recreation services.

Create a strong, active and healthy community by providing a variety of open space and recreation opportunities.

**Cultural:**

Celebrate the cultural diversity of our community by providing a wide range of parks and recreation opportunities.

Create a sense of place in our community by incorporating art and history in parks and public spaces.

**Organizational:**

Maintain and update the Legacy Plan goals, strategies, policies and procedures in response to changing needs, trends and performance outcomes.

Make accountable, transparent and responsible decisions by considering the environmental, economic, social and cultural impacts to our community.

The Legacy Plan lays out a road map to guide the future development of park and recreation services, while creating a healthy and sustainable park and recreation system for future residents. It works in concert with the Comprehensive Plan which provides direction for the planning, acquisition, development, and renovation of parks, open space, and recreational facilities for the years 2014 – 2034. The Legacy Plan was developed with participation from City and service area residents. It identifies existing publicly owned parks and facilities and their needed improvements, opportunities for partnerships, potential funding sources, and a course of action.

The Legacy Plan goals and priorities have been inserted into the Lakewood's Comprehensive Plan. The Legacy Plan's inventory, implementation strategies, and capital facilities planning are also incorporated by this reference.

### **3.10.2 Park Planning Areas**

With over 12,000 acres, Lakewood is made up of diverse neighborhoods traversed by major arterials, lakes and creeks resulting in some areas being isolated from the rest of the City. In certain areas, residents have to cross major roads and water bodies to access the closest park and recreation facilities. The physical barriers can cause inconvenience and create longer trips for residents to travel to their nearest parks and open space.

The Legacy Plan uses these major physical barriers as boundaries to create 10 park planning areas. Through this delineation, residents living within each park planning area will have safe access to and be equitably served by sufficient parks and outdoor recreation opportunities within reasonable walking distance.

The 10 park planning areas are shown in Figure 3.4 which are bisected by:

- I-5;
- Major arterials including Steilacoom Boulevard SW, Washington Boulevard SW, portions of Bridgeport Way SW, Gravelly Lake Drive SW, 100th Street SW and South Tacoma Way;
- Creeks such as Chambers Creek, Leech Creek and Clover Creek; and
- Lakes such as Lake Steilacoom and American Lake.

In terms of the acreage of the park planning areas, they vary considerably ranging from the largest Area 5, with over 2,600 acres to the smallest and isolated, Area 9 of less than 300 acres. Generally speaking, the size bears no significance for the purpose of ensuring equitable, safe and convenient access to park and recreation services. The size and the configuration of any park planning area were solely



determined by the alignment and the location of the major physical barriers discussed above.

### **3.10.3 Inventory of Parks and Open Space**

Currently, the Parks, Recreation and Human Services Department manages a total of 14 park sites, totaling about 650 acres. The parks range in size from a large Fort Steilacoom Park of over 350 acres, serving visitors from a wide region, to Primley Park of less than 0.2 acre, serving a particular local neighborhood. While the majority of the current park assets are developed and well maintained, there are a few undeveloped or minimally maintained areas. Examples include Lakeland Park, Edgewater Park and some portions of developed parks kept in their natural state for residents to relax and enjoy, such as the well-preserved native oak woodland and meadows in Fort Steilacoom Park and the 20-acre natural area in Wards Lake Park.

The Department offers 15 play structures in various parts of the City. Among the ten parks managed for high-impact recreation purposes, each has at least one playground structure to welcome neighborhood users, such as toddlers learning how to navigate a slide.

Many smaller parks serving local neighborhoods, such as Active Park, Springbrook Park and Washington Park, have basketball courts for causal play. However, major sport facilities such as baseball and soccer fields are mostly provided in larger parks serving a wider community or the entire City/region, such as Harry Todd Park and Fort Steilacoom Park. In total, the City offers seven baseball fields, three soccer fields, five basketball courts, one tennis court and two skate parks.

Ten picnic shelters are provided in six major parks for community use. Four of them are located in Fort Steilacoom Park and two in Harry Todd Park. Fort Steilacoom Park also houses a very popular 22-acre dog park. Figure 3.5 shows the locations of all public open spaces in the City. Figure 3.6 shows park and recreation sources managed by alternative providers.

The City operates three boat launches at American Lake Park, Edgewater Park and Wards Lake Park. Beach access and swim areas are also available at American Lake Park and Harry Todd Park.

The City manages a total of over 51,000 feet of gravel paths, 22,300 feet of asphalt pathways and almost 5,000 feet of cement trails. Trails are provided in all types of parks, for both high and low-impact recreation pursuits. Restrooms in parks are highly desired by the public; however, maintenance and operation costs are a problem. Except Fort Steilacoom Park, which has restrooms open year-round, all other restrooms in American Lake Park, Harry Todd Park, Kiwanis Park and Wards Lake Park are seasonal.

The City has identified 13 street-ends adjacent to Waughop Lake, Lake Steilacoom, Gravelly Lake, and American Lake. Street-ends could be used for open space and recreation purposes. Figure 3.7 provides locations and lists recommendations for street-ends. The City offers a wide variety of recreation programs and life-long learning opportunities for all residents in the community. Annually, the City offers over 500 recreation activities with more than 2,500 hours. Programs currently offered comprise a variety of program areas, service areas, types and formats.

Park and recreation services are provided by alternative sources. Figure 3.8 shows the locations of both private and public golf courses found within the immediate vicinity of Lakewood. Schools also provide recreational opportunities throughout the community; Figure 3.9 shows the locations of 26 public schools within Lakewood. Community facilities are identified in Figure 3.10.

## **Analysis of Park Land and Facilities Needs**

### **3.10.4 Park and Recreation Demand**

In order to achieve the growth target of the Puget Sound Regional Council (PSRC) Vision 2040, Lakewood was allocated a target population growth of about 72,000 by 2030 and close to 77,000 upon full development. Thus, the Legacy Plan is obliged to address the recreation needs of 72,000 residents by 2030. Since Lakewood is mostly developed, much of the future population growth would likely occur

in areas where residential intensification occurs in the form of infill and mixed-use development. Also complicating park planning are three important factors:

- 1) Fort Steilacoom Park which is a regional park facility serving 900,000 visitors annually;
- 2) The past practice of deferring park maintenance; and
- 3) The absence of dedicated funding for park development.

The Legacy Plan, therefore, takes a different approach in estimating future park demand. Preparation of the Legacy Plan relied heavily on the 2010 community-wide needs assessment survey prepared by an outside consultant, Management Learning Laboratories. A questionnaire based on focus group meetings with different segments of the community, members of the parks staff, and recreation providers in Lakewood. Once the questionnaire was completed it was mailed to a random sample of residents. The data from the survey was analyzed to produce a set of recommendations.

### **Major Findings:**

The issues important to the respondents include neighborhood parks and family based recreation. While there were other areas of importance as well, overall, this community is interested in recreating with families in their local parks. Special events appear to be of importance to respondents. In general, a set of trends emerged in terms of programs and facilities. Although not in a specific hierarchical order, the following are the top issues that the City will want to address in the near-future and long-term:

- Neighborhood parks
- Safety and security of facilities
- Cleanliness of facilities
- Preservation of open space
- Family-based programs
- Cooperation with other entities including schools and businesses
- Quality of staff in terms of professionalism and courtesy
- Engage in fund raising through solicitation of sponsorships
- Programming for younger children with before and after school opportunities
- Better advertise location of facilities and programs

The needs assessment also examined Level of Service (LOS) to determine if there were a sufficient number of neighborhood parks located within the City to meet future population demand as well as identification of possible service duplications and gaps.

Survey participants were asked how far they were willing to walk to recreation facilities. Respondents to the needs assessment indicated a willingness to walk 18-21 minutes to a park or recreation area which constitutes a 0.75-mile service radius. Consequently, this Legacy Plan incorporates a 0.75-mile walking distance as the LOS for neighborhood parks equipped with playground facilities.

The new 0.75-mile LOS was applied to each of the 10 Lakewood park planning areas to determine any park service area duplications and gaps using GIS mapping of walkways, sidewalks, and other linkage networks.

Based on this assessment, Lakewood has three residential areas that are potentially underserved:

- North section of planning area 2 west of Bridgeport Way – which may be serviced by acquiring neighborhood park lands adjacent to Chambers Creek Regional Plan and/or by acquiring private park land near the Oakbrook County Club or the private Oakbrook Pool on Ruby.
- East section of planning area 8 east of Gravelly Lake – which could be serviced by developing a trail system around Gravelly Lake linking existing neighborhood parks and/or by developing a school-park at Tyee Park Elementary School.
- East section of planning area 10 east of I-5 – which may be serviced by developing and/or acquiring and redeveloping residentially zoned land adjacent to the industrial area. Woodbrook Middle School property has been rezoned industrial reserve.

Figure 3.11 illustrates the underserved areas based on 20 minute walk radius.

### **Intergovernmental Coordination Opportunities**

Currently, the parks, recreation and human services department has collaborated with close to one hundred partners, including public, private and non-profit agencies. These collaborations help manage or develop park resources, plan programs and events, deliver activities, market programs or share the use of facilities or program space.

For park development and management, the department has successfully partnered with public agencies including the County and the State to operate Fort Steilacoom Park and the Clover Park School District to develop a neighborhood-school park at Lake Louise Elementary School.

On the programming side, the department works with many agencies including the local school district, Pierce College and Pierce County, in addition to 40 nonprofit and local interest groups. Over 30 private organizations provide sponsorship and assist in joint marketing programs.

There are different forms of partnership agreements in place governing how relationships are managed. In some cases, these collaborations take the form of informal “handshakes” and in other situations, an interlocal agreement. While most partnerships are informal, the City has established interlocal agreements with Pierce County to rent space at the Lakewood Community Center and to maintain Fort Steilacoom Park. A third interlocal agreement is in place with the local school district to use a local elementary school site as a neighborhood-school park.

Volunteers are also important. Their contribution to overall operations is significant. Volunteers assist with dog park monitoring, are used as senior ambassadors, and perform invasive plant removal and general park maintenance. In 2013, volunteers provided over 7,000 hours of service.

Another important resource that supports annual basic park maintenance is the City’s Work Crew program. Created as an alternative sentencing program in the municipal court system to reduce jail housing costs, the work crew offenders perform community service hours in lieu of jail time and fines. Although the number of participants varies from week to week and season to season, the work crew provides about 10,000 hours each year in park maintenance support.

Work crew participants regularly support daily park rounds (litter and garbage removal, basic vandalism repairs and graffiti removal, parking lot clean up, weeding, and raking chips in the playgrounds) and provide seasonal clean up and special project support.

In monetary terms, volunteers and work crew participants together contribute \$220,000 to parks operations.

**GOAL LU-41:** Protect the open space and water access needs of future generations through acquisition, development and environmental stewardship.

Policies:

LU-41.1: Assess open space needs within each park planning area.

LU-41.2: Develop partnership and acquisition strategies to address open space deficiencies.

LU-41.3: Customize park design through the preparation of master site designs to ensure open space and water access needs are met.

LU-41.4: Protect public open space and water access for future use.

LU-41.5: Promote environmental stewardship by promoting public awareness, maximizing the use of public space for environmental education, and exploring the feasibility of developing

environmental education centers.

**GOAL LU-42:** Create safe access to open space through a connected system of urban, nonmotorized trails.

Policies:

- LU-42.1: Develop a connected system of nonmotorized trails throughout the City.
- LU-42.2: Develop off-street trails within City parks to encourage physical activity for park visitors.
- LU-42.3: Develop trails and linear urban parks within development sites to improve trail connectivity.
- LU-42.4: Secure resources for trail development and maintenance.

**GOAL LU-43:** Invest in a quality park and recreation system to enhance economic benefit.

Policies:

- LU-43.1: Create public spaces and amenities in the CBD to support downtown businesses and residents.
- LU-43.2: Encourage the development of open space and recreation amenities in business parks or other commercial areas to support workers and nearby residents.
- LU-43.3: Invest in Fort Steilacoom Park and Fort Steilacoom Golf Course to support regional use and generate economic benefit.
- LU-43.4: Promote tourism at regional and community parks and water access areas.
- LU-43.5: Ensure City parks are safe and clean to enhance the value of nearby properties.

**GOAL LU-44:** Secure sustainable and diverse funding to acquire, develop, maintain and operate the park and recreation system.

Policies:

- LU-44.1: Develop a long-term financial plan to support a sustainable park and recreation system.
- LU-44.2: Seek creative funding sources to meet the open space, water access and program needs of the community.
- LU-44.3: Create a legacy campaign to solicit funds to implement a comprehensive park and recreation system.

**GOAL LU-45:** Provide affordable, inclusive and accessible park and recreation services Citywide.

Policies:

- LU-45.1: Include a wide variety of quality programs to meet the diverse needs of the community.
- LU-45.2: Increase access to recreation opportunities in underserved areas. LU-
- 45.3: Seek creative alternatives to ensure program affordability.
- LU-45.4: Ensure equitable access to parks across the City.

LU-45.5: Facilitate and encourage the use of public transit and active transportation to access City parks and recreation programs.

LU-45.6: Seek public support for affordable, inclusive and accessible park and recreation services.

**GOAL LU-46:** Create a safe, strong, active and healthy community by providing a variety of open space and recreation opportunities.

Policies:

LU-46.1: Provide a wide range of park and open space amenities and facilities to support a safe and healthy community.

LU-46.2: Ensure park and facility design and maintenance support a safe and healthy community.

LU-46.3: Develop policies to support active living and healthy communities.

**GOAL LU-48:** Acknowledge Lakewood's cultural diversity by providing a wide range of park and recreation opportunities.

Policy:

LU-48.1: Raise cultural awareness by showcasing community cultures through recreation programming, supporting special events, displaying cultural art in parks and public places, and developing new partnerships with organizations that represent diverse ethnic backgrounds.

**GOAL LU-49:** Maintain and update the Legacy Plan goals, strategies, policies and procedures in response to changing needs, trends, performance outcomes and statutory requirements.

Policies:

LU-49.1: Maintain plan update cycle to ensure plan relevancy.

LU-49.2: Track performance outcomes to assess factors affecting plan implementation.

LU-49.3: Incorporate program evaluations and performance management into daily operations and annual work programs.

LU-49.4: Encourage the use of best practices in the management and operation of the parks and recreation system.

### **3.10.5 Arts, Culture, and History**

Arts, cultural activities, and historic preservation have a tremendous potential to improve the quality of life in Lakewood. These attributes can be incorporated at the development level in a variety of ways through architecture and development amenities to enliven public and private places and make them more appealing.

**GOAL LU-49:** Create a sense of place by encouraging private contributions and incorporating art and history in parks and public spaces.

Policies:

LU-49.1: Create visually appealing gateways by integrating art work, way-finding signs and

- LU-49.2: landscaping at City entry points and along major thoroughfares. Incorporate art and history in public spaces and support local art exhibits and performances throughout the City.
- LU-49.3: Install interpretive signs with interactive features in parks and public facilities to show and tell the history of the area.
- LU-49.4: Display art work in various locations to reflect the unique character of neighborhoods and the community.
- LU-49.5: Provide opportunities for program participants to showcase completed (visual and performing) art work in public spaces and events.
- LU-49.6: Support the development of performing arts facilities in or near the CBD.
- LU-49.7: Address on-going maintenance and operation impacts before installing art displays in City parks and public spaces.

**GOAL LU-50:** Recognize and support historically significant sites and buildings.

Policies:

- LU-50.1: Maintain an inventory of historic resources and a process for designating significant resources to guide preservation of significant properties and/or buildings.
- LU-50.2: Provide for methods such as monuments, plaques, and design motifs to recognize and/or commemorate historic structures or uses.
- LU-50.3: Support private individuals and groups working to preserve Lakewood's history through formal and informal liaisons.

### 3.11 Isolated Areas

Lakewood has three significant areas that are geographically isolated from the rest of the City: Springbrook, Woodbrook, and Tillicum. The first two are separated from the rest of the City by I-5 and are bordered on several sides by fenced military installations. The third is geographically contiguous to other parts of the City, but there are no direct road connections between Tillicum and other Lakewood neighborhoods.

As a result of this isolation, all three neighborhoods exhibit signs of neglect. Historically, both Woodbrook and Tillicum lack sewer systems. Beginning in June 2009, sewer trunk lines were installed in parts of both communities. Figure 3.12 shows the locations of major trunk lines in Lakewood-proper. Figure 3.13 shows the recently constructed sewer lines in Tillicum and Woodbrook. A small percentage of the Woodbrook properties and about one half of the Tillicum properties are connected, respectively, to sewers. It is the City's policy to connect all properties located within these neighborhoods to sewers based on available funding.

Most property is old, run down, and undervalued. Springbrook is dominated by a chaotic assortment of land uses arranged according to a dysfunctional street pattern. Despite relatively high-density housing, Springbrook's residents lack schools, or even basic commercial services. Given the multitude of crime and health problems plaguing these areas, unique approaches are needed for each neighborhood and are presented in the goals and policies below. Additional recommendations for Tillicum are included in Chapter 4, while Chapter 5 addresses economic development in Woodbrook.

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

Policies:

- LU-51.1: Provide for commercial and service uses for the daily needs of the residents within the neighborhoods.
- LU-51.2: Support the expansion of recreation and open space.
- LU-51.3: Provide pedestrian and bicycle paths within the neighborhoods and which connect to other neighborhoods.

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

Policies:

- LU-52.1: Enhance the physical environment of Tillicum through improvements to sidewalks, pedestrian-oriented lighting, street trees, and other pedestrian amenities.
- LU-52.2: Promote integration of Tillicum with the American Lake shoreline through improved physical connections, protected view corridors, trails, and additional designated parks and open space.
- LU-52.3: Identify additional opportunities to provide public access to American Lake within Tillicum.
- LU-52.4: Seek a method of providing alternate connection between Tillicum and the northern part of the City besides I-5.
- LU-52.5: Implement and as necessary update the Tillicum Community Plan.

**GOAL LU-53:** Improve the quality of life for residents of Springbrook.

Policies:

- LU-53.1: Promote higher residential densities in those portions of Springbrook that are most convenient to Lakewood Station, designated open space, and road and transit access.
- LU-53.2: Promote integration of Springbrook with Lakewood Station through improved pedestrian facilities, bicycle trails, and roadway connections, with special emphasis on 47<sup>th</sup> Avenue.
- LU-53.3: Protect residential areas in Springbrook from highway impacts through additional buffering measures, including acquiring open space easements adjacent to I-5.
- LU-53.4: Protect the riparian habitat and water quality of the portions of Clover Creek flowing through Springbrook with riparian setbacks and other methods.
- LU-53.5: Seek opportunities to provide public access to the portions of Clover Creek within Springbrook to better interrelate the neighborhood and natural environment.
- LU-53.6: Enhance the physical environment of Springbrook through improvements to sidewalks, open space and trails, pedestrian-scale lighting, street trees, and other pedestrian amenities.
- LU-53.7: Create a neighborhood business district at the intersection of Bridgeport Way and San Francisco Avenue.
- LU-53.8: Designate gateway entrances at Bridgeport Way, New York Avenue, and 47<sup>th</sup> Avenue, and implement urban design measures to establish their gateway character.

**GOAL LU-54:** Seek a smooth and efficient transition from residential to industrial use for American Lake Gardens.

Policies:



- LU-54.1: Monitor redevelopment plans and facilitate relocation assistance to residents as residential lands in American Lake Gardens convert to industrial uses in response to City-sponsored land-use redesignation.
- LU-54.2: Protect adjacent residential uses outside the City, including those associated with JBLM, from the impacts of industrial redevelopment through appropriate buffering measures.
- LU-54.3: Seek a means of promoting sewer extension to Woodbrook either as an integral part of or in order to spur industrial redevelopment.

### **3.12 Environmental Quality**

As Lakewood developed into an urban environment, much of the natural quality of the area was degraded and, in some instances, lost. In the future, enhancement and protection of the remaining natural environment will contribute significantly to the quality of life of Lakewood's citizens and deter the image of a "paved-over" urban environment.

Over the past several years, the City has taken steps to improve the environmental quality of the community. In 2004, Lakewood adopted new critical areas policies and revised environmental protection regulations. In 2014, Lakewood also adopted an updated shoreline management plan.

#### **3.12.1 Environmental Critical Areas**

**GOAL LU-55:** Provide appropriate protections for recognized environmental critical areas.

Policies:

- LU-55.1: Develop a natural resources program adequate to provide education, project review, code interpretation, and enforcement capabilities.

#### **3.12.2 Habitat Protection**

**GOAL LU-56:** Provide for the protection, conservation, and enhancement of habitat areas for fish and wildlife.

Policies:

- LU-56.1: Integrate environmental considerations into all planning efforts and comply with all state and federally mandated environmental legislation.
- LU-56.2: Identify endangered or threatened species occurring within the City and preserve their habitat.
- LU-56.3: Provide for identification and protection of wildlife habitats with an emphasis on protection of wildlife corridors and linking remaining habitat pockets within the City.
- LU-56.4: Promote the restoration of riparian (streamside) areas to preserve and enhance their natural function of providing fish and wildlife habitat and protecting water quality.
- LU-56.5: Preserve and protect native vegetation in riparian habitats and integrate suitable native vegetation in residential and commercial landscapes.
- LU-56.6: Identify specific programs of stream restoration for Chambers, Clover, and Flett creeks.
- LU-56.7: Identify the potential for restoring additional stretches of Ponce de Leon Creek.

LU-56.8: Provide fish and wildlife habitat of sufficient diversity and abundance to sustain existing indigenous fish and wildlife populations.

### **3.12.3 Shorelines**

**GOAL LU-57:** Preserve the natural character and ecology of shorelines while balancing public access and recreational opportunities.

Policies:

LU-57.1: Preserve the ecology and wildlife habitat characteristics of shorelines.

LU-57.2: Expand public ownership of shorelines and opportunities for access to lakes.

LU-57.3: Post all lake public access points to help ensure safe use of the lakes during reasonable hours.

LU-57.4: Participate in Watershed Resource Inventory Area (WRIA)-12 watershed cooperative planning efforts in compliance with the State's non-point source pollution prevention program (WAC 173-512).

### **3.12.4 Flood Management**

**GOAL LU-58:** Preserve the natural flood storage function of floodplains.

Policies:

LU-58.1: Promote non-structural methods in planning for flood prevention and damage reduction.

LU-58.2: Protect life and property by restricting development within the 100-year floodplain.

LU-58.3: Minimize fill of 100-year floodplains and require the retention of flood water storage capacity.

LU-58.4: Acquire vacant lands and/or underdeveloped properties within the Flett Creek Basin.

### **3.12.5 Wetland Protection**

**GOAL LU-59:** Preserve and protect wetlands in the City.

Policies:

LU-59.1: Regulate development to protect the functions and values associated with wetland areas.

LU-59.2: Avoid impacts and mitigate wetland impacts consistent with federal and state laws.

LU-59.3: Provide for long-term protection and "no net loss" of wetlands by function and values.

LU-59.4: Consider wetlands banking as a method to mitigate the potential loss of wetland functions.

### **3.12.6 Urban Forestry**

**GOAL LU-60:** Institute an urban forestry program to preserve significant trees, promote healthy and safe trees, and expand tree coverage throughout the City.

Policies:

LU-60.1: Establish an urban forestry program for the City.

LU-60.2: Promote planting and maintenance of street trees.

LU-60.3: Provide for the retention of significant tree stands and the restoration of tree stands within the City.

### **3.12.7 Water Quality**

**GOAL LU-61:** Enhance and protect water quality.

Policies:

LU-61.1: Preserve the amenity and ecological functions of water features through planning and innovative land development.

LU-61.2: Manage water resources for the multiple uses of fish and wildlife habitat, recreation, flood management, water supply, and open space.

LU-61.3: Maintain and protect surface water quality as defined by federal and state standards and rehabilitate degraded surface water.

LU-61.4: Monitor quality of water draining into all public water bodies. Coordinate with the data needs of lake management (see Policy LU-62.7).

LU-61.5: Extend sanitary sewers to unsewered areas of Lakewood with priority for those areas bordering or hydrologically related to American Lake.

LU-61.6: Support initiatives to reduce impervious surfaces, prevent surface erosion, decrease the use of fertilizer and pesticides, and prevent contamination of stormwater runoff.

LU-61.7: Prepare lake management studies for Lake Louise, Gravelly Lake, Waughop Lake and Lake Steilacoom to determine pollutant sources.

LU-61.8: Work with local water districts and Pierce County to establish development review procedures to notify the entities of all development applications within wellhead protection areas that require hydrologic assessment or SEPA response.

LU-61.9: Work cooperatively with local water districts to maximize protection of wellheads and aquifers. Support ongoing efforts to:

- Educate citizens and employers about Lakewood's dependency on groundwater.
- Establish and maintain public awareness signs delineating the boundaries and key access points to the Lakewood Water District's wellhead protection areas.
- Maintain groundwater monitoring programs.
- Implement a well decommissioning program for all unused wells.
- Coordinate planning and review of drainage, detention, and treatment programs within wellhead protection areas.

LU-61.10: Modify development regulations to limit impervious surfaces in aquifer recharge areas.

LU-61.11: Cooperate with local water districts, adjoining jurisdictions, and military installations to:

- Develop and implement a common system to reflect land use risks across all wellhead protection areas.
- Establish and maintain an integrated regional wellhead protection data mapping, analysis, and updating system.
- Enhance stormwater drainage, detention, and treatment programs.

### **3.12.8 Geological Risk Management**

**GOAL LU-62:** Protect the natural topographic, geologic, and hydrological function and features within the City.

Policies:

LU-62.1: Protect life and property from seismic hazards.

LU-62.2: Minimize cut and fill modification of topography or hydrological features and functions.

LU-62.3: Allow clearing, grading, or other land alteration of property only for approved development proposals.

LU-62.4: Minimize land erosion through best management practices.

LU-62.5: Prohibit development of steep or unstable slopes.

### **3.12.9 Air Quality**

**GOAL LU-63:** Meet federal, state, regional, and local air quality standards through coordinated, long-term strategies that address the many contributors to air pollution.

Policies:

LU-63.1: Promote land use and transportation practices and strategies that reduce the levels of air-polluting emissions.

LU-63.2: Ensure the retention and planting of trees and other vegetation to promote air quality.

LU-63.3: Limit wood burning generated air pollution through restrictions of wood burning fireplaces in new and replacement construction.

### **3.12.10 Noise**

**GOAL LU-64:** Control the level of noise pollution in a manner that promotes the use, value, and enjoyment of property; sleep and repose; and a quality urban environment.

Policies:

LU-64.1: Protect residential neighborhoods from exposure to noise levels that interfere with sleep and repose through development regulations, noise attenuation programs, and code enforcement.

LU-64.2: Work with JBLM to minimize noise exposure at McChord Field and development of noise attenuation programs within the air corridors.

LU-64.3: Require new development along arterial streets, I-5, SR 512, and within the air corridors to include noise attenuation design and materials where necessary to minimize noise impacts from roadways and aircraft.

LU-64.4: Work with the Washington State Department of Transportation (WSDOT) to mitigate freeway and highway noise, while addressing aesthetic concerns.

LU-64.5: Work with the Washington State Department of Transportation (WSDOT) Rail Division, Sound Transit, Tacoma Rail, and/or Burlington Northern and Santa Fe to mitigate railroad noise, while addressing aesthetic concerns.

LU-64.6: Integrate natural vegetation and design considerations in noise mitigation and

attenuation projects to promote aesthetic concerns.

#### **3.12.11 Hazardous and Toxic Materials Management**

**GOAL LU-65:** Minimize the danger of use, storage, and transportation of hazardous and toxic materials within the City.

Policies:

LU-65.1: Provide for the declaration and analysis of the use, storage, and transportation of hazardous and toxic materials within the City. Identify specific routes for the transportation of hazardous materials in the City.

LU-65.2: Protect life, property, and the environment from exposure to hazardous and toxic materials.

LU-65.3: Enforce international building and fire codes, and work with businesses to make sure that proper inventories of hazardous materials are provided.

### **3.13 Nonconformities**

Lakewood is a largely built-out urban area. The historic pattern of land use has occurred in a haphazard manner in many portions of the community. As the City continues to implement its plan for the future, some existing development will no longer conform to this plan and regulations. Existing development may fail to conform in terms of the way the land is being used, compared to uses allowed under the area's zoning ("nonconforming uses"), or it may fail to conform to specific development standards such as setbacks, height, bulk, signage, or other regulatory aspects ("other nonconformities"). This section outlines the City's intent in addressing nonconformities of both types.

#### **3.13.1 Conversion of Nonconforming Uses**

**GOAL LU-66:** Pursue the transition of nonconforming uses and structures to encourage more conforming uses and development patterns.

Policies:

LU-66.1: Provide for the continued operation, maintenance, and minor repair of nonconforming uses that were legally established but are no longer in compliance with the Comprehensive Plan or development regulations.

LU-66.2: Restrict nonconforming uses from increasing their scale or the intensity of the nonconformity.

LU-66.3: Require that parcels containing nonconforming uses be brought into compliance at the time these nonconforming uses cease to operate or are significantly damaged.

#### **3.13.2 Compliance**

**GOAL LU-67:** Facilitate the compliance of other nonconformities with current development standards.

Policies:

LU-67.1: Provide for the continued operation, maintenance, and minor repair of other nonconformities that were legally established but are no longer in compliance with development standards.

LU-67.2: Restrict other nonconformities from increasing the scale or the intensity of the nonconformity.

- LU-67.3: Require that other nonconformities be brought into compliance at the time they are significantly damaged or replaced.
- LU-67.4: Allow for replacement, or reduction without meeting current standards, of other nonconformities if bringing the nonconformity into compliance would effectively prohibit that use of the property (e.g., lot size or dimensions are such that standard setbacks could not be achieved, etc.)
- LU-67.5: Encourage the assembly of substandard lots whose platted size do not realistically allow them to meet contemporary development standards.

### **3.13.3 Other Considerations**

**GOAL LU-68:** In targeted areas, consider the continuation of nonconforming uses that support other specified goals such as economic development, housing, etc. on a flexible basis.

Policies:

- LU-68.1: Identify specific areas where strict abatement of nonconforming uses could be contrary to other City goals and policies that are determined to be of a higher immediate priority.
- LU-68.2: Identify and implement a process to enable targeted nonconforming uses to persist, which addresses the manner of the nonconformity and how bringing it into compliance would deter higher priority goals and policies, and the extent to which the nonconformity may be allowed to remain.

