



# AGENDA

## PLANNING COMMISSION

Don Daniels • Connie Coleman-Lacadie • James Guerrero  
Ryan Pearson • Paul Wagemann • Phillip Combs • Linn Larsen

**Wednesday, April 21, 2021 at 6:30 pm**

*COVID-19 Meeting Notice: The Planning Commission will hold its scheduled meetings to ensure essential city functions continue. However, due to [Governor Inslee's Emergency Proclamation](#) 20-28 and its extensions, in-person attendance by members of the public in the Council Chambers at 6000 Main St. SW, Lakewood, WA will not be permitted on April 21, 2021.*

Until further notice, residents can virtually attend Planning Commission meetings by watching them live on the city's YouTube channel: <https://www.youtube.com/user/cityoflakewoodwa>. Those who do not have access to YouTube can call in to listen by telephone at +1 (253) 215- 8782 and by entering Webinar ID: 92505723951#

**To Submit in Public Comment and/or Public Hearing Testimony Prior to Meeting:** Send comments by mail or email to Karen Devereaux, Planning Commission Clerk, at [kdevereaux@cityoflakewood.us](mailto:kdevereaux@cityoflakewood.us) or 6000 Main Street SW Lakewood, WA 98499. Comments received up to one hour before the meeting will be provided to the Planning Commission electronically.

**Live Public Participation:** To provide live Public Comments or Public Hearing Testimony during the meeting, join the Zoom meeting as an attendee by calling by telephone Dial +1(253) 215- 8782 and enter participant ID: 92505723951# or by going online at <https://us02web.zoom.us/j/92505723951>. Each speaker will be allowed (3) three minutes to speak during the Public Comment and during each Public Hearing. Outside of Public Comments and Public Hearings, attendees will not be acknowledged and their microphone will remain muted.

**By Phone:** For those participating by calling in by phone to testify, the Chair will call on you during the Public Comment and/or Public Hearings portions of the agenda. When you are unmuted, please provide your name and city of residence.

**Online:** For those using the ZOOM link (<https://us02web.zoom.us/j/92505723951>) to testify, upon entering the meeting, please enter your name or other chosen identifier. Use the "Raise Hand" feature to be called upon by the Chair during the Public Comments and/or Public Hearings portions of the agenda. When you are unmuted, please provide your name and city of residence.

1.	<b>Call to Order</b>
2.	<b>Roll Call</b>
3.	<b>Approval of Minutes from April 7, 2021</b>
4.	<b>Agenda Updates</b>
5.	<b>Public Comments</b>
6.	<b>Public Hearings:</b> 2021 Comprehensive Amendment Package
7.	<b>Unfinished Business</b> None
8.	<b>New Business</b> None
9.	<b>Reports from Staff &amp; Commission Members &amp; Council Liaison</b> <ul style="list-style-type: none"><li>• City Council Updates/Actions</li><li>• Written Communications</li><li>• Future Agenda Topics</li><li>• Regional Planning/Land Use Updates: VISION 2050, Countywide Planning Policies, and Buildable Lands Report</li></ul>

### Enclosures

1. Draft Meeting Minutes from April 7, 2021
2. Staff Report on 2021 Comprehensive Plan Amendment Package

### Members Only

Please email [kdevereaux@cityoflakewood.us](mailto:kdevereaux@cityoflakewood.us) or call Karen Devereaux at 253.983.7767 no later than Tuesday, April 20, 2021 at noon if you are unable to attend. Thank you.



**PLANNING COMMISSION  
REGULAR MEETING MINUTES  
April 7, 2021  
Zoom Meeting  
6000 Main Street SW  
Lakewood, WA 98499**

**Call to Order**

Mr. Don Daniels, Chair called the ZOOM meeting to order at 6:30 p.m.

**Roll Call**

Planning Commission Members Present: Don Daniels, Chair; Ryan Pearson, Paul Wagemann, James Guerrero, Phillip Combs and Linn Larsen (Connie Coleman-Lacadie arrived after approving vote on minutes)

Planning Commission Members Excused: None.

Commission Members Absent: None

Staff Present: David Bugher, Assistant City Manager for Development Services; Tiffany Speir, Long Range & Strategic Planning Manager; and Karen Devereaux, Administrative Assistant

Council Liaison: None

**Approval of Minutes**

**The minutes of the meeting held on March 24, 2021 were approved as written by voice vote M/S/C Wagemann/Guerrero. The motion passed unanimously, 5 - 0.**

**Agenda Updates**

None

**Public Comments**

This meeting was held virtually to comply with Governor Inslee's Emergency Proclamations 20-28 and its addendums. Citizens were encouraged to virtually attend and to provide written comments prior to the meeting. No public comments were received.

**Public Hearings**

None

**Unfinished Business**

None

**New Business**

Ms. Tiffany Speir discussed the staff recommendations on each of the following Comprehensive Plan Amendments 2021-01, -04, -06, -08, -10 and -11 as listed below and answered Commissioner's questions.

**2021-01** Replacement of Comprehensive Plan Sustainability Chapter with an Energy and Climate Change Chapter

**CEDD Recommendation:** Approval

**2021-04** Updates related to allowing and/or encouraging various housing types (e.g., transitory accommodations, accessory dwelling units, and "missing middle) housing.)

**CEDD Recommendation:** Approval

**2021-06** Updates reflecting adoption of the Downtown Subarea Plan and the Lakewood Station District Subarea (LSDS) Plan.

**CEDD Recommendation:** Approval

**2021-08** per Council action and analysis of affected areas:

I. Parcels in Proximity to Berkeley Interchange – Redesignate/rezone parcels 2200000172, -173, -192, -193, -210, -240, -250, -260, -270, -941, -942, and -950 from Single Family (SF) /Residential 3 (R3) to Neighborhood Business District (NBD)/Neighborhood Commercial 2 (NC2)

II. *Parcels included within pending Habitat for Humanity Project* – Redesignate/rezone parcels 0219212116, -0017, -056, -063 from Single Family (SF)/Residential 3 (R#) to Mixed Residential (MR)/Mixed Residential 2 (MR2)

III. Conduct review of the 2011 Tillicum Neighborhood Plan, the Tillicum Center of Local Importance (CoLI), and the text in Comprehensive Plan Sections 1.5, 2.5.1, and 4.5.3 and Goal LU-52, with the appropriate public outreach and participation, for potential updates and amendments as part of the 2022 or 2023 Comprehensive Plan amendment cycle.

**CEDD Recommendation:** Approval

**2021-10** Text amendments to LMC Chapter 18A.40 expanding the list of water supply related facilities (water wells, culverts, water tanks) and sewer or pumping station facilities in the Lakewood development code.

**CEDD Recommendation:** Approval

**2021-11** Text and Map amendments regarding Transitory Accommodations in response to 2020 ESSB 1754, adding “Religious Organizations; Hosting of the Homeless” to the Comprehensive Plan and LMC Title 18A.

**Recommendation:** Approval

The Commission would hold a virtual public hearing regarding the 2021 Comprehensive Plan Amendments on April 21, 2021. Consideration of the amendments and action on the 2021 CPAs would occur on May 5, 2021.

#### 2020 Shoreline Restoration Report

Ms. Tiffany Speir introduced restoration committee speakers Mr. Al Schmauder, Ms. Janet Spingath, Ms. Rikki McGee, and Mr. Paul Bucich, City of Lakewood Public Works Engineering Director. All spoke on different segments of the work completed over the last year. Reports were presented on American Lake shoreline and invasive aquatic weeds, clams and snails; Waughop Lake treatments and non-chemical alternatives; Clover Creek stream management programs and flood plain zoning evaluations.

Committee members requested the commissioners to view the City of Bellingham’s program presentation regarding successful prevention of zebra mussel infestations on their lakes and consider enforcing a boat launch fee collection at American Lake Park ramps to finance a boat inspection program. Commissioners requested the committee provide a cost breakdown of the suggested programs for consideration.

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

Councilmember Mr. Paul Bocchi updated commissioners on the following topics:

City Council held a public hearing on the Lakewood Station District Subarea Plan (LSDS) at Monday evening's meeting and would continue working on the adoption of the packet.

**Reports from Commission Members and Staff**

Future Planning Commission Agenda Topics

May 5:

- 2021 Comprehensive Plan Amendment Package Public Hearing
- Six Year Transportation Improvement Program 2022-2027

Regional Planning Land Use Updates

None

Other

Mr. Don Daniels, Chair, welcomed newest commission member, Mr. Linn Larsen, to the group.

**Next Regular Meeting:** The next regular meeting would be held on April 21, 2021.

**Meeting Adjourned** at 8:16 p.m.

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Don Daniels, Chair  
Planning Commission 04/21/2021

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Karen Devereaux, Recording Secretary  
Planning Commission 04/21/2021



TO: Planning Commission  
FROM: Tiffany Speir, Long Range & Strategic Planning Manager  
DATE: April 21, 2021  
SUBJECT: 2021 Comprehensive Plan Map and Text Amendments  
ATTACHMENTS: Draft amendments 2021-01, -02, -03, -04, -05, -06, -08, -09, -10, and -11 and their respective SEPA Analyses and CEDD Recommendations  
**(Attachment A)**

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#### **BACKGROUND**

In December 2020, the City Council adopted Resolution 2020-15 to establish the docket of 2021 Comprehensive Plan amendments; the docket was amended by Council action in February 2021 via Resolution 2021-02.

The Planning Commission held study sessions to review the proposed amendments on February 17, March 24 and April 7. The Commission is holding a public hearing on the proposed amendments on April 21.

Included below is a summary of proposed amendments and the CEDD recommendation for each. The full amendments and the CEDD SEPA analyses are included in Attachment A.

#### **SUMMARY OF CEDD RECOMMENDATIONS**

##### **2021-01 Replacement of Comprehensive Plan Sustainability Chapter with an Energy and Climate Change Chapter.**

**CEDD Recommendation:** Approval

##### **2021-02 Updates to reflect 2020 rezone of certain Springbrook parcels to Industrial Business Park (IBP) Zone**

**CEDD Recommendation:** Approval

##### **2021-03 Updates to reflect adoption of 2020 City Parks Legacy Plan**

**CEDD Recommendation:** Approval

**2021-04 Updates related to allowing and/or encouraging various housing types (e.g., transitory accommodations, accessory dwelling units, and “missing middle” housing.)**

**CEDD Recommendation:** Approval

**2021-05 Updates related to Western State Hospital (WSH) and Public and Semi-Public Institutional Uses**

**CEDD Recommendation:** Defer to 2022 Comprehensive Plan amendment cycle.

**2021-06 Updates to reflect adoption of the Downtown Subarea Plan and the Lakewood Station District Subarea (LSDS) Plan.**

**CEDD Recommendation:** Approval

**2021-07 Updates related to establishing a new industrial Center of Local Importance (CoLI) and removing existing CoLIs 4 (Industrial Business Park/Clover Park Technical College) and 5 (South Tacoma Way.)**

**City Council Action via Resolution 2021-02:** Remove 2021-07 from 2021 Docket; no direction to include it in future Comprehensive Plan amendment cycles.

**Updated 2021-08 per Council Action and Analysis of Affected Areas:**

**I. Parcels in Proximity to Berkeley Interchange** – Redesignate/rezone parcels 2200000172, -173, -192, -193, -210, -240, -250, -260, -270, -941, -942, and -950 from Single Family (SF)/Residential 3 (R3) to Neighborhood Business District (NBD)/Neighborhood Commercial 2 (NC2.)

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**III. Conduct review of the 2011 Tillicum Neighborhood Plan, the Tillicum Center of Local Importance (CoLI), and the text in Comprehensive Plan Sections 1.5, 2.5.1 and 4.5.3 and Goal LU-52, with appropriate public outreach and participation, for potential updates and amendments as part of the 2022 or 2023 Comprehensive Plan amendment cycle.**

**CEDD recommendation:** Approval

**2021-09 Text amendments to Comprehensive Plan Goal LU-18 (LU-18.5) related to highest and best uses of commercial lands.**

**CEDD Recommendation:** Approval

**2021-10 Text amendments to LMC Chapter 18A.40 expanding the list of water supply related facilities (water wells, culverts, water tanks) and sewer or pumping station facilities in the Lakewood development code**

**CEDD recommendation: Approval**

**2021-11 Text and Map amendments regarding Transitory Accommodations in response to 2020 ESSB 1754, adding “Religious Organizations; Hosting of the Homeless” to the Comprehensive Plan and LMC Title 18A**

**CEDD recommendation: Approval**

## **ATTACHMENT A**

**2021-01 Replacement of Comprehensive Plan Sustainability Chapter with an Energy and Climate Change Chapter.**

### **Chapter 10 Energy and Climate Change Chapter**

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Energy and Climate Change Goals, Policies, and Actions

Endnotes



# ACRONYMS

COVID-19	Coronavirus Disease 2019
CO <sub>2</sub>	Carbon dioxide
CO <sub>2</sub> e	Carbon dioxide equivalent
EPA	Environmental Protection Agency
GHG	Greenhouse gas, limited to CO <sub>2</sub> , CH <sub>4</sub> , N <sub>2</sub> O, and fugitive gases
LKVW	Lakeview Light and Power
MgCO <sub>2</sub> e	Metric tons of carbon dioxide equivalent
MWH	Megawatt-hour (1,000 kilowatt-hours)
NLCD	National Land Cover Database
PSE	Puget Sound Energy
TP	Tacoma Power
WDOC	Washington Department of Commerce
WDOT	Washington Department of Transportation
WDOTR	Washington Department of Transportation – Rail Division
VMT	Vehicle Miles Traveled

It is increasingly evident that there are dramatic relationships between greenhouse gas emissions and local transportation and land use patterns. Lakewood has opportunities to build higher density, mixed-use projects around existing public transit infrastructure, schools, parks and neighborhoods. Energy efficiency and sustainability can be further enhanced by incorporating green materials and construction practices into buildings and streetscape improvements. Sustainable development concepts such as natural resource conservation, transit-oriented development, multimodal transportation access and the encouragement of green building are integrated throughout this Comprehensive Plan Chapter.



**Figure 1** (ART DAILY, June

The Energy and Climate Change Chapter:

- Describes potential climate change impacts, energy use and greenhouse gas emissions;
- Highlights key findings and recommendations;
- Defines goals for energy and climate change;
- Identifies policies and implementing tasks to address energy and climate change needs; and
- Provides a summary table identifying lead responsibilities for each implementing task.

## Purpose of the Chapter

This chapter examines how the City’s policies will affect energy consumption and determines what measures can be implemented to reduce greenhouse gas emissions to state required levels. The chapter provides policy direction for conserving energy resources and responding to climate change. Broadly framed goals address energy conservation, renewable energy generation and use, and sustainable and responsible community revitalization. More specifically, policies and implementing tasks are designed to: provide leadership to manage climate change; promote clean and efficient transportation options; encourage sustainable and efficient energy systems; promote sustainable development; support community revitalization; and build a climate-resilient community.

## What is Climate Change?

A balance of naturally occurring gases dispersed in the atmosphere determines the Earth’s climate by trapping solar radiation. This phenomenon is known as the “greenhouse effect.” Modern human activity, most notably the burning of fossil fuels for transportation and electricity generation, introduces large amounts of carbon dioxide and other gases into the atmosphere.

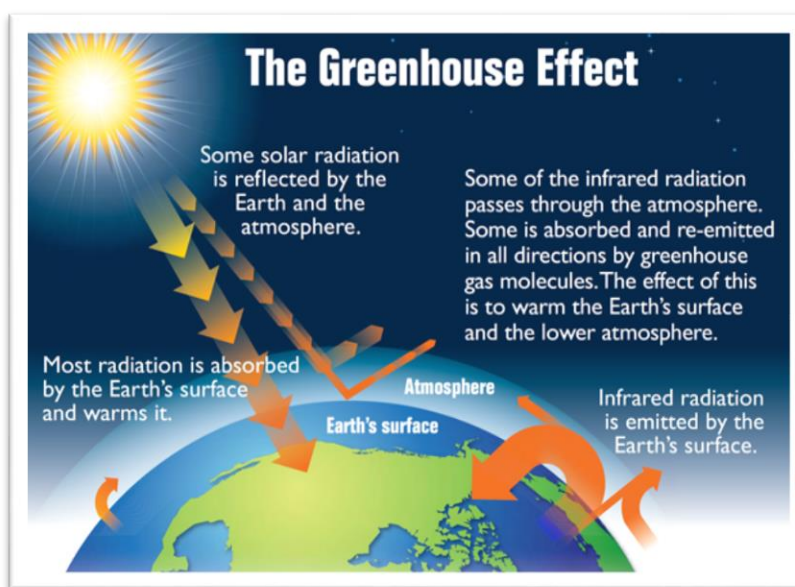
Reductions in the planet's forested regions where greenhouse gases are stored is also a major contributor to the increasing greenhouse effect. Collectively, these gases intensify the natural greenhouse effect, causing global average surface temperature to rise, which in turn affects global climate patterns.

### Renewable Energy Today

Fossil fuels are the primary source of energy in America today. The transportation sector is the single largest consumer of fossil fuels, followed by buildings which use large amounts of energy for lighting, heating and cooling. In addition to growing global, national and local concern over potential impacts of fossil fuel use and their impacts on overall environmental health, there is also widespread uncertainty about the availability and cost of energy.

As the cost of fossil fuel increases, alternatives to private automobiles will become more economically viable. The market for renewable energy is growing each year. Increased greenhouse gas emissions (GHGs), especially CO<sub>2</sub> from the use of fossil fuels for energy generation, the dwindling existence of fossil fuel coupled with its high costs, are fueling the renewable energy market.

However, the generation of energy from renewable sources requires investments. **Figure 2** (EPA 2012)



For the first time ever, in April 2019, this country's renewable energy outpaced coal by providing 23 percent of US power generation, compared to coal's 20 percent share.<sup>i</sup> In the first half of 2019, wind and solar together accounted for approximately 50 percent of total US renewable electricity generation, displacing hydroelectric power's dominance.

Declining costs and rising capacity factors of renewable energy sources, along with increased competitiveness of battery storage, drove growth in 2019. In the first half of the year, leveled cost of onshore wind and utility-scale solar declined by 10 percent and 18 percent, respectively, while offshore wind took a 24 percent dip.<sup>ii</sup> The greatest decline was in lithium-ion battery storage, which fell 35 percent during the same period.<sup>iii</sup> This steady decline of prices for battery storage has begun to add value to renewables, making intermittent wind and solar increasingly competitive with traditional, "dispatchable" energy sources.

The renewable energy sector saw significant demand from most market segments as overall consumer sentiment remained positive. Renewable energy consumption by residential and commercial customers increased 6 percent and 5 percent, respectively, while industrial consumption declined slightly, by 3 percent, through June 2019 compared with the previous year.<sup>iv</sup> As in 2018, US corporate renewable energy contracts once again hit new levels, as corporations signed power purchase agreements (PPAs) for 5.9 gigawatts (GW) of renewable energy in the first half of 2019.<sup>v</sup>

## **Potential Impacts of Climate Change**

The Intergovernmental Panel on Climate Change findings confirm that human activities are the primary cause of climate change.<sup>vi</sup> Climate impacts can be difficult to observe in part because changes occur slowly over many years.

Scientists expect changing temperatures to result in: disruption of ecosystems; more frequent and damaging storms accompanied by flooding and landslides; increases in the number and severity of heat waves; extended water shortages as a result of reduced snow pack; increased likelihood of wildfires; and disturbance of wildlife habitats and agricultural activities.

## **Climate Change in the Pacific Northwest<sup>vii</sup>**

By the 2020s, the average temperatures could be higher than most of those experienced during the 20<sup>th</sup> Century. Seasonally, the Pacific Northwest will experience warming in summer and winter.

Slight changes in summer and winter precipitation are anticipated. Changes in summer precipitation are less certain than changes in winter precipitation. Future years are projected to continue to swing between relatively wet and dry conditions, making it likely that the change due to climate change will be difficult to notice.

There has been an observed increase in the variability of average winter (October-March) season precipitation since 1973 for the Pacific Northwest, but no information on changes at smaller time scales (monthly, daily changes). The cause of this change is unknown. Heavy rainstorms are expected to increase globally; whether they do in the Pacific Northwest will be related to where and how the storm track moves in the future – it could increase, decrease, or stay the same.

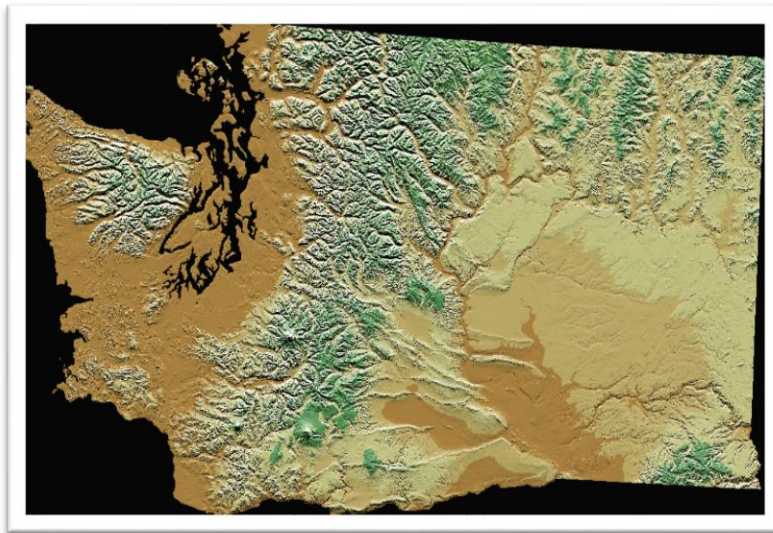
Sea levels will increase globally, but there is much uncertainty in the specific amount of increase and how it will vary by location. Coupled with sea level rise, there could also be land subsidence.

Any changes in windstorms are unknown.

## **Climate Change Impacts to Washington**

The United States Environmental Protection Agency (EPA) published a synopsis of the impacts that climate change could have on Washington.

Over the past century, most of Washington State has warmed one to two degrees (F). Glaciers are retreating, the snowpack is melting earlier in the year, and the flow of meltwater into streams during summer is declining. In the coming decades, coastal waters will become more acidic, streams will be warmer, populations of several fish species will decline, and wildfires may be more common.



**Figure 3**(Unknown

Sea level rise will threaten coastal development and ecosystems. Erosion will threaten homes and public property along the shore. Increased flooding could threaten wastewater treatment plants, ferry terminals, highways, and railroads along Puget Sound.

Mudflats, marshes, and other tidal wetlands provide habitat for birds and fish. As water levels rise, wetlands may be submerged or squeezed between the rising sea and structures built to protect coastal development.

Three thousand glaciers cover about 170 square miles of mountains in Washington, but that area is decreasing in response to warmer temperatures.

The flows of water in rivers and streams are increasing during late winter and early spring but decreasing during summer. Warmer winters have reduced average snowpack in Washington by 20 percent since 1950. The snowpack is now melting a few weeks earlier than during the 20th century, and, by 2050, it is likely to melt three to four weeks earlier. Decreasing snowpack means there will be less water flowing through streams during summer. Moreover, rising temperatures increase the rate at which water evaporates (or transpires) into the air from soils and plants. More evaporation means that less water will drain from the ground into rivers and streams.

Declining snow and streamflow would harm some economic sectors and aquatic ecosystems. Less snow means a shorter season for skiing and other winter recreation. Water temperatures will rise, which would hurt Chinook and sockeye salmon in the interior Columbia River Basin. The combination of warmer water and lower flows would threaten salmon, steelhead, and trout. Lower flows would also mean less hydroelectric power.



Climate change is likely to more than double the area in the Northwest burned by forest fires during an average year by the end of the 21st century. Higher temperatures and a lack of water can also make trees more susceptible to pests and disease, and trees damaged or killed burn more readily than living trees. Changing climate is likely to increase the area of pine forests in the Northwest infested with mountain pine beetles over the next few decades. Pine beetles and wildfires are each likely to decrease timber harvests. Increasing wildfires also threaten homes and pollute the air.

The changing climate will affect Washington's agricultural sector, particularly fruits and vegetables, which often require irrigation. Because streams rather than ground water provide most of Washington's irrigation water, the expected decline in streamflow would reduce the water available for irrigation. About two-thirds of the nation's apples come from Washington, and most are grown east of the Cascade Mountains where the dry climate requires irrigation. The Washington Department of Ecology is concerned that yields of apples and cherries may decline in the Yakima River Basin as water becomes less available. Alfalfa, potato, and wheat farmers also require substantial irrigation.

### **Climate Change Impacts to Pierce County**

Pierce County's climate change impacts mirror many of the impacts associated with Washington State.

Sea levels, depending on future global trends in greenhouse gas emissions and glacial melt rates, are anticipated to rise by up to 6 inches by 2030; up to 15 inches by 2050; and up to 57 inches by 2100.

Ocean acidity is projected to increase 38–109 percent by 2100 relative to 2005 levels. Corrosive conditions are particularly of concern to the shellfish industry in Puget Sound, which depends on good water quality to grow oysters, clams and mussels.

Stream temperatures in the Pacific Northwest are projected to increase by 3°F by 2080. Warmer water temperatures will also result in more lake closures and could be lethal to salmonids and other aquatic species.



Current trends indicate that Mount Rainer's glaciers - and other sources contributing to summertime stream flows and sedimentation in Puget Sound watersheds - will continue to melt as temperatures warm. In all years between 2003 and 2009, there has been a net melting of the Emmons and

**Figure 4** (*Pierce County*)

Nisqually Glaciers between 0.5- and 2.0-meters water equivalent.

Extreme heat events will become more frequent while extreme cold events will become less frequent. Wildfires are expected to become more common as temperatures rise and less rain falls during summer months.

Landslides are expected to become more common in winter and spring due to projected increases in extreme precipitation events and increasing winter precipitation, particularly in areas most prone to present-day landslides.

Flood risk is projected to increase during the fall and winter seasons as warmer temperatures cause more precipitation to fall as rain over a larger portion of the basin. Eight of the top ten peak floods have been recorded since 2006. Less snowmelt will cause the lowest flows to become lower in the summer months.

For rivers originating on Mount Rainier, including the Puyallup, White, Nisqually, and Carbon Rivers, sediment loads are expected to increase, further contributing to flood risk, as declining snowpack and glacial recession expose more unconsolidated soils to rain, flood flows, and disturbance events.

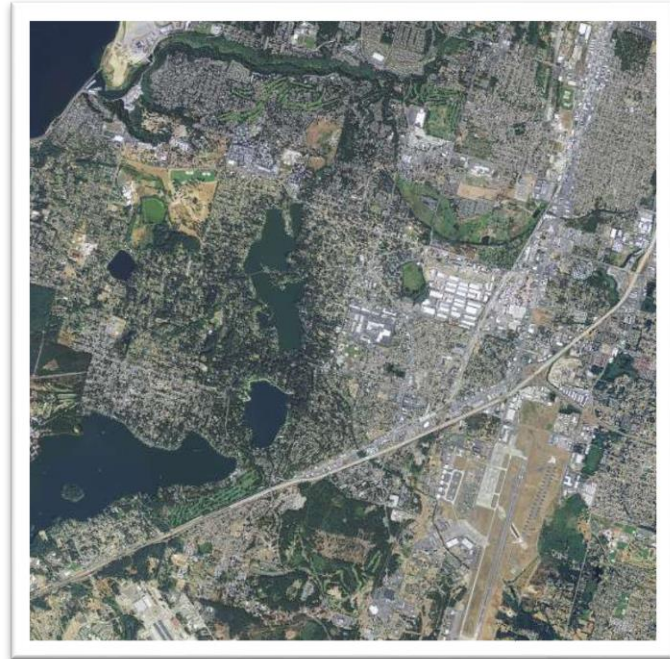
Total annual precipitation in the Pacific Northwest is not projected to change substantially, but heavy rainfall may be more frequent and intense, and summer precipitation may decrease. More rain and less snow will fall in the winter.

### **Climate Change Impacts to Lakewood**

Local impacts are not definitive, but Lakewood could experience:

1. Changes to local weather patterns leading to more frequent peak storm events;
2. Rising Puget Sound water levels which could influence Chambers Creek Dam at high tides and eventually lead to overtopping;
3. Areas with steep slopes, such as Chambers Creek Canyon, with heavy rainfall events, could lead to increased landslides.

4. Increased flood risk in the Clover Creek watershed; rising flood waters could impact I-5 between Highway 512 and Bridgeport Way;
5. Additional pollutant loading from peak storm events and higher summer temperatures are likely to make existing water quality issues in the City's numerous lakes and streams worse (expect depleted oxygen levels and more algae bloom events); and
6. Potential for fires in Fort Steilacoom Park, the open space areas behind Western State Hospital, JBLM lands adjacent to the city limits, and vacant lands within the I-5 and Highway 512 Corridors. Loss of vegetation and impacts to air quality are at risk.



**Figure 5**

## **Lakewood Climate Change Advantages and Challenges**

Lakewood has advantages and challenges as it prepares for climate change.

### **Advantages**

**Climate:** Lakewood's moderate climate means lower heating and cooling demands than other areas in the nation and globally.

**Access to hydroelectric power:** Two of the three power companies that serve Lakewood receive power from hydroelectric plants.

### **Challenges**

**Lakewood is a relatively new city:** Upon incorporation in 1996, Lakewood faced many challenges in providing basic municipal services. Climate change policy was not a priority. However, as the city has matured, it is now beginning to examine climate change and its impacts upon the city and region.

**Older housing stock:** Even though Lakewood incorporated in 1996, as a



**Infill Potential:** Several underutilized parcels provide opportunities to develop walkable, mixed-use environments to meet resident's needs.

**Transportation:** Residents have convenient access to transportation alternatives. Pierce Transit provides several bus routes connecting Lakewood to other parts of Pierce County. Sound Transit provides regular bus transportation to Sea-Tac International Airport, in addition to a commuter rail station. Two transit stations and two park-and-rides are in the city.

**Recently revised land use regulations:** Lakewood has adopted a Downtown Subarea Plan. A second subarea plan is under preparation for the Lakewood Station District.

**Adopted non-motorized transportation plan:** The plan provides a comprehensive plan to enhance the Lakewood urban area pedestrian and bicycle systems. This effort was initiated by the City to address long range transportation goals and policies. Originally adopted in 2009, the plan should be updated to better reflect many land policies changes that have occurred in the past 10-years.

**Adopted complete streets policy:** The City adopted an ordinance in 2016 recognizing transit, bicycling, and walking as fundamental modes of transportation are of equal importance to

community, it has been around for over 100 years. Lakewood is primarily a suburb of Tacoma. Much of the housing stock is older and likely needs substantial upgrades to improve energy conservation.

**Location:** Employment centers are primarily found in Tacoma and the Seattle-Metro area, requiring reliance upon transportation to get to work. Twenty-one percent of resident's commute to Tacoma, and 19 percent to the Seattle-Metro area. About 79 percent use single occupant vehicles, 10 percent use carpool, and five percent use public transit. Average commute distance is 26.4 miles<sup>viii</sup>. Commute trips are significant factors that increase CO2 production.

**Lack of a street network:** A very limited grid street network is found in the City's older neighborhoods, namely Tillicum, and Lakeview. This creates access issues and requires additional vehicle miles traveled to reach destinations and can discourage walking or biking alternatives.

**Lack of street infrastructure:** Even though it is an urban community, much of Lakewood lacks curbs gutters, and sidewalks. While the city has taken steps to improve the situation, current conditions make it difficult to promote walkability when many of the basic services are non-existent.

**Transportation:** The community lacks a bus rapid transit system. Sound Transit commuter service is limited.

that of passenger vehicles. This led to the City reconstructing Motor Avenue SW into a complete street.

**Promoting energy conservation:** The City has already installed LED lighting for all streetlights (2,372) and all traffic signals (69).

**Open space protections:** City has taken action to protect and preserve open spaces both on private and public properties. A review of the National Land Coverage Database, between 2001 and 2016, shows no net loss in open space. City has also been active in expanding parks.

**Tree preservation:** Since 2001, the city has had in place a tree preservation ordinance. The city is also proactive in regard to removal of trees without permits; over the years, the city has substantially fined property owners. Fines that are collected go into a tree preservation fund.

**Floodplain protections:** The City updated its floodplain regulations creating an overlay zone and new development standards.

**Shoreline Master Program (SMP):** SMP regulations restrict development in areas buffering water bodies, streams, or wetlands.

**Underlying land use patterns:** Current land use patterns were established by Pierce County. The county's zoning followed very basic principles. It did not offer much protection from incompatible uses. The county zoning promoted strip commercial development and auto-dependent uses.

