



# LAKEWOOD DOWNTOWN·PLAN



CITY COUNCIL APPROVED OCTOBER 2018

Prepared by: BERK  
ESA  
Fehr & Peers  
Framework  
KPG  
Seth Harry &  
Associates

## **VISION STATEMENT**

Our vision for downtown is that it is seen as the heart of Lakewood. Downtown is where people go to do fun things, see friends and neighbors, eat good food, and experience the cultural diversity of the City. Downtown brings a strong sense of pride for the community by celebrating all things Lakewood and bringing a strong sense of identity to the City and its people. Downtown is best experienced by walking or biking and is safe, inviting, accessible, and connected. Downtown has a mix of retail, restaurant, employment, and housing options that are cohesively and well-designed, and support civic life and a strong economy.

## **GUIDING PRINCIPLES**

Development and land uses, public investments, and ongoing programs and maintenance activities ensure that Downtown is:

- » The heart of the community and civic life
- » Where all modes of travel are possible
- » Designed for people to walk and bike
- » Designed to be accessible by all ages and abilities
- » Safe and welcoming
- » Livable and affordable
- » Where people of all ages go to do fun things, indoor and outdoor
- » Rich with cultural diversity
- » Sustainable and connected to nature
- » Part of a thriving local economy and offering entrepreneurial opportunities
- » A source of pride and identity for Lakewood
- » Where people live, work, meet, play, shop, and eat

# City Council Approved Lakewood Downtown Plan

City of Lakewood | October 2018

Prepared by: BERK, ESA, Framework, Fehr & Peers, KPG, and Seth Harry & Associates

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## Introduction

A major goal of the City of Lakewood is to create a Downtown focused in the Central Business District (CBD) zone, redeveloping it into a rich urban area with civic amenities, walkable streets, and a mix of uses including housing, entertainment, restaurants, and retail. See Figure 1. Downtown Lakewood has significant economic and cultural assets to build upon and some challenges to overcome. To help attain this ambitious goal for Downtown Lakewood, the City of Lakewood has commissioned this Lakewood Downtown Plan, considered a subarea plan under the Growth Management Act.

This Downtown Plan honors past planning efforts, and weaves in fresh ideas from extensive outreach efforts in fall 2017. This plan describes a vision, land use and design, gathering places, and action strategies that will help bring about desired change and development. This plan will be implemented by new design-oriented zoning standards. A proposed Planned Action Ordinance will streamline environmental review.

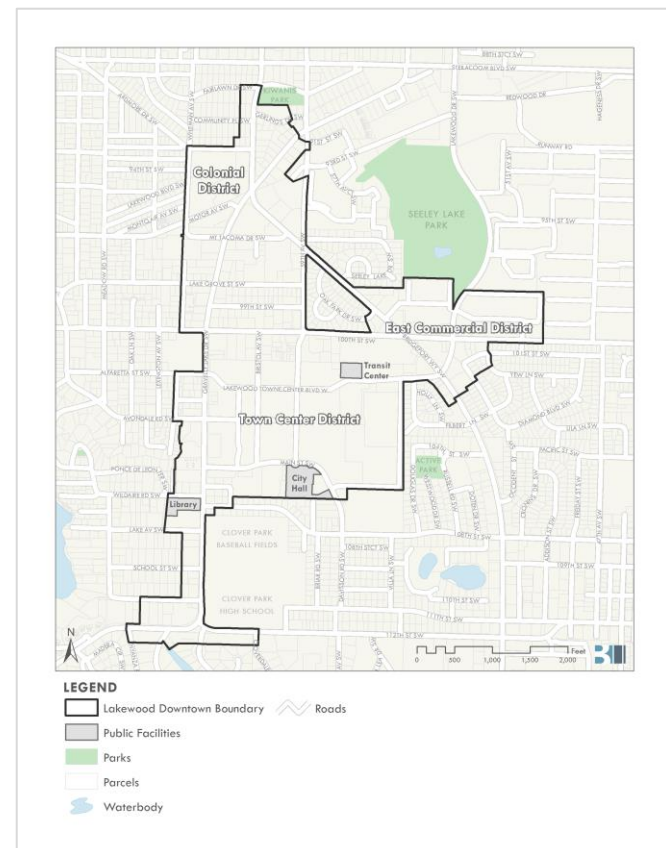
The Lakewood Downtown Plan encompasses over 315 parcel acres, with three districts that illustrate different characters. See Figure 1.

- **Colonial:** This district includes colonial-style commercial buildings. It includes the historic Lakewood Theater, which has not operated for approximately 20 years.
- **Town Center:** This district contains the upgraded Lakewood Towne Center, an auto-oriented shopping area with stores and restaurants, a transit center, the Lakewood Playhouse, and City Hall. Referring to the district as a whole, "town" is used. Referring to the private mall, "towne" is used.
- **East District:** This district at the intersection of Bridgeport Way SW and 100th Street SW has a mix of large auto-oriented commercial centers and smaller strip-commercial properties along arterials.

## History of Lakewood and the Downtown

Lakewood was a part of unincorporated Pierce County until 1996, when it officially incorporated to become the City of Lakewood. The City of Lakewood is now more than 20 years old and has a population of nearly 60,000 people. The City's existing auto-oriented development pattern reflects the Pierce County regulations that governed development for most of the community's history. In the last update to the City's Comprehensive Plan, the Lakewood community said that urban design was the number one issue that the City should address.

Figure 1. Downtown Plan Vicinity



BERK Consulting 2018



Downtown exemplifies Lakewood's auto-oriented pattern, but is also rich with history. In 1937, Norton Clapp built part of the Lakewood Colonial Center, one of the first suburban shopping centers in the country.

The original Lakewood Towne Center development was built a short distance away almost two decades after the Colonial Center was built. The Lakewood Towne Center property started as a Catholic girls' school. It was transformed into an auto-oriented strip mall in the 1950s called the Villa Plaza Shopping Center. In 1986, it became an indoor mall called the Lakewood Mall. In 2001, the site was "demalled" and converted into a "power center" (a development type with category-dominant anchors, including discount department stores, off-price stores, wholesale clubs, with only a few small tenants<sup>1</sup>) combined with neighborhood and civic center elements. It was renamed the Lakewood Towne Center at that point. Over the past 60 years, the property has changed ownership at least nine times. Facing rapidly evolving economic trends, such as online retail, the center is poised to evolve again into a destination-regional center that is walkable, mixed-use, and transit supportive.

This Plan maintains the spirit of the area's history while creating a new path for redevelopment within the Downtown.

## Related planning efforts for Downtown

### *Comprehensive Plan and Community Vision*

Citywide Comprehensive Plan policies, and the standards required and encouraged by the City of Lakewood, apply to the development of the Downtown Plan area. The policies and actions in this Downtown Plan supplement citywide guidance, providing specific direction for implementing the Downtown vision.

This Downtown Plan implements the Lakewood Community Vision that calls for a dynamic future and economic prosperity:

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

A key strategy to attaining the Lakewood Community Vision is a recognizable downtown through development of the Central Business District (CBD) as described in Section 1.4.3 of the Lakewood Comprehensive Plan:

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

Comprehensive Plan policies call for action to remove obstacles to mixed use development, invest in public community gathering spaces and public streets, and empower local organizations to promote the Downtown:

- Remove underlying deed restrictions and/or covenants that prohibit office development, open space, high density residential development and/or mixed-use development in the Towne Center. (LU-19.5)
- Acquire lands and construct community-gathering destinations such as plazas, open space or community facilities within the Towne Center. (LU-19.6)

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<sup>1</sup> Sources: ICSC Research and CoStar Realty Information, Inc.

- Support the formation of a Towne Center association or similar organization to establish economic improvement strategies and to sponsor social and safety events. (LU-19.7)
- Consider the use of the City's eminent domain powers to establish public streets and public open spaces in the Towne Center. (LU-19.8)
- Revise land use and development regulations to require mixed use development within the CBD for any new development excepting standalone commercial pads and service commercial uses. (LU-19.9)

### *CBD Assessment*

A CBD Assessment developed in 2017 presents demographic, economic, and market information, as well as findings from targeted research and stakeholder engagement, to establish a shared understanding of baseline conditions in the CBD and to set realistic parameters for this Downtown Plan. Major report themes included:

- **Visioning.** Work with the community to set a realistic but aspirational Vision.
- **Place-Making** Create quality public spaces that contribute to people's health, happiness, and well-being.
- **Overcoming Lakewood's Community Challenges.** Implement strategies to overcome challenges to be successful in its subarea planning. These include: public safety, cleanliness, empty storefronts, fragmented property ownership, and a diffused, auto-oriented built environment.
- **Investing in Key Development Opportunities.** Successfully use public and private investment redevelopment opportunities to advance the community's Vision for the CBD.

The CBD Assessment shows a market potential of three million square feet of commercial growth in the City and much of that could be attracted to the Downtown through appropriate investments in amenities and infrastructure, as well as appropriate zoning and design standards. The CBD Assessment ideas and information are woven into this Downtown Plan.

### *Lakewood Colonial Plaza Project*

The Motor Avenue area was identified as an opportunity to create a much-desired public open space for Lakewood's Downtown, which currently lacks the urban design features desired by the community. Motor Avenue is owned by the City as public right-of-way and currently has low volumes of traffic. Its central location and adjacency to Lakewood Colonial Center offers an exciting potential to create a vibrant, welcoming community gathering space that is a key component of Lakewood's vision. The Motor Avenue Urban Design Vision (2016) creates an urban design and streetscape plan including ideas for programming the space. The urban design implementation effort is now called Lakewood Colonial Plaza Project and is integrated into this Downtown Plan.

## Existing Conditions Summary

As part of this Downtown Plan effort, an Existing Conditions Report characterizes the present status of natural systems and the built environment. This, together with the CBD Assessment, describe the current situation and are considered in this Plan. The information is also integrated into the companion Planned Action Environmental Impact Statement.

*Table 1. Top Takeaways – Lakewood Downtown Conditions*

Topic	Summary
Natural Environment	<p>Streams, some fish bearing, cross the Study Area in open channels and in enclosed pipes. City policies support restoration.</p> <p>Most of the area is developed with impervious surfaces though the area is an aquifer recharge area.</p> <p>Future redevelopment would be required to meet newer stormwater regulations and that would improve water quality.</p>
Land Use	<p>Current development is largely commercial, single story, with extensive parking, though the Comprehensive Plan Future Land Use Designation and Zoning authorize mixed-use buildings of much greater height. There is little housing. This is partly due to Covenants, Conditions &amp; Restrictions (CC&amp;R's) on the Lakewood Towne Center site, but is also due to the auto-oriented era in which development first occurred.</p> <p>Considering the CBD zoning and vacant and redevelopable land, as well as parking lots, there is a large capacity for employment and housing uses with underbuilding parking.</p>
Population, Housing, Employment	<p>The Study Area contains little housing and population. Market studies show an opportunity to add quality housing in the Study Area within the planned density of the area and with an investment in amenities such as parks.</p> <p>The Study Area is mostly in commercial use and contains over 5,000 jobs. Relatively lower-wage service sector jobs make up the bulk of this employment. Monthly wages earned would not be sufficient to support housing costs at fair market rents.</p>
Transportation	<p>Auto congestion is minimal outside of several key intersections along routes leading to I-5.</p> <p>Pedestrian and bicycle connections in the Study Area could be improved within and between districts to make non-motorized travel a more attractive and comfortable option.</p> <p>Lakewood's Transit Center acts as a hub for many Pierce Transit bus routes; this resource could be enhanced with better pedestrian and bicycle connections into the surrounding areas.</p> <p>Likewise, improved facilities between the Study Area and Lakewood Station could help connect the Study Area with a valuable regional transit amenity.</p>
Public Services	<p>The Study Area is fully served by public safety and school services. Water and sewer service is also available though some water lines in the Study Area will require replacement due to age.</p> <p>There are cultural facilities – a library, museum, and theater – but the primary finding in the Study Area is the lack of parks and open space. The City has developed urban design concepts for a linear park, and the CBD Assessment (BERK Consulting, 2017) has suggested placemaking as a tool to add gathering spaces and support economic development.</p>

*McCament & Rogers, 2014, BERK, ESA, and Fehr & Peers 2017*

## Challenges and Opportunities

Based on CBD Assessment stakeholder interviews and a Downtown Plan developer forum held in 2017, many assets, challenges, opportunities, and incentives were defined and considered in this Plans policies and strategies:

### Assets

- **Natural assets** that attract residents to community and by extension Downtown: natural features such as the lakes, creeks, and trees – though lakes are hidden – how to connect.
- Strengths of community and market area for Downtown: **cultural diversity and adjacent to JBLM**.
- **Attractive entertainment** and civic uses (AMC Theater stadium seating, Farmers Market).
- **Access and transit** center including informal park and ride that brings customers. Traffic patterns – customers and visibility on major roads.

### Challenges

- **Homelessness:** there are many homeless persons in Town Center area. Need solutions for services and housing, and will take broader effort by more than the City of Lakewood.
- **Perception of safety**, in part driven by factors unrelated to Town Center area or City conditions, that deter customers and residents.
- **Perceptions of quality of life:** Poorly maintained housing, lack of housing options, schools, and crime combine to deter new residents.

### Opportunities

- **Housing Options:** Adding housing options in Town Center area that is attractive to all incomes and fits community needs is important – future retirees may want luxury apartments, seniors need different housing choices including ability to age in place, young professionals want to live and work in same area provided there are amenities.
- Create a downtown that **attracts businesses with primary, high wage jobs**. For example, the City could incentivize office uses and other living-wage businesses. Encourage live/work to encourage entrepreneurs and younger households.
- **Catalyst sites for private reinvestment** on parking lots, vacant shopping centers, other possible redevelopment sites – Colonial Center, Lakewood Colonial Plaza Project, Southeast corner of Towne Center, west side of Gravelly Lake Drive SW, Bridgeport Way/Lakewood Drive, others.
- **Making more walkable and attractive** – break up blocks, add park features.
- **Cohesive and Connected Transportation and Landscaping:** Better signage, wayfinding, and beautification from highway interchanges and gateways to Downtown, and connection from Lakewood Station to Town Center.
- **Business owners work together and in collaboration with City:** e.g. form a business improvement district; incentives and funding for cleanup and maintenance (e.g. graffiti).

### Incentives

- **Have clear and flexible regulatory environment:** adjust zoning map and density; clear design standards and simple design review; address parking standards; other.
- Tax abatement and incentives.
- **Public and civic investments:** public spaces, art, seasonal events; streets, streetscapes, and parks; environmental remediation.



## What We Heard

Between September and November 2017, Lakewood hosted twelve public outreach and engagement efforts to encourage residents and business and property owners to participate in conversations about the best future for Downtown. Over 645 persons were reached through going to community markets, festivals, and classrooms, facilitating focus groups, hosting a multi-day charrette, and conducting an online survey. A dedicated website was created with hundreds of unique views: [www.lakewooddowntownplan.org/](http://www.lakewooddowntownplan.org/).

Activities promoted meaningful dialogue within Lakewood's diverse community of businesses and residents and included: imagining places for live, work, and play at four elementary school classrooms; a visioning exercise with the Lakewood Youth Council; intercept surveys at the BooHan Market, JBLM commissary, JBLM PX, and El Mercado Latino; a focus group discussion with the Korean Women's Association; and a developer's forum. See Figure 2.

Lakewood also provided comment opportunities on the Draft Plan during March 20 July 2018, including public meetings, hearings, and an online survey. Results are incorporated into this plan Vision, Policies, and Strategies.

### OUTREACH THEMES

More **entertainment** venues and restaurants

More **retail choices**, both mom and pop and brand stores

**Well-designed housing** for seniors & disabled and **mixed use** with housing and commercial together, within walking distance of work, shopping, and buses

**Pedestrian friendly** street design, well-maintained and safe roads

**Family activities and gathering spaces**, including Outdoor recreation (e.g. spray park, climbing walls, skating rink, other) and indoor cultural facilities (e.g. expanded library, children's museum, etc.)



## Vision for Downtown

Based on feedback gained from the outreach with the Lakewood community described above, this Plan proposes a Downtown Vision Statement that is a basis for policies and actions in this Plan, and that will guide future Plan implementation. The Downtown Vision Statement is compatible with the City's Comprehensive Plan Vision that promotes a vibrant downtown.

### Vision Statement

Our vision for downtown is that it is seen as the heart of Lakewood. Downtown is where people go to do fun things, see friends and neighbors, eat good food, and experience the cultural diversity of the City. Downtown brings a strong sense of pride for the community by celebrating all things Lakewood and bringing a strong sense of identity to the City and its people. Downtown is best experienced by walking or biking and is safe, inviting, accessible, and connected. Downtown has a mix of retail, restaurant, employment, and housing options that are cohesively and well-designed, and support civic life and a strong economy.

### Guiding Principles

To help implement the vision, the City will consider the following guiding principles when making a decision or allocating resources.

Development and land uses, public investments, and ongoing programs and maintenance activities ensure that Downtown is:

- The heart of the community and civic life
- Where all modes of travel are possible
- Designed for people to walk and bike
- Designed to be accessible by all ages and abilities
- Safe and welcoming
- Livable and affordable
- Where people of all ages go to do fun things, indoor and outdoor
- Rich with cultural diversity
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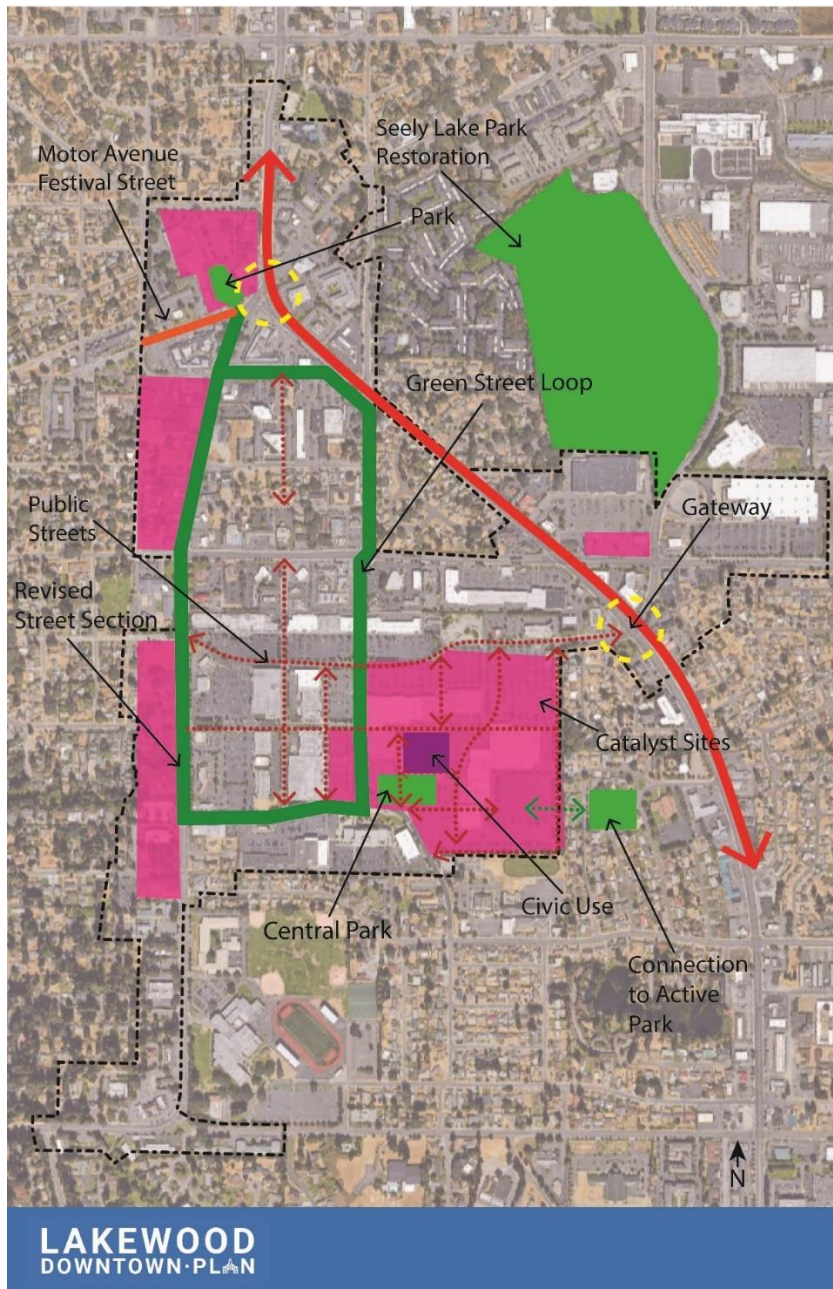
## Concept Plan

The overall concept plan was initially developed during the 2017 charrette and informed by the public design exercise, public input to date, and insights from the planning and design team based on best practices and experience on similar projects (See Figure 3). The following are highlights from the concept plan:

- **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.
- **Festival Street:** The City intends to move forward with creating a festival street along Motor Avenue consistent with the adopted concept plan for Lakewood Colonial Plaza Project. The plan includes a large central plaza, a pedestrian promenade, a farmer's market and event structure, street trees, landscaping, and public art opportunities.