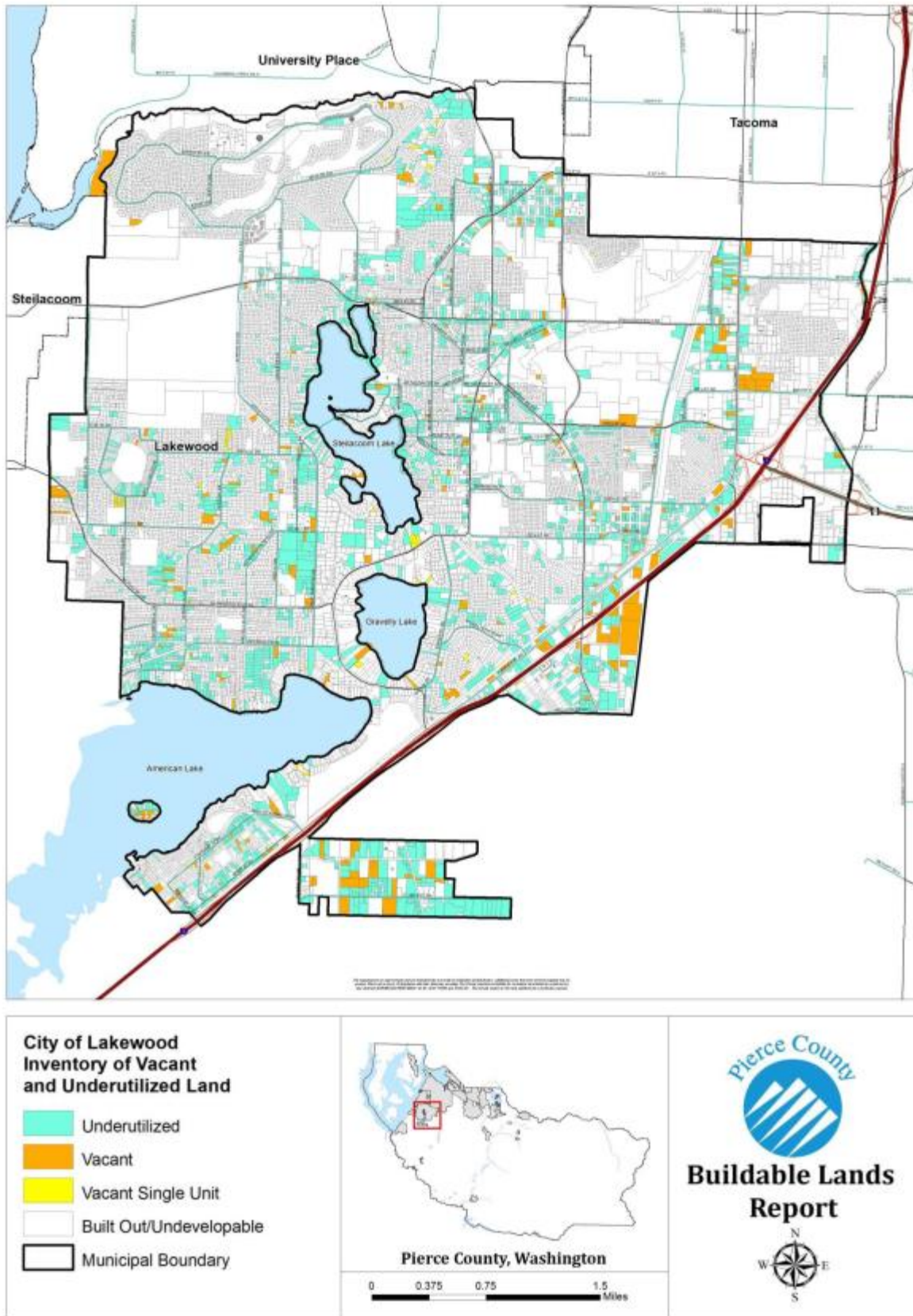


Figure 3.1



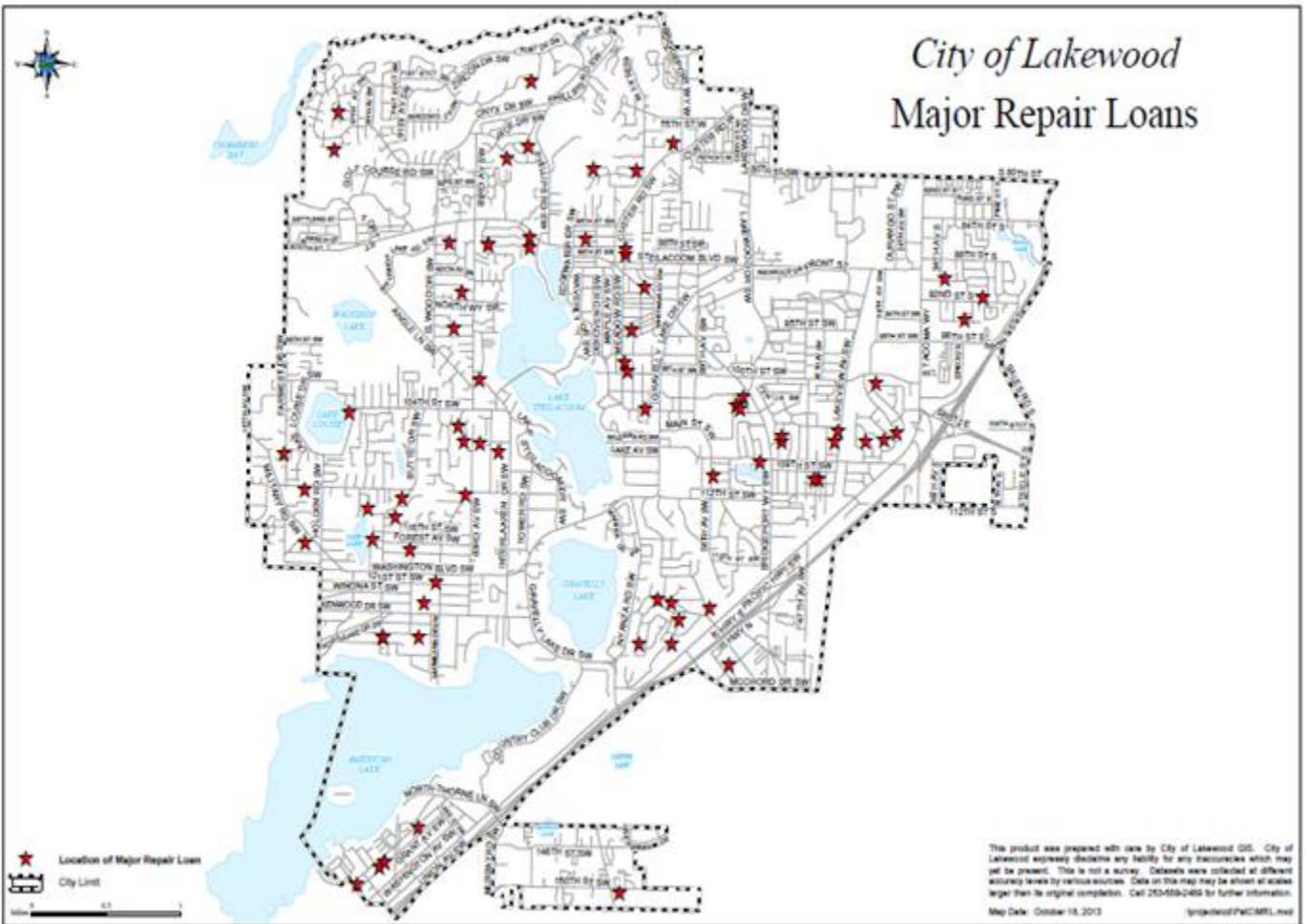


Figure 3.2

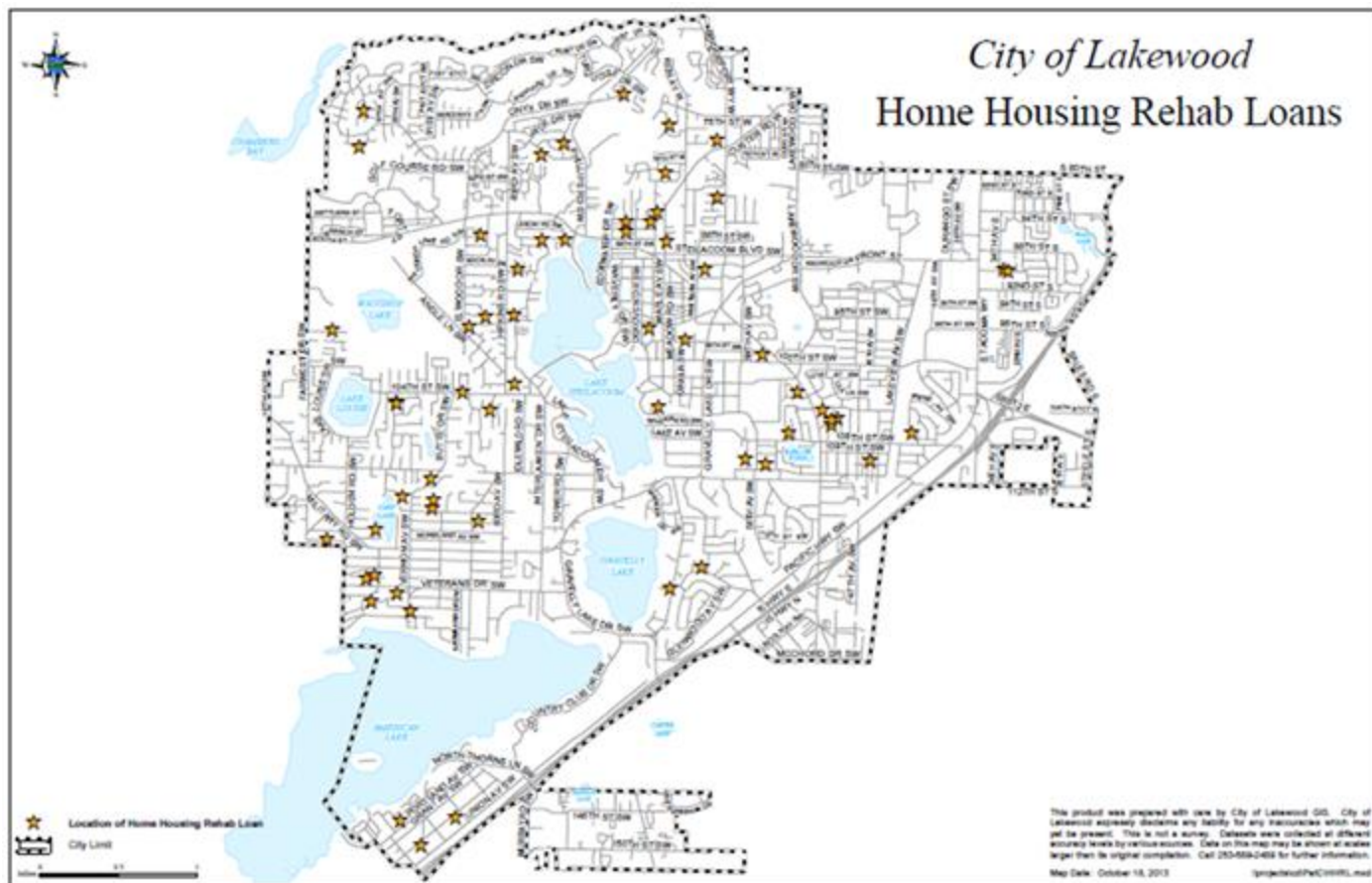


Figure 3.3

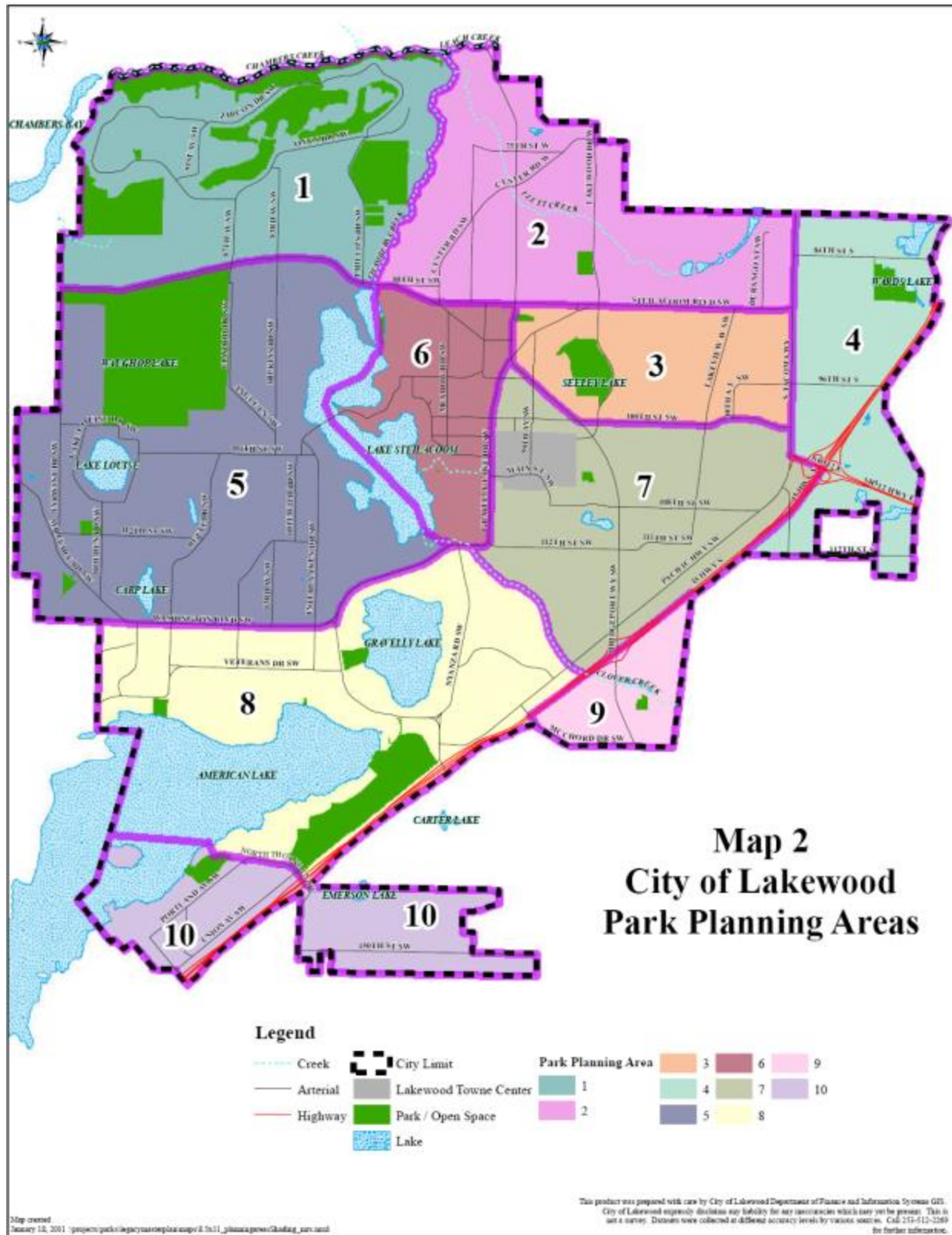
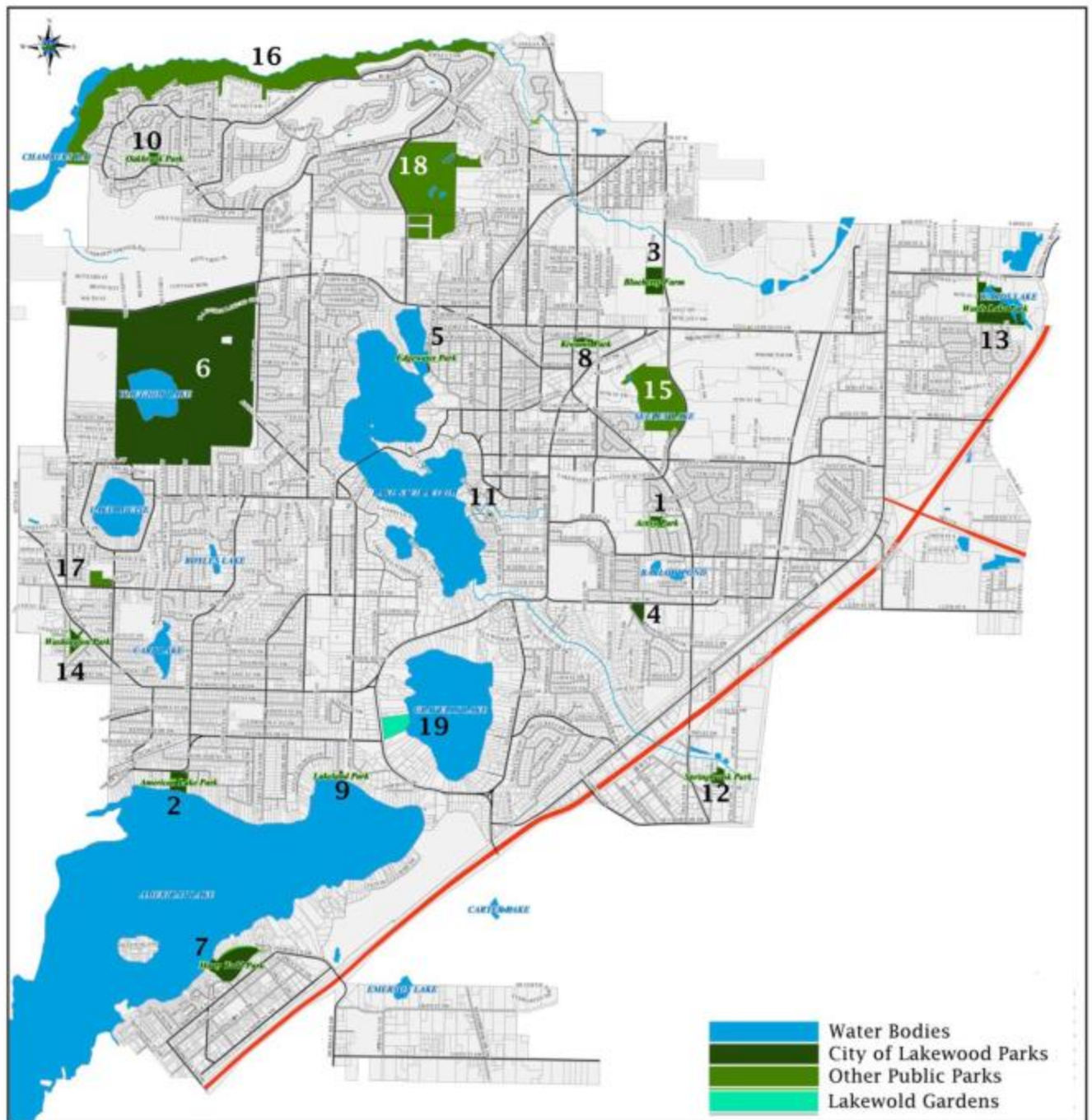


Figure 3.4





### Public parks

#### City of Lakewood

- 1 Active Park
- 2 American Lake Park
- 3 Blueberry Park
- 4 Community Garden
- 5 Edgewater Park
- 6 Fort Steilacoom Park
- 7 Harry Todd Park

- 8 Kiwanis Park
- 9 Lakeland Park
- 10 Oakbrook Park
- 11 Primley Park
- 12 Springbrook Park
- 13 Wards Lake Park
- 14 Washington Park

#### Pierce County

- 15 Seeley Lake Park
  - 16 Chambers Creek Regional Park
- Other public parks
- 17 Lake Louise School Park
  - 18 S Puget Sound Urban Wildlife Area
  - 19 Lakewold Gardens

Figure 3.5

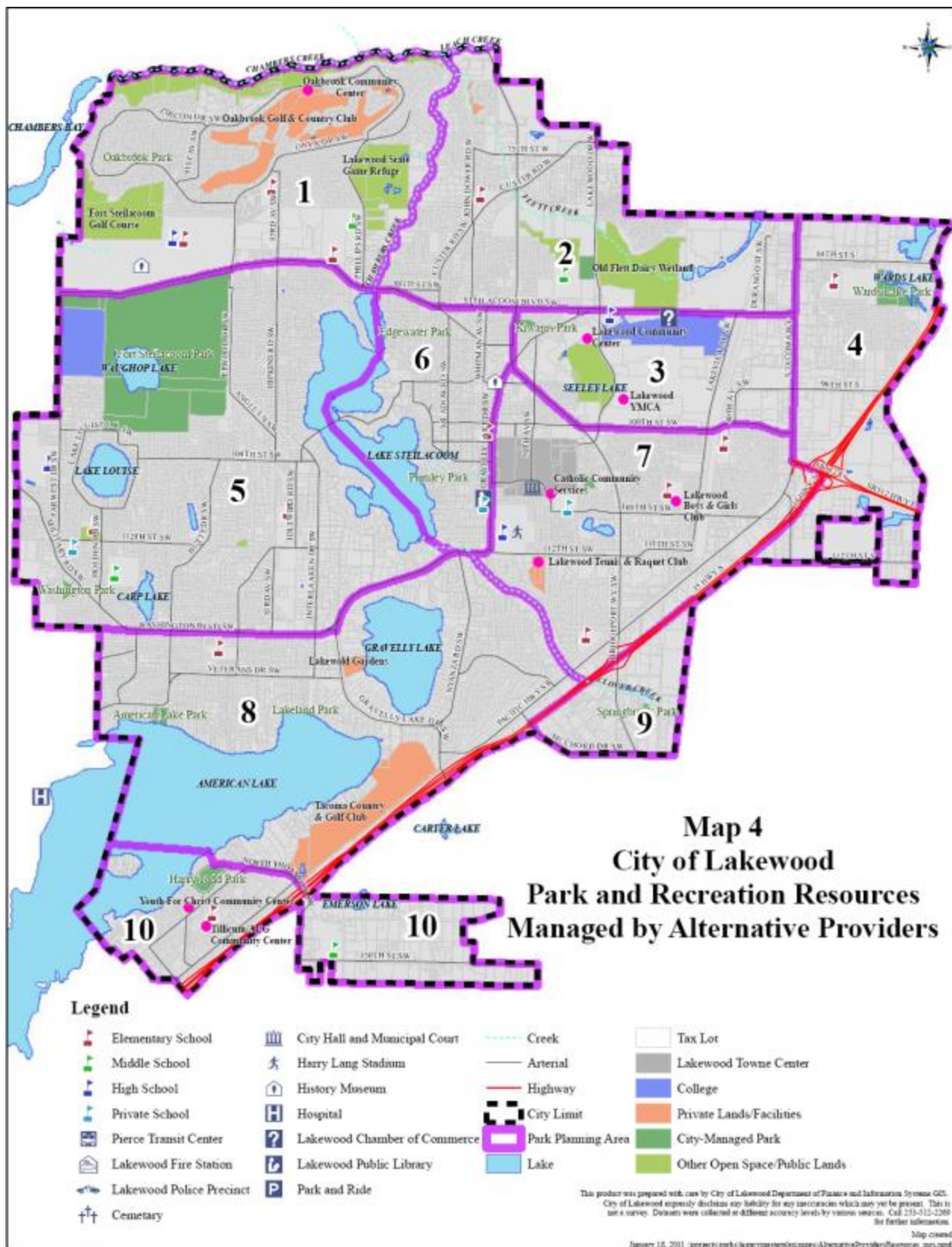
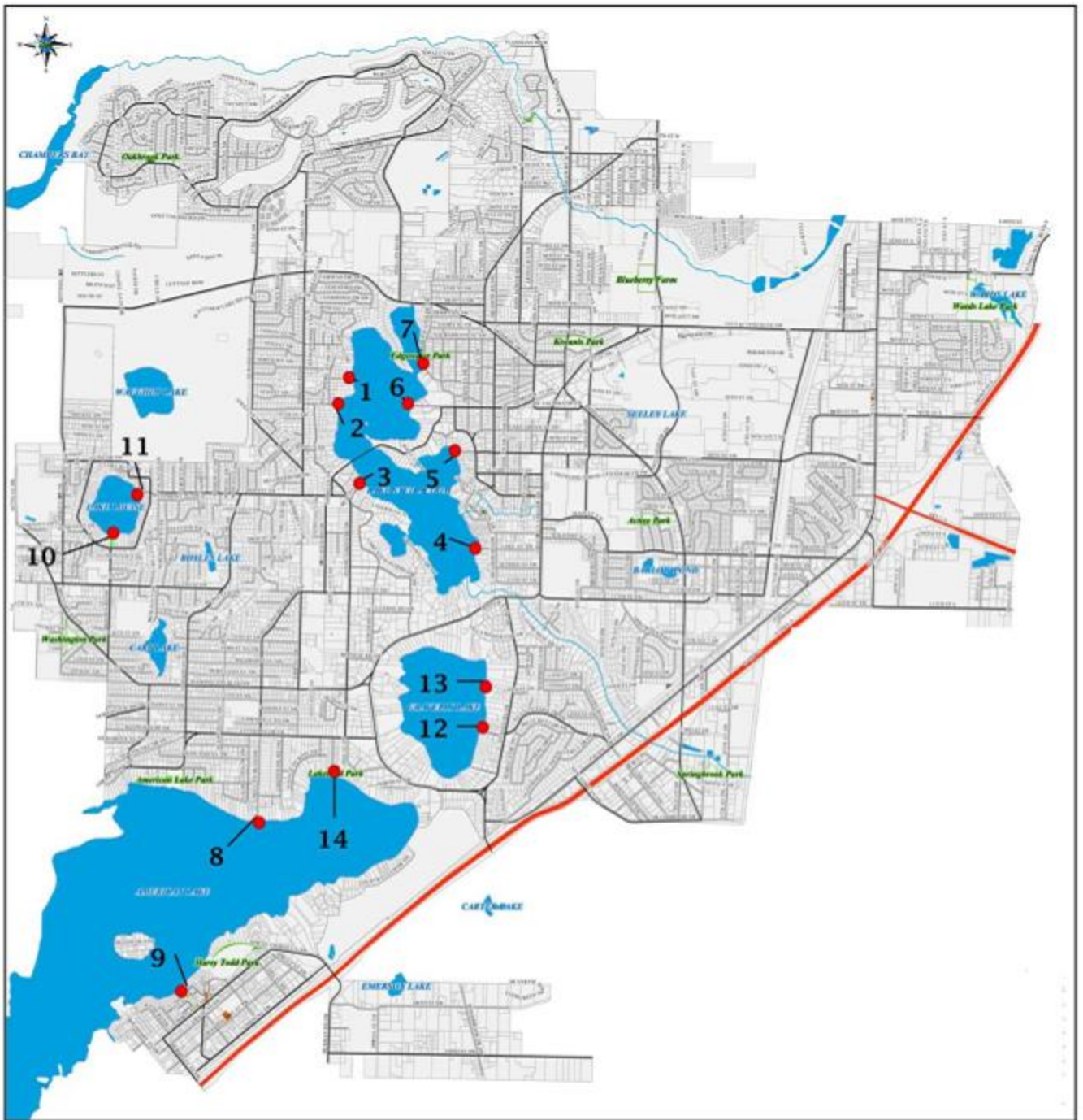


Figure 3.6





### Street ends

#### Improve/develop

- 1 Westlake Avenue
- 3 Beach Lane
- 7 Edgewater/Foster
- 8 Lake City Boulevard
- 9 Wadsworth
- 10 104th/Melody Lane

- 11 Holden
- 14 Lakeland Avenue

#### Leave as is

- 12 Hilltop Lane
- 13 Linwood Lane

#### Lease

- 2 MtTacoma Drive
- 4 Lake Avenue

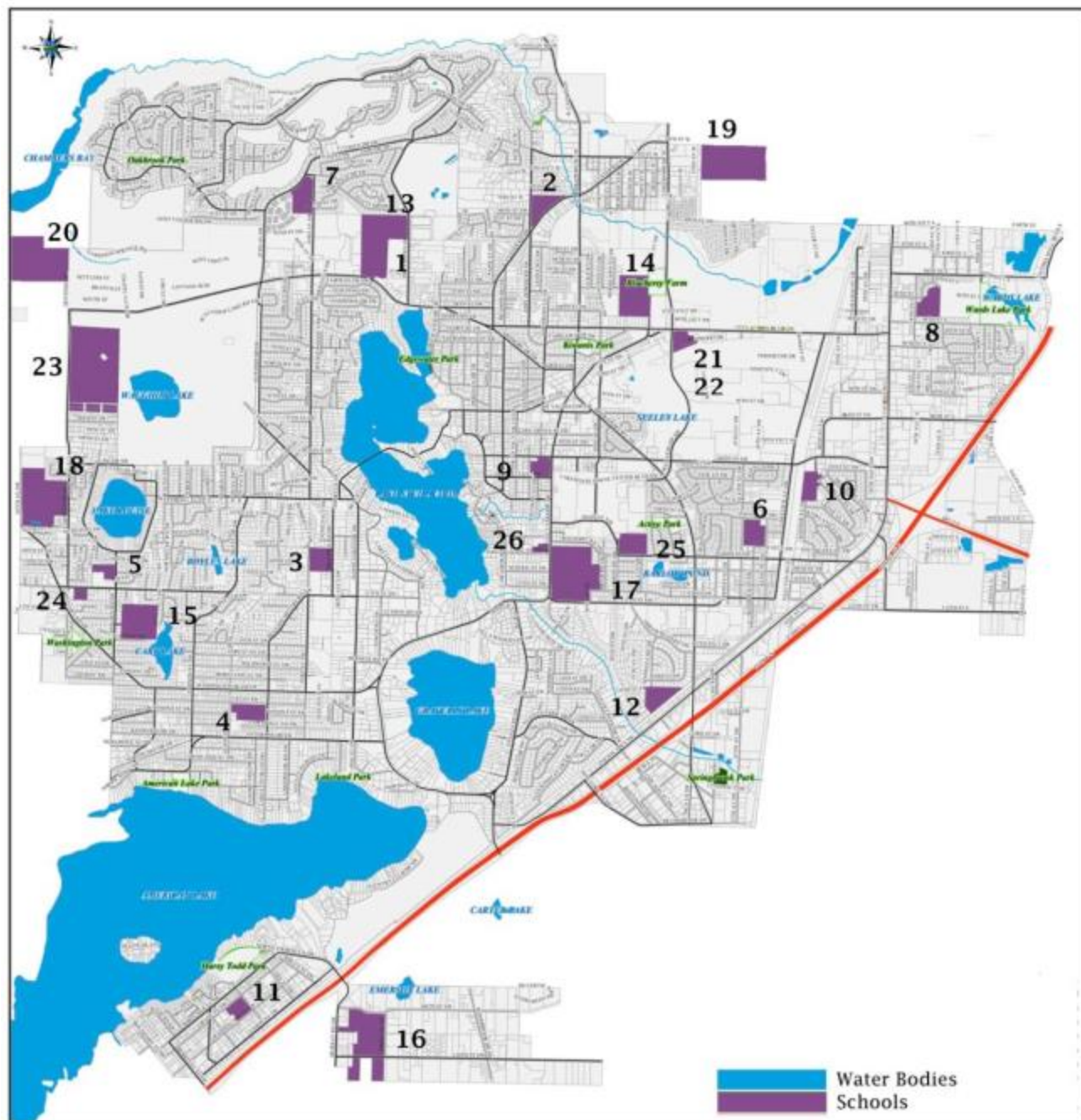
#### Vacate/sell

- 5 100th Street
- 6 Holly Hedge Drive

Figure 3.7

Figure 3.8





### Schools

- |                          |                         |                                   |
|--------------------------|-------------------------|-----------------------------------|
| 1 Custer Elementary      | 10 Southgate Elementary | 19 Mt Tahoma High                 |
| 2 Dower Elementary       | 11 Tillicum Elementary  | 20 Steilacoom High                |
| 3 Idlewild Elementary    | 12 Tyee Park Elementary | 21 Harrison Preparatory           |
| 4 Lake City Elementary   | 13 Hudtloff Middle      | 22 Lakewood Career Academy        |
| 5 Lake Louise Elementary | 14 Lochburn Middle      | 23 Pierce College Fort Steilacoom |
| 6 Lakeview Elementary    | 15 Mann Middle          | 24 Lakewood Lutheran School       |
| 7 Oakbrook Elementary    | 16 Woodbrook Middle     | 25 St Francis Cabrini Elementary  |
| 8 Oakwood Elementary     | 17 Clover Park High     | 26 St Mary Elementary             |
| 9 Park Lodge Elementary  | 18 Lakes High School    |                                   |

