



# AGENDA

## PLANNING COMMISSION

Don Daniels • Ryan Pearson • Paul Wagemann  
Phillip Combs • Linn Larsen • Brian Parsons • Robert Estrada

**Wednesday, April 20, 2022 at 6:30 pm**  
**Hybrid Meeting: In-Person & Virtual via ZOOM**  
**Council Chambers 6000 Main St. SW, Lakewood WA 98499**

**Per the Lakewood City Council, the Planning Commission will meet in a hybrid in-person and virtual format.**

Residents can attend in person at the Lakewood City Council Chambers; they can also attend virtually by watching them live on the City's YouTube channel @ <https://www.youtube.com/user/cityoflakewoodwa> or by calling in to listen by telephone at +1 (253) 215-8782 and by entering meeting ID: 852 0286 6677

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

**Live Virtual Public Participation: To provide live virtual Public Comments or Public Hearing Testimony during the meeting, join the Zoom meeting as an attendee by calling by telephone Dial +1(253) 215- 8782 and enter participant ID: 852 0286 6677 or by going online at <https://us06web.zoom.us/j/85202866677>** Each speaker will be allowed (3) three minutes to speak during the Public comment and during each Public Hearing. Outside of Public Comments and Public Hearings, attendees will not be acknowledged and their microphone will remain muted.

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

Online: For those using the ZOOM link <https://us06web.zoom.us/j/85202866677> to testify, upon entering the meeting, please enter your name or other chosen identifier. Use the "Raise Hand" feature to be called upon by the Chair during the Public Comments and/or Public Hearings portions of the agenda. When you are unmuted, please provide your name and city of residence.

<b>1.</b>	<b>Call to Order</b>
<b>2.</b>	<b>Roll Call</b>
<b>3.</b>	<b>Approval of Minutes from April 6, 2022</b>
<b>4.</b>	<b>Agenda Updates</b>
<b>5.</b>	<b>Public Comments</b>
<b>6.</b>	<b>Public Hearings</b> <ul style="list-style-type: none"><li>• None</li></ul>
<b>7.</b>	<b>Unfinished Business</b> <ul style="list-style-type: none"><li>• Discussion of the 2022 Shoreline Restoration Plan Updates and Action on Recommendation to City Council</li><li>• Discussion re Economic Development Strategic Plan presented on 4/6/22</li></ul>
<b>8.</b>	<b>New Business</b> <ul style="list-style-type: none"><li>• Review of 6 Year Transportation Improvement Plan (TIP) 2023-2028</li></ul>
<b>9.</b>	<b>Reports from Council Liaison, City Staff &amp; Commission Members</b> <ul style="list-style-type: none"><li>• City Council Updates/Actions</li><li>• City Staff Updates</li><li>• Future Agenda Topics</li></ul>

### Enclosures

1. Draft Meeting Minutes from April 6, 2022
2. Staff Report: Amendments to Shoreline Restoration Plan
3. Staff Report: Draft Economic Development Strategy
4. Staff Report: 6 Year Transportation Improvement Plan (TIP) 2023-2028

### Members Only

Please email [kdevereaux@cityoflakewood.us](mailto:kdevereaux@cityoflakewood.us) or call Karen Devereaux at 253.983.7767 no later than Tuesday, April 19, 2022 at noon if you are unable to attend. Thank you.



**PLANNING COMMISSION  
REGULAR MEETING MINUTES  
April 6, 2022  
Hybrid In-Person/Virtual Meeting via ZOOM  
6000 Main Street SW, Lakewood, WA 98499**

### **Call to Order**

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

### **Roll Call**

Planning Commission Members Present: Don Daniels, Chair; Ryan Pearson, Phillip Combs, Linn Larsen and Paul Wagemann

Planning Commission Members Excused: Brian Parsons

Commission Members Absent: None

Staff Present: Tiffany Speir, Long Range & Strategic Planning Manager; and Karen Devereaux, Administrative Assistant

Council Liaison: Paul Bocchi (present)

### **Approval of Minutes**

**The minutes of the meeting held on March 30, 2022 were approved as written by voice vote M/S/C Larsen/Estrada. The motion carried, 6 - 0.**

### **Agenda Updates**

None

### **Public Comments**

This meeting was held virtually to comply with Governor Inslee's Emergency Proclamations 20-28 and its addendums.

Mr. Kris Kauffman, Lakewood resident, spoke regarding the Shoreline Restoration Plan Updates.

### **Public Hearings**

#### Amendments to Shoreline Restoration Plan

Ms. Tiffany Speir explained per Lakewood's adopted Shoreline Restoration Plan and Council action in Ordinances 711 and 718, the Planning Commission is tasked with "holding a meeting annually at which reports will be provided by organizations and individuals who have conducted shoreline restoration activities within the City, and the Commission will determine whether to recommend amendments to the Restoration Plan for Council consideration."

She provided the two proposed amendments to the Shoreline Restoration Plan under review in the public hearing in the Commission meeting materials.

Chair Daniels opened the floor for public comment. The commission received written public comment from the following list of citizens:

- Ms. Janet Spingath with concern over the toxic blooms on American Lake and effective treatment solutions, dated April 01, 2022.
- Mr. Don Russell with concerns over ineffective treatments and the elimination of support for water quality monitoring, dated April 4, 2022.
- Mr. Eric Chandler and Ms. Jen Chandler with concerns over Waughop Lake treatments and the decline in visible signs of wildlife since treatments, dated April 4, 2022.

- Mr. Al Schmauder with concerns over the loss of flow in Clover Creek due to lack of adequate groundwater, dated April 5, 2022.
- Mr. Don Russell suggesting the Clover Creek Watershed Council begin to monitor the City's compliance with provisions of the Shoreline Restoration Plan component of the Shoreline Master Plan, dated April 6, 2022.
- Comments from Mr. Al Schmauder to Mr. Don Russell asking how he could expect the Watershed Council group to monitor Lakewood's compliance with the Shoreline Restoration Plan, dated April 6, 2022.
- Mr. Eric Chandler listing Mr. Don Russell's qualifications and asking why the City of Lakewood consistently ignores Mr. Russell's advice, dated April 6, 2022.
- Mr. Don Russell commenting on the status of the Clover Creek Flood Mitigation Alternative Study, dated April 5, 2022.
- Mr. Al Schmauder commenting that the Comprehensive Plan has a goal and two policies addressing groundwater but have not implemented these provisions, dated April 6, 2022.

Chair Daniels closed the public hearing.

### **Unfinished Business**

None

### **New Business**

#### *Economic Development Strategy Draft Plan*

Ms. Becky Newton discussed the City's Economic Development Strategic Plan. Ms. Newton explained the Lakewood City Council Vision Statement and how each of the Economic Development Goals and Focus Areas support the statement. Ms. Newton described the market contexts of retail leakage analysis, employment trends over time, and the journey to work data and statistics.

The City wide strategies for business retention and expansion were reviewed as well as media and promotion strategy for recruitment and attraction with place-based strategies in eight distinct focus areas which include Downtown, Lakeview/Kendrick, Station District with Lakewood Landing, International District, North Clear Zone, Springbrook, Woodbrook Business Park, and Tillicum.

Commissioners would be given opportunity to review the complete Economic Development Strategy and comment on action items, implementation, and budget considerations within. Ms. Newton requested they forward comments to her before the end of April. City Council is set to review the document in spring 2022.

#### *Review of 2022 Comprehensive Plan Amendment Docket (Proposed Amendments 2022-01, -03, -05, -06)*

Ms. Tiffany Speir reviewed each of the proposed amendments as listed:

- **2022-01** Rezone of parcels near St. Clare Hospital; **The CEDD recommends approval of Amendment 2022-01.**
- **2022-03** Review and update of Housing Chapter and Related Amendments to LMC Title 18A Development Regulations; **The CEDD recommends to continue Amendment 2022-03 to the 2023 Comprehensive Plan Amendment Cycle.**
- **2022-05** Update text of the Comprehensive Plan to reflect the adoption of VISION2050 and renaming Centers of Local Importance per 2018 Regional Centers Framework and the 2019 Countywide Planning Policies; **The CEDD recommends approval of Amendment 2022-05.**

- **2022-06** Update certain Comprehensive Plan Maps and Figures to reflect adoption of the 2020 Parks Legacy Plan, the Downtown and Lakewood Station District Subareas, Updates in the Tillicum Neighborhood, and Certain Landmarks; **The CEDD recommends approval of Amendment 2022-06.**

**Report from Council Liaison**

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

- April 9 & 10 Community Clean Up Weekend  
Lakewood residents may bring trash, junk, and recyclables for free disposal. Spring 2022 Community Cleanup 3869 94th Street SW, Lakewood, WA 98499 Saturday, April 9 (8a – 2p) Sunday, April 10 (8a – 2pm).