Figure 3. Downtown Plan Concept



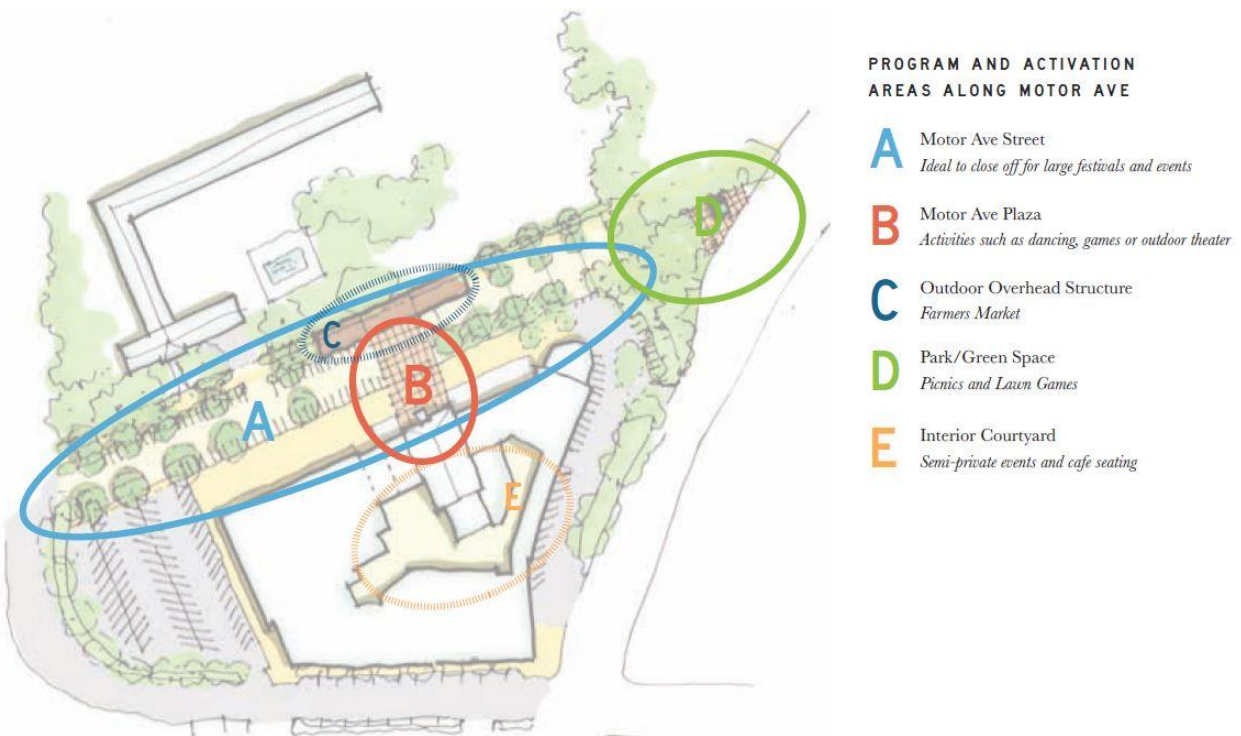
Framework, 2018

## Placemaking

Many of the design concepts in this plan require significant capital investments and in some cases the purchase of additional property or right-of-way. Placemaking is an opportunity to improve public spaces in the short-term through low-cost improvements that may include seating, games, events of various sizes, public art, food trucks, and other activities. These shorter-term placemaking activities are becoming more popular around the world as a strategy to begin improving places now without the long-term planning and costs associated with larger public improvement projects. The Lakewood Farmer's Market is an excellent local example of such a placemaking event that utilizes the primary public space in Downtown around City Hall.

Figure 4 shows a concept plan for programming along Motor Avenue, part of the Lakewood Colonial Plaza Project. Placemaking activities could occur prior to the redevelopment of Motor Avenue SW into a Festival Street. Figure 5 and Figure 6 show programming and activation examples.

Figure 4. Lakewood Colonial Plaza Project Programming Ideas



Framework, 2016

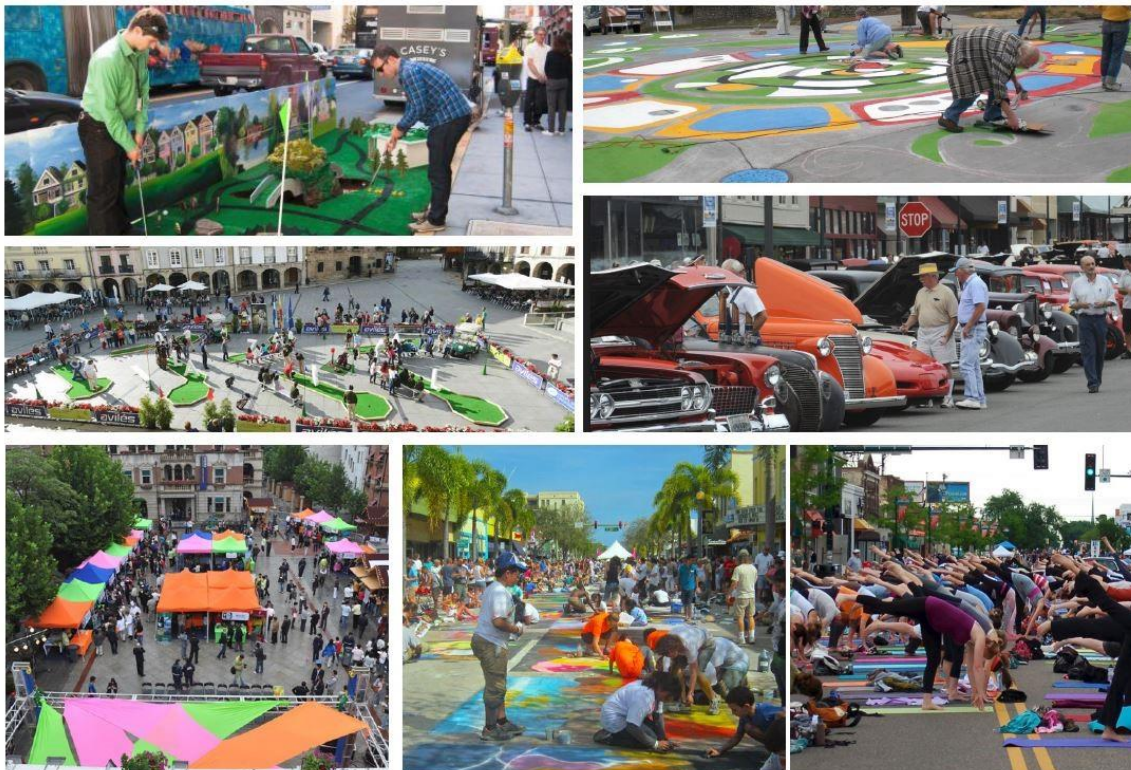


Figure 5. Programming and Activation Examples



Compiled by Framework 2018

Figure 6. Programming and Activation Examples



Compiled by Framework 2018

## Policies and Strategies

Each of this Plan's subsections below conclude with proposed policies and strategies that then form the basis of the Implementation Plan. A "policy" is a high-level overall statement. A "strategy" is a contemplated set of steps to be used toward a specific end.

## Urban Design + Land Use

### Context

Urban Design was identified by the Lakewood Community as the most important issue to be addressed by the City during a prior comprehensive planning process. Because the Downtown mostly developed as part of the unincorporated county prior to incorporation of the City in 1996, it lacks the physical features typical of a walkable, lively Downtown. Following is a summary of the existing physical qualities in the Downtown that will be addressed in this Plan:

- Lack of a dense public street grid network, particularly in the Towne Center.
- Auto-centric street design with gaps in pedestrian facilities.
- Absence of public parks in the Downtown Study Area.
- Minimal public spaces in the Downtown.
- Auto-oriented character with primarily vehicle access design for many Downtown land uses.
- Auto-oriented, suburban site design and building architecture.
- Run-down and unusable historically and culturally significant structures in the Colonial District.
- Minimal residential and mixed-use development.

### Hybrid Form-Based Code

As part of implementing this Plan, the adoption of a hybrid form-based development code (that combines form-based code elements with traditional zoning) for the Downtown subarea is recommended.

Form-based codes address the relationship between building facades and the public realm, the form and mass of buildings in relation to one another, and the scale and types of streets and blocks. The regulations and standards in form-based codes are presented in both words and clearly drawn diagrams and other visuals. They are keyed to a regulating plan that designates the appropriate form and scale (and therefore, character) of development, rather than only distinctions in land-use types.

Most form-based codes have been applied to historic downtowns, neighborhood centers with well-established character and/or a well-defined vision, or master planned sites under consolidated ownership. By their nature, they are often very detailed and prescriptive in terms of streetscape design and development frontages. This makes them well suited to smaller targeted areas. These same features, however, make their application on a citywide basis or for areas with sloping terrain, irregular street patterns, and dispersed land ownership patterns



much more challenging. Over time, various hybrid codes have been developed for unique local conditions that combine form-based code elements with traditional zoning.<sup>2</sup> This is the recommended approach here.

## Land Use Study Area

The land use Study Area is shown on Figure 7. Areas outlined in red are additions to the Study Area that were identified during the design charrette in November 2017. The maps and figures included in the remainder of this Plan incorporate these additional areas that have Residential Mixed designations into the Downtown Plan to resolve uneven CBD boundaries and increase residential density potential in the Downtown (see the Future Land Use discussion below.)

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<sup>2</sup> Source: Form-Based Codes Institute, 2018; MRSC, 2012

Figure 7. Land Use Study Area



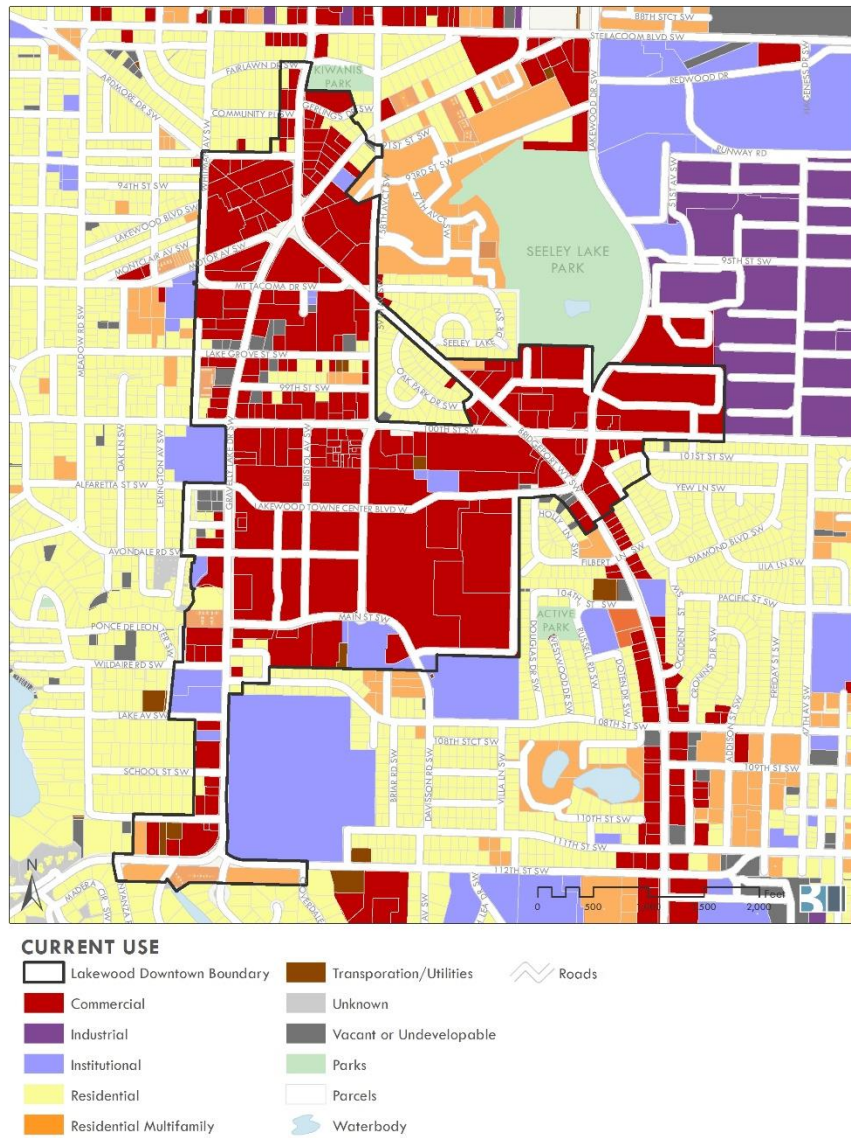
BERK, 2018

## Current + Future Land Use

### Current Land Use

As shown in Figure 8, the current land use in Downtown is primarily commercial, but also includes institutional uses and limited residential development. Mixed-use development is currently permitted with a maximum building height of 90' and a maximum residential density of 54 units per acre. Many commercial uses also have large surface parking lots, often between the building and the street.

Figure 8. Downtown Current Land Use

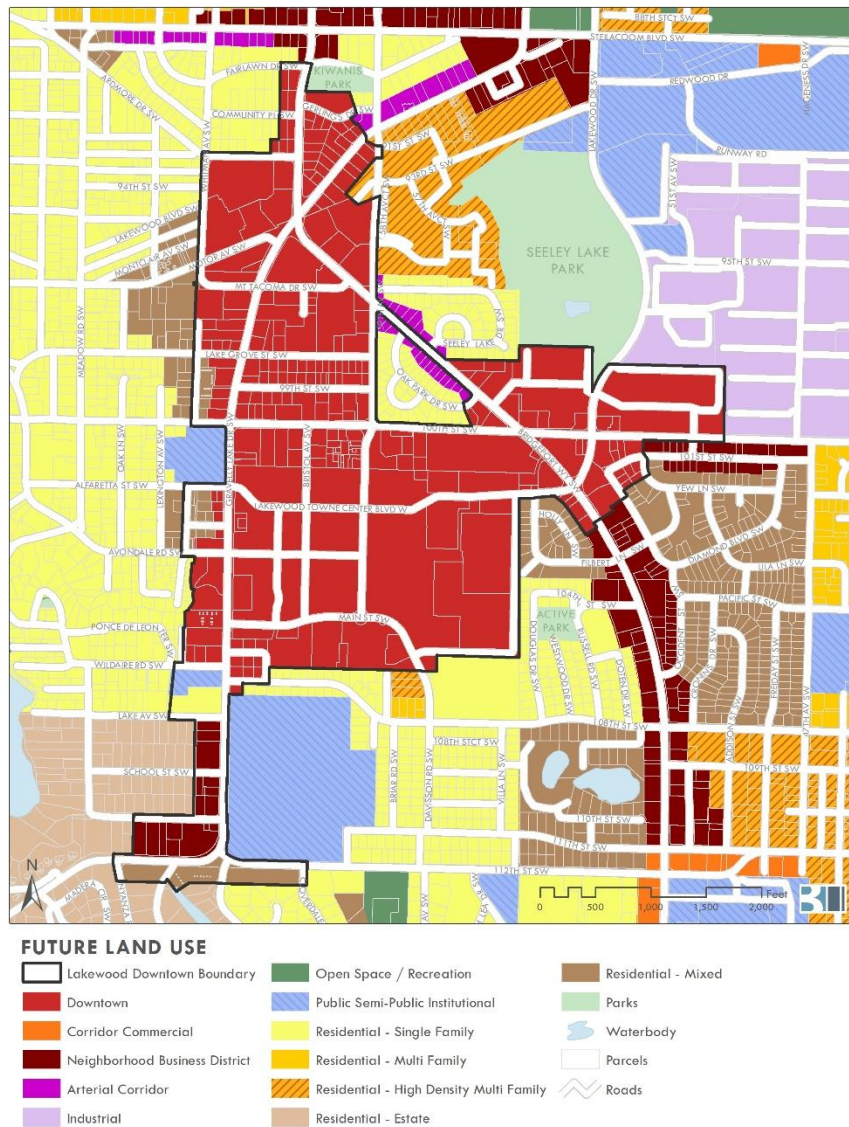


BERK, 2018; City of Lakewood, 2017

## Future Land Use

Figure 9 shows the current future land use designations for the Study Area. Most of the Study Area is designated as the Central Business District, except the area in the southeast; this area is designated Neighborhood Business and for residential uses. The proposed future land use map is shown in Figure 10.

Figure 9. Downtown Future Land Use Designations 2017



BERK, 2018; City of Lakewood, 2017



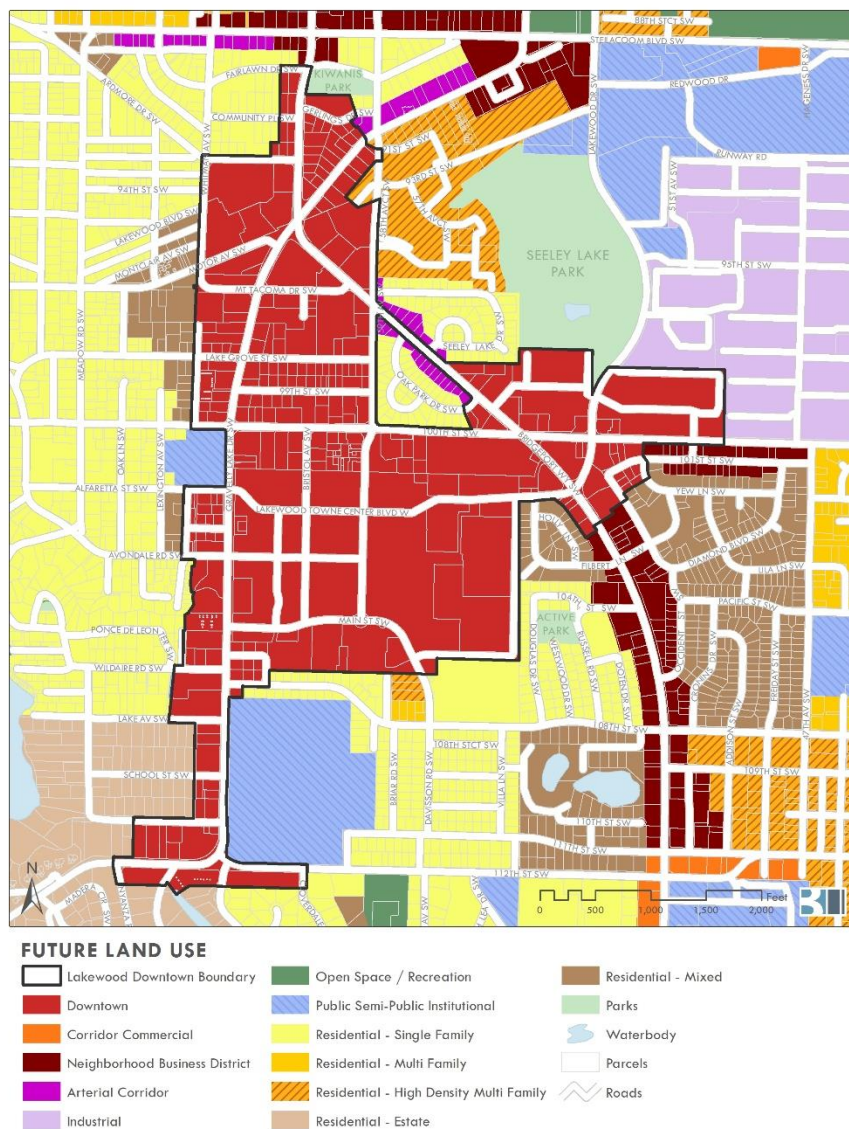
## Proposed Future Land Use + Zoning

### Future Land Use

The entire Study Area will be designated as Downtown in the updated Future Land Use Map for the City and will be subject to this Plan, its street typologies, and its associated development regulations.

The Downtown designation will also include an amended westward boundary to resolve uneven block boundaries and include properties presently designated Residential-Mixed as shown in Figure 7. Transitional building height, form, and landscaping standards would ensure compatibility with adjacent areas.