**Lakewood is not a full-service city:** Water is provided by the Lakewood Water District. Sewer is provided by Pierce County Utilities. Waste collection is provided under contract with Waste Management Services. Power is provided by three different power purveyors, Puget Sound Energy, Tacoma Power, and Lakeview Light and Power, a mutual non-profit company. The City does not control these agencies.

## COVID-19 Impacts



**Figure 6** (*Unknown source*)

Employees have adjusted to using virtual platforms for note taking, document sharing and more. Ensuring all employees have the proper resources and training on paperless tools will aid in reaching reduction goals.

COVID-19 has increased teleworking opportunities for employees which has decreased greenhouse gas emissions from commuting. New estimates based on people's movements suggest that global greenhouse gas emissions fell roughly 10 to 30 percent, on average, during April 2020 as people and businesses reduced activity<sup>ix</sup>. Highway traffic is down 17 percent in Washington State; Pierce Transit has seen a dramatic reduction in ridership, in some cases depending on the day, as much as 70 percent<sup>x</sup>.

The overall impact COVID-19 has on GHG emissions is unknown but will be assessed once the pandemic is over.

### Citywide Greenhouse Gas Emissions<sup>1</sup>

Google, through its Environmental Insights Explorer (EIE) program, currently offers a means by which cities can calculate GHG emissions. EIE is a relatively new program which was started in 2018 and offered to a few select cities. Lakewood became aware of the in 2020. It is offered free-of-charge. All that is required is to have a city designated official sign up and Google does all the work. Lakewood became a member of the EIE program in October on last year (2020). Greenhouse emissions data has been analyzed by Google and provided to Lakewood.

EIE uses unique Google data sources and modeling capabilities to produce estimates of activity, emissions, and reduction opportunities. The data in EIE is anonymous, highly aggregated and combined with other data sources to create useful environmental insights. The data sources include, for example, aggregated location history data, building outlines and types, and overhead imagery. All of these sources contain useful information for taking action toward a low-carbon future when aggregated to a city scale. Google also uses advanced machine learning techniques to understand how people are moving around the world, and then applies scaling factors, efficiency and emissions factors for specific communities.

<sup>1</sup> There are data elements missing: water, wastewater, and solid waste. Because Lakewood is a contract city it has not been easy to collect data to perform a GHG analysis in these areas. Further, developing a GHG emissions inventory is a new process, so much of the data in these areas has not been collected. That means we relied estimates that may not necessarily be descriptive of Lakewood.

Calculating Lakewood's GHG baseline, or inventory, is the first step toward climate action planning. The GHG inventory can help prioritize investments on the most impactful areas, as it highlights the main emission sources or hot spots and can be used as a baseline to measure progress.

The steps Google uses to create an emissions baseline, or inventory, include:

- Defining the city boundaries and the activity sectors that will be included in the assessment.
- Gathering the activity data representing these boundaries and sectors, e.g.: the energy consumed or the volume and type of fuels burned or products consumed.
- Performing a number of data manipulations and estimates, e.g.: accounting for limited coverage or availability of data.
- Applying the right conversion factors to estimate total GHG emissions, e.g.: converting kWh of electricity or gallons of fuel consumed, into GHG emissions. This is done using the so-called emission factors, which represent the average GHG emissions released when burning a type of fuel or when using a type of vehicle or when generating electricity.

### **What GHGs are included?**

EIE accounts for emissions of seven greenhouse gases associated with electricity generation and fuel burning: carbon dioxide (CO<sub>2</sub>), methane (CH<sub>4</sub>), nitrous oxide (N<sub>2</sub>O), hydrofluorocarbons (HFCs), perfluorocarbons (PFCs), sulfur hexafluoride (SF<sub>6</sub>) and nitrogen trifluoride (NF<sub>3</sub>). The emissions factors used cover a regional, national or supranational grid, sourced from CURB: Climate Action for Urban Sustainability tool. For each city, Google uses a blended average of the nearest available emission factor data. The unit to measure the total greenhouse gas emissions is metric tons of carbon dioxide equivalent (tCO<sub>2</sub>e) or in the imperial system, pounds of carbon dioxide equivalent (lbCO<sub>2</sub>e).

The EIE tool provides data for the calendar year indicated on each city summary and sector page. For building emissions, a complete calendar year is extrapolated based on the latest Google-sourced data. For transport, all trips taken in the calendar year are included.

Due to the continual improvement in data availability and coverage, and challenges with modelling historic years relative to current data, past years' emissions data is not available, although in Lakewood's case, there is historic data provided for 2018 and 2019.

### **What economic sectors and emission sources are included?**

There are many activities that may occur within the city boundaries that generate greenhouse gas (GHG) emissions: energy production, transportation, and industrial activities. At this

time, EIE does not include waste management, agriculture, forestry, other land uses, or carbon sequestration.

The Environmental Insight Explorer focuses on two sectors that represent the two most important contributors in the total GHG inventory of most cities: road transportation (“transportation”) and electricity consumed in residential and commercial buildings (“buildings”). In GPC terms, this corresponds to the following categories:

- Stationary fuel combustion in commercial and residential buildings;
- Grid-supplied electricity consumption in commercial and residential buildings; and
- In-boundary and out-of-boundary road vehicles and boats, including all trips initiated and finished within city boundaries, trips started within city boundaries and finished outside city boundaries, and trips initiated outside city boundaries and finished within city boundaries.

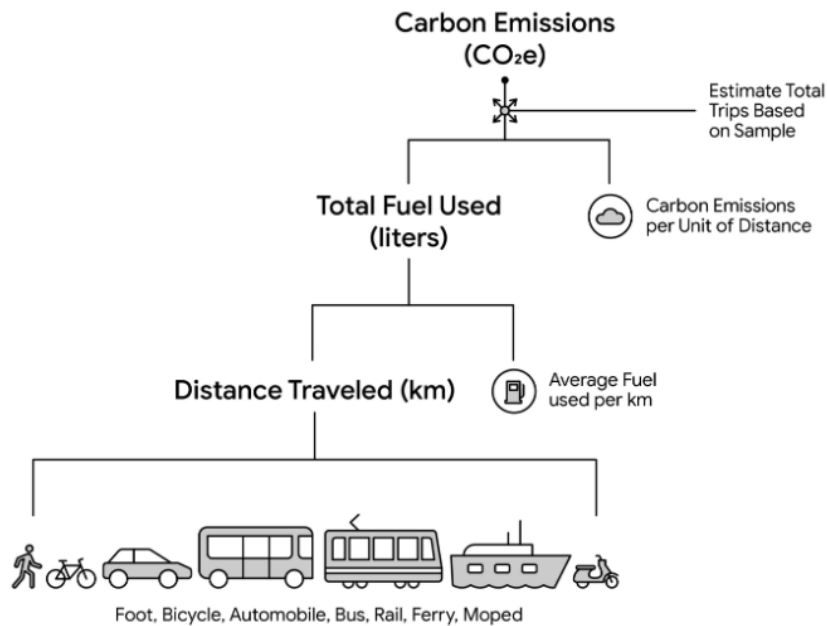
An important note for transportation emissions, EIE accounts for:

- All trips on any road, by using anonymized and aggregated location history data, and modeling the entire population and occupancy factors for each mode of travel; and
- The entire trip, that starts or ends within the city boundary. EIE provide this information since the entire trip is more relevant for reduction planning (such as mode shifts from vehicles to bicycles, for example).

## **Transportation**

Transportation vehicles generate greenhouse gas emissions directly from the combustion of fossil fuels and indirectly by the electricity the electric vehicles (EVs) consume. The quantity of GHGs emitted by the transportation sector in a city depends on factors such as transportation modes, types of fuels used, age and efficiency of the vehicle fleet, total trips and annual miles traveled. It is a complex set of calculations best describe in this chart below.

## Calculating Carbon Emissions: Transportation



Google uses proprietary data to characterize the trips taken within the city boundaries and the trips that crossed the city boundaries. This data is derived from location history data, on which they have applied a number of privacy filters, aggregation/anonymization techniques, and inference models.

This data takes into account movement over all major road classifications, from interstates to local roads. Similar to the population (and occupancy factor) scaling techniques used by transportation models based on Household Travel Surveys, EIE estimates annual vehicle trips by mode and vehicle distance traveled (vehicle kilometers traveled: “VKT”, vehicle miles traveled: “VMT”) for all trips in a city.

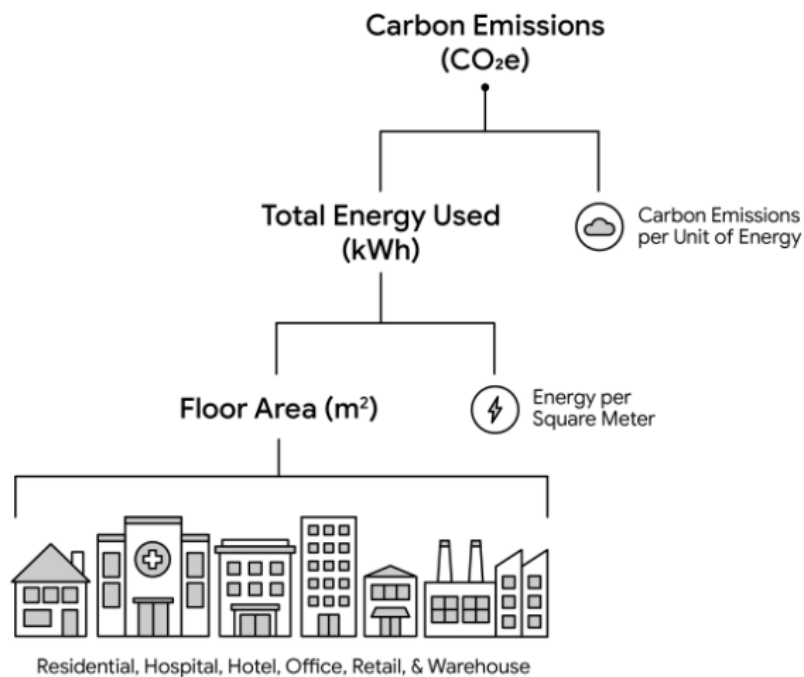
These measures are combined with region-specific assumptions from CURB: Climate Action for Urban Sustainability tool, such as the split between gasoline and diesel vehicles (vehicle fleet mix and fuel combinations) and average fuel efficiency. Finally, EIE applies fuel efficiency and emissions factors sourced from CURB to convert the estimated activity data into total emissions of CO<sub>2</sub> equivalents (CO<sub>2</sub>e). The factors also take into account all GHGs produced by burning the fuel, including CO<sub>2</sub>, methane and others.

### Buildings

Buildings generate greenhouse gas emissions from direct combustion of fossil fuels (heating, for example) and indirectly from the electricity the residents and equipment consume. The quantity of GHG emitted directly or indirectly by buildings depends on many factors – for instance, the number of buildings, their type (a hospital consumes more energy than a

residential apartment), the heating and cooling technologies deployed and the types of fuels used, the quantity of electricity used by the occupants and the equipment, the source of electricity, and the energy efficiency of the building and equipment. Other factors that are much harder to control by cities, such as the climatic zone where the city is located, also have an important impact on the total energy that each building consumes every year.

## Calculating Carbon Emissions: Buildings



EIE estimates floor space and assigns a building-type category to most buildings within the city boundaries. Floor space was modeled using data sourced from Google Maps, imagery and 3D modeling. Residential buildings may include houses and apartments, and nonresidential may include offices, retail, warehouses, commercial and mixed-use buildings.

Once the total floor space per type of building is acquired, EIE uses region-specific energy intensity factors (energy per floor space unit) from CURB: Climate Action for Urban Sustainability tool to estimate the total energy consumed to power each type of structure. For each location, EIE uses a blended average of the nearest available emission factor data and assumed a mix of grid-supplied electricity and stationary combustion energy sources based on CURB's energy usage breakdown.

Finally, EIE applies electricity and stationary combustion emission factors sourced from CURB which correspond to the electricity factors published by the International Energy Agency (IEA) in 2012 and the International Panel on Climate Change (IPCC). This process

converts the estimated activity data (total electricity consumed) into total GHG emissions. Emission factors are calculated by the IEA using the electricity generation technologies in the region and national or subnational energy generation emission data.

Because city-specific fuel mix for on-site combustion is not available and is highly variable across cities, EIE assumes a default 50/50 mix of natural gas and diesel oil. The factors also take into account all GHGs produced for electricity generation, including CO<sub>2</sub>, methane and others.

(IMPORTANT NOTE: Since the utility companies that provide electricity to Lakewood use predominantly renewable energy sources, the level of GHG used in buildings is probably overstated. Also, the assumption of a 50/50 mix of natural gas and diesel (fuel) oil is incorrect. Over 90 percent of buildings use either electricity or natural gas.)

## **Solar**

Renewables and zero-carbon energy sources, including solar, can reduce and offset the emissions from fossil fuel electricity generation. The Environmental Insights Explorer is built upon Google's Project Sunroof tool, which estimates the technical solar potential of all buildings in a region. The current EIE system uses Google Earth imagery to analyze roof shape and local weather patterns to create an aggregated solar potential estimate.

Solar energy production is a viable opportunity to reduce GHG emissions in Lakewood. Solar panels can produce energy wherever there is light, even in the Pacific Northwest. In order to get the most out of a solar panel system, it is important to position the panels correctly, estimate power needs, and understanding the different wiring possibilities.

Solar panels produce maximum power when they are perpendicular to the incoming sunlight. For Lakewood, the position of the solar panel must be at an angle to its latitude, 47 degrees, minus 15 degrees. Therefore, the angle of a solar panel must be at 32 degrees. Since the Pacific Northwest is in the Northern Hemisphere, the sun will be in the southern sky. Panels should face south. Lastly, panels should be relatively clear of trees. If a tree shades a panel, the system will produce less power.

The average home might use anywhere from 5,000 to 8,000 kilowatt hours of power annually, or 14 to 22 kilowatt hours daily. The average power output per square foot of a solar panel system in the Pacific Northwest translates to about 500 to 800 square feet of solar panels. These numbers will vary based on a household's usage habits. While not required, any solar powered system that is generated can be a part of the existing electric grid. A grid-tied system sends the power it generates to a main power grid. The power company credits the producer for any excess solar power the system generates. If solar system is not generating enough power, power is drawn from the grid. (Source data: <https://sciencing.com/solar-panels-viable-pacific-northwest-7357.html>)

## **Google Environmental Insights Explorer GHG Initial Estimates**



Table 1 provides the approximate metric tons of carbon dioxide equivalent (MgCO<sub>2</sub>e) by emission type. In 2019, Lakewood's industries, businesses and residents generated about 639,410 MgCO<sub>2</sub>e.

Other highlights include:

- The transportation greenhouse gas component was the largest source of community emissions (37%), followed by industrial users (23%), and residential users (20%).
- Greenhouse gas emissions from Lakewood residences account for a substantial percentage of the City's total emissions. In 2019, Lakewood residents produced about 131,192 MgCO<sub>2</sub>e, primarily from the use of natural gas, and PSE electricity generated from coal-fired plants.
- Combined, commercial/industrial sector GHG emissions are less than that of transportation.
- Transportation is the largest single source of greenhouse gas emissions in Lakewood. Lakewood is a bedroom community for Pierce County, King County, and Thurston County. Prior to COVID-19, around 16,400 persons commuted away from Lakewood during the workday. Commuting patterns show that 79% use single occupant vehicles, 10% carpool, and 5% use public transit.
- Since 1990, on average, Lakewood has increased its GHG emissions by less than one percent per year. However, cumulatively this adds up over time.

**Table 1**

**Lakewood GHG Emissions in 2019**

<b>Emission-Type</b>	<b>City of Lakewood 2019 Emissions (MgCO<sub>2</sub>e)</b>	<b>Percent of Total</b>
<b>Residential</b>		
Residential electricity	72,121	11%
Residential natural gas	59,071	9%
<b>Sub-total</b>	<b>131,192</b>	<b>21%</b>
<b>Commercial/Industrial</b>		
Non-residential electricity	110,746	17%

<b>Table 1</b>		
<b>Lakewood GHG Emissions in 2019</b>		
<b>Emission-Type</b>	<b>City of Lakewood 2019 Emissions (MgCO<sub>2</sub>e)</b>	<b>Percent of Total</b>
Non-residential natural gas	35,629	6%
<b>Sub-total</b>	<b>146,375</b>	<b>23%</b>
<b>Transportation</b>		
On road vehicles - cross boundary inbound	156,997	25%
On road vehicles - cross boundary outbound	158,353	25%
On road vehicles - in boundary	34,216	5%
Bus VMT - cross boundary inbound	5,274	<1%
Bus VMT - cross boundary outbound	5,955	<1%
Bus VMY – in boundary	1,048	<1%
<b>Sub-total</b>	<b>361,843</b>	<b>57%</b>
<b>Grand Total</b>	<b>639,410</b>	

Source: 2019 Google EIE and ICLEI (Local Governments for Sustainability) Clearpath software.

### **Google Environmental Insights Explorer Rooftop Solar Potential**

The rooftop solar potential for Lakewood is a reduction of 223,000 MgCO<sub>2</sub>e annually. This number represents a 35 percent reduction in total GHGs. This assumes that solar panels receive at least 75% of the maximum annual sun in the City. For Lakewood, the average value of the threshold is 843.20 kWh/kW. The number of existing solar arrays within the City is 57. These existing solar arrays represent less than 1 percent of the total solar potential. Potential emissions reductions equivalent to 47,200 passenger cars taken off the road for one year or 5,730,000 tree seedling grown for 10 years. Estimated solar installation potential is measured at 321,000 MWh AC/year (megawatt alternating current per year). Information about building shapes is calculated using a machine learning algorithm using data from Google Maps and overhead imagery. See Table 2 for specific details on solar production.

<b>Table 2</b>					
<b>Total Solar Potential</b>					
Carbon Offset Metric Tons	(Property) Count Qualified	KW Median	KW Total	Percent Covered	Percent Qualified
223,313.88	14,589	11.75	331,289.5	97.5266	80.2608

However, there are numerous technical challenges that may affect results by 25% or more. Based on Google’s definition of “technical potential,” installations must meet the following criteria:

- Sunlight: Every included panel receives at least 75% of the maximum annual sun in the area;
- Installation size: Every included roof has a total potential installation size of at least 2kW;
- Space and obstacles: Only areas of the roof with enough space to install 4 adjacent solar panels are included. Obstacles like chimneys are taken into account.

### **Washington State GHG Emission Reduction Standards**

In 2020, the state amended its Revised Code of Washington (RCW) establishing new standards for GHG reductions. This amendment was in response to a report prepared by the Washington Department of Ecology in 2019 which has set standards for emission reductions. Under RCW 70A.45.020, the revised reduction schedule now has more restrictive standards:

Washington State – current	Reduce GHG emissions to 1990 levels by 2020
	Reduce GHG emissions by 45% below 1990 by 2030
	Reduce GHG emissions by 70% below 1990 by 2040
	Reduce GHG emissions by 95% below 1990 (net zero) by 2050

Utilizing extrapolated data it is estimated that Lakewood’s estimated GHG may have been 535,000 MgCO<sub>2</sub>e although this number has been difficult to quantify. Using RCW 70A.45.020, Lakewood’s projected CHG targets would be as follows:

45% below 1990 by 2030:	294,250 MgCO <sub>2</sub> e
70% below 1990 by 2040:	160,500 MgCO <sub>2</sub> e

95% below 1990 by 2050: 26,750 MgCO<sub>2</sub> e

**What does this mean?** These target numbers are very aggressive. Lakewood's ability to meet these numbers is unlikely given that the City is not full-service and does not control the decisions and efforts of the service providers. Almost all the utilities that serve Lakewood are provided by outside purveyors where the City has limited authority to affect changes in energy and waste management. In Lakewood's situation, the means to reduce GHG emissions is through cooperative agreements with utility providers, tightened sustainability regulations, promoting intermodal and public transportation, community education and outreach, the introduction of electric vehicles and hybrids into the City's fleet system, energy conservation, and efforts to enhance carbon sinking.

Other ways to reduce GHG emissions is through the conversion of PSE electric power to renewable energy resources, a dramatic reduction in vehicle miles driven (VMT), the conversion of internal combustion vehicles to electric vehicles, and converting natural gas users to electricity, – three of these proposals are beyond Lakewood's legislative authority, and the fourth, natural gas conversion, may be regarded as overreach.

## **Lakewood Energy Generation and Use**

As provided in Table 1 above, approximately 44% of the city's 2019 emissions came from Residential, Commercial, and Industrial Built Environment. Changes to fuel sources can have significant impact to the City's GHG emissions.

In the Puget Sound, buildings are most often heated by natural gas and electricity and illuminated by electricity produced by a fuel mix that includes natural gas, nuclear energy, hydroelectric power and renewable energy sources. There are three primary suppliers of energy in Lakewood: Lakeview Light and Power, a member-owned mutual cooperative; Puget Sound Energy, an investor-owned utility; and Tacoma Power, a public utility. Figure 7 shows the boundaries of each of the utility providers within Lakewood.

Table 2 provides information on the utility fuel mix of each of the three utility providers for 2015 and 2019.

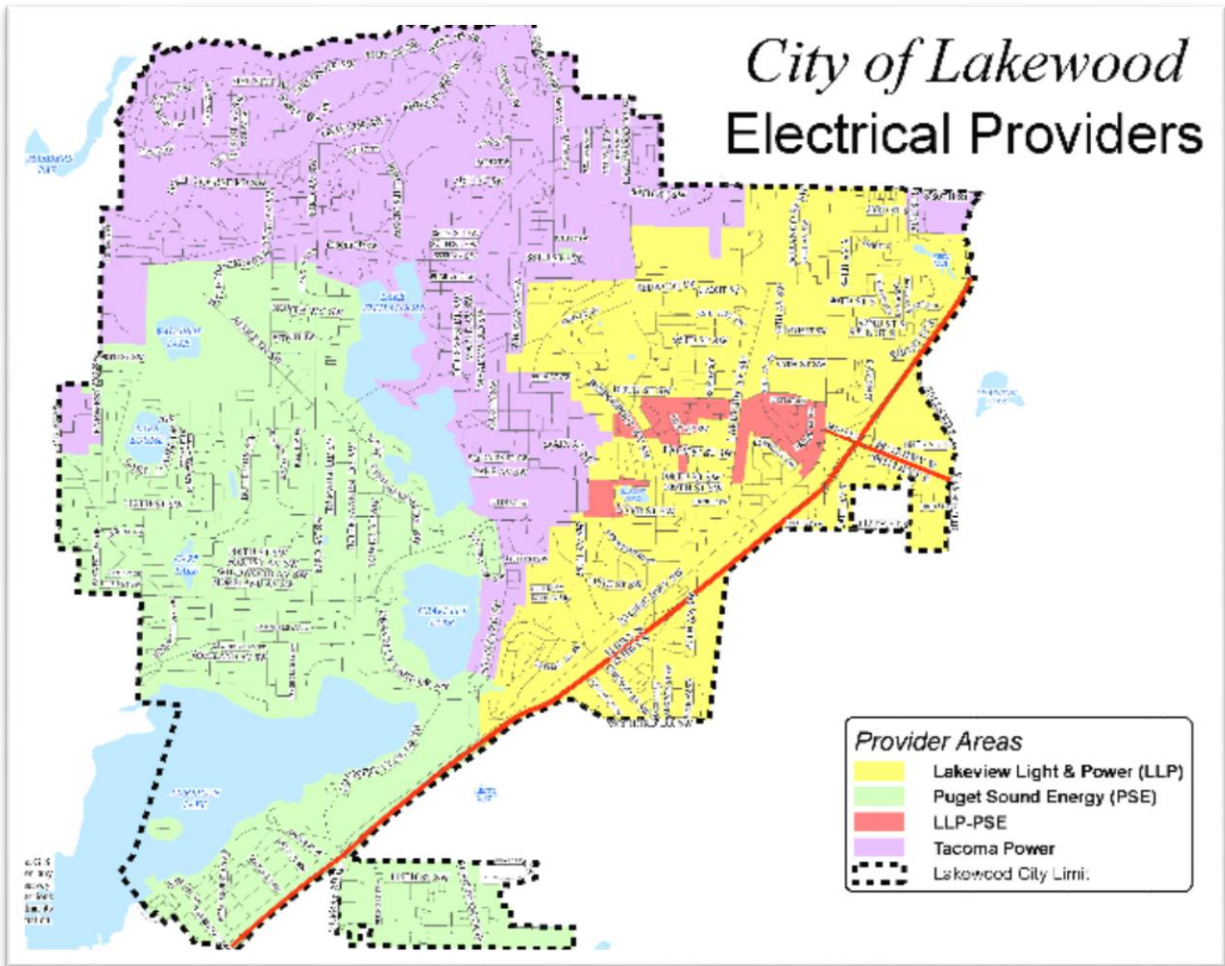
In 2015, Lakeview Light and Power and Tacoma Power provided around 88 percent of their power from hydroelectric sources. Puget Sound Energy used a different fuel mix including coal, 37 percent; hydroelectric power, 28 percent; natural gas, 30 percent; and wind, 4 percent. In 2019, Lakeview Light and Power and Tacoma Power provided around 82 percent of their power from hydroelectric sources. Puget Sound Energy used a different fuel mix including coal, 32 percent; hydroelectric power, 17 percent; natural gas, 28 percent; and wind, 8 percent. There were slight changes in the utility fuel mix in favor of renewable sources.

In 2019, the Washington Legislature and governor adopted the Washington Clean Energy Transformation Act, requiring the state's electric utilities to fully transition to clean, renewable power by 2045.

Washington's investor-owned utilities, such as Puget Sound Energy, must develop and implement plans to reduce carbon emissions or pay penalties for failing to meet requirements. The Washington State Utilities and Transportation Commission is in the process of developing programs and rules to review companies' plans and ensure compliance with the legislative requirements. To-date, Washington electric companies have surpassed conservation and renewable energy requirements although the impact of COVID-19 may have slowed efforts in 2020 and could further impact efforts in 2021. The City of Lakewood GHG emission inventory may not fully identify the impact of utility companies move to renewable sources until 2025 or even 2030.

<b>Table 3</b> <b>Utility Fuel Mix – 2015<sup>xi</sup> and 2019<sup>xii</sup></b>									
	<b>2015 Lakeview Light &amp; Power</b>	<b>2019 Lakeview Light &amp; Power</b>	<b>% Change</b>	<b>2015 Puget Sound Energy</b>	<b>2019 Puget Sound Energy</b>	<b>% Change</b>	<b>2015 Tacoma Power</b>	<b>2019 Tacoma Power</b>	<b>% Change</b>
<b>Fuel</b>	<b>Percent</b>	<b>Percent</b>	<b>Percent</b>	<b>Percent</b>	<b>Percent</b>	<b>Percent</b>	<b>Percent</b>	<b>Percent</b>	<b>Percent</b>
Biogas	0	0	0	0	0.14	+0.14	0	0	0
Biomass	0.22	0	-0.22	0.32	0.06	-0.26	0.18	0.57	+0.39
Coal	2.35	0	-2.35	36.65	31.98	-4.67	2.71	0	-2.71
Geothermal	0	0	0	0	0.02	+0.02	0	0	0
Hydro	86.30	83.16	-3.14	28.65	17.17	-11.48	88.64	82.33	-6.31
Natural Gas	0.86	0	-0.86	29.66	27.92	-1.74	0.98	0	-0.98
Nuclear	10.18	11.45	+1.27	0.59	0.27	-0.32	6.11	7.10	+0.99
Other biogenic	0.03	0	-0.03	0	0	0	0.02	0	-0.02
Other non-biogenic	0.04	0	-0.04	0.13	0	-0.13	0.04	0	-0.04
Petroleum	0.02	0	-0.02	0.10	0.04	-0.06	0.02	0.03	+0.01
Solar	0	0	0	0	0.87	+0.87	0	0.01	+0.01
Waste	0	0	0	0	0	0	0	0	0

<b>Table 3</b> <b>Utility Fuel Mix – 2015<sup>xi</sup> and 2019<sup>xii</sup></b>									
	<b>2015 Lakeview Light &amp; Power</b>	<b>2019 Lakeview Light &amp; Power</b>	<b>% Change</b>	<b>2015 Puget Sound Energy</b>	<b>2019 Puget Sound Energy</b>	<b>% Change</b>	<b>2015 Tacoma Power</b>	<b>2019 Tacoma Power</b>	<b>% Change</b>
<b>Fuel</b>	<b>Percent</b>	<b>Percent</b>	<b>Percent</b>	<b>Percent</b>	<b>Percent</b>	<b>Percent</b>	<b>Percent</b>	<b>Percent</b>	<b>Percent</b>
Wind	0	0	0	3.90	8.26	+4.36	1.30	6.62	+5.32
Unspecified	0	5.39	+5.39		13.27	+13.27		3.34	+3.34
Totals	100	100	0	100	100	0	100	100	0



**Figure 7** (*City of Lakewood*)

## Carbon Sequestration

In addition to reducing GHG emissions, the City of Lakewood has the ability to remove carbon emissions from the atmosphere.

Locally forested areas and tree canopy found in the City's designated open space areas, lawns/fields and wetlands remove carbon emissions from the atmosphere through the process of photosynthesis and store them back into the earth. This process is referred to as carbon sequestration or carbon sinking. The work these natural resources do to support an ecological balance have been largely ignored. Lakewood's inventory estimates of the amount of carbon removed from the atmosphere are unknown as of this writing. Wetlands in particular, specifically the Flett Creek Complex, can store a significant amount of carbon.

Today, all of the City's forested areas and freshwater inland wetlands are currently protected or conserved through the City's open space policies, the shoreline master program, and

development regulations, including a tree preservation ordinance. The City has not typically taken in consideration the carbon sequestration benefit of these resources, however, in its decision-making process.

Lakewood examined the change in land cover over time by comparing the 2001 and 2016 National Land Cover Database (NLCD) land cover types (Figures 8, 9, and 10). The City experienced an increase in urbanization of infill areas. Examples include the development of a vacant lot for Walmart, commercial development along major corridors, the initial stages of industrial development in the Woodbrook Industrial park, new infill short plat subdivisions scattered throughout residentially zoned areas, and new housing development adjacent to the lakes. Of interest, in areas outside Lakewood significant changes took place with the development of the Chambers Creek Golf Course and the expansion of Joint Base Lewis McChord (JBLM).

A significant unknown is the impact of climate change on lakes. Inland waters play a key role in carbon sequestration, with both positive and negative effects. Half of the carbon that lakes receive is respired and returned to the atmosphere as CO<sub>2</sub>. On the other hand, some carbon gets buried in freshwater sediments. The scientific community lacks adequate data and proper models to evaluate how global warming will affect the ways that freshwater interacts with the land, atmosphere, and oceans. However, one topic is certain, lakes are warming at an alarming rate, outpacing oceans and the atmosphere. And Lakewood's lakes are fairly shallow, exacerbating the situation. Table 3 below lists Lakewood's primary lakes. Average and maximum depths information have been provided.