**Reports from Commission Members and Staff**

Ms. Tiffany Speir reviewed the following topics slated for discussion at the April 20 and future meetings:

Future Planning Commission Agenda Topics

- 04/20/2022:** Action on the Climate Change Implementation Plan; action on the Shoreline Restoration Plan Updates; review of 2022 Comprehensive Plan Amendments (22CPAs) for Amendments 2022-02, -04, and -07; discussion of Economic Development Strategic Plan.
- 05/04/2022:** Discussion of 22CPAs 2022-01 through -07; Tree Preservation Code Update Introduction
- 5/18/2022:** Public Hearing on 22CPAs; Discussion of Tree Preservation Code Update
- 06/01/2022:** Public Hearing on Tree Preservation Code Update; discussion of '22 CPA Amendments
- 06/15/2022:** Action on recommendation to City Council re '22 CPAs; action on Tree Preservation Code update; Downtown Sub Area Plan Biennial Review Intro

**Next Regular Meeting** to be held as a hybrid in-person/ZOOM meeting on April 20, 2022.

**Meeting Adjourned** at 7:45 p.m.

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Don Daniels, Chair  
Planning Commission                      04/20/2022

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Karen Devereaux, Recording Secretary  
Planning Commission                      04/20/2022



TO: Planning Commission  
FROM: Tiffany Speir, Long Range & Strategic Planning Manager  
DATE: April 20, 2022  
SUBJECT: Proposed Amendments to Lakewood 2019 Shoreline Restoration Plan  
ATTACHMENTS: Draft Planning Commission Resolution 2022-02; April 12, 2022 City Manager response to Al Schmauder Email

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On April 6, the Planning Commission held a public hearing on two proposed amendments to the 2019 Restoration Plan:

1. The City no longer participates in the annual monitoring program shown below in ~~strikeout~~ :

4.2 Watershed-Wide Action Items to Support Implementation of Chambers-Clover Creek Watershed Action Plan

\* \* \*

~~18. The City also financially supports the Pierce Conservation District Stream Team in its efforts to sample and analyze water from several lakes in Lakewood. This is a long-term, ongoing project, and several more years of data will be necessary before it can be determined if there are any measurable trends in water quality.~~

2. Remove text shown in ~~strikeout~~ below:

7.2 Priority 2 – Improve Water Quality and Reduce Sediment and Pollutant Delivery

\* \* \*

As noted in the Chambers-Clover Creek Watershed Action Plan and other sources, phosphorus and other pollutants from improperly functioning on-site sewage systems (OSS) is a concern in the watershed overall as well as in the immediate vicinity of American Lake and Waughop Lake. ~~{Current study rejects previous sentence.}~~

Public comments were received in writing as well as live during the public hearing; City responses to these comments are included below.

The Commission is scheduled to take action on a recommendation to the City Council on April 20 via a resolution; draft Resolution 2022-02 is included with this memorandum as **Attachment A**. For the Commission's reference and in response to several of the public comments submitted, attached please find the City Manager's April 12 response to Mr. Al Schmauder's email to him in **Attachment B**.

## April 6 Planning Commission Public Hearing Comments and City Responses

Name	Comment	City Response
<p>Janet &amp; Kurt Spingath (4/1/22 email)</p>	<p>Hi Tiffany,</p> <p>I'm not sure where to send this letter of public comment for the April 6 review of the City Shoreline Management plan. Would you mind forwarding it to the proper person? Then let me know who it was sent to. I'm concerned about getting it in on time.</p> <p>Janet Spingath -----</p> <p>The American Lake Improvement Club has been representing the interests of shoreline owners since the 1960's. For nearly twenty years, volunteers with the Pierce County Conservation Stream Team monitoring program have been doing monthly water quality samples on the lake. There had been very little change over the past 10 years in the temperature, dissolved oxygen and pH. We were also monitoring nitrogen at the deepest level twice a year and total phosphorus and chlorophyll a nearly monthly. 2018 was the last year we collected data about water chemistry. In 2019, we noticed more frequent and longer-lasting hazardous algal blooms. (HABs). The Dept. of Ecology told us that was probably due to the success of the treatment for Eurasian watermilfoil that year. However, the HAB frequency and length of time has continued to be present into 2022. This is concerning to us.</p> <p>While we understand the reason for dropping monthly chemical sampling of the lake water, we are concerned about the HABs. The cost for total phosphorus measurement is \$55 and chlorophyll a is \$105. We would like to encourage the City to allow sampling twice a year for these two variables that affect HABs. The yearly cost would be about \$320. In the future, it may be necessary to address the toxic blooms. Having data to back up our position can be critical to getting effective treatment.</p> <p>Kurt Spingath American Lake Improvement Club, president</p>	<p>Thank you – comment noted.</p>
<p>Don Russell 4/4/22 email</p>	<p>Dear Ms. Speir,</p> <p>I have reviewed this Report and have the following comments that I would like to convey to the Lakewood Planning Commission.</p> <p>In regard to the Report's below statement:</p> <p><i>"Wauhop Lake Treatment Two alum applications were <b>successfully</b> applied to Wauhop Lake in the spring and summer of 2020. The treatment is expected to be effective for five to 10 years, depending on environmental conditions. TetraTech, the company that applied the alum treatments, monitored the water throughout 2020 to assess progress and to help inform future lake management actions."</i></p> <p>The two alum applications referenced have had a devastating adverse environmental impact on Wauhop Lake's water quality. There has been no recovery of the lake's natural aquatic vegetation since the two alum application in 2020. The turtle and frog population has disappeared. The aquatic plant feeding</p>	<p>Thank you – comment noted.</p> <p>The City Parks Department has reached out to the Audubon Society regarding the levels of aquatic plants and water fowl at Wauhop Lake.</p> <p>Please see 4/12/22 Email response from City Manager John Caulfield to Al Schmauder</p>

water fowl no longer visit the lake. The eagle and osprey predators have abandoned the lake.

(Attachment B to this Memorandum).

The lake now has a chartreuse color as a result of a green algal bloom by a species that typically thrive in polluted waters. Their activities has raised the pH in the lake (9.8) which exceeds State water quality standards of 8.5.

*"In early January 2021, TetraTech provided the City with a 2020 Summary Technical Memo. In the memo, TetraTech concluded that the alum treatment was highly successful, stating, "the 2020 alum treatments dramatically reduced phosphorus availability in the water column and prevented the occurrence of a toxic algae bloom in Waughop Lake. Water quality improvements resulting from the alum treatment are expected to continue." TetraTech recommends that the City wait on a third alum treatment until the lake water quality reaches a point necessitating it."*

A third application of alum in Waughop Lake would only compound the lake's already aluminum, sulfate, hydrogen sulfide and sodium ion pollution.

*"The city has continued to monitor the conditions of the lake. Waughop Lake will need another alum treatment in May/June 2022 to knock down the phosphorus levels, which lead to algae blooms. The PWE Department is currently working on finalizing a scope and budget for designing the treatment for this spring. The cost to undertake this treatment is projected to total \$230,000, which takes into account an estimated 20% increase in costs. The City plans to apply to the Pierce County Flood Zone for funds once costs are finalized. Another funding source would likely be the City's SWM Fund."*

It is notable that the monitoring of Waughop Lake's water quality that disclosed the cause of its current green algal bloom/high pH condition was done by a City of Lakewood/Pierce Conservation District volunteer water quality monitor, not by the City or by TetraTech. Furthermore, Waughop Lake's water quality problems were caused by the dumping of slaughtered animal remains and manure by Western State Hospital, a State institution, and according to the polluter pays mandate, the lake's water quality restoration should be funded by the State, not the tax paying private property owners of the City of Lakewood and Pierce County.

In regard to the Report's below statements:

*City Comments and Potential Edits to 2019 Lakewood Shoreline Restoration Plan*

*The City no longer participates in the annual monitoring program mentioned below:*

*4.2 Watershed-Wide Action Items to Support Implementation of Chambers-Clover Creek Watershed Action Plan*

*18. The City also financially supports the Pierce Conservation District Stream Team in its efforts to sample and analyze water from several lakes in Lakewood. This is a long-term, ongoing project, and several more years of data will be necessary before it can be determined if there are any measurable trends in water quality.*

The City proposes to eliminate financial support for this Pierce Conservation District managed and citizen volunteer supported lake water quality monitoring program that was implemented in 2000. The intent of this program was to assess the City's

progress in preventing the recurring harmful cyanobacteria blooms in its lakes that deny their safe beneficial recreation uses by the citizens of Lakewood and its visitors. The results of the past 23 years of volunteer citizen monitoring activity clearly indicate that the City's efforts to achieve this Federal Clean Water Act/Ecology mandate has failed. Apparently the City's position is to defund the citizen volunteer lake water quality monitoring program so that the problem of addressing the as yet unresolved problem of recurring harmful cyanobacteria bloom problem no longer appears to exist. One cannot manage what one does not monitor.

2. The City is seeking information about the report mentioned in the Restoration Plan text below:

### 5.1 Recommended Projects

#### Segment 2: Clover Creek

**Two volunteers** surveyed a section of Clover Creek between JBLM and I-5 in August 2017. A detailed report was prepared discussing the conditions of the stream and recommended restoration projects. The data was **intended to be used to update Lakewood's Restoration Component of its Shoreline Master Program.**

It is unlikely that it did since the City of Lakewood's Council has generally been unresponsive to its citizens' input.

### 7.2 Priority 2 – Improve Water Quality and Reduce Sediment and Pollutant Delivery

As noted in the Chambers-Clover Creek Watershed Action Plan and other sources, phosphorus and other pollutants from improperly functioning on-site sewage systems (OSS) is a concern in the watershed overall as well as in the immediate vicinity of American Lake and Waughop Lake. **[Current study rejects previous sentence.]**

The strike out in (yellow) suggests that the City previously believed that "phosphorus and other pollutants from improperly functioning on-site sewage systems (OSS) is a concern in the watershed overall as well as in the immediate vicinity of American Lake..." was not supported by credible science based studies. Now apparently the City acknowledges that septic system effluent from Tillicum is a groundwater pollution source for the groundwater that discharges into American Lake and fuels its recurring harmful cyanobacteria blooms?