Figure 3.9



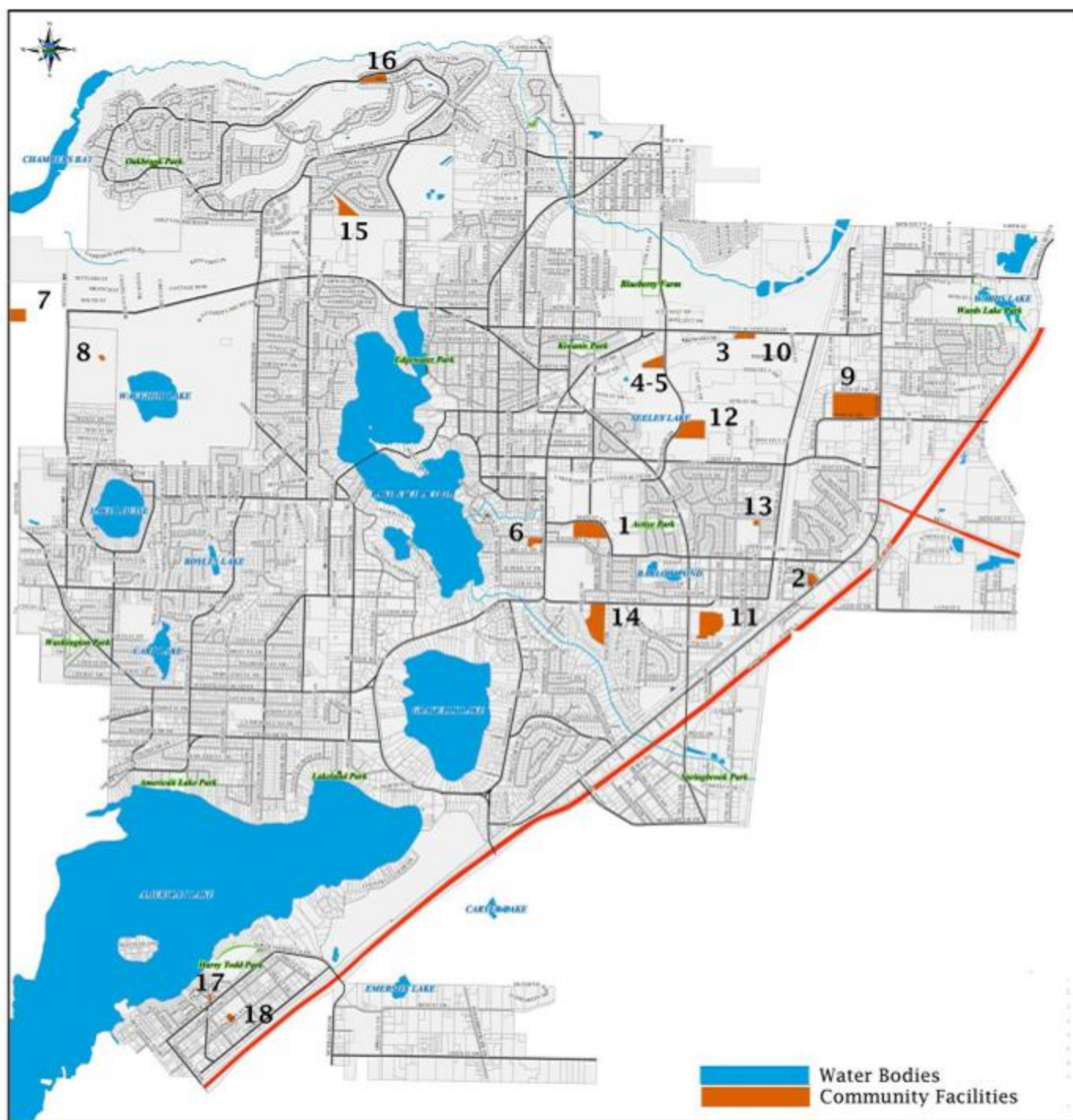


Figure 3.10

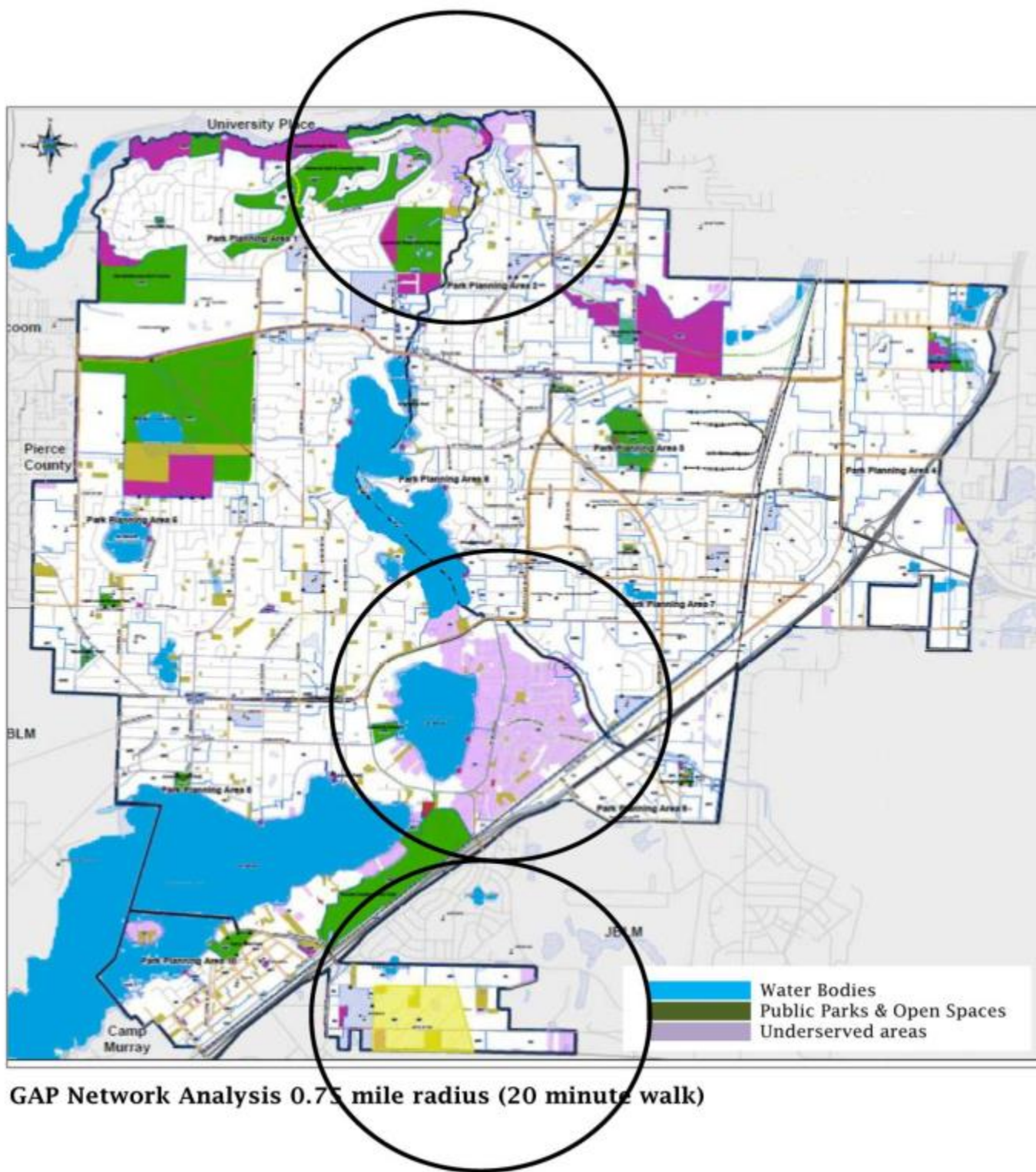


Figure 3.11



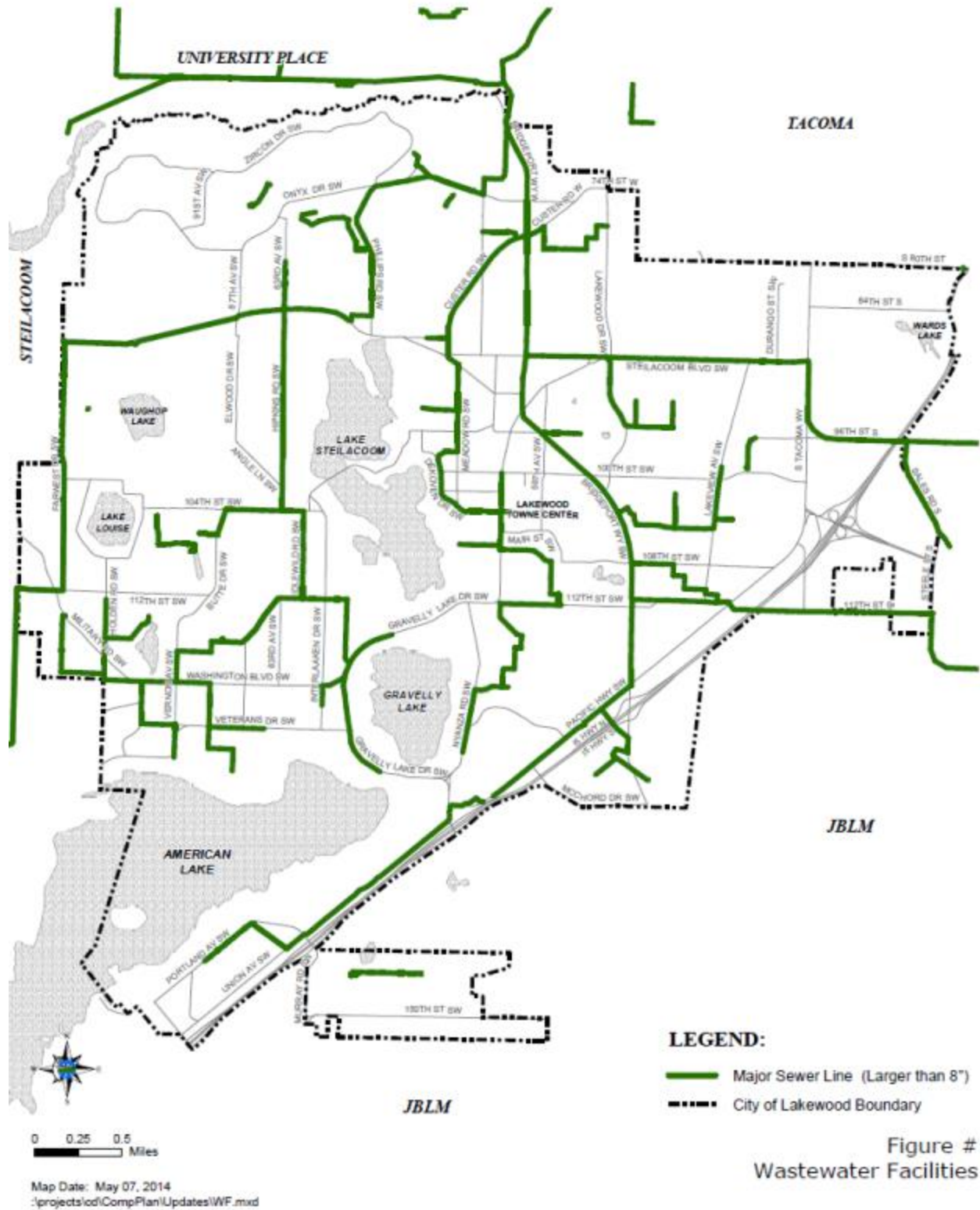


Figure 3.12

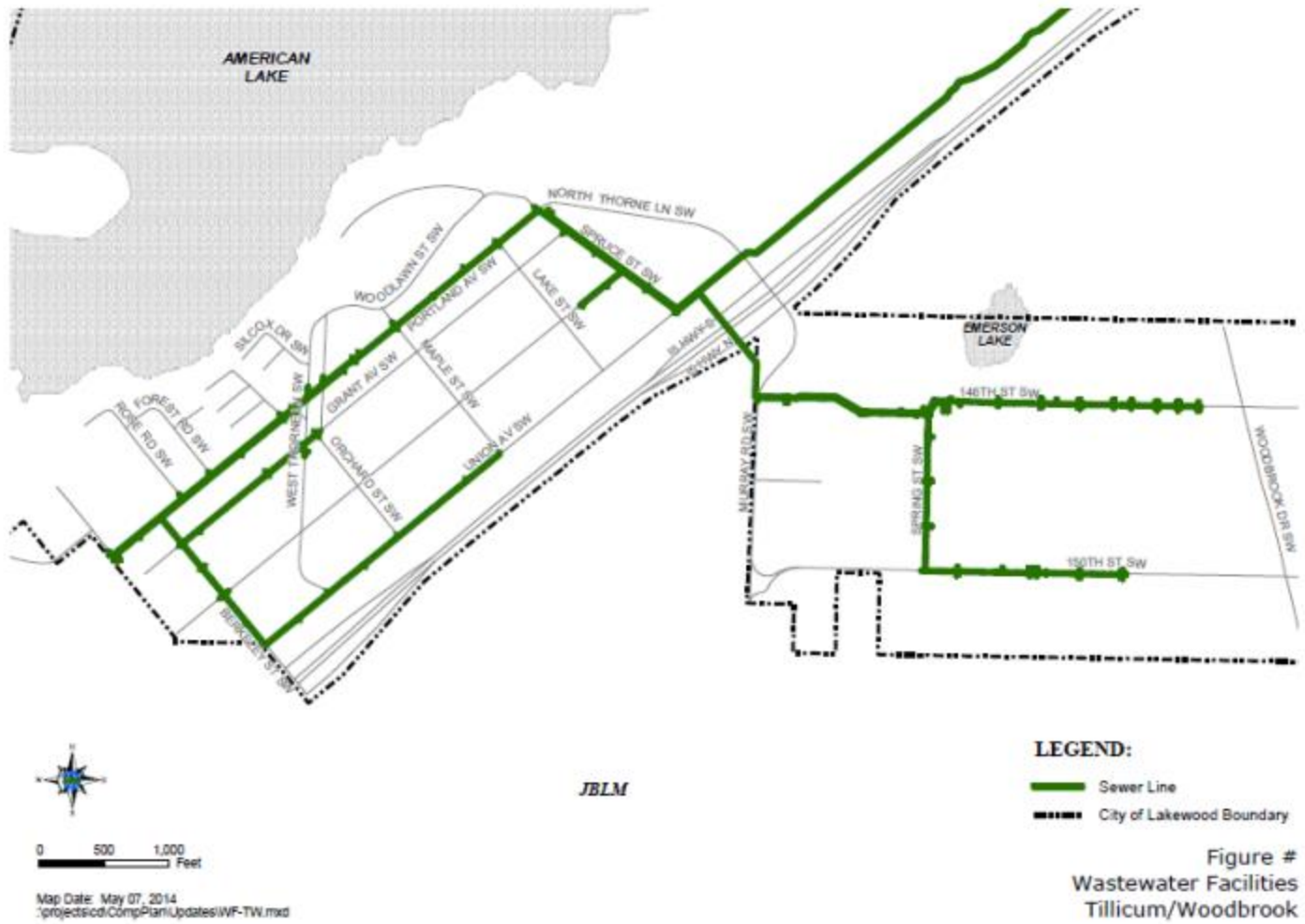


Figure 3.13

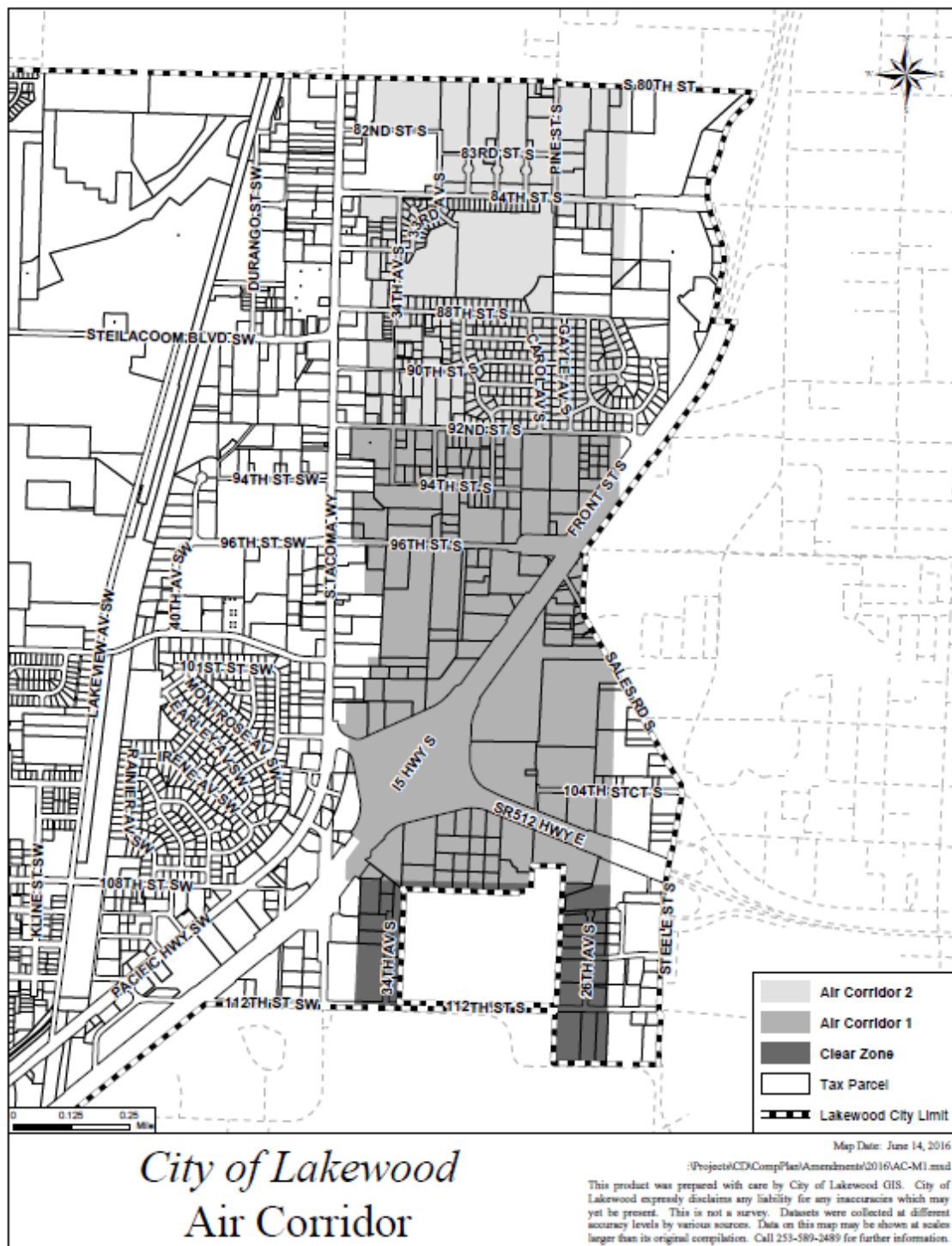


Figure 3.14

# 4.0 URBAN DESIGN AND COMMUNITY CHARACTER

## 4.1 Introduction

This chapter describes the community's vision for the development of Lakewood's physical environment. It presents a framework of priority roads, gateways, open space connections, and focus areas, followed by the goals and policies to achieve the vision.

Upon incorporation, Lakewood ceased to be a small part of a larger entity and instead became its own place. With the status of cityhood has come a need for identity and sense of place. Lakewood's citizens have strongly expressed the need for the community to take control of its image, to grow into a recognizable city with a strong civic center, and to eliminate the negative aspects of its past.

In the citizens' visioning sessions that took place at the beginning of the comprehensive planning process, urban design was identified as the most urgent planning issue before the City. This was a significant occurrence, as it is somewhat unusual for urban design to achieve such a high profile when compared to other pressing civic issues such as transportation, public safety, and human services. Participants expressed a desire for a plan that develops a foundation for building a "heart of the city," creates beautiful entrances to the city ("gateways"), creates a legacy of interconnected parks and green spaces, and identifies and preserves the best natural and built features that Lakewood has to offer. They wanted a more pedestrian-oriented city with attractive streets and an environment that helps orient and guide visitors.

This chapter begins the process of fulfilling a community vision of Lakewood as a fully evolved city that combines a defined sense of place and a collective unity of spirit as evidenced by an appealing, functional environment. Five major urban design building blocks are defined in this chapter to work toward this goal.

First, urban design needs related to specific land-use categories are discussed. Secondly, the relationship of urban design to transportation planning is presented, and some street classifications related to urban design are presented. Next, a physical framework plan identifies the key elements that define the city's physical structure in terms of its open space network, civic boulevards, and major gateways. Urban design strategies for specific focus areas are presented, along with specific actions for implementation. Finally, overall urban planning goals and policies are identified to guide development of Lakewood's physical environment.

The three urban design focus areas that are singled out for special attention are: the CBD, Lakewood Station district, and Tillicum. These three focus areas are crucial to the city's image and are parts of the city where substantial change is planned that will create a rich mixture of land uses in a pedestrian oriented environment. To achieve this level of change, substantial public investment and standards for private development will be needed.

There are limitations as to how urban design can be addressed at the comprehensive planning level. For this reason, this chapter recommends the future preparation of subarea plans to address priority areas at a scale allowing for the necessary attention to detail. Pending these detailed studies, adherence to the goals and policies shown here will assist the City in carrying out some of its most pressing development priorities such as City Hall construction, continued redevelopment of the Lakewood Mall into Lakewood Towne Center, development of transit oriented residential projects around the Sound Transit commuter rail station, and preservation of strong single-family neighborhoods.

## 4.2 Relationship Between Urban Design and Land-Use Designations

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

### 4.2.1 Residential Lands

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

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

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

### 4.2.2 Commercial Lands

Urban design is particularly important in commercial areas to create vibrant and interesting places for people to shop, dine, and meet. The following factors should be considered in developing commercial areas:

Corridor Commercial: New commercial development within this designation is likely to continue to be predominantly auto-oriented. Encourage the redevelopment of streets, bicycle paths, transit stops, street trees, and sidewalks along these commercial corridors, and reduce the number of curb cuts and surface parking lots fronting onto streets. Establish building design and signage standards and guidelines to provide a unified, attractive character to these commercial corridors. Visually, these areas are to appear dedicated to commerce but should not be unduly cluttered or chaotic looking. Individual character in areas such as the International District should be promoted.

Neighborhood Business District: Development within this designation serves the immediate surrounding neighborhood with goods and services. These are pedestrian-scaled business districts within close walking distance to medium and high-density residential areas. New development should have a strong pedestrian orientation with improved sidewalks along key pedestrian streets. On-street parking should be provided to assist in slowing traffic through the business district and providing a sense of pedestrian safety. The design of the neighborhood business district should reflect the scale of adjacent residential areas. Streetscape design may emphasize a special neighborhood character and a richer palette of materials, including public artworks. Green street connections emphasizing pedestrian safety should link neighborhood business districts to surrounding residential neighborhoods. These districts should have the feel of a small village hub which serves as the focus of community life.

### 4.2.3 Industrial Lands

Industrial areas require less extensive urban amenities, but urban design is still important to create economically viable and attractive industrial sites. The following factors should be considered in developing industrial properties:

Emphasis is on employment-generating uses, including light manufacturing, warehousing and distribution, and business park activities. Perimeter buffer areas should clearly define the site's geographic boundaries, minimizing visual, acoustic, or other impacts to adjacent users, reducing the nuisance potential of these land uses. Sources of noise, dust, light, or other potential nuisances should be sited properly to shield adjacent land uses. Entryways to industrial sites should be visually attractive, as they tend to be the only public expression of design for these uses.

Way-finding is critical for persons making pickups and deliveries at industrial sites. Consequently, signage should clearly identify principal entrances and loading docks for each business. Resistance to theft, vandalism, and personal crimes should also be a prime design consideration. Freight traffic must be accommodated through use of proper turning radii, consolidated access points, adequate turning lanes, turning pockets and sight distances, and clear freeway access routes. The needs of rail access should be accounted for, and conflicts with pedestrians and vehicles minimized. Minimum landscaping standards adequate to prevent large areas of parking from dominating the landscape should be required. Stormwater detention basins should be developed as attractive features of the natural landscape, with attention to appearance, landscaping, biofiltration, and potential for providing wildlife or open space resources.

## 4.3 Relationship Between Urban Design and Transportation

**Table 4.1: Urban Design Street Classifications.**

Urban Design Classification	Primary Function	Design Characteristics
Civic Boulevards	To provide a positive civic image and sense of identity along key arterials functioning as entranceways into the city or key commercial areas of the city while maintaining adequate levels of service for high traffic volumes.	Should include full sidewalks with planting strips, curb ramps, crosswalks, and traffic control at all intersections; street trees, attractive street furniture, special attention to bus shelter areas; and decorative lighting. May include planted medians, decorative pavements, on-street parking, and special signal mounting. Should be considered an opportunity for public art.
Green Streets	To provide for a high level of pedestrian function, protect pedestrians from conflicts with vehicles, and provide pedestrian amenities. Some Green Streets may act as "urban linear parks".	Full sidewalks or sidewalks with planting strips; curb ramps, crosswalks, and traffic control at all intersections; street trees; street furniture including seating in appropriate locations; bike lanes and facilities, and pedestrian oriented lighting.
Internal Gateways	To create a positive sense of entry into a district, create a sense of neighborhood identity, and provide way-finding and orientation functions.	Significant landscaping, way-finding and orientation devices, public art, special pavements, street furnishings. Finer scale, greater emphasis on pedestrians than with external gateways.



External Gateways	To create a positive sense of entry into the city, as well as providing way-finding and orientation functions.	Significant landscaping, way-finding and orientation devices, public art, special pavements, street furnishings. Larger scale, greater emphasis on vehicular experience than with internal gateways.
-------------------	--	--

**Civic Boulevards:** These are the key vehicular routes people use to travel through or to districts and neighborhoods. These road corridors should be a priority for improvements to vehicular and pedestrian functioning and safety, and for general streetscape improvements such as street trees, street lighting, landscaping, signage and pedestrian sidewalks, building orientation, and the location of on-street parking. They have been identified as civic boulevards due to the prominent role they play in carrying people into the city and therefore creating an image of the city. The urban design framework plan identifies the following arterials as civic boulevards: the full length of Bridgeport Way, Gravelly Lake Drive from Nyanza Boulevard to Steilacoom Boulevard, 100th Street from South Tacoma Way to Gravelly Lake Drive, and the entirety of S. Tacoma Way and Pacific Highway Southwest, the entire length of Steilacoom Blvd., Veterans Drive from Vernon Ave. to Gravelly Lake Drive, Washington Blvd. from Military Road to Gravelly Lake Drive, and Military Road from 107th Ave. to Washington Blvd, as well as N. Thorne Lane and Union Avenue in Tillicum (Table 4.2).

**Table 4.2: Civic Boulevards.**

<b>Civic Boulevards</b>	<b>Locations</b>
Bridgeport Way	Full length
Gravelly Lake Drive 100th Street	from Nyanza Boulevard to Steilacoom Boulevard from South Tacoma Way to Gravelly Lake Drive See also Downtown Plan for street sections
S. Tacoma Way/ Pacific Hwy SW	All (except So. Tac. Way extension)
N. Thorne Lane	from I-5 to Union Avenue
Union Avenue	from N. Thorne Lane to Berkeley Street
Veterans Drive	Vernon Ave SW to Gravelly Lake Drive
Steilacoom Blvd SW	South Tacoma Way to Far West Drive
Washington Blvd.	Military Road to Gravelly Lake Drive
Military Road	107th Avenue to Washington Blvd.

**Key Pedestrian Streets or Trails (“Green Streets”):** This term identifies streets that function as preferred pedestrian routes between nodes of activity, trails that link open space areas, or streets with a distinctive pedestrian oriented character, such as a shopping street. Key pedestrian streets should have wide sidewalks; streetscape features such as street trees, benches, way-finding signage, and pedestrian-oriented street lighting; and safe street crossings. The framework plan identifies pedestrian-friendly green streets in several areas including the Downtown where they are important to create a downtown atmosphere. Lastly, Lakewood’s Legacy Parks Plan identifies a system of off-street trails to be developed that link the city’s major open spaces.

**Table 4.3: Key Pedestrian Routes**

<b>Green Streets</b>	<b>Neighborhood</b>	<b>Extents</b>
<b>83rd Ave.</b>	Oakbrook	Steilacoom Blvd. to Garnett
<b>Onyx Drive</b>	Oakbrook	Oakbrook Park to 87th Ave.
<b>Phillips Road</b>	Oakbrook	Steilacoom Blvd. to 81st St.
<b>87th Ave SW</b>	Oakbrook	Onyx Drive to Fort Steilacoom Park
<b>Hipkins Road</b>		104th to Steilacoom Blvd.
<b>Green Street Loop with Arterial and Local Streets in Downtown</b>	Downtown	See Downtown Plan for extent and street sections

<b>Green Streets</b>	<b>Neighborhood</b>	<b>Extents</b>
<b>72nd Ave.</b>	Lakewood Center	Steilacoom Blvd. to Waverly Dr.
<b>Waverly Drive</b>	Lakewood Center	72nd Ave. to Hill Grove Lane
<b>Hill Grove Lane</b>	Lakewood Center	Waverly Drive to Mt. Tacoma Dr.
<b>Mt. Tahoma Drive</b>	Lakewood Center	Dekoven to Bridgeport Way
<b>108th Street</b>	Lakeview	Pacific Hwy. to Davisson Road
<b>Kendrick Street</b>	Lakeview	Entire length
<b>San Francisco Ave.</b>	Springbrook	Bridgeport Way to 49th Ave.
<b>49th Ave.</b>	Springbrook	San Francisco Ave. to 127th St.
<b>127th St.</b>	Springbrook	49th Ave. to 47th Ave.
<b>Bridgeport Way</b>	Springbrook	123rd St. to McChord Gate
<b>123rd St.</b>	Springbrook	Entire length
<b>47th Ave.</b>	Springbrook	From Pacific Hwy. SW to 127th St.
<b>Washington Ave.</b>	Tillicum	W. Thorne Lane to N. Thorne Lane
<b>Maple Street</b>	Tillicum	Entire length
<b>Custer Road</b>	Flett	Bridgeport Way to Lakewood Dr.

**Gateways:** Gateways are the major access points and entrances to a city. They contribute to the public's mental image of a city and provide people with clues to wayfinding and orientation. This function can be strengthened by making them more memorable and identifiable through special design features such as landscaping, signage, lighting, paving patterns, and architectural treatment. A summary of proposed internal and external gateways is identified in Table 4.4. Most external gateways in the plan are along I-5, with several located at the city's northern and western boundaries. Three internal gateways are recognized in the area of the CBD: the intersections of 100th Street and Lakewood Boulevard at Bridgeport Way; 100th Street at Gravelly Lake Boulevard; and most importantly, Gravelly Lake Boulevard at Bridgeport Way.

**Table 4.4: Gateways.**

<b>Internal Gateways</b>	<b>Locations</b>
<b>Gravelly Lake Drive</b>	At Bridgeport Way
<b>Intersections of 100<sup>th</sup> Street and Lakewood Blvd</b>	At Bridgeport Way
<b>100<sup>th</sup> Street</b>	At Gravelly Lake Drive
<b>External Gateways</b>	
<b>Union Ave</b>	Fort Lewis Gate
<b>Union Ave</b>	Thorne Lane
<b>Bridgeport Way</b>	Pacific Highway SW
<b>South Tacoma Way/ Pacific Highway SW</b>	SR 512 Interchange
<b>84<sup>th</sup> Street</b>	I-5 Interchange
<b>Bridgeport Way</b>	Leach Creek (University Place border)
<b>Steilacoom Blvd.</b>	Town of Steilacoom border
<b>South Tacoma Way</b>	80th Street (Tacoma border)
<b>Nyanza Boulevard</b>	I-5 Interchange

## 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. This framework plan focuses on the following main elements.

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\*

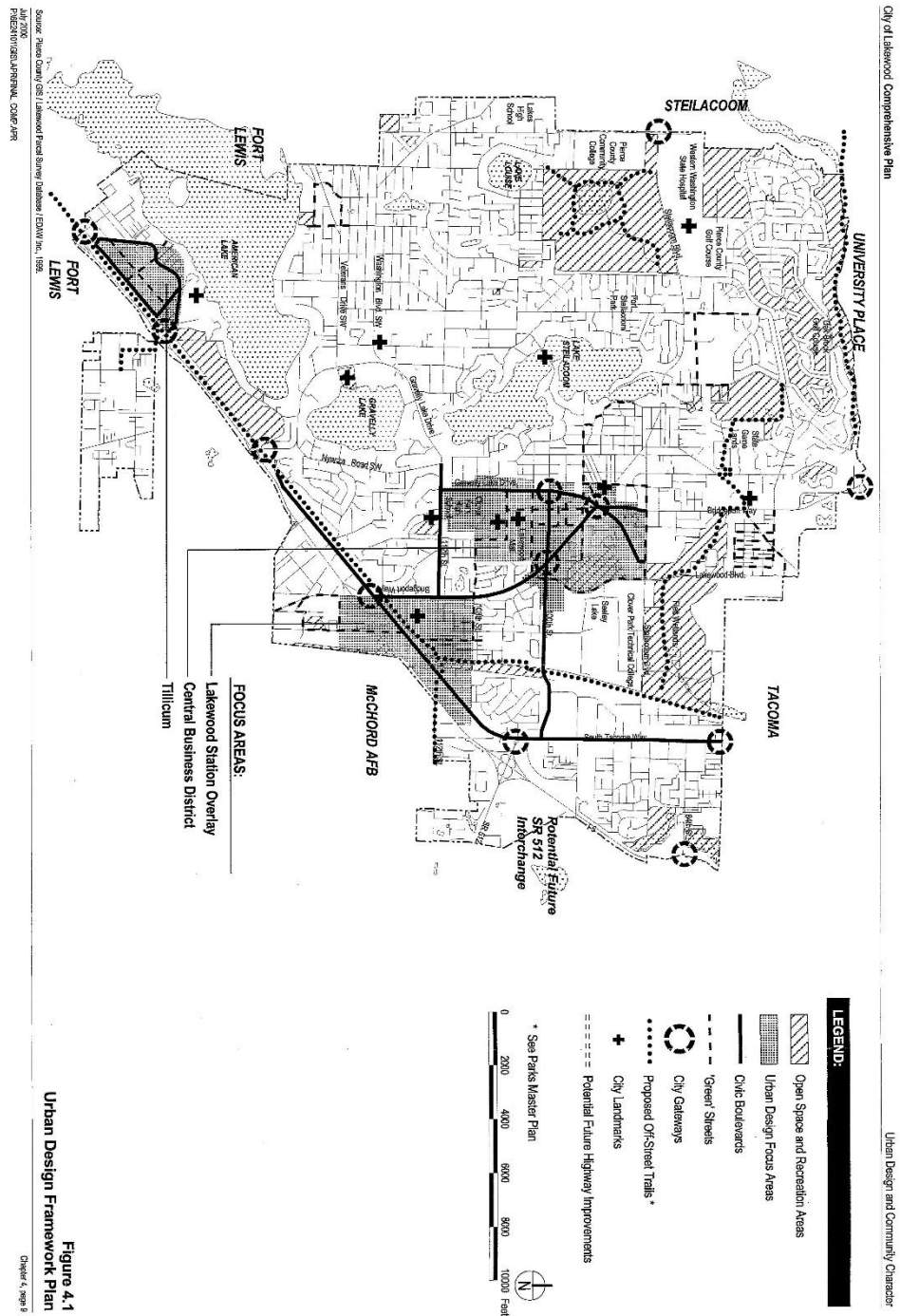
\* potential future landmarks

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.

Open Space/Parks/Landscape Buffers: Open spaces, parks, and landscaped buffers contribute to a city's image, provide a public amenity, and offer visual relief from the built environment. Major open spaces such as Seeley Lake, the Flett Wetlands, or the beach park at Harry Todd Park in Tillicum are existing open space areas that contribute to the quality of Lakewood's urban environment. New open space amenities should be developed as part of new commercial development and public facilities to add to the network of parks and open spaces within the city. These may be small pocket parks, civic plazas, green corridors, buffers, or habitat restoration.

Figure 4.1



## 4.5 Focus Area Urban Design Plans

Three areas of the city were selected for a focused review of urban design needs: the Downtown, the Lakewood Station district, and Tillicum. These areas were singled out for their prominence, for the degree of anticipated change, and for the rich mixture of land uses within a limited space, calling for a higher level of urban design treatment. Each area is discussed in terms of a vision for that area, its needs, and proposed actions to fulfill those needs and realize the vision. A graphic that places those identified needs and proposed actions in context accompanies the discussion.

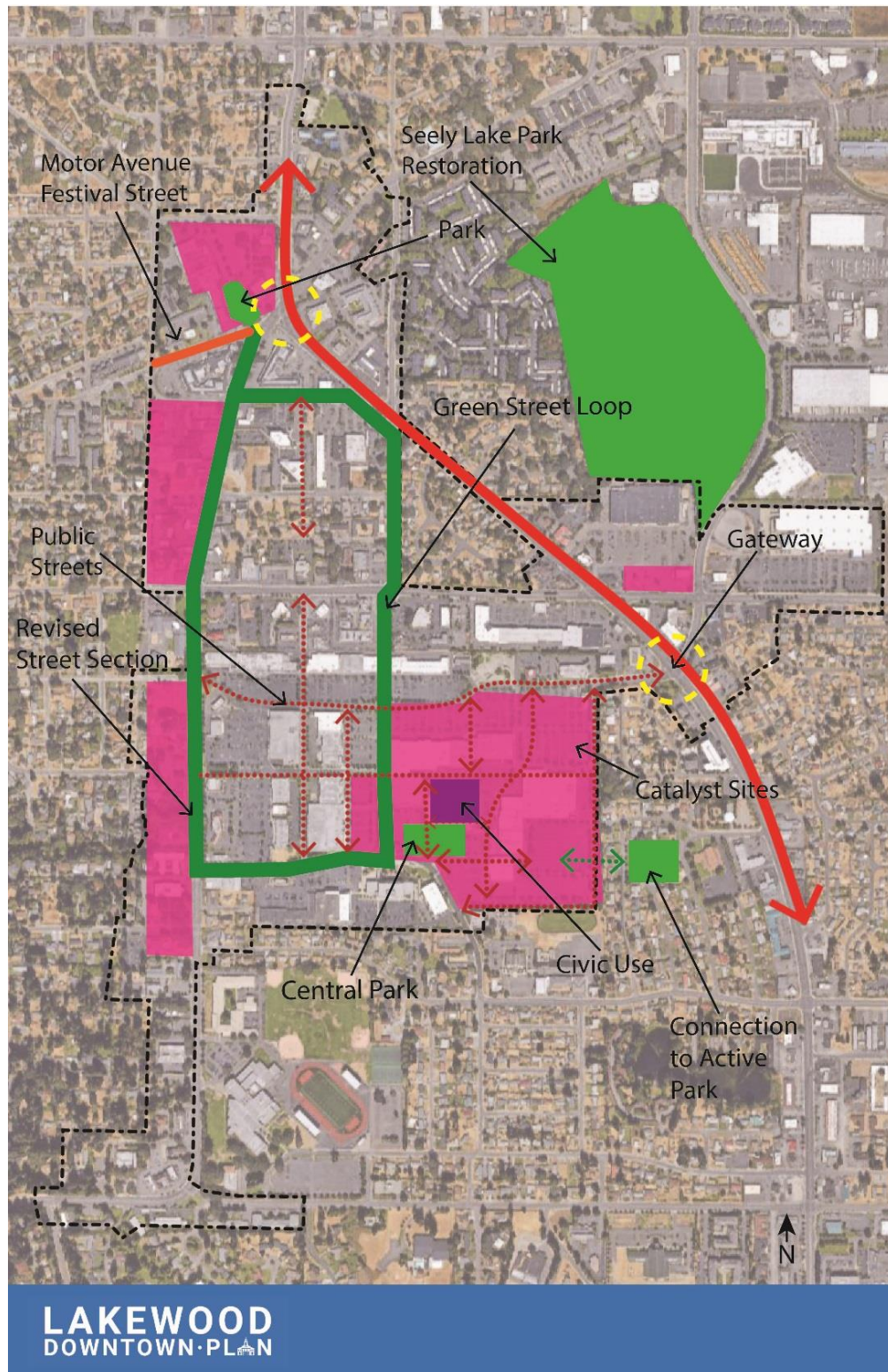
### 4.5.1 Downtown

A major goal of this Comprehensive Plan is to create a downtown in the Urban Center where CBD zoning is largely applied, redeveloping it into a rich urban area with civic amenities, walkable streets, and a mix of uses including housing, entertainment, restaurants, and retail. The Downtown has significant economic assets such as the Lakewood Towne Center, historic and cultural assets such as the Colonial Center, nearby open space assets such as Seeley Lake, civic assets such as Clover Park High School and City Hall, and other major retail and entertainment assets. There is a strong street pattern, including the intersection of three of the city's major civic boulevards: Bridgeport Way, Gravelly Lake Drive, and 100th Street.

To create a downtown atmosphere, a number of land use and infrastructure changes will be needed, including:

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

Figure 4.2 Downtown Plan Concept



## 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.

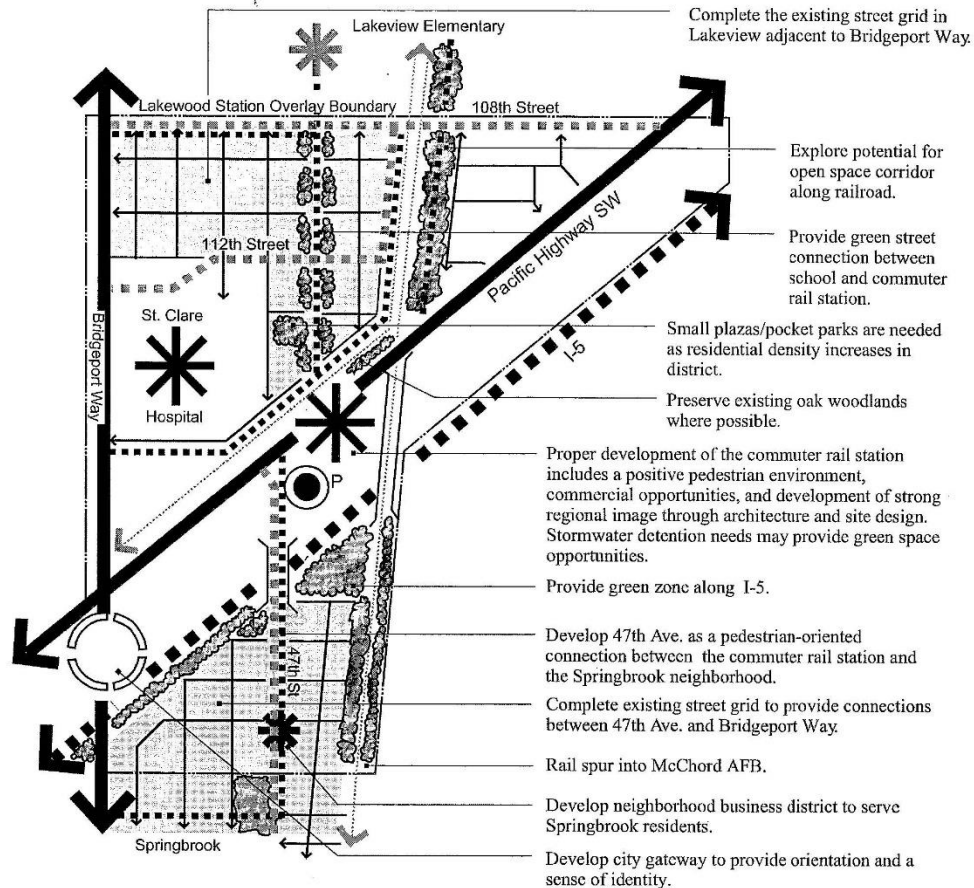
Civic Boulevards: Bridgeport Way, Pacific Highway Southwest, and 112th Street would receive various safety and image-oriented streetscape improvements, including the use of landscaped medians in the current turning lanes, improved crosswalks, undergrounding of utilities, and general aesthetic improvements. 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.

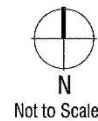


Open Space: A number of significant public open space opportunities could be realized in the course of station area development. Stormwater retention facilities developed in conjunction with the station would provide open space, as would the proposed linear park developed adjacent the Burlington Northern 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.



**LEGEND:**

- |  |                         |  |   |
|--|-------------------------|--|---|
|  | Landmarks/Activity Node |  | Potential for Intensification of Residential Uses |
|  | Gateway                 |  | Open Space/Park/Buffer                            |
|  | Transit Center          |  | Framework Plan Boundary                           |
|  | Civic Boulevard         |  |   |
|  | Green Streets           |  |   |
|  | Local Collector         |  |   |



**Figure 4.3**  
**Urban Design Framework**  
**for Lakewood Station District**

SOURCE: EDAW, Inc. 1999

July 2000

File path: p:\6e24101\graphics\UrbanDsgn2.cdr

Chapter 4, page15

### 4.5.3 Tillicum

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

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

Because of recent extension of sewer service to the area, the development of multi-family housing in Tillicum is now possible. In addition to sewer development, there are other actions the City can take in support of the development of multi-family housing in Tillicum including: development of a long-range plan for Harry Todd Park and implementation of specific improvements to expand sewer capacity;

- development of a pedestrian connection between the park and commercial district along Maple Street, with sidewalks, curb ramps, crosswalks, lighting, and other improvements;
- improvements at the I-5 interchanges to create attractive, welcoming gateways; and
- a pedestrian/bikeway easement north along the railroad or through the country club to other portions of Lakewood.

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

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

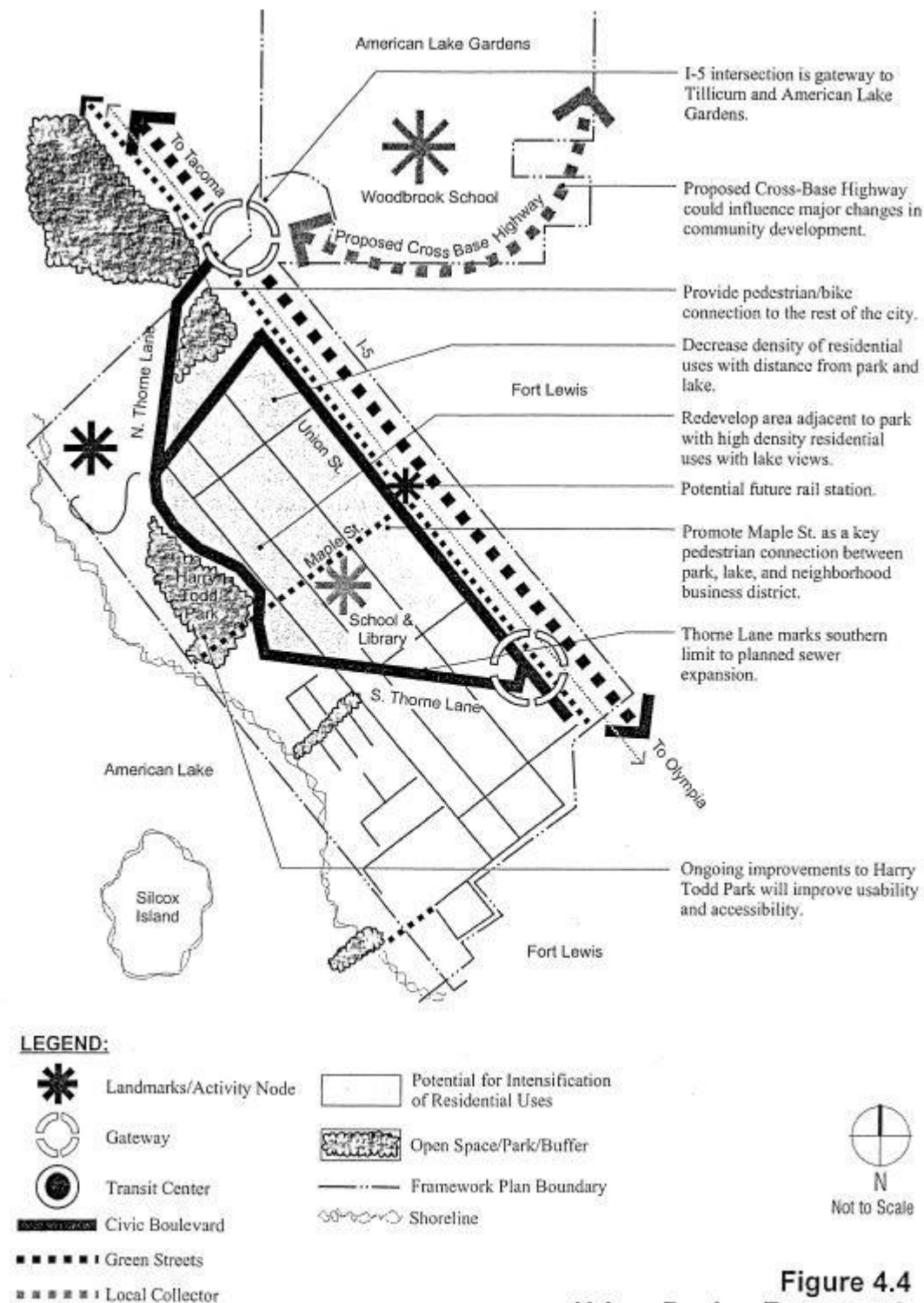
Landmark/Activity Nodes: The northern entrance into Tillicum, as well as the only entrance into Woodbrook, is at the Thorne Lane overpass and I-5. It would be improved as a civic gateway, with landscaping, road improvements, signage, and other elements as needed. This interchange may be significantly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

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

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

Open Space: Harry Todd Park would be improved by upgrading existing recreation facilities and constructing

additional day use facilities such as picnic shelters and restrooms. A local connection between Tillicum and the Ponders Corner area could be built along an easement granted by various landowners, principally the Tacoma Country and Golf Club and Sound Transit/ Burlington Northern Railroad.