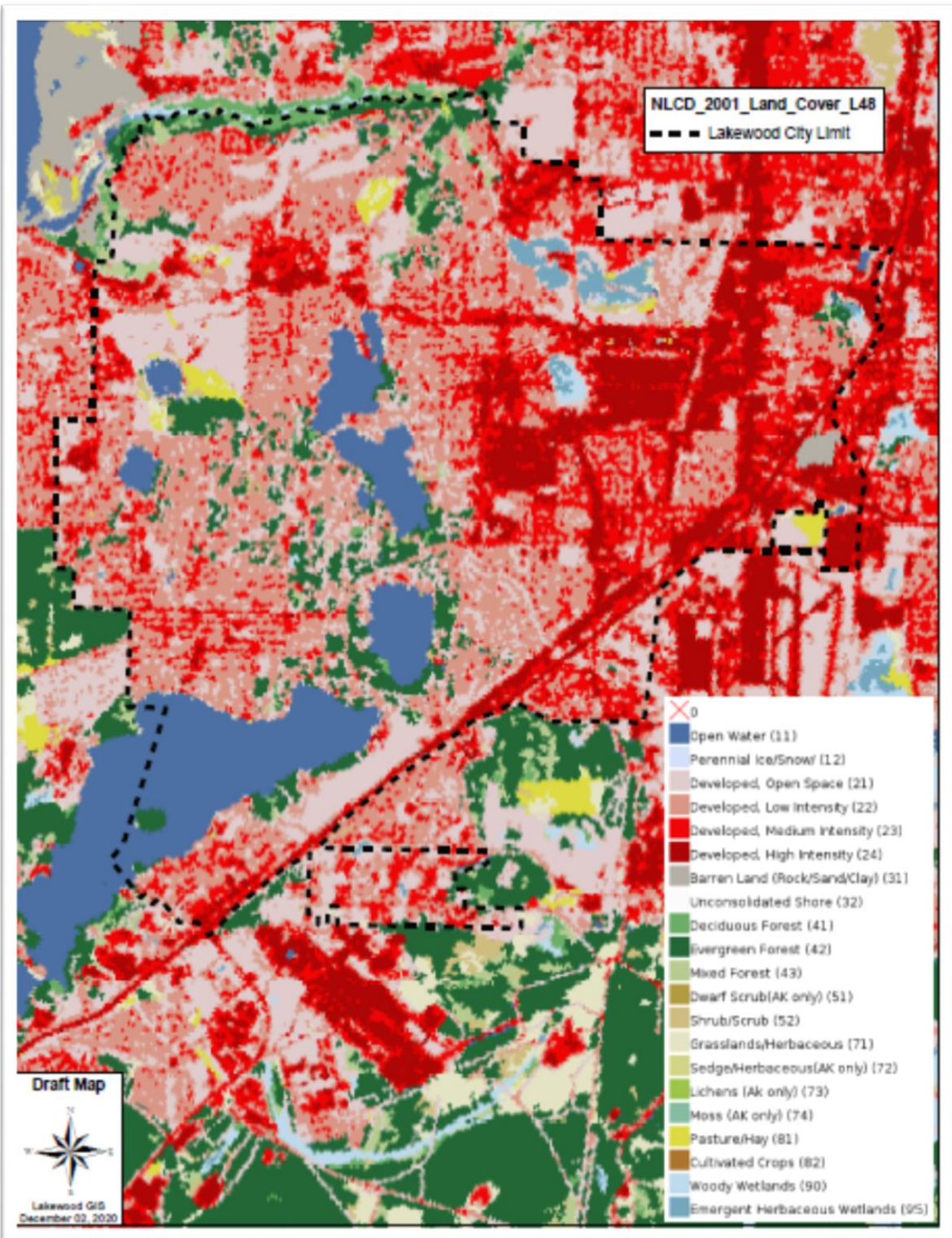
<b>Table 4</b>					
<b>Primary Lakewood Lakes</b>					
<b>Name of lake</b>	<b>Surface area (acres)</b>	<b>Average depth (feet)</b>	<b>Maximum depth (feet)</b>	<b>Primary inflow</b>	<b>Primary outflow</b>
Gravelly Lake	160	38	57	Groundwater	Seepage
American Lake	1,091.3	53	90	Groundwater; Murray Creek	Sequalitchew Creek
Lake Steilacoom (reservoir)	306	11	20	Ponce de Leon Creek (springs); Clover Creek	Chambers Creek
Waughop Lake	33	7	Unknown	Groundwater	None
Lake Louise	38	17	35	Groundwater	None



Seeley Lake (wetland)	46	Unknown	Unknown	Groundwater & stormwater	None
Ward's Lake (Owens Marsh)	11	30	65	Storm water catch basin for southeast Tacoma	Tacoma gravel holding basin (84 <sup>th</sup> Street SW)/ flows into Flett Creek

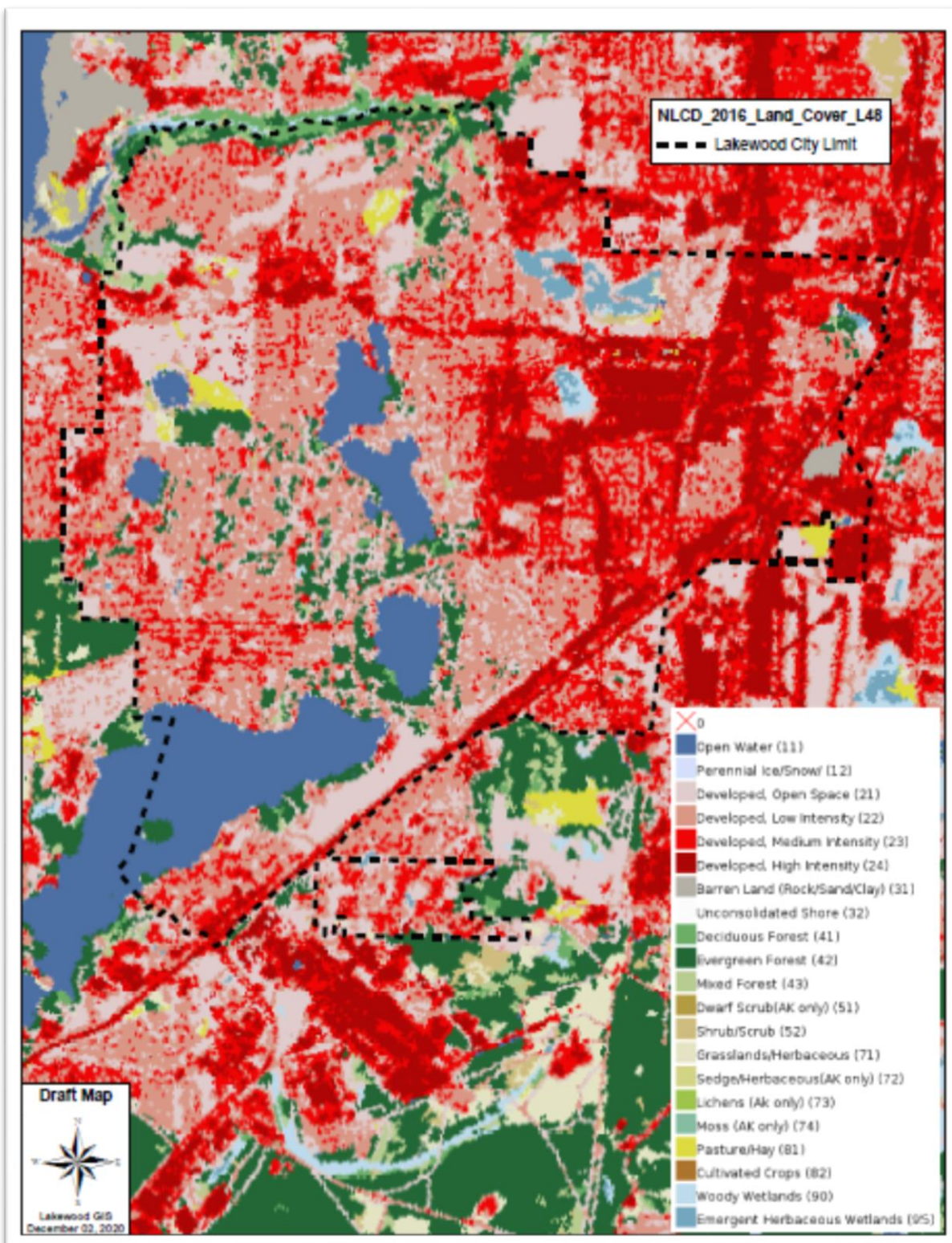
As lakes begin to warm, dissolved oxygen supply is depleted, and significant changes occur in the lake. Fish species that require cold water and high dissolved oxygen levels are not able to survive. With no dissolved oxygen in the water the chemistry of the bottom sediments is changed, resulting in the release of the plant nutrient phosphorus into the water from the sediments. As a result, the phosphorus concentrations in lakes can reach extremely high levels. During major summer storms or at fall overturn, this phosphorus can be mixed into the surface waters to produce nuisance algae blooms.

The loss of land uses like forest, wetland, or fields would increase new emissions while also losing the ability to remove carbon (double impact). This would impact the City's ability to meet state GHG reduction standards. Placing a greater value on ecosystems that provide carbon sequestration introduces a powerful new tool for the Lakewood community to protect its natural resources, lay the groundwork for a future local carbon offset program, and reveals the vital caretaking role that local elected officials can play in increasing natural carbon sequestration and storage.

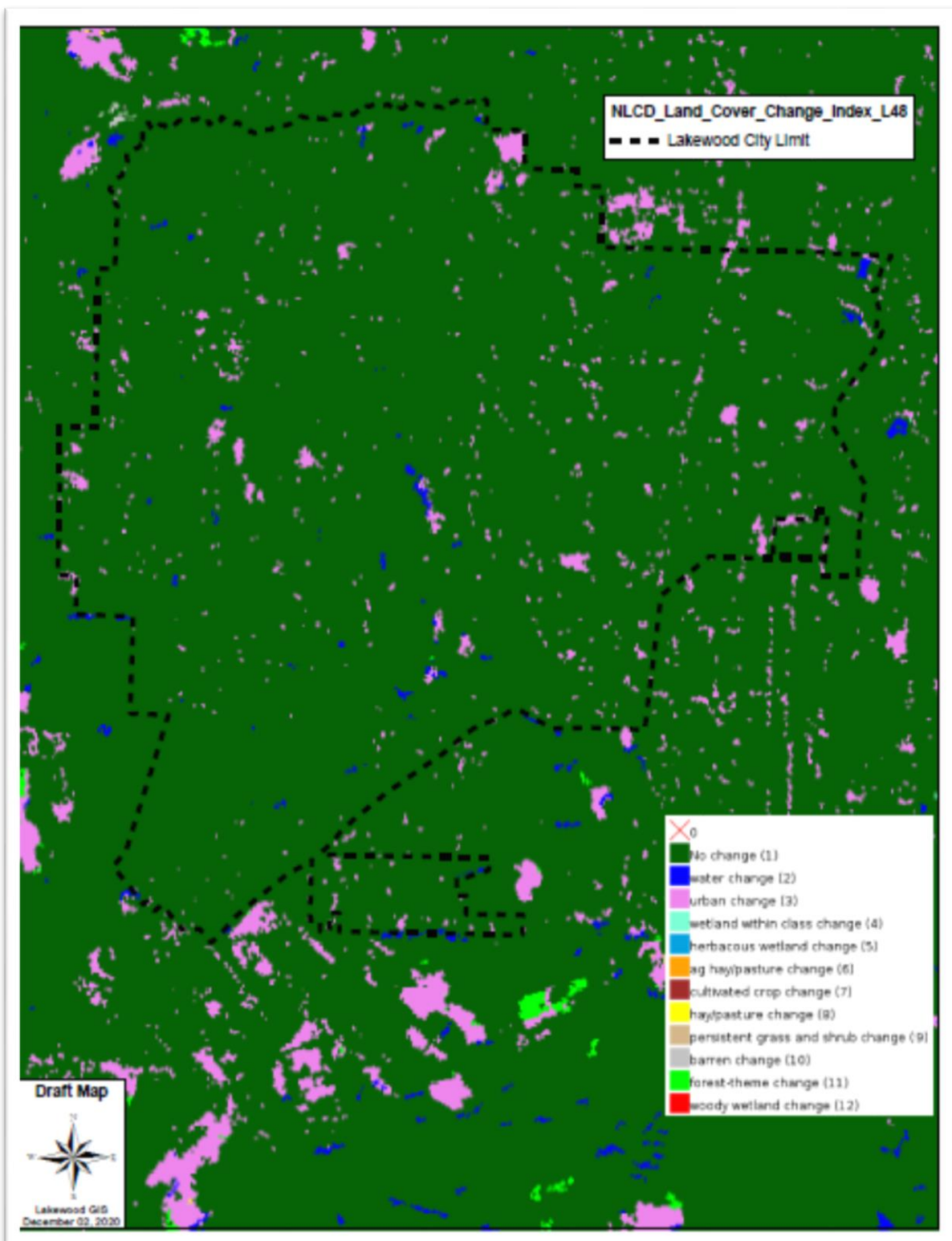


**Figure 8**  
 Lakewood Land Coverage,





**Figure 9**  
 Lakewood Land Coverage.



**Figure 10**  
 Net Changes in Land Coverage  
 (Green denotes no change; pink shows urban  
 change)

## **Key Findings and Recommendations**

Reducing greenhouse gas emissions, sustaining healthy ecological systems and adapting to climate disruption are fundamental challenges facing communities around the world. An adequate and timely response to climate change will require collective action and sustained effort from public and private sectors. Local and regional initiatives should be coordinated to protect environmental and human health.

If residents, businesses and City officials are committed to environmental responsibility in planning for Lakewood's future, the City can assume a leadership role in responding and adjusting to the potential impacts of climate change. Greenhouse gas emissions in the City are primarily generated by motor vehicles and largescale commercial and industrial operations. The City is also traversed by Interstate 5 and State Highway 512; both freeways experience substantial congestion during peak commute hours. Therefore, reduction measures must involve residents, local businesses and neighboring jurisdictions.

Lakewood has some favorable characteristics that provide substantial advantages in addressing energy and climate change. These advantages include vacant and underutilized lands, the Downtown and the Lakewood Station District Subarea Plans, and recent revised development codes that help moderate future emissions by facilitating convenient access to employment, transportation modes and essential human services.

### **Finding 1: Lakewood can provide leadership and engagement.**

The City will seek opportunities to develop cross jurisdictional solutions based upon state and federal emission reduction targets. Lakewood can play an active role in these efforts by:

- Collaborating and partnering with relevant agencies and organizations to advocate for substantive action on climate change; and
- Raising awareness among Lakewood residents and businesses about key climate change challenges and solutions.
- Leading by example by incorporating new energy efficiency practices and policies.
- Partnering with other local agencies to create a regional approach to addressing climate change.

### **Finding 2: Lakewood can actively regulate land uses to reduce greenhouse gas emissions.**

There is a close link between levels of energy consumption and land development patterns. Land use policies that encourage goods and services to be located within convenient walking distance of residential neighborhoods can decrease reliance on private automobiles. This in turn has the positive benefit of decreased daily energy use. Sustainable development patterns require:



- Promoting mixed-use and infill development in the Downtown and other major activity centers, along key commercial corridors and on vacant and underutilized parcels;
- Promoting walkability in neighborhoods by improving streetscape design and locating housing close to local serving uses and public spaces;
- Prioritizing the use of green and sustainable development standards and practices in planning, design, construction and renovation of buildings and infrastructure;
- Promoting the integration of neighborhood commercial uses in residential areas;
- Supporting urban agriculture and making locally grown food accessible to all residents; and
- Raising awareness among Lakewood Employers of the benefits of allowing workers to work remotely.

**Finding 3: Lakewood can improve upon its active modes of travel.**

Private automobiles remain the primary mode of travel in the City. Public transit, pedestrian and bicycle facilities can be improved to ensure that transit and active modes of travel become more viable options. Climate-friendly vehicles can also make a significant contribution to emissions reduction. The City can promote climate friendly and efficient transportation options by:

- Coordinating with and supporting Pierce Transit’s efforts toward expanding public transit service to improve mobility and reduce reliance on the private automobile;
- Promoting walking and bicycling as a safe and convenient mode of transportation;
- Supporting safe routes to schools and improving bicycle, pedestrian and transit access;
- Encouraging efficient and clean regional and long-distance passenger rail service and public transit connections to stations;
- Reducing reliance on private automobiles as a primary mode of transportation to decrease emissions from vehicle trips; and
- Committing to acquiring fuel efficient vehicles and equipment.

**Finding 4: Restoring and protecting the natural environment will help to mitigate impacts of climate change.**

Climate change will have impacts on human and environmental health. A healthy natural environment will help enable the community to respond to future climate change-related events. Lakewood can address these challenges by:

- Restoring and expanding ecological systems to support the natural functions of soil, water, tree canopies, creeks, open space and other natural resources; and
- Conserving and protecting wetlands, uplands and natural resources.

**Finding 5: Preparing for potential climate change impacts is as critical as reducing greenhouse gas impacts and planning for long-term sustainability.**

Communities must reduce greenhouse gas emissions to reduce or even reverse the impacts of climate change. Communities must also prepare for potential impacts to human and environmental health in the short and medium term. Action at the local level to adapt to future impacts will require adequate planning for changing weather patterns.

**ENERGY AND CLIMATE CHANGE GOALS, POLICIES, AND ACTIONS**

The following energy and climate change goals, policies, and specific implementation strategies (actions) build off the findings provided above. The goals and policies are intended to provide guidance to decision makers as they seek to implement the recommend actions. City Departments and Non-city organizations will play important roles in the implementation of the described actions the approximate timeframes of action implementation and developing priorities.

Implementation of near-term actions will be sought in the next five years. Mid-term actions may be implemented between 5 and 20 years. Long-term actions may be implemented over the next 20 years. Actions that have both near-term and long-term components are best implemented as an ongoing activity over the next 20 years or may have multiple steps that require action at different times.

All of the strategies in this document are important, and it is difficult to rank them in priority. The priorities are not intended to provide a “hard” schedule but rather a sense of the relative importance among the strategies listed. It is the expectation that the public review and adoption process will be used to vet and refine these priorities.

<p><b>Table 5</b></p> <p><b>Acronyms Used in Implementation</b></p>
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CA	City administration (may refer to any city department, as applicable)	LPD	Lakewood Police Department
CC	City Council	O&M	Operations & Maintenance
CM	City Manager	PC	Planning Commission
CED	Community Economic Development	PWE	Public Works & Engineering
CCOMM	City Communications	PARKS	Parks and Recreation
COMM	Community	PRAD	Parks and Recreation Advisory Board
FIRE	West Pierce Fire & Rescue		

### **Goal EC 1: Provide Leadership in Managing Climate Change**

Take steps to address climate change and to manage its effects. This goal entails not only pursuing new programs and strategies but informing residents and businesses about these actions and actively monitoring results to ensure progress in priority areas. Partner with other jurisdictions and organizations to develop effective regional solutions and regulation at regional, state and federal levels. Collaborate with residents, businesses, public agencies and neighboring jurisdictions, in order to meet or exceed state requirements for reductions in greenhouse gas emissions.

<b>Table 6: Goal EC 1 Policies and Tasks</b>				
<b>Policy EC 1.1 Provide Leadership and Advocacy:</b>  The success of climate change initiatives depends on collaborative approaches. Lakewood will take a leadership role in advocating for local and regional climate change solutions, forge new partnerships, develop innovative solutions, and continue to support and promote regional climate change and sustainability efforts.				
<b>No.</b>	<b>What</b>	<b>Who</b>	<b>When</b>	<b>Recommended Priority</b>



A	Develop an action plan for reducing greenhouse gas emissions. Include: a comprehensive greenhouse gas emissions inventory and forecast; emissions reduction target(s); carbon sequestration targets; and a program for monitoring and reporting results.	CC, CM, PC, CED	Immediate need  (2022-2023)	High  (unfunded)
B	Inform City staff, City Council, and Planning Commission on City's emission reduction targets and progress.	CA, CC, CM, CCOMM, PC	Near-term  (ongoing)	High
C	Enter into formal interlocal cooperation agreements with utility providers to reduce waste, promote water conservation, and improve energy efficiencies.	CC, CM, CA, CED, outside agencies	Near-term  (2022-2025)	Medium
D	Collaborate with Pierce Transit, Sound Transit, WSDOT Rail Division, Amtrak and major employers in Lakewood to promote greater transit opportunities and use.	CC, outside agencies	Long-term  (TBD)	Unknown
E	Amend/revise the current strategic plan that will help guide and focus City resources and program initiatives to (1) reduce greenhouse gas production and the carbon footprint of City government and the Lakewood community, and, (2) reduce and minimize the potential risks of climate change.	CC, CM, CED	Near-term (biannually)	High
F	Undertake a policy review of City comprehensive, strategic, and subarea plans to assure that City policies are appropriately targeted to prepare for and mitigate potential impacts of climate change.	CC, PC, CM, CED	Near-term (biannually)	High
G	Collaborate with neighboring jurisdictions to share best practices and implement regional programs to	CC, CM, PC, CED,	Immediate need	High  (unfunded)

	help residents and businesses meet regional demand reduction targets.	outside agencies	(2022-2023)	
H	Work with energy providers (Puget Sound Energy, Lakeview Light & Power, and City of Tacoma Power) to develop strategies that will reduce energy demand and promote energy conservation.	CC, CM, PWE, CED, outside agencies	Near-term (ongoing)	High (unfunded)
I	Collaborate with local workforce development programs so that City of Lakewood can lead Pierce County in Green jobs	CC, CM, CED	Near-term (biannually)	Medium
<b>Policy EC 1.2 Increase Public Awareness and Support:</b> Encourage residents and businesses to reduce their carbon footprint by raising their awareness about the impacts of climate change and by building support for climate change initiatives in Lakewood.				
A	Develop a program to inform residents and businesses about key climate change challenges and potential solutions. A potential option is to create an online tool that provides current GHG emission data and resources for the public.	CCOMM, CA, CED	Near-term (ongoing)	High (unfunded)

## Goal EC 2: Improve Clean and Efficient Transportation Options

Expand the City's transportation network by encouraging the use of climate-friendly technology, planning growth around multiple modes of travel and reducing automobile reliance. Promote improved public transit and partner with private developers to undertake citywide improvements that make active modes of travel, such as walking and bicycling, more comfortable and preferable options.

<b>Table 7: Goal EC 2 Policies and Tasks</b>
<b>Policy EC 2.1 Increase Use of Energy Efficient Vehicles and Equipment</b>

Encourage the use of energy efficient vehicles and equipment to reduce energy consumption and carbon emissions and support the use of low-emission or renewable fuel vehicles by residents and businesses, public agencies and City government.

No.	What	Who	When	Recommended Priority
A	Support the use of highly efficient climate-friendly fuel using vehicles, adequate alternative refueling stations, and the use of waste for producing fuel where feasible.	CA, CED, PWE, O&M	Near-term (2022-2025)	Low
B	Develop fleet electrification plan including necessary charging infrastructure and implement electric first policy when purchasing replacement vehicles and other fuel burning equipment. When electric vehicle options are inappropriate, hybrid vehicles should be the second choice.	CA, CM, O&M	Mid-term	High (unfunded)
C	Work with Clover Park School District to ensure the state anti-idling program for school buses is enforced. Encourage the District to educate parents and transportation providers to avoid idling during pick-up/drop-off times.	PWE, CED, CM, outside agencies	Near-term (ongoing)	High

**Policy EC 2.2 Expand Increase Affordability of Public Transit**

Public transit provides an environmentally friendly, cost-effective, and equitable mode of travel for residents and visitors. Lakewood will coordinate with regional transportation agencies and support enhanced and expanded public transit to improve mobility options for residents and visitors. Encouraging transit-supportive development patterns can further maximize the efficiency of these systems and help reduce air pollution and greenhouse gas emissions within Lakewood.

No.	What	Who	When	Recommended Priority
A	Continue to collaborate with Pierce Transit, Sound Transit, Washington	CA, CM, COMM,	Mid-term	Medium

	<p>Department of Transportation (WDOT), and major employers in Lakewood that provide shuttle services, to explore the potential for expanding transit in the evenings for people with special needs. This includes:</p> <ul style="list-style-type: none"> <li>▪ Exploring the potential to enhance Lakewood's paratransit service.</li> <li>▪ Collaborate with regional transportation agencies to maintain and enhance service within the City and region.</li> <li>▪ Explore strategies to address affordability, access and safety.</li> </ul>	PWE, CED, outside agencies		(unfunded)
B	<p>Coordinate and partner with transit partners to develop an incentives program to expand transit use among residents and employees in Lakewood.</p> <p>This includes exploring the potential for supporting fare-free transit zones in major commercial areas, free or very low-cost bus passes for target groups, pre-tax passes, rebates to employees who give up use of employer parking facilities, and online tools for providing real time information to transit riders.</p> <p>Expand outreach and information programs to promote transit use.</p>	CA, CM, outside agencies	Mid-term	Medium (unfunded)
C	<p>Coordinate with Pierce Transit and Sound Transit to expand service, increase affordability and accessibility for seniors, youth, and low-income households. Ensure that</p>	CA, CM, COMM, PWE, CED, outside agencies	Mid-term	Medium (unfunded)

	all transit stations and routes to and from these stations are safe.			
D	Coordinate with Pierce Transit and Sound Transit to ensure public transit service connects major destinations in Lakewood including education institutions, community facilities, employment centers, regional open space areas, and major commercial corridors to serve a greater number of riders and reduce commuter vehicle miles. Encourage development of a bus rapid transit system that connects Downtown Tacoma to Lakewood	CA, CM, COMM, PWE, CED, outside agencies	Mid-term	Medium (unfunded)

**Policy EC 2.3 Develop Safe and Convenient Walking and Bicycling Routes**

Prioritize and incentivize walking and bicycling as safe and convenient modes of transportation.

No.	What	Who	When	Recommended Priority
A	Develop and implement citywide bicycle and pedestrian plans to make Lakewood a more pedestrian and bicycle-friendly City. This includes identifying gaps in the network and explore developing potential pedestrian and bicycle priority areas or districts.	CC, CM, PC, PWE, CED	Near-term (2022-2025)	High (unfunded)
B	Collaborate with Pierce County, University Place, the Town of Steilacoom, Tacoma, and WSDOT to ensure links to a regional commuter trail network.	CC, CM, PC, PWE, CED, outside agencies	Near-term (2022-2025)	Medium (unfunded)
C	Explore bicycle-sharing programs.	CC, CM, PC, PWE, CED	Near-term (2022-2025)	Low (unfunded)
D	Encourage businesses, schools and residential developments to provide secure bicycle parking to ensure that	CED, CA, CM,	Near-term	Medium (unfunded)

	these ecologically friendly, low-impact transportation modes are available to all community members.	outside agencies	(2022-2025)	
E	Update design guidelines and standards for bicycle and pedestrian facilities and amenities that meet local, state and federal standards. Include a uniform citywide signage plan and comply with all Americans with Disabilities Act (ADA) and Washington State accessibility requirements.	CC, CM, PC, PWE, CED	Near-term (2022-2025)	High (unfunded)
F	As feasible and appropriate, the City shall require new development and redevelopment to provide pedestrian connections and safety improvements to foster use of non-motorized transportation. This includes connections between retail, living, and working places and transit connections and facilities. It includes traffic calming and other safety-related improvements; development of new sidewalks and trails; and new pedestrian and bicycle amenities.	CC, CM, PC, PWE, CED	Near-term (Ongoing)	High
G	Pursue grant funding to plan and construct missing pedestrian and bicycle connections between major destinations, such as, parks, opens spaces, civic facilities, employment centers, retail and recreation areas.	CC, CM, PC, PWE, CED	Near-term (Ongoing)	High
H	Coordinate and partner with the Clover Park School District and Safe Routes to Schools to expand educational programs and events to encourage and promote walking and biking, including a Bike to School Day, walking school bus, and sidewalk painting for safe routes.	PWE, outside agencies	Near-term (Ongoing)	High

I	Evaluate a proposed transportation impact fee to generate revenue to expand non-motorized transportation.	CC, CM, PC, PWE, CED	Mid-term	High
<b>Policy EC 2.4 Expand Regional Passenger Rail</b>  Work with Amtrak and Sound Transit to expand commuter rail service and existing parking facilities.				
No.	What	Who	When	Recommended Priority
A	Coordinate with Washington State Department of Transportation, Sound Transit, and Amtrak about adding an Amtrak Cascades stop within the City.	CC, outside agencies	Mid-term	High  (unfunded)
B	Work with Sound Transit to provide for extended hours of operations at the Sound Transit Lakewood Station and to expand the existing parking garage.	CA, CM, COMM, PWE, CED, outside agencies	Mid-term	Medium  (unfunded)
<b>Policy EC 2.4 Reduce Private Automobile Use</b>  Work toward creation of an urban landscape that will reduce reliance on private automobiles through land use planning and by providing amenities and infrastructure that encourage safe and convenient use of public transit, walking and bicycling.				
No.	What	Who	When	Recommended Priority
A	Coordinate with Lakewood Chamber of Commerce to inform local employers on the options for and benefits of compressed work weeks, telecommuting, and other schedule adjustments that reduce commute trips.	CC, CM, PC, PWE, CED, outside agencies	Near-term  (2022-2025)	Medium  (unfunded)
B	Refer to Action Items EC2.1 B AND EC2.3 A – F.			

### Goal EC 3: Increase Sustainable and Energy-Efficient Systems

Reduce the City's consumption of energy by encouraging energy conservation and supporting the consumption of energy produced by climate-friendly technologies. Reduce the City's overall waste stream by reducing the City's consumption of goods and materials.

**Table 8: Goal EC 3 Policies and Tasks**

<b>Policy EC 3.1 Expand Renewable Energy:</b> Promote the generation, transmission and use of a range of renewable energy sources such as solar, wind power and waste energy to meet current and future demand.				
<b>No.</b>	<b>What</b>	<b>Who</b>	<b>When</b>	<b>Recommended Priority</b>
A	Encourage and support the generation, transmission and use of locally distributed renewable energy. Advocate at the regional and state level for upgrades to the existing power grid so that it can support renewable energy production and transmission.	CC, CA, CM, CED, COMM	Long-term	High (unfunded)
B	Evaluate incentives that promote the inclusion of solar power with commercial, industrial, and residential development.	CC, CM, PWE, CED, outside agencies	Near-term	High (unfunded)
C	Establish a Green Energy and Building Fund to provide incentives to increase building electrification conversions and battery storage.	CC, CM, PWE, CED, outside agencies	Medium-term	High (unfunded)
<b>Policy EC 3.2 Promote Energy Efficiency and Conservation:</b> Promote efficient use of energy and conservation of available resources in the design, construction, maintenance and operation of public and private facilities, infrastructure and equipment.				



No.	What	Who	When	Recommended Priority
A	Collaborate with neighboring jurisdictions to share best practices and implement regional programs to help residents and businesses meet regional demand reduction targets.	CC, CM, PWE, CED, outside agencies	Near-term (ongoing)	High  (unfunded)
B	Collaborate with partner agencies, utilities and businesses to support a range of energy efficiency, conservation and waste reduction measures.	CC, CM, CED, outside agencies	Near-term (2021-2025)	High
C	Work with PSE to raise awareness about existing rebate and assistance program that will increase energy conservation.	CC, CM, CED, outside agencies	Near-term (2021-2025)	High
D	Work with utilities to explore strategies to reduce GHG emissions in multifamily housing.	CED, outside agencies	Near-term (2021-2025)	High

**Policy EC 3.3 Promote Solid Waste Reduction and Recycling:** Promote waste reduction and recycling to minimize materials that are processed in landfills.