My concluding comment is that the water quantity and quality in the City of Lakewood's streams and lakes are not in compliance with Federal Clean Water, Endangered Species Act and State RCW and WAC environmental regulatory requirements. Apparently the City's response to this condition is to eliminate support for all water quality monitoring by City staff and/or citizen volunteer water quality monitors and rely on outside consultants to tell the City that all is well!

**Bottom line:** The **City of Lakewood is an irresponsible steward** of its nutrient polluted shallow aquifer groundwater discharge fed streams and lakes (e.g., Waughop Lake).

Sincerely,



	Don Russell	
Don Russell 4/5/22 email	<p>Dear Ms. Speir,</p> <p>In a previously submitted email I commented on the Report’s statements about Waughop Lake’s two 2020 alum treatments and the lasting adverse impact on Waughop Lake’s water quality that has resulted from these two unprecedented in total dosage (80 mg Al/L) alum treatments.</p> <p>In this email I comment on the Report’s statements about the status of the Clover Creek Flood Mitigation Alternative Study.</p> <p>Throughout the <u>Shoreline Restoration Plan Component of the Shoreline Master Program for the City of Lakewood</u> there is reference to the objectives and action plans of the Chambers-Clover Creek Watershed Council. Yet when it comes to CCWC being part of the stakeholders group to assist in the development of the Clover Creek Flood Mitigation Alternatives, one option being a “no action” alternative, it was decided by the Public Works Department not to invite CCWC as an interested and vested stakeholder. The reason given for this decision was they do not have the “expertise we are seeking”. What expertise does it take to arrive at a “no action” alternative?</p> <p>What the Report states is that Clover Creek’s problem is the lack of groundwater connection and in stream flow in the middle/lower reach of Clover Creek during the dry season. There is no history or reference in the Clover Creek Basin Plan of major flooding to the extent shown on the maps provided in the Clover Creek Flood Mitigation Alternatives Study.</p> <p>It is obvious that to restore dry season groundwater connection and discharge into the middle/lower reach of Clover Creek during the dry season it will be necessary to intercept, cleanse, store (reservoir) and infiltrate wet season precipitation/runoff in a large wet detention pond constructed in the former Smith Lake area located between Spanaway Loop road and the eastern fence of McChord AFB. Such an action would provide the necessary shallow aquifer groundwater recharge to assure perennial in stream flow and salmon access and egress from Lake Steilacoom to the perennially flowing Spanaway and Morey Creeks above McChord AFB.</p> <p>This objective should be the focus the City of Lakewood and Pierce County watershed restoration efforts, not developing alternatives for dealing with highly unlikely flooding of I-5 and surrounds.</p> <p>Don Russell</p>	<p>Thank you – comment noted.</p> <p>Please see 4/12/22 Email response from City Manager John Caulfield to Al Schmauder (Attachment B to this Memorandum).</p>
Eric & Jen Chandler 4/4/22 email	<p>Dear Mayor &amp; City Council Members...we <b><i>strongly</i></b> urge you to take a quick walk around Waughop Lake and see the result of the previous 2 treatments. My wife, Jen, and I have and were disgusted at what we saw.</p> <p>As Mr Russell has pointed out, Tetra Tech has done a marvelous job of eliminating wildlife at the lake....we used to:</p> <ul style="list-style-type: none"> <li>• see turtles basking on logs.</li> <li>• hear frogs in the evening;</li> </ul>	<p>Thank you – comment noted.</p>

	<ul style="list-style-type: none"> <li>• watch the aquatic-plant-eating waterfowl in their hundreds diving or skimming for food;</li> <li>• be amazed at the pair of Eagles flying over the lake.</li> </ul> <p>In March all we saw of waterfowl were 3 Mallards, a couple of Canada Geese, and 6-8 other waterfowl.</p> <p>In the past we have seen hundreds of other waterfowl frequently at all times of the year (i.e., Golden Eye, Buffle Heads, Wood Ducks, Pintails, Grebe, Northern Shoveler, etc.) like we currently see in other Lakewood Lakes....not any more.</p> <p>You know....we have not seen other wildlife, nor evidence of same (i.e., skat) like deer &amp; rabbits. Likely because the drinking water is gone.</p> <p>So, City Parks Dept...you ought to remove all of the signage that identifies non-existing animal life, because.....this is a Near-Dead Lake.</p> <p>City of Lakewood...sure, go ahead and kill it off completely!</p> <p>Eric &amp; Jen Chandler Lake Louise Drive Lakewood</p>	
<p>Eric &amp; Jen Chandler 4/6/22 email</p>	<p>It would appear that few people are aware of Mr Russel's Bono Fides. Well, here they are:</p> <ul style="list-style-type: none"> <li>• UW Bachelor of Science in <i>Fisheries and Aquatic Sciences</i>.</li> <li>• Five years teaching <i>Earth Science and Biology</i> at Clover Park High School.</li> <li>• From 1965 through his retirement in 1996, he worked in a wide-variety of positions related to handling water pollutants:</li> <li>• He was a chemist who formulated, monitored and maintained metal salt solutions that were used to electroplate cadmium, chromium, copper, brass, and nickel on steel and zinc die cast architectural hardware products.</li> <li>• Later in his work career he became President of an aluminum anodizing facility and eventually President of a large architectural aluminum-building-products company.</li> <li>• Since the facilities he worked at produced highly toxic waste effluent containing high concentrations of aluminum sulfate, he became very familiar with this material as both a pollutant and as a material (alum) that can be used to clarify sewage treatment plant waste water and as an inactivator of phosphorus in lakes.</li> <li>• Past <i>Technical Director</i> and <u>current</u> <i>Executive Committee member</i> of the <i>Chambers-Clover Creek Watershed Council</i>.</li> <li>• Volunteer lake water-quality monitor for Waughop Lake for 5 years for the <i>Tacoma Pierce County Health Department's</i> monitoring of Lake Waughop's harmful cyanobacteria blooms, followed by 3 years of monitoring the Lake's water quality for the City of Lakewood.</li> <li>• A contributing author for the drafting of the <i>2012 Waughop Lake Cleanup Plan</i>.</li> <li>• Discovery of a high-volume discharging spring located at the bottom of the southwest cove of Lake Steilacoom</li> <li>• Developed an explanation as to why Gravelly Lake takes on an electric-blue color in the early summer and does not experience toxic algae blooms</li> </ul>	<p>Thank you – comment noted.</p>

	<ul style="list-style-type: none"> <li>• After the 2004 death of a dog on Lake Steilacoom advocated and coauthored with Representative Gigi Talcott a bill that led to the creation of the State's Freshwater Algae Control Program.</li> <li>• Advocated and gained <i>WA State Ecology's</i> acceptance of calcium salt (calcium oxide, calcium hydroxide) applications as a recognized and permitted method for inactivating phosphorus in lakes.</li> <li>• Warned <i>Lake Steilacoom Improvement Club</i> members prior to their decision to spend \$350,000 to acquire 9 SolarBee units to prevent toxic algae blooms in Lake Steilacoom that they would not work,</li> <li>• Was the advocate for and architect of the 2008 application of calcium hydroxide in Waughop Lake.</li> <li>• Author of a plan for the restoration of the City of DuPont's degraded Sequelitchew Creek watershed.</li> <li>• Technical advisor to property owners who want to cleanup sediment and aquatic growth impaired Tule Lake (Spanaway).</li> <li>• Advocate for and project lead on an experimental application of finely granulated iron powder as a technique for inactivating phosphorus in a Federal Way lake.</li> </ul> <p>I expect that the other people on the Chambers-Clover Creek Watershed Council have the same qualifications. So, why did the City of Lakewood NOT invite them to take part in this Master Program? Why does the City of Lakewood consistently ignore Mr Russell's advice?</p> <p>Please explain.</p> <p>Eric Chandler Lakewood</p>	
<p>Al Schmauder 4/5/22 email &amp; live comments</p>	<p>Tiffany, Please pass these comments to the Planning Commission at the 6 Apr meeting.</p> <p>Comments to the Lakewood Planning Commission, on the Annual Shoreline Restoration Plan Review.</p> <p>Commission Members:</p> <p>On 2 Mar 2022 we reported to you that Clover Creek in Lakewood went dry for at least 5 months in 2021. Unless the stream flow can be maintained throughout the year, efforts to restore the Clover Creek shoreline will be of little value. The Shoreline Restoration Plan can be cancelled, and streamside residents could apply for property tax reductions due to lack of waterfront benefits.</p> <p>The loss of flow in Clover Creek is due to a lack of adequate groundwater. The groundwater in the watershed is limited however, the amount of water withdrawals continues to increase as the population increases and more water from Lakewood is sold to upstream water purveyors.</p> <p>The Lakewood Comprehensive Plan has a policy to: Coordinate with other activities to conduct studies to evaluate the aquifer and its long-term capabilities (U-9.2). We found that the City has not taken any actions to implement this policy. As a result, the City has no information about groundwater levels and the effects on stream flow as water withdrawals increase.</p>	<p>Thank you – comment noted.</p> <p>Please see 4/12/22 Email response from City Manager John Caulfield to Al Schmauder (Attachment B to this Memorandum).</p>