Figure 10. Proposed Future Land Use Map 2018

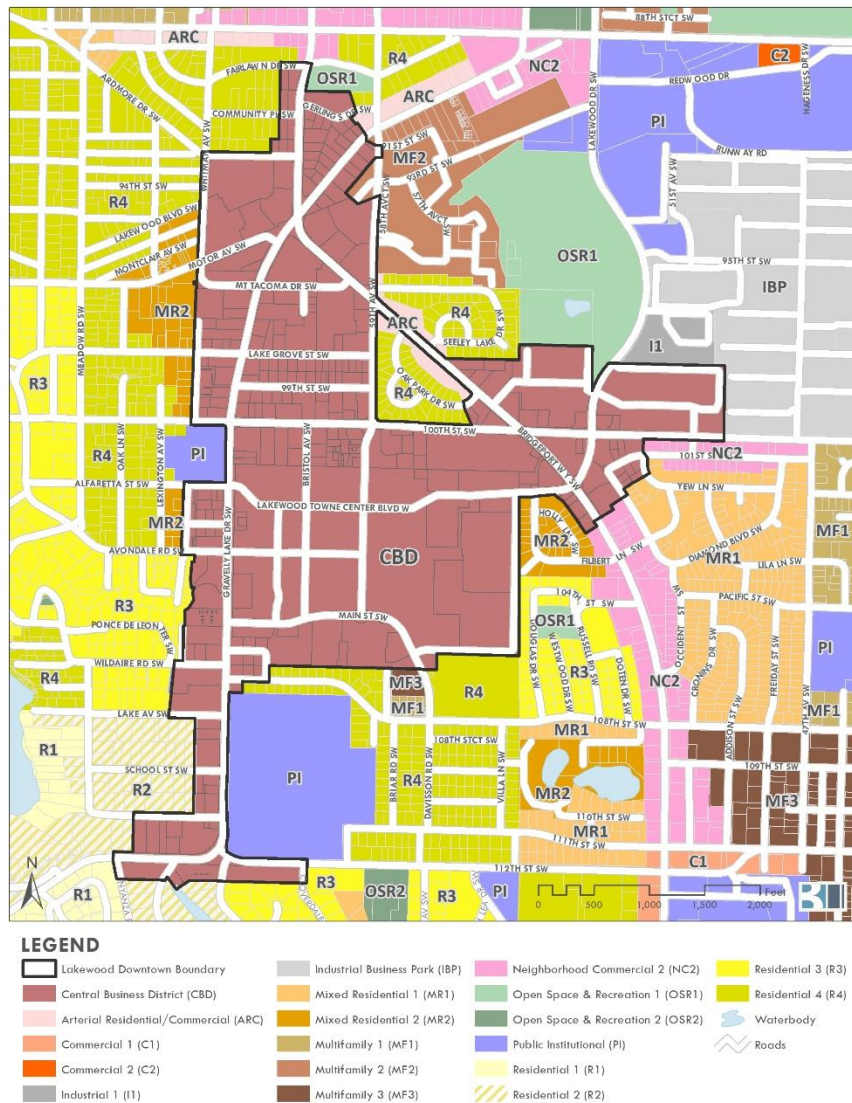


BERK, 2018; City of Lakewood, 2017

## Zoning

Plan Area development will be regulated based on a simplified list of allowed land uses, street types, building frontage types, and overlay districts to provide for more specific standards based on location and context. As discussed above, the hybrid form-based development standards will emphasize building form as well as relationships between buildings, streets, and public spaces. The development code will emphasize creating an active public realm with streets, parks, and public spaces that are welcoming, active, and fun. The proposed zoning is Central Business District (CBD) throughout the study area.

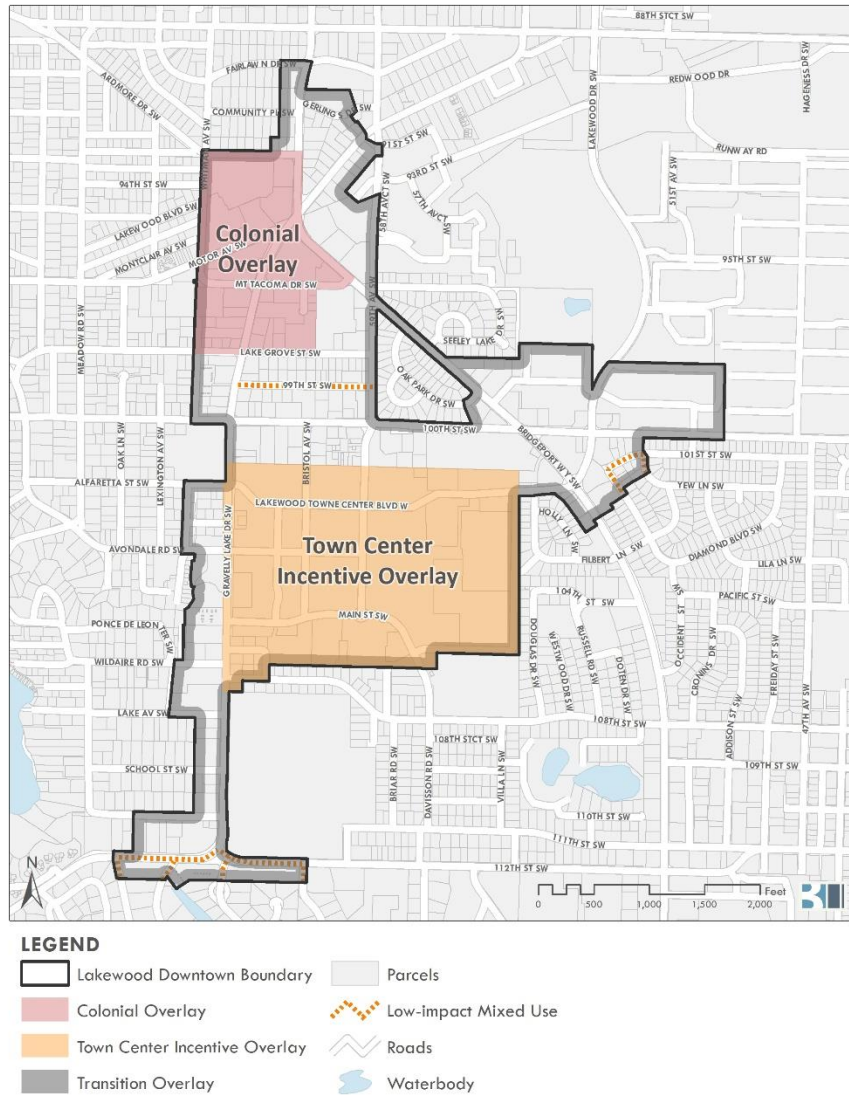
Figure 11. Proposed Zoning Map



BERK, 2018; City of Lakewood, 2017

Overlay districts also apply to provide unique characters or to address compatibility of abutting uses. See the Figure below.

Figure 12. Overlay Districts Map



The base and overlay district is described below:

- The Central Business District (CBD) zoning district is the primary retail, office, social, urban residential, and government center of the city. The complementary and interactive mixture of uses and urban design provides for a regional intensity and viability with a local character. The regional focus and vitality of the district is evident in the urban density, intensity, and composition of the uses in the district. Local character is reflected in the district's design, people orientation, and connectivity between uses, structures, and public spaces that foster a sense of community.
- Colonial Overlay (C-O) district is a special design district in the CBD zone that preserves the unique colonial style aesthetic within that area. See Appendix A for design considerations.
- Town Center Incentive Overlay (TCI-O) district allows for the holistic development of the Lakewood Towne Center in alignment with the vision and policies of the Downtown Plan. This area is available for Master Planning accordance with the provisions in LMC 18A.35.720.
- Low-Impact Mixed-Use Roads (LIMU-O) district supports the transformation of the Downtown District according to the Downtown Plan and the fulfillment of the purpose of the CBD zone, but allows for existing single-family residential development to remain in place.
- Transition Overlay – The Transition Overlay (TO) is any property or portion of a property in the Downtown District that is within 100 ft. of an abutting single-family residential zone or mixed residential zone (also called the district receiving the transition). Properties within the Downtown District that are separated from a single-family residential or mixed residential zone by a city-owned right of way of at least 60 ft. in width do not have to provide a transition area.

More details regarding development standards are found in the Downtown Development Code.



## Urban Design

Although Lakewood is a diverse community with a rich history, a strong sense of community pride, and many assets, the physical development of the City, including Downtown Lakewood, has resulted in a lack of identity. Auto-oriented development provides few opportunities for walking and biking or interacting with friends and neighbors. Most of the Lakewood Towne Center acreage is used for surface parking, and many sections of the surrounding arterials feel unsafe for walking. Buildings often have little relationship with the street and are designed to be accessed by a vehicle and through a parking lot. Many of the uses in Downtown are large national chains, reflect corporate architecture, and lack a human scale.

Figure 13 shows the Lakewood Towne Center's beautiful natural setting with Steilacoom Lake in the background. The Lakewood Towne Center was developed in 2001 to replace an enclosed shopping mall. The open-air shopping mall is dominated by surface parking between the large scale mostly one-story retail buildings. A large retail building was recently torn down and another is vacant. These large buildings may be repurposed or removed for redevelopment or other purposes.

Figure 13. Lakewood Towne Center



Google Earth, 2018

Included below are several redevelopment concepts for Lakewood Towne Center (“Incremental Build-Out” and “Reimagined”), as well as Lakewood Colonial Plaza Project (“Infill” and Redeveloped”), and Mixed-Use Housing on Gravelly Lake Drive SW.

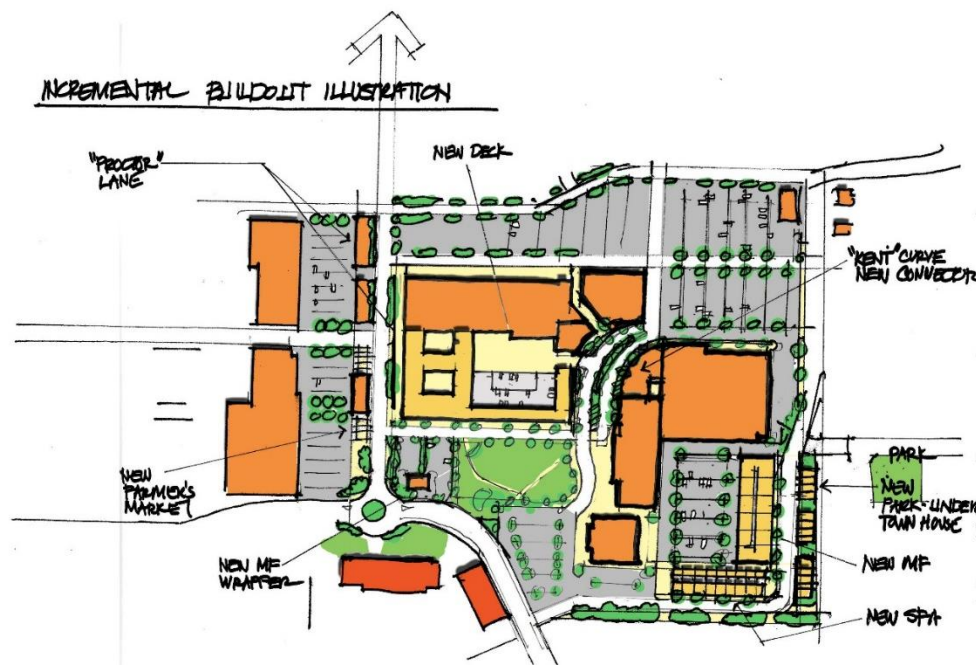
## Lakewood Towne Center Concepts

These are strictly illustrative and may include elements that are not included during redevelopment.

### Lakewood Towne Center Incremental Build-Out

This concept works with the existing building layout and street network to provide new mixed-use infill, a centralized parking structure, multifamily housing and active uses on 59th Avenue SW. A two-acre park is shown just northeast of City hall on a currently underutilized portion of the Towne Center. Figure 14 shows an earlier concept plan developed during the design charrette, and Figure 15 and Figure 16 show an updated model of the concept with more refinement.

Figure 14. Lakewood Towne Center Incremental Build-Out



Seth Harry and Associates, 2017



Figure 15. Lakewood Towne Center Incremental Build-Out 3D Model (View 1)



Seth Harry and Associates, 2017

Figure 16. Town Center Incremental Build-Out 3D Model (View 2)

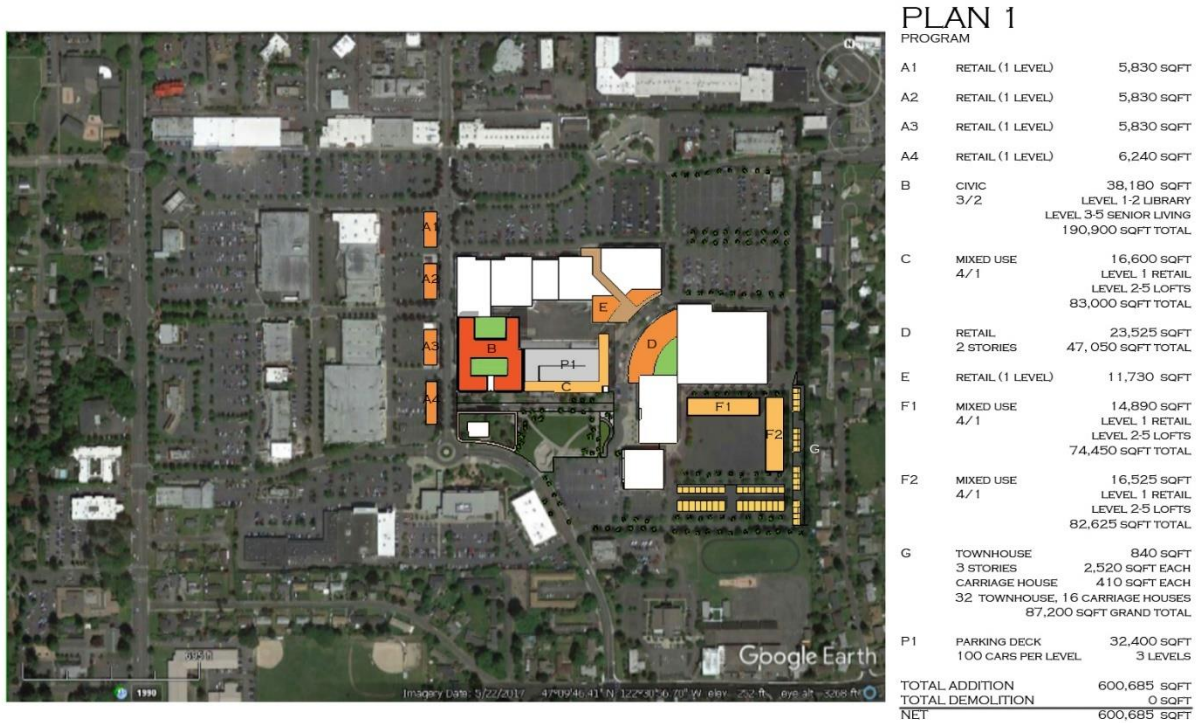


Seth Harry and Associates, 2018

Figure 17 shows the building program for concept plan #1 including land uses and building square footages.



Figure 17. Lakewood Towne Center Incremental Build-Out Site Plan

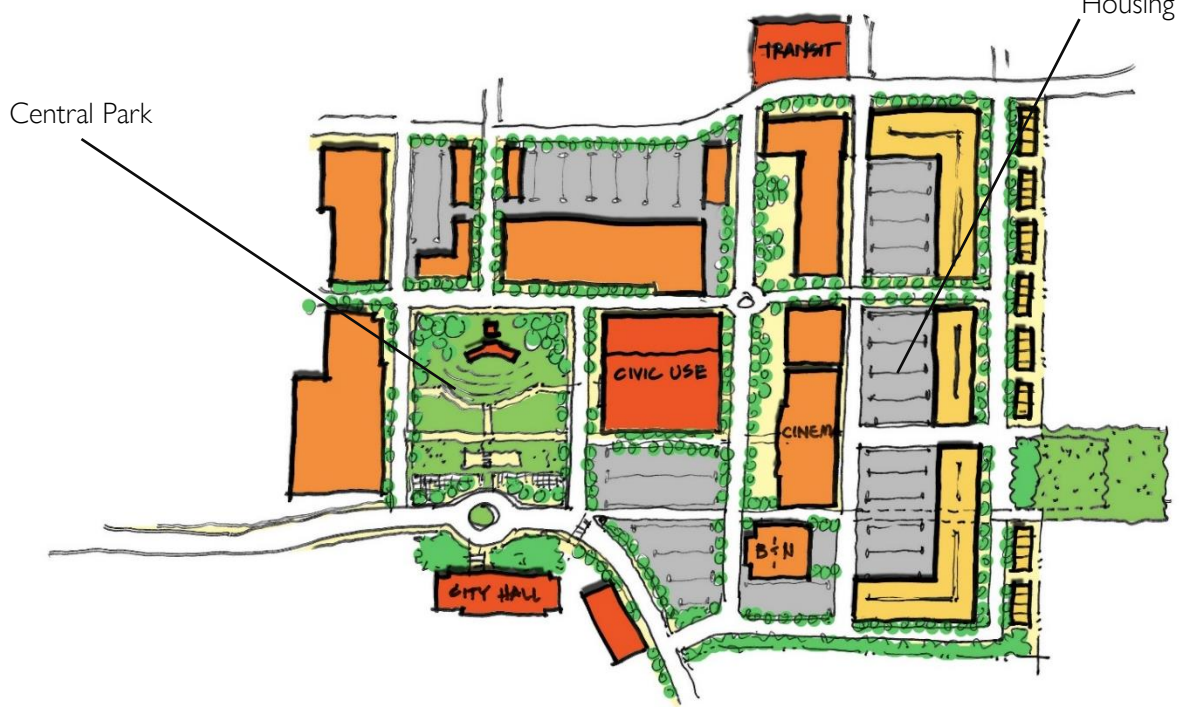


Seth Harry and Associates, 2017

*Lakewood Towne Center Reimagined*

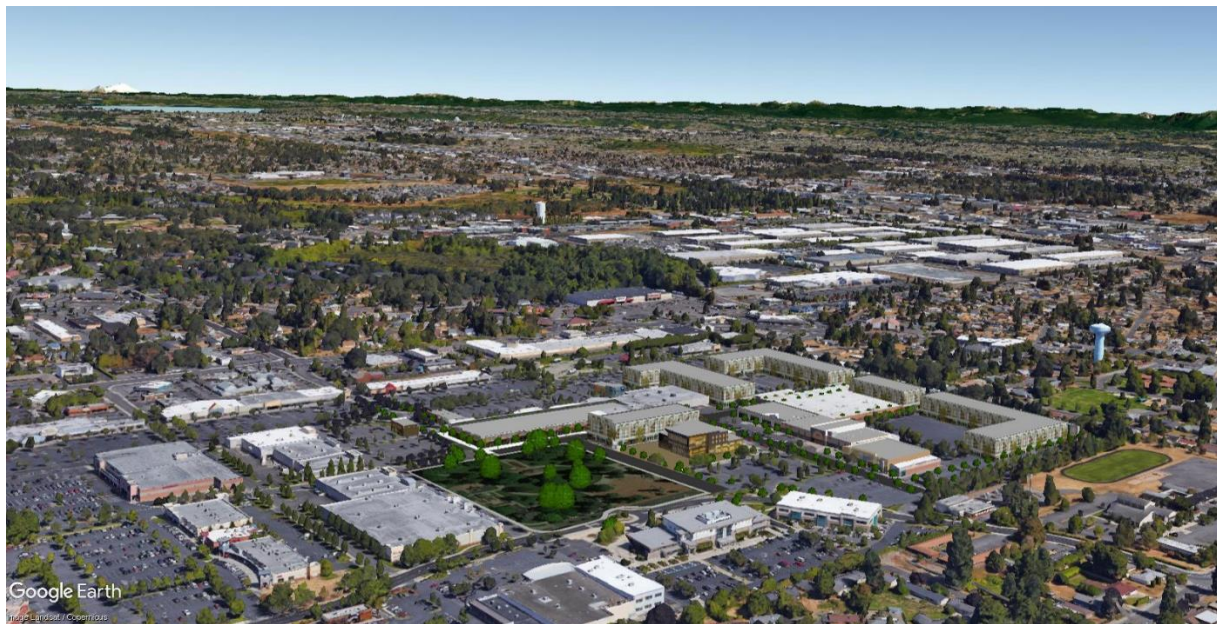
This concept imagines a full redevelopment of the Lakewood Towne Center with a four-acre central park just north of City Hall, a new civic use near the park and City Hall, new pedestrian oriented mixed-use development, a reconfigured urban street grid and diverse multifamily housing to the east. Figure 18 shows an earlier concept plan developed during the design charrette, and Figure 19 shows the Lakewood Towne Center Reimagined 3D Model Close-Up. Figure 20 and Figure 21 show an updated model of the concept with more refinement.