No.	What	Who	When	Recommended Priority
A	<p>Work with the current solid waste facility franchise holder and Pierce County to expand recycling programs and reduce the generation of solid wastes. Potential measures include:</p> <ul style="list-style-type: none"> <li>▪ providing recycling containers in parks and public spaces;</li> <li>▪ establishing computer reuse and recycling programs;</li> <li>▪ expanding or enhancing recycling and green waste services for all residents and businesses; and</li> <li>▪ providing locations for household hazardous wastes to be recycled.</li> </ul>	CC, CM, CA, COMM, outside agencies	Near-term (2022-2025)	High  (unfunded)

	Programs should also include outreach and education efforts.			
B	Develop a comprehensive recycling and composting program for all city-owned facilities.	CC, CM, COMM	Medium-term	High (unfunded)
C	Work with Pierce County Conservation District to provide residential and business education regarding composting and natural yard care.	CC, CM, COMM	Medium-term	High (unfunded)
D	Continue to support neighborhood events such as garage sales and clean-up/recycling events.	CC, CM, COMM	Medium-term	High (unfunded)
E	Support tool libraries, repair cafes, and other collaborative consumption projects.	CC, CM, COMM	Medium-term	High (unfunded)
F	Require that all commercial entities participate in recycling and a green waste program, once established.	CC, CM, CED, PWE, COMM	Medium-term	High (unfunded)
<b>Policy EC 3.4 Promote Water Conservation and Reuse:</b> Promote water conservation and recycled water use to reduce energy use associated with wastewater treatment and management.				
<b>No.</b>	<b>What</b>	<b>Who</b>	<b>When</b>	<b>Recommended Priority</b>
A	<p>Implement water conservation efforts for households, businesses, industries and public infrastructure. Include measures such as the following:</p> <ul style="list-style-type: none"> <li>Require low-flow appliances and fixtures in all new development;</li> <li>Work with the Lakewood Water District to create an incentives program that encourages retrofitting existing development with low-flow water fixtures;</li> </ul>	CC, CM, PC, CED, PWE, outside agencies	Near-term (2022-2025)	High

	<ul style="list-style-type: none"> <li>Require new development and landscaped public areas to use state-of-the-art irrigation systems that reduce water consumption including graywater systems and rainwater catchment;</li> <li>Encourage use of drought-tolerant and native vegetation; and</li> <li>Require development project approvals to include a finding that all feasible and cost-effective options for conservation and water reuse are incorporated into project design including graywater systems.</li> </ul>			
B	Install hydration stations in all municipal facilities to allow refills of reusable water	CC, CM, CED, PARKS, PWE	Medium	High (unfunded)
C	Require hydration stations all new development that includes private and public parks	CED, PWE	Medium	Low (unfunded)
D	Refer to Action Items EC 3.2 A, B, and D.			
<b>Policy EC 3.5 Incorporate Sustainable Practices in City Government Operations:</b> Promote climate-friendly standards, practices, technologies and products in all City facilities and operations. Lead by example to reduce greenhouse gas emissions by incorporating best practices and available technologies.				
<b>No.</b>	<b>What</b>	<b>Who</b>	<b>When</b>	<b>Recommended Priority</b>
A	Refer to Action Items EC 1.1 G and EC 2.1 B.			
B	Establish a trip reduction policy that includes a remote work strategy, and appropriate technology.	CA, CM, CED, outside agencies	Near-term (2021)	High
C	Conduct a feasibility study on using treated greywater and rainwater	CA, CM, CED, PWE	Long-term	Low (unfunded)

	harvesting for non-potable water needs at city facilities			
D	Work with energy partnerships to develop and implement an Electrification Action Plan for all City facilities. In new and existing buildings, incorporate strategies to address electricity storage, and focus on highlighting any hurdles or solutions that would be applicable to the broader community	CA, CM, CED, PWE, outside agencies	Long-term	Low (unfunded)
E	Develop a city-wide environmentally preferable purchasing policy (EPP). Consider life-cycle costing as one of the decision-making tools in the process and promote purchasing of local products.	CA, CM, CED, PWE	Long-term	Low (unfunded)
F	Replace all non-energy star office equipment and appliances at their end of their life cycle with energy and water efficiency as a primary consideration for all future purchasing decisions.	CA, CM, CED, PWE	Long-term (on-going)	Low (unfunded)
G	Examine City practices for opportunities to reduce paper consumption in the workplace. Implement a document management information system.	CA, CM, CED, PWE	Near-term (2021-2025)	High (funded)

#### **Goal EC 4: Encourage Sustainable Development**

Reduce energy consumption by promoting sustainable land uses and development patterns. Pursue infill development opportunities and encourage the construction of higher-density, mixed-use projects around existing public transit infrastructure, schools, parks, neighborhood-serving retail and other critical services. Incorporate ecologically sustainable practices and materials into new development, building retrofits and streetscape improvements.

**Table 9: Goal EC 4 Policies and Tasks****Policy EC 4.1 Promote Mixed-Use and Infill Development**

Promote mixed-use, high-density, infill development on vacant and underutilized parcels along commercial corridors, in the Downtown area, and in the Lakewood Station District.

<b>No.</b>	<b>What</b>	<b>Who</b>	<b>When</b>	<b>Recommended Priority</b>
A	Regularly update the Downtown Subarea Plan and the Lakewood Station District (under preparation) as market conditions and climate conditions change. Both subarea plans shall receive priority in capital improvement planning and funding.	CC, CM, PC, CED	Near-term (2020-2021)	High
B	Develop plans for key commercial corridors in the City to guide redevelopment of these areas into mixed-use, pedestrian and transit-oriented corridors and nodes. Possible corridors include South Tacoma Way, Steilacoom Boulevard SW, Bridgeport Way, and Union Avenue SW. Include development standards and urban design guidelines.	PC, CED	Medium	High (unfunded)
C	Continue to incentivize mixed-use and infill development (fee waivers, density bonuses, development impact fee, tax benefits, etc.)	CC, CM, PC, CED	Near-term (ongoing)	High (unfounded)
D	Continue to expand and enhance open space lands throughout the City through property acquisition.	CC, CA, PARKS	Near-term (ongoing)	High (depends on grant availability)
E	Conduct a sustainability audit that evaluates existing plans, ordinances, and development standards to identify regulatory barriers to infill development.	PC, PWE, CED, outside agencies	Near-term (2021-2025)	High (unfunded)

F	Conduct a feasibility study to determine how best to allow alternative uses and designs within vacant low-density residential areas. Provide outreach in identified neighborhoods.	PWE, CED	Near-term (2021-2025)	High (unfunded)
G	Consider the use of incentives for new construction projects that exceed energy efficiency standards with a focus on affordable and multifamily housing.	CC, CM, PC, CED	Near-term (2021-2025)	Medium
H	Using the data from the Carbon Sequestration Analysis described in task EC 4.3 C and D, complete an analysis and findings of forested landscapes, ecological function and ecosystem processes, including carbon sequestration, into land use decisions. The City shall keep statistics from each land use decision for an annual report.	CC, CM, CED, PWE, PARKS	Medium term	Medium

**Policy EC 4.2 Develop Compact Walkable Neighborhoods and Livable Streets**

Promote safe and walkable neighborhoods and inter-connected streets through the design of complete streetscapes, public gathering places and all types of physical development that encourages less vehicle use.

No.	What	Who	When	Recommended Priority
A	<p>Review and if appropriate, update the City's street design standards so that they support public transit, bicycles and walking on all streets. The updated standards should be consistent with and tailored to street or trail function and adjacent land use type.</p> <ul style="list-style-type: none"> <li>Update Street Design Standards based on recommendation from bicycle and pedestrian plans.</li> <li>Identify priority thoroughfares for developing new green streets in the City to implement a natural systems approach for stormwater management and to expand urban greenery.</li> </ul>	CC, CM, PC, PWE, CED	Near-term (2021-2025)	<p>High (some programs are already underway; others have not been started)</p> <p>EC4(G) also has relationships with EC2(E)</p>

B	Evaluate the feasibility of reducing the number or width of travel lanes on future, key mixed-use streets that may have excess capacity and using the capacity and/or regained width for wider sidewalks and bicycle lanes.	CC, CM, PC, PWE, CED	Near-term (2021-2025)	High  (some programs are already underway; others have not been started)  EC4(G) also has relationships with EC2(E)

**Policy EC 4.3 Encourage Green Buildings and Landscaping:**

Encourage the use of green and sustainable development standards and practices in planning, design, construction and renovation of facilities; promote the use of green streets that incorporate extensive landscaping, pervious surfaces and native planting; encourage new development and redevelopment projects to be LEED-certified green buildings; and promote ecologically-sensitive approaches to landscaping.

No.	What	Who	When	Recommended Priority
A	Ensure that roadway medians include native plants and trees and are wide enough to support their long-term viability with the least demand for irrigation and maintenance.	CC, CM, PC, CED, PWE, O&M	Near-term (2021-2025)	High  (unfunded)
B	Continue to prioritize the use of locally propagated native drought-tolerant vegetation and discourage the use of invasive non-native species in home landscaping.	CC, CM, PC, CED, PWE, O&M	Near-term (ongoing)	High
C	Develop and promote an urban forest management/ master reforestation plan.	CED, PARKS, PC,	Near-term (2012-2025)	High  (unfunded)

		PRAD, CC, CM		
D	<p>Evaluate the feasibility of expanding tree planting within the City, including an evaluation of potential carbon sequestration as well as GHG emissions. Specific tasks include:</p> <ul style="list-style-type: none"> <li>▪ Encourage active forest management of trees and invasive species in the open space to encourage ecosystem health and reduction of fuel load.</li> <li>▪ Where appropriate for ecosystem health, plant additional trees on City-owned land, including public parks, open space, medians, and rights of way.</li> <li>▪ Review parking lot landscape standards to encourage appropriate tree cover and associated sequestration potential.</li> <li>▪ Require that the site planning, construction, and maintenance of new development preserve existing healthy trees and native vegetation on site to the maximum extent feasible. Replace trees and vegetation that cannot be saved.</li> <li>▪ Where appropriate, encourage community members to plant trees on private land (taking into consideration fuel reduction goals and defensible space requirements).</li> <li>▪ Consider creating a tree giveaway event or providing lower-cost trees to the public through a bulk purchasing program.</li> <li>▪ Encourage the creation of community gardens on public and private lands by community groups.</li> </ul> <p>Provide information to the public, including landscape companies,</p>	CC, CM, PC, CED, PARKS, PWE,	Near-term  (2021-2025)	High  (unfunded)



	gardeners, and nurseries, on carbon sequestration rates, drought tolerance, and fire resistance of different tree species.			
E	Evaluate the benefits and tradeoffs of regulations that require all-electric buildings. Potential tools to require all-electric buildings include city mandates, building code updates, or ordinances. Ideally, these regulations would cover new construction and major renovations.	CC, CM, PC, CED	Near-term (2021-2025)	High (unfounded)
F	Install energy efficient appliances; where appropriate consider the conversion of power to all electricity, and upgrade structures to improve energy conservation.	CC, CM, PC, CED	Near-term (2021-2025)	High
G	Consider revising building codes to disincentivize natural gas for heating in buildings.	CC, CM, PC, CED	Near-term (2021-2025)	High (unfounded)
H	Beginning in 2021, adopt and enforce the 2018 Washington State Energy Code.	CC, CM, CED	Near-term (2021-2025)	High
I	Introduce new regulations providing electrical vehicle infrastructure.	CC, PC, CM, CED, PWE	Near-term	High
J	Consider local amendments to the building codes to allow for, encourage, or require integration of passive solar design, green roofs, active solar and other renewable energy sources.	CC, CM, PC, CED	Near-term (2021-2025)	Medium
K	Support the addition of performance-based alternatives to energy codes and appropriate sections of the building code.	CED	Near-term (2021-2025)	High

L	Create a Green Building Task Force for developing a green building code and other Municipal building recommendation.	CC, CM, CED	Near-term (2021-2025)	High (unfunded)
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**Policy EC 4.4 Promote Green Infrastructure:**

Develop green infrastructure standards that relies on natural processes for stormwater drainage, groundwater recharge and flood management. (Green approaches for infrastructure development are environmentally and fiscally efficient and provide long-term benefits to the community by reducing energy consumption and maintenance and capital improvement costs.)

No.	What	Who	When	Recommended Priority
A	Refer to Actions Tasks in EC 4.3.			
B	Evaluate the feasibility of incorporating Washington State Department of Commerce Incentivizing Low-impact Development report into the development code and as a resource for developers.	CC, CM, PC, CED	Long-term	Medium (unfunded)
C	Evaluate the feasibility of creating a sustainable site planning score to evaluate a development.	CC, CM, PC, CED	Near-term	High (unfunded)

**Policy EC 4.5 Encourage Local Food Systems (Urban Agriculture):**

Collaborate with local urban agriculture advocates to identify sites with urban agriculture potential. Urban agriculture has the potential to supplement the availability of fresh fruit and vegetables in the community, provide economic opportunities to Lakewood residents, lower food costs, reduce overall energy consumption and build social cohesion.

No.	What	Who	When	Recommended Priority
A	Assess opportunities for sustainable Urban Agriculture.  Work with non-profits and regulatory agencies to explore the potential for creating, expanding and sustaining local	PARKS, CED	Near-term (2021-2025)	High (partially funded)

	<p>urban agriculture, including community gardens, orchards and farmers' markets.</p> <p>The assessment should explore the feasibility of implementing the following strategies:</p> <ul style="list-style-type: none"> <li>▪ Developing a site inventory and a management plan to administer the use of potential urban agricultural sites;</li> <li>▪ Expanding the number and frequency of farmer's markets throughout Lakewood;</li> <li>▪ Promoting urban agriculture as a desirable civic activity that improves the quality of urban life, food security, neighborhood safety and environmental stewardship;</li> <li>▪ Establishing a community-based support system for urban growers such as tool banks, shared processing facilities, farmers' markets, community supported agriculture ventures, funding streams and technical service providers;</li> <li>▪ Offering locally grown food to local schools, hospitals, nursing homes, food banks, daycare centers, correction facilities and businesses such as restaurants, while creating economic opportunities for urban growers and related industries;</li> <li>▪ Creating training programs for unemployed people to work in urban food-related businesses as a source of jobs;</li> <li>▪ Working with representatives of community gardening and urban farming organizations to meet needs unique to urban farm enterprises;</li> <li>▪ Ensuring long-term land commitment for community</li> </ul>			
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	gardens, entrepreneurial farms and other urban agriculture ventures; <ul style="list-style-type: none"> <li>▪ Updating building codes to encourage rooftop gardening.</li> </ul>			
B	Coordinate with Clover Park School District in developing school-based programs that integrate nutrition and gardening in order to raise awareness about the connection between healthy food choices and locally grown fresh produce and the environmental benefits of urban agriculture	PARKS, CED	Near-term (2021-2025)	High (partially funded)

#### **Goal EC 5: Develop a Hazards Management Plan (developing a climate-resilient community)**

While the impacts of climate change on local communities are uncertain, it is important to prepare to respond to major storm events and protect residents and businesses from increased risks of natural disasters.

Resilience involves three abilities which are related to hazards management: 1) the ability to absorb strain and preserve functioning despite the presence of adversity; 2) an ability to recover or bounce back from untoward events – as the community becomes better able to absorb a surprise and stretch rather than collapse; and 3) an ability to learn and grow from previous episodes of resilient action.

**Table 10: Goal EC 5 Policies and Tasks**

**Policy EC 5.1 Avoid and Minimize Impacts:** When considering climate change impacts, first seek to avoid impacts altogether, then minimize them, and finally, adapt to the unavoidable impacts as much as possible.

No.	What	Who	When	Recommended Priority
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A	Refer to Action Items listed in EX 2.1, 2.3, 3.3 – 3.5, and 4.1 – 4.3.	CC, CED, LPD, FIRE, PWE	Near-term (2021-2025)	High
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**Policy EC 5.2 Identify Risks:** Improve the ability to identify areas prone to greater risk from climate change hazards and restrict development and redevelopment in those areas. Increase support for mapping and data collection of high-risk areas.

No.	What	Who	When	Recommended Priority
A	Develop a Community Wildfire Protection Plan using Community Assistance Grants.	CC, CM, PC, CED, FIRE	Long-term	Medium (unfunded)
B	Review, and as appropriate, update Lakewood Municipal Code based on Community Wildfire Protection Plan recommendations and best management practices.	CC, CM, PC, CED, FIRE	Long-term	Medium (unfunded)
C	Review, and as appropriate, update Lakewood Municipal Code (LMC) Title 14, Environmental Protections. Title 14 provides regulations for geologic hazard areas, flood hazard areas, and critical lands and natural resources. Climate change impacts may require that new regulations be inserted into this chapter.	CC, CM, PC, CED	Near-term (2021-2025)	High (unfunded)
D	Refer to Action Items EC 1.1 A and F			

**Policy EC 5.3 Align Plans and Strategies:** Align land use, hazard mitigation, transportation, capital improvement, economic development, and other relevant plans. All of the community's plans, land use, hazard mitigation, transportation, capital improvement, economic development, and other relevant plans, should be working toward the same goals, and their performance measures, indicators, and policy recommendations aligned.

No.	What	Who	When	Recommended Priority
A	Refer to Action Items EC 1(C) and EC 1(D).			

**Policy EC 5.4 Prepare a Hazard Management Plan:** Develop a comprehensive approach to hazards management planning to include possible climate change scenarios and includes both pre-incident and post-incident responses.

- Develop post-disaster redevelopment plans.
- Expand federal and state support for climate-related hazards management.
- Continue to coordinate and cooperate with the hazards-management community.

No.	What	Who	When	Recommended Priority
A	Review, and as appropriate update the City's Hazard Mitigation Plan to address climate change.	LPD, FIRE	Near-term (2021-2025)	High

**Policy EC 5.5 Adopt and Enforce Building and Energy Codes:** As required by Washington State, update building and life safety codes to better address the variety of hazards that are likely to result from climate change.

No.	What	Who	When	Recommended Priority
A	Every two years, or as otherwise dictated by Washington State, update LMC Title 15, Buildings and Construction Codes to address hazards resulting from climate change.	CC, CM, CED, FIRE	Near-term (2021-2025)	High

**Policy EC 5.6 Maintain Basic Services:** Develop strategies to maintain energy, water, and food security for possible climate related disasters, including coordination with appropriate state emergency management agencies.

No.	What	Who	When	Recommended Priority
A	Coordinate with appropriate agencies to develop strategies for maintaining the City's energy, water, and food security during possible climate related disasters.	CC, CM, PC, CED	Long-term	Medium (unfunded)

<sup>1</sup> Oliver Milman, “US generates more electricity from renewables than coal for first time ever,” Guardian, October 2018, <https://www.theguardian.com/environment/2019/jun/26/energy-renewable-electricity-coal-power>, accessed October 2018.

<sup>1</sup> David Weston, “Offshore wind and batteries LCOE falling sharply,” March 2019, <https://www.windpowermonthly.com/article/1580195/offshore-wind-batteries-lcoe-falling-sharply>, accessed October 2018.

<sup>1</sup> Ibid.

<sup>1</sup> U.S. Energy Information Administration, Monthly Energy Review, October 2019, <https://www.eia.gov/totalenergy/data/monthly>, accessed October 2019.

<sup>1</sup> Bloomberg New Energy Finance, “Corporations Already Purchased Record Clean Energy Volumes in 2018, and It’s Not an Anomaly,” August 2019, <https://about.bnef.com/blog/corporations-already-purchased-record-clean-energy-volumes-2018-not-anomaly>, accessed October 2019.

<sup>1</sup> Preparing for Climate Change, A Guidebook for Local, Regional, and State Government. Center for Science in the Earth System. Joint Institute for the Study of the Atmosphere and Ocean, University of Washington, and King County, Washington, 2007, pages 38, 39.

<sup>1</sup> University School of Washington, Tacoma, School of Urban Studies, Lakewood, WA Commute Patterns; <https://www.tacoma.uw.edu/urban-studies/lakewood-wa-commute>

<sup>1</sup> Nature Climate Change; Current and future global climate impacts resulting from COVID-19. <https://doi.org/10.1038/s41588-020-0883-o>

<sup>1</sup> COVID-19 Multimodal Transportation System Performance Dashboard; <https://www.wsdot.wa.gov/about/covid-19-transportation-report/>.

<sup>1</sup> Washington State Electric Utility Fuel Mix Disclosure Reports For Calendar Year 2015; <https://www.commerce.wa.gov/wp-content/uploads/2020/04/Energy-Fuel-Mix-Disclosure-2015.pdf>

<sup>1</sup> Washington State Electric Utility Fuel Mix Disclosure Reports For Calendar Year 2019; <https://www.commerce.wa.gov/wp-content/uploads/2020/04/Energy-Fuel-Mix-Disclosure-2018.pdf>

## **2021-01 CEDD REVIEW**

**Housing Capacity Analysis:** There is no change to the City's housing capacity from this proposed Comprehensive Plan map and text amendment. Any specific development applications submitted after this amendment is adopted will be reviewed in compliance with the Lakewood Municipal Code.

**A. Consistency with the Comprehensive Plan:** This amendment updates the Comprehensive Plan to include the increased awareness of the effects climate change is having and will have on the City of Lakewood, and the need to plan for such changes.

**B. Compatibility with development in the vicinity:** Not applicable. This amendment includes map and text amendments to the Comprehensive Plan that are in response to increasing concern over and the need to plan for pending climate change effects at a citywide level.

**C. Transportation impacts and mitigation:** Not applicable. This amendment includes map and text amendments to the Comprehensive Plan that are in response to increasing concern over and the need to plan for pending climate change effects at a citywide level.

**D. Public Service impacts and mitigation:** Not applicable. This amendment includes map and text amendments to the Comprehensive Plan that are in response to increasing concern over and the need to plan for pending climate change effects at a citywide level.

**E. Public health, safety and general welfare impacts:** Not applicable. This amendment includes map and text amendments to the Comprehensive Plan that are in response to increasing concern over and the need to plan for pending climate change effects at a citywide level.

**F. Range of permitted uses:** Not applicable. This amendment includes map and text amendments to the Comprehensive Plan that are in response to increasing concern over and the need to plan for pending climate change effects at a citywide level.

**G. Change in circumstances:** This amendment includes map and text amendments to the Comprehensive Plan that are in response to increasing concern over and the need to plan for pending climate change effects at a citywide level. The existing Sustainability Chapter does not reflect the most recent information and best practices available.

**H. Advantages vs. negative impacts:** This amendment includes map and text amendments to the Comprehensive Plan that are in response to increasing concern over and the need to plan for pending climate change effects at a citywide level. There are no negative impacts from this amendment.

**CEDD Recommendation: Approval.**

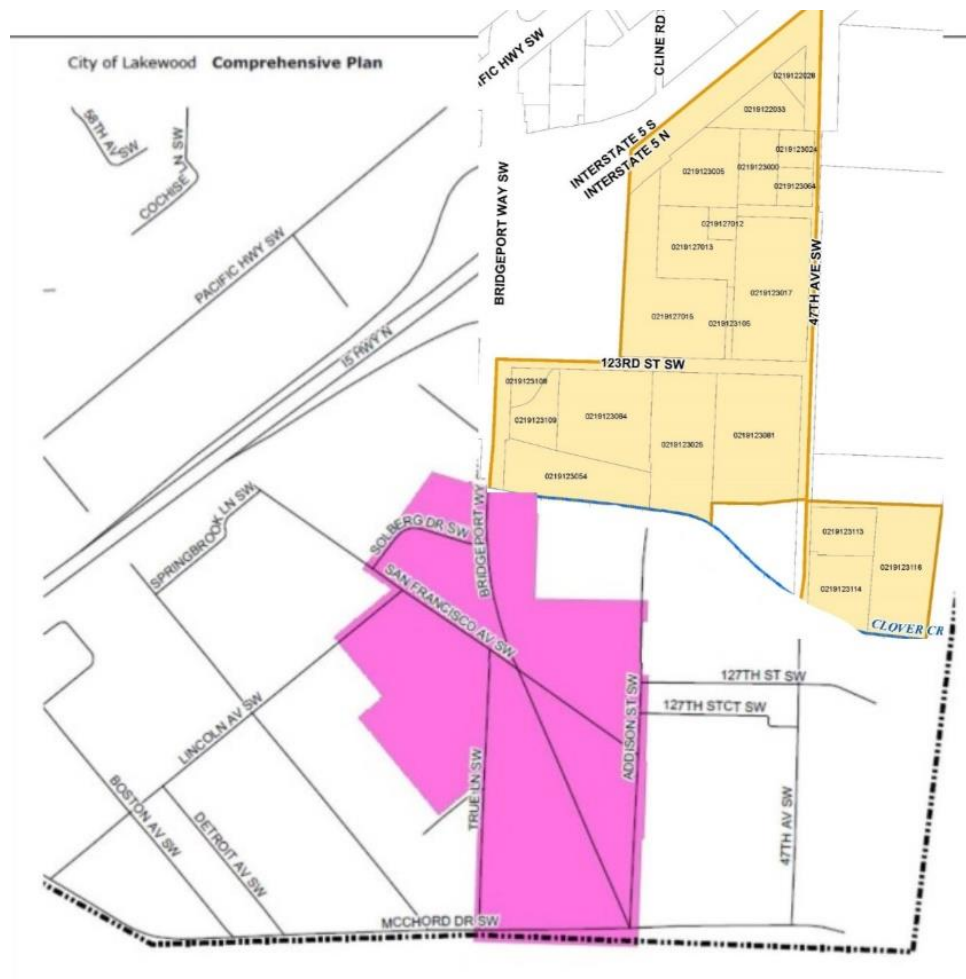


## 2021-02 Updates re 2020 rezone of Springbrook parcels to Industrial Business Park Zone

Update Comprehensive Plan maps and text to reflect the change for a targeted residential growth area to a targeted industrial growth area. Remove the Springbrook Center of Local Importance, CoLI 6, which was “designated as a CoLI based on its importance to the City and special status as a compact high-density residential area.”

### Update to 2021-02:

The parcels in the Springbrook CoLI (shown in pink below) do not overlap with the 2020 rezone of 19 Springbrook parcels from Transit Oriented Commercial (TOC) or MultiFamily (MF) to Industrial Business Park (IBP) (shown in gold below), all of which are located Northeast of the CoLI and separated from the northern boundary of the CoLI by Clover Creek. The removal of CoLI 6 is therefore unnecessary as part of the 2021 Comprehensive Plan amendment cycle.



### • 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, including the portions of the Springbrook Neighborhood shown in Figure 2.9. ~~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, the Downtown Subarea, and the area around the Lakewood Station District Subarea commuter rail station.~~

### • 1.6.7 Regional Planning Policies

⊖ In addition to the GMA, this plan is required to comply with VISION ~~2040~~2050, the multi-county policies, and Pierce County's County-Wide Planning Policies (CWPP). This plan shares many of the VISION ~~2040-2050~~ goals, especially expanding housing choice and increasing job opportunities for community residents. Urban scale neighborhood redevelopment proposed for the Downtown Subarea, the Lakewood Station District Subarea, Springbrook portions of 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.

## 1.7 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 intended to implement the provisions of Vision 2040, including the regional growth strategy put forth by the Puget Sound Regional Council (PSRC) at that time. VISION 2050, adopted in 2020 by PSRC, maintained much of the same policy and growth planning foundations.

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 population and employment 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. Residential 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

In 2020, Lakewood removed Springbrook from the Lakewood Station District boundary and rezoned nineteen parcels within the Springbrook area from Transit Oriented Commercial and Multi-Family 3 to Industrial Business Park (IBP.) This was done in recognition of the increased interest in and need for industrial lands in Lakewood along the I-5 corridor, as evidenced by the significant industrial development in the Woodbrook neighborhood in the 2010's. This rezoning did not affect the Springbrook CoLI, described in Section 2.5.6.

Between 2017 and 2020, the City of Lakewood is also working with Pierce County and the Puget Sound Regional Council (PSRC) to develop an appropriate regional Centers policies and planning approaches for Joint Base Lewis-McChord (JBLM) and other military installations within the PSRC geography. The base has a, given their significant impact and influence on the cities, the region, and the State, and the City of Lakewood. As a result, "major military installations" (those with

at least 5,000 enlisted or service personnel) were recognized in the 2018 Regional Centers Framework, and VISION 2050 includes policies to consult with military installations in regional and local planning, recognizing the mutual benefits and potential for impacts between growth occurring within and outside installation boundaries, and to recognize the beneficial impacts of military installations as well as the land use, housing, and transportation challenges for adjacent and nearby communities. VISION 2050 also includes a transportation project selection action item that allows for the inclusion and funding of transportation projects, identified in a completed local or regional transportation study, that relate to and potentially benefit access to military installations and surrounding jurisdictions. 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.

### 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. This CoLI was not affected by the 2020 rezoning of a number of Springbrook parcels to Industrial Business Park.

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 residential target areas (RTAs) ~~tax incentive urban use centers~~ and senior overlay.

## 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 and planned industrial activity in Springbrook, Flett, northeastern Lakewood, and near the SR 512/I-5 interchange.

### 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. Springbrook has a designated residential Center of Local Importance (CoLI), discussed in Section 2.5.6 and shown in Figure 2.9. The City Council also rezoned a number of Springbrook parcels outside of the CoLI to Industrial Business Park in 2020.— Additional recommendations for Tillicum are included in Chapter 4, while Chapter 5 addresses economic development in Woodbrook.

LU-53.1 Promote higher residential densities in ~~those portions of the~~ Springbrook Center of Local Importance (CoLI) ~~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 47th Ave.~~

LU-53.7 Create a neighborhood business district ~~at the intersection of Bridgeport Way and San Francisco Avenue along the west side of Bridgeport Way between McChord Drive and Seattle Avenue.~~

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>
83rd Ave.	Oakbrook	Steilacoom Blvd. to Garnett
Onyx Drive	Oakbrook	Oakbrook Park to 87th Ave.
Phillips Road	Oakbrook	Steilacoom Blvd. to 81st St.
87th Ave SW	Oakbrook	Onyx Drive to Fort Steilacoom Park
Hipkins Road		104th to Steilacoom Blvd.
Green Street Loop with Arterial and Local Streets in Downtown	Downtown	See Downtown Plan for extent and street sections
72nd Ave.	Lakewood Center	Steilacoom Blvd. to Waverly Dr.
Waverly Drive	Lakewood Center	72nd Ave. to Hill Grove Lane
Hill Grove Lane	Lakewood Center	Waverly Drive to Mt. Tacoma Dr.
Mt. Tahoma Drive	Lakewood Center	Dekoven to Bridgeport Way
108th Street	Lakeview	Pacific Hwy. to Davisson Road
Kendrick Street	Lakeview	Entire length



Green Streets	Neighborhood	Extents
San Francisco Ave.	Springbrook	Bridgeport Way to 49th Ave.
49th Ave.	Springbrook	San Francisco Ave. to 127th St.
127th St.	Springbrook	49th Ave. to 47th Ave.
Bridgeport Way	Springbrook	123rd St. to McChord Gate
123rd St.	Springbrook	Entire length
47th Ave.	Springbrook	From Pacific Hwy. SW to 127th St.
Washington Ave.	Tillicum	W. Thorne Lane to N. Thorne Lane
Maple Street	Tillicum	Entire length
Custer Road	Flett	Bridgeport Way to Lakewood Dr.

#### 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; ~~and 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.~~
- ~~providing~~ for enhanced bicycle routes and facilities as part of this multi-modal transportation hub.

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

#### 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 ~~Gravelly Lake Drive~~ 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 ~~west of I-5~~ 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.

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.

## **2021-02 CEDD REVIEW**

**Housing Capacity Analysis:** The housing analysis for the redesignation and rezone of 19 parcels in the Springbrook neighborhood to IBP was conducted in 2020. There is no change to the City's housing capacity from this 2021 amendment.

**A. Consistency with the Comprehensive Plan:** This amendment improves internal consistency within the Comprehensive Plan, reflecting in the Plan's text the redesignations and rezones of 19 Springbrook parcels completed in 2020.

**B. Compatibility with development in the vicinity:** This amendment is intended to concentrate industrial development, for which there is an increasing demand in Lakewood near the I-5 and Hwy 512 corridors, into a specific section of Springbrook that is separated from the planned residential densification within the Springbrook Center of Local Importance (CoLI.)

**C. Transportation impacts and mitigation:** Not applicable. This amendment includes text amendments to the Comprehensive Plan that are in response to a 2020 Future Land Use Map and Zoning Map amendment.

**D. Public Service impacts and mitigation:** Not applicable. This amendment includes text amendments to the Comprehensive Plan that are in response to a 2020 Future Land Use Map and Zoning Map amendment.

**E. Public health, safety and general welfare impacts:** Not applicable. This amendment includes text amendments to the Comprehensive Plan that are in response to a 2020 Future Land Use Map and Zoning Map amendment.

**F. Range of permitted uses:** Not applicable. This amendment includes text amendments to the Comprehensive Plan that are in response to a 2020 Future Land Use Map and Zoning Map amendment.

**G. Change in circumstances:** This amendment includes text amendments to the Comprehensive Plan that are in response to a 2020 Future Land Use Map and Zoning Map amendment.

**H. Advantages vs. negative impacts:** This amendment improves internal consistency within the Comprehensive Plan text and its Future Land Use Map, reflecting in the Plan's text the redesignations and rezones of 19 Springbrook parcels completed in 2020. There are no negative impacts from this amendment.

**CEDD Recommendation: Approval.**



## 2021-03 Updates to reflect adoption of 2020 City Parks Legacy Plan

Update Comprehensive Plan maps and text to reflect adoption of 2020 Parks Legacy Plan.

*Additions and deletions are included below in underline/strikeout.*

### 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 [systems](#) and turf [areas](#), 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. This culminated in the 2014 Lakewood Legacy Plan, which was designed to met the state of Washington's requirement for a six-year parks, recreation and open space plan (PROS).

In the spring of 2019, the City embarked on an update to the 2014 Legacy Plan producing the vision, mission, motto, and goals listed below. This update included a multi-pronged outreach and engagement plan, as well as a detailed demand and need analysis. The demand and need analysis included a review of existing environments, demographic trends, park and recreation trends, and input received from the community at public engagement efforts. For the needs analysis, the city performed gap analyses using the plan's level of service measurements: a walkshed measurement and a quality and diversity assessment, known as the Park Amenity Condition Assessment (PACA).

**Vision:** Lakewood is a healthy and vibrant community where opportunities abound.

**Mission:** Lakewood provides quality parks, diverse programs, and sustainable practices that encourage an engaged and livable community.