	<p>Recommendation: Forward this Advisory Comment to the City Council:</p> <p>Coordinate with the Lakewood Water District, Pierce County, and other water purveyors to create a groundwater monitoring program to identify trends and future impacts on stream flow in Clover Creek and lake levels.</p> <p>We appreciate your efforts to make Lakewood a great place to live and protect its shorelines and water resources.</p> <p>Al Schmauder, Stewardship Chair, Chambers-Clover Watershed Council 253-202-2486</p>	
<p>Al Schmauder 4/6/22 email &amp; live comments</p>	<p>I am going to inform the Commission members that the shoreline restoration plan depends on having water in the creek. Water in the creek depends on having enough groundwater. The Comp Plan has a goal and two policies addressing groundwater. The City has not implemented these provisions.</p> <p>Therefore, we request that the Commission add a 3<sup>rd</sup> paragraph to their shoreline restoration amendment letter to advise the Council that Goal U-9 in the Comp Plan needs to be implemented in order to assure benefits are possible from the Shoreline Restoration Plan.</p> <p>Simply, if there is not enough groundwater, stream restoration is not possible.</p>	<p>Thank you – comment noted.</p> <p>Please see 4/12/22 Email response from City Manager John Caulfield to Al Schmauder (Attachment B to this Memorandum).</p>

## ATTACHMENT A

### PLANNING COMMISSION RESOLUTION NO. 2022 - 02

#### **A RESOLUTION OF THE CITY OF LAKEWOOD PLANNING COMMISSION RECOMMENDING AMENDMENTS TO THE LAKEWOOD SHORELINE RESTORATION PLAN**

##### **I. RECITALS**

WHEREAS, the City of Lakewood is a non-charter optional municipal code city as provided in Title 35A RCW, incorporated under the laws of the State of Washington, and planning pursuant to the Growth Management Act (GMA), Chapter 36.70A RCW; and

WHEREAS, in 2014, the City adopted a Shoreline Master Program (SMP) under the GMA and the Shoreline Management Act (SMA), Chapter 90.58 RCW and WAC Chapter 173-26; and

WHEREAS, per RCW 35A.63 and LMC Chapter 2.90, the Lakewood Planning Commission has authority to make recommendations to the City Council regarding the SMP and Restoration Plan; and

WHEREAS, in 2018 the City secured a grant (#SEASMP-1719-LakPWD-00060) from the Department of Ecology (ECY) to conduct the required periodic review of the SMP per RCW 90.58 and WAC 173-26; and

WHEREAS, the City utilized a portion of the grant to fund work to update the City's Shoreline Restoration Plan; and

WHEREAS, in 2019 the City of Lakewood City Council adopted amendments to the Shoreline Master Program and adopted the Shoreline Restoration Plan via Ordinance 711; and

WHEREAS, per Section 3 of Ordinance 711, the City Council established a process for the Planning Commission to hold a meeting annually at which reports would be provided by organizations and individuals who have conducted shoreline restoration activities within the City, and the

Commission would determine whether to recommend amendments to the Restoration Plan for Council consideration; and

WHEREAS, the Planning Commission held its annual review of shoreline restoration activities on March 2, 2022 and held a public hearing two proposed amendments on April 6; and

WHEREAS, the Planning Commission reviewed the public record and discussed the proposed amendments; and

## **II. FINDINGS**

The procedural and substantive requirements of the State Environmental Policy Act (RCW 43.21C) have been complied with.

The procedural requirements of the Growth Management Act (RCW 36.70A) have been complied with.

The proposed amendment is consistent with the requirements of Revised Code of Washington, and the Washington Administrative Code.

The proposed amendment is consistent with the City of Lakewood Comprehensive Plan.

The proposed amendments have been reviewed and processed in accordance with the requirements of Title 14 Environmental Protection, Title 14A Critical Areas, and Title 18A Land Use and Development of the City of Lakewood Municipal Code.

All of the facts set forth in the Recitals are true and correct, and are incorporated herein by reference.

All necessary public meetings and opportunities for public testimony and comment have been conducted in compliance with State law and the City's municipal code.

The Lakewood Planning Commission finds and determines that the regulation of development and land use within the Shoreline Master Program, jurisdiction is within the City's regulatory authority.

The Lakewood Planning Commission finds and determines that approval of such amendments to the Shoreline Restoration Plan is in the best interests of the residents of Lakewood, and will promote the general health, safety and welfare.

The Lakewood Planning Commission finds and determines that regulation of land use and development is subject to the authority and general police power of the City, and the City reserves its powers and authority to appropriately amend, modify and revise such land use controls in accordance with applicable law.

A copy of the amendments to the City of Lakewood's Shoreline Master Program is attached to this resolution as **Exhibit A** and the amendments are incorporated herein by this reference.

The documents and other materials that constitute the record of the proceedings upon which the Planning Commission's recommendations are based, which include, but are not limited to, the staff reports for the Project and all of the materials that support the staff reports for the Project, are located in the City of Lakewood, Community and Economic Development Department at 6000 Main Street SW, Lakewood, Washington, 98499-5027. The custodian of these documents is the Assistant City Manager for Development Services of the City of Lakewood;

**NOW, THEREFORE, THE PLANNING COMMISSION OF THE CITY OF LAKEWOOD, WASHINGTON RECOMMENDS ADOPTION OF THE FOLLOWING BY THE LAKEWOOD CITY COUNCIL:**

**Section 1. Adoption of amendments to 2019 Shoreline Restoration Plan.** The Lakewood Shoreline Restoration Plan with amendments, filed with the Community and

Economic Development Department and attached hereto as **Exhibit B**, is recommended to be adopted.

**ADOPTED** this 20<sup>th</sup> day of April, 2022 upon a motion of Commissioner \_\_\_\_\_, seconded by Commissioner \_\_\_\_\_, by the following vote:

AYES:

NOES:

ABSENT:

ABSTAIN:

APPROVED:

\_\_\_\_\_  
Chair

ATTEST:

\_\_\_\_\_  
KAREN DEVEREAUX, Secretary



**EXHIBIT A**  
**Amendments to the 2019 Lakewood Shoreline Restoration Plan**

4.2 Watershed-Wide Action Items to Support Implementation of Chambers-Clover Creek Watershed Action Plan

\* \* \*

~~18. The City also financially supports the Pierce Conservation District Stream Team in its efforts to sample and analyze water from several lakes in Lakewood. This is a long term, ongoing project, and several more years of data will be necessary before it can be determined if there are any measurable trends in water quality.~~

7.2 Priority 2 – Improve Water Quality and Reduce Sediment and Pollutant Delivery

\* \* \*

As noted in the Chambers-Clover Creek Watershed Action Plan and other sources, phosphorus and other pollutants from improperly functioning on-site sewage systems (OSS) is a concern in the watershed overall as well as in the immediate vicinity of American Lake and Waughop Lake. ~~[Current study rejects previous sentence.]~~

**EXHIBIT B**  
**Recommended Shoreline Restoration Plan**

# Shoreline Restoration Plan Component of the Shoreline Master Program for the City of Lakewood

*Prepared for:*



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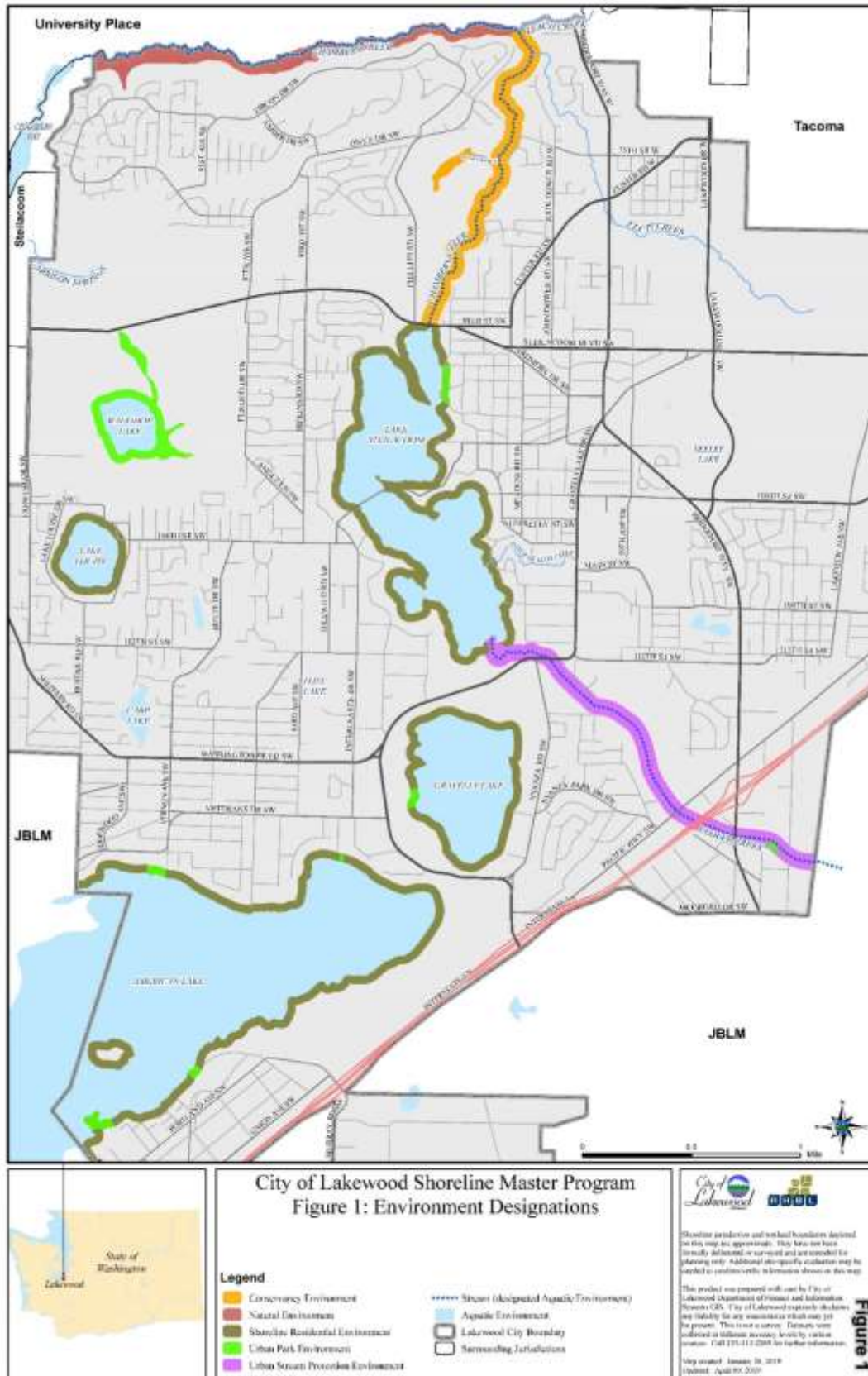
*This report was funded in part through grants from the Washington Department of Ecology:  
2009 Grant No. G1000045, 2018 No. SEASMP-1719-LakPWD-00060.*