Figure 18. Lakewood Towne Center Reimagined Concept



Framework, 2017

Figure 19. Lakewood Towne Center Reimagined 3D Model



Seth Harry and Associates, 2017, Framework, 2018



Figure 20. Lakewood Towne Center Reimagined 3D Model Close-Up



Seth Harry and Associates, 2017, Framework, 2018

Figure 21. Lakewood Towne Center Reimagined Site Plan



Seth Harry and Associates, 2017; Framework, 2017

## Lakewood Colonial Plaza Project Concepts

These are strictly illustrative and may include elements that are not included during



## redevelopment.

During the Lakewood Colonial Plaza Project, the design team developed concepts for infill and redevelopment around Motor Avenue SW in addition to the redesign of the street.

The first concept shown in Figure 22 shows the existing shopping center north of Motor Avenue SW remaining and being renovated with small multifamily development in the northeast corner of the district. The second district concept shows the shopping center north of Motor Avenue SW as being fully redeveloped with an urban street grid, higher-density mixed-use development, and neighborhood green space (see *Figure 23*).

*Figure 22. Lakewood Colonial Plaza District Infill Concept*



*Seth Harry and Associates, 2016*

*Figure 23. Lakewood Colonial Plaza District Redevelopment Concept*



*Seth Harry and Associates, 2016*

## Mixed-Use Housing Concept

These are strictly illustrative and may include elements that are not included during redevelopment.

The concept plan in Figure 24 shows the redevelopment of a parcel on the west side of Gravelly Lake Drive SW. The concept includes townhouses at the rear of the property, a three-story multifamily building with street level retail along Gravelly Lake Drive SW and a mix of surface, garage, and structured parking in the first floor of the mixed-use building. This concept results in approximately 100 housing units per acre.

Figure 24. Mixed-use Housing Concept



Seth Harry and Associates, 2017; Framework, 2017

## ACTIVITY UNITS - POPULATION + EMPLOYMENT IN DOWNTOWN LAKEWOOD

The Lakewood Urban Center was designated as a Regional Growth Center by the Puget Sound Regional Council (PSRC) in 1995, recognizing the potential of the center to provide jobs and housing and to help eligibility for infrastructure funding. Guidance from PSRC is that center targets “must represent a significant portion of the jurisdictions’ overall housing and employment growth targets for the 20-year planning period” (PSRC 2014). The housing and/or employment targets for each center should exceed the center’s shares of existing housing and/or jobs and exceed the center’s shares of recent growth in housing and/or jobs. Based on 2011 guidance, new regional growth centers must have a minimum existing activity level (population + employment) of at least 18 activity units per gross acre. The future target is to have a minimum target activity level of 45 activity units per gross acre. While not required of a 1995 designated center, the guidance helps the City understand what a significant share of the City’s growth targets mean.

The Downtown Plan supports jobs and housing opportunities. The current level of activity units less than 20 in the proposed Downtown boundaries. The Preferred Alternative would result in 58-69 activity units per acre, depending on the calculation of gross acres (parcels and road centerlines or parcels only). For more information, see the Planned Action Environmental Impact Statement (Alternative 2).

## Urban Design Policies + Strategies

### *Policies*

- **Policy:** Promote redevelopment of the Central Business District (CBD) as a mixed-use urban center that anchors the Downtown and bolsters Lakewood's sense of identity as a City.
- **Policy:** Develop Downtown as not only the “heart” of the city, but a regional urban center where commerce, culture, and government flourish.
- **Policy:** Promote the CBD as the primary center for retail, office, public services, cultural activities, urban residential, and civic facilities of Lakewood.
- **Policy:** Promote office development, open space, high density residential development and/or mixed-use development in the Towne Center.
- **Policy:** Promote the CBD as a daytime and nighttime center for social, entertainment, cultural, business and government activity.
- **Policy:** Adopt new urban design approaches to raise the aesthetic standards of the Downtown.
- **Policy:** 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.

### *Strategies*

- **Strategy:** Update the City's Future Land Use Map and Zoning Map to designate the entire Study Area as “Downtown.”
- **Strategy:** Adopt a hybrid form-based code that combines design elements with traditional zoning to regulate Downtown development. Use Overlay Districts, Street Types, Building Frontage Standards, and a simplified list of allowed land uses in the Study Area.
- **Strategy:** Adopt standards to address the transition and minimize impacts from more intense development Downtown to lower-density residential neighborhoods.
- **Strategy:** Encourage integrated mixed-use urban development, including housing, in the Downtown.
- **Strategy:** Train staff on maintenance and implementation of the hybrid form-based development code.
- **Strategy:** Remove underlying deed restrictions and/or covenants that prohibit office, high density residential, and/or mixed-use development or open space.
- **Strategy:** Conduct a parking study in the Downtown to understand the existing demand for parking and identify opportunities for redevelopment of existing surface parking lots to support the implementation of this Plan.
- **Strategy:** Update the City's parking requirements to “right size” the requirements based on the results of the parking study and to encourage shared parking and flexibility in meeting parking requirements. The updated parking requirements should consider parking maximums.
- **Strategy:** Monitor the impact of the Downtown Code in implementing this Plan at least biennially and amend the Plan and its associated regulations as needed to improve outcomes.



# Economic Development

## Context

Surveys of business leaders and employees reveal that today's companies and employees "vote with their feet" and choose to be physically close to other knowledge workers, city infrastructure and cultural amenities. Workers in the new economy want to work in thriving locations that stimulate their creativity, along with an environment with openness and tolerance of ideas and people of all kinds. A 1998 KPMG survey of more than 1,200 high-technology workers examined the factors associated with the attractiveness of a new job. Community quality of life was second only to salary (outperforming benefits, stock options, or company stability). Given this preference, quality of life factors such as the availability of high quality public space, recreational amenities, transportation options, good schools, infrastructure, and safety are important drivers of economic development.

In terms of retail, larger trends within the industry indicate that retailers are exploring new business models given the threat of online competition and the ongoing fragmentation within the industry. One increasingly common response to these trends is the redevelopment of older retail areas as walkable, mixed-use, transit supportive neighborhoods. These redevelopments typically add housing and professional offices to the retail mix, with other non-retail uses such as parks, libraries, and town halls. This wide spectrum of uses in an attractive format work together to change the character and market perception of retail districts from generic retail areas to a distinctive place. (Seth Harry and Associates, 2017)

An unintended consequence of "placemaking" and similar quality of life investments (see further discussion of placemaking earlier in this Plan) is its potential to increase commercial rents and displace small, local businesses. Given this, economic development policies will need to address strategies around commercial affordability and support for small, local businesses.

## Economic Development Policies + Strategies

### *Policies*

- **Policy:** Develop Downtown as a destination for retail, office, public services, cultural activities (art, culture, and entertainment), urban residential, and civic facilities of Lakewood.
- **Policy:** Ensure Downtown is home to a wide spectrum of businesses that reflect the area's most competitive and desired industries.
- **Policy:** Prioritize and market catalytic sites identified through this Plan for mixed-use development.
- **Policy:** Improve the comfort and safety of residents, business owners and employees, customers, and visitors to the Downtown through design, maintenance, and policing strategies.

### *Strategies*

- **Strategy:** Develop a Lakewood-specific business attraction and retention program with regional economic development partners including opportunities for incubator businesses.
- **Strategy:** Identify and implement incentives that would encourage new businesses to locate in Downtown Lakewood.

- **Strategy:** Provide resources for entrepreneurs and small businesses, including information available in multiple languages, and recruit key business services to the area.
- **Strategy:** Support a business improvement district and continue ongoing initiatives to make downtown Lakewood clean and safe.
- **Strategy:** Activate empty and underutilized places such as parking lots.
- **Strategy:** Seek neighborhood businesses that provide daily goods and services in the CBD.
- **Strategy:** Invest in civic amenities and infrastructure consistent with this Downtown Plan to attract business owners and investors who create living wage jobs.
- **Strategy:** Explore the feasibility of a business incubator in Downtown and consider incorporating economic gardening for microenterprises into it.
- **Strategy:** Work with local financial institutions on providing low interest loans for qualified small local businesses.
- **Strategy:** Implement “crime prevention through environmental design” principles at the time of design and through maintenance programs.
- **Strategy:** Improve regular police patrols through extension of public streets.
- **Strategy:** Evaluate regulations, procedures, and fees to remove barriers to business formation and development while remaining effective and reasonable to achieve the Vision of this plan.

# Housing

## Context

Very little housing is found in the Downtown area today; there are about 419 dwelling units. Lakewood has a tight housing supply with low vacancies, and as a built-out community has few opportunities to develop new housing. Downtown presents an opportunity as a place for a mixed-use, high amenity neighborhood.

Given the changing landscape of the retail sector described under Economic Development above, as well as infill opportunities on catalyst sites, Lakewood can attract a range of quality affordable housing choices.

Figure 25 Mixed Use Housing Examples – Rhode Island Avenue Development and Kirkland Juanita Village



Lakewood Downtown Survey 2017

### MORE AND DIVERSE HOUSING WANTED

Over 300 respondents to an online survey about the Downtown vision showed a strong interest in:

- Housing for senior and disabled
- Mixed use with housing and commercial use on the same site or in the same building
- Transitional housing for homeless persons and families

With any housing type, the following design factors were heavily favored:

- Site design and architectural standards to ensure quality development
- Housing in walking distance of work, shopping, or bus service
- Stand-alone apartments and condominiums were not favored. Cottage housing was well liked and could serve as a transition housing type along with townhomes.

Adding residential to existing centers along with non-retail uses, such as civic functions, like libraries, or city halls, helps to increase the consumer base close in to the center itself, as well as changes the character and perception of the center from a generic retail experience to that of a genuine place, with amenities to match, including parks, civic, cultural, and recreational uses, along with quality dining and entertainment. (Seth Harry & Associates 2017)

## LAKEWOOD'S RESPONSE TO HOMELESSNESS

Homelessness, the opioid crisis, and lack of state and federal funding for mental health conditions have individually and collectively created challenges for communities for quite some time. The City of Lakewood has responded to this problem, in multiple ways, through partnerships and contributing funding, including, but not limited to:

- Lakewood allocates 1% of its general fund in support of human and social services annually.
- In 2015 the City began to embed mental health professionals with patrol officers, and the program now has 2 full-time equivalents. In 2016, they helped 594 people find needed services, followed by another 629 in 2017. These are individuals who did not have to go to jail and/or hospital only to end up back in the same or similar dire straits.
- Lakewood partners with multiple organizations to address homelessness and mental health including Living Access Support Alliance (LASA), Habitat for Humanity, Western State Hospital, Catholic Community Services, Greater Lakes Mental Health, St Clare Hospital, and Tacoma Methadone Clinic. This has included funding for housing units and a homeless shelter.
- Lakewood is part of a consortium (Continuum of Care) with Pierce County and the City of Tacoma to qualify for Federal and Community Development Block Grant (CDBG) dollars that in turn is invested into program to address homelessness.
- The City of Lakewood has been partnering with Pierce County on a program modeled after the City of Albuquerque's called Homeless Empowerment Labor Program or HELP that would provide temporary employment opportunities for individuals to include access to social and human services. It is expected to be operational later this year.
- Lakewood is working with the Cohen Veterans Network who will be opening a clinic in Lakewood to serve the South Puget Sound region. The Cohen Veterans Network is a private foundation established to provide veterans and their family members with free accessible mental health care in select cities across the country.



## Housing Policies + Strategies

### *Policies*

- **Policy:** Encourage a diversity of housing types to ensure housing choices for current and future residents, workers, military families, and to strengthen commercial areas.
- **Policy:** Provide increased densities and regulatory flexibility in Downtown development regulations to attract diverse housing for all ages, abilities, and incomes.
- **Policy:** Create mechanisms that attract and increase multifamily development Downtown.
- **Policy:** Support hosting quality cultural, educational, and recreational activities to attract families to live Downtown.
- **Policy:** Promote well-designed and maintained diverse mixed use and multifamily housing opportunities available to all incomes.

### *Strategies*

- **Strategy:** Adopt form-based development regulations that improve the quality of attached and mixed-use housing development and create a walkable attractive Downtown.
- **Strategy:** Revise land use and development regulations to promote mixed-use development within the Central Business District (CBD).
- **Strategy:** Adopt transitional height and landscape standards to ensure compatibility with abutting lower-density areas.
- **Strategy:** Engage affordable housing organizations about opportunities and partnerships to increase housing in the Downtown.
- **Strategy:** Explore opportunities for transitional housing and services with homelessness service providers to address the health, social, and shelter needs of homeless in Lakewood.
- **Strategy:** Foster neighbor engagement and create a sense of safety through “crime prevention through environmental design” principles integrated into development designs.
- **Strategy:** Explore expanding current tax abatement programs and other incentives.

# Street Grids, Streetscapes & Public Spaces

## Context

The amount and quality of public space are two defining features of successful Downtowns. Streets are the primary public spaces in Downtowns, in some cases accounting for almost half the land depending on the size and layout of the street grid. Lakewood currently lacks an urban street grid typical of a Downtown or the types of active public spaces that attract people to come Downtown.

Figure 26 shows the existing streetscape along 59th Avenue SW, which is one of the few public streets in the Towne Center. The existing streetscape has adequate sidewalks, but is not very active or pedestrian friendly. The concept plan in Figure 27 shows 59th Street SW reimaged as a pedestrian-oriented retail street with shops, restaurants, on-street parking, and mixed-use building. Figure 28 is an example of an active streetscape with street level retail and wide sidewalks.

Figure 26. 59<sup>th</sup> Avenue SW - Existing



Framework, 2017

Figure 27. 59<sup>th</sup> Avenue SW - Concept



Seth Harry and Associates, 2017

Figure 28. Active Retail Streetscape Example



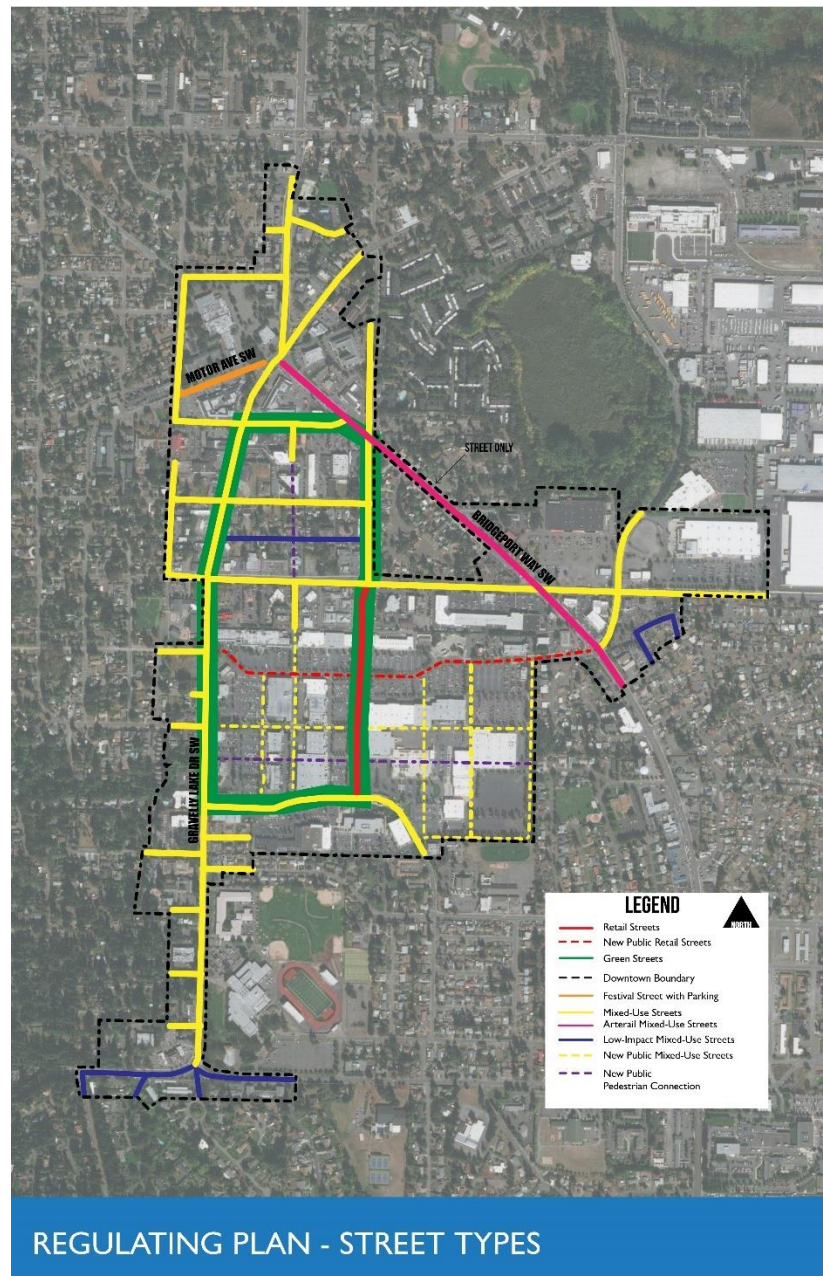
1kfriends.org, 2018

## Streets

Expanding the network of public streets, primarily in the Towne Center, is a primary objective for this Plan.

Figure 29 shows the proposed street network based in part on the existing circulation pattern and a goal to reduce block sizes to a maximum of about 400'. The expanded public street grid will improve connectivity, particularly for pedestrians and bicyclists, by reducing travel distances, providing greater opportunities for on-street parking, improved sidewalks, and bike facilities. It is expected that streets will be improved based on the street concepts in this Plan and existing public works standards as they become public streets.

Figure 29. Downtown Regulating Plan – Street Types



Framework, 2018

The relationship between streets and private development along the street edge has a major impact on the pedestrian experience. Active uses, including retail, personal services, restaurants, and cafes create pedestrian activity, make the streets lively and fun, and attract people to Downtown. Much of the existing development in the Downtown includes surface parking along the street edge and is designed for vehicular access while negatively impacting the pedestrian experience Downtown.

To implement this Plan, development in the Downtown will be regulated, in part, by street typologies that address the design and function of the street. The street typologies will be paired with building or site development frontage types that are permitted along that street edge. For example, on the designated retail streets, either active first floor uses will be required with buildings primarily at the street edge, or any space between the street and building will be required to be active pedestrian space (e.g. outdoor dining, seating, public art, and other amenities.) Other street typologies will allow for a range of building frontage types and land uses to provide flexibility in design.

### *Street Concepts*

The proposed street concepts support the expansion of the public street network, the green street loop, a better pedestrian experience and connectivity, and urban mixed-use infill development.

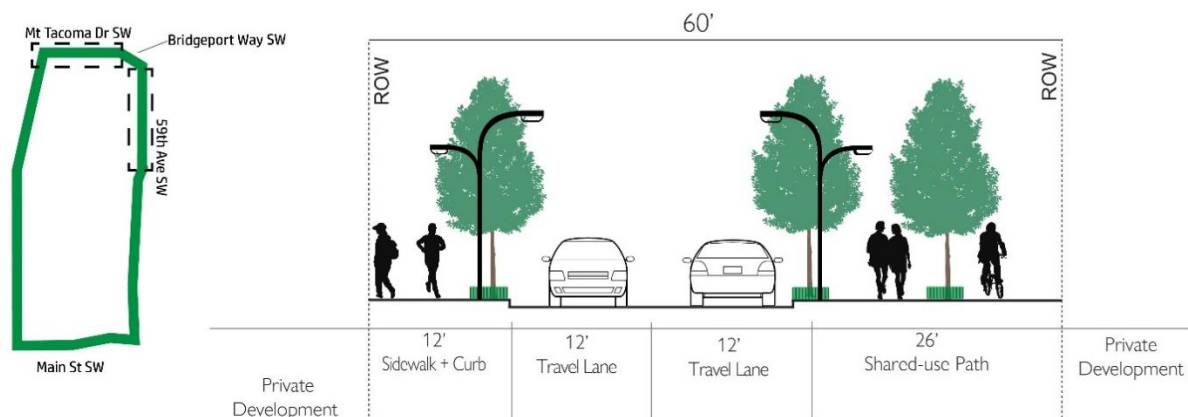
### **Green Street Loop**

The Green Street Loop includes Gravelly Lake Drive SW, 59th Avenue SW, Mt Tacoma Drive SW, and a small portion of Bridgeport Way SW. The Green Loop proposes continuous pedestrian and off-street protected bike facilities, street trees, landscaping, and low-impact development stormwater improvements.