**Motto:** Safe, Clean, Green, and Equitable.

**Goals 1:** Protect, preserve, enhance and expand parks and open space facilities.

**Goals 2:** Provide equitable and community-driven services that are accessible for all.

**Goals 3:** Increase the connectivity of the community.

Connectivity means the state or extent of being connected or interconnected. For the Legacy plan, this means the ability to access parks and park amenities, and build and leverage social connections, for people to feel comfortable and welcome in the City's public spaces, and for people to have opportunities for civic engagement

**Goals 4:** Leverage and invest in facilities, programs, and infrastructure that boost economic opportunities and improve quality of life.

**Goals 5:** Provide transparent, accountable, and fiscally responsible services and facilities.

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 2014-2020 – 2034-2040. 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 is used in the following ways:

**A strategic guide: The plan acts as a foundation for future strategic planning, decision making and visioning exercises. It serves as a guide for elected officials and City personnel in the provision of park, open space and recreation services.**

**An information provider: The plan provides information on the City's park, open space and recreation system for elected officials, City personnel, community members and any other interested parties.**

**To support grant funding: The plan is designed to support grant applications; specifically, the plan is designed to meet the planning requirements of the Washington State Recreation and Conservation Office (RCO).**

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.

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

The current City's parks system consists of one regional park, two community parks, nine neighborhood parks, one natural area and three urban parks, plus the Senior Activity Center and a community garden. In addition to City parks, the City is collaborating with Pierce County on the Chambers Creek Canyon Area of the Chambers Creek Regional Park and Seeley Lake Park. The City also has a joint-partnership with the Clover Park School District that allows Lake Louise Elementary School to serve as a neighborhood park after school hours. In addition to City parks and open space facilities, Washington state and Pierce County have parks, open spaces, and facilities located in Lakewood, including: Seeley Lake, Chambers Creek Canyon Area, South Puget Sound Urban Wildlife Area, the Lakewood Community Center and the American Lake boat launch at Camp Murray.

Currently, the Parks, Recreation and Human Services Department manages a total of 14 park sites, totaling about 650 acres. The Lakewood's 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 Lakewood~~ offers ~~15-ten~~ 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-eight~~ baseball fields, ~~three-soccer~~ seven multipurpose fields, ~~five-six~~ basketball courts/hoops, one tennis court and two skate parks.

~~Ten-Twelve~~ picnic shelters are provided in six major parks for community use. Five of them are located in Fort -Steilacoom Park ~~and~~, two in Harry Todd Park, and two in Springbrook 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 two boat launches, one on American Lake ~~at~~ American Lake Park, and the other on Lake Steilacoom ~~at~~ Edgewater 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 continue to rise. ~~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.~~ Year round restrooms are provided in Fort Steilacoom Park, American Lake Park, Kiwanis Park and Harry Todd Park.

The City has 13 lakefront street-ends adjacent to, Lake Louise, Lake Steilacoom, Gravelly Lake, and American Lake. Lakefront street-ends are portions of the City's rights-of-way (ROW), or public easements, that "dead end" into public lakes. As ROW, lakefront street-ends are not considered parks or parkland. The City continues to actively monitor and evaluate existing lakefront street-ends.

~~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 3.9-8 shows the locations of 26 public schools within Lakewood. Community facilities are identified in Figure 3.10-9. ~~Through a partnership with the Clover Park School District, the playground at Lakewood Louise was enhanced in 2009 to support community use during non-school hours. The improvements provided open space in an underserved area, improved our parks level of service and was an efficient use of public resources.~~

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

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

As part of the 2020 Legacy Plan update the city performed a demand and needs assessment that included: an analysis of existing environments, demographic trends, park and recreation trends, and input received from the community at public engagement efforts. For the needs analysis, the City also performed gap analyses using the plan's level of service measurements: a walkshed measurement and a quality and diversity assessment, known as the Park Amenity Condition Assessment (PACA).

#### **Major Findings:**

The City thoughtfully crafted a multi-pronged public involvement campaign to provide community members ample opportunities to be involved in the plan's update. Throughout the spring, summer, and fall of 2019 the City hosted a number of engagement events in-person and online to capture the park and recreation needs and desires of those who live, work and play in Lakewood. Based on past experience and research data, the City recognized that many "traditional" engagement efforts would not yield a representative sample of Lakewood as a whole. In effort to get a more representative sample, the City provided a number of targeted outreach events throughout the community, including focus groups and pop-up events. In total, the City's engagement efforts resulted in over 1,300 unique comments from 937 community members. The following provides a list of the various engagement events held throughout the City as part of the Plan update process:

- Legacy Plan Task Force
- Open Houses (Online and in-person)
- "Pop-up" Events
- Focus Groups
- Surveys (Online and Controlled Online)
- Website
- Parks and Recreation Advisory Board (PRAB)

## **Engagement Event Themes**

All engagement events asked participants to identify the type of park and recreation amenities they wanted to see added or improved in the City in the next few years. *The City identified several main themes:*

### **1) Provide more diverse park amenities for all age groups**

Expand park and recreation amenities to provide a wider diversity of active and passive opportunities at City parks and facilities with opens space.

**Active Recreation Amenities:** The most commonly desired active recreation amenity was a spray park. Other more frequently discussed active recreation amenities were playgrounds, basketball courts, multipurpose synthetic turf fields, and adult playgrounds/exercise equipment.

**Passive Recreation Amenities:** The most common passive park amenities identified were restrooms, walking and trails, seating, benches, and picnic areas or shaded areas, parking, water fountains, and dog-related activities.

### **2) Increase safety and security features at parks**

Expand security measures in place at City parks, such as: cameras, police patrols (on foot, bike, and car), emergency call boxes, crime prevention through environmental design elements, and increased animal control for off-leash dogs.

### **3) Increase the availability of restrooms and drinking fountains**

Expand and/or improve restroom facilities at the City's regional and community parks. There were also a number of comments about wanting to see permanent restroom facilities in neighborhood parks.

### **4) Maintain, improve, and expand trails and walkways**

Running, jogging, hiking and/or walking consistently ranked as some of the most popular outdoor recreation activities. The 2013 State Comprehensive Outdoor Recreation Plan (SCORP) found that "the activity with the highest average number of days of participation by far among all Washington residents is walking (with or without a pet)."<sup>2</sup> Many comments and survey results indicated a strong interest in maintaining, improving, and expanding trail systems and pathways in Lakewood parks, as well as developing safer routes to parks and other public spaces using sidewalks and multimodal trail systems, including linear parks.

### **5) Increase accessibility of programs and events throughout the City**

Expand City events in Lakewood and provide City events in various locations throughout Lakewood. The majority of these comments were directed specifically at the City's Farmers Market. Comments expressed a desire to see the Farmers Market held at different locations, as well as different times during the week

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<sup>2</sup> Ritchie, Amanda, et al. "The 2013 State Comprehensive Outdoor Recreation Plan." (2013).



and/or on the weekend. Starting in 2021 the City will host a Night Market at the Colonial Plaza downtown.

Other comments expressed interest in expanding special events, such as the Summer Concert series, and in having food trucks and other food/beverage amenities located near or in parks. In addition, there were a number of comments that stressed the importance of water access, ADA access, and more park sites closer to where respondents lived.

#### **6) Improve traditional and web-based communication**

Several comments highlighted the lack of awareness of parks, open space facilities, recreation programming, and special events. Several comments noted that a searchable recreation amenity feature on the City's website would be helpful to find parks and open space facilities with the amenities people are interested in.

Geofencing, a GPS or RFID technology that creates a virtual geographic boundary, may also be a useful communication technology tool in the future. In addition to counting park visitors and tracking park visitation patterns and economic impacts, this technology could be used to prompt visitors as they enter the park about the amenities and upcoming events offered at that park.

#### **7) Expand existing parks, preserve natural resources, and acquire new parkland, including a Downtown Park**

Many comments expressed a desire to expand existing parks and create more parks, including establishing a Downtown Park. There were also several comments expressing the desire to preserve the historic barns at Fort Steilacoom Park.

~~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 Park 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, equipment 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, Pierce County Library District, Communities in Schools and over 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 agreement with Pierce County to rent space at the Lakewood Community Center. Pierce County, Lakewood, and the city of University Place have also entered into an interlocal agreement for the development of Chambers Creek Trail. A third interlocal agreement is in place with the local school district to use a local elementary school site, Lake Louise Elementary, as a neighborhood park.

~~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. 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. Due to the City hosting several municipal courts and sharing this alternative sentencing program, the use of the City’s work crew has significantly been reduced in the past few years. ~~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 41: Protect, preserve, enhance and expand parks and open space facilities.**

Policies:

LU 41.1: Protect irreplaceable natural, cultural and historical assets.

LU 41.2: Preserve existing parks and facilities by using preventative maintenance and innovative and sustainable practices.

LU 41.3: Enhance parks by providing a variety of amenities that meet the diverse needs of a growing and changing population.

LU 41.4: Expand park systems by strategically acquiring land and proactively planning for future system needs.

~~**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 42: Provide equitable and community-driven services that are accessible for all.**

**Policies:**

LU 42.1: Provide a wide variety of park amenities and programs to meet the various needs of the community.

LU 42.2: Continue to remove physical, financial, and social barriers that prevent or deter park and recreation use.

LU 42.3: Celebrate and support the cultural diversity of the community.

LU 42.4: Provide a variety of opportunities to involve residents, partners, and stakeholder groups in park and recreation planning, design, decision making, and program implementation.

LU 42.5: Develop policies to support active and healthy communities.

~~**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 43: Increase the connectivity of the community.**

**Connectivity** means the state or extent of being connected or interconnected. For the plan, this means the ability to access parks and park amenities, and build and leverage social connections, for people to feel comfortable and welcome in the City's public spaces, and for people to have opportunities for civic engagement.

**Policies:**

LU 43.1: Develop and maintain a system of connected non-motorized trails that encourage physical activity and create safe routes to parks and public spaces.

LU 43.2: Build and leverage partnerships with other entities, organizations, community stakeholder groups, and other City departments to provide quality and accessible services.

LU 43.3: Create a sense of place at parks and in public spaces by incorporating art, culture, and history.

LU 43.4: Provide a variety of outreach and promotional materials to spread awareness of parks and recreation services.

LU 43.5: Assume a wide range of roles in the provision of services, including direct provider, partner, sponsor, and information clearinghouse.

~~**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 44: Leverage and invest in facilities, programs, and infrastructure that boost economic opportunities and improve quality of life.**

Policies:

LU 44.1: Continue to develop and expand destination park amenities and community signature events that increase tourism and improve recreation opportunities.

LU 44.2: Develop park and public space amenities in the downtown and other mixed-use and commercial areas.

LU 44.3: Provide safe, clean, and green parks that attract visitors, businesses, and enhance property values.

~~**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 45: Provide transparent, accountable, and fiscally responsible services and facilities.**

**Policies:**

LU 45.1: Make accountable, transparent, and responsible decisions that consider the environmental, economic, social, and cultural impacts to our community.

LU 45.2: Maintain and update the Legacy Plan goals, strategies, policies and procedures in response to changing needs, trends, performance outcomes and statutory requirements.

LU 45.3: Secure sustainable, diverse, and creative funding.

LU 45.4: Cultivate and leverage community partnerships to improve park and recreation services.

LU 45.5: Research, implement, evaluate, and improve park and recreation practices.

**~~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.~~

### **2021-03 CEDD REVIEW**

**Housing Capacity Analysis:** The updates to the Comprehensive Plan reflecting the adoption of the 2020 Legacy Plan do not affect the City's housing capacity.

**A. Consistency with the Comprehensive Plan:** This amendment acknowledges the adoption of the Lakewood 2020 Parks, Recreation and Open Space (PROS) Master Plan, termed the "Legacy Plan," in the Comprehensive Plan and its discussion of parks, recreation and open space. It increases the internal consistency of the Comprehensive Plan as well as providing consistency between the Comprehensive Plan and the City's PROS Plan.

**B. Compatibility with development in the vicinity:** Not applicable. This amendment includes map and text amendments to the Comprehensive Plan that are in response to the adoption of the Lakewood 2020 PROS Master Plan, termed the "Legacy Plan."

**C. Transportation impacts and mitigation:** Not applicable. This amendment includes map and text amendments to the Comprehensive Plan that are in response to the adoption of the Lakewood 2020 PROS Master Plan, termed the "Legacy Plan."

**D. Public Service impacts and mitigation:** Not applicable. This amendment includes map and text amendments to the Comprehensive Plan that are in response to the adoption of the Lakewood 2020 PROS Master Plan, termed the "Legacy Plan."

**E. Public health, safety and general welfare impacts:** Not applicable. This amendment includes map and text amendments to the Comprehensive Plan that are in response to the adoption of the Lakewood 2020 PROS Master Plan, termed the "Legacy Plan."

**F. Range of permitted uses:** Not applicable. This amendment includes map and text amendments to the Comprehensive Plan that are in response to the adoption of the Lakewood 2020 PROS Master Plan, termed the "Legacy Plan."

**G. Change in circumstances:** Not applicable. This amendment includes map and text amendments to the Comprehensive Plan that are in response to the adoption of the Lakewood 2020 PROS Master Plan, termed the "Legacy Plan."

**H. Advantages vs. negative impacts:** This amendment acknowledges the adoption of the Lakewood 2020 PROS Master Plan, termed the "Legacy Plan," in the Comprehensive Plan and its discussion of parks, recreation and open space. It increases the internal consistency of the Comprehensive Plan as well as providing consistency between the Comprehensive Plan and the City's PROS Plan. There are no negative impacts from this amendment.

**CEDD Recommendation: Approval.**

**Note: Comprehensive Plan Figures 3-5, 3-6, and 3-8 will need to be updated prior to final action by the City Council to adopt.**



**2021-04 Updates related to allowing and/or encouraging various housing types (e.g., transitory accommodations, accessory dwelling units, and “missing middle” housing)**

Update Comprehensive Plan text to reflect state law and regional policy requirements, and to include actions already taken by Lakewood to preserve and encourage affordable and attainable housing (e.g., MFTE program, ADU regulation updates and zoning expansion, Downtown Subarea Plan and Lakewood Station District Subarea Plan density increases, etc.)

*Additions and deletions to the Comprehensive Plan are included below in underline/strikeout. Additional edits may be presented before final action by the Planning Commission.*

There are a number of city policies in place to ease gentrification:

- Lakewood makes a strong effort to preserve and expand public housing opportunities.
- Pierce County offers a property tax exemption program for senior citizens or disabled persons that freezes the value of the residence as of January 1 of the initial application year, exempts all excess levies, and may exempt a portion of regular levies. This program protects elderly and long-term residents from property tax increases which can keep homeowners in their current homes.
- The City has numerous programs in place to enforce building codes and offers options for renters to report bad landlords.
- The City offers developers higher levels of density in return for funding more affordable housing units in their projects.
- The City has adopted inclusionary housing regulations.
- Under consideration is the establishment of community benefit agreements with investors in large projects to ensure that local resident benefit from potential investments.
- In October 2018, the City adopted the Downtown Subarea Plan, which plans for 2,257 residential units, or 20% of the City’s overall 2030 population target, at various affordable and market rate price points and 7,369 jobs over a 20+ year period.
- The City adopted the Lakewood Station Subarea in May 2021, which plans for 1,772 dwelling units, or 15% of the City’s overall 2030 population target, and 1,105 jobs over a 20+ year period. Affordable housing types are a major focus in this subarea given its current demographics.
- Each year, the Community and Economic Development Department provides to local leaders a housing inventory report. The report shows the net increase/decrease in actual housing production and provides the local leaders the opportunity to adjust housing policies based on current events.

In addition, Lakewood has a significant number of affordable housing programs:

1. **Habitat for Humanity Partnership:** The City of Lakewood continues to partner with Habitat for Humanity to build low income housing in Lakewood that includes financial support from the City's Community Development Block Grant (CDBG) and HOME Investment Partnerships Program funds. Between 2001 and 2019, Habitat for Humanity constructed 41 new homes for low income families in the Tillicum neighborhood.

In 2021 and 2022, Lakewood proposed to use HOME funds totaling \$715,000 as a development subsidy to provide down payment assistance to nine (9) low income homebuyers. This would bring the total to 50 new homes for low income families.

2. **CDBG and HOME Programs:** The City of Lakewood is part of the Continuum of Care with Pierce County and the City of Tacoma to qualify for Federal and Community Development Block Grant (CDBG) and HOME Investment Partnerships Program (HOME) dollars. Both are federal assistance programs provided by the U.S. Department of Housing and Urban Development (HUD) with HOME providing funds in support of affordable housing, particularly housing for low- and very low-income individuals to include partnering with Habitat for Humanity to construct low income housing units in the Tillicum neighborhood.

Until 2018, these federal revenue sources (CDBG and HOME) were decreasing annually. For comparison purposes, the City received CDBG funding totaling \$913,000 in 2000 and \$455,000 in 2017, a decrease of over 50% (and that does not take into account the time value of money).

However, the Lakewood City Council, in 2014, established a federal priority that the federal government restore CDBG funding. The result of this advocacy is that Congress with strong support and leadership from the City's federal delegation did restore CDBG funding to 2008 levels. This action increased annual CDBG funds by about \$150,000 to almost \$600,000, and HOME Funds to over \$331,000 in 2020.

The City of Lakewood has been a CDBG entitlement city since 2000. During that time, the City has invested approximately \$4.6 million to construct sidewalks and the installation of street lights in a large number of low income neighborhoods throughout Lakewood along with road improvements. These improvements, particularly street lights, has resulted in much safer neighborhoods. The City has also invested almost \$5.3 million in support of affordable and low-income housing such as home remodels and repairs, emergency assistance to help displaced individuals find housing, and down payment assistance.

In June 2020, the City Council adopted the 2020-2025 5-Year Consolidated Plan for the Community Development Block Grant (CDBG) and HOME Investment Partnership Act (HOME) Programs. The policy direction for the investment of these funds will focused on:

- Assisting low and moderate income homeowners maintain their homes through the City's Major Home Repair Program (195 residences);
  - Providing down payment assistance loans (69 residences);
  - Loans for Public Works Trust fund projects (21);
  - Providing emergency and permanent housing assistance for low income families displaced through no fault of their own;
  - Providing assistance to low income households to help them afford the housing costs of market-rate units through a newly created Tenant-Based Rental Assistance (TBRA) program; and
  - Funds to support the acquisition, construction and/or rehabilitation of affordable housing for low-income rentals and/or to facilitate new homeownership opportunities to include a down payment assistance program (e.g., Habitat for Humanity).
3. **SHB 1406 Program:** In March 2020, the Lakewood City Council adopted an ordinance authorizing a sales and use tax credit for affordable and supportive housing in accordance with SHB 1406 that was approved by the State Legislature in 2019. In 2020, the City of Lakewood received approximately \$97,571 per year for 20-years, totaling an estimated \$1,951,417. The City Council directed that the funds be used in conjunction with the City's CDBG Major Home Repair Program, CDBG Major Home Repair and Sewer Loan Program, and HOME Housing Rehabilitation Loan Program given that there is a high demand for these programs by city residents.
4. **Rental Housing Safety Program:** Given that low income housing accounts for a large percentage of residential units, in 2017 the City launched a Rental Housing Safety Program (RHSP). This proactive program is designed to ensure that all rental housing units comply with specific life and safety standards and are providing a safe place for tenants to reside.

By addressing housing conditions proactively through the RHSP, and quickly identifying and addressing substandard conditions and code violations, this program is preserving Lakewood's existing housing stock versus the gentrification that is occurring elsewhere in the Puget Sound region. Since Lakewood has more rental housing units than similarly-sized suburban cities, much of which is at an age that requires life cycle investments, the program has identified that there are a significant number of rental units in need of maintenance.

The implementation of this program has proven to be very successful and has exceeded expectations after less than three years of being operational. The results show that the quality of the rental housing stock in Lakewood is improving. The number of failed properties in 2017/18, 20 percent; 2019, 19 percent, and in 2020, 5 percent.

This program was recognized by the Tacoma-Pierce County Health Department with a Healthy Communities Award as well as by the Association of Washington Cities (AWC) with a Municipal Excellence Award in 2019.

**5. Affordable Housing Initiative (2060) and Homeless Housing Act (2163) Programs:**

The City works collaboratively with Pierce County to allocate State 2060 and 2163 funds, which support affordable housing and homelessness programs.

Both programs are administered through interlocal agreements (ILA) between Pierce County and its cities and towns, including Lakewood. These funds, which are collected countywide, are distributed by an oversight committee composed of members from the City of Tacoma, City of Lakewood, Pierce County and other city and town representatives.

Current rules require that 50% of the funds, which totals a combined \$10.8 million in 2020, be issued directly to Pierce County; the remaining 50% goes to urban areas, with the majority being distributed each year to the City of Tacoma. In accordance with the interlocal agreements, 16% of the funding is dedicated to the operations and maintenance of eligible homeless shelters. Also, both programs are subject to the review committee and steering committee process.

Lakewood works proactively with eligible agencies, including Living Access Support Alliance (LASA), Emergency Food Network (EFN), and other Pierce County nonprofits, to apply and secure 2060 and 2163 funds for Lakewood projects. These monies support affordable housing, homelessness, and related social service programs.

**6. Housing Policies:** Since incorporation in 1996, the Lakewood City Council has prioritized both economic development and housing development to create a true city identity and to provide needed “missing middle” housing for current and future residents. Basically, missing middle housing includes many housing types, such as duplexes, four-plexes, cottage courts, and courtyard buildings that provide diverse and more affordable housing options supporting locally-serving retail and public transportation options.

- Lakewood has adopted inclusionary housing regulations found within its land use development code (Lakewood Municipal Code, Title 18A, Chapter 18A.90). The purpose of these regulations is to disperse low-income units throughout the City so as to avoid perpetuating existing concentrations of poverty. The provisions allow a project proponent to receive more return from a project through additional density, relaxed development standards, and discounted review fees in return for helping to meet public goals.
- Lakewood also has a senior housing overlay. Its stated purpose is to provide housing opportunities for housing elders in areas of the city where the greatest level of services are available.
- There is an established multifamily housing tax incentive program in place. The program has four objectives: Encourage increased residential opportunities within mixed-use centers; Stimulate new construction or rehabilitation of existing vacant and underutilized buildings for multifamily housing and to increase and improve housing opportunities; Assist in directing future population growth to the

Downtown and the Lakewood Station District, thereby reducing development pressure on single-family residential neighborhoods; and Achieve development densities which are more conducive to transit use.

To-date, hundreds of new multifamily residential units have been constructed which may not have otherwise been built.

- In late 2018, the City Council adopted the Downtown Subarea Plan, accompanying development code (located at LMC Title 18B) and SEPA Planned Action, all of which were focused on solidifying a clear City Center while encouraging well-designed, higher density housing and mixed use development that could take advantage of transit options within and near to the subarea. The Planned Action provides a way by which subarea development review is streamlined since individual projects consistent with the subarea plan do not have to undergo a SEPA analysis. The Downtown Subarea Plan plans for 2,257 new housing units within the subarea plan boundaries by 2040.
- In 2019, Lakewood adopted a completely revamped land use and development code (located at LMC Title 18A.) One of the purposes was to better address zoning regulations pertaining to residential development and special needs housing.
- Lakewood has also been an early adopter of updated Accessory Dwelling Unit (ADU) policies and development code requirements that provide for the easier creation of more attached and detached ADUs associated with a single-family housing unit, duplex, triplex, townhome, or other housing unit in multiple city zones, including R1-R4, MR1 & MR 2, MF1 & MF2, and TOC.
- In 2021, the City adopted the Lakewood Station District Subarea (LSDS) Plan, development code (located at LMC Title 18C) and SEPA Planned Action. The Lakewood Station District is a multi-modal commuter hub and offers a mixture of intensive land uses and activities supportive of direct regional transportation access via the Lakewood commuter rail station and I-5.

The LSDS Plan implements development standards to foster a high quality, pedestrian-oriented urban environment including incentives to encourage dense mix of commercial and medical office, regional and local retail, services and hospitality, and high-density residential uses offering ownership and rental housing opportunities, all supported by direct regional transportation access.

Residential densities are planned for up to 40 units per acres in the residential zone (MF3) and up to 54 units per acre in the mixed use zone (TOC). Residential development will target housing serving households at 65%-110% of the area median income (AMI), which is itself 67% Lakewood's AMI and 49% of the Pierce County AMI. Rowhouse residential development allows for compact residential development at an affordable price point. Ground-related units will

provide private and semiprivate outdoor space and the opportunity for zero-lot line platted development. This type of development will provide homeownership opportunities and the chance to build wealth and equity for moderate income households in the subarea.

7. **SSMCP Housing Study:** The City has also been partnering with South Sound Military and Communities Partnership (SSMCP) in developing a Housing Study to improve the affordable housing options for service members and their families, which balances JBLM mission readiness goals with local community goals by:

- Identifying and addressing opportunities and barriers to adequate off-installation housing affordable to the E1 to E5 service member;
- Identifying and addressing mutually acceptable community strategies to increase housing supply;
- Identifying incentives for landlords to consider service member housing needs; and
- Providing resource tools to assist these service members in locating affordable, quality housing.

A key challenge faced by service members and their families is finding available housing within a 30-minute drive given the structural supply limitations. The SSMCP Housing Study has identified a number of recommendations that are currently underway for consideration and implementation to include expanding the military's rental partnership program (RPP), collaboration between local real estate agencies and JBLM public affairs to share housing resources, advocate for housing legislation at both the state and federal levels of government, develop model comprehensive housing goals and policies for cities and counties, and incentivize and remove impediments for development of additional housing.

8. **Coronavirus Aid, Relief, and Economic Security (CARES) Act:** Following the declarations of emergency due to the COVID-19 pandemic, federal funds were made available to states and cities of a certain size under the Coronavirus Aid, Relief, and Economic Security Act ("CARES Act"). In May 2020, Governor Inslee announced that Washington would award \$300 million of the state's CARES funding to local governments that did not receive direct distributions under the CARES Act. On August 31, 2020, the Governor announced an increase of \$125 million awarded to local governments for a total of \$420 million. Lakewood was awarded \$1,790,100 of CARES Act funds in May 2020 and an additional \$895,050 in August 2020, for a total of \$2,685,150.

For the first round of funding, the City Council directed that eighty percent (80%) of the funds be allocated through grant programs to provide rental assistance and child care service provider assistance, and small business assistance (including both for-profit and non-profit businesses.)

*Additions and deletions to LMC Title 18A are included below in underline/strikeout.*

## **18A.10.180 Definitions**

“Affordable housing” and “affordable unit” mean, a dwelling unit(s) reserved for occupancy by eligible households and having monthly housing expenses to the occupant no greater than thirty (30) percent of a given monthly household income, adjusted for household size, as follows ~~unless the context clearly indicates otherwise~~, residential housing whose monthly costs, including utilities other than telephone, do not exceed thirty percent of the monthly income of a household whose income is:

(a) For rental housing, sixty percent (60%) of the median household income adjusted for household size, for the county where the household is located, as reported by the United States department of housing and urban development; or

(b) For owner-occupied housing, eighty percent (80%) of the median household income adjusted for household size, for the county where the household is located, as reported by the United States department of housing and urban development.

1. *Moderate Income*. For owner-occupied housing, eighty (80) percent of the area median income, and for renter-occupied housing, sixty (60) percent of the area median income.

2. Pursuant to the authority of RCW 36.70A.540, the City finds that the higher income levels specified in the definition of affordable housing in this title, rather than those stated in the definition of “low-income households” in RCW 36.70A.540, are needed to address local housing market conditions in the City.

3. For Chapter 3.64 LMC, “affordable housing” means residential housing that is rented by a person or household whose monthly housing costs, including utilities other than telephone, do not exceed thirty (30) percent of the household’s monthly income. For the purposes of housing intended for owner occupancy, “affordable housing” means residential housing that is within the means of low- or moderate-income households.

~~“Extremely low income” means an individual, family, or unrelated persons living together, regardless of age or ability, whose adjusted gross income is thirty (30) percent or less of the median income, adjusted for household size, as determined by the United States Department of Housing and Urban Development for the Tacoma Primary Metropolitan Statistical Area.~~

“Extremely low-income household” means a single person, family, or unrelated persons living together whose adjusted income is at or below thirty percent of the median household income adjusted for household size, for the county where the household is located, as reported by the United States department of housing and urban development.

“Low-income household” means a single person, family, or unrelated persons living together whose adjusted income is at or below eighty (80) percent of the median family income adjusted for family size, as determined by the United States Department of Housing and Urban Development for the Tacoma Primary Metropolitan Statistical Area household income adjusted

for household size, for the county where the household is located, as reported by the United States department of housing and urban development.

## 18A.40.110 Residential uses.

A. *Residential Land Use Table.* See LMC [18A.10.120\(D\)](#) for the purpose and applicability of zoning districts.

	Zoning Classifications																				
Residential Land Uses	R1	R2	R3	R4	MR1	MR2	MF1	MF2	MF3	ARC	NC1	NC2	TOC	CBD	C1	C2	C3	IBP	I1	I2	PI
Accessory caretaker’s unit	–	–	–	–	–	–	–	–	–	–	P	P	P	P	P	P	P	–	P	P	–
Accessory dwelling unit (ADU) (B)(1)*	P	P	P	P	P	P	P	P	–	–	–	–	P	–	–	–	–	–	–	–	–
Babysitting care	P	P	P	P	P	P	P	P	P	P	P	P	P	P	–	–	–	–	–	–	–
Boarding house (B)(2)	C	C	C	C	C	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–
Cottage housing (B)(3)	P	P	P	P	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–
Co-housing (dormitories, fraternities and sororities) (B)(4)	–	–	–	–	P	P	P	P	P	–	P	P	–	–	–	–	–	–	–	–	–
Detached single-family (B)(5)	P	P	P	P	P	P	–	–	–	P	–	–	–	–	–	–	–	–	–	–	–
Two-family residential, attached or detached dwelling units	P	P	P	CP	P	P	P	–	–	P	P	P	–	–	–	–	–	–	–	–	–
Three-family residential, attached or detached dwelling units	P	P	P	CP	C	C	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–
Multifamily, four or more residential units	–	–	–	–	P	P	P	P	P	P	P	P	P	P	–	–	–	–	–	–	–
Mixed use	–	–	–	–	–	–	–	–	–	–	P	P	P	P	–	–	–	–	–	–	–
Family daycare (B)(6)	P	P	P	P	P	P	P	P	P	P	P	P	–	–	–	–	–	–	–	–	–
Home agriculture	P	P	P	P	P	P	P	P	P	P	–	–	–	–	–	–	–	–	–	–	–
Home occupation (B)(7)	P	P	P	P	P	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–
Mobile home parks (B)(8)	–	–	C	C	C	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–



	Zoning Classifications																				
Residential Land Uses	R1	R2	R3	R4	MR1	MR2	MF1	MF2	MF3	ARC	NC1	NC2	TOC	CBD	C1	C2	C3	IBP	I1	I2	PI
Mobile and/or manufactured homes, in mobile/manufactured home parks <a href="#">(B)(8)</a>	–	–	C	C	C	–	P	P	P	–	–	P	–	–	–	–	–	–	–	–	–
Residential accessory building <a href="#">(B)(9)</a>	P	P	P	P	P	P	P	P	P	P	P	P	P	P	–	–	–	–	–	–	–
Rooms for the use of domestic employees of the owner, lessee, or occupant of the primary dwelling	P	P	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–	–
Small craft distillery <a href="#">(B)(6)</a> , <a href="#">(B)(12)</a>	–	P	P	P	P	–	–	–	–	–	–	P	P	P	P	P	P	–	P	–	–
Specialized senior housing <a href="#">(B)(10)</a>	–	–	–	–	C	C	C	C	C	–	–	P	C	C	–	–	–	–	–	–	–
Accessory residential uses <a href="#">(B)(11)</a>	P	P	P	P	P	P	P	P	P	P	P	P	P	P	–	–	–	–	–	–	–

## 2021-04 CEDD REVIEW

**Housing Capacity Analysis:** The updating of the discussion of Lakewood's housing planning in the Comprehensive Plan to reflect priorities, programs and funding sources the City has adopted and/or accesses will not increase or decrease the City's housing capacity. The allowance of two and three family detached or attached housing units in the R1, R2, R3, and R4 zones as well as the allowance of multifamily housing units in the MR 1 and MR2 zones will increase the City's housing capacity to the extent that specific parcel sizes in relation to zone densities can accommodate the higher density housing units:

R1	R2	R3	R4	MR1	MR2
1.45 dua	2.2 dua	4.8 dua	6.4 dua	8.7 dua	14.6 dua

**A. Consistency with the Comprehensive Plan:** This amendment improves the Lakewood Comprehensive Plan's internal consistency and also improves consistency between the Plan and the City's CDBG, HOME, RSHP, COVID-19, and other housing programs and plans.