***As approved by WA State Department of Ecology in 2019.***

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**Figure 1: Shoreline Master Program Environmental Designations**



# SHORELINE MASTER PROGRAM UPDATE

## SHORELINE RESTORATION PLAN

### 1. INTRODUCTION

A jurisdiction's Shoreline Master Program applies to activities in the jurisdiction's shoreline zone. Activities that have adverse effects on the ecological functions and values of the shoreline must provide mitigation for those impacts. By law, the proponent of that activity is not required to return the subject shoreline to a condition that is better than the baseline level at the time the activity takes place. How then can the shoreline be improved over time in areas where the baseline condition is severely, or even marginally, degraded?

Section 173-26-201(2)(f) WAC of the Shoreline Master Program Guidelines<sup>1</sup> says:

“master programs shall include goals and policies that provide for restoration of such impaired ecological functions. These master program provisions shall identify existing policies and programs that contribute to planned restoration goals and identify any additional policies and programs that local government will implement to achieve its goals. These master program elements regarding restoration should make real and meaningful use of established or funded nonregulatory policies and programs that contribute to restoration of ecological functions, and should appropriately consider the direct or indirect effects of other regulatory or nonregulatory programs under other local, state, and federal laws, as well as any restoration effects that may flow indirectly from shoreline development regulations and mitigation standards.”

However, degraded shorelines are not just a result of pre-Shoreline Master Program activities, but also of unregulated activities and exempt development. The new Guidelines also require that “[l]ocal master programs shall include regulations ensuring that exempt development in the aggregate will not cause a net loss of ecological functions of the shoreline.” While some actions within shoreline jurisdiction are exempt from a permit, the Shoreline Master Program should clearly state that those actions are not exempt from compliance with the Shoreline Management Act or the local Shoreline Master Program. Because the shoreline environment is also affected by activities taking place outside of a specific local master program's jurisdiction (e.g., outside of city limits, outside of the shoreline zone within the city), assembly of actions, programs and policies within the larger watershed that have the potential to impact shoreline ecological functions can be essential for understanding how the City fits into the larger context. The latter is critical when establishing realistic goals and objectives for dynamic and highly inter-connected environments.

As directed by the Guidelines, the following discussions provides a very brief summary of baseline shoreline conditions, lists restoration goals and objectives, and discusses existing or potential programs and projects that positively impact the shoreline environment. Finally, anticipated scheduling, funding, and monitoring of these various comprehensive restoration elements are provided. In total, implementation of the Shoreline Master Program (with mitigation of project-related impacts) in combination with this Restoration Plan (for restoration of lost ecological functions that occurred prior to a specific project) should result in a net improvement in the City of Lakewood's shoreline environment in the long term.

In addition to meeting the requirements of the Guidelines, this Restoration Plan is also intended to

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<sup>1</sup> The Shoreline Master Program Guidelines were prepared by the Washington Department of Ecology and codified as WAC 173-26. The Guidelines translate the broad policies of the Shoreline Management Act (RCW 90.58.020) into standards for regulation of shoreline uses. See <http://www.ecy.wa.gov/programs/sea/sma/guidelines/index.html> for more background.

support the City's or other non-governmental organizations' applications for future grant funding to implement elements of this Restoration Plan.



Lakewood volunteers working in 2017 on shoreline restoration

## 2. SHORELINE ANALYSIS AND CHARACTERIZATION SUMMARY

### 2.1 Watershed Context and Shoreline Boundary

The City of Lakewood retained AHBL and Otak to conduct an inventory and characterization of the City's shorelines in 2009 and 2010. The purpose of the shoreline inventory was to facilitate the City's compliance with the State of Washington's Shoreline Management Act (SMA) and updated Shoreline Master Program Guidelines. The inventory describes existing physical and biological conditions in the shoreline zone within City limits, including recommendations for restoration of ecological functions where they are degraded. The full Shoreline Analysis Report characterizes shoreline function for each waterbody and describes the areas that fall within the shoreline jurisdiction of the City.

### 2.2 Biological Resources and Critical Areas

As described in the Shoreline Analysis Report, the shoreline jurisdiction contains a variety of biological resources and environmentally critical areas, including wetlands, geologic hazards, aquifer recharge areas, wellhead protection zones, and critical fish habitat. Wetlands within the shoreline jurisdiction are primarily confined to the northern reaches of Chambers Creek and adjacent to Waughop Lake, with limited wetlands along Clover Creek. Frequently flooded areas are found along Chambers and Clover Creeks.

Steep slopes and geologically hazardous areas are scattered throughout the city, and each water body's associated jurisdiction contains a small amount of steep slope areas, with the exception of Clover Creek, which contains no documented geologic hazards.

The entire City of Lakewood lies within an aquifer recharge area. Portions of Clover Creek and the shoreline jurisdictions associated with American Lake, Lake Steilacoom, Gravelly Lake, Lake Louise, and Waughop Lake fall within a 1-year wellhead protection zone.

Steelhead of the Puget Sound Distinct Population Segment (DPS) (U.S. Federal Register, 11 May 2007) is the only federally listed salmonid species that occurs in the City of Lakewood. Steelhead presence is documented in Chambers Creek and their presence is assumed in Lake Steilacoom and Clover Creek

(StreamNet 2010). Additionally, Puget Sound-Strait of Georgia coho salmon (a PHS Species) also occur in the basin and are listed as a Species of Concern (U.S. Federal Register, 15 April 2004), indicating that they are under less active consideration for formal listing. Coho spawn in Chambers and Clover Creeks and their presence is documented in Lake Steilacoom (StreamNet 2010). Critical habitat for Puget Sound steelhead within the City of Lakewood was finalized in 2016 (Federal Register 2016). The Chambers Bay estuary fish ladder traps are used at certain times to capture upstream adult migrants, mainly Chinook, as part of a segregated hatchery and estuary fishery program. The fish ladders are left open during the remainder of the year to allow passage of other diadromous species (e.g., chum, coho, steelhead and cutthroat trout). Chinook salmon are usually not released upstream, but spawn are taken to Garrison Springs Hatchery for rearing. The Garrison Springs Hatchery is located in the City of Lakewood near Chambers Creek.

Washington Department of Fish and Wildlife (WDFW) mapping of Priority Habitat and Species (PHS) indicates the presence of a number of habitat areas in the shoreline jurisdiction, including the following:

- WDFW riparian zones and fish species along Chambers Creek, Clover Creek, and Lake Steilacoom.
- WDFW waterfowl concentration areas along Chambers Creek and within Lake Steilacoom, American Lake, Gravelly Lake, Lake Louise, and Waughop Lake.
- WDFW urban natural open space areas along Chambers Creek and surrounding American Lake and Waughop Lake.