### **Mt Tacoma Drive SW/59th Avenue SW**

The concept plan in Figure 30 for these streets is to reduce the number of travel lanes from three to two. The reduction in vehicle lanes allows for a 12' sidewalk on the west side and a 26' multi-use path on the east side.

*Figure 30. Mt. Tacoma Drive SW and 59th Avenue SW between 100th Street SW and Bridgeport Way SW*



*Framework and KPG, 2018*

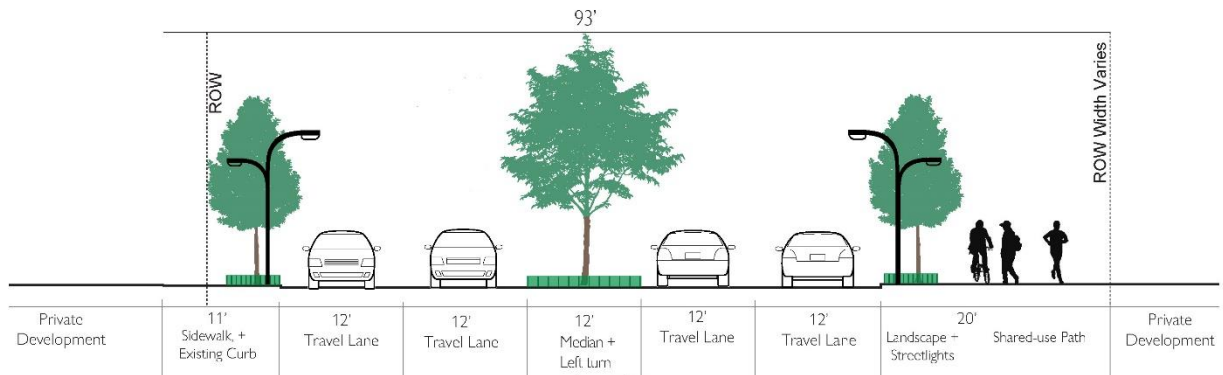
### **Gravelly Lake Drive SW**

After evaluating several cross sections in the Draft EIS, Figure 31 illustrates the preferred section that includes four travel lanes and a center median with left turn pockets at public street intersections. The street section maintains the existing curbs and expands the sidewalks on the west side of the street through acquiring



additional ROW potentially as properties redevelop. Sidewalks may be expanded on the west side as part of frontage improvements associated with private development or a City capital project.

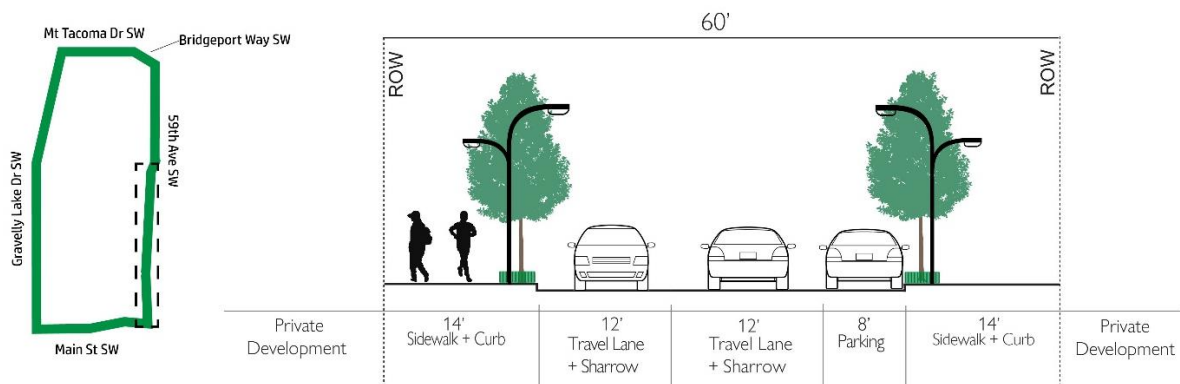
Figure 31. Gravelly Lake Drive SW Revision – Concept #3A (Looking north)



### 59<sup>th</sup> Avenue SW

59th Avenue SW is one of the few public streets in the Towne Center. It currently has three vehicle lanes and sidewalks on both sides of the street within an approximately 60' right-of-way. The concept shown in Figure 36 includes only the existing right-of-way and converts one of the travel lanes to on-street parallel parking and allows for sidewalks up to 14' in width on both sides. This concept supports the transition of 59th Street SW to a pedestrian oriented retail street.

Figure 32. 59<sup>th</sup> Avenue NW (Existing ROW)



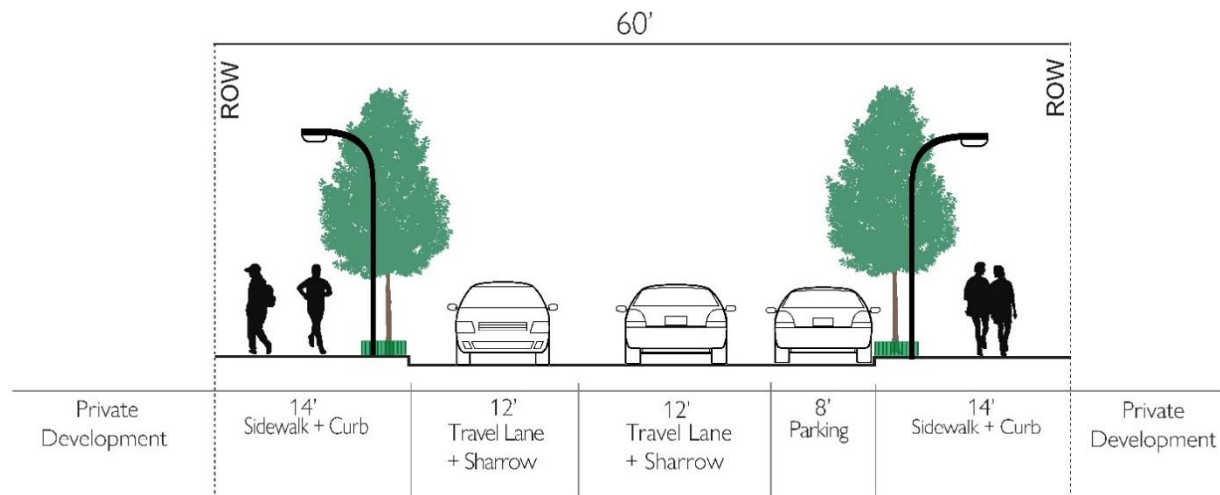
Framework and KPG, 2018

### Lakewood Towne Center Boulevard SW

Lakewood Towne Center Boulevard SW is currently a private street with three vehicle travel lanes and sidewalks on both sides of the street. Figure 38 shows two 12' vehicle travel lanes with "sharrows" (i.e., road markings used to indicate a shared lane environment for bicycles and automobiles<sup>3</sup>), on-street parallel parking on one side of the street, and 14' sidewalks on both sides of the street.

<sup>3</sup> Source: NACTO Urban Bikeway Design Guide

Figure38. Lakewood Towne Center Boulevard between Bridgeport Way SW and Gravelly Lake Dr. SW



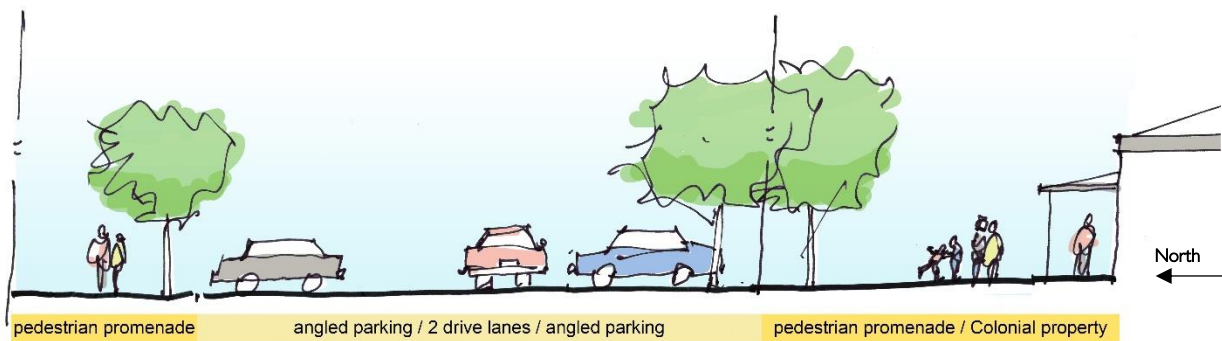
Framework and KPG, 2018

## Lakewood Colonial Plaza

**These are strictly illustrative and may include elements that are not included during redevelopment.**

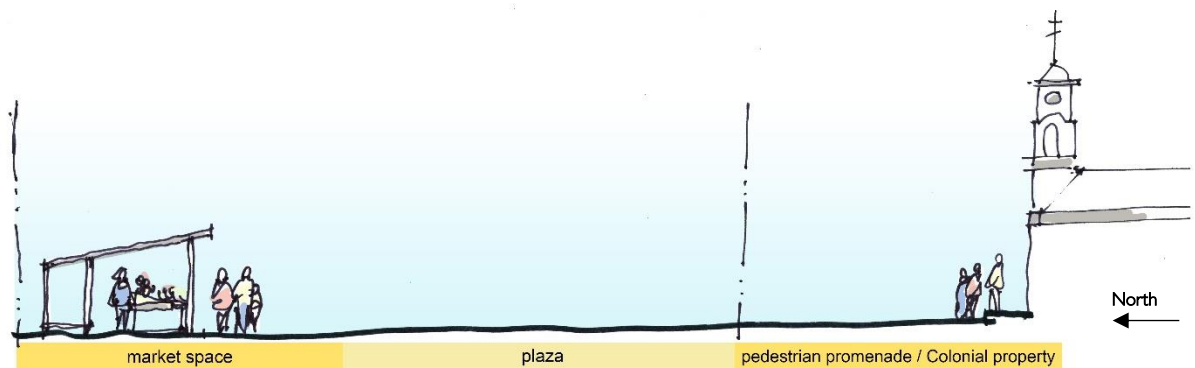
The concepts shown in Figure 39 and Figure 40 are from the preferred alternative developed as part of the Lakewood Colonial Plaza Project along Motor Avenue SW. The goal for the project is to expand public space in the Downtown and provide opportunities for programming, events, and to encourage redevelopment in the area. The typical section in Figure 39 shows angled parking on both sides of the street, wide sidewalks on the north side and a pedestrian promenade on the south side. The design supports programming for events with a variety of potential configurations depending on the size of the events including closing the street to vehicular traffic during major events. The concept design also includes a small structure to support a farmer's market, small concerts, and other events and a large central plaza to highlight the Lakewood Theater.

Figure 39. Lakewood Colonial Plaza Typical Section



Framework, 2016; KPG, 2016

Figure 40. Lakewood Colonial Plaza Typical Section



Framework, 2016; KPG, 2016

## Public Spaces

Expanding the street grid, developing a large central park, creating the green street loop, and improving existing public streets are the core elements of the streets and public space strategy. Another element of the strategy is to identify opportunities for programming, testing design concepts with low-cost temporary improvements, and holding more events in the Downtown like the successful Lakewood Farmer's Market.

In addition, there is an opportunity to expand public space and semi-public space as infill and redevelopment occur. For example, on pedestrian and retail-focused streets, buildings may be set back from the street if public space with pedestrian amenities is designed between the building and the street. Figure 41 shows a potential Lakewood Colonial Plaza Project design.

Figure 41. Lakewood Colonial Plaza Design Concept



Framework, 2016; KPG, 2016



# Parking

## Context

The amount, design, and management of parking has a major impact on the success and experience in downtowns. The Study Area, particularly the Towne Center, currently has large surface parking areas that often fronts along the street edge and has very limited on- or off-street public parking.

More urban downtown environments generally have more public parking, on-street parking, and shared parking options that tend to be located either behind or to the side of buildings or in parking structures. In addition, downtowns typically have a greater level of parking management such as time limits, parking pricing, permits, and other management strategies to ensure that parking is being used efficiently. As redevelopment and infill occurs in the Downtown consistent with this Plan, the City should plan to become more active in regulating, providing, and managing parking to support the Plan's goals.

## Street Grids, Streetscapes & Public Spaces Policies + Strategies

### *Policies*

- **Policy:** Promote the Central Business District (CBD) as a daytime and nighttime center for social, entertainment, cultural, business and government activity. (See related policy in Urban Design + Land Use section).
- **Policy:** Promote cultural institutions, performing arts uses, and recreational activities within the CBD.
- **Policy:** Consider the use of the City's eminent domain powers to establish public streets and public open spaces in the Lakewood Towne Center.
- **Policy:** Maintain a pedestrian-orientation in building, site, and street design and development in the CBD.
- **Policy:** Maintain an appropriate supply of parking in the CBD as development intensifies.
- **Policy:** Foster the evolution of a CBD that is compact and walkable and not defined by large expanses of parking lots.
- **Policy:** Consider parking requirements for higher density areas that offer sufficient parking and access as well as encourage alternative transportation modes.
- **Policy:** Confine the location of parking areas to the rear of properties to increase pedestrian safety and minimize visual impact.
- **Policy:** 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.
- **Policy:** Encourage the use of structured, underbuilding, or underground parking, where feasible with site conditions, to use land more efficiently.
- **Policy:** Encourage shared parking agreements within the Lakewood Towne Center.
- **Policy:** Focus investments in Downtown by promoting joint and mixed-use development and integrating shared-use parking practices.

## *Strategies*

- **Strategy:** Require land uses and development to support an active, safe, and engaging public realm in Downtown streets, parks, and public spaces.
- **Strategy:** Expand the number of events held in public spaces in Downtown by building off the success of the Lakewood Farmer's Market.
- **Strategy:** Implement public and civic investment programs such as: public spaces, art, seasonal events; streets, streetscapes, and parks; and environmental remediation.
- **Strategy:** Ensure parking in the Downtown reflects urban development patterns through use of right-sized parking requirements, a larger on-street parking network, parking facilities within structures or located away from the edges of streets and public spaces, and encouraged shared parking. (See related parking strategies in Transportation section.)

# Transportation

## Context

Downtown Lakewood is a predominantly auto-oriented environment. The local street network is made up of two-way streets with varying travel speeds. Auto congestion is minimal outside of several key intersections along routes leading to I-5. Bridgeport Way SW, 108th Street SW, and 100th Street SW are key access routes to Interstate 5 (I-5), so much of the traffic along the Study Area arterials is destined for I-5 rather than the Downtown itself. The arterials do not follow a typical grid pattern, and blocks vary in size considerably with smaller blocks in the Colonial District and East Commercial District and larger blocks in the Town Center District.

Pedestrian and bicycle connections in the Downtown could be improved within and between districts to make non-motorized travel a more attractive and comfortable option. Sidewalks are provided on most arterials within Downtown Lakewood, although there are some gaps, particularly along Gravelly Lake Drive SW at the north end of the Study Area. Most sidewalks are relatively narrow and do not have buffers, so pedestrians are walking alongside vehicle traffic, which can be uncomfortable for pedestrians on high speed and/or high-volume streets. Recently completed improvements, such as along Main Street SW, include more pedestrian friendly amenities such as buffered sidewalks and mid-block crossings.

While the arterial network has consistent sidewalk coverage, the adjacent residential areas generally lack sidewalks. The density of arterial connections is also a challenge for pedestrians who may have to complete out of direction travel to reach their destination. The Lakewood Towne Center at the heart of the Study Area includes wide swaths of surface parking lots. Some segments of the interior roadway network include sidewalks, but the segments are currently fragmented and would benefit from a more connected pedestrian network.

Lakewood's Transit Center acts as a hub for many Pierce Transit bus routes; this resource could be enhanced with better pedestrian and bicycle connections into the surrounding areas. Likewise, improved facilities between Downtown and Lakewood Station could help connect the Study Area with a valuable regional transit amenity.

## Proposed Improvements

The City's six-year transportation improvement program (TIP) includes a "road diet" project ((i.e., removing travel lanes from a roadway and utilizing the space for other uses and travel modes"<sup>4</sup>) on Gravelly Lake Drive SW between Bridgeport Way and Steilacoom Drive which will reduce the road from four lanes to three lanes and proposes other various intersection pedestrian, and bicycle improvements. This Plan includes all of the City's six-year projects for the area, considers a revision to another section of Gravelly Lake Drive SW between 100<sup>th</sup> and 112<sup>th</sup> Streets SW, and proposes new public streets and connected non-motorized features.

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<sup>4</sup> Source: Federal Highway Administration

Table 2. Proposed Transportation Improvements

Six-Year TIP	Downtown Subarea Plan – Additions
<p>Per current plan. The City's 6-year TIP (2018-2023) includes the following relevant improvement projects:</p> <ul style="list-style-type: none"> <li>2.69B – Gravelly Lake Drive Road Diet b/w Bridgeport and Steilacoom (4 lanes to 3 lanes with bicycle lanes)</li> <li>2.72 – 100<sup>th</sup> St &amp; Lakewood Dr. curb, gutter, sidewalks, new signal</li> <li>2.82 – New sidewalk east side of 59<sup>th</sup> Ave from 100<sup>th</sup> St to Bridgeport Way</li> <li>3.13 – Install a traffic signal at Gravelly Lake Drive / Avondale Road</li> <li>5.7 – Improve non-motorized connections on Motor Ave b/w Whitman and Gravelly Lake Dr.</li> <li>9.16 – 59<sup>th</sup> Ave pavement restoration from Main St to 100<sup>th</sup> St</li> <li>9.22 – 100<sup>th</sup> St pavement restoration from 59<sup>th</sup> Ave to Lakeview Ave</li> </ul>	<p>In addition to the six-year TIP:</p> <ul style="list-style-type: none"> <li>Retain Bridgeport Way SW as primary vehicle entrance-strengthen gateway</li> <li>Retain 100<sup>th</sup> Street SW as a primary east-west vehicle connection between I-5 and subarea</li> <li>Modify cross section of Gravelly Lake Blvd. Study, 4, - lane cross sections with left turn pockets between Bridgeport and Nyanza Road SW to allow for improved bicycle and pedestrian facilities</li> <li>Conversion of Lakewood Towne Center Blvd as A public street</li> <li>Lakewood Towne Center Blvd at 59<sup>th</sup> Ave SW, consider roundabout</li> <li>Reduce 59<sup>th</sup> Avenue SW to two lanes, allowing for bicycle facilities</li> <li>Addition of new street connections to support walkability. Alternative 1 assumes fewer connections based on phasing or property owner preferences, compared with Alternative 2. Consider 400 feet as the desired maximum block lengths throughout Subarea.</li> </ul>

*City of Lakewood, KPG and Fehr & Peers 2017*

Housing and job growth as proposed under this Plan would increase trips and create additional congestion Downtown, though this is offset in part by a greater network of public streets. It is anticipated that more persons would use non-motorized travel, particularly under the Preferred Alternative (EIS Alternative 2), due to an increase in mixed use development.

Table 3. Land Use Assumptions and Daily Person Trip Ends Generated by Preferred Alternative

	Existing	Preferred (Alternative 2)
Total Person Trip Ends	77,000	191,000
Vehicular Mode Trip Ends	71,000	168,900
Non-vehicular mode Trip Ends	6,000	22,100
Non-vehicular Mode Split	8%	12%

*City of Lakewood, BERK 2017 (Land Use); Fehr & Peers 2018 (Trips)*

## Mitigation

### Additional Capital Improvements

Considering proposed transportation improvements and land use together in the City's transportation model, some Plan area intersections would require additional capital improvements, or alternatively changes in programs or policies, as described below.

The results without that change are described below the table.



Table 4. Potential Additional Transportation Mitigation

Intersection	No Action	Preferred without Mitigation	Preferred Mitigated
<b>Gravelly Lake Dr SW/59th Ave SW</b>			
Signalize intersection	E/38	F/82	B/19
<b>100th St SW/Bridgeport Way SW</b>			
Add westbound right turn pocket, convert existing westbound through-right lane to through-only, and prohibit east and westbound left turns	E/68	F/102	D/49
<b>100th St SW/Lakewood Dr SW</b>			
Signal timing revisions to provide more green time to protected left turn phases and reduce time for eastbound and southbound through phases	D/50	E/56	D/54
<b>Lakewood Dr SW/Bridgeport Way SW</b>			
Convert westbound through-left lane to left only to remove split phase or move the pedestrian crossing to the north side of the intersection coincident with the WB phase*	C/34	E/67	D/48

Fehr &amp; Peers 2018

Notes: \* The LOS results are slightly better if the split phasing is removed (D/48) than if the pedestrian crossing is relocated (D/54).