**B. Compatibility with development in the vicinity:** Not applicable. This amendment includes map and text amendments to the Comprehensive Plan to update its discussion regarding the City's housing programs that assist with providing affordable housing options and a range of housing types. Any specific development applications will be reviewed and regulated per the Lakewood Comprehensive Plan policies and Lakewood Municipal Code.

**C. Transportation impacts and mitigation:** Not applicable. This amendment includes map and text amendments to the Comprehensive Plan to update its discussion regarding the City's housing programs that assist with providing affordable housing options and a range of housing types. Any specific development applications will be reviewed and regulated per the Lakewood Comprehensive Plan policies and Lakewood Municipal Code.

**D. Public Service impacts and mitigation:** Not applicable. This amendment includes map and text amendments to the Comprehensive Plan to update its discussion regarding the City's housing programs that assist with providing affordable housing options and a range of housing types. Any specific development applications will be reviewed and regulated per the Lakewood Comprehensive Plan policies and Lakewood Municipal Code.

**E. Public health, safety and general welfare impacts:** Not applicable. This amendment includes map and text amendments to the Comprehensive Plan to update its discussion regarding the City's housing programs that assist with providing affordable housing options and a range of housing types. Any specific development applications will be reviewed and regulated per the Lakewood Comprehensive Plan policies and Lakewood Municipal Code.

**F. Range of permitted uses:** Not applicable. This amendment includes map and text amendments to the Comprehensive Plan to update its discussion regarding the City's housing programs that assist with providing affordable housing options and a range of housing types. Any specific development applications will be reviewed and regulated per the Lakewood Comprehensive Plan policies and Lakewood Municipal Code.

**G. Change in circumstances:** This amendment reflects updates to state law, regulations, and policies and to improve consistency between the Plan and the City's CDBG, HOME, RSHP, COVID-19, and other housing programs and plans.

**H. Advantages vs. negative impacts:** This amendment includes map and text amendments to the Comprehensive Plan to update its discussion regarding the City's housing programs that assist with providing affordable housing options and a range of housing types. This amendment improves the Lakewood Comprehensive Plan's internal consistency and also improves consistency between the Plan and the City's CDBG, HOME, RSHP, COVID-19, and other housing programs and plans. There are no negative impacts.

**CEDD Recommendation: Approval**

**2021-05 Updates related to Western State Hospital (WSH) and Public and Semi-Public Institutional Uses**

Update Comprehensive Plan maps and text in relation to WSH Master Plan update and/or other updates as needed per state law.

**2021-05 Status:** At the time the City Council approved the 2021 Comprehensive Plan amendment cycle docket, it was anticipated that the WSH Master Plan update application would have been submitted to the City for review not later than December 31, 2020. However, the application has not yet been submitted, and therefore the drafting of amendments 2021-05 is not yet possible.

**CEDD Recommendation:** **Defer to 2022 Comprehensive Plan amendment cycle.**

## 2021-06 Updates to reflect adoption of the Downtown Subarea Plan and the Lakewood Station District Subarea (LSDS) Plan.

*Amendments are shown in underline/strikeout below. All other sections of the Comprehensive Plan remain unchanged.*

### 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 Downtown subarea, coterminous with the 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.

### 1.4.3 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)~~ Downtown Subarea.

The CBD-Downtown Subarea is the center of commercial and cultural activity for the city. It encompasses both the Lakewood Towne Center and Colonial Center. In 2018, the City adopted the Downtown Subarea Plan, Code and Planned Action to spur placemaking and significant redevelopment in the subarea, including planning for 2,257 housing units and 7,369 jobs. The Downtown Subarea Plan includes goals, policies and strategies to implement its vision; it is hereby incorporated by reference into the Comprehensive Plan. 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-Downtown subarea, 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 new pedestrian bridge connecting on the Lakewood Sounder Station to the neighborhood to the north was completed in 2013. In 2021, the City adopted the Lakewood Station District Subarea Plan, Code and Planned Action. Under the Plan, 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 providing residents with both rental and ownership opportunities in the center of this area will is be encouraged. 1,722 housing units and 1,276 jobs are planned for. The Lakewood Station District Subarea Plan includes goals, policies and strategies to implement its vision; it is hereby incorporated by reference into the Comprehensive Plan. There will be Sspecial emphasis placed on design to per the form-based code 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-realized in private and public developments 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.

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### 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 appropriate~~ 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

The Downtown Subarea is the primary retail, office, social, urban residential, and government center of the City. The complementary, interactive mixture of uses and urban design envisioned in the Downtown Subarea Plan 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 and its designation as a Regional Growth Center. 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 with several public destination places (Colonial Plaza and Central Park.)

### 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 Subarea 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. The Lakewood Station District Subarea Plan envisions new housing units and new employment, optimizing how people can work and live in and near the Corridor Commercial zone.

### 2.3.16 Lakewood Station District

The Lakewood Station District ~~will act as~~ is the multi-modal commuter hub of Lakewood and the southern terminus of Sound Transit's commuter rail service. The Lakewood Station District Subarea is a transit-oriented development cluster surrounding the Lakewood Station ~~preferred site, which is targeted for major urban growth~~. This ~~District-subarea~~ 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 missing middle and affordable 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's ~~Downtown CBD~~ has been designated as an urban center under the CWPP and, by extension, is a recognized ~~urban regional growth~~ 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 ~~subarea~~. High capacity transit is provided by the existing Pierce Transit Center in Lakewood Towne Center, with connections to the Sound Transit commuter rail at Lakewood Station and direct high occupancy vehicle (HOV) access to I-5 for bus service outside the center. Major public amenities will include improved pedestrian facilities such as design treatments, trails, and parks to be developed concurrent with implementation of the comprehensive plan. Policy language addressing designation of the urban center is located in Section 3.5 of this plan.

## 3.3 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 CBDDowntown, 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.

### 3.3.5 Lakewood Station District

**GOAL LU-25:** Promote the Lakewood Station Subarea 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 Subarea as a multi-modal commuter hub.

LU-25.2: Foster the Lakewood Station Subarea'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 Subarea to capitalize on growth and visibility associated with the commuter rail station.

LU-25.5: ~~Prepare-Implement the a sub-area plan for the~~ Lakewood Station District Subarea Plan.

## 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 GBD Downtown Subarea, Lakewood Station District Subarea, 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 and implementation 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 creating a recognizable Downtown, ~~City Hall construction, continued redevelopment of the Lakewood Mall into Lakewood Towne Center~~, development of transit oriented residential and retail/commercial projects around the ~~Sound Transit commuter rail~~ Lakewood Station station, and ~~the~~ preservation and creation of housing affordable to the City's residents ~~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 GBD Downtown and Lakewood Station District Subareas, which are presented separately.

### 4.3 Relationship Between Urban Design and Transportation

\* \* \*

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 Downtown 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.

### 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.

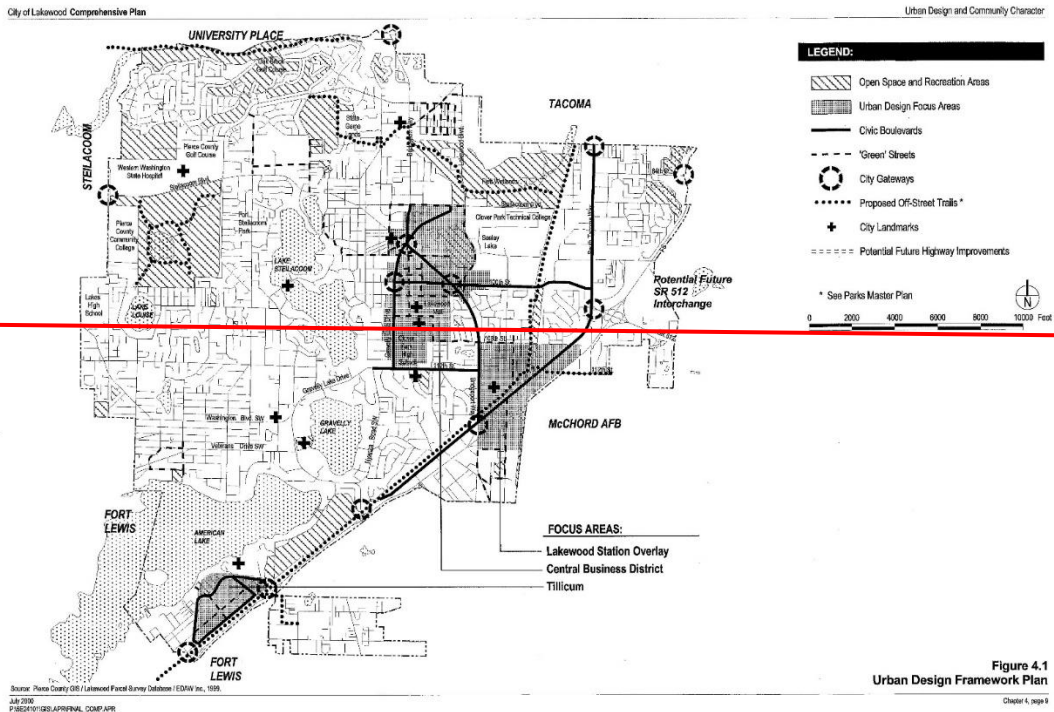
Landmarks: Landmarks are reference points in or outside the city. They help orient people and create the city's identity. Lakewood landmarks identified in this plan include:

- |                           |                          |
|---------------------------|--------------------------|
| • Colonial Center         | •• <u>Colonial Plaza</u> |
| • Flett House             | • Lakewood Mall          |
| • Boatman-Ainsworth House | • Lakewold Gardens       |
| • Settlers Cemetery       | • Lake Steilacoom Bridge |
| • Fort Steilacoom         | • City Hall*             |
| • Thornewood Manor House  | • 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 adoption of the Downtown and Lakewood Station District Subarea Plans.

***[NOTE – replace Figure 4.1 with an updated Urban Focus Area map depicting the Downtown and Lakewood Station District Subareas, the Tillicum Neighborhood, and the City Landmarks listed in Section 4.4 text.]***



## 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

In 2018, the City adopted the Downtown Subarea Plan, Development Code and SEPA Planned Action, realizing Aa major goal of this Comprehensive Plan is to create a downtown in the Urban Center where CBD zoning is largely applied, redeveloping with 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.

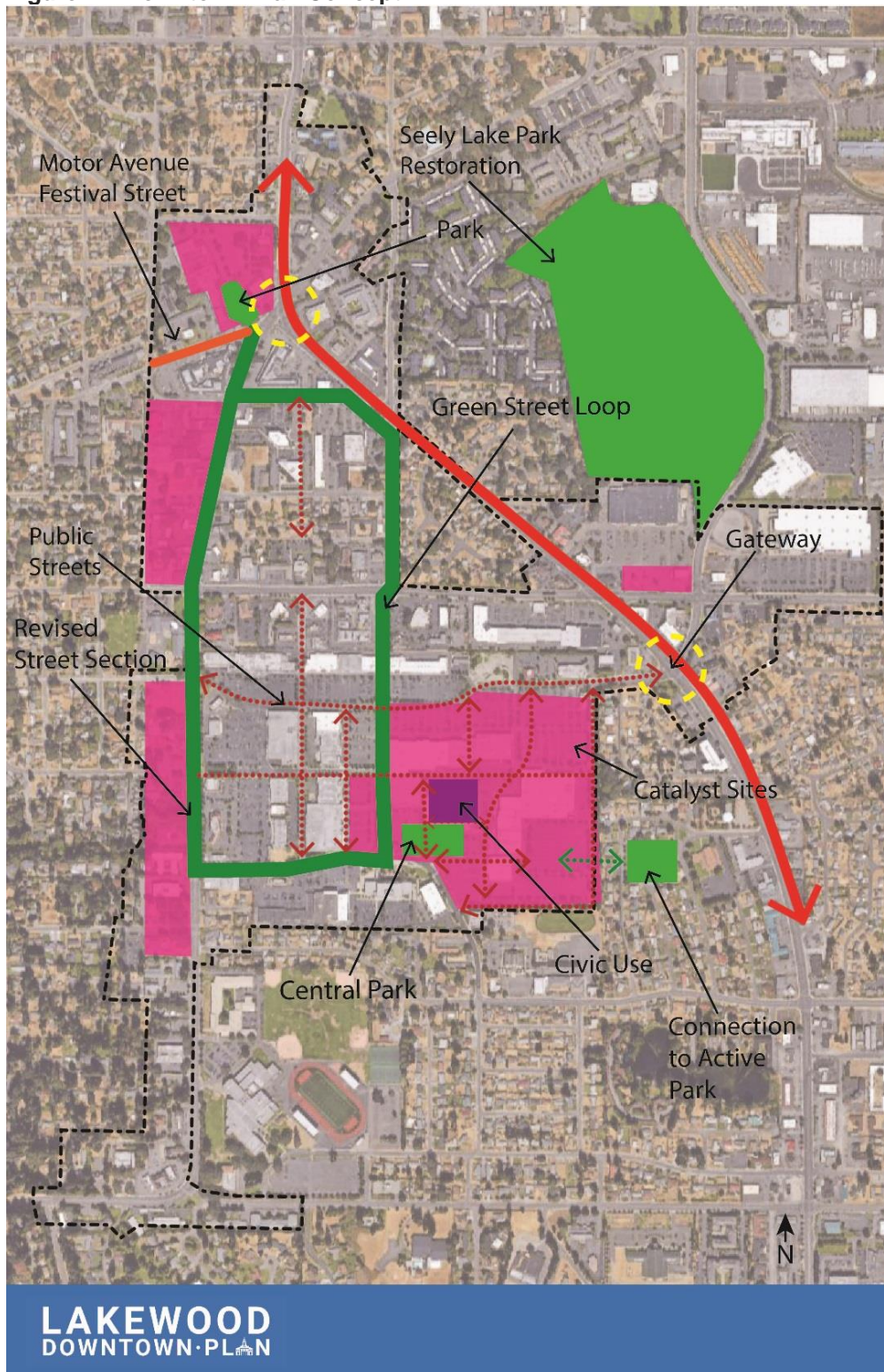
To create a downtown atmosphere, a number of land use and infrastructure changes will be needed are identified in the Downtown Subarea plan, including:

- **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~~Colonial Plaza:** ~~In 2019, t~~The City ~~intends to move forward with~~~~completed~~ ~~creating the~~ Colonial Plaza, a festival ~~street space~~ along Motor Avenue consistent with the adopted ~~concept~~ Downtown Subarea pPlan. ~~The plan that~~ 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



Framework, 2018

#### 4.5.2 Lakewood Station District

Development Completion 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 has ~~defined~~ 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 since 2000.

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~~ could improve the visual quality and public safety of the area around the station.

The City adopted the Lakewood Station District Subarea (LSDS) Plan, Development Code and Planned Action in 2021, which are hereby incorporated into the Comprehensive Plan. Springbrook was not included in the subarea boundaries due to I-5 being a significant physical barrier, and the subarea was extended further northeast than originally drawn to include the 512 park & ride. Points of interest within the Subarea include the Sounder Station, the planned multi-phased mixed use development termed Lakewood Landing, the St. Clare Hospital complex, the SR-512 park-and-ride, Pacific Highway and Bridgeport Way commercial areas, and a residential area. The LSDS was mostly built out pre-incorporation, so the focus is on redevelopment.

Since there are few environmental constraints, and with its proximity to I-5 and the Sounder regional commuter rail, the LSDS is an ideal place to realize a transit-oriented higher density affordable and “missing middle” housing types and a variety of employment centers. The LSDS Vision statement reads:

The Lakewood Station District is a multi-modal commuter hub of Lakewood and the southern terminus of Sound Transit’s commuter rail service. The Lakewood Station District provides an amenity-rich, transit-oriented development node surrounding the Lakewood Station.

This District offers a mixture of intensive land uses and activities supportive of direct regional transportation access via the Lakewood commuter rail station and I-5.

The District implements development standards to foster a high quality, pedestrian-oriented urban environment including incentives to encourage a dense mix of commercial and medical office, regional and local retail, services and hospitality, and high-density residential uses offering ownership and rental housing opportunities, all supported by direct regional transportation access.

The LSDS Plan keeps parcels zoned as already identified in the Comprehensive Plan. By adopting a hybrid form-based code that will assist with higher density residential and commercial redevelopment over time, the planned new residential capacity is 1,172 dwellings and the planned employment capacity is 1,276 jobs.

<u>Zone</u>	<u>Sum of Res. Units</u>	<u>Total Acres</u>	<u>Density Achieved</u>	<u>Max Density</u>	<u>% of Max Density Achieved</u>
<u>Multifamily 3: 2020</u>	<u>475</u>	<u>40.9</u>	<u>11.6</u>	<u>54</u>	<u>21%</u>
<u>Planned MF 3: 2035</u>	<u>1,502</u>	<u>40.9</u>	<u>36.7</u>	<u>54</u>	<u>68%</u>

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 planned land-use and urban design changes in the Lakewood Station District Subarea 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:

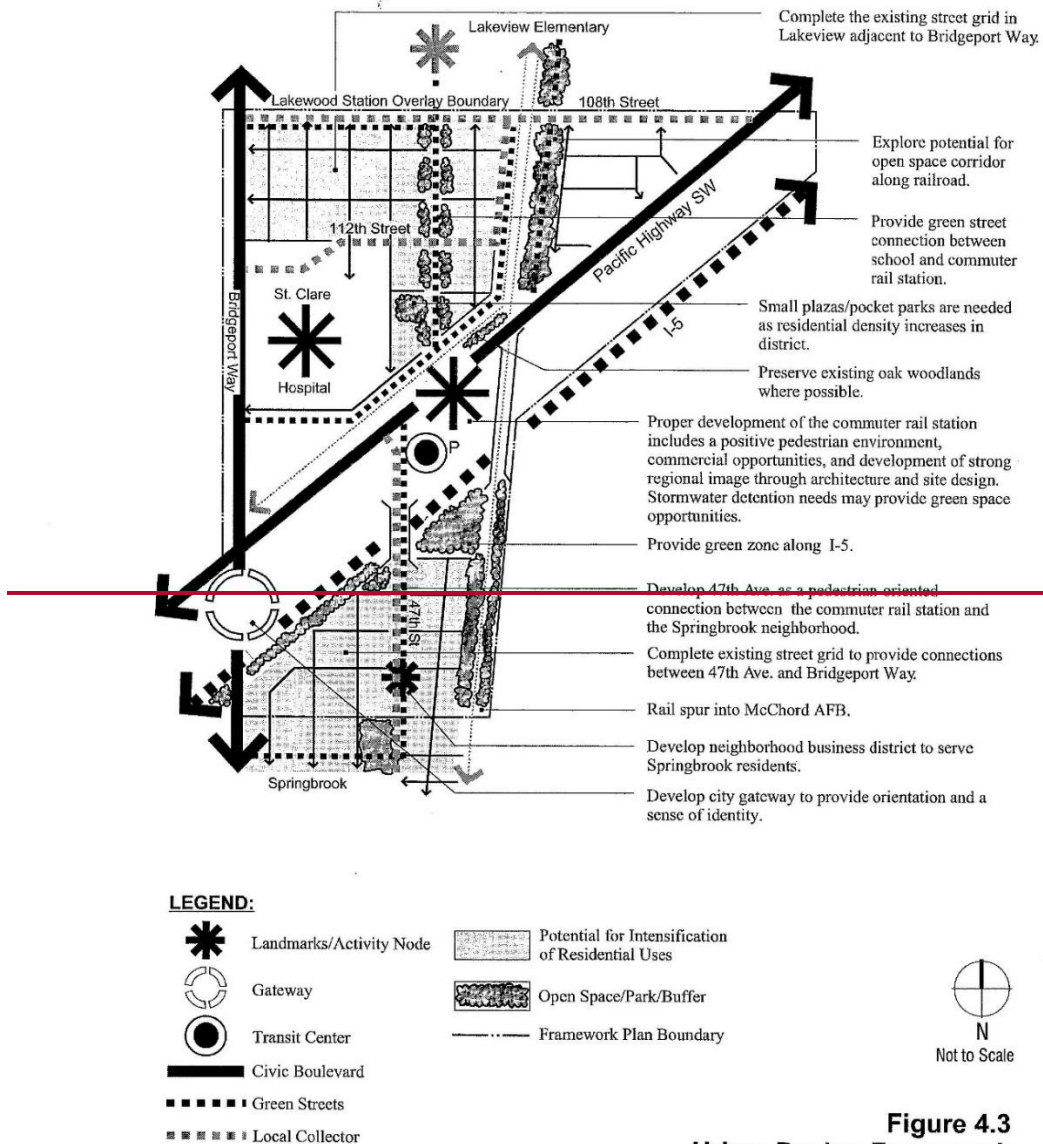
Landmarks/Activity Nodes: The Bridgeport Way intersection with I-5, arguably the most important and visible access point into the city, would be redeveloped and landscaped into a graceful entrance on both sides of Pacific Highway Southwest. The commuter rail station and related architecture, including 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.





**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



BERK, 2020

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

Policies:

- UD-8.1: ~~Develop-Implement the Downtown Subarea~~ ~~sub-area plan for the entire CBD area~~, paying attention to the integration of Lakewood Towne Center with the remainder of the ~~CBD subarea~~.
- 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 Downtown~~ overall.
- UD-8.4: Maintain a pedestrian-orientation in building, site, and street design and development in the ~~CBD Downtown~~.
- UD-8.5: Promote urban amenities throughout the ~~CBD Downtown~~ 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 ~~d~~District to the commuter rail station.
- UD-9.2: Identify the opportunities for additional public/semi-public green space in the Lakewood Station ~~D~~district. (see Policy LU25.3 regarding bonus densities).
- UD-9.3: Improve identified civic boulevards, gateways, and green streets within the Lakewood Station ~~D~~ 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-Implement the Lakewood Station District Subarea (LSDS) Plan~~ ~~a sub-area plan to serve as the framework plan for developing the Lakewood Station district~~. Incorporate site and architectural design measures to coordinate consistency of private and public development.

### 5.2.7 Retail & Lodging Development

~~Lakewood Towne Center~~The Downtown 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 is has potential for major redevelopment, particularly at the City's entrance.

In 2008/2009, the City conducted both a hotel study and market analysis on Pacific Highway from 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~~continues to be a focus for redevelopment by the City.

#### 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~~Downtown. 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.

### ☉ 5.4 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.
- Construction of Colonial Plaza to create a public festival site in the Downtown.
- Adoption of the Lakewood Station District Subarea Plan in 2021.

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

- 1) the ~~Central Business District~~Downtown Subarea;
- 2) the South Tacoma Way & Pacific Highway Corridors;
- 3) Springbrook;
- 4) Tillicum/Woodbrook;
- 5) ~~Lakeview (Lakewood Station District);~~The Lakewood Station District Subarea 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~~Downtown 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~~Downtown as a place to live, shop, and do business.

ED-5.10: Encourage mixed use developments within the ~~Central Business District~~Downtown 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.

**GOAL T-16:** Foster the evolution of a ~~central business district~~Downtown that is compact and walkable and not ~~defined by large expanses of parking lots.~~

Policies:

T-16.1: Implement the Downtown Subarea Plan through the Downtown Subarea Code and Planned Action. Conduct periodic reviews of Downtown development to verify the Plan's success.

T-16.2: Consider maximum parking requirements for higher density areas to encourage alternative transportation modes.

T-16.32: Confine the location of parking areas to the rear of properties to increase pedestrian safety and minimize visual impact.

T-16.43: 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-16.54: Encourage the use of structured or underground parking to use land more efficiently.

T-16.65: Focus investments in downtown central business areas by promoting joint- and mixed use development and integrating shared-use parking practices.

T-16.76: Incorporate regional ~~T~~ransportation ~~2040~~ guidelines into planning for centers and high-capacity transportation station areas.

**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~~Downtown Subarea and the I-5 Corridor (Pacific Highway SW and South Tacoma Way).

### 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 and implement redevelopment and subarea plans for the Lakewood Station District Subarea, Springbrook, the ~~CBD~~Downtown, 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 and update as required the City's Shoreline Master Program (adopted 20194) consistent with GMA and the state Shoreline Management Act (SMA), 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~~11.3.11 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~~11.3.12 Continue with redevelopment efforts in Tillicum and the preparation of development regulations and design standards as described in the Tillicum Neighborhood Plan originally adopted in June 2011 and updated thereafter.
- ~~11.3.14~~11.3.13 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.

## Transportation Implementation Strategies

- Implement the pedestrian improvements included in the Downtown Subarea and Lakewood Station District Subarea Plans.~~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.



## **2021-06 CEDD REVIEW**

**Housing Capacity Analysis:** The housing capacity analyses for the Downtown Subarea Plan, Code and Planned Action (Downtown package) and the Lakewood Station Subarea Plan, Code and Planned Action (LSDS package) were performed as part of the consideration and adoption of each of the packages. The Downtown package plans for 2,257 housing units; the LSDS package plans for 1,722 housing units.

**A. Consistency with the Comprehensive Plan:** This amendment creates more internal consistency within the Comprehensive Plan by updating relevant sections to recognize the 2018 adoption of the Downtown Subarea Plan and 2021 adoption of the Lakewood Station District Subarea Plan.

**B. Compatibility with development in the vicinity:** Not applicable. This amendment includes map and text amendments to the Comprehensive Plan to recognize the City's adoption of two subarea plans, development codes, and planned actions. Any specific development applications will be reviewed and regulated per the Lakewood Comprehensive Plan policies and Lakewood Municipal Code.

**C. Transportation impacts and mitigation:** Not applicable. This amendment includes map and text amendments to the Comprehensive Plan to recognize the City's adoption of two subarea plans, development codes, and planned actions. Any specific development applications will be reviewed and regulated per the Lakewood Comprehensive Plan policies and Lakewood Municipal Code.

**D. Public Service impacts and mitigation:** Not applicable. This amendment includes map and text amendments to the Comprehensive Plan to recognize the City's adoption of two subarea plans, development codes, and planned actions. Any specific development applications will be reviewed and regulated per the Lakewood Comprehensive Plan policies and Lakewood Municipal Code.

**E. Public health, safety and general welfare impacts:** Not applicable. This amendment includes map and text amendments to the Comprehensive Plan to recognize the City's adoption of two subarea plans, development codes, and planned actions. Any specific development applications will be reviewed and regulated per the Lakewood Comprehensive Plan policies and Lakewood Municipal Code.

**F. Range of permitted uses:** Not applicable. This amendment includes map and text amendments to the Comprehensive Plan to recognize the City's adoption of two subarea plans, development codes, and planned actions. Any specific development applications will be reviewed and regulated per the Lakewood Comprehensive Plan policies and Lakewood Municipal Code.

**G. Change in circumstances:** The amendment is timely due to the 2018 and 2021 adoption, respectively, of the Downtown and Lakewood Station District Subarea Plans. Text and maps in the Comprehensive Plan are outdated and need to be made consistent with the subarea plans.

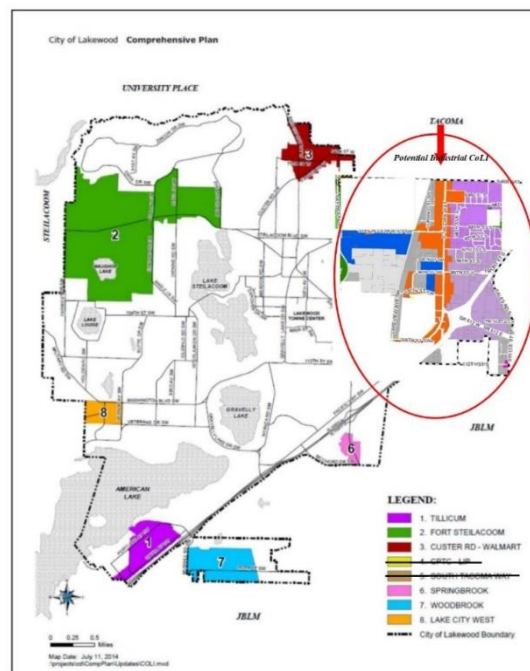
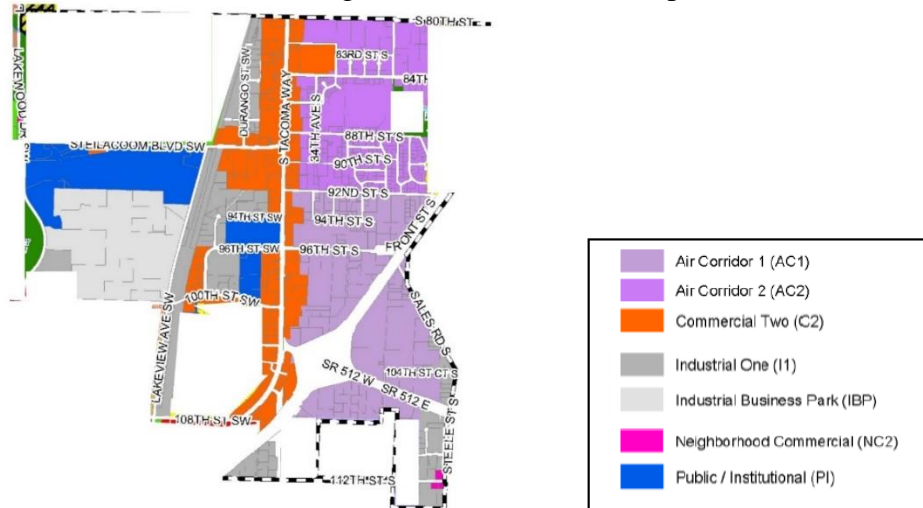
**H. Advantages vs. negative impacts:** There are no negative impacts from this amendment. The positive impacts relate to improving internal consistency among the City's various planning documents.

**CEDD Recommendation: Approval**

**2021-07 Updates related to establishing a new industrial Center of Local Importance (CoLI) and removing existing CoLIs 4 (Industrial Business Park/Clover Park Technical College) and 5 (South Tacoma Way.)**

Update Comprehensive Plan maps and text to remove current CoLIs 4 and 5 and create a new industrial CoLI recognized at the Countywide level in order to spur economic development and also qualify for new transportation funding to support the industrial development within the new CoLI boundaries. (*Maps of the proposed CoLI are included below.*)

[Sections 1.7, 2.1, 2.5, Goal T-2, Figures 2.3 – 2.11, and Chapter 5]



**2021-07 Status:** Proposed amendment 2021-07 would establish a new industrial Center of Local Importance (CoLI) and removing existing CoLIs 4 (Industrial Business Park/Clover Park Technical College) and 5 (South Tacoma Way.) Following its adoption into the Lakewood Comprehensive Plan, the City would seek to secure recognition of the Industrial CoLI at the Countywide level in order to spur economic development and also qualify for new transportation funding to support the industrial development within the new CoLI boundaries.

At the time the City Council approved the 2021 Comprehensive Plan amendment package to include 2021-07, it was anticipated that the City could secure EDA grant funds to develop the new CoLI text, maps and planning analysis. However, EDA funds were exhausted before this project was submitted. As a result, the CED would not be able to pursue adoption of this amendment in the 2021 cycle.

The CED had begun pursuing two potential funding sources for 2021-07 with the intention of recommending that the amendment be deferred until the 2022 Comprehensive Plan amendment cycle:

- **Port of Tacoma Local Economic Development Investment Fund.** This fund is designed to assist non-profit organizations and municipal agencies with eligible economic development projects in Pierce County.
- **CERB Planning Study Grant.** CERB provides limited grant funding for studies to evaluate high-priority economic development projects, and rural broadband projects. When considering planning grants, the Board gives priority to projects that could result in a type of project eligible for CERB construction funds.

**City Council action:** On February 16, 2021 the City Council voted to remove proposed amendment 2021-07 from the 2021 Comprehensive Plan amendment cycle via Resolution 2021-02 with no direction to move it to the 2022 cycle.

As a result, this amendment will not be pursued in future amendment cycles unless and until the City Council directs that it be.

**2021-08 Updates to Comprehensive Plan text and policies and rezoning certain parcels (2200000172, 2200000173, 2200000192, and potentially others) near the Berkeley interchange in Tillicum from Residential 3 (R3) to Neighborhood Commercial 2 (NC2) and rezoning certain other nearby parcels (zones and parcels to be identified later) to provide logical transitions between densities and uses. Review existing Center of Local Importance (CoLI) 1 (Tillicum) purpose and boundaries for potential amendment.**

**City Council action per Resolution 2021-02:** On February 16, 2021, the City Council directed that Tillicum parcels 0219212116, 0219212056, 0219212017, and 0219212063 be added to the proposed amendment in order to consider redesignating the parcels from Residential 3 (R3) to Mixed Residential (MR) and rezoning from Single Family (SF) to Mixed Residential 2 (MR2.)