SOURCE: EDAW, Inc. 1999.

## 4.6 Goals and Policies

**GOAL UD-1:** Design streets and associated amenities so that they are an asset to the city.

Policies:

- UD-1.1: Provide attractive streetscapes with street trees and sidewalks, planting strips, shelters, benches, and pedestrian-scale lighting in appropriate locations.
- UD-1.2: Clearly define and consistently apply a reasonable threshold for requiring developer improvements in development regulations.
- UD-1.3: Require sidewalks on both sides of all new streets, except local access streets in industrially designated areas that are not on existing or planned transit routes and where there is a low projected level of pedestrian traffic.
- UD-1.4: Design intersections to safely accommodate both pedestrian and vehicular traffic. Construct intersections with the minimum dimensions necessary to maintain LOSs and to meet emergency services needs, discouraging the construction of turning lanes where they would deter pedestrians.
- UD-1.5: Develop and apply appropriate traffic-calming tools to control traffic volume and speed through identified neighborhoods.
- UD-1.6: Work with transit providers to incorporate transit stops and facilities at appropriate intervals along transit routes.
- UD-1.7: Include curb ramps for sidewalks at all intersections to assist wheelchairs, strollers, and cyclists.

**GOAL UD-2:** Establish a system of gateways and civic boulevards to provide identity to the city, foster appropriate commercial uses, and enhance the aesthetic character of the city.

Policies:

- UD-2.1: Identify streets to be treated as civic boulevards and provide appropriate design improvements.
- UD-2.2: Identify intersections to be treated as major gateways and provide appropriate design improvements.

**GOAL UD-3:** Employ design standards to ease the transition of scale and intensity between abutting residential uses and between residential areas and other uses.

Policies:

- UD-3.1: Use buffers, landscaping, and building design and placement to ease the transition of scale and intensity between abutting residential uses of different densities and between residential areas and other uses.
- UD-3.2: Work with WSDOT to identify solutions to buffering the visual and acoustic impacts of I-5 and the railroad on sensitive neighborhoods.

**GOAL UD-4:** Employ design standards to improve the auto-dominant atmosphere that dominates commercial corridors.

Policies:

- UD-4.1      Encourage the redevelopment of streets, bicycle paths, transit stops, street trees, and sidewalks along commercial corridors.
- UD-4.2      Reduce the number and width of curb cuts and surface parking lots fronting on commercial streets.
- UD-4.3      Establish building design and signage standards and guidelines to provide a unified, attractive character to commercial corridors.
- UD-4.4      Promote individual neighborhood character in areas such as the International District.

**GOAL UD-5:** Establish a system of gateways and civic boulevards to provide identity to the city, foster appropriate commercial uses, and enhance the aesthetic character of the city.

Policies:

UD-5.1:      Provide appropriate design improvements to treat the following streets as civic boulevards:

- the full length of Bridgeport Way ;
- Gravelly Lake Drive from Nyanza Road to Steilacoom Boulevard;
- 100th Street from Gravelly Lake Drive to S. Tacoma Way;
- S. Tacoma Way and Pacific Highway Southwest from the Tacoma city limits to Ponders Corner;
- 112th Street from Nyanza Road to Bridgeport Way;
- N. Thorne Lane from I-5 to Portland Street;
- W. Thorne Lane between Portland Street and Union Avenue;
- Portland Street between N. Thorne Lane and W. Thorne Lane;
- Union Avenue from Berkeley Avenue to Spruce Street; and
- Spruce Street from Union Avenue to Portland Avenue.

UD-5.2:      Provide appropriate design improvements to treat the following intersections as major gateways:

- South Tacoma Way at Tacoma city limits;
- 84th Street at I-5;
- SR 512/I-5 at South Tacoma Way;
- Bridgeport Way at South Tacoma Way/I-5;
- Nyanza Boulevard at I-5;
- N. Thorne Lane at I-5;
- Steilacoom Boulevard at city limits;
- Berkeley Avenue SW at I-5;
- Bridgeport Way at University Place city limits;
- Bridgeport Way at Gravelly Lake Drive;
- 100th Street at Gravelly Lake Drive; and
- 100th Street at Bridgeport Way.

**GOAL UD-6:** Create distinct districts for commercial activity and promote character and improved aesthetic standards.

Policies:

UD-6.1: Establish design standards for commercial districts implemented through a design review process and design guidelines to reinforce a distinct character for individual commercial districts.

UD-6.2: Develop and enforce parking lot design standards, identifying requirements for landscaping, walkways, runoff treatment, parking area ratios, and other elements as needed.

**GOAL UD-7:** Promote pedestrian-oriented development patterns within designated mixed-use commercial districts.

Policies:

UD-7.1: Foster pedestrian-oriented site design measures including items such as pedestrian amenities, pedestrian-oriented lighting, traffic calming devices, signage, and related measures.

UD-7.2: Encourage the development of office and housing uses above retail in appropriate land-use designations to permit living and working in the same neighborhood.

UD-7.3: Encourage the development of appropriately scaled commercial development that creates consistent street walls and limits parking on the primary street frontage.

UD-7.4: Encourage pedestrian connections between buildings and across streets to public open space, and to adjoining areas.

UD-7.5: Promote pedestrian linkages between mixed use districts and related neighborhoods through development of a green streets program.

UD-7.6: Promote pedestrian linkages between mixed use districts and the existing open space network.

**GOAL UD-8:** Develop the design of the CBD to support its role as Lakewood's downtown. Policies:

UD-8.1: Develop a sub-area plan for the entire CBD area, paying attention to the integration of Lakewood Towne Center with the remainder of the CBD.

UD-8.2: Continue to foster transformation of the former mall to provide better public visibility; create additional public rights-of-way; and potentially develop entertainment, housing, visitor serving, and open space uses.

UD-8.3: Promote design elements that enhance the distinctive character of the Colonial Center while enabling contemporary urban design in the CBD overall.

UD-8.4: Maintain a pedestrian-orientation in building, site, and street design and development in the CBD.

UD-8.5: Promote urban amenities throughout the CBD and on individual sites.

**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 LU25.3 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.

**GOAL UD-10:** Promote the evolution of Tillicum into a vital higher density pedestrian-oriented neighborhood through application of urban design principles.

Policies:

- UD-10.1: Identify opportunities for additional public/semi-public green space in Tillicum.
- UD-10.2: Provide opportunities for pedestrian and bicycle connections from Tillicum to other portions of Lakewood.
- UD-10.3: Improve identified civic boulevards, gateways, and green streets within Tillicum to provide a unifying and distinctive character.

**GOAL UD-11:** Reduce crime and improve public safety through site design and urban design.

Policies:

- UD-11.1: Reduce crime opportunities through the application of crime prevention through environmental design (CPTED) principles.
- UD-11.2: Consolidate parking lot access onto major arterials where appropriate to promote public safety.

**GOAL UD-12:** Facilitate implementation of gateway enhancement programs in Tillicum, Springbrook, and Woodbrook .

Policies:

- UD-12.1: Establish a program to design and implement a gateway enhancement plan at the entrances to each neighborhood.
- UD-12.2: Work with private and public property owners and organizations to create and implement the gateway plans.
- UD-12.3: Work with the WSDOT or successor agency to facilitate the future incorporation of sound barriers adjacent to these communities along I-5 to reduce noise impacts to residential areas.

**GOAL UD-13:** Provide funding for urban design and open space improvements necessary for maintenance and improvement of the quality of life in Lakewood.

Policies:

UD-13.1: Identify and seek potential outside funding sources such as grants, regional and state partnerships, and others to implement identified urban design and open space improvements.

UD-13.2: Develop a strategy to partially fund urban design and open space improvements from local sources, which may include sources such as local improvement districts, developer impact fees, bond measures, and others.

**GOAL UD-14:** Recognize the value of scenic views and visual resources as contributors to Lakewood's character and the quality of life.

Policies:

UD-14.1: Develop a program to identify and protect sensitive views, view corridors, and/or visual resources.

UD-14.2: Make views of Mt. Rainier, the lakes, wetlands and creeks, Ft. Steilacoom, Flett Wetlands, and historic landmarks from public sites a priority for protection.

**GOAL UD-15:** Substantially increase walking and cycling activity while at the same time reducing collisions involving cyclists and pedestrians. The federal government and the State of Washington seek to double walking and cycling activity over the planning horizon, while at the same time reducing collisions involving cyclists and pedestrians by 5% per year.

Policies:

UD-15.1 Refer to the National Association of City Transportation Officials (NACTO) *Urban Street Design Guide* and *Urban Bikeway Design Guide* in the design of streets and non-motorized pathway projects.

UD-15.2 Consider endorsement or adoption of the NACTO Urban Street and Urban Bikeway design guides.



# 5.0 ECONOMIC DEVELOPMENT

## 5.1 Introduction

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

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

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

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

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

- Continue to expand its infrastructure;
- Protect Joint Base Lewis-McChord from urban encroachment as a means to fend off future Base Realignment and Closure rounds;
- Both retain existing businesses and attract new businesses to build a diverse economic base;
- Encourage the creation of new trade-based and family wage jobs;

- Foster redevelopment of the City from a fractured low-scale, suburbanized district to a more pedestrian friendly, full-scale urban community; and
- Produce a housing stock that attracts new residents.

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

## **5.2 Existing Conditions and Trends**

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

### **5.2.1 General Patterns of Existing Development**

The City's position as a "bedroom community" to Tacoma and King County means that often people are leaving or returning to the City, or may be driving through the City as they travel to an adjacent community. The lack of a central core or sense of place leaves them without a focused destination point within the City. Establishing a downtown will help people connect with local businesses.

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

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

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

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

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

Most of the Subarea Plan area is commercial use, and the Future Land Use Designation and Zoning maps reflect this with Central Business District (CBD) zoning. The zoning authorizes a mix of land uses, including housing, and offers the densest development and greatest height, yet the development pattern is generally single-story and does not incorporate housing. This is partly due

to Covenants, Conditions & Restrictions (CC&R's) on the Lakewood Towne Center Mall site, but is also due to the auto-oriented era in which development first occurred. Considering the CBD zoning and vacant and redevelopable land, as well as parking lots that could have intensified land uses, there is a large capacity for employment and housing uses.

The City's population growth was flat between 2007 and 2017. The Downtown contains little housing and a relatively small population of fewer than 1,700 residents. Though there has been little population growth in numbers, there has been a change in the racial and ethnic makeup of the community, which is more diverse. There is an opportunity to add quality housing in the Downtown within the planned density of the area and with an investment in amenities such as parks. Downtown is mostly in commercial use and contains nearly 3,500 jobs; the make-up of workers is mostly female and less diverse than the community. The wages earned monthly range from less than \$1,250 to over \$3,330; at the low end, it would be difficult to support a unit at fair market rents. A Central Business District Assessment in 2017 showed a market potential of 3 million square feet of commercial growth in the City, and much of that could be attracted to the Downtown through appropriate public and private investments in amenities and infrastructure as well as appropriate zoning and design standards.

Key findings from the existing conditions evaluation include:

- Auto congestion is minimal outside of several key intersections along routes leading to I-5.
- Pedestrian and bicycle connections in the Downtown could be improved within and between districts to make non-motorized travel a more attractive and comfortable option.
- Lakewood's Transit Center acts as a hub for many Pierce Transit bus routes; this resource could be enhanced with better pedestrian and bicycle connections into the surrounding areas. Likewise, improved facilities between the area and Lakewood Station could help connect the area with a valuable regional transit amenity.

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

*Source: 2018 Lakewood Downtown Subarea Plan*

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

### 5.2.2 Demographics & Workforce

#### Total Private Primary Jobs

	2015	
	Count	Share
Total Private Primary Jobs	17,168	100.0%

#### Jobs by Worker Age

	2015	
	Count	Share
Age 29 or younger	4,772	27.8%
Age 30 to 54	8,984	52.3%

Age 55 or older	3,412	19.9%
-----------------	-------	-------

#### Jobs by Earnings

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

#### Workforce

##### Jobs by Worker: Race

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

##### Jobs by Worker: Ethnicity

	2015	
	Count	Share
Not Hispanic or Latino	15,729	91.6%
Hispanic or Latino	1,439	8.4%

##### Jobs by Worker: Educational Attainment

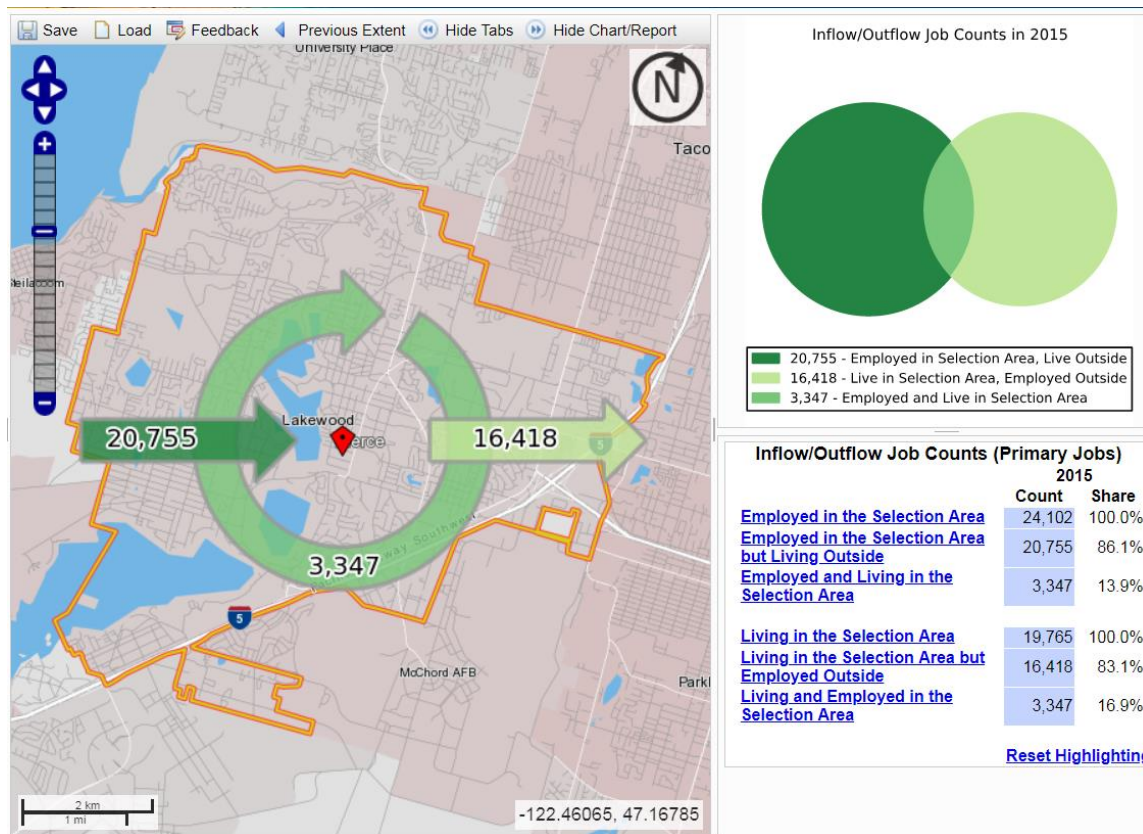
	2015	
	Count	Share
Less than high school	1,607	9.4%
High school or equivalent, no college	3,632	21.2%
Some college or Associate degree	4,137	24.1%
Bachelor's degree or advanced degree	3,020	17.6%
Educational attainment not available (workers aged 29 or younger)	4,772	27.8%

##### Jobs by Worker: Sex

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

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

## City of Lakewood Employment Inflow-Outflow



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

### Outflow Job Characteristics (Primary Jobs)

	2015	
	Count	Share
External Jobs Filled by Residents	16,418	100.0%
Workers Aged 29 or younger	4,016	24.5%
Workers Aged 30 to 54	8,773	53.4%
Workers Aged 55 or older	3,629	22.1%
Workers Earning \$1,250 per month or less	2,990	18.2%
Workers Earning \$1,251 to \$3,333 per month	6,249	38.1%
Workers Earning More than \$3,333 per month	7,179	43.7%
Workers in the "Goods Producing" Industry Class	2,218	13.5%
Workers in the "Trade, Transportation, and Utilities" Industry Class	3,836	23.4%
Workers in the "All Other Services" Industry Class	10,364	63.1%

### Inflow Job Characteristics (Primary Jobs)

	2015	
	Count	Share
Internal Jobs Filled by Outside Workers	20,755	100.0%
Workers Aged 29 or younger	4,624	22.3%
Workers Aged 30 to 54	11,085	53.4%
Workers Aged 55 or older	5,046	24.3%

Workers Earning \$1,250 per month or less	4,036	19.4%
Workers Earning \$1,251 to \$3,333 per month	7,767	37.4%
Workers Earning More than \$3,333 per month	8,952	43.1%
Workers in the "Goods Producing" Industry Class	2,011	9.7%
Workers in the "Trade, Transportation, and Utilities" Industry Class	5,263	25.4%
Workers in the "All Other Services" Industry Class	13,481	65.0%

#### Interior Flow Job Characteristics (Primary Jobs)

	2015	
	Count	Share
Internal Jobs Filled by Residents	3,347	100.0%
Workers Aged 29 or younger	697	20.8%
Workers Aged 30 to 54	1,628	48.6%
Workers Aged 55 or older	1,022	30.5%
Workers Earning \$1,250 per month or less	747	22.3%
Workers Earning \$1,251 to \$3,333 per month	1,426	42.6%
Workers Earning More than \$3,333 per month	1,174	35.1%
Workers in the "Goods Producing" Industry Class	163	4.9%
Workers in the "Trade, Transportation, and Utilities" Industry Class	636	19.0%
Workers in the "All Other Services" Industry Class	2,548	76.1%

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

#### 5.2.3 Economic Base

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

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

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

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

### 5.2.4 Employment Base

#### Jobs by NAICS Industry Sector

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

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

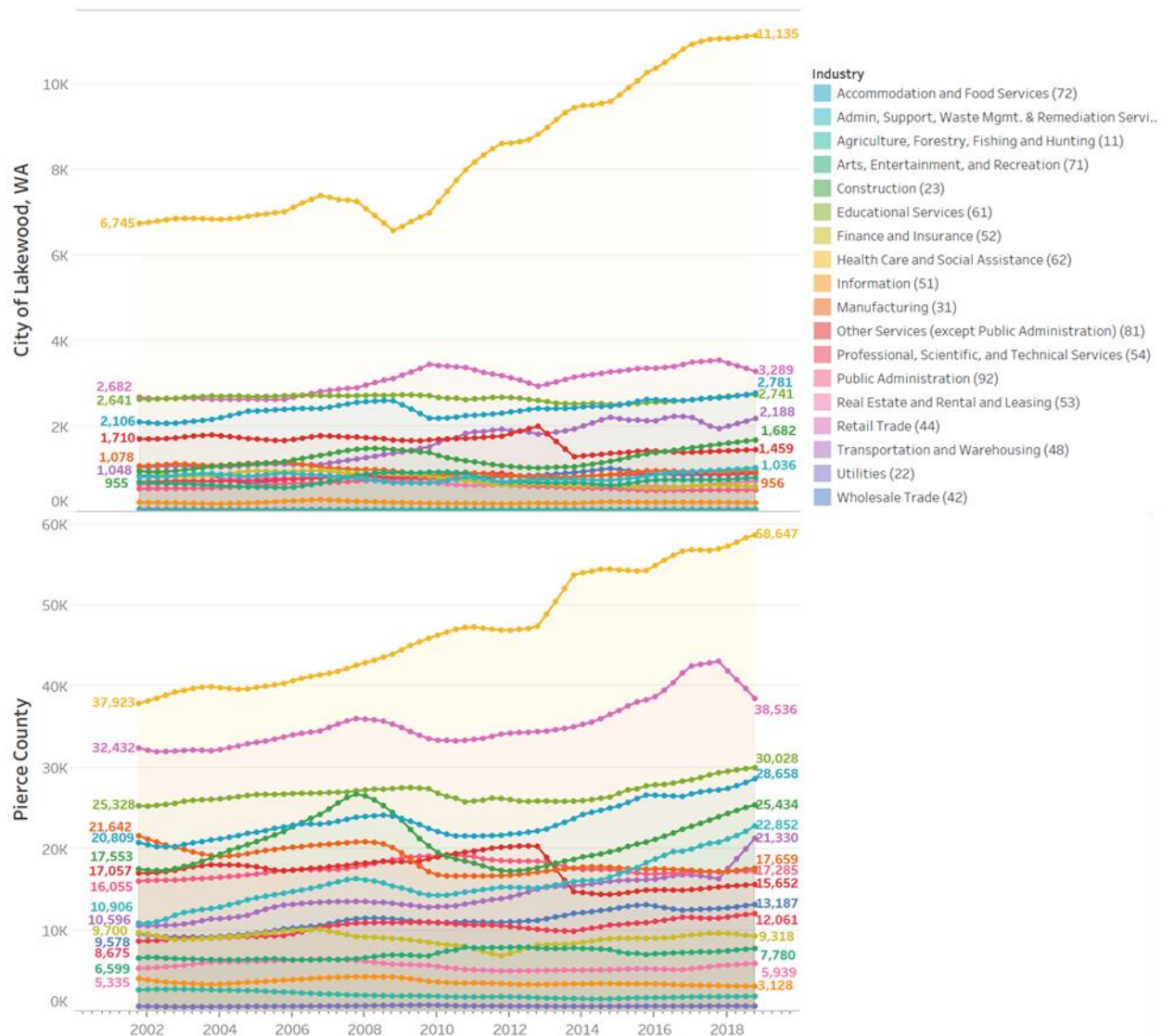
Lakewood Employment Over Time			
	2001	2010	2018
Administrative/Support/Waste Mgmt/Remediation Services	828	817	1,036
Agriculture/Mining	40	57	48
Arts/Entertainment/Recreation	688	913	802
Construction	955	1,199	1,682
Educational	2,641	2,627	2,741
Finance/Insurance/Real Estate	1,612	1,366	1,318
Health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

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



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

Source: BERK Consulting, 2017



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

## 5.2.5 Joint Base Lewis-McChord (JBLM)

Located immediately adjacent to the City of Lakewood, Joint Base Lewis-McChord (JBLM) is the second largest employer in Washington State and is an essential driver to the economic momentum of Washington State and the South Sound region. In 2018, JBLM provided direct employment for 52,000 active duty and civilian South Sound citizens, as well as engendering demand for local services through



its tens of thousands of personnel. The total annual economic impact in the South Sound region due to the presence of JBLM is estimated to be upwards of \$9.2 billion. (*The Economic Impact of the JBLM workforce and operations on the South Sound Region*, June 2018, Center for Business Data Analytics, University of Washington – Tacoma.)

The South Sound region has supported its military residents in multiple ways, from easing the transition into public school for families, providing advanced education opportunities focused on the complex needs of active duty military members, to providing a familiar and comfortable environment for military retirees. The 2010 JBLM Growth Coordination Plan recommended establishing a new JBLM regional partnership. That partnership, the South Sound Military Communities Partnership (SSMCP) provides a framework for collaboration between local governments, military installations, state agencies, and federal agencies to better coordinate efforts in areas such as: military relations; transportation and land use planning; environmental protection; emergency preparedness; grant applications; health care; population forecasting; workforce development; education; housing; and economic development. The City of Lakewood is a key leader in the SSMCP.

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

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

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

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

#### NCZAIP Actions:

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

A Clear Zone is a federally-designated, 3,000-by-3,000-foot safety area adjacent to the end of a runway.

This area has the highest statistical possibility of aircraft accidents. Federal Aviation Administration and Department of Defense guidelines call for Clear Zones to be undeveloped and free of people and flight obstructions. This protects the public's safety and the military's ability to carry out its missions.

The North Clear Zone is located at the north end of the McChord Field runway. It is partly within JBLM and partly within the City of Lakewood. The part in Lakewood includes many buildings and business on privately-held properties. Based on federal safety guidelines, these uses are incompatible with runway operations and pose public and flight safety risks. At the same time, existing businesses operating in the North Clear Zone are an important part of the local, regional and State economy. SSMCP recently completed the JBLM Joint Land Use Study (JLUS). One of the highest priority recommendations that came out of JLUS was to develop solutions for the North Clear Zone based on Air Force Instruction:

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

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

#### **Project Objectives**

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

The North Clear Zone project is being conducted in four phases; Phases 1-3 have been completed. They included 1) project startup, which began in summer 2017, 2) strategy analysis and cost estimates for voluntary property acquisition and business relocation, which were conducted between summer and winter 2016, and 3) development of the North Clear Zone Action Plan & Implementation Program and Memorandum of Agreement, which were finalized and adopted in spring 2017 following open houses with property owners and a Lakewood City Council study session and public comment period. The final phase, implementation, is currently underway and is anticipated to continue for the next 10-20 years. Most implementation actions will be led by project partners such as the City of Lakewood, Pierce County and JBLM. SSMCP will continue to be actively engaged, for instance by supporting formation and regular meetings of the AIP Implementation Task Force.

#### **5.2.6 Residential Development**

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

#### **5.2.7 Retail & Lodging Development**

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

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

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

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

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

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

#### **5.2.8 Office Development**

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

#### **5.2.9 Commercial Enterprise**

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

#### **5.2.10 Institutional, Educational, Cultural, and Recreation Development**

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

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

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

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

The Clover Park School District has 31 schools and an enrollment of 11,947 students in PK- 12 programs. Nearly a quarter of the population, 5 and older speaks a language other than English.

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

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

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

### **5.3 Lakewood's Position in the Region**

#### **5.3.1 *Lakewood's Regional Role***

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

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

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

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

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

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

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

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

### **5.3.2 Regional Economic Competition**

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

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

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

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

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

## **5.4 Summary of Achievements**

- The establishment of Lakewood's own police department.
- Installation of over \$20 million in water and sewer infrastructure in Tillicum and Woodbrook.
- Required \$1.5 million in mitigation measures to offset the relocation of the main entrance into Camp Murray.
- Over \$5 million in improvements to the Berkeley Bridge and Union Avenue SW.
- Over \$5 million in new road improvements to Pacific Highway SW.
- Construction of the Sounder Station including parking garage and pedestrian overpass.
- In 2002, the redevelopment of the Lakewood Mall into the Lakewood Towne Center.
- Recruitment of National retailers to the CBD and the South Tacoma Way Corridor.
- The location of Tactical Tailor to Lakewood.
- The removal of blighted buildings and structures on South Tacoma Way and Pacific Highway SW.
- Construction of a Wal-Mart Super Center on Bridgeport Way, including \$1.5 million in new road improvements.
- Construction of the new Kenworth Truck Dealership on Pacific Highway SW.
- Construction of Lakewood Ford on Pacific Highway SW.
- Installation of major park upgrades at Fort Steilacoom Park.
- Extensive new road improvements on Murray Road SW, including a new roundabout, 59<sup>th</sup> Street SW, 104<sup>th</sup> Street SW, and Bridgeport Way from the northerly City limits to Gravelly Lake Drive SW.
- Establishment of the Rental Housing Safety Program and Dangerous Building Abatement Program priorities in 2018.
- Adoption of the Downtown Subarea Plan in 2018

## **5.5 Economic Development Strategy for Lakewood**

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

## **5.6 Economic Goals and Policies**

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

*City's Overall Role in Economic Development*

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

**Policies:**

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

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

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

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

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

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

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

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

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

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

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

*Permitting*

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

**Policies:**

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

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

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

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

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

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

### *Housing*

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

#### **Policies:**

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

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

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

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

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

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

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

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

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

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

### *Infrastructure*

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

#### **Policies:**

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

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

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

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

### *Focused Redevelopment Emphasis*

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

- 1) the Central Business District;
- 2) the South Tacoma Way & Pacific Highway Corridors;



- 3) Springbrook;
- 4) Tillicum/Woodbrook;
- 5) Lakeview (Lakewood Station District); and
- 6) Lake City.

**Policies:**

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

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

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

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

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

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

ED-5.7: Expand housing ownership opportunities.

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

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

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

ED-5.11: Remove blighted buildings from residential neighborhoods.

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

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

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

*Manufacturing/Industrial Areas*

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

**Policies:**

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

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

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

*Joint Base Lewis McChord*

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

Policies:

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

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

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

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

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

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

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

# 6.0 TRANSPORTATION

*Note: The goals and policies contained in this section are based upon technical information contained in the Transportation Background Report. The Background Report provides transportation information on existing transportation facilities, travel forecast data, transportation systems plans, and options for implementation. The Background Report is supplementary to the Transportation Element (this document) which contains the City's transportation goals and policies.*

## 6.1 Introduction and Purpose

By the year 2030, traffic congestion on freeways and arterial roadways within the region is projected to be far more extensive, resulting in longer travel delays. Lakewood shares the region's transportation woes since it is part of the regional transportation system and integrally connected to systems of adjacent jurisdictions. Lakewood currently experiences traffic congestion around its freeway interchanges and some principal arterial streets.

There are many causes of increased traffic congestion within Lakewood, including:

- Annual vehicle miles traveled growing at a faster rate than population or employment growth.
- An increase in the number of two-wage-earner households.
- An historical decline in transit use as a percentage of overall trips.
- Road improvements have not kept pace with traffic volume for environmental, financial, and community character reasons.

To correct some of the problems contributing to these conditions, Lakewood must develop and maintain a balanced multimodal transportation system that integrates the local transportation network with the regional transportation system and supports land use goals and policies.

This chapter addresses the connection between transportation and land use; establishes means to increase travel options; describes desirable characteristics of transportation facility and design; and addresses connectivity, access, traffic management, maintenance, and amenities for transportation improvements. The general principles underlying the transportation chapter include:

- Promote safe, efficient, and convenient access to transportation systems for all people.
- Recognize transit, bicycling, and walking as fundamental modes of transportation of equal importance compared to driving when making transportation decisions.
- Create a transportation system that contributes to quality of life and civic identity in Lakewood.
- Reduce mobile source emissions to improve air quality.
- Integrate transportation-oriented uses and facilities with land uses in a way that supports the City's land use as well as transportation goals.
- Increase mobility options by actions that diminish dependency on SOVs.
- Focus on the movement of both people and goods.

This chapter covers all areas within Lakewood's city limits and will be expanded to ensure that consideration is given to urban growth areas as they are brought into the city. The transportation goals and policies included here are based on local priorities but are also coordinated with the comprehensive plans of neighboring cities such as University Place and Tacoma, and that of Pierce County. The proposals within this transportation chapter are consistent with neighboring jurisdiction plans and will positively contribute to the region's transportation system.

Travel forecasts and financial strategies are included in the Transportation Background Report.

The challenge of developing Lakewood's future transportation system will be to strike a balance between accommodating increased traffic demand and maintaining community character. Developing a transportation system that enhances Lakewood's neighborhoods while providing effective mobility for people, goods, and services through multiple travel modes is a primary focus of this chapter. There are a number of considerations related to transportation in Lakewood:

Physical Features. Natural obstacles, especially American Lake, Gravelly Lake, and Lake Steilacoom, constrict traffic flow between the east and west halves of the city to a few arterial connections.

Existing Patterns. Lakewood's road network has evolved in a pattern typical of suburban sprawl. A few principal roadways connect a network largely composed of otherwise unconnected cul-de-sacs. Because of the city's geographic location and presence of natural features and military reservations, I-5 and SR 512 form primary connections with the rest of the region.

Alternative Modes. There are few realistic alternatives to driving for most people in Lakewood. The City's incomplete bicycle and pedestrian network does not provide safe links between most commercial areas, schools, community facilities, and residential neighborhoods. Alternative motorized modes include local and regional transit connections provided by Pierce Transit. Intercity Transit and Sound Transit systems will improve connectivity as commuter rail service is established.

### **6.1.1 Arterial Street Classifications**

Street classifications are defined in Figure 6.1.

## **6.2 General Transportation Goals and Policies**

**GOAL T-1:** Apply the street functional classification system and transportation design standards in the construction of new or upgraded transportation infrastructure.

Policy:

T-1.1: Define all streets according to the following criteria:

- Principal arterials are roadways that provide access to principal centers of activity. These roadways serve as corridors between principal suburban centers, larger communities, and between major trip generators inside and outside the plan area. Service to abutting land is subordinate to travel service to major traffic movements. The principal transportation corridors within the City of Lakewood are principal arterials. These roadways typically have daily volumes of 15,000 vehicles or more.
- Minor arterials are intra-community roadways connecting community centers with principal arterials. They provide service to medium-size trip generators, such as commercial developments, high schools and some junior high/grade schools, warehousing areas, active parks and ballfields, and other land uses with similar trip generation potential. These roadways place more emphasis on land access than do principal arterials and offer lower traffic mobility. In general, minor arterials serve trips of moderate length, and have volumes of 5,000 to 20,000 vehicles per day.
- Collector arterials connect residential neighborhoods with smaller community centers and facilities as well as provide access to the minor and principal arterial system. These roadways provide both land access and traffic circulation within these neighborhoods and facilities. Collector arterials typically have volumes of 2,000 to 8,000 vehicles per day.
- Local access roads include all non-arterial public city roads and private roads used for providing direct access to individual residential or commercial properties. Service to through traffic movement usually is deliberately discouraged.

T-1.2: Design transportation facilities to fit within the context of the built or natural environments in which they are located.

T-1.3: Adopt a street light placement policy that establishes the level and type of lighting that must be provided in conjunction with new development and redevelopment, including pedestrian-oriented lighting in targeted areas.

**GOAL T-2:** Maintain maximum consistency with state, regional, and local plans and projects.

Policies:

T-2.1: Coordinate with the state, county, adjacent jurisdictions, and transit providers to ensure consistency between transportation improvements, land-use plans, and decisions of the City and other entities, consistent with PSRC's Regional Growth Strategy. Priority shall be given to funding for transportation infrastructure and capital facilities investments in the City's designated Regional Growth Center and in designated Centers of Local Importance.

T-2.2: Continue to participate in regional transportation planning to develop and upgrade long-range transportation plans.

T-2.3: Periodically review the street classification system with adjacent jurisdictions to ensure consistency.

T-2.4: Support and actively participate in improvements to I-5 through Lakewood and JBLM, and pursue safe connections to the local community.

T-2.5: Work with WSDOT to identify and implement improvements to the I-5/SR 512 interchange.