### Screening Transportation Improvements and Additional Mitigation

To assist with City decision-making, the major additional improvements proposed beyond the 6-year TIP or as a result of mitigation are evaluated across criteria. Based on the testing of the land use alternatives and transportation improvements, some are interdependent with others, some advance multi-modal travel, some reduce delay for automobiles, some serve to distribute traffic, and some provide opportunities to advance the linear park feature, green infrastructure, or streetscape amenities. Implementation costs have been developed for the preferred plan; see Appendix B. However, inclusion of improvements that require implementation of other improvements would have a greater cost than improvements that can be implemented independently.

Table 5. Transportation Improvements and Additional Mitigation Screening

Improvements	Reduced Vehicle Delay or Improved Auto Mobility	Multi-modal Focus	Traffic Distribution	Recreation or Amenity Value	Independent Implementation
1. Gravelly Lake Drive SW Revised Street Section	No	Yes	No	Yes	Yes, 4 or 5 lanes
2. Conversion of Lakewood Towne Center Blvd as a public street. Addition of new street connections to support walkability.	Yes	Yes	Yes	Yes	Yes
3. Lakewood Towne Center Blvd at 59th Ave SW, consider roundabout.	Yes	No	Yes	Yes	Yes
4. Reduce 59th Avenue SW to two lanes, allowing for bicycle facilities	No	Yes	No	Yes	Yes
5. Potential Additional Transportation Mitigation in Table 4.	Yes	No	No	No	Yes

BERK and Fehr & Peers 2018

### Transportation Demand Management

To reduce capital and mitigation costs, a more robust implementation of Transportation Demand Management (TDM) strategies could be undertaken. With such a TDM program in place, it is expected that actual trip generation in the Downtown Plan area could be lowered below the levels analyzed in this plan and associated Planned Action EIS.

TDM strategies could include subsidies or discounts for non-auto travel, education, and assistance to help travelers identify non-auto commute options, rideshare, and ride match promotion, and local incentive and reward programs.

## Transportation Policies + Strategies

### *Policies*

- **Policy:** Balance the need for traffic flow with providing multi-modal travel options and supporting urban development in the Downtown.
- **Policy:** Emphasize pedestrian and bicycle connectivity and transit use within the Central Business District (CBD).
- **Policy:** Accommodate automobiles in balance with pedestrian, bicycle, and transit uses within the CBD and on individual sites.

### *Strategies*

- **Strategy:** Amend City design and engineering standards to implement Downtown street sections.
- **Strategy:** Ensure development standards require new development to provide convenient pedestrian connections to bus stops.
- **Strategy:** Provide pedestrian facilities and amenities, local access, on-street parking, and active streets on designated retail streets in the Downtown.
- **Strategy:** Prioritize the design and construction of the Green Loop, including the revision on Gravelly Lake Drive SW.
- **Strategy:** Provide sidewalks and/or upgraded sidewalk conditions within the Downtown area along the Green Loop roadways and along connections to parks and recreational spaces.
- **Strategy:** Construct high quality bicycle facilities for riders of all ages, including bicycle lanes and multi-use paths to provide safe east-west and north-south routes in the Downtown.
- **Strategy:** Actively pursue the acquisition of the proposed public streets based on the priorities established in the Implementation Plan and as strategic opportunities arise.
- **Strategy:** Work with Pierce Transit, Sound Transit, and other partners to offer incentives to small employers that promote multimodal travel.
- **Strategy:** Provide a high level of transit stop amenities, including pads, bus shelters, and traveler information within the Plan area.
- **Strategy:** Conduct a parking study in the Downtown to understand the existing demand for parking and identify opportunities for redevelopment of existing surface parking lots to support the implementation of this Plan.
- **Strategy:** Update the City's parking requirements to "right size" the requirements based on the results of the parking study and to encourage shared parking and flexibility in meeting parking requirements.
- **Strategy:** Pursue opportunities to add on-street parking consistent with the street concept plans and support the redevelopment of existing surface parking lots and prioritize access to street level retail uses..

## Parks, Open Spaces, & Trails

### Context

There are cultural facilities – a library, museum, and theater – in the Plan area, but the Downtown lacks parks and open space. Per its 2014 Legacy Plan, the City's open space level of service is 0.75-mile walking distance, or a 20-minute walking time, to urban parks serving residents living in high density residential or mixed-use areas. Most of the Downtown does not meet this standard.

North of Downtown, the City manages the Kiwanis Park, which is three acres and contains a skate park. The County's Seeley Lake Park abuts Downtown to the northeast near the East Commercial District and is about 47-acres containing a loop trail, woods, and wetlands. Active Park lies to the east of the Lakewood Towne Center Mall.

Community engagement showed a keen interest in outdoor recreation such as a spray park, a linear park, entertainment venues for art, music, and food and indoor cultural facilities.

*Figure 43. Outdoor Recreation: Spray Park and Linear Park*



*Lakewood Downtown Plan Survey 2017, McCament & Rogers LLC 2014*

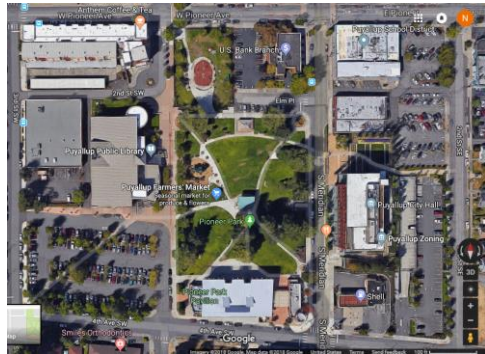


## Park Concepts

Recognizing the value of gathering spaces and active, healthy lifestyles by residents and businesses, coupled with the current lack of parks and recreation space, this Plan proposes a focal central park and a linear green street connection most of the Plan area. Connections to adjacent parks, including Active Park and Seeley Lake Park, are also proposed.

Figure 44. Park Concepts for Downtown Lakewood

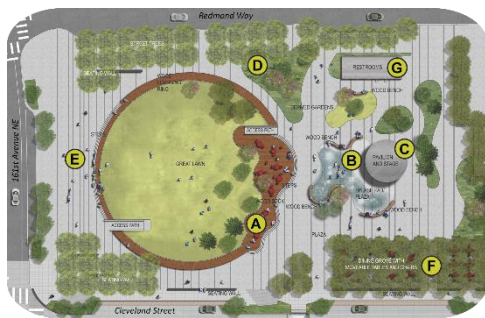
### Central Park Case Studies



Downtown Puyallup – Pioneer Park – 2 acres

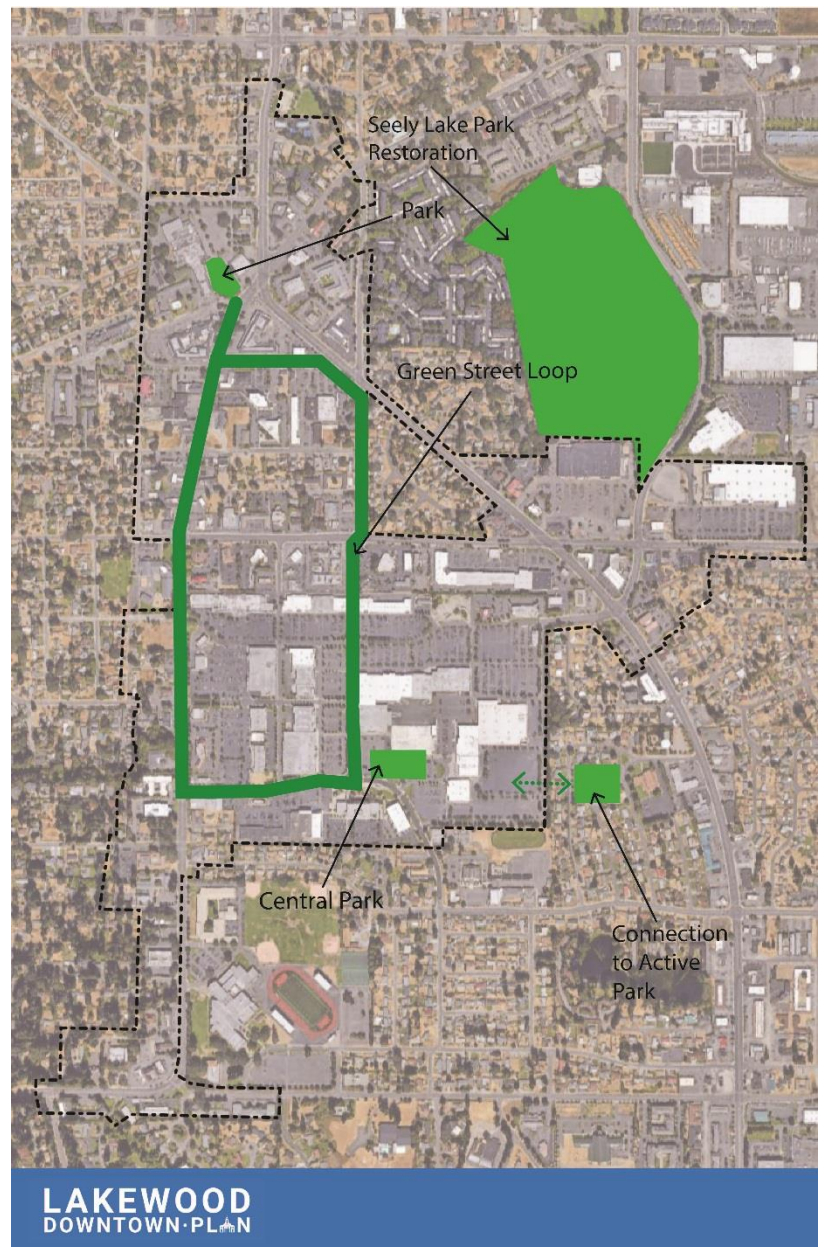


Downtown Burien – 1 acre



Downtown Redmond – 2 Acres, Under Construction

### Downtown Lakewood Park Concept



## Park, Open Spaces & Trails Policies + Strategies

### *Policies*

- **Policy:** Create public spaces and amenities in the Central Business District (CBD) to support Downtown businesses and residents
- **Policy:** Acquire lands and construct community-gathering destinations such as plazas, open space or community facilities within the Towne Center.
- **Policy:** Invest in a quality park and recreation system to enhance economic benefit.
- **Policy:** Encourage the development of open space and recreation amenities in business parks or other commercial areas to support workers and nearby residents.
- **Policy:** Increase emphasis on making Lakewood accessible and convenient for pedestrians and bicycle riders.

### *Strategies*

- **Strategy:** Implement the Lakewood Legacy Plan urban parks level of service standard.
- **Strategy:** Explore grant and other funding opportunities for public space improvements and programming.
- **Strategy:** Authorize partial fees-in-lieu of onsite parks and recreation facilities that would contribute to central and linear park implementation.
- **Strategy:** Acquire land for and develop a central park in Downtown to provide citizens with recreation and cultural features.
- **Strategy:** Develop the Green Loop to connect the Downtown's parks, recreation, cultural, transit, and retail assets.
- **Strategy:** Explore the potential to designate a cultural district within Downtown to celebrate art and creativity and to attract funding.
- **Strategy:** Program and host events (e.g., farmers market, parades, holiday festivals or Oktoberfest) for Downtown public spaces.
- **Strategy:** Create streetscapes and trails that link the Downtown area to parks and recreational facilities outside of Downtown.

# Stormwater and the Natural Environment

## Context

### *Natural Environment*

Downtown is located to the west in the City and within the drainage basins of Steilacoom and Gravelly Lakes. Clover Creek flows northwest into Steilacoom Lake, crossing the southwest corner of the Town Center District. Clover Creek is a salmonid bearing stream with documented Coho salmon and presumed winter steelhead. Ponce de Leon Creek, another salmonid-bearing stream, flows to the west of the Town Center District. In addition to mapped critical areas, several streams and waterbodies are piped within the planning area.

Portions of Clover Creek are within a special flood hazard area. Special flood hazard areas are subject to flooding and have a 1% annual chance of flood (100-year food).

The entire Downtown Study Area is within an aquifer recharge area (Lakewood Water District, 2018). The soils are highly permeable and gravelly in nature, and the area is rated as highly vulnerable on the DRASTIC index range (LMC 14A.150; (Brown and Caldwell et al., 1990)). The City's sole source of drinking water is from underground aquifers and recharge (replenishing) of the aquifers comes from local rainfall in the Clover-Chambers watershed which includes the Downtown Plan Study Area.

Urban adapted wildlife (e.g. rodents, raccoons, and some birds such as crows) may take advantage of the limited greenspace within Downtown Lakewood.

### *Stormwater*

The natural surface waters have been modified over time and have been integrated into the manmade stormwater system to enable development. The Downtown stormwater pipes and vaults are shown in Figure45.

Redevelopment in the Downtown will require compliance with modern stormwater standards, including which best management practices to minimize stormwater impacts on water quality and quantity.



Figure45. Surface Water Features



Digital Globe, 2016, City of Lakewood, Pierce County GIS, ESA



## Proposed Improvements

This plan supports restoration of Seeley Lake Park outside the Study Area and an option to daylight a portion of Ponce de Leon Creek per Comprehensive Plan policies.

Depending on the extent and type of restoration of Seeley Lake Park, these changes could help to improve the water quality of the wetland and improve habitat for urban wildlife.

Daylighting a portion of Ponce de Leon Creek could provide additional instream and riparian habitat along the daylighted portion of the stream. Daylighting a portion of the creek could also have a community benefit and be an opportunity for education as it would be a natural feature in an urban environment. However, daylighting a portion of the creek would not necessarily address water quality issues, which could hinder ecological benefit. The area also has a high water table, and daylighting may have an effect on groundwater. Additionally, depending upon site constraints and easements acquired, the riparian area may be too narrow to provide any ecological benefit or costs may render daylighting impractical.

Improvements in the stormwater system, which currently has limited areas of filtration or water quality treatment, would be supported by the City's application of its stormwater standards, including:

- 2012 Stormwater Management Manual for Western Washington (as amended in 2014) (Washington Department of Ecology, 2014);
- Pierce County Stormwater Management and Site Development Manual (Pierce County, 2015); and
- Washington State Department of Transportation (WSDOT) Highway Runoff Manual (WSDOT, 2014)

## Stormwater and the Natural Environment Policies + Strategies

### *Policies*

- **Policy:** Protect the quality and quantity of groundwater.
- **Policy:** Require that development follow adopted stormwater standards that incorporate low impact development (LID) principles and standards.
  - Where onsite filtration is feasible, it should be provided.
  - Permeable surfaces should be considered for sidewalks.

### *Strategies*

- **Strategy:** Feature low impact development and green stormwater infrastructure along the Green Street Loop.
- **Strategy:** Use native and/or drought tolerant landscaping in the Downtown.
- **Strategy:** Provide educational signage at aboveground stormwater facilities and/or added natural features.
- **Strategy:** Encourage that open ponds be an amenity for the Downtown, with both natural landscape and urban access and edge treatments.
- **Strategy:** Address protection and potential restoration of piped streams in development to improve downstream function.
- **Strategy:** Require a conservation easement or other regulatory structure for piped streams to ensure the possibility of creek daylighting is not precluded by future redevelopment.
- **Strategy:** Identify types of acceptable low impact development and green stormwater infrastructure techniques for small parcels in the Plan area. Be open to emerging ideas.

## Utility Infrastructure (Water, Sewer, Power)

### Context

Water service is provided by the Lakewood Water District, and Downtown is fully served. The District began a 35-year program of replacement and rehabilitation in 1995, and some of the lines are mapped as needing replacement in the Downtown Plan area. Once these replacements are complete, water service will be sufficient for Downtown including daily use and fire suppression demand.<sup>5</sup>

Sewer service is provided by Pierce County Public Works and Utilities. Downtown is in the County's Lakewood East Sewerage Sub-basin and is fully served. Pierce County plans to increase sewer capacity in the area. Designs under consideration currently include either an increase in the size of the current interceptor (from 54" to 72") or the addition of a parallel sewer line. Any needs for additional flow can be considered and incorporated into Unified Sewer Plan updates in 2018 or beyond. (Bedi, 2018)

Power providers in the Downtown include Lakeview Light and Power and Tacoma Power.

Water and sewer lines traverse larger private properties within the Plan area such as the Lakewood Towne Center Mall. This could affect where and how public streets are added. The addition of new public streets could necessitate changes to some utility lines. Developers are responsible for the cost of these alterations, which may be identified during the design review for individual projects. The City should consider development incentives to advance public street improvements and to help offset developer responsibility for the cost of utility alteration.

## Utility Infrastructure (Water, Sewer, Power) Policies + Strategies

### Policies

- **Policy:** Ensure Downtown features a connected public street grid and updated utility infrastructure to support densification.
- **Policy:** Encourage energy efficient development in the Downtown Study Area.

### Strategies

- **Strategy:** Facilitate the creation of public streets to maximize development potential that meets the Downtown Plan vision.
- **Strategy:** Develop a water line replacement phasing plan in conjunction with the Lakewood Water District that dovetails with the installation of public streets to reduce the costs of utility relocation.
- **Strategy:** Coordinate with Pierce County on the relocation of sewer lines as public streets are developed.
- **Strategy:** Promote energy-saving building materials and site designs (e.g., LEED or similar ranking systems) through development regulation incentives.

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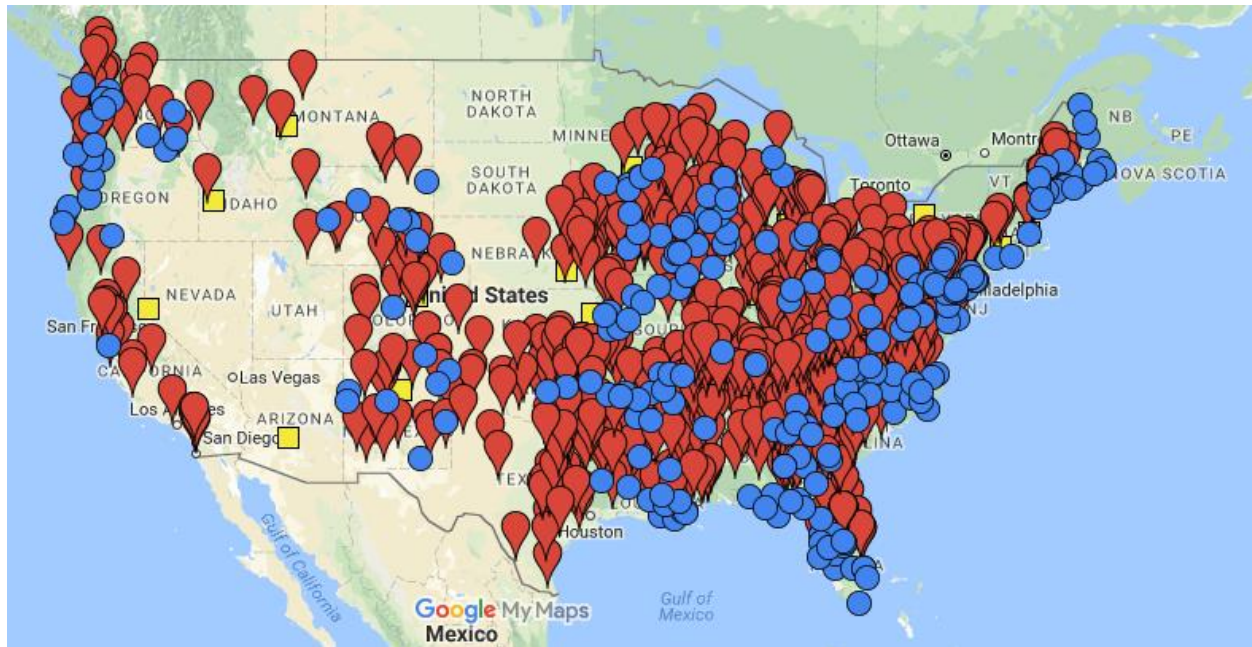
<sup>5</sup> Water supply requirements for fire flow can be much greater than the average daily usage for single buildings. Developers are responsible for improvements needed to meet fire code requirements on their property, so additional improvements may be identified during the design review for individual projects.

# Community Partnerships and Organization

## Context

Successful Downtowns often have active community organizations to partner with the City and the community to manage and improve the Downtown. The National Main Street Association and the Washington Main Street Association are two of the best examples of national and organizations that provide guidance and resources for local communities interested in revitalizing their Downtown. There are many main street organizations in Washington and throughout the United States (see Figure 46).