## 2.3 Summary of Ecological Functions

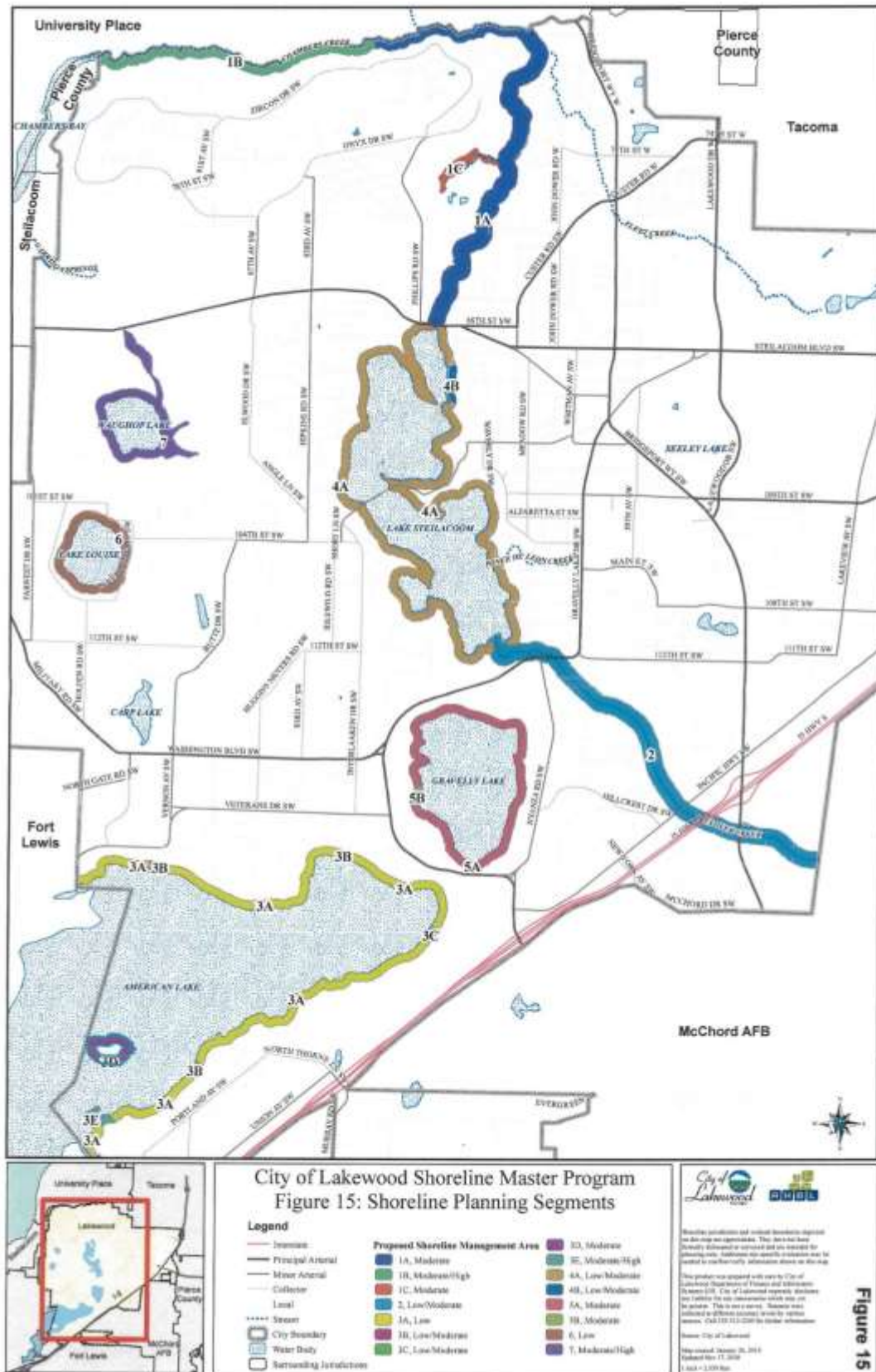
The following briefly summarizes the overall health of ecological functions within specific segments of the Shoreline Management Area.

Shoreline Planning Segments		
Segment	Approximate (feet)	Approximate Area (acres)
1—Chambers Creek	14,334	17.3
Segment 1A	8,055	11.8
Segment 1B—includes Chambers Creek Park	4,994	4.7
Segment 1C—Wetland at Game Reserve)	1,283	0.8
2—Clover Creek	7,089	9.4
3—American Lake	27,768	11.2
3A—Residential	21,802	9.2
3B—City Parks (American Lake North, Lakeland, and Harry Todd Parks)	985	0.4
3C—Tacoma Golf & Country Club	270	0.2
3D—Silcox Island	3,284	1.0
3E—Open space (south of Silcox island)	1,427	0.4
4—Lake Steilacoom	32,669	13.2
4A—Residential	31,745	12.8



Shoreline Planning Segments		
Segment	Approximate (feet)	Approximate Area (acres)
4B—Edgewater Park	924	0.4
5—Gravelly Lake	10,932	4.8
5A—Residential	10,462	4.6
5B—Lakewold Gardens	470	0.2
6—Lake Louise	4,975	2.4
7—Waughop Lake	4,670	3.5
<b>TOTAL</b>	<b>81,014 feet</b>	<b>61.6 acres</b>

Figure 2: Shoreline Planning Segments



**Chambers Creek - Segment 1A - Overall segment rating = Moderate**

Segment 1A consists of low-density residential housing. Aerial photos indicate that a majority of the riparian buffer has been left intact, providing a largely forested area with some houses/buildings interspersed.

**Chambers Creek - Segment 1B - Overall segment rating = Moderate/High**

Segment 1B is the most natural condition segment in Lakewood's shoreline jurisdiction and has an intact riparian buffer that protects the stream banks from erosion as well as providing shade, habitat (in stream and on the banks), and water quality improvement.

**Chambers Creek - Segment 1C - Overall segment rating = Low/Moderate**

Segment 1C is associated with the wetland on the left (south) bank of Chambers Creek, adjacent to Segment 1A. Some of the functions that wetland are able to provide are ranked low simply because the wetland does not have the opportunity to provide the function. This includes organic matter recruitment because the wetland has little vegetation, most of which consists of emergent plants, this in turn effects the wetlands capability to maintain cool water temperatures. This wetland presents excellent opportunity for restoration, contingent on agreement with WDFW, who operates a hatchery in the area and currently maintains the area as wildlife habitat.



Spring-fed creek in concrete channel, Lakewood hatchery grounds (27 Feb. 2019)

**Clover Creek - Overall segment rating = Low/Moderate**

Clover Creek and its shorelines have been greatly compromised by past residential development. Approximately half of this segment in the City of Lakewood is bordered predominantly by single family homes and multi-family apartments and condominiums. There is also commercial development,

including the section that runs through a long culvert under I-5. The lower half of the segment located in the City has been built out with high-density residential housing.

**American Lake – Segment 3A - Overall segment rating = Low**

The residential segment of American Lake ranks low for overall functions. The high level of shoreline modification has the largest, overarching impact on the functions of the lake and shoreline. The shoreline modifications impede wave attenuation, organic matter recruitment, the ability of the shoreline to remove toxins, and have compromised the functions provided by shallow groundwater.

**American Lake – Segment 3B/C - Overall segment rating = Low/Moderate**

While the parks are in a more natural condition than the residential segment, they have still been altered and have moderate amount of impervious surface, some shoreline modification, and compacted soils, all of which compromised the ability to provide necessary shoreline functions.

**American Lake – Segment 3D - Overall segment rating = Moderate**

Although Silcox Island has been moderately built out with residential structures and has some shoreline modification, the island has mostly retained its forested canopy and has not had as much modification to the soil structure on the island.

**American Lake – Segment 3E - Overall segment rating = Moderate/High**

The forested peninsula south of Silcox Island has been left in a natural condition for many decades. It has a forested canopy that provides special habitat niches both in the canopy and on the lake edge. Because the lake has such a high amount of development, this parcel provides a high quality area among an otherwise developed area.

**Lake Steilacoom – Segment 4A - Overall segment rating = Low/Moderate**

The residential area of Lake Steilacoom is similar to that of the other lakes in Lakewood with high-density residential housing surrounding the lakeshore. Like American Lake, the shoreline has been extensively armored, reducing the ability of the shoreline to perform many shoreline functions.



Pierce County public GIS image of lower Clover Creek and Steilacoom Lake

**Lake Steilacoom** – Segment 4B - Overall segment rating = Low/Moderate

Edgewater Park is a small portion of the overall size of Lake Steilacoom and represents the same overall functions and scores. It does have the opportunity to provide organic matter and it could be enhanced by the City to remove invasive Himalayan blackberry, English ivy, and yellow flag iris. Replacement of non-native invasive species with native trees and shrubs would be beneficial..

**Gravelly Lake** – Segment 5A/B - Overall segment rating = Moderate

The residential segment of Gravelly Lake is fully developed with residential housing and armored shorelines, reducing the functions the shoreline is able to provide similar to the other constructed shorelines. Segment 5B was included in the functions with 5A because it is also built out, but is managed as a 10-acre garden open to the public. Therefore, the functions are the same or similar, but its land use is different from the rest of the lake.

**Lake Louise** – Segment 6 - Overall segment rating = Low

Lake Louise is surrounded by single-family housing, boat docks, and armored shoreline. The functions performed by an intact shoreline have almost completely been modified or heavily compromised on Lake Louise. Lake Louise also suffers from water quality issues associated with excessive nutrients causing toxic algae blooms.

**Waughop Lake** – Segment 7 - Overall segment rating = Moderate/High

Waughop Lake has an intact shoreline and is able to provide nearly all of the functions of a normally functioning shoreline. The lake quality has suffered due to historic use of the lake as a dumping ground for animal waste, as well as urban development. Due to the risk to human health, water quality improvement for Waughop Lake should be a primary focus for the City of Lakewood.

## 2.4 Summary of Degraded Shoreline Areas

Based on the evaluation of shoreline ecological functions summarized in Section 2.3, the following areas have been identified as being degraded, and restoration efforts in these locations should be prioritized.

**Chambers Creek** – The undeveloped canyon area is under threat from invasive plants, particularly English ivy. Steps should be taken to curb and remove these invasive species before the problem becomes more extensive and difficult to eradicate. Similar issues occur in upstream reaches.