**GOAL T-3:** Maximize transportation connections without negatively impacting residential areas.

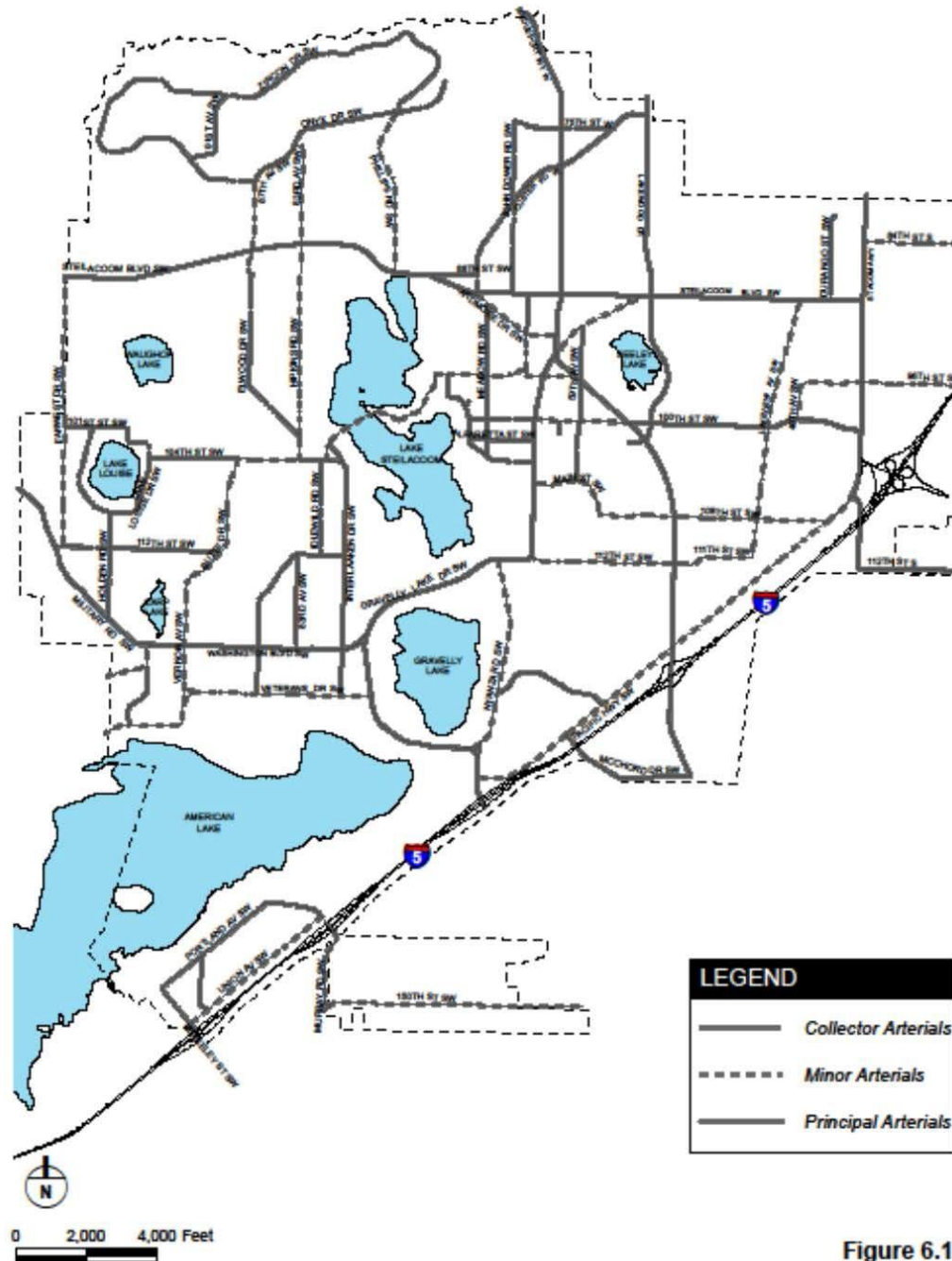
Policies:

- T-3.1: Delineate key street connections through undeveloped parcels to ensure that connections are made as development occurs.
- T-3.2: Where practical, connect public streets to enable local traffic to circulate efficiently and to reduce impacts elsewhere in the transportation network.
- T-3.3: Where practical, require new development to "stub out" access to adjacent undeveloped parcels to ensure future connectivity, indicating the future connection on the face of the plat, and (when possible) connect with existing road ends.
- T-3.4: Accommodate pedestrian and bicycle connections where grades, right-of-way (ROW) widths, or other natural or built environment constraints have precluded street connections from being implemented.

**GOAL T-4:** Balance the need for property access with safety considerations.

Policies:

- T-4.1: Limit access as necessary to maintain safe and efficient operation of the existing street system while allowing reasonable access to individual parcels.
- T-4.2: Limit direct access onto arterials when access opportunities via another route exist.



Source: Triango Group  
May 2015

**Figure 6.1**  
**Arterial Street Classification**

- T-4.3: Provide for full access to parcels abutting local residential streets, except where adequate alley access exists to individual lots.
- T-4.4: Discourage abandonment of alleys.
- T-4.5: Work with adjacent jurisdictions to establish consistent access limitations to arterials and highways of regional transportation importance.
- T-4.6: Ensure emergency responders have efficient access to public and private properties.

**GOAL T-5:** Manage traffic to minimize its impact on neighborhoods, mobility, and enterprise.

Policies:

- T-5.1: Maintain optimal traffic signal timing and synchronization along arterials and other principal transportation routes to ensure smooth traffic flow as well as pedestrian safety at crossings.
- T-5.2: Prior to any street reclassifications, conduct an analysis of existing street configurations, land uses, subdivision patterns, location(s) of structure(s), impact on neighborhoods, and transportation network needs.
- T-5.3: Upgrading residential streets to collector and arterial classifications will be discouraged and will occur only when a significant community-wide need can be identified.

**GOAL T-6:** Reduce the impact of freight routing on residential and other sensitive land uses.

Policies:

- T-6.1: Designate truck routes for freight.
- T-6.2: Require new development and redevelopment to provide for freight loading and unloading on-site or in designated service alleys rather than in the public ROWs.

**GOAL T-7:** Sustain and protect the City's investment in the existing transportation network.

Policies:

- T-7.1: Maintain streets at the lowest life cycle cost (the optimum level of street preservation required to protect the surfaces).
- T-7.2: Maintain sidewalks to ensure continuous and safe connections.
- T-7.3: Ensure predictable sources of income to maintain the transportation system.

**GOAL T-8:** Minimize visual and noise impacts of roadways on adjacent properties and other users.

Policies:

- T-8.1: Create and apply standards for planting strips, including street trees, between road edges and sidewalks to be applied to various road classifications.
- T-8.2: Create and apply standards for landscaped islands and medians to break up linear expanses.

**GOAL T-9:** Provide a balanced, multimodal transportation system that supports the safe and efficient movement of people and goods.



Policies:

- T-9.1: Provide for the needs of drivers, public transportation vehicles and patrons, bicyclists, and pedestrians of all ages and abilities in the planning, programming, design, construction, reconstruction, operations, and maintenance of the City's transportation system.
- T-9.2: Minimize the negative impacts of transportation improvement projects on low-income, minority, and special needs populations.
- T-9.3: Ensure mobility choices for people with special transportation needs, including persons with disabilities, the elderly, the young, and low-income populations.

**GOAL T-10:** Ensure Lakewood's transportation system is designed to enable comprehensive, integrated, safe access for all users of all ages and abilities including pedestrians, bicyclists, motorists, transit riders and operators, and truck operators.

Policies:

- T-10.1: The Lakewood Engineering Design Standards is the primary vehicle for executing the Complete Streets Objective and should include standards for each roadway classification to guide implementation.
- T-10.2: Context and flexibility in balancing user needs shall be considered in the design of all projects and if necessary, a deviation from the Lakewood Engineering Design Standards may be granted to ensure the Complete Streets Objective and supporting policies are achieved.

### 6.3 Transportation Demand and Systems Management

Transportation demand management (TDM) techniques include various mechanisms intended to influence people's choices about how they get from one place to another, with the goal of reducing vehicular travel demand on the road network, which subsequently reduces pollution and greenhouse gas emissions. Within Washington State, there is a statewide commute trip reduction (CTR) program that was initiated in 1991 to work with and assist employers in instituting TDM programs for their employees. These programs include measures such as parking management (making parking more difficult or expensive to obtain) ridesharing, telecommuting, and alternative work schedules. In addition, local governments can establish land-use regulations that foster the use of bike/pedestrian and transit modes.

Transportation systems management (TSM) refers to strategies that improve facility operations, traffic flow, or safety without adding lanes to increase capacity. TSM strategies are generally lower-cost improvements that do not typically involve major construction of new or expanded capital facilities.

**GOAL T-10:** Minimize the growth of traffic congestion to meet state, regional, and local environment and sustainability goals.

Policies:

- T-10.1: Require TDM improvements serving pedestrians, bicyclists, and transit riders as impact mitigation for new development.
- T-10.2: Where practical, retrofit existing streets to link neighborhoods and disperse neighborhood access to services.
- T-10-3: Interconnect traffic signals to provide green light progressions through high-volume corridors

to maximize traffic flow efficiency during peak commute periods.

- T-10-4 Consider the negative effects of transportation infrastructure and operations on the climate and natural environment.
- T-10-5 Support the development and implementation of a transportation system that is energy efficient and improves system performance.

**GOAL T-11:** Reduce dependence on SOV use during peak commute hours.

While the WSDOT, the State Department of General Administration (GA), and Pierce Transit have shared responsibility for implementing and managing the state and regional CTR programs, the City of Lakewood can actively support and promote these programs. Beyond supporting the state's and Pierce Transit's work to implement CTR programs, the City of Lakewood should work closely with Pierce Transit, Pierce County and/or the GA to cooperatively implement CTR programs

**Policies:**

- T-11.1: Establish CTR programs within major employer worksites as required by state law.
- T-11.2: Work with Pierce Transit, Pierce County and major employers and institutions to coordinate and publicize CTR efforts.
- T-11.3: Encourage employers not affected by the CTR law (less than 100 employees) to offer CTR programs to their employees on a voluntary basis and assist these employers with tapping into larger employers' ridematching/ridesharing and other HOV/transit incentive programs, where possible.
- T-11.4: Encourage large employers to institute flex-hour or staggered-hour scheduling and compressed work weeks to reduce localized congestion during peak commute times.
- T-11.5: Implement a local public awareness and education program designed to promote the environmental and social benefits of TDM strategies.
- T-11.6: Work with local high schools to educate students about the social benefits of walking, biking, carpooling and riding transit to school.
- T-11.7: Plan and implement arterial HOV improvements such as HOV lanes or transit-signal priority improvements at intersections to connect high-density employment centers with bus transit centers and commuter rail stations.

**GOAL T-12:** Decrease dependence on single-occupant vehicles (SOVs) as a primary means of transportation.

**Policies:**

- T-12.1: Prevent automobiles from dominating neighborhood and central business districts, while still accommodating their use.
- T-12.2: Maximize the availability of non-SOV transportation options to encourage people to use different modes.
- T-12.3: Work with Pierce Transit to implement transit signal-priority systems that enhance the reliability of transit as an alternative transportation mode.

T-12.4: For the Lakewood Regional Growth Center, reduce the work-related SOV trip mode share from 83 percent (year 2010) to 70 percent by 2030 through coordinated improvements to HOV, transit, and non-motorized facilities within this area.

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

Policies:

T-13.1: Involve appropriate agencies in the early review of development proposals to assess opportunities for transit-oriented design and amenities.

T-13.2: Support regional and high-capacity transit systems (e.g., buses and rail) that reliably and efficiently connect to local transit services.

T-13.3: Coordinate with transit agencies to provide facilities and services supportive of HOV use such as ridematching, provision of vanpool vehicles, on-demand services, shuttles, etc.

T-13.4: Coordinate with transit agencies to determine and respond to emerging routing and frequency needs, particularly in residential neighborhoods.

T-13.5: Work with transit agencies to develop design and placement criteria for shelters so that they best meet the needs of users and are a positive amenity.

T-13.6: Work with WSDOT to pursue HOV lanes on I-5 and SR 512 serving the city and regional transit operations.

T-13.7: Allocate staff resources to work with other transportation government agencies in drafting and submitting joint applications for state and federal transportation grants to support projects that benefit multiple jurisdictions.

T-13.8: Work with the Burlington Northern Santa Fe Railway, Sound Transit and other appropriate agencies to pursue funding for a grade separation at the 100th Street SW rail crossing.

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.

T-13.10: Encourage ridesharing through requirements for parking reserved for carpool and vanpool vehicles in the zoning code.

T-13.11: Coordinate with service providers and other utilities using rights-of-way on the timing of improvements to reduce impacts to communities and to lower the cost of improvements.

T-13.12: Work with Sound Transit and WSDOT to pursue expansion of the existing SR-512 park-and-ride facility.

T-13.13: Work with Pierce Transit to monitor transit service performance standards and to focus service expansion along high-volume corridors connecting high-density development centers with intermodal transfer points.

**GOAL T-14:** Provide safe, convenient, inviting routes for bicyclists and pedestrians (see adopted Non-Motorized Transportation Plan).

Policies:

- T-14.1: Implement and place a high importance on projects identified in the City's Non-Motorized Transportation Plan that serve and connect high density areas, major employers, schools, parks, shopping areas, and other popular destinations.
- T-14.2: Promote and improve public bicycle and pedestrian connections to achieve greater connectivity.
- T-14.3: Balance the desirability of breaking up large blocks with midblock crossings with the safety needs of pedestrians.
- T-14.4: Require the incorporation of non-motorized facilities including bicycle parking, pedestrian-scale lighting, benches, and trash receptacles into new development designs.
- T-14.5: Work with transit providers to provide bike racks and/or lockers at key transit stops and require them as condition of new development.
- T-14.6: Coordinate with adjacent jurisdictions to design for coherent bike and pedestrian corridors.
- T-14.7: Adopt a "Complete Streets" ordinance.
- T-14.8: Take positive steps to improve traffic safety at high accident and/or injury locations.

## 6.4 Parking

Parking in Lakewood primarily exists in surface parking lots to support commercial, office, light industrial, and multi-family residential areas. There is an abundant supply of parking in most of these areas. While adequate parking is critical to any type of development, an oversupply of parking wastes resources and encourages a continuation of auto-oriented travel. Therefore, the parking goals and policies balance these two conflicting outcomes.

**GOAL T-15:** Provide adequate parking that serves Lakewood's needs but does not encourage a continuation of auto-oriented development and travel patterns.

Policies:

- T-15.1: Develop and implement reasonable and flexible parking standards for various types of land uses that balance the need for providing sufficient parking with the desirability of reducing commute traffic.
- T-15.2: Consider parking standards that support TDM efforts.
- T-15.3: Allow adjacent or nearby uses that have different peak parking demands such as employment and housing to facilitate shared parking spaces.
- T-15.4: Recognize the capacity of transit service in establishing parking standards.
- T-15.5: Develop and enforce parking lot design standards, identifying requirements for landscaping, walkways, runoff treatment, parking area ratios, lighting, and other elements as needed.

**GOAL T-16:** Foster the evolution of a central business district that is compact and walkable and not defined by large expanses of parking lots.

Policies:

- T-16.1: Consider maximum parking requirements for higher density areas to encourage

- alternative transportation modes.
- T-16.2: Confine the location of parking areas to the rear of properties to increase pedestrian safety and minimize visual impact.
- T-16.3: Identify places where on-street parking can be added adjacent to street-facing retail to encourage shopping and buffer sidewalks with landscaping to create a pleasant walking environment.
- T-16.4: Encourage the use of structured or underground parking to use land more efficiently.
- T-16.5: Focus investments in downtown central business areas by promoting joint- and mixed use development and integrating shared-use parking practices.
- T-16.6: Incorporate Transportation 2040 guidelines into planning for centers and high-capacity transportation station areas.

**GOAL T-17:** Expand park-and-ride capacity to serve rail as well as other transit uses and accommodate growth.

Policies:

- T-17.1: Work with transit providers to establish additional park-and-ride facilities to serve Sound Transit operations and to facilitate ridesharing and express bus connections.
- T-17.2: Encourage commercial development on major transit routes to dedicate unused parking area to park-and-ride facilities where feasible.

## 6.5 Freight Mobility

Movement of goods is critical to Lakewood's economic activity. Supplies and products must be able to move into, out of, and throughout the commercial parts of the city. The following goals and policies address the specific needs of freight mobility in Lakewood.

**GOAL T-18:** Plan for location of freight routing in conjunction with placement of industrial, commercial, and other land uses to maintain and improve commercial transportation and mobility access.

Policies:

- T-18.1: Install directional signage for truck routes through key areas of the city.
- T-18.2: Consider potential freight movement needs of new development as part of SEPA review.
- T-18.3: Create development standards for freight access to commercial uses likely to possess such needs.
- T-18.4: As industrial uses concentrate into certain areas, identify ways to eliminate the conflict among freight users this may tend to create.
- T-18.5: Promote the continued operation of existing rail lines to serve the transportation needs of Lakewood businesses and Joint Base Lewis-McChord.
- T-18.6: Support reconstruction of the I-5/SR 512 interchange to improve access to the Lakewood Industrial Park.
- T-18.7: Support new access and infrastructure improvements to American Lake Gardens that facilitate industrial development.

- T-18.8: Explore future opportunities to grade separate rail traffic from street arterials where significant safety hazards or traffic congestion warrant.
- T-18.9: The City discourages increased freight traffic along this corridor that is above and beyond the activity already in place and does not have a destination within Lakewood or Joint Base Lewis-McChord. With the opening of the Point Defiance Bypass project in support of Amtrak passenger rail coupled with increasing demands on freight rail, there is concern that the Point Defiance Bypass project could eventually lead to increased freight traffic in addition to new passenger rail.

## **6.6 Level-of-Service Standards and Concurrency**

### **6.6.1 Definitions**

The GMA requires the adoption of Level-of-Service (LOS) standards for arterial streets and intersections to serve as a gauge to judge the quality and performance of the transportation system. The LOS standards for arterial streets and intersections are based on the peak hour LOS and are applied consistently throughout the City except for selected roadway links designated on Figure 6.2.

Level-of-service standards required by the GMA are closely related to the issue of concurrency. The GMA requires transportation improvements to be made concurrent with development. Once a street or intersection exceeds its LOS standard, improvements must be planned within six years to improve the street's performance to a level that does not violate the standard. If planned improvements were to exceed the six-year time frame, new development that would add traffic to the street could not be approved.

The most common approach to LOS for roads is the ratio of traffic volume to the design capacity of a facility while intersection LOS is based on the average delay experience by drivers. Both roadway and intersection LOS are typically evaluated during the peak hour travel and are typically converted to letter grades "A" through "F," as described in the Transportation Research Board's *Highway Capacity Manual*. The LOS A represents the least amount of congestion, while LOS F represents the highest level of congestion.

Level-of-service standards can be chosen for different arterials within a city. Levels of service should desirably be the same on both sides of a city/county boundary; however, different goals on either side of a boundary can be legitimate reasons for two jurisdictions to establish different standards.

### **6.6.2 Goals and Policies**

**GOAL T-19:** Apply standardized performance measurement criteria to monitor transportation LOS.

Policies:

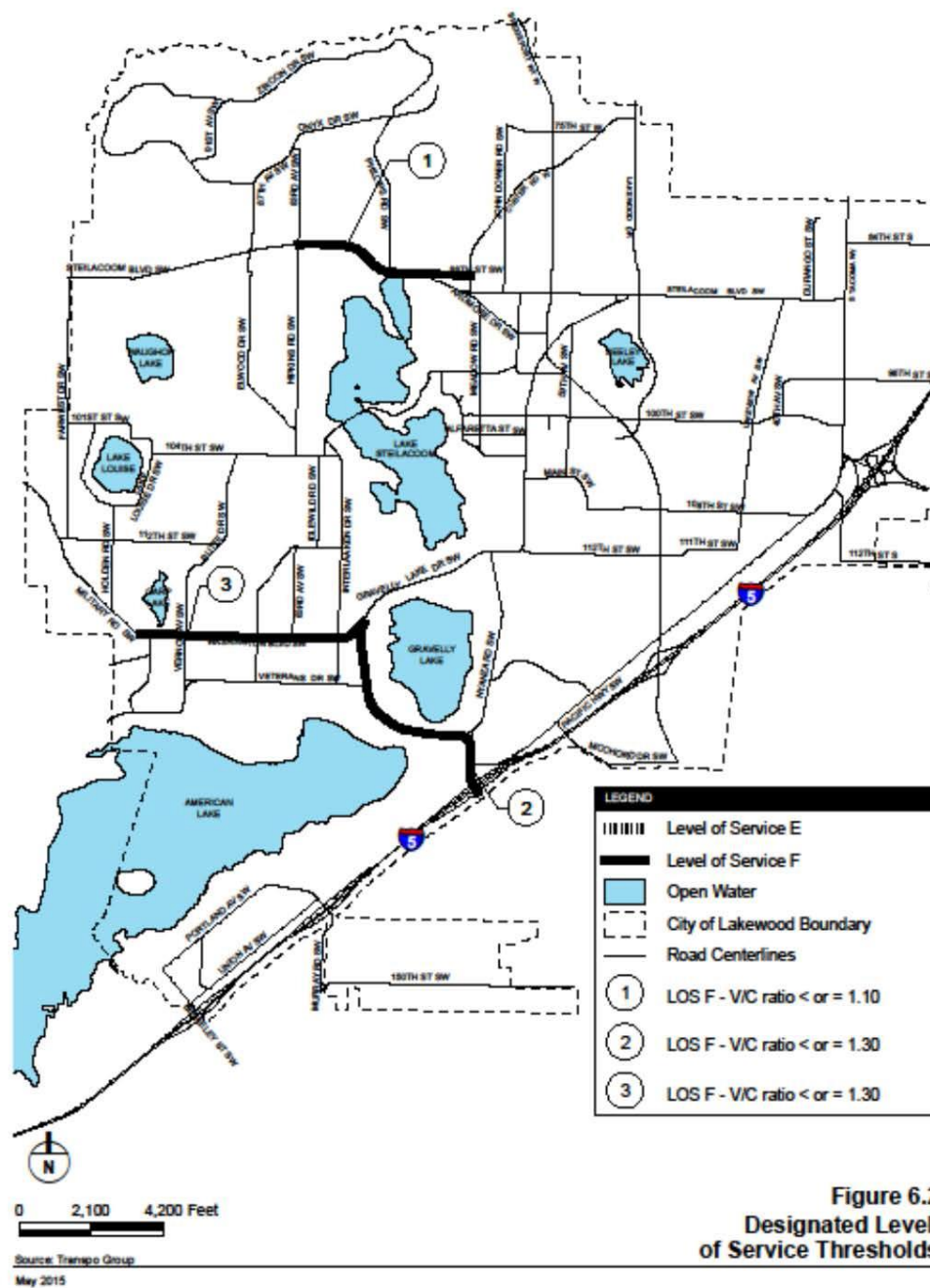
T-19.1: Monitor road performance using the Highway Capacity Manual's standardized LOS criteria:

- LOS A is defined as representing a free flow condition. Travel speeds are typically at or near the speed limit and little to no delay exists. Drivers have the freedom to select their desired speeds and to make turns and maneuver within the traffic stream.
- LOS B is defined as representing stable flow. Drivers still have some freedom to select their travel speed. Average delays of 10-20 seconds per vehicle are experienced at signalized intersections.
- LOS C is defined as falling within the range of stable flow, but vehicle travel speeds and maneuverability are more closely controlled by higher traffic volumes. The selection of speed

is not affected by the presence of others, and maneuvering within the traffic stream requires vigilance on the part of the driver. Longer average delays of 20-35 seconds per vehicle are experienced at signalized intersections.

- LOS D is defined as approaching unstable flow. Travel speed and freedom to maneuver are somewhat restricted, with average delays of 35-55 seconds per vehicle at signalized intersections. Small increases in traffic flow can cause operational difficulties at this level.





- LOS E is defined as representing operating conditions at or near the capacity of the roadway. Low speeds (approaching 50 percent of normal) and average intersection delays of 55-80 seconds per vehicle are common. Freedom to maneuver within the traffic stream is extremely difficult. Any incident can be expected to produce a breakdown in traffic flow with extensive queuing.
- LOS F is defined as forced flow operation at very low speeds. Operations are characterized by stop-and-go traffic. Vehicles may progress at reasonable speeds for several hundred feet or more, then be required to stop in a cyclic fashion. Long typical delays of over 80 seconds per vehicle occur at signalized intersections.

- T-19.2: Collaborate with adjacent jurisdictions to develop appropriate LOS standards where roadway centerlines serve as a jurisdictional boundary.
- T-19.3: Work toward developing multimodal LOS and concurrency standards to include performance criteria for transit, pedestrian, and bicycle facilities.
- T-19.4: Manage arterial operations and improvements such that transit LOS standards, as defined by the local and regional transit providers, can be maintained.
- T-19.5: Seek multimodal mitigation measures as part of the development review to improve or construct multimodal facilities to address LOS impacts.

**GOAL T-20:** Adopt the following arterial and intersection LOS thresholds for maintaining transportation concurrency on arterial streets in Lakewood.

Policies:

- T-20.1: Maintain LOS D with a V/C ratio threshold of 0.90 during weekday PM peak hour conditions on all arterial streets and intersection in the city, including state highways of statewide significance except as otherwise identified.
- T-20.2: Maintain LOS D during weekday PM peak hour conditions at all arterial street intersections in the city, including state highways of statewide significance except as otherwise identified.
- T-20.3: Maintain LOS F with a V/C ratio threshold of 1.10 in the Steilacoom Boulevard corridor between 88th Street SW and 83rd Avenue SW.
- T-20.4: Maintain LOS F with a V/C ratio threshold of 1.30 on Gravelly Lake Drive between I-5 and Washington Boulevard SW and Washington Boulevard SW, west of Gravelly Lake Drive.
- T-20.5: The City may allow two-way and one-way stop-controlled intersections to operate worse than the LOS standards. However, the City requires that these instances be thoroughly analyzed from an operational and safety perspective.

**GOAL T-21:** Use traffic management strategies and land use regulations to protect street and network LOS standards.

Policies:

- T-21.1: Establish mitigation requirements for new development where LOS is expected to fall below acceptable standards as a result of that development.
- T-21.2: Limit new development to areas where LOS standards can be maintained and restrict development in areas where they cannot be maintained.
- T-21.3: Use road widening only as a last resort to address LOS deficiencies, except in areas where

roadways are substandard and improving them to standards would increase their contribution to overall LOS.

- T-21.4: Ensure that Comprehensive Plan amendments, rezones, master plans, conditional uses, and other significant land use proposals are reviewed with consideration of the proposal's impact on street LOS standards.

## **6.7 Reassessment Strategy**

The arterial level of service thresholds established above will be monitored over time. For locations that may exceed the level of service threshold in the future, a different threshold would need to be established or a specific facility improvement would need to be identified and programmed for funding within six years.

While the future of transportation financing from state and federal sources remains uncertain at present, there are mechanisms available to municipalities to generate revenue for, or otherwise encourage private investment in, transportation facilities. If the above proactive policies fail to maintain future levels of service within the established LOS thresholds, the City of Lakewood will resort to some combination of the following TDM/TSM and land-use strategies to bring any LOS deficiencies back into compliance under GMA concurrency requirements:

- Coordinate timing of new development in LOS-deficient areas with fully-funded improvements identified in the required six-year transportation improvement plan.
- Provide for routing traffic to other roads with underutilized capacity to relieve LOS standard deficiencies, but taking into consideration the impact of additional traffic on the safety and comfort of existing neighborhoods.
- Aggressively pursue the following TDM strategies, including parking management actions in dense commercial centers:
  - Install parking meters on streets within and adjacent to commercial centers;
  - Develop public parking facilities and use cost pricing to discourage SOV commuting;
  - Institute a municipal parking tax;
  - Set maximum parking space development standards and reduce over time to further constrain parking supply;
  - Support charging for employee parking and providing monetary incentives for car and vanpooling;
  - Partner with Pierce Transit to identify public and/or private funding for expanded transit service during peak and off-peak times along LOS-deficient corridors.
- Aggressively pursue federal and state grants for specific transportation improvements on LOS deficient roadway segments.
- Make development density bonuses available to developers who provide additional transit, bicycle, and pedestrian-friendly amenities beyond the minimum requirements.

- Reassess commercial and residential development targets by planning area and make adjustments to channel development away from LOS-deficient locations.
- If the actions above are not sufficient, consider changes in the LOS standards and/or limit the rate of growth, revise the City's current land use element to reduce density or intensity of development, and/or phase or restrict development to allow more time for the necessary transportation improvements to be completed.

# 7.0 UTILITIES

## 7.1 Introduction

Utilities are critical to ensuring Lakewood's viability as a place to live, work, and conduct business and pleasure. Utilities in Lakewood supply drinking water, electricity, and communications and rid homes and businesses of sewage, solid waste, and excess stormwater. The purpose of this chapter is to ensure that adequate utilities will be available, maintain an equitable level of service, guarantee public health and safety, promote efficiencies and economies of scale, and foster coordination with regional and independent utility systems.

Utilities addressed in this chapter include stormwater, sanitary sewer, water, electricity, communications, solid waste, and natural gas. Background data used in the development of these goals and policies and specific capital programs to implement them are included in the Background Report. Analysis demonstrating the ability of each utility system to meet the demands of growth projected by this plan are discussed in Section 3.11 of the EIS. This chapter is primarily concerned with goals and policies pertaining to each utility category.

### 7.1.1 General Goals and Policies

**Goal U-1:** Designate the general location and capacity of existing and proposed utility facilities.

Policies:

U-1.1: Add utility corridor and facility information to the Geographic Information System (GIS) system. The City shall consult periodically with private utility providers to obtain up-to-date system information.

U-1.2: Coordinate with utility providers to ensure that the general location of existing and proposed utility facilities is consistent with other elements of the Comprehensive Plan.

**GOAL U-2:** Provide an adequate level of public utilities in response to and consistent with land use, environmental protection, and redevelopment.

Policies:

U-2.1: Utility services and facilities must be consistent with the growth and development concepts directed by the comprehensive plan.

U-2.2: Where appropriate, encourage conservation in coordination with other utility providers and jurisdictions.

U-2.3: Encourage the appropriate siting, construction, operation, and decommissioning of all utility systems in a manner that reasonably minimizes impacts on adjacent land uses.

**GOAL U-3:** Provide and maintain safe, reliable, and adequate utility facilities and services for the city's current and future service area to meet anticipated peak demands in an efficient, economically, and environmentally responsible manner.

Policies:

- U-3.1: Condition development approval on capacity of utility systems to serve the development without decreasing established LOS, or on a financial commitment to provide service within a specified time frame.
- U-3.2: Coordinate the extension of utility services with expected growth and development.
- U-3.3: Coordinate with service providers and other utilities using rights-of-way on the timing of improvements to reduce impacts to communities and to lower the cost of improvements.
- U-3.4: Protect the City's rights-of-way from unnecessary damage and interference and ensure restoration to pre-construction condition or better.

## 7.2 Stormwater

The City of Lakewood provides stormwater service to the entire city. Figure 7.1 depicts the locations of the City's stormwater systems. The City maintains close working relationships with adjacent stormwater utilities, including the City of Tacoma and Pierce County Public Works and Utilities. These working relationships are essential because stormwater conveyed from portions of Tacoma and portions of unincorporated Pierce County ultimately reaches, and is conveyed through, City-owned facilities.

The City will ensure that adequate storm drainage facilities exist to accommodate growth by finding existing deficiencies, regularly updating its stormwater planning, and adopting a set of development standards that require developers to fund and install appropriate storm drainage facilities. Additional information is contained in the background report and Section 3.11 of the EIS.

**GOAL U-4:** Provide efficient, cost-effective, and environmentally sound surface water and flood control facilities to protect existing and future land uses to preserve public safety and protect surface and groundwater quality.

Policies:

- U-4.1: Ensure that adequate storm drain and flood-control facilities are provided and properly maintained to alleviate surface flooding during storm events.
- U-4.2: Undertake a stormwater management program that meets or exceeds the standards of the National Pollutant Discharge Elimination System (NPDES).
- U-4.3: Provide for maintenance and upgrade of existing public storm drainage systems and flood control facilities and for construction of expanded public storm drain systems and flood control facilities to protect existing and future development.
- U-4.4: Implement flood-control improvements that maintain the integrity of significant riparian and other environmental habitats.
- U-4.5: Develop public works policies and design standards which encourage minimizing the development of impervious surfaces.
- U-4.6: Seek land acquisition opportunities in areas of the City targeted for future growth and increasing density for stormwater storage functions to compensate for increasing impervious surface.
- U-4.7: Support lake management studies for Lake Steilacoom, Gravelly Lake, and Lake Louise to determine pollutant sources.
- U-4.8: Participate in ongoing water quality monitoring programs for all public drainage systems that discharge into lakes and streams.

U-4.9: Develop and implement a state-approved Comprehensive Storm Water Management Program.

U-4.10: Cooperate with the Pierce County Conservation District Stream Team Program to provide water quality education to the community.

**GOAL U-5:** Ensure that the costs of improvements to the storm drain and flood-control system are borne by those who both contribute and benefit.

Policies:

U-5.1: Require that on-site treatment of stormwater generated by new development is adequate to meet the requirements of the City's stormwater management and site development manual and that such facilities are constructed coincident with new development.

U-5.2: Costs for improvements to existing storm drain and flood control facilities associated with a new development shall be borne by the developer through payment of fees or by actual construction of the improvements.

U-5.3: Consider formation of benefit assessment districts and community facilities districts, where appropriate, in which those who benefit from specific local storm drain and flood-control improvements pay a proportionate share of the costs.

**GOAL U-6:** Minimize the impact of poor storm drain performance upon transportation infrastructure.

Policies:

U-6.1: Ensure the timely removal of debris from storm drains.

U-6.2: Consider and seek funding for public projects to resolve roadway flooding problems in areas that are poorly served by storm drains.

U-6.3: Require adequate storm drainage in conjunction with new development.

### **7.3 Sanitary Sewers**

Sewer service in the City of Lakewood is almost entirely provided by Pierce County Public Works and Utilities. Sewer service was recently expanded to serve the Tillicum and Woodbrook communities. The Town of Steilacoom provides sewer service to Western State Hospital. Steilacoom has indicated that its facilities serving the Western State Hospital currently have additional growth capacity. The City of Tacoma provides sewer service to the Flett subdivision, and to commercial and residential users located in northeast Lakewood (80<sup>th</sup> Street and 84<sup>th</sup> Streets). Figure 7.2 describes the locations of all major sewer trunk lines within Lakewood.

The area immediately north of Pierce College and north of 101st Street SW, as well as the area along Clover Creek near Cochise Lane, remain unsewered. Since the adoption of the City's Comprehensive Plan in 2000, sewer trunk lines have been installed in Tillicum and Woodbrook.

**GOAL U-7:** Ensure efficient, cost-effective, and environmentally sound sewage collection and treatment to protect public health and maintain safe and high quality groundwater reserves and protect riparian and other wildlife habitat.



Policies:

U-7.1: Provide leadership to Pierce County to ensure that sewer connection fees and monthly charges are adequate to fund maintenance of existing facilities, and collect monies toward operation, maintenance, repair and replacement of existing facilities.

U-7.2: Provide leadership to Pierce County in evaluating and accommodating increased demand by upgrading existing facilities and/or constructing new collection and treatment improvements.

**GOAL U-8:** Ensure that new growth is served by sewers, and pursue a citywide system to eliminate current service deficits.

Policies:

U-8.1: Ensure that public sewage treatment and collection systems are installed and available for use coincident with new development.

U-8.2: Continue current efforts to extend sewers throughout all of Woodbrook and Tillicum.

U-8.3: Encourage extension of sewer service to Woodbrook and portions of Tillicum slated for density increases or changes in use consistent with the adopted Comprehensive Plan Future Land Use Map (see Policy LU-62.5).

U-8.4 Enforce Ordinance No. 530, requiring sewer mandatory sewer connections throughout the city.

U-8.5: Work with Pierce County to develop a plan that would provide sewer services to pockets of unsewered properties interspersed throughout the city's core.

U-8.6: Work with Pierce County to establish a priority for sewer properties located within the Arrowhead-Partridge Glen Neighborhood, Lakewood's westerly urban growth area.

U-8.7: Identify locations along the city's northeasterly edge where sewer services are either provided by the City of Tacoma or Pierce County. Where sewer services are not provided to properties by either agency, work with the appropriate agency to connect these properties to sewers.

U-8.8 Where feasible, utilize grant funding sources to extend major sewer lines.

U-8.9: Require projects located beyond the reasonable reach of existing sewer service construct dryline sewers within roadways and adopt covenants requiring that they connect to sewers when available.

U-8.10 Issue building permits in sewer areas only when sewer capacity is available.

U-8.11: Enable existing uses to continue utilizing individual and/or community septic systems, provided that soil conditions will support their use, until sewers are available.

U-8.12: Ensure that sewer permits are processed in a timely manner by Pierce County.

U-8.13: Solicit private industrial developers willing and able to finance the extension of sanitary sewers to Woodbrook.

U-8.14: Ensure that public sewage treatment and collection systems are installed and available

for use concurrent with new development.

## **7.4 Water**

Water service in the City of Lakewood is almost entirely provided by the Lakewood Water District. Small portions of the north and northeast sections of the city are served by the City of Tacoma, the Parkland Light and Water Company, and Southeast Tacoma Mutual Water Company.

Figure 7.3 shows the water systems service areas, in addition to the location of groundwater pump stations. No surface water, desalinated water, or recycled water is used. The aquifers are at different depths, generally of glacial origin and tend to be coarse-grained and highly permeable. Recharge (replenishing) of the aquifers comes from local rainfall or snowmelt in the Clover/Chambers drainage basin. Some of the aquifers will most likely receive some additional deep underflow ranging from the south Puyallup/Graham area westward to the Puget Sound.

The Lakewood Water District was formed in 1943. The District originally leased its water supply and distribution facilities from the Federal Works Agency, from whom it later purchased the facilities. At that time, the facilities consisted of four wells, three storage tanks, and approximately 41 miles of water main serving approximately 270 connections. The District began its first groundwater drilling efforts in 1943. The District has grown steadily ever since residential and commercial development occurred within its service area. Facilities now include 13 storage tanks and 34 groundwater wells, of which 30 are active. In 2010, the District served approximately 16,425 service connections and had approximately 250 miles of water main.