Figure 46. Map of Main Street Associations in the United States



Mainstreet.org, 2018; Google Maps, 2018

The main street approach is based on the understanding that the City governments do not have the resources to take on all aspects of a downtown revitalization effort and need resources from the community. It includes creating a sustainable organization that is committed to the revitalization of the Downtown and uses the Four Point Approach (see Figure 47) that includes organization, promotion, design, and economic vitality subcommittees. Business improvement associations, merchant associations, chambers of commerce, historic preservation organizations, and arts and culture organizations can also contribute to the success of a city's Downtown. Lakewood currently has many community organizations, but none focused exclusively on the revitalization of the Downtown.

Figure 33. Main Street Four Point Approach



Mainstreet.org, 2018

## Community Partnerships and Organization Policies + Strategies

### Policies

- **Policy:** Focus on the revitalization of the Downtown through partnerships among the City, business and property owners, and the community; develop an organization whose primary function is to support implementation of this Plan.
- **Policy:** Support formation of business improvement organizations.
- **Policy:** Support the formation of a Lakewood Towne Center association or similar organization to establish economic improvement strategies and to sponsor social and safety events.

### Strategies

- **Strategy:** Create a Downtown Plan Advisory Commission with staff support to assist with implementation efforts.
- **Strategy:** Connect businesses to other Lakewood business support organizations' missions and programs including the Lakewood Chamber of Commerce.
- **Strategy:** Work with Lakewood Chamber of Commerce on a "buy local" initiative that builds on the small business movement.
- **Strategy:** Seek community partnerships for the programming and management of public spaces for active use.
- **Strategy:** Explore becoming a designated Main Street program through the State of Washington.



## Implementation Plan

During the public outreach for this Plan, the community expressed a very strong desire to see progress towards realizing their vision for the Downtown and some frustration that more has not happened to date. Therefore, the implementation plan is a critical component to advancing the Downtown vision. The implementation plan outlines the project actions, the timeline for implementation, the responsible department (See Table 5). The timeline for plan actions include short-term (0-3 years), Mid-term (3-5 years) and long-term (5+ years).

Table 5. Implementation Plan

	Plan Action	Timeline	Department
Urban Design + Land Use	■ Update the City's Future Land Use Map and Zoning Map to designate the entire Study Area as "Downtown."	Short-term	Community Development
	■ Adopt a hybrid form-based code that combines design elements with traditional zoning to regulate Downtown development. Use Overlay Districts, Street Types, Building Frontage Standards, and a simplified list of allowed land uses in the subarea.	Short-term	Community Development
	■ Adopt standards to address the transition and minimize impacts from more intense development Downtown to lower-density residential neighborhoods.	Short-term	Community Development
	■ Encourage integrated mixed-use urban development, including housing, in the Downtown.	Ongoing	Community Development
	■ Train staff on maintenance and implementation of a hybrid form-based development code.	Short-term	Community Development
	■ Remove underlying deed restrictions and/or covenants that prohibit office, high density residential, and/or mixed-use development or open space.	Mid-term	Community Development
	■ Conduct a parking study in the Downtown to understand the existing demand for parking and identify opportunities for redevelopment of existing surface parking lots to support the implementation of this Plan.	Short-term	Community Development

	Plan Action	Timeline	Department
	<ul style="list-style-type: none"> <li>Update the City's parking requirements to "right size" the requirements based on the results of the parking study and to encourage shared parking and flexibility in meeting parking requirements. The updated parking requirements should consider parking maximums.</li> </ul>	Short-term	Community Development
	<ul style="list-style-type: none"> <li>Monitor the impact of the Downtown Code in implementing this Plan at least biennially and amend the Plan and its associated regulations as needed to improve outcomes.</li> </ul>	Short-term; Ongoing	Community Development
Economic Development	<ul style="list-style-type: none"> <li>Develop a Lakewood-specific business attraction and retention program with regional economic development partners including opportunities for incubator businesses.</li> </ul>	Ongoing	Community Development, Public Works Engineering, Parks and Recreation, Economic Development
	<ul style="list-style-type: none"> <li>Identify and implement incentives that would encourage new businesses to locate in Downtown Lakewood.</li> </ul>	Short-term; Ongoing	Economic Development
	<ul style="list-style-type: none"> <li>Provide resources for entrepreneurs and small businesses, including information available in multiple languages, and recruit key business services to the area.</li> </ul>	Short-term; Ongoing	Economic Development
	<ul style="list-style-type: none"> <li>Support a business improvement district and continue ongoing initiatives to make downtown Lakewood clean and safe.</li> </ul>	Short-term	Economic Development
	<ul style="list-style-type: none"> <li>Activate empty and underutilized places such as parking lots.</li> </ul>	Short-term	Community Development, Economic Development
	<ul style="list-style-type: none"> <li>Seek neighborhood businesses that provide daily goods and services in the CBD.</li> </ul>	Ongoing	Economic Development
	<ul style="list-style-type: none"> <li>Invest in civic amenities and infrastructure consistent with this Downtown Plan to attract business owners and investors who create living wage jobs.</li> </ul>	Mid-term	Community Development, Public Works Engineering, Parks and Recreation

	Plan Action	Timeline	Department
	<ul style="list-style-type: none"> <li>Explore the feasibility of a business incubator in Downtown and consider incorporating economic gardening for microenterprises into it.</li> </ul>	Mid-term	Economic Development
	<ul style="list-style-type: none"> <li>Work with local financial institutions on providing low interest loans for qualified small local businesses.</li> </ul>	Short-term; Ongoing	Economic Development
	<ul style="list-style-type: none"> <li>Implement “crime prevention through environmental design” principles at the time of design and through maintenance programs.</li> </ul>	Short-term; Ongoing	Community Development, Public Works Engineering
	<ul style="list-style-type: none"> <li>Improve regular police patrols through extension of public streets.</li> </ul>	Mid-term	Community Development, Public Works Engineering, Police Department
	<ul style="list-style-type: none"> <li>Evaluate regulations, procedures, and fees to remove barriers to business formation and development while remaining effective and reasonable to achieve the Vision of this plan.</li> </ul>	Short-term	Community Development
Housing	<ul style="list-style-type: none"> <li>Adopt form-based development regulations that improve the quality of attached and mixed-use housing development and create a walkable attractive Downtown.</li> </ul>	Short-term	Community Development
	<ul style="list-style-type: none"> <li>Revise land use and development regulations to promote mixed-use development within the CBD.</li> </ul>	Short-term	Community Development
	<ul style="list-style-type: none"> <li>Adopt transitional height and landscape standards to ensure compatibility with abutting lower-density areas.</li> </ul>	Short-term	Community Development
	<ul style="list-style-type: none"> <li>Engage affordable housing organizations about opportunities and partnerships to increase housing in the Downtown.</li> </ul>	Short-term; Ongoing	Community Development, Economic Development
	<ul style="list-style-type: none"> <li>Explore opportunities for transitional housing and services with homelessness service providers to address the health, social, and shelter needs of homeless in Lakewood.</li> </ul>	Short term; Ongoing	Community Development, Economic Development

	Plan Action	Timeline	Department
	<ul style="list-style-type: none"> <li>Foster neighbor engagement and create a sense of safety through “crime prevention through environmental design” principles integrated into development designs.</li> </ul>	Ongoing	Community Development
	<ul style="list-style-type: none"> <li>Explore expanding current tax abatement programs and other incentives.</li> </ul>	Long Term	Community Development
Street Grid, Streetscapes and Public Spaces	<ul style="list-style-type: none"> <li>Require land uses and development to support an active, safe, and engaging public realm in Downtown streets, parks, and public spaces.</li> </ul>	Mid-term; Ongoing	Community Development, Economic Development, Public Works Engineering, Parks and Recreation
	<ul style="list-style-type: none"> <li>Expand the number of events held in public spaces in Downtown by building off the success of the Lakewood Farmer’s Market.</li> </ul>	Short-term; Ongoing	Public Works Engineering, Community Development
	<ul style="list-style-type: none"> <li>Implement public and civic investment programs such as: public spaces, art, seasonal events; streets, streetscapes, and parks; and environmental remediation.</li> </ul>	Mid-term	Public Works Engineering, Community Development, Parks and Recreation
	<ul style="list-style-type: none"> <li>Adopt regulations for right-sized parking requirements, a larger on-street parking network, parking facilities within in structures or located away from the edges of streets and public spaces, and encouraged shared parking.</li> </ul>	Short-term; Ongoing	Community Development, Public Works Engineering
Transportation	<ul style="list-style-type: none"> <li>Amend City design and engineering standards to implement Downtown street sections.</li> </ul>	Short-term	Public Works Engineering
	<ul style="list-style-type: none"> <li>Ensure development standards require new development to provide convenient pedestrian connections to bus stops.</li> </ul>	Short-term	Community Development, Public Works Engineering
	<ul style="list-style-type: none"> <li>Provide pedestrian facilities and amenities, local access, on-street parking, and active streets on designated retail streets in the Downtown.</li> </ul>	Ongoing	Public Works Engineering



Plan Action	Timeline	Department
<ul style="list-style-type: none"> <li>■ Prioritize the design and construction of the Green Loop, including the revision on Gravelly Lake Drive SW.</li> </ul>	Ongoing	Community Development, Public Works Engineering
<ul style="list-style-type: none"> <li>■ Provide sidewalks and/or upgraded sidewalk conditions within the Downtown area along the Green Loop roadways and along connections to parks and recreational spaces.</li> </ul>	Ongoing	Community Development, Public Works Engineering
<ul style="list-style-type: none"> <li>■ Construct high quality bicycle facilities for riders of all ages, including bicycle lanes and multi-use paths to provide safe east-west and north-south routes in the Downtown.</li> </ul>	Long-term	Community Development, Public Works Engineering
<ul style="list-style-type: none"> <li>■ Actively pursue the acquisition of the proposed public streets based on the priorities established in the Implementation Plan and as strategic opportunities arise.</li> </ul>	Short-term	Public Works Engineering
<ul style="list-style-type: none"> <li>■ Work with Pierce Transit, Sound Transit, and other partners to offer incentives to small employers that promote multimodal travel.</li> </ul>	Short-term	Public Works Engineering
<ul style="list-style-type: none"> <li>■ Provide a high level of transit stop amenities, including pads, bus shelters, and traveler information within the Plan area.</li> </ul>	Short-term	Pierce Transit, Public Works Engineering
<ul style="list-style-type: none"> <li>■ Conduct a parking study in the Downtown to understand the existing demand for parking and identify opportunities for redevelopment of existing surface parking lots to support the implementation of this Plan.</li> </ul>	Short-term	Community Development
<ul style="list-style-type: none"> <li>■ Update the City's parking requirements to "right size" the requirements based on the results of the parking study and to encourage shared parking and flexibility in meeting parking requirements.</li> </ul>	Short-term	Community Development

	Plan Action	Timeline	Department
	<ul style="list-style-type: none"> <li>Pursue opportunities to add on-street parking consistent with the street concept plans and support the redevelopment of existing surface parking lots and prioritize access to street level retail uses.</li> </ul>	Short Term; Ongoing	Community Development, Public Works Engineering
Parks, Open Spaces, & Trails	<ul style="list-style-type: none"> <li>Implement the Lakewood Legacy Plan urban parks level of service standard.</li> </ul>	Mid-Term	Parks and Recreation, Community Development
	<ul style="list-style-type: none"> <li>Explore grant and other funding opportunities for public space improvements and programming.</li> </ul>	Mid-term	Parks and Recreation, Community Development, Public Works Engineering, Administrative Services
	<ul style="list-style-type: none"> <li>Authorize partial fees in lieu of onsite parks and recreation facilities to contribute to central and linear park implementation.</li> </ul>	Short-term	Parks and Recreation, Community Development
	<ul style="list-style-type: none"> <li>Acquire land for and develop a central park in Downtown to provide citizens with recreation and cultural features.</li> </ul>	Long-term	Community Development, Public Works Engineering
	<ul style="list-style-type: none"> <li>Develop the Green Loop to connect the Downtown's parks, recreation, cultural, transit, and retail assets.</li> </ul>	Short-term	Community Development, Public Works Engineering
	<ul style="list-style-type: none"> <li>Explore the potential to designate a cultural district within Downtown to celebrate art and creativity and to attract funding.</li> </ul>	Mid-term	Parks and Recreation
	<ul style="list-style-type: none"> <li>Program and host events (e.g., farmers market, parades, holiday festivals or Octoberfest) for Downtown public spaces.</li> </ul>	Short-term; Ongoing	Parks and Recreation
	<ul style="list-style-type: none"> <li>Create streetscapes and trails that link the Downtown area to parks and recreational facilities outside of Downtown.</li> </ul>	Mid-term	Community Development, Public Works Engineering
Stormwater	<ul style="list-style-type: none"> <li>Feature low impact development and green stormwater infrastructure along the Green Street Loop.</li> </ul>	Short-term	Public Works Engineering, Community Development
	<ul style="list-style-type: none"> <li>Use native and/or drought tolerant landscaping in the Downtown.</li> </ul>	Short-term	Community Development, Public Works Engineering

	Plan Action	Timeline	Department
	<ul style="list-style-type: none"> <li>Provide educational signage at aboveground stormwater facilities and/or added natural features.</li> </ul>	Short-term	Public Works Engineering
	<ul style="list-style-type: none"> <li>Encourage that open ponds be an amenity for the Downtown, with both natural landscape and urban access and edge treatments.</li> </ul>	Short-term	Public Works Engineering
	<ul style="list-style-type: none"> <li>Address protection and potential restoration of piped streams in development to improve downstream function.</li> </ul>	Mid-term	Community Development, Public Works Engineering
	<ul style="list-style-type: none"> <li>Require a conservation easement or other regulatory structure for piped streams to ensure the possibility of creek daylighting is not precluded by future redevelopment.</li> </ul>	Mid-term	Community Development, Public Works Engineering
	<ul style="list-style-type: none"> <li>Identify types of acceptable low impact development and green stormwater infrastructure techniques for small parcels in the Plan area. Be open to emerging ideas.</li> </ul>	Short-term; Ongoing	Public Works Engineering
Utility Infrastructure	<ul style="list-style-type: none"> <li>Facilitate the creation of public streets to maximize development potential that meets the Downtown Plan vision.</li> </ul>	Mid-term	Public Works Engineering, Community Development
	<ul style="list-style-type: none"> <li>Develop a water line replacement phasing plan in conjunction with the Lakewood Water District that dovetails with the installation of public street to reduce the costs of utility relocation.</li> </ul>	Short-term	Public Works Engineering
	<ul style="list-style-type: none"> <li>Coordinate with Pierce County on the relocation of sewer lines as public streets are developed.</li> </ul>	Short-term; Ongoing	Public Works Engineering
	<ul style="list-style-type: none"> <li>Promote energy-saving building materials and site designs (e.g., LEED or similar ranking systems) through development regulation incentives.</li> </ul>	Short-term; Ongoing	Community Development

	Plan Action	Timeline	Department
Community Partnerships	■ Create a Downtown Plan Advisory Commission with staff support to assist with implementation efforts.	Mid-term	Community Development, Economic Development
	■ Connect businesses to other Lakewood business support organizations' missions and programs including the Lakewood Chamber of Commerce.	Short-term; Ongoing	Community Development, Economic Development
	■ Work with Lakewood Chamber of Commerce on a "buy local" initiative that builds on the small business movement.	Short-term	Economic Development
	■ Seek community partnerships for the programming and management of public spaces for active use.	Mid-term; Ongoing	Parks and Recreation
	■ Explore becoming a designated Main Street program through the State of Washington.	Short-term	Community Development, Parks and Recreation



## Appendix A Colonial District Design Overview

# COLONIAL DISTRICT DESIGN OVERVIEW

**LAKEWOOD**  
DOWNTOWN • PLAN





# PRECEDENTS



City Council Approved



# ELEMENTS

## \* MATERIALS

- \* BRICK
- \* CLAPBOARDS
- \* WOOD
- \* GLASS
- \* STONE
- \* STUCCO WHEN LIMITED IN AREA

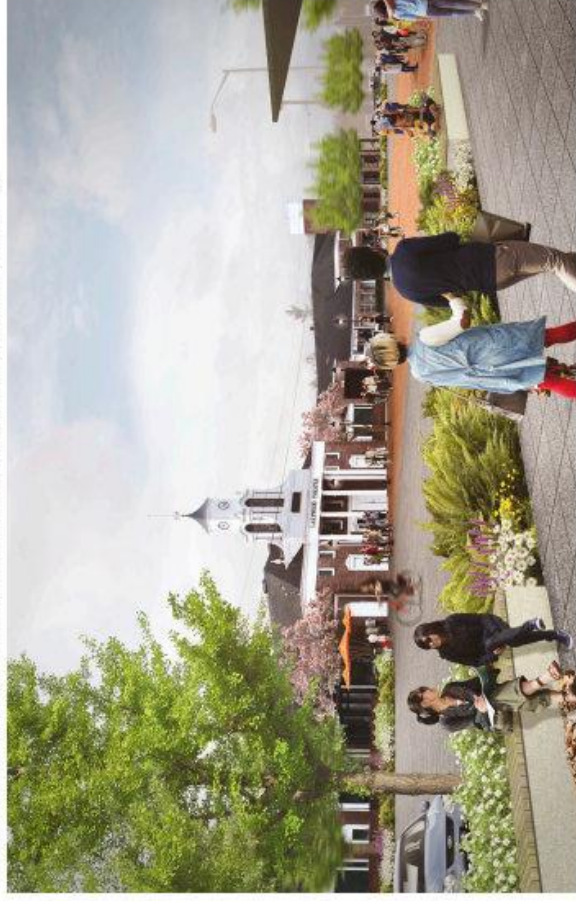
## \* COLOR

- \* RED
- \* WHITE
- \* YELLOW
- \* BLUE/GRAY
- \* BLACK

## \* ARCHITECTURAL (COLONIAL REVIVAL)

- \* CUPOLA
- \* GABLET (DORMERS)
- \* COLUMNS
- \* PORTICO
- \* PEDIMENTS
- \* SHUTTERS
- \* CHIMNEYS
- \* PROMINENT ENTRY DESIGN
- \* CORNICE WITH DETAILING
- \* ORNATE DETAILING
- \* ARCHES
- \* ROOF FORMS
  - \* SIDE GABLE, GABRIEL, HIPPED, GABLE
  - \* FLAT ROOFS WHEN INCORPORATING FEATURES THAT CREATE A PROMINENT EDGE AND BREAK UP MASS
- \* WINDOWS
  - \* SYMMETRICAL FENESTRATION
  - \* MULTI-PANE
  - \* ARCHED
  - \* SMALLER UPPER STORY WINDOWS

THE ELEMENTS OF COLONIAL DESIGN PROVIDE A MENU OF OPTIONS FOR THE CITY AND THE COMMUNITY TO CONSIDER IN DEVELOPING DESIGN STANDARDS FOR THE DISTRICT



MOTOR AVENUE CONCEPT

# ELEMENTS

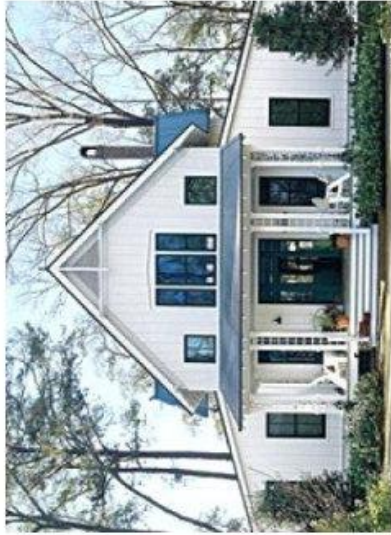
- CUPOLA
- COLUMNS
- SYMMETRICAL  
WINDOWS + PANES
- BRICK
- WHITE TRIM
- CHIMNEY
- SIDE GABLE  
ROOF



# ROOF TYPES



**SIDE GABLE**



**GABLE**



**GAMBREL**

SEE ELEMENTS FOR OTHER TYPES.



**HIPPED**



# DESIGN STANDARDS

**Overview.** American Colonial Revival Design is a part of Lakewood's history. The Lakewood Theater, constructed in 1937, is the most prominent example of Colonial Architecture in the District. Newer buildings in the district continue to exhibit Colonial Architectural elements and the community desires to reinforce the character of the district through adoption of design standards, but also provide flexibility to support other goals for activating public spaces in Downtown including along Motor Avenue adjacent to the Lakewood Theater.