Ivy-covered trees, Chambers Creek canyon area (14 June 2018)

**Clover Creek** – Degraded areas along this stream start at the boundary with JBLM and include the commercially developed areas adjacent to I-5 and areas of residential development along the lower half of the reach. Re-establishment of native riparian buffers along with installation of LWD where feasible should be the highest priority for restoration in this stream. Reconnecting the stream with remnant wetlands, including removal of concrete flow control structures, is highly recommended.

**American Lake** – Most of the shoreline of American Lake is considered degraded, due to the high level of residential development and associated shoreline modification. As described in Section 2.3, widespread armoring has impeded wave attenuation and organic matter recruitment functions, and encouraging property owners to transition from bulkheads to softer forms of shoreline stabilization should be the primary focus in this area, as well as restoration of shoreline buffer areas.

**Lake Steilacoom** – The residential portions of the Lake Steilacoom shoreline have been extensively armored. Similar to American Lake, the presence of this armoring has degraded ecological function, reduced shade and overhanging vegetation, and impeded wave attenuation and organic matter recruitment, including LWD. Encouraging transition to softer, non-structural forms of shoreline stabilization (i.e., natives trees and shrubs) should be the primary focus of restoration efforts in this reach. Enhancement of riparian buffer areas should also be a high priority.

**Lake Louise** – Residential development and shoreline armoring has degraded natural shoreline function along essentially all of the Lake Louise shoreline. Similar to Lake Steilacoom and American Lake, removal of hard armoring and transition to non-structural methods of shoreline stabilization should be of primary concern, as well as reduction of upland impervious surface and re-establishment of natural riparian buffers.

## 3. RESTORATION GOALS AND OBJECTIVES

### 3.1 Comprehensive Plan

The following goals and policies relating to shoreline and other natural features are presented in the City of Lakewood's Comprehensive Plan and they serve as the foundation of the City's restoration strategy.

1. Provide for the protection, conservation, and enhancement of habitat areas for fish and wildlife. (Goal LU-56)
2. Integrate environmental considerations into all planning efforts and comply with all state and federally mandated environmental legislation. (Policy LU-56.1)
3. Identify endangered or threatened species occurring within the City and preserve their habitat. (Policy LU-56.2)
4. Provide for identification and protection of wildlife habitats with an emphasis on protection of wildlife corridors and linking remaining habitat pockets within the City. (Policy LU-56.3)
5. Promote the restoration of riparian (streamside) areas to preserve and enhance their natural function of providing fish and wildlife habitat and protecting water quality. (Policy LU-56.4)
6. Preserve and protect native vegetation in riparian habitats and integrate suitable native vegetation in residential and commercial landscapes. (Policy LU-56.5)
7. Identify specific programs of stream restoration for Chambers, Clover, and Flett creeks. (Policy LU-56.6)
8. Identify the potential for restoring additional stretches of Ponce de Leon Creek. (Policy LU-56.7)
9. Provide fish and wildlife habitat of sufficient diversity and abundance to sustain existing indigenous fish and wildlife populations. (Policy LU-56.8)

### 3.2 Restoration Policy Development

Based on this policy guidance and the policy guidance provided by the Chambers-Clover Creek Watershed Council (CCWC) through the efforts described in Section 4 of this Restoration Plan, the City has developed the following restoration policies, in no particular order.

#### System-Wide Restoration Policies

1. Improve the water quality of all water bodies within the shoreline management area by managing the quality and quantity of stormwater in contributing systems and implementing Low Impact Development (LID) techniques to the maximum feasible extent, consistent at a minimum with the City's NPDES Phase II Stormwater Permit and the latest Washington Department of Ecology Stormwater Management Manual for Western Washington.
2. Reclaim and restore to the greatest extent feasible areas which are biologically and aesthetically degraded while maintaining appropriate use of the shoreline.



3. Increase quality, width and diversity of native vegetation in protected corridors adjacent to lake and stream habitats to provide safe migration pathways for fish and wildlife, food, nest sites, shade, perches, and organic debris. Strive to control non-indigenous plants or weeds that are proven harmful to native vegetation or habitats.
4. Continue to work collaboratively with other jurisdictions and stakeholders to implement the Chambers-Clover Creek Watershed Action Agenda and the WRIA 12 Plan.
5. Seek funding where possible for various restoration actions and programs from local sources and by working with other WRIA 12 jurisdictions, the CCWC, and other stakeholders to seek federal, state, grant and other funding opportunities.
6. Develop a public education plan to inform private property owners about the effects of land management practices and other unregulated activities (such as vegetation removal, pesticide/herbicide use, car washing) on fish and wildlife habitats.
7. Where feasible, protect, enhance, and encourage the restoration of lake areas and wetlands throughout the contributing basin where functions have been lost or compromised.
8. Seek opportunities to enhance and restore connections between lake, stream and wetland habitats.

#### **SMA Restoration Policies**

1. Target Waughop Lake (Fort Steilacoom Park) and Edgewater Park for restoration of shoreline natural resources (e.g., native plants) and functions while ensuring continued public access to the shoreline.
2. Protect natural areas and continue to identify and implement shoreline restoration projects and measures to address persistent water quality issues at Fort Steilacoom Park that negatively impact beneficial uses of the lake, while ensuring continued public access.
3. Target American Lake North Park and Harry Todd Park for limited habitat enhancements that are designed and sited to be compatible with the heavy active recreation use at these parks. Opportunities include planting of native vegetation where appropriate.
4. Target Springbrook Park and adjacent open spaces, and Chambers Creek Canyon Park for the use of environmentally friendly materials and design and vegetation enhancement (i.e., removal of invasive species and planting new native plants) during the future planned development of trails and recreational facilities.
5. Encourage restoration of aquatic and riparian habitat along Clover Creek through incentives for private property owners and continued stormwater management improvements and City capital improvement projects.
6. Collaborate with Pierce County, the City of University Place and community partners for restoration activities that would remove invasive plant species, improve habitat and other ecological functions within Chambers Creek Canyon Park.
7. Improve the ecological functions of lake shorelines by removing bulkheads and replacing these features to the extent feasible with erosion-resistant native trees and shrubs (e.g., Indian plum, red osier dogwood) to improve aquatic habitat conditions, while preserving property.

8. Improve the ecological functions of streams and related habitat with stream bank stabilization using native vegetation. Preserve and restore native vegetation along lake shorelines to the greatest extent feasible.
9. Improve habitat conditions by increasing large woody debris recruitment potential through plantings of trees along the lake shore, particularly conifers. Where a safety hazard will not be created, encourage the installation of large woody debris to meet short- term needs.
10. Target single family residential properties with incentives, outreach and information for homeowners who are willing to voluntarily remove bulkheads, plant native vegetation and encourage large woody debris recruitment.
11. Decrease the amount and impact of overwater and in-water structures within SMP lakes through minimization of structure size and use of more environmentally friendly materials, including grated decking.
12. Monitor and control aquatic invasive species in American Lake, Gravelly Lake, Lake Louise, and Waughop Lake, and continue to participate in lake-wide efforts at Lake Steilacoom to reduce populations of non-native aquatic vegetation.

#### 4. LIST OF EXISTING AND ONGOING PROJECTS AND PROGRAMS

The following series of existing projects and programs are generally organized from the larger watershed scale to the City-scale, including City projects and programs with support of non-profit organizations that are active in the City of Lakewood area.

##### **4.1 Chambers-Clover Creek Watershed Planning Participation and Ongoing Efforts**

The Chambers-Clover Creek Watershed has been the focus of coordinated watershed planning efforts for roughly 20 years. The Chambers-Clover Creek Watershed Action Plan was completed in 1997 and it contained 56 actions. The Watershed Action Plan identified which jurisdictions, state agencies and other organizations would be responsible for implementation and the estimated costs of the proposed actions. Lakewood incorporated at the end of the planning process in 1996 and was not significantly involved in the creation of the Watershed Action Plan. The Watershed Action Plan was also the genesis of the CCWC. While the primary function of the group is to help facilitate the implementation of the watershed action plans, the members of the CCWC are also dedicated to improving fish habitat and fostering a sense of stewardship among watershed residents. CCWC members include representatives from local governments, tribes, businesses, elected officials, environmental agencies, non-profit groups, and private citizens.

The CCWC action plan is updated periodically and their website can be checked for the most recent version. Restoration of coho salmon stocks are a priority in WRIA 12 because the watershed was historically highly suited to coho salmon, along with chum, steelhead and cutthroat trout, and because Chinook do not presently use the freshwater habitat of WRIA 12. Coho are still present in the watershed, though at relatively low numbers. Recent analysis (Moberg 2001) indicates coho salmon would make an excellent indicator species for formulating priority actions to address salmonid conservation and recovery needs in WRIA 12.

Another key target for restoration is the late chum salmon run in Chambers Creek, with some use also being documented in smaller tributaries, such as Flett Creek. This chum run is unusual in the south Sound and represents an important pool of genes for the recovery of Puget Sound chum salmon.

The importance of the sequence of stream and pond habitat for coho salmon should not be underestimated. Productivity of this habitat can be inferred from observations elsewhere in Western Washington (Peterson 1982, Bustard and Narver 1975). In the context of Clover Creek-Steilacoom Lake, coho that spawn in Clover Creek can move down into the lake during late summer low water and may have better over-winter survival before smolting in the spring. Enhancement of habitat (e.g., LWD addition along the shoreline) in Steilacoom Lake, however, is the key issue that would need to be addressed.