The District's existing retail and wholesale water service areas, which are the same as the District's future service area. The District's retail water service area includes most of the City of Lakewood's city limits, portions of the Town of Steilacoom and portions of unincorporated Pierce County. The District's wholesale water service area includes the retail water service areas of Pierce County Water Cooperative member systems. The District supplies wholesale water to the City of Steilacoom and Summit Water and Supply Company and has contracts to provide wholesale water to the Rainier View Water Company and Spanaway Water Company.

The average demand per capita in the District's retail water service area between 2004 and 2010 was 139 gallons per person per day, which is a nearly 6% reduction compared to the average per capita demand of 147 gallons per day in the 2006 plan.

Lakewood's sole source of water is from underground aquifers supplied by 30 active groundwater wells. These wells have sufficient capacity and water rights to meet current and future demands. However, many of the District's supply facilities have aging mechanical equipment and aging site piping that needs replacing.

In recent years, the District has experienced an increase in distribution system leakage, which it is taking steps to reduce. The steps include conducting leak detection audits, calibrating and replacing water source and service meters and replacing aging water mains which are suspected to have leaks. Figure 7.4 shows the Water District's water line replacement program as of 2013.

Redevelopment within the District's retail water service area will increase the service area population and demands. Within the 20-year planning period of this plan, the District's retail water service area is anticipated to grow by approximately 13,186 people, or 22%. The increase in total water system demands is anticipated to increase by this same percentage.

All of the water from the District's wells is chlorinated before it enters the distribution system. Re-chlorination is also used at the District's Western State and American Lake Gardens storage tanks to maintain adequate chlorine residual in the stored water. The District does not fluoridate its water supply.

The District's water system has 12 pump stations. Each pump station serves one of three purposes:

Pumping water from a reservoir to the system where the elevation of the reservoir is too low to gravity feed into the system; Continuously pumping water into a pressure zone for maintaining adequate pressures where the pressure zone doesn't have a tank for maintaining pressures; and Pumping water from a lower pressure zone to a higher pressure zone where the higher pressure zone has one or more tanks to maintain pressures.

The District's water system has 13 active storage facilities. Two tanks have been abandoned. The Washington Boulevard was abandoned by the District several years ago. The Tillicum Elevated Tank has also been abandoned for several years, but remains standing for the sole purpose of supporting cell phone antennas. The storage system meets current and future system needs, but many facilities are aging.

The District's Retail Water Service Area (Lakewood) contains approximately 250 miles of water main ranging in size from less than 2-inches to 16-inches in diameter. Much of the water main (approximately 39 percent) within the service area is 8-inch diameter and an additional 18 percent of District's water main is larger than 8-inch diameter.

Approximately 73% of the water main in the system is asbestos cement (AC). The District has an ongoing program to replace this older AC water main. All new water main installations are ductile iron water main in accordance with the District's current development and construction standards.

The average life expectancy of water main in the District's system is generally estimated at 50 years. This is partly due to the AC pipe material of much of the water system and also due to the numerous water mains that were cut and repaired with couplings and fittings as part of a large sanitary sewer system utility local improvement district (ULID) in the early 1980s. Approximately 47 percent of water main within the system was constructed before the 1960s and is reaching the end of its design life expectancy.

In 2014, the District officially instituted a 50-year water main rehabilitation and replacement program. The program would replace approximately 180-miles of the 256-mile system, in addition to replacing over 16,000 water meters. Total project cost in 2014 dollars is \$180 million. Figure 7.4 illustrates the status of the program as of 2014. The District has also implemented a capital facilities plan to upgrade and expand services to meet the City's economic development priorities.

The District has advanced a capital improvement program (CIP). The CIP has recommended major maintenance and replacement needs of the existing system at an annual rate of \$3.65 million minus water main replacement which is funded separately. Capital improvements have been proposed in six categories:

- Water Main Improvements - improvements to existing water mains as well as adding new water mains to improve capacity and reliability.
- Pressure Control Station Improvements - improvements to the system's pressure control stations to improve and sustain pressure.
- Pump Station Improvements - improvements focused on updating the District's pump stations to improve reliability, aesthetics, usefulness, safety and serviceability.
- Tank/Reservoir Improvements - improvements include renovating older tanks as well as replacing entire tanks due to age.
- Well Capacity & Reliability Improvements - improvements focused on updating existing well facilities to improve overall performance.
- Miscellaneous Improvements - program-level planned work required to comply with various state and federal water regulations.

### **7.4.1 Other Water Purveyors**

Minor portions of the city are served by the Southeast Tacoma Mutual Water Company, and the City of Tacoma. Continued service to these areas is expected to be adequate for the 20-year planning period. Western State Hospital provides its own water service. There are also private wells servicing existing mobile home parks scattered throughout Lakewood.

### **7.4.2 Goals and Policies**

**GOAL U-9:** Ensure a safe and adequate water supply for the citizens of Lakewood with adequate storage and distribution treatment facilities to support projected growth in demand.

Policies:

- U-9.1: Ensure that new growth does not exceed adequate water supply and appropriate infrastructure levels. Appropriate water pressure shall require a minimum of 40 pounds per square inch (psi) and a maximum of 85-90 psi, and fire flows of 1,500 gallons per minute (gpm).
- U-9.2: Coordinate with other entities to conduct studies to evaluate the aquifer and its long-term capabilities.
- U-9.3: Coordinate with private water providers and appropriate governmental agencies prior to approval of new development entitlements.
- U-9.4: Coordinate the construction of interties with adjoining water purveyors to enhance the City's water supply and fire flow capacity.

**GOAL U-10:** Minimize water consumption through site design, the use of efficient systems, and other techniques.

Policies:

- U-10.1: Require incorporation of water conservation features such as low-flow toilets, showerheads, and faucets in the design of all new construction.
- U-10.2: Promote drought-tolerant landscaping (xeriscaping) through development standards.
- U-10.3: Encourage industrial and commercial users to incorporate appropriate water conservation measures such as recycling into their operations.

**GOAL U-11:** Ensure that the costs of new water facilities are borne by those who benefit. Policy:

- U-11.1: Work with private water purveyors and the City of Tacoma to ensure that new developments pay the cost of construction of capital facilities needed to serve new development.

## **7.5 Electricity**

Lakewood is served by three electric utilities. In general, Tacoma Power serves the northern sections of the city, Lakeview Light and Power serves the eastern sections, and Puget Sound Energy (PSE) serves the western sections. Approximate electric service areas are illustrated in Figure 7.6.

### **7.5.1 Lakeview Light and Power**

Lakeview Light and Power serves a large portion of eastern Lakewood, including most areas south of Steilacoom Boulevard and east of Bridgeport Way. Lakeview Light and Power's service area also includes the Springbrook neighborhood, most of the area south of 112th Street SW and east of Nyanza Road SW, and some areas between Gravelly Lake Drive and Bridgeport Way SW.

Approximately one-third of the projected population growth and two-thirds of the projected employment growth will occur in the Lakeview Light and Power service area. Lakeview Light and Power does not anticipate requiring any new facilities to accommodate this projected population and employment growth, provided that the future commercial and/or industrial development is not substantially more energy intensive on a per-job basis than existing commercial and industrial development in the city.

### **7.5.2 Tacoma Power**

Tacoma Power serves most areas north of Steilacoom Boulevard. South of Steilacoom Boulevard, Tacoma Power provides service to Pierce College, Lakes High School, Lakewood Towne Center, and other areas east of Lake Steilacoom and west of the Lakeview Light and Power service area. Tacoma Power has indicated that additional substation and feeder facilities will be needed to meet projected 20-year growth, and that it continues to monitor municipal growth projections and update its utility planning accordingly.

### **7.5.3 Puget Sound Energy**

Puget Sound Energy (PSE) serves most areas south of Steilacoom Boulevard that area west of Lake Steilacoom and Gravelly Lake. Additionally, PSE serves the Tillicum and Woodbrook neighborhoods. Its Operations Planning Department is responsible for identifying future facility needs and uses information provided by Lakewood and other jurisdictions, monitoring of residential development permits, and commercial/industrial land-use applications as tools to maintain a system-wide long range plan for electric facilities. The purveyor has indicated that facilities exist to accommodate proposed residential development, as well as proposed industrial development in the Woodbrook area, provided that industrial development would not create certain above average industrial load demands on the existing system, on either an average or peak demand basis.

New Construction: In 2010 through 2012, PSE rebuilt and relocated 4.5 miles of 55 kV transmission line to the current 115 kV standard from South Tacoma Way to the Gravelly Lake substation in Lakewood. Beginning in 2015 PSE will install a new 115 kV circuit breaker at the Gravelly Lake substation (8304 Washington SW, Lakewood). The work will be performed within the existing substation footprint. The upgrades increase reliability and serve to meet the growing demand for power within the region.

There are no other major projects being planned; however, new projects may come about due to: New or replacement of existing facilities to increase capacity requirements resulting from new construction and conversion from alternate fuels; main replacement to facilitate improved maintenance; or replacement or relocation of gas facilities caused by municipal and state projects.

### **7.5.4 Goals and Policies**

**Goal U-12:** Ensure that an adequate electrical supply at a fair and reasonable cost is available to support existing and future land uses in the city.

Policies:

U-12.1: Require that new development be contingent on the ability to be served with adequate electrical facilities and service.

U-12.2: The City hereby incorporates by reference PSE's GMA Electrical Facilities Plan into this utilities

element as now existing or hereafter amended or adopted.

**GOAL U-13:** Provide appropriate locations for electrical service lines and facilities while protecting public health and safety from associated hazards.

Policies:

U-13.1 Prevent encroachment of housing and other incompatible uses under power lines and into electrical utility corridors.

U-13.2: Regulate development to protect public health and welfare in areas containing electrical facilities that generate significant electro-magnetic fields.

U-13.3: Coordinate with local purveyors to develop future facility maps for the location of transmission lines, high-voltage distribution lines, and substations.

U-13.4: Work with local purveyors to ensure that existing electrical facilities are protected from encroachment, that electrical facilities do not cause negative aesthetic or health impacts on the community, and that adequate electrical facilities are available to meet the needs of future development.

U-13.5: Pursue the undergrounding of existing above-ground electrical facilities and ensure the undergrounding of new electrical facilities.

**GOAL U-14:** Coordinate utilities undergrounding with new development, redevelopment, and street projects.

Policies:

U-14.1: Where feasible, time undergrounding of utilities to coincide with major street projects.

U-14.2: Seek financing for utilities undergrounding in conjunction with road improvement financing.

U-14.3: To the maximum extent possible and based upon applicable regulations, the City should require the undergrounding of utility distribution lines in new subdivisions, new construction, and significantly reconstructed facilities, consistent with all applicable laws.

U-14.4: To the maximum extent possible and based upon applicable regulations, the City should work with the utility companies in preparing a plan for undergrounding utilities in areas where their visual impact is critical to improving the appearance of the City, such as the Central Business District and the I-5 Corridor (Pacific Highway SW and South Tacoma Way).

**GOAL U-15:** To the extent practical, screen major utility structures/fixtures.

Policies:

U-15.1: The City should work with utility providers in preparing a right-of-way vegetation plan that ensures that the needs of landscaping and screening are balanced with the need to prevent power outages.

U-15.2: The City should require that site-specific utility facilities such as antennas and substations, be reasonably and appropriately sited and screened to mitigate adverse aesthetic impacts.

- U-15.3: The City should work with the utility companies and also support statewide efforts by the Washington Utility and Transportation Commission (WUTC) to devise a method of paying for improvements associated with environmental and aesthetic impacts.

**GOAL U-16:** Promote energy conservation.

Policies:

- U-16.1: The City shall, at minimum, ensure that its buildings comply with state and federal standards for energy conservation.
- U-16.2: The City will endeavor to work with utility companies to promote and educate the public about strategies for conserving energy.
- U-16.2: The city will work with local utility purveyors to convert existing traffic signals to light-emitting diode (LED) lamps and develop a policy to install LED in future traffic signals.

## **7.6 Telecommunications**

In general, the telecommunications (cable/phone/internet) industry has changed considerably in recent decades, due to both federal deregulation and technological advancements. A student project at the University of Texas at Austin adeptly describes the state of the telecommunications industry:

“The [late 1990s/early 2000s] have witnessed historic changes in the realm of communications technology. Government policy makers have struggled to keep up with rapidly evolving Internet, telephone, and cable television technology, trying to generate an effective regulatory balance that ensures consumer protection and facilitates the efficient deployment of new technology by eager companies. One of the most important responses to the changes in the telecommunications sector, the Federal Telecommunications Act of 1996, offered a decrease in government regulation as a response to the uncertainties of technological innovation. Since the passage of the Act, the degree of monopoly power and market concentration the telecommunications sector has been on the rise.”

In part, the project examines the proliferation of telecommunications providers since the AT&T breakup and emergence of “Baby Bells” in the 1980s and industry competition that has evolved since then. This offers a framework for not only the telecommunications utilities available in Lakewood, but throughout communities nationwide. Where a past study such as this might have listed individual providers in a prospective annexation area, consumers now have a myriad of choices.

Many telecommunications providers now focus on “bundling” in their marketing, to entice customers to obtain their phone, internet (including wi-fi), and television (many including digital video recording and on-demand/pay-per-view) access through a single purveyor. Comcast Xfinity, DirecTV, and DISH Network are common examples in this region. At least one provider is incorporating home security monitoring into its program as well. Some customers opt for cellular service instead of the “land-line” phones available in bundled services. Still others might use smart phones for both phone and internet via data plans. As a result of deregulation, the wealth of providers and service options available, and the diversity of consumer preferences, telecommunications services available within the City have not been assumed to be limited to a single or most prominent provider.

**GOAL U-17:** Accommodate ongoing improvements in communications systems and promote state-of-the-art facilities.

Policies:

- U-17.1 Ensure that development regulations are consistent with public service obligations imposed

upon private utilities by federal and state law.

- U-17.2: Process permits for private utility facilities in an efficient and timely manner, in accordance with franchise agreements, development regulations, the Lakewood Comprehensive Plan, and adopted codes.
- U-17.3: The City will encourage and work with telecommunication and cable companies to develop fiber optic cable networks and to increase interconnectivity between different networks.
- U-17.4: The City will endeavor to work with utility companies and other public institutions, such as the school district, and local community and technical colleges to develop a full range of community information services, available to citizens and businesses through the telecommunication network.
- U-17.5: Support new advances in telecommunications systems that will create a better informed public, foster economic vitality, and reduce demand on the region's street system.
- U-17.6: Ensure that zoning regulations do not unnecessarily hinder establishment of in-home offices and businesses that take advantage of electronic communications.
- U-17.7: Encourage the use of smaller telecommunications facilities that are less obtrusive and can be attached to existing utility poles other structures without increasing their height.
- U-17.8: Develop programs to protect communications facilities during disasters or emergencies.
- U-17.9: Promulgate regulations to meet federal requirements yet protect the community from undesirable impacts of cell towers, public and private satellites dishes, and other similar facilities.
- U-17.10 Through its development regulations, the City shall continue to address the siting, screening, and design standards for wireless/cellular facilities, substations, and antenna facilities in such a manner as to allow for reasonable and predictable review while minimizing potential land use and visual impacts on adjacent property.

## **7.7 Solid Waste**

State law requires counties, in coordination with their cities, to adopt comprehensive solid waste plans for the management, handling, and disposal of solid waste for twenty years, and to update them every five years. Cities may choose to be joint participants in the plan, delegate planning to the county, or do their own plan. In Pierce County, waste management and recycling activities for all jurisdictions, including Lakewood, are coordinated under the umbrella of the Tacoma-Pierce County Solid Waste Plan.

There are three separate collection and disposal systems in the County:

- The County's system includes the unincorporated areas of the county and 19 cities and towns using the County's disposal system;
- Tacoma, as a joint participant in the plan, has its own collection utility and disposal system and the Town of Ruston operates its own collection utility, but has an inter-local agreement with Tacoma for disposal and an inter-local agreement with the County adopting the Solid Waste Plan; and
- Joint Base Lewis McChord uses the Fort Lewis disposal system but coordinate with the County on public outreach and education programs about waste reduction and recycling.



Currently in Lakewood, waste is collected by Waste Connections, a private company under contract with the City. Waste Connections offers residents solid waste and recycling collection programs.

Waste Connections also operates a transfer station located at 3902 Steilacoom Boulevard. The facility operates two 114-cubic yard (25-ton) transfer trailers which service both drop box (primarily construction material) and route collection vehicle waste. About 60% of the waste collected by Waste Connections is handled at this transfer station. The remainder is hauled by collection vehicle to Hidden Valley. The Hidden Valley facility is not open for public disposal, but does have a public drop-off site for recyclables (no buyback).

An update of the Solid Waste Plan was adopted in 2000, and a supplemental document was adopted in 2008. Lakewood signed an inter-local agreement with Pierce County pursuant to the Plan. Under this agreement, the County has responsibility for overall planning, disposal and waste reduction and recycling education. Cities are responsible for collections and the development of any recycling program specific to their jurisdiction.

## **7.8 Hazardous Waste**

The Tacoma-Pierce County Local Hazardous Waste Management Plan was adopted by all jurisdictions in 1991. The Plan is administered by the Tacoma-Pierce County Health Department. County health staff indicate that the Plan is anticipated to be updated in 2015. The Hazardous Waste Plan was developed in accordance with RCW 70.105 to "address hazardous waste currently exempt from the State's Dangerous Waste Regulations". This type of waste is mostly household hazardous waste or small quantities from commercial generators. The Tacoma-Pierce County Health Department, Pierce County, and the City of Tacoma provide coordinated management of services, collection, and public outreach for all residents of the county for household hazardous waste.

**GOAL U-18:** Provide for an economical, convenient, environmentally balanced, and integrated solid waste reduction, recycling, and disposal system.

Policies:

- U-18.1: Develop and implement comprehensive residential and commercial recycling and composting programs that are convenient and efficient, and that divert the broadest possible range of materials from the landfill.
- U-18.2: Promote public and private recycling efforts and organizations.
- U-18.3: Support and participate in interagency cooperative efforts with governments, businesses, and institutions in planning and implementing solid waste management programs.
- U-18.4: Develop and implement a safe, convenient, and environmentally sound residential hazardous waste collection, recycling, and disposal program.

## **7.9 Natural Gas**

Puget Sound Energy (PSE) is the sole natural gas provider for the city of Lakewood. It is estimated that PSE currently serves over 13,100 customers within the City of Lakewood.

Natural gas comes from wells in the Rocky Mountains and in Canada and is transported through interstate pipelines by Williams Northwest Pipeline to PSE's gas station.

Supply mains then transport the gas from the gate stations to district regulators where pressure is reduced to less than 60 psig. The supply mains are made of welded steel pipe that has been coated and is cathodically

protected to prevent corrosion. These mains range in size from 4 " to 20".

Distribution mains are fed from district regulators. They range in size from 1-1/4" to 8" and the pipe material is either polyethylene (PE) or wrapped steel (STW).

Individual residential service lines are fed by the distribution mains and 5/8" or 1-1/8" in diameter. Individual commercial and industrial service lines are typically 1-1/4", 2" or 4" in diameter.

The company's Operations Planning Department is responsible for identifying future facility needs (based on information provided by municipalities), monitoring residential development permits, and implementing commercial/industrial land-use applications using these tools to maintain a system-wide long range plan for natural gas facilities. The purveyor has indicated that facilities exist to accommodate proposed residential development, as well as proposed industrial development in the American Lake Gardens area, provided that industrial development would not create certain above average industrial load demand on the existing system, either on an average or peak demand basis.

As regulated by the WUTC, natural gas is not considered a necessity like electricity; rather, it is a utility of convenience. Customer hookup to the distribution system is determined by the WUTC. PSE natural gas service is a demand driven utility and as such is prohibited from passing the cost of new construction on to the existing rate base. As driven by demand, PSE installs service for new construction and conversion from electricity or oil to natural gas.

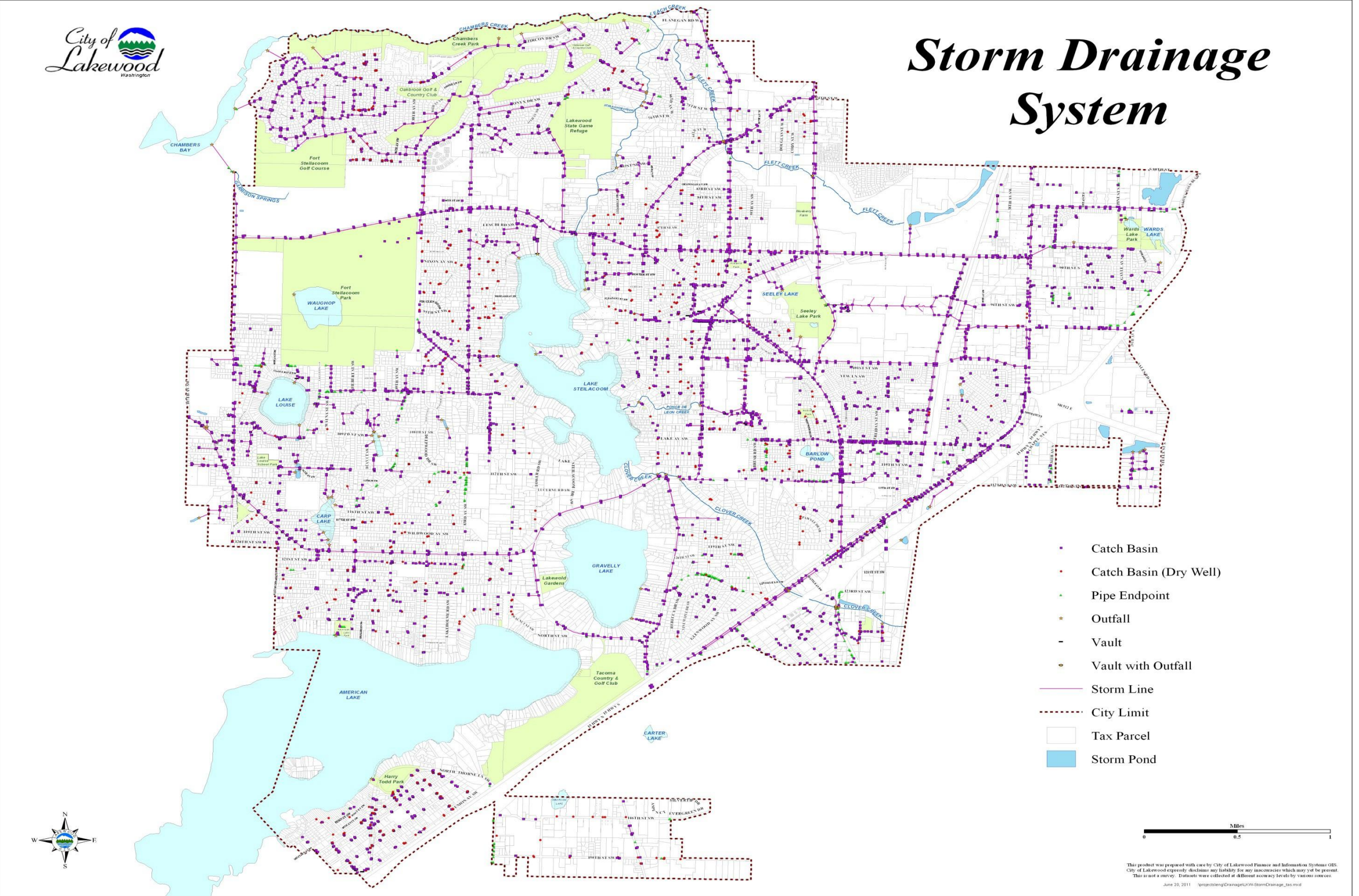
**GOAL U-19:** Ensure an adequate, safe, and orderly supply of gas energy to support existing and future land uses in the city.

Policies:

- U-19.1: Work with the purveyor to ensure that adequate natural gas facilities are available to meet the demands of existing and new development.
- U-19.2: Work with the purveyor to ensure that facilities are designed and sited to be compatible with adjacent land uses in the city of Lakewood.
- U-19.3: Prepare land-use ordinances to protect gas line utility corridors.
- U-19.4: Encourage joint trenching among gas and other utility purveyors.



# Storm Drainage System



- Catch Basin
- Catch Basin (Dry Well)
- ▲ Pipe Endpoint
- ★ Outfall
- Vault
- ⬤ Vault with Outfall
- Storm Line
- - - City Limit
- Tax Parcel
- Storm Pond

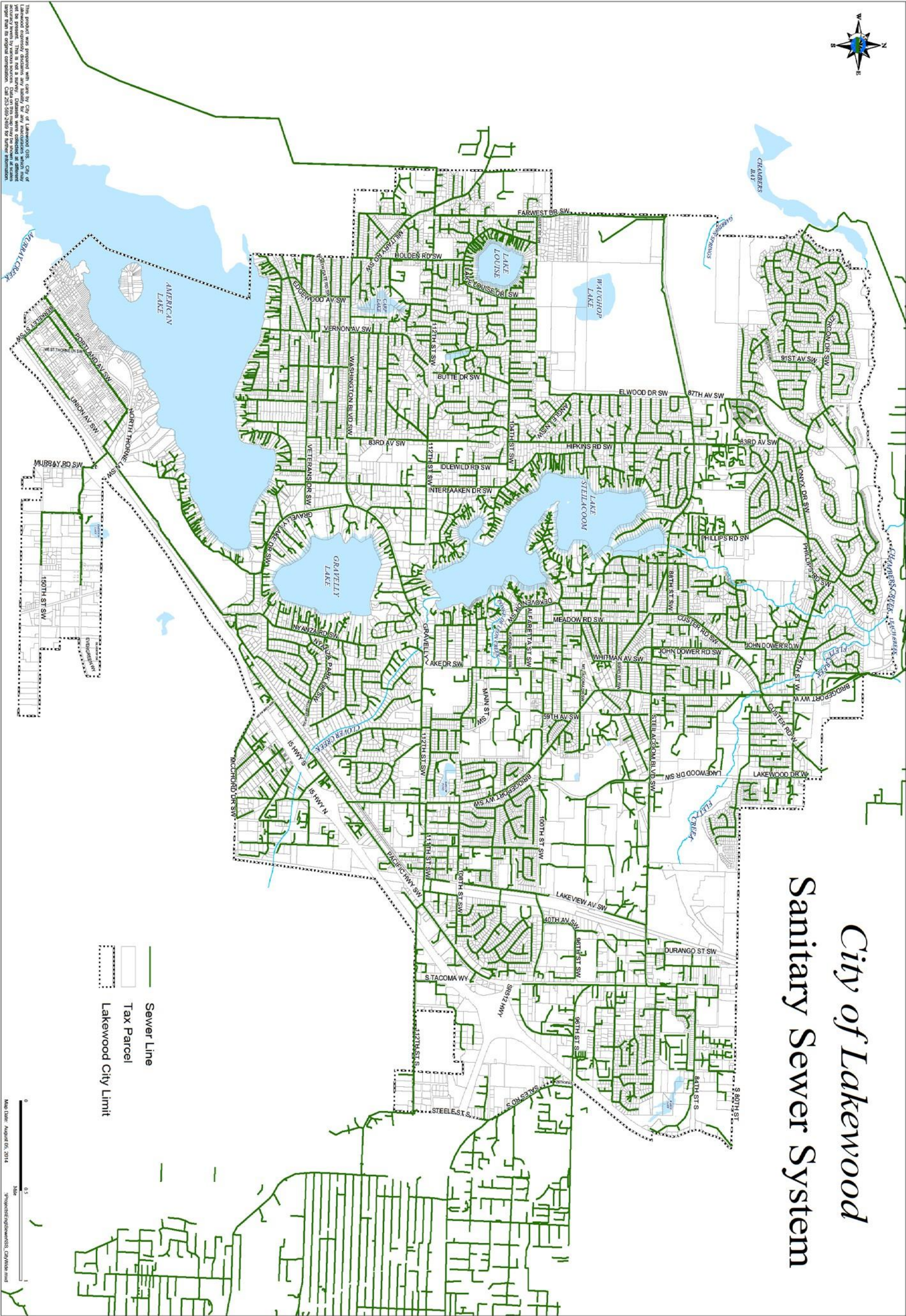
Miles  
0 0.5 1

This product was prepared with care by City of Lakewood Finance and Information Systems GIS. City of Lakewood expressly disclaims any liability for any inaccuracies which may yet be present. This is not a survey. Datasets were collected at different accuracy levels by various sources.  
June 20, 2011 /projectsleng/Drainage/Lakewood-StormDrainage\_tss.mxd

Figure 7.1  
Stormwater Systems



Figure 7.2 - Sanitary Sewer System





## LEGEND

- Retail Water Service Area
- Lakewood City Limits
- Town of Steilacoom Boundary
- Groundwater Well
- Water Tank
- Pump Station
- Intertie
- Pressure Regulating Valve Station
- Water Main (Diameter indicated in inches)
- Water Bodies

### Pressure Zones:

- 404 Pressure Zone
- 455 Pressure Zone
- 460 Pressure Zone
- 470 Pressure Zone
- 490 Pressure Zone
- 513 Pressure Zone

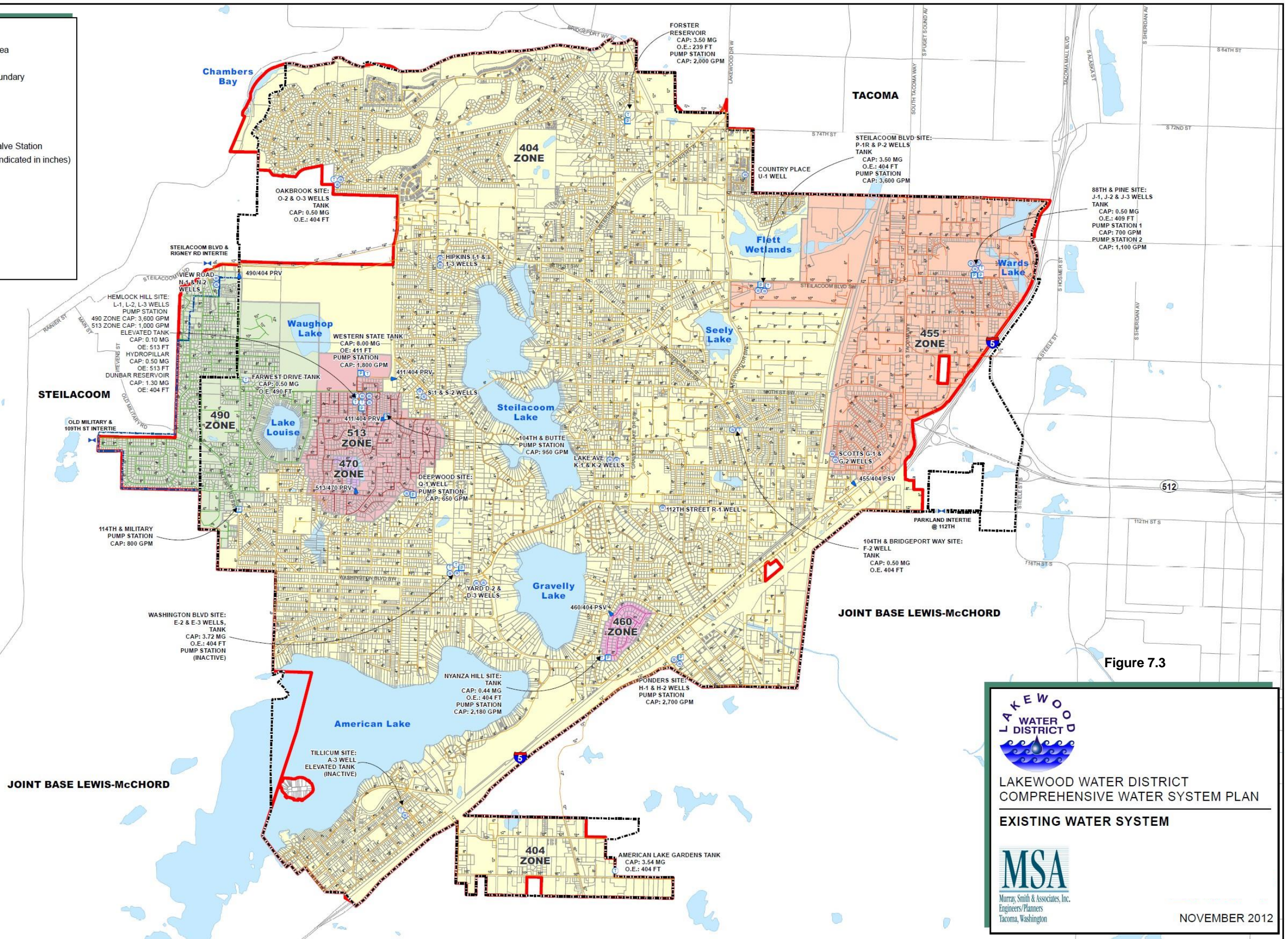
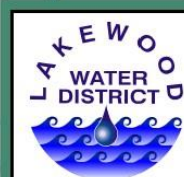