**Purpose and Intent.** To maintain and enhance the colonial character and design elements within the district and require new development and modifications to be compatible with the scale, materials, and architectural elements of American Colonial Revival architecture. Sites and buildings should be designed to be recognizable as modern structures and not to appear as historic structures. Creativity is encouraged to design sites and buildings that represent modern interpretations of Colonial Architecture through building scale, materials, symmetry, window patterns, entry design, and other elements. Development shall be consistent with the Secretary of the Interiors Standards for the Rehabilitation of Historic Structures for new additions, exterior alterations, and related new construction (Standards 9 and 10). Additionally, the Colonial District Design Standards are intended to achieve the following:

1. To improve the image and character of the District and the Downtown.
2. To connect to Lakewood's History and identity as it relates to colonial architecture and the district's role

3. as a community gathering place  
To support the community's vision for a vibrant Downtown for all and the implementation of the Downtown Subarea Plan
4. To create a great experience on Downtown Streets and in public spaces that is unique to Lakewood

## Levels of Review.

1. Facade Improvements and Modifications.
2. Additions.
3. New Buildings and Redevelopment.

**Design Standards.** See Downtown Development Code. Addresses Colonial Elements and Roof Types.



## Appendix B: Capital Facility Plan

### *Capital Facilities Plan Text*

The EIS and Downtown Plan identified new transportation and park improvements. This capital plan identifies priorities for public investments based on City levels of service and the Downtown Plan Vision and concepts. It identifies available funding sources including local, state, and federal funds in addition to grant opportunities, and considers the City's budget and revenue projections and the Transportation Improvement Program (TIP).

### *Transportation Improvements*

The list below, together with Exhibit 1, summarizes the transportation network assumptions for the Downtown Plan including projects in the City's Six-Year TIP and additional projects.

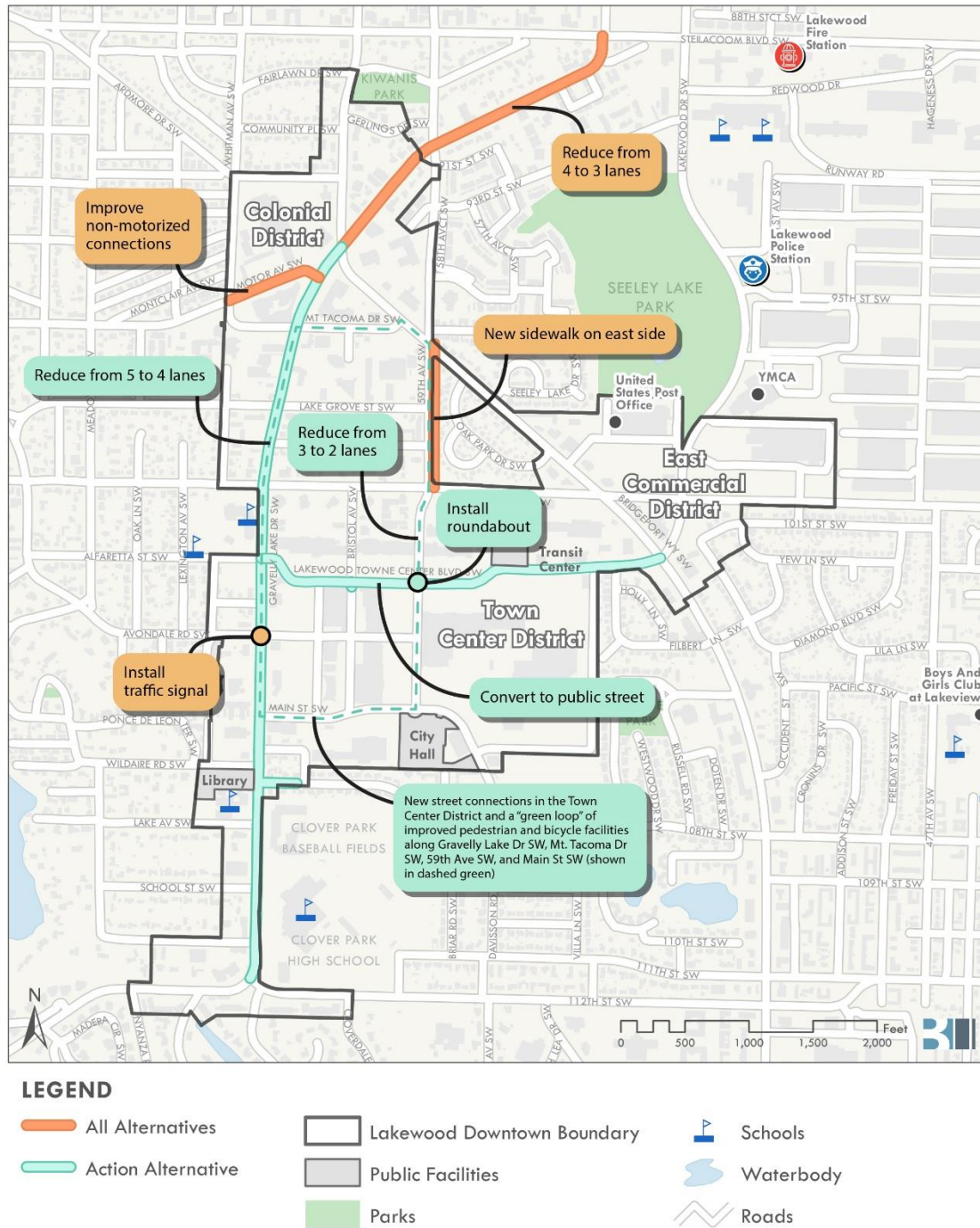
#### **Transportation Improvement Program Improvements: 2018-2023**

- 2.69B – Reduce Gravelly Lake Drive SW from four lanes to three lanes (with bicycle lanes) between Bridgeport Way SW to Steilacoom Blvd SW;
- 3.13 – Install a traffic signal at the Gravelly Lake Drive SW/Avondale Road SW intersection;
- 5.7 – Improve non-motorized connections on Motor Avenue SW between Whitman Avenue SW and Gravelly Lake Drive SW; and
- 2.82 – Construct sidewalk on the eastern side of 59th Avenue SW between Bridgeport Way SW and 100th Street SW.
- 2.72 – 100th St. & Lakewood Dr. curb, gutter, sidewalks, new signal
- 9.16 – 59th Ave pavement restoration from Main Street to 100th St
- 9.22 – 100th Street pavement restoration from 59th Ave to Lakeview Ave

#### **Preferred Alternative Network Changes**

- Consideration of reducing Gravelly Lake Drive SW from five lanes to four lanes with center turn lane/medians between Bridgeport Way SW and 112th Street SW and construct improved pedestrian and bicycle facilities;
- Convert Lakewood Towne Center Blvd SW to a public street within Lakewood Towne Center;
- Reduce 59th Avenue SW from three lanes to two lanes between Main Street SW and 100th Street SW and construct bicycle facilities;
- Install a one-lane roundabout at the 59th Avenue SW/Lakewood Towne Center Blvd SW intersection; and
- Construct more street connections to support walkability.

Exhibit 1. Transportation Network Assumptions - Preferred



Source: Fehr & Peers, BERK 2018

### Additional Intersection Improvements

Based on the Planned Action EIS, in addition to the Six-Year TIP and additional Network Improvements described above, additional intersection improvements will be required as listed in Exhibit 2. The City Council selected Alternative 2 as its Preferred Alternative.

Exhibit 2. Proposed Mitigation Measures.

INTERSECTION	NO ACTION	ALT 1	ALT 1 MITIGATED	ALT 2	ALT 2 MITIGATED
<b>Gravelly Lake Dr SW/59th Ave SW</b>					
Signalize intersection	E/38	E/46	B/19	F/82	B/19
<b>100th St SW/Bridgeport Way SW</b>					
Add westbound right turn pocket, convert existing westbound through-right lane to through-only, and prohibit east and westbound left turns	E/68	F/85	C/34	F/102	D/49
<b>100th St SW/Lakewood Dr SW</b>					
Signal timing revisions to provide more green time to protected left turn phases and reduce time for eastbound and southbound through phases	D/50	E/56	D/49	E/56	D/54
<b>Lakewood Dr SW/Bridgeport Way SW</b>					
Convert westbound through-left lane to left only to remove split phase or move the pedestrian crossing to the north side of the intersection coincident with the WB phase *	C/34	E/66	D/39	E/67	D/48

Notes: \* The LOS results are slightly better if the split phasing is removed (D/48) than if the pedestrian crossing is relocated (D/54)

Source: Fehr & Peers, 2018.

### Transportation Costs

The table below identifies the cost for proposals in the Six-Year TIP. The total is about \$5.8 million. The City has funded about 40% of these improvements. About 58% is covered by grants, and the final 3% by Developer contributions.

Exhibit 3. Six-Year Transportation Improvement Program (2018-2023) in Downtown Study Area

PROJECT	COST	YEARS	FUNDING SOURCES
2.69B – Reduce Gravelly Lake Drive SW from four lanes to three lanes (with bicycle lanes) between Bridgeport Way SW to Steilacoom Blvd SW;	\$1,300,000	2018-2019	City: \$200,000 Grant: \$1,100,000

PROJECT	COST	YEARS	FUNDING SOURCES
3.13 – Install a traffic signal at the Gravelly Lake Drive SW/Avondale Road SW intersection;	\$250,000	2022	City: \$100,000 Other (Developer): \$150,000
5.7 – Improve non-motorized connections on Motor Avenue SW between Whitman Avenue SW and Gravelly Lake Drive SW; and	\$930,000	2018-2019	City: \$100,000 Grant: \$830,000
2.82 – Construct sidewalk on the eastern side of 59th Avenue SW between Bridgeport Way SW and 100th Street SW.	\$125,000	2019	City: \$25,000 Grant: \$100,000
2.72 – 100th St. & Lakewood Dr. curb, gutter, sidewalks, new signal	\$1,680,000	2018-2019	City: \$330,000 Grant: \$1,350,000
9.16 – 59th Ave pavement restoration from Main Street to 100th St	\$450,000	2020	City: \$450,000
9.22 – 100th Street pavement restoration from 59th Ave to Lakeview Ave	\$1,100,000	2022	City: \$1,100,000
<b>Total</b>	<b>\$5,835,000</b>		<b>City \$2,305,000</b> <b>Grant \$3,380,000</b> <b>Other \$150,000</b>

Note: Other includes Developer contributions.

Source: City of Lakewood 2017

The Planned Action EIS describes potential improvements to the network and impacted study intersections in addition to the City's 2018-2023 6-Year Transportation Improvement Program; see Exhibit 2. Implementation of improvements would occur through a SEPA fair share fee program such that new development contributes its share of the cost for these projects.

Planned Action EIS traffic modeling identified approximately 39% pass-through traffic in the study area under Modified Alternative 1 and 30% pass-through under Alternative 2; to support citywide or regional travel the City would provide some funding and much of it would come from grants or other funding sources. The responsibility of cumulative planned action development would equal 70% maximum; however, the City Council has set the planned action share at 50% recognizing its desire to balance public and private investment in the transportation system serving the Planned Action Area and the expected growth and land use. The proportionate share of costs of the Planned Actions would be determined based on their proportionate share of trips identified in the Planned Action Ordinance.



Exhibit 4. Transportation Improvements in addition to Six-Year Transportation Improvement Program

PROJECT	TITLE	COST (100%) 2018\$ ROUNDED	COST (50%) 2018\$ ROUNDED
1	Gravelly Lake Dr SW Revised Section: 4-lane section plus median/turn lane shown in the May 2018 Subarea Plan concept #3A.	\$19,410,000	\$9,705,000
2	Conversion of Lakewood Towne Center Blvd as Public Street*	\$5,096,070	\$2,548,000
3	Lakewood Towne Center Blvd at 59th Ave SW, Roundabout	\$2,402,000	\$1,201,000
4	Reduce 59th Ave SW to two lanes, allowing for bicycle facilities (sharrows)	\$189,000	\$94,500
5**	Gravelly Lake Dr / Avondale Rd SW New Signalized Intersection	\$1,178,000	\$589,000
6	100th St SW / Bridgeport Way SW	\$649,000	\$324,500
7	100th St SW / Lakewood Dr SW	\$8,000	\$4,000
8	Option A: 100th St SW / Lakewood Dr SW: Convert westbound through-left lane to left only to remove split phase	\$13,000	\$6,500
	Option B: 100th St SW / Lakewood Dr SW: Move the pedestrian crossing to the north side of the intersection coincident with the WB phase	\$269,000	\$134,500
Total	with 8A	\$28,944,000	\$14,472,500
	with 8B	\$29,200,000	\$14,600,500

\* Costs for Lakewood Towne Center Blvd remove the 23% markup for potential federal funding and instead it is anticipated that non-federal funding would be used, such as state funding for complete streets; alternatively, if overall costs are similar to the total in Row 2, federal funds may be possible. Costs remove the right-of-way costs as the road is less essential to intersection results elsewhere, but since the roads do carry some new trips due to growth and promote multimodal trips, the road improvement costs remain.

\*\*To the extent this improvement overlaps the 2018-2023 TIP, the total could be reduced by \$250,000 to \$1.2 Million.

Source: KPG, BERK 2018

## Potential Funding Sources

The City would need to blend funding sources to pay for infrastructure improvements. Traditional funding sources include sales, property, and utility taxes, state and federal competitive grants and legislative allocations, and mitigation from development similar to the above. The City is also considering several sources in its Six-Year Financial Forecast Update (January 2018), including: an additional \$20 vehicle licensing fee (total \$40 VLF), property tax levy lid lift and capital bond.

The City could also consider specialized funding options like community revitalization financing, community facility districts, Local Improvement Districts or Road Improvement Districts, and latecomer agreements. These various sources of revenue are described below.

### OPPORTUNITIES TO CAPTURE CONTRIBUTIONS FROM NEW DEVELOPMENT

- **Sales Tax Generated on Development.** Sales tax is generated from the taxable sales of goods occurring within the city boundaries. Sales tax impacts from potential site development in the Downtown study area will be generated in two ways:

- The initial construction of the development will generate sales tax for the full cost of supplies, material, and labor used in construction.
- Retail and hotel development will generate significant ongoing sales and use tax revenues.
- **Property Tax Generated on Development.** Assessed value (AV) from new construction is the only way for a jurisdiction to increase its property tax base and revenues beyond the 1% per year cap on the property tax levy.
- **Utility Tax Generated on Development.** Utility taxes and franchise fees are charged against total utility revenues, and revenue from utility taxes scales in proportion with the quantity of utilities purchased by the study area's future tenants. The development in the study area would generate utility tax revenue for the City, based on the total utility billing generated by the area occupants.

In addition to the general tax benefits described above, there are funding mechanisms that provide opportunities to more directly tap the value increase in the land to support infrastructure development for the Downtown properties, summarized as follows:

- **Community Facility Districts.** Allow jurisdictions (including cities and counties) to finance infrastructure improvement through establishing a special assessment district for a variety of improvements including water, sewer, roads, storm drainage, sidewalks, and other forms of infrastructure. The formation of a district requires 100% of property owners within the district to sign a petition to form the district.
- **Road Improvement Districts (RID).** Levy a special assessment on properties that would benefit from roadway improvements to pay for those improvements. This mechanism can be particularly effective when: (1) there are significant and demonstrable benefits to the property values associated with the road improvements; and, (2) there are relatively few large property owners within the assessment area and they see the benefit of participating in the RID.

Finally, there are mechanisms that provide opportunities to address some of the equity balancing issues associated with allocating some of the funding responsibility to future development.

- **Latecomer Agreements.** Funding agreements that allow property owners who have paid for capital improvements to recover a portion of the costs from other property owners in the area who later develop property that will benefit from those improvements. This approach reflects the reality that it is difficult to phase some of these infrastructure investments which can result in the early participants carrying a larger financial burden to get the project off the ground. Latecomers agreements would offer a mechanism for the early commitments to recover some of their investment.

### *COMMUNITY CONTRIBUTIONS*

Development of the Downtown area will result in general tax revenue and economic benefits. As a result, there is an appropriate role for public funding to build some of the infrastructure necessary to generate these broader community benefits. Investing in infrastructure with public funds (City or other agency) can result in several benefits:

- **Economic Opportunity.** The range of employment opportunities and the real wage gains of employees.
- **Constituent Tax Burdens.** Efficient land use and public services and high-value development opportunities can keep tax burdens lower than they would otherwise be.

- **Productive and Efficient Returns on Infrastructure.** Infrastructure is by nature a capacity building asset. Effectively leveraging infrastructure capacity and targeting new investments to open up economic opportunities are integral to supporting private investment in the community.

The following is a brief discussion of the mechanisms available to local jurisdictions seeking to generate public funding to support infrastructure development in the area.

- **Transportation Benefit District (TBD).** Funding districts that may be established for the construction and operation of improvements to roadways within their jurisdiction. TBDs have two available funding mechanisms:
  - **Sales and Use Tax (RCW 82.14.0455).** TBDs can levy up to a 0.2% local sales and use tax with voter approval. This tax must be authorized by voters, and may not be in effect longer than 10 years unless reauthorized by voters.
  - **Motor Vehicle Excise Tax (MVET) (RCWs 81.100 and 81.104).** TBDs can levy up to a \$100 fee for each new vehicle weighing less than 6,000 pounds registered in its jurisdiction. Initially, \$20 of this fee can be leveraged without a public vote. After two years that amount increases to \$40, and later to \$50.

On September 15, 2014, the Lakewood City Council, acting as the Transportation Benefit District Board, voted to enact a \$20 vehicle license fee. In 2015, the legislature increased the allowable nonvoted vehicle license fee up to a \$50 maximum. However, a TBD may only impose a nonvoted vehicle license fee above \$20 as follows:

- Up to \$40, but only if a \$20 fee has been in effect for at least 24 months.
- Up to \$50, but only if a \$40 fee has been in effect for at least 24 months. Any nonvoted fee higher than \$40 is subject to potential referendum.
- **Property Tax Levy Lid Lift.** A taxing jurisdiction that is collecting less than its maximum statutory levy rate may ask a simple majority of voters to “lift” the total levy amount collected from current assessed valuation by more than 1% (RCW 84.55.050; WAC 458-19-045). With a single-year lid lift, a jurisdiction can exceed the 1% annual limit for one year only, and then future increases are limited to 1% (or inflation) for the remainder of the levy. With a multi-year lid lift, a jurisdiction can exceed the 1% annual limit for up to 6 consecutive years. A multi-year levy lid lift may be used for any purpose, but the ballot must state the limited purposes for which the increased levy will be used (unlike a single-year lid lift, where there is no requirement to state the purpose). (MRSC 2018)
- **Grants and Loans.** There are state and federal grant and revolving loan programs, which could provide some funding. These programs are extremely competitive; however, any grant funding that could be made available would significantly improve the funding and economic feasibility of the Downtown development, since these funds would reduce the amount that needs to come from development and local public sources.
- **Legislative Allocation.** In addition to the grant programs, some infrastructure funding is allocated through the state budget process. Since there are investments required for state transportation facilities, a contribution through the state budget would have the same benefits as a grant. As with grants, these discretionary funds are limited, subject to state appropriation, and very competitive.
- **Community Revitalization Financing.** A form of tax increment financing from local property taxes generated within the area authorized by Chapter 39.89 RCW. The law authorizes counties, cities, towns, and port districts to create

tax increment areas within their boundaries where community revitalization projects and programs are financed by diverting a portion of the regular property taxes imposed by local governments within the tax increment area. The law allows local governments raise revenue to finance public improvements that are designed to “encourage economic growth and development in geographic areas characterized by high levels of unemployment and stagnate employment and income growth.” Use of the funds is expected to “encourage private development within the increment area and to increase the fair market value of real property within the increment area.” The law requires there be a signed, written agreement among taxing districts, a public hearing, and adoption of an ordinance. The agreement indicates that taxing districts in the aggregate will levy at least 75 percent of the regular property tax within the increment area.

### *Parks Costs*

The roadway improvements above address the Green Street Loop, a linear park and non-motorized travel improvement. In addition to the Green Street Loop the Downtown Plan supports a Central Park. A two to four-acre park has been evaluated. A two-acre park would have less potential disruption to future public road improvements and retain more area for private redevelopment.

The capital costs per acre (not including cost of land and design) will be in a range of \$3 to \$5 million. For reference, Downtown Redmond’s construction cost is \$11 million for 2.2 acres. Depending on land costs and design the costs could increase by \$5 to \$10 Million for a total of \$15 to \$30 Million.

*Exhibit 5. Park Size and Costs Excluding Acquisition and Design*

	TWO-ACRE PARK	FOUR-ACRE PARK
<b>Capital Cost</b>	<b>\$10,000,000</b>	<b>\$20,000,000</b>

*Source: KPG, BERK 2018*

The Downtown Development Code allows a developer to pay an in-lieu fee for up to half of the required private common and unit-specific open space, and instead contribute to the Central Park or the Green Loop.

Citywide the City is considering park financing options and exploring metropolitan park district options.