**UPDATED AMENDMENT 2021-08 PER COUNCIL ACTION AND ANALYSIS OF AFFECTED AREAS:**

**I. Parcels in Proximity to Berkeley Interchange – Redesignate/rezone parcels 2200000172, -173, -192, -193, -210, -240, -250, -260, -270, -941, -942, and -950 from Single Family (SF)/Residential 3 (R3) to Neighborhood Business District (NBD)/Neighborhood Commercial 2 (NC2.)**

**II. Parcels included within pending Habitat for Humanity Project – Redesignate/rezone parcels 0219212116, -017, -056, and -063 from Single Family (SF)/Residential 3 (R3) to Mixed Residential (MR)/Mixed Residential 2 (MR2.)**

**III. Conduct review of the 2011 Tillicum Neighborhood Plan, the Tillicum Center of Local Importance (CoLI), and the text in Comprehensive Plan Sections 1.5, 2.5.1 and 4.5.3 and Goal LU-52, with appropriate public outreach and participation, for potential updates and amendments as part of the 2022 or 2023 Comprehensive Plan amendment cycle.**

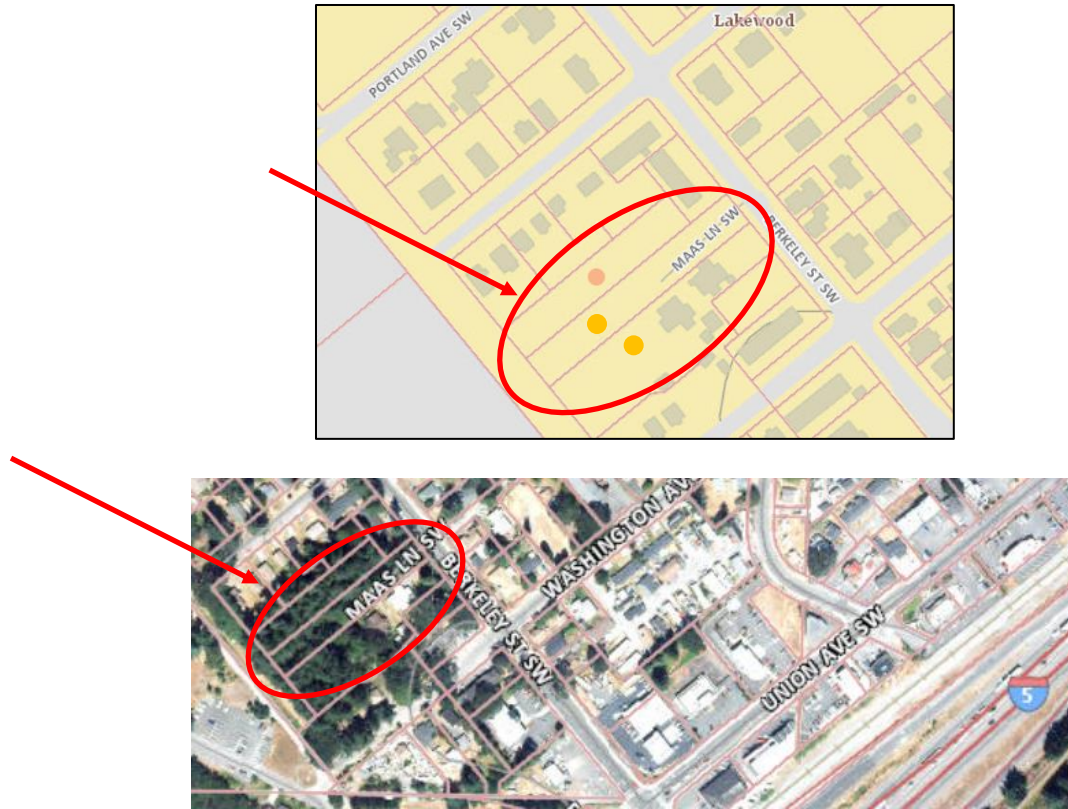
**ANALYSIS:**

**I. Parcels in proximity to Berkeley Interchange:**

The original private application included within this amendment was to redesignate and rezone three parcels near the Berkeley/I-5 interchange in Tillicum (numbered 2200000172, 2200000173, and 2200000192) from Single Family (SF)/Residential 3 (R3) to Neighborhood Business District (NDB)/Neighborhood Commercial 2 (NC2.) *The impetus for the requested rezone was the improvements to the I-5 corridor and replacement of the Berkeley interchange near JBLM, and how the new interchange would influence the desire for some commercial uses in close proximity to it.*

*A similar private application was submitted as part of the 2019 Comprehensive Plan amendment cycle but was not adopted due in large part to the status of the I-5 interchange construction at the time. The applicant inquired of the City whether to submit an application for the 2020 cycle, but ultimately did not do so.*

The maps below highlight the three parcels identified for rezoning in the private application:



Figures 1-5 included below depict the complete reconstruction of the I-5 interchange at Berkeley Street SW adjacent to Tillicum. The new Berkeley Street interchange will feature signalized intersections and will be grade separated from the railroad. A new roundabout will be built at the intersection of Berkeley Street and Union Avenue to help facilitate traffic flow through the area. Construction began at the Berkeley Street interchange in October 2018. Final traffic configuration and completion of the project is during summer 2021.

**Figure 1 – Berkeley/I-5 Intersection Prior to Reconstruction**





**Figure 2 – NEW Berkeley St./I-5 Intersection (2018 depiction)**



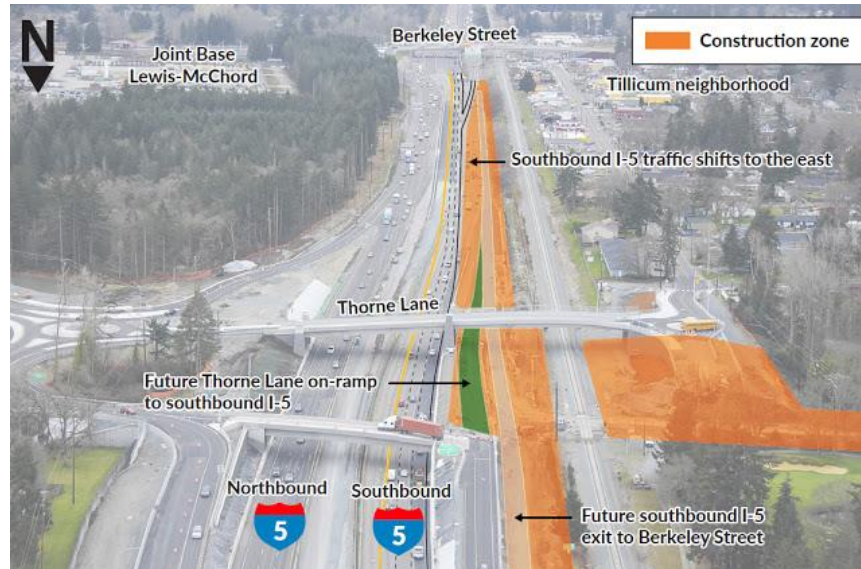
**Figure 3 – Enlarged Depiction of Intersection in Tillicum (2018)**



**Figure 4 – Two-Dimensional View Berkeley St/I-5 Intersection**



**Figure 5 – March 2021 WSDOT Depiction of Berkeley Street SW and Thorne Lane Interchanges and Southbound Exits**



A new permanent shared exit on southbound I-5 will open to travelers going to Thorne Lane and Berkeley Street in summer 2021. The barrier that is being built will eventually separate mainline I-5 traffic from those taking the exit. Anyone traveling to the Tillicum and Woodbrook neighborhoods will be using this shared exit.

In 2019, the City did not approve the application to rezone parcels in Tillicum because it was premature; it was unknown what the final configuration of the Berkeley St. SW interchange would be, nor when it would actually be completed. Now that the configuration of the interchange is known and construction is nearly complete, it is possible for the City to more accurately analyze how specific parcels and the nearby area will be affected by it.

*The Tillicum area community has planned for redevelopment for many years. The 2011 Tillicum Neighborhood Plan, which has been incorporated into the City's Comprehensive Plan by reference, refers to a 1980 planning process.*

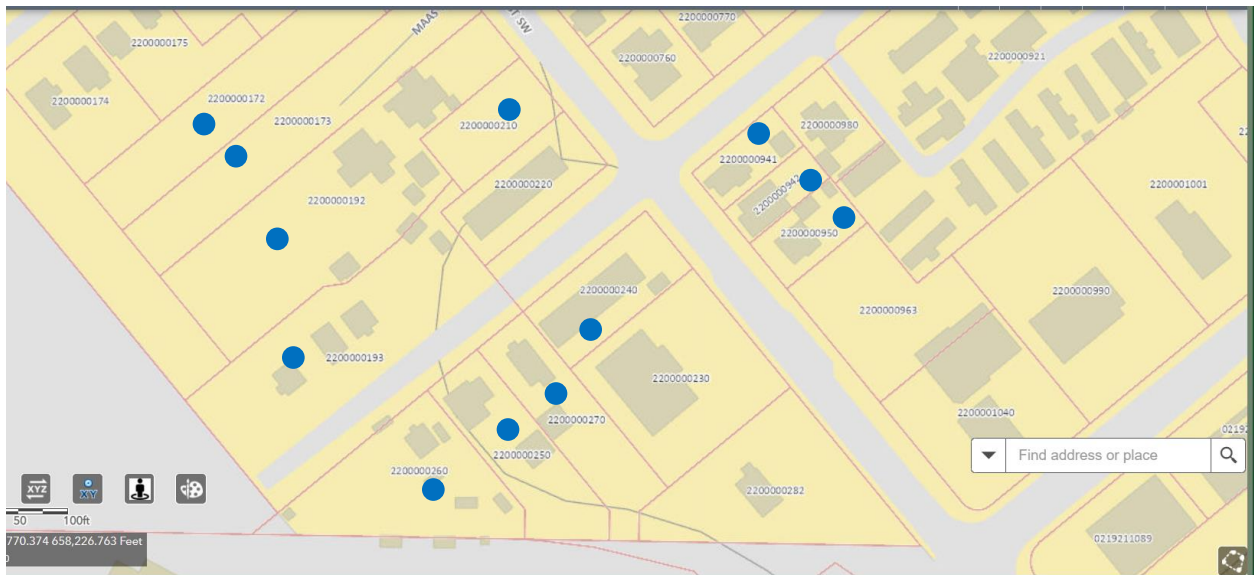
The City's Comprehensive Plan anticipates and encourages increased economic development activity in Tillicum, identified as an isolated area of the City. Comprehensive Plan Policy LU-51.1 states that the City should "[p]rovide for commercial and service uses for the daily needs of the residents within the [Tillicum] neighborhood." In addition, Comprehensive Plan Section 4.5.2 states in part:

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.



*The private application included three parcels. However, given the layout of parcels in close proximity to the new Berkeley St SW interchange, it makes sense to consider rezoning several other parcels as well to establish a logical land use pattern. Several maps are included below.*

To help implement Comprehensive Plan Policy 51.1 and manifest the opportunity for Tillicum to evolve mentioned in Section 4.5.2, the nine parcels with the yellow and blue dots below in addition to those submitted by a private applicant for consideration could be redesignated and rezoned from Single Family (SF)/Residential 3 (R3) zoning to Neighborhood Business District (NBD)/Neighborhood Commercial 2 (NC2.)



*The table below compares the uses allowed in the current R3 and requested NC2 zones:*

Type of Use	Use	R3 (4.8 dua)	NC2 (35 dua)
Commercial and Industrial	Accessory commercial	-	P
	Accessory Industrial	-	-
	Accessory retail or services	-	P
	Artisan shop	-	P
	Auto and vehicle sales/rental	-	C
	Auto parts sales	-	P
	Bank, financial services	-	P
	Brewery – production	-	C
	Building and landscape materials sales	-	P
	Building contractor, light	-	-
	Building contractor, heavy	-	-
	Business support service	-	P
	Catering service	-	P
	Cemetery, mausoleum, columbarium	-	-
	Club, lodge, private meeting hall	C	P
	Commercial recreation facility – indoor	-	P
	Commercial recreation facility – outdoor	-	-
	Community center	-	P
	Construction/heavy equipment sales and rental	-	-
	Convenience store	-	P
	Equipment rental	-	P
	Flex Space	-	-
	Fuel dealer	-	-
	Furniture/fixtures manufacturing, cabinet shop	-	-
	Furniture, furnishings, appliance/ equipment store	-	P
	Gas station	-	P
	General retail	-	P
	Golf course, country club	-	-
	Grocery store, large	-	P
	Grocery store, small	-	P
	Handcraft industries, small-scale manufacturing	-	P
	Health/fitness facility, commercial	-	P
	Health/fitness facility, quasi-public	-	-
	Kennel, animal boarding B(3)	-	C
	Laboratory – Medical/Analytical	-	P
	Laundry, dry cleaning plant	-	-
	Library, museum	-	P
	Live/work and work/live units	-	C
	Maintenance service, client site services	-	-
	Manufacturing, Assembling and Packaging - Light	-	-
	Manufacturing, Assembling and Packaging - Medium	-	-
	Manufacturing, Assembling and Packaging - Heavy	-	-

	Metal Products Fabrication, Machine and Welding – American Direct	-	-
	Medical Services - Lab		P
	Mixed use	-	P
	Mobile home, RV, and boat sales	-	-
	Mortuary, funeral homes and parlors	-	P
	Motion Picture Production Studios	-	-
	Office – business services	-	P
	Office – processing	-	C
	Office – professional	-	P
	Outdoor storage	-	-
	Pawn Brokers and Second Hand Dealers	-	-
	Personal services	-	P
	Personal services – restricted	-	-
	Petroleum product storage and distribution	-	-
	Places of assembly	P	P
	Printing and publishing	-	P
	Produce stand	-	P
	Recycling facility – processing facility	-	-
	Repair service - equipment, large appliances	-	-
	Research and development	-	-
	Recycling Facility - Scrap and dismantling yards	-	-
	Second hand store	-	-
	Shelter, animal B(3), B(4)	-	P
	Shopping center	-	P
	Social service organization	-	C
	Solid waste transfer station	-	C
	Small craft distillery	-	P
	Sports and active recreation facility	-	-
	Storage - personal storage facility	-	-
	Studio - art, dance, martial arts, music, etc.	-	P
	Swap meet	-	-
	Theater, auditorium	-	P
	Veterinary clinic B(3)	-	P
	Vehicle services – major repair/body work	-	C
	Vehicle services – minor maintenance/repair	-	P
	Vehicle storage	-	-
	Warehouse	-	-
	Warehouse retail	-	-
	Wholesaling and distribution	-	-
	Wildlife preserve or sanctuary	-	-
	Wine production facility	-	-
<b>Eating and Drinking Establishments</b>	Bar/tavern	-	-
	Brewery - brew pub	-	P
	Microbrewery	-	P

	Mobile food vending facility	-	P
	Night club	-	C
	Restaurant, café, coffee shop – counter ordering	-	P
	Restaurant, café, coffee shop –drive-through services	-	C
	Restaurant, café, coffee shop –table service	-	P
	Restaurant, café, coffee shop – outdoor dining	-	P
	Restaurant, café, coffee shop – serving alcohol	-	P
	Tasting room	-	P
	Vendor stand	-	P
<b>Health and Social Services</b>	Day care center in existing and new schools	-	-
	Day care center in existing or new churches	C	C
	Day care center providing care for children and/or adult relatives of owners or renters of dwelling units located on the same site	-	C
	Day care center providing care for children and/or adult relatives of employees of a separate business establishment located on the same site B(2), B(3)	-	-
	Day care center, independent	-	P
	Human service agency offices	-	P
	Medical service - clinic, urgent care	-	P
	Medical service - doctor office	-	P
	Medical service – hospital	-	-
	Medical service - integrated medical health center	-	P
	Medical service – lab	-	P
	Pharmacy	-	P
	Preschool/nursery school	C	P
<b>Lodging</b>	Bed and breakfast guest houses	C	-
	Hostels	-	-
	Hotels and motels	-	-
	Short term vacation rentals	P	P
<b>Residential Uses</b>	Accessory caretaker's unit	-	P
	Accessory dwelling unit	P	-
	Babysitting care	P	P
	Boarding house	C	-
	Cottage housing	P	-
	Co-housing (dormitories, fraternities and sororities)	-	P
	Detached single family	P	-
	Two family residential, attached or detached dwelling units	-	P
	Three family residential, attached or detached dwelling units	-	-
	Multifamily, four or more residential units	-	P
	Mixed use	-	P
	Family daycare	P	P
	Home agriculture	P	-
	Home occupation	P	-
	Mobile home parks	C	-

	Mobile and/or manufactured homes, in mobile/manufactured home parks	C	P
	Residential accessory building	P	P
	Rooms for the use of domestic employees of the owner, lessee, or occupant of the primary dwelling	-	-
	Small craft distillery	P	P
	Specialized senior housing	-	P
	Accessory residential uses	P	P
<b>Special Needs Housing</b>	Assisted Living Facility	-	P
	Confidential Shelter	P	P
	Continuing Care Retirement Community	-	P
	Enhanced Services Facility	-	C
	Hospice Care Center	C	-
	Nursing Home	-	P
	Type 1 Group Home – Adult Family Home	P	P
	Type 2 Group Home, Level 1	P	P
	Type 2 Group Home, Level 2	C	-
	Type 2 Group Home, Level 3	-	C
	Type 3 Group Home, Level 1	-	C
	Type 3 Group Home, Level 2	-	C
	Type 3 Group Home, Level 3	-	C
	Type 4 Group Home	-	-
	Type 5 Group Home	-	C



## **II. Parcels included within pending Habitat for Humanity Project**

Parcels 0219212116, -017, -056 and -063 within Tillicum comprise the land for a pending Habitat for Humanity (HfH) project. This City-requested portion of amendment 2021-08 would redesignate and rezone these parcels from SF/R3 to MR/MR2 zoning.

On October 19, 2020, the City Council approved Motion 2020-53 authorizing the City Manager to execute a HOME Investment Partnership Program (HOME) agreement with Tacoma-Pierce County Habitat for Humanity (HfH) in the amount of \$600,000 for the acquisition and redevelopment of nine (9) new affordable housing units for low income homebuyers. Additional funding in the amount of \$40,000 was also approved to be used by city staff for direct project administrative costs associated with HOME program compliance. Total funding for this project is \$640,000. HfH must finish the project by mid-December 2024 per terms on the acquisition funds from HOME.

When the Council approved funding, reports mentioned that Comprehensive Plan and Zoning Map amendments would be required. However, HfH missed submitting an application for the 2021 Comprehensive Plan Amendment Docket because one of the parcels was in foreclosure; thus, HfH did not have possession of title. At the time, it was recommended that the amendment be included in the 2021 Comprehensive Plan/Zoning Amendment Docket, but was inadvertently left out.

This HfH project includes parcels that are part of a dangerous building abatement process ongoing over the past decade, and helps clean up and stabilize the neighborhood. The project also increases density to allow for nine new affordable housing units. It is part of the longstanding partnership between the City and HfH to bring new affordable units to the City's residents.



Of relevance to this application is the increasing value of land in the region. Potential delays could increase costs and impact current financing.

### ***III. Review and updates to City's Planning for the Tillicum Neighborhood***

*The 2011 Tillicum Neighborhood Plan is now ten years old. The City's current Comprehensive Plan identifies Tillicum as a Center of Local Importance (CoLI) and reaffirms the 2011 Neighborhood Plan at Sections 1.5 and 2.5.1 (discussing the Tillicum Center of Local Importance) and in Goal LU-52:*

#### **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:

\* \* \*

- Sub-area, corridor, and gateway plans for specific portions of Lakewood. Sub-area plans have been prepared for Tillicum and the Woodbrook Industrial Park;

-

#### **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;

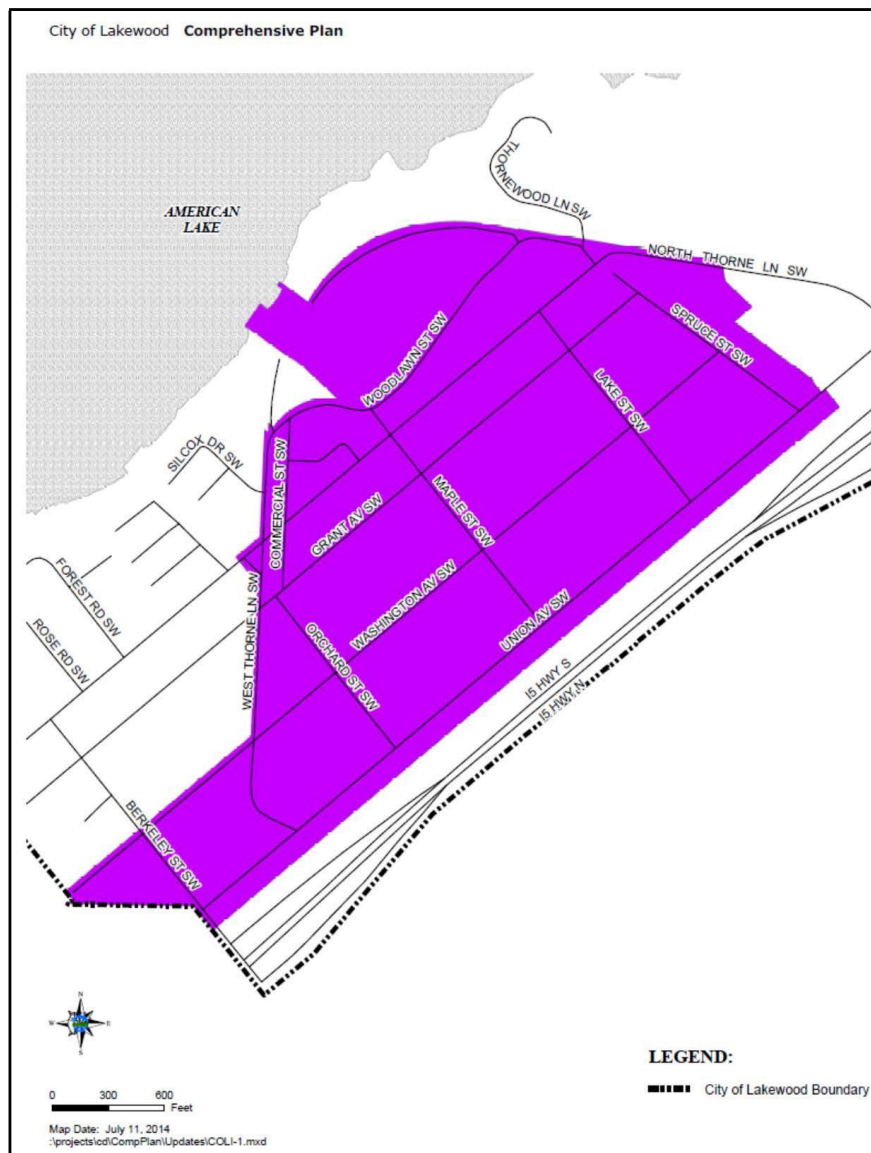
§ Recreational facilities including Harry Todd Park, Bills Boathouse Marina, the Commencement Bay Rowing Club, and a WDFW boat launch facility that attracts boaters from around the region;

§ 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.

Tillicum Center of Local Importance (CoLI) Map:



**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.

*Lakewood Comprehensive Plan Section 4.5.2 discusses Tillicum in more depth and Figure 4.4 depicts a Tillicum Urban Design Framework:*

#### **4.5.2 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.

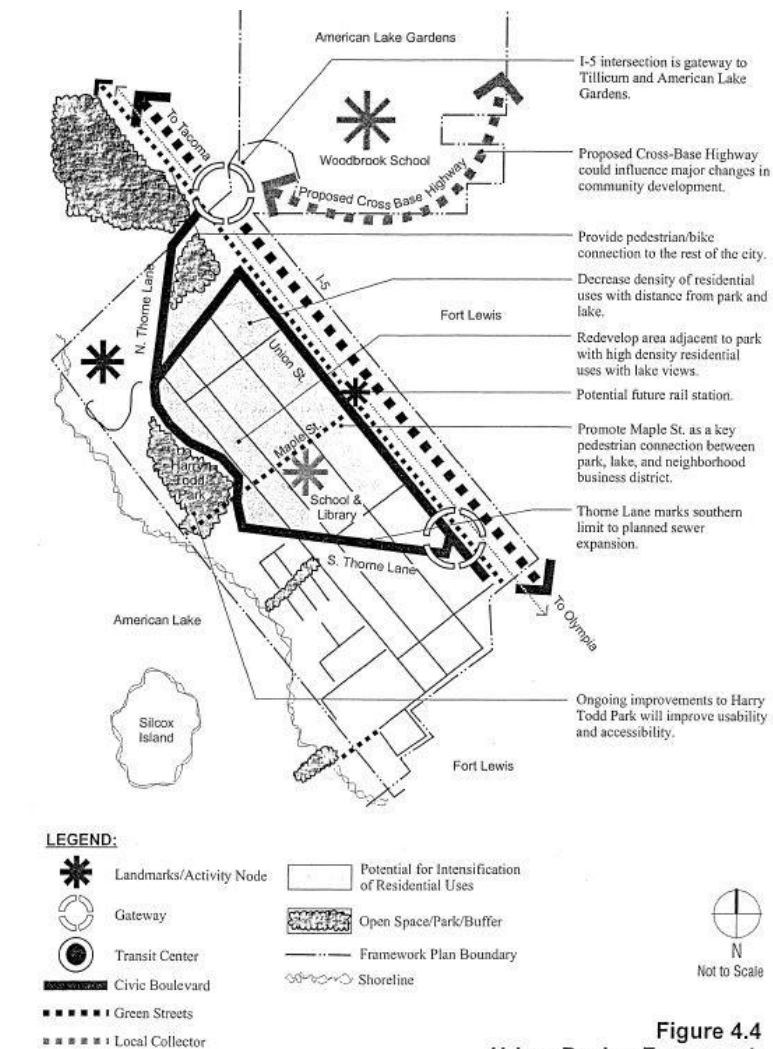
The urban design framework plan for Tillicum is shown in Figure 4.4. Some of the specific urban design actions which could be undertaken in Tillicum include:

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.

*Given changes in circumstances since they were drafted, including City actions already taken to implement them and regardless of the current application to rezone any parcels in Tillicum, certain sections and concepts in the 2011 Tillicum Neighborhood Plan, the text in Comprehensive Plan Sections 1.5, 2.5.1 and 4.5.3, the text of Goal LU-52, and the Urban Design Framework of Figure 4.4 are outdated and in need of a rewrite with public outreach and input. The Tillicum Center of Local Importance (CoLI) boundaries should be reviewed concurrently and updated if necessary.*

*It is recommended that the review described above be conducted with public participation (particularly for the Neighborhood Plan), and any identified amendments to the relevant documents be considered as part of the 2022 or 2023 Comprehensive Plan amendment cycle.*

### **2021-08 CED REVIEW**

#### **Housing Capacity Analysis:**

Rezoning parcels 2200000172, -173, -192, -193, -210, -240, -250, -260, -270, -941, -942, and -950 from Single Family (SF)/Residential 3 (R3) to Neighborhood Business District (NBD)/Neighborhood Commercial 2 (NC2) would result in a loss of the potential for 12 detached single family housing units. While NC2 does not allow single family detached units, it does allow for two family, multifamily, and mixed use development (among other uses.) The R3 zone has a density of 4.8 dua; NC2 has a density of 35 dua. The housing capacity on these parcels thus increases from a total of 22 units to 172 units, for an increase of 150 units.

<b>Parcel</b>	<b>Acreage</b>	<b>Units under R3 (4.8 dua)</b>	<b>Units under NC2 (35 dua)</b>
2200000172	0.475	2	16
2200000173	0.579	2	20
2200000192	0.964	4	33
2200000193	1.058	5	37
2200000210	0.209	1	7
2200000240	0.275	1	9
2200000250	0.351	1	12
2200000260	0.463	2	16
2200000270	0.340	1	11
2200000941	0.121	1	4
2200000942	0.101	1	3
2200000950	0.142	1	4
<b>TOTAL UNITS</b>		<b>22</b>	<b>172</b>

Rezoning parcels 0219212116, -017, -056 and -063 from Single Family (SF)/Residential 3 (R3) to Mixed Residential (MR)/Mixed Residential 2 (MR2) would result in an increase in housing unit capacity. MR 2 allows outright for detached single family and attached or detached two family, and conditionally allows attached or detached three family development (among other uses.) The R3 zone has a density of 4.8 dua; MR 2 has a density of 14.6 dua. The housing capacity on these parcels thus increases from a total of 5 units to 12 units, for an increase of 7 units.

<b>Parcel</b>	<b>Acreage</b>	<b>Units under R3 (4.8 dua)</b>	<b>Units under MR 2 (14.6 dua)</b>
0219212116	0.450	2	6

0219212117	0.287	1	4
0219212056	0.112	1	1
0219212063	0.131	1	1
<b>TOTAL UNITS</b>		<b>5</b>	<b>12</b>

If approved, there would be a combined increase of 157 units in housing capacity.

**A. Consistency with the Comprehensive Plan:** This amendment is consistent with the *2011 Tillicum Neighborhood Plan and the text in Comprehensive Plan Sections 1.5, 2.5.1 and 4.5.3, and Goal LU-52 related to Tillicum. It is also consistent with Plan Sections 1.4.2, 3.2.2, 3.2.3, Policies LU-2.16, LU-2.20 and LU-2.21, and Goal PS-18.*

**B. Compatibility with development in the vicinity:** This amendment is consistent with the recent reconstruction of the I-5 Berkeley St SW interchange. It is also consistent with the existing residential and commercial development in the vicinity.

**C. Transportation impacts and mitigation:** This is a text and map amendment; specific development applications will be reviewed and regulated for compliance with City code requirements, and impacts will be mitigated.

**D. Public Service impacts and mitigation:** This is a text and map amendment; specific development applications will be reviewed and regulated for compliance with City code requirements, and impacts will be mitigated.

**E. Public health, safety and general welfare impacts:** This is a text and map amendment; specific development applications will be reviewed and regulated for compliance with City code requirements, and impacts will be mitigated.

**F. Range of permitted uses:** The range of permitted uses would be expanded from those permitted in the Lakewood R3 zone to those permitted in the NC2 and MR2 zones as listed in LMC Chapter 18A.40.

**G. Change in circumstances:** The pending completion of the I-5 Berkeley Street SW interchange is resulting in a change of appropriate use for the parcels in proximity to it. The pending Habitat for Humanity project will not be possible without the rezoning of the relevant parcels considered in this amendment.

**H. Advantages vs. negative impacts:** This is a text and map amendment; specific development applications will be reviewed, regulated and mitigated per City code requirements. The updates to City planning documents regarding the Tillicum neighborhood will result in a more accurate recognition of development and City actions in the area as well as provide an improved planning framework for development in the future.

**CEDD Recommendation of Updated 2021-08: Approval**

**2021-09 Text amendments to Comprehensive Plan Goal LU-18 (LU-18.5) related to highest and best uses of commercial lands.**

*Additions and deletions are included below in underline/strikeout.*

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

LU-18.5: Work to reinvigorate economically blighted areas in Lakewood ~~by establishing Community Renewal Areas with associated renewal plans.~~

**2021-09 CED REVIEW**

**Housing Capacity Analysis:** The proposed amendment results in no change to the City's housing capacity.

**A. Consistency with the Comprehensive Plan:** The internal consistency of the Comprehensive Plan would increase with the adoption of this proposed amendment. The City no longer is using Community Renewal Areas in its planning.

**B. Compatibility with development in the vicinity:** Not applicable. This text amendment will not affect development in the City.

**C. Transportation impacts and mitigation:** Not applicable. This text amendment will not affect transportation in the City.

**D. Public Service impacts and mitigation:** Not applicable. This text amendment will not affect public services in the City.

**E. Public health, safety and general welfare impacts:** Not applicable. This text amendment will not affect public health, safety or general welfare in the City.

**F. Range of permitted uses:** Not applicable. This text amendment will not affect permitted uses in the City.

**G. Change in circumstances:** The City no longer is using Community Renewal Areas in its planning.

**H. Advantages vs. negative impacts:** There would be no negative impacts from this text amendment. The internal consistency of the Comprehensive Plan would increase with the adoption of this proposed amendment. The City no longer is using Community Renewal Areas in its planning.