Figure 7.3



LAKESIDE WATER DISTRICT  
COMPREHENSIVE WATER SYSTEM PLAN  
EXISTING WATER SYSTEM

**MSA**  
Murray, Smith & Associates, Inc.  
Engineers/Planners  
Tacoma, Washington

NOVEMBER 2012



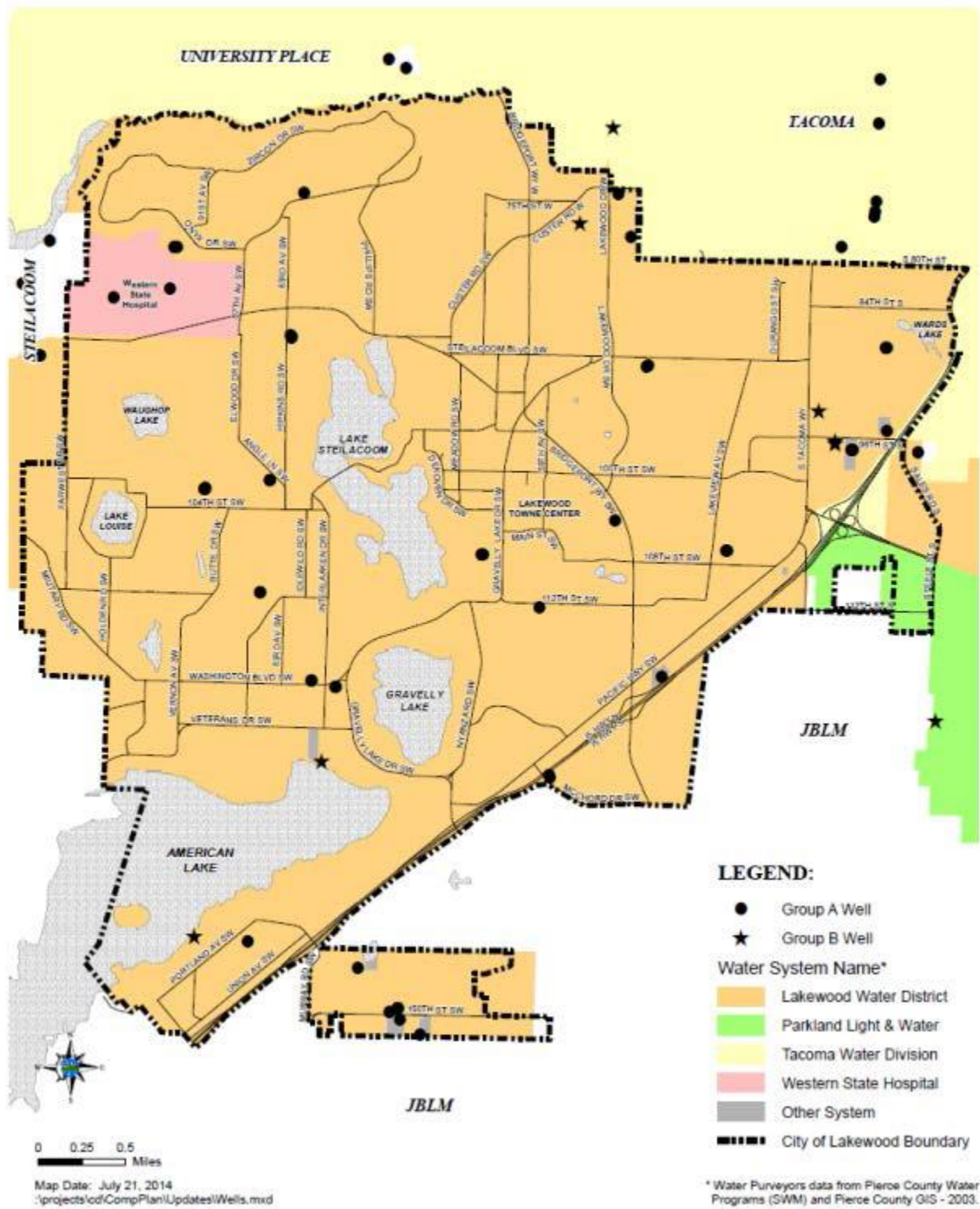
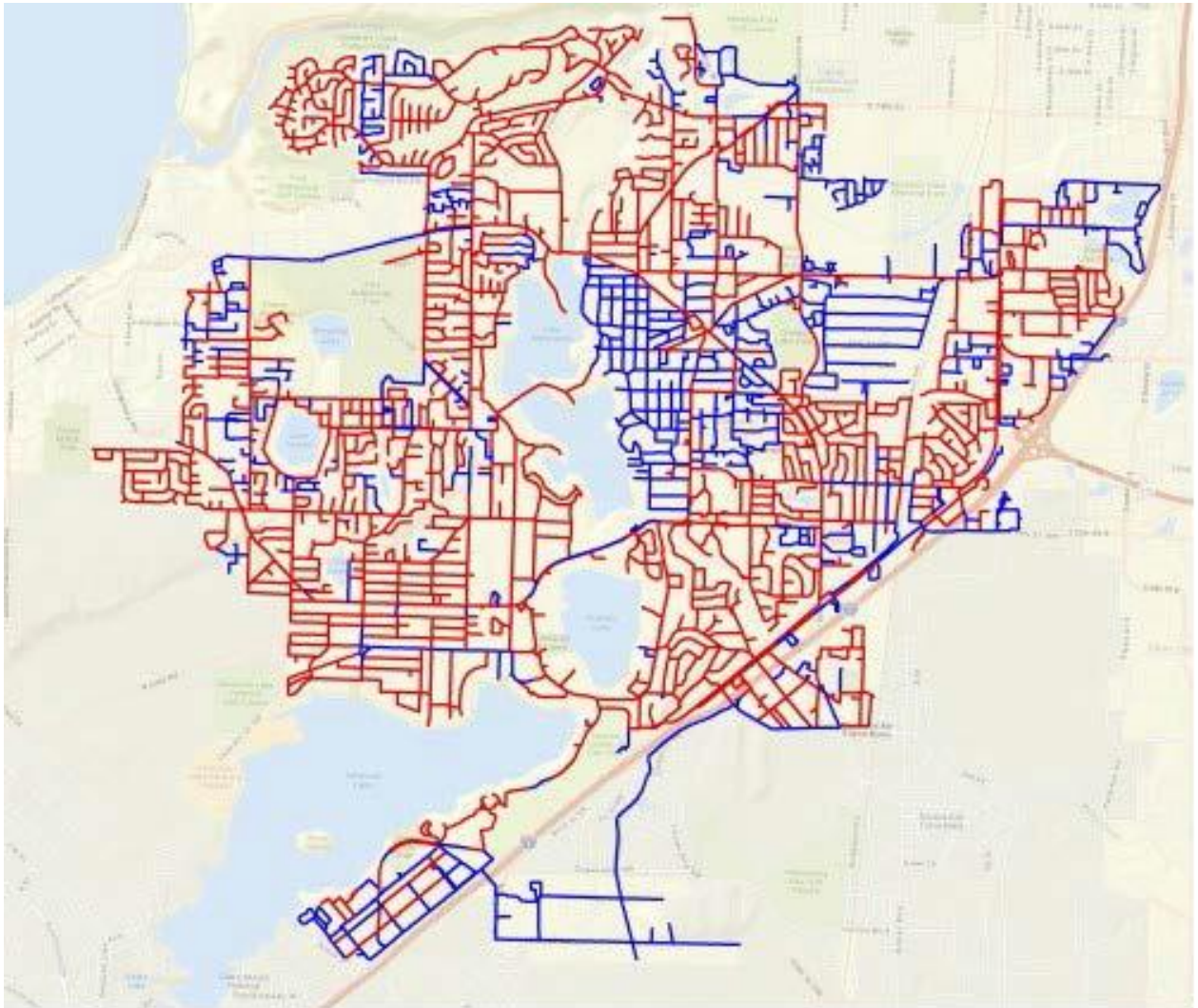
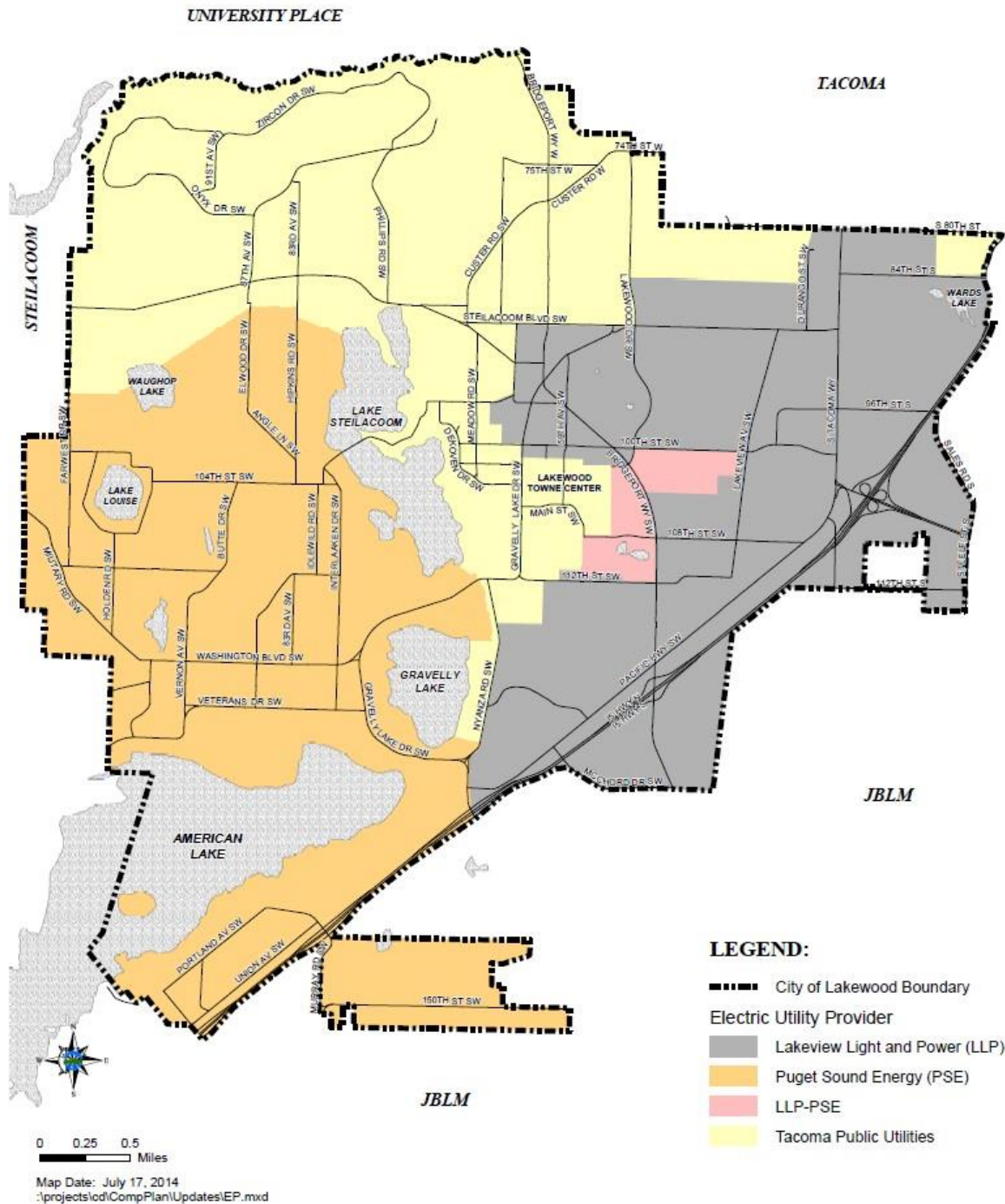


Figure 7.4



**Figure 7.5**  
**Waterline Replacement**



**Figure 7.6**  
**City of Lakewood Electrical Power Purveyors**



# 8.0 PUBLIC SERVICES

## 8.1 Introduction

The City of Lakewood is not a full-service city. This circumstance stems from Lakewood being an unincorporated community of Pierce County up until 1996. Many public services were provided by Pierce County, the City of Tacoma, special service districts, a utility co-op (Lakeview Light and Power), and a private utility company (Puget Sound Energy). A number of these entities still provide services to Lakewood.

Since incorporation, some public services are now provided by the City of Lakewood. The table below provides information on the services the City provides, and the services provided by other public agencies and one private company.

<b>Table 8.1 Public Service Providers</b>	
<b>Public Service</b>	<b>Provider</b>
General Administrative Services	City of Lakewood
Police	City of Lakewood
Public Works	City of Lakewood
Stormwater	City of Lakewood
Refuse	Waste Connections (under contract with the City of Lakewood)
Fire Protection	West Pierce Fire & Rescue
Emergency Medical Services (EMS)	West Pierce Fire & Rescue
Emergency Management	City of Lakewood
Health & Human Services	City of Lakewood
Housing and Community Development Programs	Tacoma/Lakewood Consortium
Schools	Clover Park School District, Pierce College, Clover Park Technical College, & private schools
Library Services	Pierce County Library
Water	Lakewood Water District
Sewer	Pierce County Public Works & Utilities; City of Tacoma provides sewers on Lakewood's northerly edge
Power (electricity & gas)	Tacoma Power, Puget Sound Energy, & Lakeview Light & Power

Many of the utility related services listed in the table are covered in other chapters of Lakewood's Comprehensive Plan, or by other agencies' planning programs. Thus, these services are not addressed in this chapter. This chapter concentrates on the following services: fire protection; emergency medical services; police; emergency management; schools and higher education; library services; health and human services; and housing and community development programs.

The City recognizes the importance of planning for these functions in conjunction with required GMA elements to ensure that growth in the City is coordinated with growth in these services. This is particularly important for schools, both K-12 and post-secondary education, whose enrollment

numbers, student populations, and sometimes even course emphases are strongly tied to local growth, but where “disconnects” may easily occur if planning is not coordinated. This chapter interrelates Lakewood’s Comprehensive Plan to the functions of Clover Park School District, Pierce College, Clover Park Technical College, the Pierce County Library System, and various human services providers.

In setting goals and policies related to this final group, this chapter also sets forth the City’s commitment to its citizens’ well-being through its participation in community-based strategic planning efforts for health and human, and housing and community development services.

## **8.2 Fire Protection**

**GOAL PS-1:** Protect the community through a comprehensive fire and life safety program.

Policies:

- PS-1.1: Maintain a Washington Surveying and Rating Bureau (or successor agency) rating of ISO Class 3 or better.
- PS-1.2: Install and maintain traffic signal control devices responsive to emergency vehicles.
- PS-1.3: Where possible, and mutually beneficial, coordinate land acquisition for emergency services facilities with other departments (e.g., Parks, Public Works, Police) to maximize benefits to the City.
- PS-1.4: Continue the utilization of the West Pierce Fire & Rescue Fire Marshal and staff to provide fire and life safety inspections of occupancies as a means of identifying and remedying potential fire hazards before fires occur.
- PS-1.5: Educate and inform the public on fire safety and hazardous materials to further protect the community and the environment from unnecessary damage.

**GOAL PS-2:** Ensure that fire facilities and protective services are provided in conjunction with growth and development.

Policies:

- PS-2.1: Periodically evaluate population growth, community risks, emergency response times, apparatus deployment, and staffing levels to identify future service and facility needs.
- PS-2.2: Incorporate the fire department in evaluation of proposed annexations to determine the impact on response standards.
- PS-2.3: Provide fire station locations, apparatus deployment, and staffing levels that support the core fire service provisions and response time objectives as approved in Resolution by the Board of Fire Commissioners.

**GOAL PS-3:** Ensure built-in fire protection for new development and changes or additions to existing construction.

Policies:

- PS-3.1: Require all new development to provide minimum fire flow requirements as prescribed in the International Fire Code.

- PS-3.2: Continue to require that all structures and facilities under City jurisdiction adhere to City, state, and national regulatory standards such as the International Building and Fire Codes and any other applicable fire safety guidelines.
- PS-3.3: Require developers to install emergency access control devices to gated communities as approved by the public works director.
- PS-3.4: Consider requiring assessment of a hazardous material impact fee for industrial uses.

### **8.3 Emergency Medical Services (EMS)**

**GOAL PS-4:** Protect citizens through a comprehensive EMS program that maximizes available resources.

Policies:

- PS-4.1: The fire department will serve as the primary and lead Basic Life Support (BLS) and Advanced Life Support (ALS) provider within the city.
- PS-4.2: Provide a four-minute initial time standard for EMS calls.
- PS-4.3: Provide fire station locations, apparatus deployment, and staffing levels that support the core EMS service provisions and response time objectives as approved in Resolution by the Board of Fire Commissioners.
- PS-4.4: Maintain criteria-based dispatch system for determining appropriate levels of response.
- PS-4.5: Implement citizen CPR training programs with existing personnel and resources.
- PS-4.6: Implement and maintain a local physician advisor program in conjunction with the Pierce County EMS Medical Program Director to ensure the medical quality of emergency medical services.

### **8.4 Police Service**

**GOAL PS-5:** Protect community members from criminal activity and reduce the incidence of crime in Lakewood.

Policies:

- PS-5.1: Provide police protection with a three-minute response time for life-threatening emergencies (Priority 1), a six-minute response time for crimes in progress or just completed (Priority 2), and a routine/non-emergency response time of 20 minutes (Priority 3).
- PS-5.2: Maintain a level of police staffing, services, and command that is adequate to serve Lakewood's current needs and future growth.
- PS-5.3: Where appropriate, participate in innovative programs and funding strategies to reduce community crime.

**GOAL PS-6:** Enhance the ability of citizens and the Police Department to minimize crime and provide security for all developed properties and open spaces.

Policies:

- PS-6.1: Support and encourage community-based crime-prevention efforts through interaction and coordination with existing neighborhood watch groups, assistance in the formation of new neighborhood watch groups, and regular communication with neighborhood and civic organizations.
- PS-6.2: Implement a crime prevention through environmental design program that results in the creation of well-defined and defensible spaces by reviewing such things as proposed developments' demographic settings; intended uses; and landscaping, lighting, and building layout as a means of access control.
- PS-6.3: Seek ways to involve police with youth education, such as bike safety training, anti-drug courses, "cop in school" program, etc.

## **8.5 Emergency Management**

**GOAL PS-7:** Protect the community through a comprehensive emergency management program.

Policies:

- PS-7.1: Adopt and maintain a comprehensive emergency management plan consistent with federal and state requirements.
- PS-7.2: Continue to fund and support the emergency management program, ensuring that emergency management plans, equipment, and services are sufficient for potential disaster response.
- PS-7.3: Maintain personnel, resources, and training necessary within all appropriate City departments to provide the disaster response called for in the emergency management disaster response plans.
- PS-7.4: Coordinate with appropriate state agencies when preparing disaster response plans and when considering floodplain or seismic ordinance standards.
- PS-7.5: Develop an interagency communications network incorporating all public service agencies within the City for use during disasters.
- PS-7.6: Maintain and enhance rescue capabilities that include extrication, trench rescue, water rescue, high-angle rescue, and urban rescue.
- PS-7.7: Develop and implement additional public education activities that promote water safety.

## **8.6 Schools**

**GOAL PS-8:** Support the maintenance and enhancement of the public education system, placing a strong emphasis on providing quality school facilities that function as focal points for family and community activity.

Policies:

- PS-8.1: Support efforts of the school district to ensure that adequate school sites are provided and that the functional capacity of schools is not exceeded.
- PS-8.2: Work with the school district to prepare/update a master plan for all its facilities and a capital improvement plan.

PS-8.3: Consider the impact on school enrollment and capacities when reviewing new development proposals, higher density infill projects, zoning changes, and Comprehensive Plan amendments.

PS-8.4: Require that developers assist in donating or purchasing school sites identified on the facilities map in correlation to the demand that their developments will create.

PS-8.5: Ensure that new school sites include room for future expansion if needed.

PS-8.6: Request student generation factors from the school district for the City's use in analyzing the impact of project proposals on schools.

**GOAL PS-9:** Accommodate the maintenance and enhancement of private school opportunities for area students and residents.

Policies:

PS-9.1: Subject to specific regulatory standards, allow existing private schools to expand and new private schools to develop.

PS-9.2: Ensure that the Comprehensive Plan and development standards provide sufficient accommodation for the operation and expansion of private school opportunities.

**GOAL PS-10:** Ensure that both public and private schools are safe and accessible to students, generate a minimal need for busing, and are compatible with and complementary to surrounding neighborhoods.

Policies:

PS-10.1: Prohibit development of public and private schools on sites that present hazards, such as within Accident Potential Zones and industrial zoning districts, nuisances, or other limitations on the normal functions of schools that are unable to be mitigated.

PS-10.2: Work with schools and neighborhoods to explore options for access to elementary and secondary schools via local streets and/or paths.

PS-10.3: Develop specific regulatory standards to ensure that new residential development located near public schools provides adequate pedestrian and bicycle connections, signage, and traffic control measures where needed to ensure the safety of students traveling between the development and the school.

PS-10.4: Apply improvement responsibilities to school district or private school operator developing new school sites equivalent to that applied to other types of development.

PS-10.5: Retrofit existing neighborhoods with sidewalks, crosswalks, special signage, and other traffic control measures near schools as funding becomes available or as land uses are redeveloped.

PS-10.6: Co-locate public school grounds and public parks whenever possible.

PS-10.7: Encourage as appropriate the school district or private school operator to reduce high school student generated traffic impacts by implementing transportation demand management mechanisms such as limited student parking, public bus routes, and other appropriate tools.

- PS-10.8: Encourage the school district to continue to make schools available for civic functions when classes are not in session.
- PS-10.9: Establish limited parking zones around schools where parking capacity problems exist.
- PS-10.10: Work with the CPSD to reuse/redevelop surplus school properties with appropriate uses consistent with the Comprehensive Plan.

## **8.7 Higher Education**

**GOAL PS-11:** Maintain and enhance top-quality institutions of higher education that will meet the changing needs of Lakewood's residents and business community.

Policies:

- PS-11.1: Work with colleges to prepare a master plan and policy guide addressing the location of existing and proposed on- and off-site campus structures and uses.
- PS-11.2: Require new construction to be subject to requirements of the City's development standards, including adequate fire protection and emergency access, and generally consistent with the master plan.
- PS-11.3: Work with colleges to enhance area infrastructure to better serve college facilities, such as improved pedestrian, bike and bus connections, and more student housing and support services in the surrounding area.

**GOAL PS-12:** Maximize the ability of higher educational institutions to provide quality services while minimizing impacts on area residents and businesses.

Policies:

- PS-12.1: Participate with institutions of higher education in master planning efforts, transit programs, neighborhood plans, and other programs intended to facilitate the provision of quality education in a manner compatible with surrounding uses.

## **8.8 Library Services**

**GOAL PS-13:** Ensure that high quality library services are available to Lakewood residents.

Policies:

- PS-13.1: Work with the Pierce County Library System to address current service deficits, continued population growth, changing library services, increased and changing customer needs and expectations within the Lakewood service area.
- PS-13.2: Promote the construction a new main library facility within the City's downtown core.
- PS-13.3: Assist the Pierce County Library System in the reuse/sale of the existing library building/property located at 6300 Wildaire Rd SW.
- PS-13.4: Work with the Library System to ensure that its facilities are located and designed to effectively serve the community.
- PS-13.5: Support the Pierce County Library System's service levels (seating, materials and shelving, technology guidelines, meeting rooms, square feet per capita, and parking) as outlined in the *Pierce County Library 2030* report and as may be updated from time-to- time.

- PS-13.6: Work with the Library System to identify non-capital alternatives such as specialized programs, new technologies, and other alternatives to provide up-to-date library services.
- PS-13.7: Establish a three- to five-mile service radius for library coverage.
- PS-13.8: Continue and expand bookmobile services to underserved and/or isolated areas such as Springbrook, Tillicum, and Woodbrook.

## **8.9 Health and Human Services**

**GOAL PS-14:** Create a community in which all members have the ability to meet their basic physical, economic, and social needs, and the opportunity to enhance their quality of life.

### **Policies:**

- PS-14.1: Assess and anticipate human services needs and develop appropriate policy and program responses.
- PS-14.2: Convene and engage others, including the Youth Council, the Lakewood Community Collaboration, and Lakewood's Promise, in community problem-solving to develop and improve social services.
- PS-14.3: Disburse Community Development Block Grant and General Fund dollars to support a network of services which respond to community needs.
- PS-14.4: Promote awareness of needs and resources through strengthened dialogue, effective marketing strategies, and public relations activities.
- PS-14.5: Encourage services that respect the diversity and dignity of individuals and families, and foster self-determination and self-sufficiency.
- PS-14.6: Foster a community free of violence, discrimination and prejudice.
- PS-14.7: Encourage the location of medical clinics and services near transit facilities.

**GOAL PS-15:** Ensure the City's Human Services Funds are effectively and efficiently managed.

### **Policies:**

- PS-15.1: The City's role is to fund, advocate, facilitate, plan, and inform by continually engaging service providers and community organizations in dialogue regarding the functioning of the present service systems, the emerging needs of the community and the building of a comprehensive system of services.
- PS-15.2: Develop and maintain a strategic plan to direct collaborative services efforts.
- PS-15.3: Assess community needs and administer a funding allocations process to address identified community needs.
- PS-15.4: Develop contract performance measures and monitor contracting agencies performance.

**GOAL PS-16:** Give a broad range of Lakewood citizens a voice in decision making about how we can create a safer, healthier community.



Policies:

PS-16.1: Ensure the representation of culturally and economically diverse groups, including youth, people of color, seniors, and the disabled, in publicly appointed committees working on human services needs.

PS-16.2: Develop decision-making processes that include regular feedback from the community and health/human services consumers.

**GOAL PS-17:** Participate in regional and local efforts that address human services needs in the region and in the City.

Policies:

PS-17.1: Support and actively coordinate with local, regional, and national efforts that address local human services needs and ensure that local services are compatible with other programs provided at the state and federal levels.

PS-17.2: Continue the City's active participation in the Pierce County Continuum of Care, the Pierce County Human Services Coalition, and the 2060 and 2163 Funding Programs.

## **8.10 Lakewood's Housing and Community Development Programs**

**GOAL PS-18:** Provide decent affordable housing.

Policies:

PS-18.1: Preserve existing owner-occupied housing stock.

- Provide a range of home repair assistance to qualified lower-income homeowners.

PS-18.2: Expand/sustain affordable homeownership opportunities.

- Reduce the financial burden of new homeowners through assistance with down payment for home purchases.
- Provide housing counseling to homeowners and potential homebuyers.
- Collaborate with partners and housing providers toward the goal of expanding homeownership opportunities.

PS-18.3: Provide assistance to preserve the quality and habitability of affordable rental housing.

- Provide incentives to improve properties.
- Collaborate with partners and housing providers to develop and implement strategies to preserve affordable rental housing.
- Support the crime-free housing activities.
- Support fair housing activities such as landlord/tenant counseling.

- PS-18.4: Provide assistance for a continuum of housing for persons with special needs, homeless persons and people at risk of homelessness.
- Develop partnerships with housing providers and human services agencies providing emergency shelters, permanent supportive, and repaid re-housing assistance.
  - Support the efforts of the Ten-Year Regional Plan to End Chronic Homelessness in Pierce County.
- PS-18.5: Reduce barriers to affordable housing by supporting fair housing activities such as outreach and education.
- Support fair housing activities such as outreach and education.
- PS-18.6: Develop new affordable housing options as new funding opportunities become available.

**GOAL PS-19:** Revitalize targeted neighborhoods.

Policies:

- PS-19.1: Assist with sewer connections for single family owner-occupied units in targeted areas.
- PS-19.2: Support code violation enforcement activities and activities to remove slums and blight.

**GOAL PS-20:** Maintain/improve community facilities and public infrastructure, particularly in underserved areas or neighborhoods.

Policies:

- PS-20.1: Support public infrastructure such as streets, sidewalks, street-lighting, street-related improvements, and park facilities and improvements, and the removal of architectural barriers that impede American Disabilities Act accessibility.
- PS-20.2: Support community facilities providing emergency services and basic needs.
- PS-20.3: Support the delivery of human services to, and sustain a community safety net for, identified vulnerable populations.
- PS-20.4: Develop and improve parks and open space in low income residential neighborhoods.

**GOAL PS-21:** Expand economic opportunities.

Policies:

- PS-21.1: Support economic development activities that provide or retain livable wage jobs for low and moderate income persons.
- Develop a low-interest loan program, tax credits and other mechanisms to serve as incentives for businesses to create or retain jobs for low and moderate income persons.
  - Develop a technical assistance program for supporting businesses for the purpose

of creating or retaining jobs for low and moderate income individuals.

- Provide businesses with access to low-interest loans to expand economic opportunities through on-site infrastructure improvements, rehabilitation, acquisition, and other commercial improvements for the purpose of creating or retaining jobs for low and moderate income persons.

PS-21.2: Focus investment on housing development and infrastructure improvements in support of economic development in targeted neighborhoods.

# 9.0 CAPITAL FACILITIES AND IMPROVEMENTS

## 9.1 Introduction

Upon its incorporation, Lakewood was typical of most newly incorporated cities in Washington in that many urban services and utilities in the city were provided by special districts, other jurisdictions, or private companies. While this is still largely the case, Lakewood's decision to take its police services in-house in 2004 changed the City's position with regard to capital facilities needs and funding for that service function.

A key function of this Comprehensive Plan is to coordinate the provision of urban services and utilities to fulfill Lakewood's vision. However, the City has varying levels of actual control over the urban services and utilities provided within its boundaries. This chapter directs how the City manages and finances capital improvements for the services and utilities directly provided by the City, and establishes the City's relationship to other services and utility providers.

The Capital Facilities Element of the Comprehensive Plan consists of two portions- the 20 year Plan and the 6-year Plan/Program. The 20 year plan portion, which is this chapter, contains capital facilities related goals and policies that are integrated with other goals and policies of the Comprehensive Plan. The program portion, which is the 6-year Capital Improvement Plan, contains inventories of existing and proposed capital facilities, identifies both regular and special maintenance requirements, forecasts future needs for facilities for six years, identifies deficiencies in capital facilities and the actions necessary to address such deficiencies, and contains a six-year financing plan and budget. The 6-year Capital Improvement Plan is a separate document.

In addition to the Capital Facilities Element, planning and programming for transportation and parks (the two largest components of City spending on capital facilities) is guided by the Transportation element of this plan, and the Legacy Parks Plan.

Planning and programming for utilities and facilities/services provided by special districts, State and Federal government, Pierce County, the City of Tacoma, and private utility companies is typically the responsibility of these providers.

## 9.2 Urban Services and Utilities

Utilities and services in Lakewood are provided by the City, other jurisdictions, special districts, and private companies. The responsibilities of these providers are described below in terms of four types of service.

### 9.2.1 Type 1: City-Provided Services and Utilities

Type 1 services and utilities (shown below) are provided directly to the resident by the City of Lakewood or City-contracted provider.

**Table 9.1: Type 1 Services & Utilities.**

<b>Service Or Utility</b>	<b>City Regulatory Authority</b>	<b>Planning Responsibility</b>	<b>Funding Responsibility</b>	<b>Who Sets LOS?</b>	<b>Project Review</b>
City Facilities	total	City	City	n/a	City
Parks & Recreation	total	City	City	City	City
Transportation	total	City	City	City	City
Stormwater Management	total	City	City	City	City
Solid Waste	total	provider	provider	City	provider
Police	total	City	City	City	City

Source: City of Lakewood

### **9.2.2 Type 2: Independent Special District-Provided Services**

Type 2 services are provided directly to the resident by a special district with independent taxing and regulatory authority. The City has land-use regulatory authority; thus, the provider must coordinate with the City for the provision of the services to support development and administration of this plan.

**Table 9.2: Type 2 Services.**

<b>Service Or Utility</b>	<b>Agency</b>	<b>City Regulatory Authority</b>	<b>Planning Responsibility</b>	<b>Funding Responsibility</b>	<b>Who Sets LOS?</b>	<b>Project Review</b>
Public Schools	Clover Park School District	land use	provider	provider	provider	provider
Fire & Medical	West Pierce Fire and Rescue	land use	provider	provider	provider	provider
Libraries	Pierce County Library District	land use	provider	provider	provider	provider
Transit	Pierce Transit and Sound Transit	land use	provider	provider	provider	provider

Source: City of Lakewood

### **9.2.3 Type 3: Special District, Pierce County, or Private Utilities**

Type 3 services are utilities provided directly to the resident by a special district, county, or company. The City has land-use, right-of-way (ROW), and franchise regulatory authority; thus, the districts, county, and private companies must provide the service or utility to support development and administration of this plan. The City may also require additional considerations from the provider for use of the city right-of-way. Further discussion of utilities is contained in the Utilities element (Chapter 7) of this plan.

**Table 9.3: Type 3 Utilities.**

<b>Service Or Utility</b>	<b>Agency</b>	<b>City Regulatory Authority</b>	<b>Planning Responsibility</b>	<b>Funding Responsibility</b>	<b>Who Sets LOS?</b>	<b>Project Review</b>
Sanitary Sewer	Pierce County Public Works	land use, ROW/franchise	joint	provider	joint	provider
Water	Lakewood Water District, Parkland Water District	land use, ROW/franchise	joint	provider	joint	provider
Electric	Tacoma Power, Puget Sound Energy, Lakeview Power	land use, ROW/franchise	provider	provider	joint	provider
Communications	Private communications companies, City of Tacoma (Click! Network)	land use, ROW/franchise	provider	provider	joint	provider/ City
Natural Gas	Puget Sound Energy	land use, ROW/franchise	provider	provider	joint	provider

Source: City of Lakewood

#### **9.2.4 Type 4: Federal Service**

Type 4 utilities and services are provided to federal military lands and utilities and services provided by the federal government to non-federal lands as listed below.

**Table 9.4: Type 4 Utilities & Services.**

	<b>City Regulatory Authority</b>	<b>Planning Responsibility</b>	<b>Funding Responsibility</b>	<b>Who Sets LOS?</b>	<b>Project Review</b>
Federal Military Lands	none	federal	federal	federal	federal NEPA
Federal Utilities & Services to Non-Federal Lands	none	provider	provider	City	City

Source: City of Lakewood

Notes: 1. The City retains the right of comment on federal projects through the National Environmental Policy Act.

### **9.3 Service and Utility Goals and Policies**

Specific goals and policies for Type 1 services and utilities are found in other chapters of this Comprehensive Plan or in plans developed by the providers. The locations of these goals and policies are identified in Table 9.5.

The following documents contain information supplemental to this plan.

Environmental Impact Statement (EIS). Through the EIS process, existing capacities are documented and a forecast of future capital improvements in services and utilities is projected. Based on the EIS analysis, capacity and locational policies for each Type 1, Type 2, Type 3, and Type 4 service and utility are incorporated in the respective service, utility, transportation, and land-use chapters of this plan. The background report includes an inventory of existing capital facilities. As Lakewood continues with the process of assuming its own police services, the capital facilities inventory will be modified to include

police-related elements.

Capital Improvement Plan (CIP). The CIP lists the planned capital investments for each Type 1 service and utility and identifies dedicated funding sources for the projects anticipated within six years. Lakewood's CIP is procedurally modified and updated in conjunction with its budget rather than as part of the yearly Comprehensive Plan amendment cycle.

Downtown Plan and EIS. The Downtown Plan is a subarea plan and element of the Comprehensive Plan. The Downtown Plan and associated Planned Action EIS and Planned Action Ordinance identify needed services and capital improvements, costs, and mitigation or in lieu fees for transportation and parks. The Downtown Plan and associated ordinances are a source for the 6-year CIP and Transportation Improvement Program (TIP). It is anticipated that the Downtown Plan will be implemented through the CIP, TIP, and budget process, as well as permit evaluation.

**Table 9.5: Location of Utility and Public Service Goals and Policies.**

<b>Type 1</b>	<b>Subheading Addressing Primary Policies</b>	<b>Level of Service</b>	<b>Capital Improvements</b>
Parks & Recreation <sup>2</sup>	3.9	n/a	City <sup>1</sup>
Transportation <sup>2</sup>	6.0	Chapter 6	City <sup>1</sup>
Stormwater Management <sup>2</sup>	7.2	Chapter 7	City <sup>1</sup>
Solid Waste	7.7	provider plans	City <sup>1</sup>
Police	8.4	Chapter 8	City <sup>1</sup>
Capital Facilities	9.6	n/a	City <sup>1</sup>
<b>Type 2</b>			
Public Schools <sup>4</sup>	8.6	provider plans <sup>4</sup>	provider CIP <sup>3</sup>
Fire	8.2	provider plans	provider CIP <sup>3</sup>
Emergency Medical	8.3		
Libraries	8.8	provider plans	provider CIP <sup>3</sup>
<b>Type 3</b>			
Sewer <sup>4</sup>	7.3	provider plans <sup>4</sup>	City & provider CIP <sup>3</sup>
Water <sup>4</sup>	7.4	provider plans <sup>4</sup>	City & provider CIP <sup>3</sup>
Electric	7.5	provider plans	provider CIP <sup>3</sup>
Communications	7.6	provider plans	provider CIP <sup>3</sup>
Natural Gas	7.9	provider plans	provider CIP <sup>3</sup>
<b>Location of Type 4 References</b>			
Federal Military Lands	Installation plans	Installation plans	Federal
Federal Utilities & Services to Non-Federal Lands	Varies by utility & service	Varies by utility & service	City & provider CIPs

Source: City of Lakewood

Notes:

1: City capital improvement plan (CIP).

2: Technical plans (Legacy parks plan, stormwater management plan, transportation plans)

3: CIPs are included as an appendix to this plan.

4: Provider plans will be reviewed and approved by the City to the extent permitted under the law, and thereafter, adopted as technical plans.



## 9.4 General Goals and Policies

**GOAL CF-1:** Provide services and utilities that the City can most effectively deliver, and contract or franchise for those services and utilities that the City determines can best be provided by a special district, other jurisdiction, or the private sector. Promote demand management and the conservation of services and facilities prior to developing new facilities.

Policies:

- CF-1.1: Periodically review the provision of services and utilities within the city to ensure that service is being provided in accordance with this plan.
- CF-1.2: Require the provider to correct deficiencies where deficiencies in service or utility provision are identified. If the City determines that the provider is not responsive to the service needs of city residents, the City shall consider all remedies within its authority to ensure the adequate provision of service.
- CF-1.3: All services and utilities shall be provided in accordance with this plan.
- CF-1.4: Develop conservation measures to reduce solid waste and increase recycling.
- CF-1.5: Promote improved conservation and more efficient use of water, as well as the increased use of reclaimed water, to reduce wastewater generation and ensure water availability.
- CF-1.6: Promote the use of renewable energy resources to meet the region's energy needs.
- CF-1.7: Reduce the rate of energy consumption through conservation and alternative energy forms to extend the life of existing facilities and infrastructure.

**GOAL CF-2:** Provide and maintain adequate Type 1 capital facilities to meet the needs of existing and new development as envisioned in this plan.

Policies:

- CF-2.1: Deny land use and/or development permit requests when capacity to serve the project is projected to be inadequate, and/or LOS is projected to be unmet, at the time of occupancy.
- CF-2.2: Require new development to fund a fair share of costs to provide service and utility needs generated by that development.
- CF-2.3: At the City's discretion, capital improvements shall be provided by the developer to ensure that capacity is available or LOS standards are met at the time of occupancy.
- CF-2.4: Concurrency may be utilized for determining transportation capacity and LOS.
- CF-2.5: Provide City facilities and parks and recreation capital improvements in accordance with this plan and the Legacy parks plan.
- CF-2.6: Review proposed land use permits and/or development permits or approvals for impacts to parks and recreation capacity.
- CF-2.7: Require new development to fund a fair share of costs to provide parks and recreation needs generated by that development.

- CF-2.8: The City may consider public, on-site open space and recreational facilities provided at the developer's expense that are substantially in excess of those required by the City, or that provide a unique attribute to the city, as a full or partial substitute for a development's fair share funding for parks and recreation.
- CF-2.9: Coordinate with public schools for jointly funded parks and recreation capital improvements and inclusion of jointly funded projects in the parks and recreation CIP.
- CF-2.10: Update the City's 6-year Capital Improvement Plan at least every two years in conjunction with the City's budget development and approval process.

**GOAL CF-3:** Require Type 2 providers to provide adequate service and capital facilities to meet the needs of existing and new development as envisioned in this plan.

Policies:

- CF-3.1: Where land use and/or development permits or approvals must be reviewed by a Type 2 provider, the provider shall conduct such reviews in a timely manner concurrently with the City.
- CF-3.2: Coordinate with fire and medical service providers for inclusion of necessary health and safety development standards into City development regulations and building codes, and support the providers' enforcement of the adopted standards.
- CF-3.3: Coordinate with public school providers for the provision of capital improvements.
- CF-3.4: Incorporate the public school CIPs as appendices to the City CIP following review for consistency with this plan.
- CF-3.5: Following review and adoption of a District master plan and CIP, coordinate with public schools for the collection, if applicable, of school impact fees as part of the project review process.

**GOAL CF-4:** Require Type 3 utilities to provide adequate service and capital facilities to meet the needs of existing and new development as envisioned in this plan.

Policies:

- CF-4.1: Type 3 utilities shall expedite the provision of services and capital facilities necessary to support this plan.
- CF-4.2: Where land use and/or development permits or approvals must be reviewed by a Type 3 provider, the provider shall conduct such reviews in a timely manner concurrently with the City.
- CF-4.3: Coordinate with providers for inclusion of necessary development standards into City development regulations and building codes, and support the providers' enforcement of the adopted standards.
- CF-4.4: Deny land use and/or development permit applications unless sufficient water, sewer, and electrical capacity or LOS are available to the development at time of occupancy.
- CF-4.5: At the City's discretion, the developer shall provide the necessary capital improvements to ensure that water, sewer, and electrical capacity will be available or levels of service met at the time of occupancy. Improvements shall meet the standards set forth by the utility provider.
- CF-4.6: Require new development to fund a fair share of costs to provide water and sewer utilities needs generated by that development.

CF-4.7: Incorporate sewer and water provider CIPs as appendices to the City CIP, following review for consistency with this plan.

**GOAL CF-5:** Coordinate with Type 4 utilities and services for the provision of services to non-federal lands.

Policies:

CF-5.1: Coordinate with Type 4 providers on a case-by-case basis for the provision of services on non-federal land.

CF-5.2: Coordinate with Type 4 providers for monitoring and maintenance of provider facilities located on non-federal land.

### **Capital Improvement Plans**

**GOAL CF-6:** Establish a City CIP consisting of separate CIPs for each service or utility that lists planned capital improvements and establishes a priority and dedicated funding source for the capital improvements for a six-year period.

Policies:

CF-6.1: Evaluate each service or utility CIP priority and funding sources at least once every two years, but not more than twice a year. Any amendment to the CIP must analyze the impacts the amendment will have on permits issued by the City based on concurrency.

CF-6.2: Provide necessary Type 1 capital improvements within the City's ability to fund or within the City's authority to require others to provide.

CF-6.3: Evaluate concurrency for transportation based on only those capital improvements identified in the CIP as fully funded within the six-year period.

CF-6.4: The City shall not provide a capital improvement, nor shall it accept the provision of a capital improvement by others, if the City or the provider is unable to pay for subsequent annual operating and maintenance costs of the improvement.

CF-6.5: The City CIP shall constitute a separate adopted appendix to this plan.

## **9.5 City Facilities**

**GOAL CF-7:** Provide, maintain, and improve City facilities to ensure efficiency safety, and to provide the best possible service to residents, employees, and the city while enhancing the physical landscape and quality of life.

Policies:

CF-7.1: Provide a City Hall and other city facilities that are safe; functional; conducive to the provision of local governance, service provision, and operations; and provide a positive model of the type of development desired in the city.

CF-7.2: Maintain, and provide as needed, adequate permanent facilities for police functions.

CF-7.3: To the extent possible, direct public investment toward the designated Regional Growth Center and residential areas targeted for high density residential growth, especially those with an existing substandard public environment, characterized by a lack of sidewalks, street lighting, open space,

and other public amenities.

CF-7.4: Prioritize the acquisition and development of parks and recreation facilities to eliminate LOS deficiencies in densely populated areas of the city and provide amenities in areas designated for growth.

CF-7.5: Acquire properties and/or conservation easements in support of critical lands protection, salmon recovery, and floodplain management.

## ESSENTIAL PUBLIC FACILITIES – ISSUES & BACKGROUND

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

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

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

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

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

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

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

<b>Table XXX</b> <b>Distinguishing Semi-Public and Institutional Land Uses</b> <b>from Essential Public Facilities</b>	
<b>Semi-Public and Institutional Land Use</b>	<b>Essential Public Facilities</b>
FOCUS: Lands needed to accommodate public facilities. Lands needed to provide the full range of services to the public provided by government, substantially funded by government, contracted for by government, or provided by private entities to public service obligations.	FOCUS: Facilities needed to provide public services and functions that are typically difficult to site. Those public facilities that are usually unwanted by neighborhoods, have unusual site requirements, or other features that complicate the siting process.
Examples:	Examples:

<ul style="list-style-type: none"> <li>▪ Utility corridors</li> <li>▪ Transportation corridors</li> <li>▪ Sewage treatment facilities</li> <li>▪ Storm water management</li> <li>▪ Facilities</li> <li>▪ Recreation facilities</li> <li>▪ Schools</li> <li>▪ Other public uses</li> </ul>	<ul style="list-style-type: none"> <li>▪ Airports</li> <li>▪ Large-scale transportation facilities</li> <li>▪ State educational facilities</li> <li>▪ Correctional facilities</li> <li>▪ Solid waste handling facilities &amp; landfills</li> <li>▪ Joint Base Lewis McChord</li> <li>▪ Inpatient facilities (Substance abuse facilities, mental health facilities &amp; group homes)</li> </ul>
---	--

## **GMA GOALS**

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

## **COUNTY-WIDE PLANNING POLICIES (CPPs)**

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

The CPPs addressing Essential Public Facilities (EPFs) outline the approach to the siting of essential public facilities:

EPF-1. The County, and each municipality in the County, shall adopt a policy its comprehensive plan, on the siting of essential public capital facilities of a Countywide or statewide nature.

1.1 Essential public facilities must have a useful life of 10 years or more and be either:

1.1.1 a Countywide facility which has the potential for serving the entire County or more than one jurisdiction in the County; or

1.1.2 a statewide facility which serves or has the potential for serving the entire state, or which serves less than the entire state, but more than one county.

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

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

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

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

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

4.1 Specific facility requirements:

4.1.1 Minimum acreage;

- 4.1.2 Accessibility;
  - 4.1.3 Transportation needs and services;
  - 4.1.4 Supporting public facility and public service needs and the availability thereof;
  - 4.1.5 Health and safety;
  - 4.1.6 Site design;
  - 4.1.7 Zoning of site;
  - 4.1.8 Availability of alternative sites;
  - 4.1.9 Community-wide distribution of facilities;
  - 4.1.10 Natural boundaries that determine routes and connections.
- 4.2 Impacts of the facility:
- 4.2.1 Land use compatibility;
  - 4.2.2 Existing land use and development in adjacent and surrounding areas;
  - 4.2.3 Existing zoning of surrounding areas;
  - 4.2.4 Existing Comprehensive Plan designation for surrounding areas;
  - 4.2.5 Present and proposed population density of surrounding area;
  - 4.2.6 Environmental impacts and opportunities to mitigate environmental impacts;
  - 4.2.7 Effect on agricultural, forest or mineral lands, critical areas and historic, archaeological and cultural sites;
  - 4.2.8 Effect on areas outside of Pierce County;
  - 4.2.9 Effect on designated open space corridors;
  - 4.2.10 "Spin-off" (secondary and tertiary) impacts;
  - 4.2.11 Effect on the likelihood of associated development being induced by the siting of the facility.

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

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

EPF-6. The County and municipal policies may include standards and criteria related to:

- 6.1 the time required for construction;
- 6.2 property acquisition;
- 6.3 control of on- and off-site impacts during construction;
- 6.4 expediting and streamlining necessary government approvals and permits if all other elements of the County or municipal policies have been met;
- 6.5 the quasi-public or public nature of the facility, balancing the need for the facility against the external impacts generated by its siting and the availability of alternative sites with lesser impacts;
- 6.6 zoning of area around site to protect against encroachment.

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

- 7.1 Facility operations;
- 7.2 Health and safety;
- 7.3 Nuisance effects;

- 7.4 Maintenance of standards congruent with applicable governmental regulations, particularly as they may change and become more stringent over time;
- 7.5 Sustainable development practices.

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

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

## **9.6 ESSENTIAL PUBLIC FACILITIES SITING**

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

Policies:

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

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

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

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

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

Policies:

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

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

- The proposal must be identified on the City's essential public facilities list.
- In the siting of a statewide or countywide essential public facility, the applicant is required to provide a justifiable need for the public facility and for its location in Lakewood based upon forecasted needs and logical service area, including an analysis of alternative sites within and outside of the city.
- In the siting of a statewide or countywide essential public facility, ensure that affected agencies and citizens, adjacent jurisdictions, and other interested parties are given adequate notice and opportunity for meaningful participation in decisions on siting essential public facilities.
- Proposals must be consistent with this Comprehensive Plan and the City's design and development regulations.
- Medical clinics and services should be sited near public transit facilities and routes.



- Avoid siting essential public facilities in the 100 -year floodplain or in other areas subject to environmental hazards.
- If a proposal is not specifically addressed by use (or intensity of the use) in the Comprehensive Plan or design and development regulations, the City will make an administrative use determination in accordance with City regulations. In such cases, proposals requesting siting as an essential public facility shall be subject to a conditional use permit or public facilities permit unless otherwise determined by the City.
- The proposal will be analyzed for impacts and mitigation in accordance with City design and development regulations.
- Analysis and mitigation may include fiscal impacts of the proposal to the City.

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

## 9.6 Servicing Urban Growth Areas

**GOAL CF-10:** Coordinate with other jurisdictions, agencies, and service and utility providers for the provision of urban services and utilities within the UGA.

Policy:

CF-10.1: Coordinate with other jurisdictions and agencies for the provision of services and utilities in accordance with the appropriate Type 1, 2, 3, or 4 goals and policies.

**GOAL CF-11:** Provide urban services and utilities to annexed areas that the City can most effectively deliver, and contract or franchise for those services and utilities that the City determines can best be provided by a special district, other jurisdiction, or the private sector.

Policy:

CF-11.1: Determine which service and utility providers are best suited to provide for annexed areas on a case-by-case basis prior to annexation.

**Table 9.6 Level of Service Standards for Capital Facilities**

Capital Facility	LOS Standard	Reference	Provider
Roadways	LOS D w/ V/C ratio of 0.9. LOS F for certain road segments and intersections	See Goal T-20 and Policies T-20.1 through T-20.4. and Figure 6.2	City of Lakewood
Parks	0.75-mile walking distance to neighborhood parks equipped with playground facilities	See Parks Legacy Plan for Parks inventory and LOS discussion	City of Lakewood
Storm Water Management	On-site infiltration expected. Treatment As required by DOE Stormwater manual.	See Comp Plan Section 7.2, 2015 Stormwater Management Program and LMC Chap. 12A.11	City of Lakewood

Sanitary Sewer	220 gallons per day equals one <i>residential equivalent</i> . <i>Flow projections assume .83 RE for multi family units.</i>	See Comp Plan Section 7.3, Pierce County Consolidated Sewer Plan Section 2.6.3	Pierce County Sewer Utility
Fire Protection	WA Surveying and Rating Bureau rating of Class 3 or better.	See Comp Plan Section 8.2	West Pierce Fire and Rescue
EMS	4-minute initial time standard for EMS calls.	See Comp Plan Section 8.3	West Pierce Fire and Rescue
Water Supply	Min. pressure- 40 psi. Fire flow- 1,500 gpm Current usage: 139 gal/person/day	See Comp Plan Section 7.4; LWD Capital Improvement Program	Lakewood Water District
Electricity		See Comp Plan Section 7.5.	Puget Sound Energy Tacoma Power Lakeview Light and Power
Solid Waste		See Comp Plan Section 7.7; Tacoma- Pierce County Solid Waste Plan	Waste Connections
Schools	School size (# students): K-5 450-475 Middle 650-700 High 1,500- 1,600	Clover Park Facilities Advisory Committee Report, May 2009; Clover Park Capital Facilities Master Plan	Clover Park School District
Library Services	.62 sq. ft. per capita	Pierce County Library 2030 Facilities Master Plan	Pierce County Library District

# 10.0 SUSTAINABILITY

## 10.1 Introduction and Purpose

Lakewood's quality of life depends on the preservation and enhancement of its environment. The City recognizes the sensitive interface between the natural and built environments and as such will promote balanced and sustainable practices in the community in order to accommodate the needs of the present without compromising the ability of future generations to meet their needs.

In part, Lakewood's Comprehensive Plan already encourages some sustainable practices. These practices and policies help ensure that the residents, businesses, and property owners live and function in a way that considers the livelihood of future generations. In addition to this theme of environmental stewardship, the sustainability chapter focuses on sustainable policies and guidelines directed toward the City's human activities and built environment. This will be accomplished through the development of goals that will serve as important building blocks to future sustainable policies and implementation strategies which will assist Lakewood in feasibly obtaining those goals.

However, one of the more challenging aspects of meeting sustainability goals is that Lakewood is a mixed-service city. Water, power, sewers, and refuse services are provided by other public and private agencies. The City is constrained in its ability to have an effective sustainability program. To be successful, Lakewood must develop successful partnerships with local utility providers.

### Sustainability and Decision Making

**GOAL S-1:** Decision makers should have the knowledge and tools necessary to assess sustainability in their plans and decisions.

#### Policies

S-1.1: The City should consider sustainability in all decisions.

S-1.2: Decision makers should set an example for the rest of the city in its sustainability efforts.

### Community Participation

**GOAL S-2:** An informed and active community will be a cornerstone of the City's sustainability efforts.

#### Policies:

S-2.1: The community and community groups should assist in both the creation and implementation of the City's sustainability strategy program.

S-2.2: The City should promote community awareness, responsibility and participation in its sustainability efforts.

**GOAL S-3:** Conserve energy and reduce the amount of carbon dioxide released into the atmosphere.

#### Policies:

S-3.1: The City should evaluate energy use and carbon emissions and develop targets for conservation.

S-3.2: The community should work to become more efficient in our daily lives and our usage of resources.

### **Protection of Ecosystems**

**GOAL S-4:** Prevent the loss and damage of currently functioning or distressed habitats.

Policies:

S-4.1: Emphasis should be put on both the protection of current ecosystems, and the restoration of distressed or suffering ecosystems.

S-4.2: Maintain and care for the land and resources which we currently have, and preserve them for the benefit of both the environment and the community in the present, and in the future.

### **Improved Quality of Life and Sustainable Development**

**GOAL S-5:** Work towards creating an attractive, vibrant, and liveable community

Policies:

S-5.1: The City and Community should work towards creating an attractive, vibrant, and liveable community.

S-5.2: The City should continue supporting compact urban development in the central business district.

### **Climate Change**

**GOAL S-6:** Reduce greenhouse gas emissions within the City and mitigate impacts where reasonably feasible.

Policies:

S-6.1: Lakewood should take actions to both mitigate and adapt to climate change. Actions may include maximizing energy efficiency by increasing use of renewable energy resources, supporting green building initiatives, reducing greenhouse gas emissions of City vehicles, reducing motor vehicle miles travelled by improving convenience and safety of non-polluting transportation modes such as bicycling and walking, protecting and enhancing the natural landscape and vegetation, and support recycling and waste reduction.

S-6.2: Continue to partner with regional agencies and organizations to monitor, establish base lines, and take actions to reduce impacts of climate change.

### **City Operations**

**Goal S-7:** As a municipal corporation, Lakewood should take the lead in developing sustainable practices.

Policies:

S-7.1: Take an inventory of current City operation efforts that make progress toward sustainability and be frank about areas that need improvement.

S-7.2: Create a green team made up of representatives from the City and utility providers to propose recommendations and implementation measures for sustainable practices within all areas of City operations.

- S-7.3: Establish goals for reduction of greenhouse gasses within all aspects of the City's operations including such things as a "no idle" policy, increasing the fuel efficiency of City fleet vehicles, and the conversion of vehicles that operate with environmentally sustainable alternative fuels.
- S-7.4: Increase recycling efforts at multi-tenant buildings and schools.
- S-7.5: Encourage employees to commute to work by alternative modes of transportation than single-car commuting.
- S-7.6: Become paperless in City operations where feasible.
- S-7.7: Measure the carbon footprint of City operations and take measures to reduce carbon emissions where feasible.
- S-7.8: Modify the City's operating procedures and annual budgets to implement the sustainability strategies found to be feasible.
- S-7.9: Develop a sustainable urban forest management program through partnerships with local colleges.
- S-7.10: Expand Lakewood's street tree system by adding low maintenance trees, including native species, to alleviate greenhouse gas emissions.

# 11.0 IMPLEMENTATION

## 11.1 Introduction and Purpose

The adoption of a Comprehensive Plan does not complete the land-use planning process. Planning is an ongoing process, and the Comprehensive Plan is a living document that must respond to changing circumstances and evolving community values. The success of Lakewood's comprehensive planning effort will be measured in the end by the degree to which the plan is implemented; to ensure successful implementation, mechanisms must be in place to provide for ongoing administration, monitoring, and amendments.

This chapter has been included to assist the City and others toward that end by identifying a programmatic framework of Comprehensive Plan implementation. It differs in format from other chapters because it establishes specific mechanisms for responding to implementation needs. The purpose of the implementation approaches contained in this chapter is three-fold:

- To ensure effective, fair, and impartial administration and enforcement of the Comprehensive Plan and its implementing ordinances and programs;
- To ensure that the Comprehensive Plan continues to reflect the needs and desires of the Lakewood community; and
- To ensure that the Comprehensive Plan is regularly reviewed and amended consistent with state law.

## 11.2 Interpretation of Goals and Policies

The Comprehensive Plan provides a guide and general regulatory framework for development in Lakewood that reflects community desires. The goals and policies contained in the plan will guide public and private investments in development but, by themselves, will not ensure that Lakewood becomes the community it wants to be. The plan will be used by the City of Lakewood to help make decisions about proposed ordinances, policies, and programs. Although the plan will be used to direct the development of regulations governing land use and development, the plan will not be relied upon in reviewing applications for specific development projects, except when reference to the Comprehensive Plan is expressly required by an applicable development regulation.

Goals included in the plan represent the results that the City hopes to realize over time; however, it should be kept in mind that they are neither guarantees nor mandates. Accompanying policies help guide the creation or change of specific rules or strategies such as development regulations, budgets, or strategic plans. Rather than referring directly to the Comprehensive Plan policies, decisions on specific City actions will typically follow ordinances, resolutions, budgets, or strategic plans that, themselves, reflect relevant plan policies.

Implementation of most policies involves a number of City actions over time, so often a specific action or project cannot be looked to as fulfilling a particular plan policy.

Some policies use the words "shall" or "should," "ensure" or "encourage," and so forth. In general, such words should be read to describe the relative degree of emphasis that the policy imparts, but not necessarily to establish a specific legal duty to perform a particular act, to undertake a particular program or project, or to achieve a specific result. Whether such result is intended must be determined by reading the policy in question in the context of all related policies in the plan.

Although policies are intended to be mutually supportive, a conflict may sometimes appear to arise between policies, particularly in the context of a specific situation, or as viewed from the differing perspectives of opposing interests. Because policies do not exist in isolation, it is the responsibility of City officials and

policymakers to reconcile and balance the various interests represented by the policies.

The Future Land-Use Map (Figure 2.1), and any amendments that are made to that map in the coming years, should reflect and be based on goals and policies included in the text. If conflicts arise between the Future Land-Use Map and the plan goals and policies, the map shall prevail.

Any strategies which are suggested are not intended to be directive but are included to exemplify a means of carrying out the plan. Other strategies to carry out the plan may also be available and, in some cases, may be preferred. The plan should not be construed as compelling the City to undertake a particular work program; rather, decision makers should use the plan to evaluate potential courses of action to satisfy plan goals and policies.

### 11.3 Administration

This chapter includes a series of four tables that link implementation mechanisms or programs to specific Comprehensive Plan goal areas that they are responsible for implementing. These tables are categorized according to the program or party responsible for goal implementation: current City of Lakewood programs; current City regulations; other government agencies; or private sector entities. Many goal areas are implemented by more than one mechanism, and some mechanisms implement multiple goal areas. In order to avoid redundancy, no attempt has been made to cross-reference the two.

While these tables are not a complete inventory of either available implementation mechanisms or Comprehensive Plan goal areas, they establish an initial implementation framework for the major issues addressed by this plan. Additional mechanisms will be made available or identified in the years ahead that will also play an important role in implementing the comprehensive plan.

#### 11.3.1 City-Run Programs

The City of Lakewood administers a number of current ongoing programs whose missions are consistent with the purposes of the comprehensive plan, which are summarized in Table 10.1. These programs are administered by a variety of City departments and focus on a range of objectives. Their ongoing activities will gradually allow the City to achieve many of the goals identified by the plan.

**Table 11.1: City-Run Programs and Goal Implementation.**

PRINCIPAL IMPLEMENTATION MECHANISMS	PRIMARY GOAL AREAS
Street tree program	3.10 Isolated Areas 3.11 Environmental Quality 4.5 Focus Area Urban Design Plans
Sidewalk program	3.10 Isolated Areas 4.3 Relationship between Urban Design and Transportation 6.3 Transportation Demand and Systems Management
Significant tree ordinance	3.10 Isolated Areas 3.11 Environmental Quality 4.5 Focus Area Urban Design Plans
Crime-free rental housing program	3.2 Residential Lands and Housing
Street lighting program	3.2 Residential Lands and Housing 3.3 Commercial Lands and Uses 4.5 Focus Area Urban Design Plans



Economic development/ redevelopment program	3.4 Industrial Lands and uses 5.0 Economic Development Goals and Policies
Urban trails program	3.9 Greenspaces, Recreation, and Culture 3.10 Isolated Areas 4.4 Citywide Urban Design Framework Plan
Strategic budgeting (CIP, TIP)	6.7 Transportation Re-Assessment Strategy 9.5 Capital Improvement Plans
Stormwater and surface water management program	7.2 Stormwater

### 11.3.2 City Regulation

The City's zoning, land-use, and development codes are the primary regulatory vehicles for implementing many aspects of the comprehensive plan. These codes are the main translation mechanisms between the land-use designations and actual physical development (Table 10.2) and must be consistent with this plan. Since adoption of the Comprehensive Plan in 2000, new zoning designations have been developed to achieve the densities and development standards outlined in the comprehensive plan, and a new Title 18A setting forth zoning districts and associated permitted uses and development standards has replaced Title 18, the City's interim zoning code still in effect at the time of the plan's initial adoption.

**Table 11.2: City Land-Use Regulations and Goal Implementation.**

PRINCIPAL IMPLEMENTATION MECHANISMS	PRIMARY GOAL AREAS
Design standards for business	3.3 Commercial Lands and Uses
Sign ordinance	3.3 Commercial Lands and Uses
Subarea plans for applicable districts	3.2 Residential Lands and Housing 3.3 Commercial Lands and Uses 3.9 Greenspaces, Recreation, and Culture 3.10 Isolated Areas 3.12 Nonconformities 4.5 Focus Area Urban Design Plans
Development code	3.2 Residential Lands and Housing 3.3 Commercial Lands and Uses 3.9 Greenspaces, Recreation, and Culture 3.10 Isolated Areas 3.11 Environmental Quality 3.12 Nonconformities
Land use and zoning code	3.2 Residential Lands and Housing 3.3 Commercial Lands and Uses 3.4 Industrial Lands and uses 3.6 Military Lands 3.8 Public and Semi-Public Institutional Land Uses 3.10 Isolated Areas 3.11 Environmental Quality 3.12 Nonconformities 4.2 Relationship between Urban Design and Land-Use Designations
Uniform building, fire, mechanical, and plumbing codes	3.2 Residential Lands and Housing 3.3 Commercial Lands and Uses 3.12 Nonconformities

Critical areas ordinance	3.11 Environmental Quality
Shoreline master program	3.11 Environmental Quality
Impact fees	3.2 Residential Lands and Housing 3.11 Environmental Quality
SEPA mitigation	3.3 Commercial Lands and Uses 3.9 Greenspaces, Recreation, and Culture 3.11 Environmental Quality
NEPA mitigation	3.5 Military Lands 3.11 Environmental Quality

### 11.3.3 Other Government Agencies and Special Districts

Much of the public infrastructure essential to Lakewood is owned and operated by other agencies. Because the city's schools, colleges, libraries, and public transit are not controlled by the City, this plan includes policy language addressing coordination with these agencies. Table 10.3 identifies the relationship between these agencies and Comprehensive Plan goal areas.

**Table 11.3: Non-City Agencies and Goal Implementation.**

PRINCIPAL IMPLEMENTOR	PRIMARY GOAL AREAS
U. S. Department of Defense	3.6 Military Lands
Clover Park School District	8.6 Schools 3.8 Public and Semi-Public Institutional Land Uses
Clover Park Technical College	8.7 Higher Education 3.8 Public and Semi-Public Institutional Land Uses
Pierce College	8.7 Higher Education 3.8 Public and Semi-Public Institutional Land Uses
Pierce County Library System	8.8 Library System
Tacoma Pierce County Housing Authority	3.2 Residential Lands and Housing
Pierce Transit	6.2 General Transportation Goals and Policies 6.3 Transportation Demand Management (park and ride)
Sound Transit	6.2 General Transportation Goals and Policies (rail station development)
WSDOT	6.2 General Transportation Goals and Policies 6.3 Transportation Demand Management 6.5 Level of Service Standards (LOS) and Concurrency (New SR 512 interchange)
Pierce County Department of Parks and Recreation	3.8 Greenspaces, Recreation, and Culture
Pierce County Department of Public Works and Utilities	7.3 Sanitary Sewers 7.7 Solid Waste
Town of Steilacoom	7.3 Sanitary Sewers
Lakewood Water District	7.4 Water
Tacoma Public Utilities	7.4 Water
Puget Sound Energy	7.5 Electricity
Pierce County Sheriff's Office	8.4 Police Service
Lakewood Fire District #2	8.2 Fire Protection 8.3 Emergency Medical Services (EMS)

### 11.3.4 Private Sector

Implementing the Comprehensive Plan will be the responsibility of the entire community throughout the life of the plan. Both for-profit enterprises, such as developers and other businesses, as well as non-profit organizations will play major roles in this effort. Private contributions will range from voluntary to regulatory compliance and payment of impact fees. Table 10.4 identifies some of the most important private sector responsibilities for Comprehensive Plan implementation.

**Table 11.4: Private Sector Roles in Goal Implementation.**

<b>PRINCIPAL IMPLEMENTATION MECHANISMS OR IMPLEMENTOR</b>	<b>PRIMARY GOAL AREAS</b>
St. Clare Hospital	8.9 Health and Human Services 3.8 Public and Semi-Public Institutional Land Uses
Developer agreements	3.9 Greenspaces, Recreation, and Culture 3.11 Environmental Quality
Lakewood Human Services	8.9 Health and Human Services
Collaboration strategic plan	
Tahoma Nature Conservancy Lakewold Gardens	3.8 Greenspaces, Recreation, and Culture
Private utility purveyors	7.0 Utilities

### 11.3.5 Initial Implementation Strategies

The following strategies exemplify how some of the central Comprehensive Plan elements can be implemented. These are not intended to be exhaustive, but form a critical link between policy-making and programming. They begin to translate the Comprehensive Plan into guidance for City's everyday work functions. The City should work to develop a limited number of high level performance measures to help track progress on the implementation strategies listed below.

#### **Land-Use Implementation Strategies**

**11.3.1** Target redevelopment of obsolete one-bedroom apartment complexes.

**11.3.2** Recognize existing programs and regulatory mechanisms such as the City's street lighting program, street tree program, sign ordinance, sidewalk program, significant tree ordinance as ongoing means of achieving land-use goals.

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

**11.3.4** Examine the potential for employing density bonuses in return for private development of public open space.

**11.3.5** Maintain and periodically update the city's Critical Areas and Resource Lands Ordinance and related plans as required by the GMA. The City's critical areas regulations were initially adopted in 2004.

**11.3.6** Maintain the City's Shoreline Master Program (adopted 2014) consistent with GMA and the state Shoreline Management Act, including salmon recovery provisions.

**11.3.7** Capitalize on historical sites in the area such as Fort Steilacoom, Lakewold Gardens, and the Lakewood Colonial Theater, as well as other local amenities like the lakes and parks.

**11.3.8** Work to maintain an adequate variety of land uses within the city to support development.

**11.3.9** Work to provide for on-line submittal of development permit and building permit application forms.

**11.3.10** Streamline the permit processing system wherever possible to make it easier to understand and to minimize the review time and costs.

**11.3.11** Develop redevelopment plans for the Lakewood Station area, the Central Business District, and the Pacific Highway southwest corridor.

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

**11.3.13** Continue with redevelopment efforts in Tillicum and the preparation of development regulations and design standards as described in the Tillicum Neighborhood Plan adopted in June 2011.

**11.3.14** Promote Low Impact Development (LID) practices as required by the City's National Pollution Discharge Elimination System (NPDES) municipal stormwater general permit, including supporting dual use of landscaping and open space areas for stormwater infiltration, and minimizing impervious surface areas. LID principles should be incorporated into the City's land use and site development regulations to promote on-site infiltration of stormwater.

#### **Urban Design and Community Character Implementation Strategies**

- Develop and implement community design guidelines for commercial, industrial, and multi-family residential development. Identify design elements and features that give specific areas a distinctive character. Include provisions to minimize impacts to residential development adjacent to development sites.
- Include design considerations in developing subarea plans.
- Study the feasibility of creating a local improvement district in the CBD to help fund local improvements.
- Encourage ongoing development of an individual identity for the International District.
- Develop an urban design manual for commercial and industrial development to provide information to developers regarding the architectural and landscape standards that would be applied to a project in an effort to streamline the project review and application process.

#### **Economic Development Implementation Strategies**

- Develop a policy to clarify the types of economic development incentives that could be offered by the City, and work with the Enterprise Consortium to take advantage of the incentive programs available to designated areas of Lakewood.
- Maintain an active relationship with the Tacoma-Pierce County Economic Development Board and work with them to attract businesses to Lakewood.
- Identify those industries best suited to Lakewood such as military or transportation related, high-tech, medical services or biotechnology, and actively pursue corporations to relocate or expand in Lakewood.
- Develop neighborhood business alliances which would focus the energy and resources of the local business community to create a sense of identity and improve communications between business owners

and the City, as well as facilitate the use of business assistance resources.

- Develop and carry out periodic surveys of the business community to identify issues affecting the business community and to ensure retention efforts are focused appropriately.
- Maintain the business visit program by the City's Economic Development staff.
- Encourage home-based businesses which have outgrown the home to stay in Lakewood.
- Continue to develop and improve systems for information exchange between the City, real estate brokers, the development community, and the financial organizations to inform the City of new development trends, properties for sale,, vacancies, and economic development issues.
- Take advantage of existing business assistance programs offered by partner organizations.
- In coordination with partner organizations, develop new assistance programs to fill unmet business training needs.
- Partner with educational institutions to take advantage of workforce training opportunities.
- Seek grant opportunities to support business development loan programs.
- Support existing business development loan programs to ensure their continued success.
- Devise cooperative ways to encourage small business development by working with local lending institutions.
- Develop and maintain an economic development component for the City Web site.
- Prepare profiles of successful Lakewood businesses to be used in marketing packets.
- Research and develop a demographic and economic profile as part of a marketing packet.
- Develop a promotional community brochure highlighting the special attributes of the community.
- Develop a marketing campaign targeted at regional business publications designed to attract business and promote a positive business image for Lakewood, while developing a publication and database of land available for development.
- Develop a "buy local" campaign to promote local businesses and decrease sales tax leakage.
- Create opportunities for Lakewood residents to learn how business contributes to the services and amenities enjoyed by those living in the Lakewood community.
- Create opportunities to showcase local businesses to draw attention to Lakewood's diverse business community.
- Create opportunities for the City to express support of the business community and express appreciation of its importance to the community.
- Develop relationships with other public and private organizations to capitalize on existing resources. Such partners may include the Lakewood Chamber of Commerce, Pierce County, City of Tacoma, Port of

Tacoma, The Empowerment Consortium, Pierce College, Clover Park Technical College, Tacoma-Pierce County Economic Development Board as well as others.

- Explore the development of an annual “economic summit” to be conducted in association with our partner organizations and the business community in order to exchange information.
- Enhance communication linkages between the City, business community, property owners, the Korean Business Association, and other business organizations.
- Facilitate and support community events that attract visitors to the community such as LakeFolk Fest, SummerFest, and Fort Steilacoom Days.
- Continue to work with the Tacoma-Pierce County Visitor and Convention Bureau and the Lakewood Chamber of Commerce to promote tourism.
- Create a tourism development strategy in conjunction with the Tacoma-Pierce County Visitor and Convention Bureau and Lakewood Chamber of Commerce.
- Maintain and develop the Lakewood Lodging Tax Advisory Board and lodging tax funding program.
- Develop and implement a communications program to “sell” Lakewood as a preferred location for development of new businesses.
- Study and report on commercial demand leakage and pursue projects and strategies to keep retail dollars in Lakewood.
- Identify a funding base for and provide loans for business expansion, apart from startups.

#### **Transportation Implementation Strategies**

- Develop pedestrian overlay zones for the CBD and Lakewood Station district.
- Complete funding and implementation of reconstruction of the Pacific Highway Southwest corridor to add curb, gutter and sidewalks as well as add landscaping elements and improve signage.
- Provide local support for the reconstruction of the I-5/SR 512 interchange and grade separation at 100th Street SW and Lakeview Drive.
- Provide local support for the construction of a Sounder Station in Tillicum. The station could also serve as an Amtrak station if Amtrak service is added to the Sound Transit rail line.
- Identify the gateways to Lakewood and construct entry signage and install landscaping.

#### **Capital Facilities Implementation Strategies**

- As part of the capital facilities plan, develop public policies that assign public dollars to areas targeted for redevelopment. Use the capital facilities plan to identify funding strategies including the use of public bonds, local improvement districts, public-private partnerships, and grants to focus the phased construction of public facilities and infrastructure. This policy also includes regularly updating the capital facilities plan to reflect any changes in financing strategies.
- Develop an equitable process for siting essential public facilities that balances developer certainty with the public interest.

#### **11.4 Public Involvement**

The City values the involvement and input of all its citizens in planning issues. Considerable public involvement and input has been sought and offered with regard to the Comprehensive Plan and its succeeding amendments, and the zoning code and development regulations. As work programs evolve to support the plan's implementation, additional targeted public involvement processes may be used to gain further insight as to how the community might wish to achieve Comprehensive Plan goals and policies. As the Comprehensive Plan unfolds, the City should remain mindful of creating meaningful opportunities for public involvement in the creation and institution of programs and practices geared toward plan implementation. These will not be "one-size-fits-all" efforts but may use differing techniques and tools depending on the scope and nature of the issue at hand, and the level of participation being sought.

Responsibility for citizen involvement in shaping the City's activities lies not only at the City's level in creating opportunities, but also at the citizens' level in availing themselves of those opportunities. The City will make every effort to inform people of involvement and input processes; but in order to be truly effective, citizens must accept personal responsibility for informing themselves of the issues and responding to the City. The highest potential for contribution lies in early and continuous involvement.

#### **11.5 Enforcement**

At the policy level, Community Development staff will monitor the relationship of the Comprehensive Plan to other City activities and policy undertakings, providing information to City administration and elected officials as necessary to make informed decisions in keeping with the adopted plan. Enforcement of regulations adopted pursuant to the Comprehensive Plan routinely occur through the activities of the City's code enforcement staff.

#### **11.6 Amendments**

The Comprehensive Plan can be amended only once yearly, except as provided in state law. Changes to the Comprehensive Plan may occur only after analysis, full public participation, notice, and environmental review.

Proposed amendments each calendar year shall be considered not only on their own merits, but concurrently so that the cumulative effect of the proposals can be determined. To begin the process of entertaining amendments to either the Plan's goals and policies or the Future Land-Use Map, staff shall promulgate an application process that involves, at minimum, the following information:

- A detailed statement of what is proposed to be changed and why;
- A statement of anticipated impacts of the change, including geographic area affected and issues presented;
- A demonstration of why the existing Comprehensive Plan guidance should not continue or is no longer relevant;
- A statement of how the proposed amendment complies with the state GMA's goals and specific requirements;
- A statement of how the proposed amendment complies with the CWPP; and
- Identification of any changes to zoning or development regulations, other plans, or capital improvement programs that will be necessary to support the change, together with identification of funding sources if capital change is involved.

Details for review of amendments is set forth in the Lakewood Municipal Code and details the type and level of information to be required for each type of amendment (policy or map), public notice and participation, environmental review, and methods for cumulative impact analysis of separate proposals. As with any application and review process, the City may charge fees for plan amendments, consistent with the City's approved fee schedule.



## **11.7 Periodic Review**

The comprehensive plan, in accordance with state law, shall be formally reviewed in its entirety every seven years following the 2015 update, per RCW 36.70A.130(4)(a). The review should include an analysis of the effect on various plan elements of recent demographic trends and projections, land-use trends and demand, economic trends, statutory requirements and relevant case law, and any other data that is deemed relevant at the time.

Under RCW 36.70A.130(3), the County shall review its designated UGAs and densities against anticipated population growth for the succeeding 20-year period. In conjunction with this review, the City shall review its UGAs and population densities and determine the efficacy of, and any changes that may be sought to, growth boundaries.

To effectively and flexibly respond to changing conditions, the specific review approach and process is to be developed administratively and may vary from one periodic review to the next.

Monitoring to what degree the Comprehensive Plan is being met will be an integral part of the periodic review process. This will enable the City to make mid-course corrections to accomplish or refine goals and policies to more capably respond to local needs. For the 2004 review, an attempt to wholly revamp the plan was not seen as appropriate. In only four years since its adoption, and three since adoption of new development regulations, much of what is envisioned under the plan has not had the opportunity to come to fruition.

Therefore, the initial review was quite limited in scope. For later review periods, the City may wish to consider intermediate benchmarking practices to quantifiably measure the comprehensive plan's outcomes and to identify trends that may indicate needed changes. For example, measuring the amount of vacant land used for new development each year and how dense the growth is on this land offers a picture of how quickly and efficiently that vacant land supply is being used.