**CEDD Recommendation: Approval.**

**2021-10 Text amendments to LMC Chapter 18A.40 expanding the list of water supply related facilities (water wells, culverts, water tanks) and sewer or pumping station facilities in the Lakewood development code.**

*Additions and deletions to LMC Title 18A are included below in underline/strikeout.*

**18A.40.150 Utilities**

A. Utilities Land Use Table. See LMC 18A.10.120 (D) for the purpose and applicability of zoning districts.

	<u>Zoning Classifications</u>																						
	R 1	R 2	R 3	R 4	MR 1	MR 2	MF 1	MF 2	MF 3	AR C	NC 1	NC 2	TO C	CB D	C 1	C 2	C 3	IB P	I 1	I 2	I 3	OSR 1	OSR 2
Electrical distribution lines, pipes, and support poles, transformers, and related facilities, not including substations <u>(B)(1)*</u>	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P
<u>Electrical distribution substations (B)(2)</u>	C	C	C	C	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	C	C
Electrical transmission lines of 115 kV or less and support poles <u>(B)(3)</u>	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P
<u>Electric vehicle</u> battery charging stations <u>(B)(7)</u>	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	C	C
Natural gas or <u>fuels related</u> conveyance facilities; <u>includes gas compressor stations</u>	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	<del>P</del> <u>C</u>	<del>P</del> <u>C</u>
Potable water conveyance facilities <u>(B)(5)</u>	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	C	C
Potable water storage facilities	C	C	C	C	C	C	C	C	C	C	C	C	C	C	C	C	C	C	C	C	C	C	C
Storm water collection and conveyance	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P



	<u>Zoning Classifications</u>																						
	R 1	R 2	R 3	R 4	MR 1	MR 2	MF 1	MF 2	MF 3	AR C	NC 1	NC 2	TO C	CB D	C 1	C 2	C 3	IB P	I 1	I 2	P I	OSR 1	OSR 2
facilities; includes levees and culverts																							
Storm water detention/retention facilities	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P
Telecommunications earth receiving stations (satellite dishes) (B)(4)	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	C	C
Telecommunications lines, pipes, support poles and related facilities, not including earth receiving stations, personal wireless service, transmission/receiving/relay facilities, or switching facilities (B)(1)	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P
Telecommunications switching facilities	C	C	C	C	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	C	C
Telecommunications transmission/receiving/relay facilities (B)(2)	C	C	C	C	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	C	C
Water purification and filtration activities	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P
Waste water conveyance facilities; includes pumping and/or lift stations (B)(5)	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	C	C
Water supply wells and pumping stations	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	C	C
Wireless service facilities (WSFs) (B)(6)	C	C	C	C	C	C	C	C	C	P	P	P	P	P	P	P	P	P	P	P	P	C	C

P: Permitted Use C: Conditional Use “–” Not allowed. \*Numbers in parentheses reference use-specific development and operating conditions under subsection (B) of this section.

## **2021-10 CED REVIEW**

**Housing Capacity Analysis:** This amendment does not affect Lakewood's housing capacity.

**A. Consistency with the Comprehensive Plan:** This amendment increases consistency between the Comprehensive Plan and the City's development code by including various water and wastewater supply related facilities within the code and clarifying where they are allowed outright or conditionally.

**B. Compatibility with development in the vicinity:** Not applicable. This is a text amendment to the municipal code.

**C. Transportation impacts and mitigation:** Not applicable. This is a text amendment to the municipal code.

**D. Public Service impacts and mitigation:** Not applicable. This is a text amendment to the municipal code.

**E. Public health, safety and general welfare impacts:** This improves public health outcomes by permitting water and wastewater facilities within the municipal code. This was an oversight when the comprehensive update of LMC Title 18A was recently adopted.

**F. Range of permitted uses:** Not applicable. This is a text amendment to the municipal code.

**G. Change in circumstances:** This corrects an oversight that occurred when the comprehensive update of LMC Title 18A was recently adopted.

**H. Advantages vs. negative impacts:** This amendment does not have negative impacts – its advantages are to recognize and permit outright needed water and waste water facilities within the city's municipal code.

**CEDD Recommendation: Approval**

**2021-11 Text and Map amendments regarding Transitory Accommodations in response to 2020 ESSB 1754, adding “Religious Organizations; Hosting of the Homeless” to the Comprehensive Plan and LMC Title 18A.**

*New text is underlined and deleted text is shown in strikethrough. The remainder of the Comprehensive Plan is unchanged.*

- 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~~ Continuum of Care and its current Plan to End homelessness in Pierce County.

*New text is underlined and deleted text is shown in strikethrough. The remainder of LMC Title 18A is unchanged.*

**18A.10.180**

“Transitory accommodations” means tents, sheds, huts, cabins, trailers or other enclosures which are not permanently attached to the ground, may be easily erected and dismantled, and are intended for temporary occupancy, usually for recreational or humanitarian purposes.

**18A.20.080 Review authorities.**

<b>KEY:</b>	
Appeal	= Body to whom appeal may be filed
Director	= Community and Economic Development Director
PC	= Planning Commission
HE	= Hearing Examiner
CC	= City Council
R	= Recommendation to Higher Review Authority
D	= Decision
O	= Appeal Hearing (Open Record)
C	= Appeal Hearing (Closed Record)
N	= No
Y	= Yes

The following table describes development permits, the public notice requirements, and the final decision and appeal authorities. See LMC 18A.20.400 et seq. for appeals. When separate applications are consolidated at the applicant’s request, the final decision shall be rendered by the highest authority designated for any part of the consolidated application.

Applications	Public Notice of Application	Director	HE	PC	CC
<b>TYPE I ADMINISTRATIVE</b>					
Accessory building	N	D	O/Appeal	N	N
Accessory dwelling unit	N	D	O/Appeal	N	N
Administrative nonconforming determination	N	D	O/Appeal	N	N
Boundary line adjustment	N	D	O/Appeal	N	N
Business license	N	D	O/Appeal	N	N
Certificate of occupancy	N	D	O/Appeal	N	N
Commercial addition/remodel	N	D	O/Appeal	N	N
Demolition permit	N	D	O/Appeal	N	N
Design review	N	D	O/Appeal	N	N
Final subdivision plat (10 or more lots)	Y	D	O/Appeal	N	N
Home occupation permit			O/Appeal		
<u>Hosting the homeless by religious organizations</u>	<u>See RCW 35A.21.360</u>	<u>D</u>	<u>O/Appeal</u>	<u>N</u>	<u>N</u>
Land use permit – minor modification	N	D	O/Appeal	N	N
Manufactured/mobile home permit	N	D	O/Appeal	N	N
New commercial building permit	N	D	O/Appeal	N	N
New single-family building permit	N	D	O/Appeal	N	N
Pre-application conference permit	N	N	N	N	N
Preliminary and final short plats (creating 2 – 9 lots)	N	D	O/Appeal	N	N
Reasonable accommodation request	N	D	O/Appeal	N	N
Residential addition/remodel	N	D	O/Appeal	N	N
Shoreline exemption	N	D	O/Appeal	N	N
Sign permit	N	D	O/Appeal	N	N
Site development permit	N	D	O/Appeal	N	N
Small wireless facility permit	See Chapter 18A.95 LMC				
Temporary use permit	N	D	O/Appeal	N	N
Transfer of development rights	N/A (Program administered by Pierce County)				
Time extension or minor modification to a Type I permit	N	D	O/Appeal	N	N
Tree removal permit	N	D	O/Appeal	N	N
Zoning certification	N	D	O/Appeal	N	N
Zoning (map and/or text) interpretation or determination	N	D	O/Appeal	N	N
<b>TYPE II ADMINISTRATIVE</b>					
Binding site plan	Y	D	O/Appeal	N	N
Cottage housing	Y	D	O/Appeal	N	N
Environmental review (SEPA) – (SEPA Checklist and Threshold Determination)	Y	D	O/Appeal	N	N
Preliminary and final short plats (2 – 9 lots)	Y	D	O/Appeal	N	N
Shoreline conditional use permit	Y	D	O/Appeal	N	N
Shoreline substantial development permit	Y	D	O/Appeal	N	N
Shoreline variance permit	Y	D	O/Appeal	N	N
Time extension or minor modification to a Type II permit	Y	D	O/Appeal	N	N

Applications	Public Notice of Application	Director	HE	PC	CC
<del>Transitory accommodation permit</del>	<del>Y</del>	<del>D</del>	<del>O/Appeal</del>	<del>N</del>	<del>N</del>
TYPE III DISCRETIONARY					
Conditional use permit	Y	R	D	N	N
Land use permit – major modification	Y	R	D	N	N
Major modification to a Type III permit	Y	R	D	N	N
Planned development district	Y	R	D	N	N
Preliminary plat, long	Y	R	D	N	N
Public facilities master plan	Y	R	D	N	N
Shoreline conditional use permit when referred by the Shoreline Administrator	Y	R	D	N	N
Shoreline substantial development permit when referred by the Shoreline Administrator	Y	R	D	N	N
Shoreline variance when referred by the Shoreline Administrator	Y	R	D	N	N
Time extension to a Type III permit	Y	R	D	N	N
Unusual use(s) permit	Y	R	D	N	N
Variance	Y	R	D	N	N
Zoning Map amendment, site specific	Y	R	D	N	CC/ Appeal
TYPE IV OTHER					
Scrivener corrections to CPA map and/or CPA text	Y	R	N	N	D
TYPE V LEGISLATIVE					
Annexation	Y	R	N	R	D
Comprehensive Plan Map only amendment, Area Wide	Y	R	N	R	D
Comprehensive Plan Map only amendment, site specific	Y	R	N	R	D
Comprehensive Plan text only amendment	Y	R	N	R	D
Development agreement	Y	R	N	R	D
Shoreline Master Program amendment	Y	R	N	R	D
Zoning amendment – Text only	Y	R	N	R	D

**18A.20.310 Public notice framework.**

To inform the public of proposed project actions, the Department and applicants shall provide notice as identified in the table below. A vicinity map and basic site plan shall be included with any mailed notices. If a project is SEPA-exempt and no public hearing is required, notice of application as required by RCW 36.70B.110 will be limited to the type of notice described below.

<b>KEY:</b>	
NOA	= Notice of Application
CED	= Community and Economic Development Department
NOD	= Notice of Decision
PO-300	= Property owners within 300 feet of project site
PR	= Parties of record on file
SEPA	= State Environmental Policy Act
WAC	= Washington Administrative Code

<b>Process: Type I Administrative</b>			
<b>Application Type</b>	<b>Notice Types</b>	<b>When</b>	<b>Who gets Notices</b>
1. Accessory building; 2. Accessory dwelling unit; 3. Administrative nonconforming determination; 4. Business license; 5. Certificate of occupancy; 6. Commercial addition/remodel; 7. Conditional use permit – minor modification; 8. Demolition permit; 9. Design review; 10. Final subdivision plat (10 or more lots); 11. Home occupation permit;	NOD.	Within 90 calendar days after the City notifies the applicant that the application is complete.	1. Applicant; and 2. PR.
12. <u>Hosting the homeless by religious organizations;</u>	<u>See RCW 35A.21.360</u>	<u>See RCW 35A.21.360</u>	<u>See RCW 35A.21.360</u>
13. Housing incentives permit; 14. Landscape plan approval; 15. Land use approval; 16. Lot line adjustment; 17. Manufactured/mobile home permit; 18. New commercial permit; 19. New multifamily permit; 20. New single-family permit; 21. Pre-application permit; 22. Preliminary and final short plats (creating 2 – 9 lots); 23. Reasonable accommodation request; 24. Residential addition/remodel; 25. Senior housing overlay permit;	NOD.	Within 90 calendar days after the City notifies the applicant that the application is complete.	1. Applicant; and 2. PR.

<b>Process: Type I Administrative</b>			
<b>Application Type</b>	<b>Notice Types</b>	<b>When</b>	<b>Who gets Notices</b>
26. Shoreline exemption;			
27. Sign permit;			
28. Site development permit;			
29. Small cell wireless permit;			
30. Temporary use permit;			
31. Transfer of development rights;			
32. Tree retention plan;			
33. Time extension or minor modification to a Type I permit;			
34. Tree removal permit;			
35. Zoning certification;			
36. Zoning interpretations (map and/or text).			

## **Chapter 18A.30 Discretionary Permits**

### **Sections:**

- 18A.30.005 Definitions.
- Article I. Comprehensive Plan Amendment
  - 18A.30.010 Type of action.
  - 18A.30.020 Plan amendment procedures – Comprehensive plan.
  - 18A.30.030 Preliminary review and evaluation criteria – Comprehensive plan.
  - 18A.30.040 Council approval of final docket – Comprehensive plan.
  - 18A.30.050 Final review and evaluation – Comprehensive plan.
  - 18A.30.060 Decision criteria for rezone requests – Comprehensive plan.
  - 18A.30.070 Consistency between the zoning map and the future land use map – Comprehensive plan.
  - 18A.30.080 Planning Commission and City Council review and adoption process.
  - 18A.30.090 Timing and exemptions.
  - 18A.30.100 Notice to County Assessor of changes in comprehensive plan and development regulations.
- Article II. Conditional Use Permit
  - 18A.30.110 Purpose – Conditional use permit.
  - 18A.30.120 Type of action.
  - 18A.30.130 Criteria for approval.
  - 18A.30.140 Conditions of approval.
  - 18A.30.150 Minor modifications to approved conditional use permits.
  - 18A.30.160 Time frame for submission of construction permits.
  - 18A.30.170 SEPA-exempt conditional uses.
  - 18A.30.180 Compliance – Conditional use permit.
  - 18A.30.190 Transferability – Conditional use permit.



- 18A.30.200 Essential public facilities – Conditional use permit.
  - 18A.30.210 Special needs housing – Conditional use permit.
- Article III. Cottage Housing
  - 18A.30.220 Purpose – Cottage housing.
  - 18A.30.230 Applicability.
  - 18A.30.240 General provisions.
  - 18A.30.250 Development standards.
  - 18A.30.260 Open space.
  - 18A.30.270 Building design standards.
  - 18A.30.280 Parking.
  - 18A.30.290 Common area maintenance.
  - 18A.30.300 Low impact development standards.
  - 18A.30.310 Modifications.
- Article IV. Development Agreement
  - 18A.30.320 Authority.
  - 18A.30.330 Process type of action.
  - 18A.30.340 Content.
  - 18A.30.350 Application.
  - 18A.30.360 Timing of public hearings.
  - 18A.30.370 Notice.
  - 18A.30.380 Staff report.
  - 18A.30.390 Public hearing and City Council action.
  - 18A.30.400 Term of agreement.
- Article V. Land Use Review and Approval
  - 18A.30.410 Purpose – Land use review and approval.
  - 18A.30.420 Process type of action.
  - 18A.30.430 Applicability.
  - 18A.30.440 Delegation of authority.
  - 18A.30.450 Application – Content.
  - 18A.30.460 Application – Review process.
  - 18A.30.470 Site plan review log – Summary of action.
  - 18A.30.480 Notification.
  - 18A.30.490 Reconsideration in response to SEPA comments.
  - 18A.30.500 Amendments.
  - 18A.30.510 Dedication, improvements and performance bond.
  - 18A.30.520 Final approval – Expiration.
- Article VI. Planned Development
  - 18A.30.530 Purpose.
  - 18A.30.540 Application.

- 18A.30.550 Public hearing.
- 18A.30.560 Required findings.
- 18A.30.570 Action of Hearing Examiner.
- 18A.30.580 Minimum size.
- 18A.30.590 Permitted modifications.
- 18A.30.600 Permitted residential density and lot sizes.
- 18A.30.610 Required open space and recreation facilities.
- 18A.30.620 Multiple zoning districts.
- 18A.30.630 Phased development.
- Article VII. Rezone and Text Amendments
  - 18A.30.670 Authority.
  - 18A.30.680 Site-specific rezone procedures.
  - 18A.30.690 Collection of rezone applications.
  - 18A.30.695 Quasi-judicial rezone procedures.
  - 18A.30.695.10 Purpose.
  - 18A.30.695.20 Applicability.
  - 18A.30.695.30 Application requirements.
  - 18A.30.695.40 Public notice.
  - 18A.30.695.50 Review.
  - 18A.30.695.60 Burden of proof.
  - 18A.30.695.70 Examiner's authority.
  - 18A.30.695.80 Appeals.
  - 18A.30.695.90 Compliance with conditions.
- Article VIII. Temporary Use Permits
  - 18A.30.700 Purpose.
  - 18A.30.710 Permitted uses.
  - 18A.30.720 Exemptions.
  - 18A.30.730 Application and authorization.
  - 18A.30.740 Standards.
  - 18A.30.750 Criteria for granting approval.
  - 18A.30.760 Decision.

• ~~Article IX. Transitory Accommodations~~

- Article X. Variance
  - 18A.30.840 Purpose.
  - 18A.30.850 Process type of action.
  - 18A.30.860 Limitations.
  - 18A.30.870 Authority.
  - 18A.30.880 Required findings.
  - 18A.30.890 Additional conditions of approval.

- Article XI. Unusual Uses
  - 18A.30.900 Purpose.
  - 18A.30.960 Process type of action.

**18A.40.010 Purpose.**

The purpose of this chapter is to establish permitted land uses for the City of Lakewood. The use of a property is defined by the activity for which the building or lot is intended, designed, arranged, occupied, or maintained. The use is considered permanently established when that use will be or has been in continuous operation for a period exceeding 60 days, except that in no case shall a transitory accommodation, which may be allowed to operate continuously for a period of up to 90 days. A use which will operate for 60 days or less, and hosting the homeless by religious organizations, are considered temporary uses, and are subject to the requirements of LMC Chapter 18A.110, Part VII. All applicable requirements of this code, or other applicable state or federal requirements, shall govern a use located within the Lakewood city limits.

## **2021-11 CED REVIEW**

**Housing Capacity Analysis:** Transitory accommodations and hosting of the homeless by religious organizations are by definition temporary and will not add or delete housing capacity within the City of Lakewood.

**A. Consistency with the Comprehensive Plan:** Lakewood's Comprehensive Plan Housing Element and Public Services Element both include policies supporting provision of assistance to the homeless. See Comprehensive Plan Section 3.2.4, Goal LU-3, Policies 3.14 and 3.145 and Policy PS-18.4.

**B. Compatibility with development in the vicinity:** By complying with ESHB 1754 Chapter 223, Laws of 2020, with RCW 35A.21.360 (included below for reference) and by regulating activities under LMC Title18A as specific projects are applied for, reviewed and developed, the City of Lakewood's allowance of transitory accommodations is deemed compatible with development in the vicinity by state law.

**C. Transportation impacts and mitigation:** By complying with ESHB 1754 Chapter 223, Laws of 2020, with RCW 35A.21.360 and by regulating activities under LMC Title18A as specific projects are applied for, reviewed and developed, the City of Lakewood is deemed by state law to have addressed and mitigated any transportation impacts.

**D. Public Service impacts and mitigation:** By complying with ESHB 1754 Chapter 223, Laws of 2020, with RCW 35A.21.360 and by regulating activities under LMC Title18A as specific projects are applied for, reviewed and developed, the City of Lakewood is deemed by state law to have addressed and mitigated any public service impacts.

**E. Public health, safety and general welfare impacts:** By complying with ESHB 1754 Chapter 223, Laws of 2020, with RCW35A.21.360 and by regulating activities under LMC Title18A as specific projects are applied for, reviewed and developed, the City of Lakewood is deemed by state law to have addressed and mitigated any public health, safety and welfare impacts.

**F. Range of permitted uses:** "Transitory accommodations" means tents, sheds, huts, cabins, trailers or other enclosures which are not permanently attached to the ground, may be easily erected and dismantled, and are intended for temporary occupancy, usually for recreational or humanitarian purposes. RCW 35A.21.360, Hosting of the Homeless by Religious Organizations, defines "Outdoor encampment" as any temporary tent or structure encampment, or both.

By complying with ESHB 1754 Chapter 223, Laws of 2020, with RCW 35A.21.360 and by regulating activities under Title18A, the City of Lakewood is deemed by state law to have permitted a range of permitted uses compatible with the Growth Management Act, City Comprehensive Plan, and surrounding uses.

**G. Change in circumstances:** The State Legislature passed ESHB 1754 Chapter 223, Laws of 2020 as codified in RCW 35A.21.360; in addition, the Great Recession and impacts from

the COVID-19 pandemic have exacerbated the number of people experiencing homelessness and increased the need for temporary housing.

**H. Advantages vs. negative impacts:** By authorizing hosting of the homeless by religious organizations, the City of Lakewood is preparing for and providing needed housing options that will in turn minimize strain on social services, public safety services, and the residents and businesses of Lakewood.

**CEDD Recommendation: Approval.**

#### **RCW 35A.21.360**

#### **Hosting the homeless by religious organizations—When authorized—Requirements—Prohibitions on local actions.**

(1) A religious organization may host the homeless on property owned or controlled by the religious organization whether within buildings located on the property or elsewhere on the property outside of buildings.

(2) Except as provided in subsection (7) of this section, a code city may not enact an ordinance or regulation or take any other action that:

(a) Imposes conditions other than those necessary to protect public health and safety and that do not substantially burden the decisions or actions of a religious organization regarding the location of housing or shelter, such as an outdoor encampment, indoor overnight shelter, temporary small house on-site, or vehicle resident safe parking, for homeless persons on property owned or controlled by the religious organization;

(b) Requires a religious organization to obtain insurance pertaining to the liability of a municipality with respect to homeless persons housed on property owned by a religious organization or otherwise requires the religious organization to indemnify the municipality against such liability;

(c) Imposes permit fees in excess of the actual costs associated with the review and approval of permit applications. A code city has discretion to reduce or waive permit fees for a religious organization that is hosting the homeless;

(d) Specifically limits a religious organization's availability to host an outdoor encampment on its property or property controlled by the religious organization to fewer than six months during any calendar year. However, a code city may enact an ordinance or regulation that requires a separation of time of no more than three months between subsequent or established outdoor encampments at a particular site;

(e) Specifically limits a religious organization's outdoor encampment hosting term to fewer than four consecutive months;

(f) Limits the number of simultaneous religious organization outdoor encampment hostings within the same municipality during any given period of time. Simultaneous and adjacent hostings of outdoor encampments by religious organizations may be limited if located within one thousand feet of another outdoor encampment concurrently hosted by a religious organization;

(g) Limits a religious organization's availability to host safe parking efforts at its on-site parking lot, including limitations on any other congregationally sponsored uses and the parking available to support such uses during the hosting, except for limitations that are in

accord with the following criteria that would govern if enacted by local ordinance or memorandum of understanding between the host religious organization and the jurisdiction:

(i) No less than one space may be devoted to safe parking per ten on-site parking spaces;

(ii) Restroom access must be provided either within the buildings on the property or through use of portable facilities, with the provision for proper disposal of waste if recreational vehicles are hosted; and

(iii) Religious organizations providing spaces for safe parking must continue to abide by any existing on-site parking minimum requirement so that the provision of safe parking spaces does not reduce the total number of available parking spaces below the minimum number of spaces required by the code city, but a code city may enter into a memorandum of understanding with a religious organization that reduces the minimum number of on-site parking spaces required;

(h) Limits a religious organization's availability to host an indoor overnight shelter in spaces with at least two accessible exits due to lack of sprinklers or other fire-related concerns, except that:

(i) If a code city fire official finds that fire-related concerns associated with an indoor overnight shelter pose an imminent danger to persons within the shelter, the code city may take action to limit the religious organization's availability to host the indoor overnight shelter; and

(ii) A code city may require a host religious organization to enter into a memorandum of understanding for fire safety that includes local fire district inspections, an outline for appropriate emergency procedures, a determination of the most viable means to evacuate occupants from inside the host site with appropriate illuminated exit signage, panic bar exit doors, and a completed fire watch agreement indicating:

(A) Posted safe means of egress;

(B) Operable smoke detectors, carbon monoxide detectors as necessary, and fire extinguishers;

(C) A plan for monitors who spend the night awake and are familiar with emergency protocols, who have suitable communication devices, and who know how to contact the local fire department; or

(i) Limits a religious organization's ability to host temporary small houses on land owned or controlled by the religious organization, except for recommendations that are in accord with the following criteria:

(i) A renewable one-year duration agreed to by the host religious organization and local jurisdiction via a memorandum of understanding;

(ii) Maintaining a maximum unit square footage of one hundred twenty square feet, with units set at least six feet apart;

(iii) Electricity and heat, if provided, must be inspected by the local jurisdiction;

(iv) Space heaters, if provided, must be approved by the local fire authority;

(v) Doors and windows must be included and be lockable, with a recommendation that the managing agency and host religious organization also possess keys;

(vi) Each unit must have a fire extinguisher;

(vii) Adequate restrooms must be provided, including restrooms solely for families if present, along with handwashing and potable running water to be available if not provided within the individual units, including accommodating black water;

(viii) A recommendation for the host religious organization to partner with regional homeless service providers to develop pathways to permanent housing.

(3)(a) A code city may enact an ordinance or regulation or take any other action that requires a host religious organization and a distinct managing agency using the religious organization's property, owned or controlled by the religious organization, for hostings to include outdoor encampments, temporary small houses on-site, indoor overnight shelters, or vehicle resident safe parking to enter into a memorandum of understanding to protect the public health and safety of both the residents of the particular hosting and the residents of the code city.

(b) At a minimum, the agreement must include information regarding: The right of a resident in an outdoor encampment, vehicle resident safe parking, temporary small house on-site, or indoor overnight shelter to seek public health and safety assistance, the resident's ability to access social services on-site, and the resident's ability to directly interact with the host religious organization, including the ability to express any concerns regarding the managing agency to the religious organization; a written code of conduct agreed to by the managing agency, if any, host religious organization, and all volunteers working with residents of the outdoor encampment, temporary small house on-site, indoor overnight shelter, or vehicle resident safe parking; and when a publicly funded managing agency exists, the ability for the host religious organization to interact with residents of the outdoor encampment, indoor overnight shelter, temporary small house on-site, or vehicle resident safe parking using a release of information.

(4) If required to do so by a code city, any host religious organization performing any hosting of an outdoor encampment, vehicle resident safe parking, or indoor overnight shelter, or the host religious organization's managing agency, must ensure that the code city or local law enforcement agency has completed sex offender checks of all adult residents and guests. The host religious organization retains the authority to allow such offenders to remain on the property. A host religious organization or host religious organization's managing agency performing any hosting of vehicle resident safe parking must inform vehicle residents how to comply with laws regarding the legal status of vehicles and drivers, and provide a written code of conduct consistent with area standards.

(5) Any host religious organization performing any hosting of an outdoor encampment, vehicle resident safe parking, temporary small house on-site, or indoor overnight shelter, with a publicly funded managing agency, must work with the code city to utilize Washington's homeless client management information system, as provided for in RCW **43.185C.180**. When the religious organization does not partner with a managing agency, the religious organization is encouraged to partner with a local homeless services provider using the Washington homeless client managing information system. Any managing agency receiving any funding from local continuum of care programs must utilize the homeless client management information system. Temporary, overnight, extreme weather shelter provided in religious organization buildings does not need to meet this requirement.

(6) For the purposes of this section:

(a) "Managing agency" means an organization such as a religious organization or other organized entity that has the capacity to organize and manage a homeless outdoor encampment, temporary small houses on-site, indoor overnight shelter, and a vehicle resident safe parking program.

(b) "Outdoor encampment" means any temporary tent or structure encampment, or both.

(c) "Religious organization" means the federally protected practice of a recognized religious assembly, school, or institution that owns or controls real property.

(d) "Temporary" means not affixed to land permanently and not using underground utilities.

(7)(a) Subsection (2) of this section does not affect a code city policy, ordinance, memorandum of understanding, or applicable consent decree that regulates religious organizations' hosting of the homeless if such policies, ordinances, memoranda of understanding, or consent decrees:

(i) Exist prior to June 11, 2020;

(ii) Do not categorically prohibit the hosting of the homeless by religious organizations; and

(iii) Have not been previously ruled by a court to violate the religious land use and institutionalized persons act, 42 U.S.C. Sec. 2000cc.

(b) If such policies, ordinances, memoranda of understanding, and consent decrees are amended after June 11, 2020, those amendments are not affected by subsection (2) of this section if those amendments satisfy (a)(ii) and (iii) of this subsection.

(8) An appointed or elected public official, public employee, or public agency as defined in RCW **4.24.470** is immune from civil liability for (a) damages arising from the permitting decisions for a temporary encampment for the homeless as provided in this section and (b) any conduct or unlawful activity that may occur as a result of the temporary encampment for the homeless as provided in this section.

(9) A religious organization hosting outdoor encampments, vehicle resident safe parking, or indoor overnight shelters for the homeless that receives funds from any government agency may not refuse to host any resident or prospective resident because of age, sex, marital status, sexual orientation, race, creed, color, national origin, honorably discharged veteran or military status, or the presence of any sensory, mental, or physical disability or the use of a trained dog guide or service animal by a person with a disability, as these terms are defined in RCW **49.60.040**.

(10)(a) Prior to the opening of an outdoor encampment, indoor overnight shelter, temporary small house on-site, or vehicle resident safe parking, a religious organization hosting the homeless on property owned or controlled by the religious organization must host a meeting open to the public for the purpose of providing a forum for discussion of related neighborhood concerns, unless the use is in response to a declared emergency. The religious organization must provide written notice of the meeting to the code city legislative authority at least one week if possible but no later than ninety-six hours prior to the meeting. The notice must specify the time, place, and purpose of the meeting.

(b) A code city must provide community notice of the meeting described in (a) of this subsection by taking at least two of the following actions at any time prior to the time of the meeting:

(i) Delivering to each local newspaper of general circulation and local radio or television station that has on file with the governing body a written request to be notified of special meetings;

(ii) Posting on the code city's web site. A code city is not required to post a special meeting notice on its web site if it: (A) Does not have a web site; (B) employs fewer than ten



full-time equivalent employees; or (C) does not employ personnel whose duty, as defined by a job description or existing contract, is to maintain or update the web site;

(iii) Prominently displaying, on signage at least two feet in height and two feet in width, one or more meeting notices that can be placed on or adjacent to the main arterials in proximity to the location of the meeting; or

(iv) Prominently displaying the notice at the meeting site.

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<sup>i</sup> Oliver Milman, “US generates more electricity from renewables than coal for first time ever,” Guardian, October 2018, <https://www.theguardian.com/environment/2019/jun/26/energy-renewable-electricity-coal-power>, accessed October 2018.

<sup>ii</sup> David Weston, “Offshore wind and batteries LCOE falling sharply,” March 2019, <https://www.windpowermonthly.com/article/1580195/offshore-wind-batteries-lcoe-falling-sharply>, accessed October 2018.

<sup>iii</sup> Ibid.

<sup>iv</sup> U.S. Energy Information Administration, Monthly Energy Review, October 2019, <https://www.eia.gov/totalenergy/data/monthly>, accessed October 2019.

<sup>v</sup> Bloomberg New Energy Finance, “Corporations Already Purchased Record Clean Energy Volumes in 2018, and It’s Not an Anomaly,” August 2019, <https://about.bnef.com/blog/corporations-already-purchased-record-clean-energy-volumes-2018-not-anomaly>, accessed October 2019.

<sup>vii</sup> Preparing for Climate Change, A Guidebook for Local, Regional, and State Government. Center for Science in the Earth System. Joint Institute for the Study of the Atmosphere and Ocean, University of Washington, and King County, Washington, 2007, pages 38, 39.

<sup>viii</sup> University School of Washington, Tacoma, School of Urban Studies, Lakewood, WA Commute Patterns; <https://www.tacoma.uw.edu/urban-studies/lakewood-wa-commute>

<sup>ix</sup> Nature Climate Change; Current and future global climate impacts resulting from COVID-19. <https://doi.org/10.1038/s41588-020-0883-o>

<sup>x</sup> COVID-19 Multimodal Transportation System Performance Dashboard; <https://www.wsdot.wa.gov/about/covid-19-transportation-report/>.

<sup>xi</sup> Washington State Electric Utility Fuel Mix Disclosure Reports For Calendar Year 2015; <https://www.commerce.wa.gov/wp-content/uploads/2020/04/Energy-Fuel-Mix-Disclosure-2015.pdf>

<sup>xii</sup> Washington State Electric Utility Fuel Mix Disclosure Reports For Calendar Year 2019; <https://www.commerce.wa.gov/wp-content/uploads/2020/04/Energy-Fuel-Mix-Disclosure-2018.pdf>