The City of Lakewood is one of six cities and towns that are members of the CCWC. The lead agency is Pierce County's Public Works department that has responsibility for surface water planning in the Chambers-Clover Creek Watershed (WRIA 12). The CCWC provides local agencies and citizens with an opportunity to coordinate their planning efforts for the benefit of the watershed. In 2018, the CCWC published its *Watershed Action Agenda – 2018-2023* (<https://www.co.pierce.wa.us/DocumentCenter/View/76631/2018-23-Action-Agenda>). The Action Agenda establishes the following three strategies that are designed to meet the goals and objectives of the watershed council. Within each strategy are recent or ongoing actions in Lakewood that implement the strategies.

1. Enhance watershed-based communication, coordination and education.
2. Promote watershed stewardship
3. Support watershed protective policies and regulations that protect the aquifer and salmonids.

#### **4.2 Watershed-Wide Action Items to Support Implementation of Chambers-Clover Creek Watershed Action Plan**

1. The City of Lakewood evaluates effects on ground and surface water during compliance inspections. If businesses are found to be out of compliance with development regulations with regard to ground and surface water practices, City inspectors provide an explanation of why current practices need to be corrected.
2. The City has adopted a Stormwater Education and Outreach Plan per the conditions of its Phase II NPDES permit. The objective of the plan is to educate public employees, businesses, and the general public about illegal discharges and their potential negative effects on water quality. The plan establishes groups of target audiences and identifies the specific topics and distribution formats most applicable to each, as well as measurable goals to determine if outreach efforts are having a positive effect on reduction of illicit discharge. The plan also contains a timeline for outreach efforts to each of the audience groups.
3. The Tahoma Audubon Society initiated a project in 2018 which contacted about 500 landowners near Clover Creek. The landowners were provided information about best creek side management practices and invited them to attend a seminar on various topics. The project is scheduled to be conducted again in 2019.
4. Phase II NPDES Permit approved in 2012, See above, and Section 4.4 for additional details.

5. While most new developments are infiltrating their stormwater on site, there are numerous existing stormwater outfalls that discharge into Chambers Creek and Clover Creek, some of which are in the City. The City's Stormwater Management Plan includes a map showing all outfall areas. It is inferred from Pierce County water quality documents that Lake Louise likely has existing stormwater discharges directed into it although there are no natural surface drainages into the lake. American Lake has some existing direct discharges of stormwater into the south end of lake.
6. In addition, the City has taken the following actions to maintain and retrofit existing stormwater facilities:
  - Since incorporation, the City has retrofitted 13 outfalls that discharge to lakes and creeks within Lakewood;
  - The City has replaced approximately 500 obsolete stormwater dry wells with improved infiltration systems. The City plans to continue this effort until all remaining dry-wells have been replaced;
  - As part of the ongoing improvements to Pacific Highway, specifically the segment from Gravelly Lake Drive to Bridgeport Way, the City implemented various LID techniques to reduce the amount of runoff entering Clover Creek;
  - Nearly all of the City's planned public work capital projects include a stormwater management component. As roads are improved and public facilities are constructed, existing stormwater systems are upgraded, and new systems are designed to meet current standards.
7. Sanitary sewer serves the vast majority of the City. An area of approximately 40 acres located just north of Lake Louise and southwest of Lake Waughop, but outside the proposed SMA of either lake, contains 93 single-family residences that rely on on-site sewage disposal systems. Residences in the Tillicum and Woodbrook portions of the City, south of American Lake, also currently rely on on-site sewage disposal systems, but will soon have public sanitary sewer service provided by Pierce County. The City of Lakewood is working to transition properties that use on-site sewage disposal systems to sanitary sewer service, and all development within the City must connect to sanitary sewer if such is available. LMC 12A.15.040 requires existing development to connect to sanitary sewer within 90 days after the City has provided notice that service is available. New development shall connect to sanitary sewer in order to qualify for a certificate of occupancy (LMC 12A.15.060).
8. The City has ongoing public works improvement programs that offer potential benefits to lakes, including outfall retrofits, drywell retrofits, and sanitary sewer installation in Tillicum and American Lake Gardens.
9. In past years, the City has implemented several projects to remove barriers to fish passage on Clover Creek, Flett Creek, and Leach Creek, making additional upstream habitat available for fish and wildlife, including salmon. In addition, local stormwater management projects indirectly contribute to salmon recovery by reducing pollution in ground and surface water that may eventually flow to Puget Sound and increase habitat diversity.
10. A team comprised of Forterra, Pierce County, the Puyallup Tribe, and SPSSEG are currently working on a feasibility study to remove the Chambers Creek dam and other armoring to restore Chambers Bay.
11. The Puyallup Tribe is looking at options for habitat restoration along the lower 4 miles from Kobayashi Park to the Dam.

12. The Stewardship Committee worked with Lakewood's Parks department in 2018 (Parks Appreciation Day) on restoring 200 feet of creek bank along Clover Creek beside Springbrook Park. Volunteers removed blackberries, ivy and scotch broom. Surplus native plants were salvaged from a rain garden in Puyallup and re-planted on the creek side. The goal is to create a demonstration site showing various native trees, shrubs, and plants where people can visit to see which plants would be good for their yards.
13. Volunteers from the South Puget Sound Flyfishers kept three fish ladders free of debris in the fall of 2018 to allow Coho salmon to pass upstream. Other volunteers check on fish passages on McChord Field, Steilacoom Lake, and at the dam at Chambers Bay.
14. City of Lakewood adopted 2012 DOE Stormwater Manual, with 2014 amendments, and has also adopted the 2015 Pierce County Stormwater Management and Site Development Manual, which covers LID. City Public Works staff review development applications to ensure compliance with all adopted stormwater regulation. Specifically, the City requires TESC BMPs, and the municipal code requires developers to retain stormwater on-site to the maximum extent feasible (LMC 12A.11.044). Lakewood is fortunate to have soils suitable for infiltration throughout most of the city. Since the NPDES Permit was issued, all new developments are infiltrating their stormwater on site or in a few cases discharging to City infiltration systems. Also unique to Lakewood, much of the City's infrastructure infiltrates and does not discharge to surface waters. The City has not defined goals or metrics to identify, promote or measure LID use. The City has not determined schedules for requiring of implementing additional LID techniques on a broader scale.
15. The City employs one full-time stormwater compliance inspector whose duties include inspections of businesses and properties for compliance with Lakewood's stormwater management regulations. The inspector works closely with inspectors from other City departments (building, code enforcement, community service officers) on enforcement efforts that require multiple disciplines.
16. City staff also remains informed of changes in regulations at the state and federal level that may impact local regulatory requirements.
17. The City has participated in the Benthic Index of Biotic Integrity (BIBI) sampling program with Pierce County. The BIBI program consists of surveys of water bodies to evaluate water body health based on the prevalence of various indicator species.
- ~~18. The City also financially supports the Pierce Conservation District Stream Team in its efforts to sample and analyze water from several lakes in Lakewood. This is a long term, ongoing project, and several more years of data will be necessary before it can be determined if there are any measurable trends in water quality.~~

In addition to the watershed action planning process, the Chambers-Clover Creek Watershed has also been the focus of a number of other major planning efforts. A Salmon Habitat Protection and Restoration Strategy for the watershed (WRIA 12) was completed in 2018, a requirement of the federal listing of Puget Sound Chinook as threatened under the Endangered Species Act. The Washington State Department of Ecology continues to develop water cleanup plans for impaired water bodies, as well as administer Clean Water Act implementation programs, such as NPDES permitting. Pierce County completed the Clover Creek Basin Plan in 2003, which focuses on water quality, flooding, and habitat issues in unincorporated areas. Additionally, a comprehensive watershed management plan for WRIA 12 was completed in 2004. However, this plan was not approved by all stakeholders.

### **4.3 Comprehensive Plan Policies**

The City's comprehensive plan defines goals and policies addressing protection of the environment and shorelines in its Land Use Element. Topics addressed include environmentally critical areas, fish and wildlife habitat, water quality, air quality, wetland protection, and flood management. Many of the goals and policies applicable to the shoreline environment were used as the basis for the restoration objectives discussed in Section 3. Comprehensive Plan Policies are implemented through the City's Municipal Code, Capital Improvement Program and other mechanisms.

### **4.4 Environmentally Sensitive Areas Regulations**

The City of Lakewood's critical areas and natural resource lands regulations are found in Lakewood Municipal Code Title 14 – Environmental Protection. The City completed its last critical areas regulations update in 2015, consistent with the requirements of the GMA. The regulations are based on “best available science,” and they provide protection to critical areas in the City. The regulations categorize streams based on the Department of Natural Resources classification system and dictate buffers ranging from 35 feet to 150 feet. Wetland buffers range between 40 and 225 feet and are classified according to Lakewood Municipal Code 14.162.080. Management of the City's environmentally sensitive areas using these regulations should help insure that ecological functions and values are not degraded, and impacts to critical areas are mitigated. The City's critical areas regulations are adopted by reference into the Shoreline Master Program, with certain modifications and deletions based on the SMP Guidelines, to regulate critical areas found within the shoreline zone.

### **4.5 Stormwater Management and Planning**

The Lakewood Department of Public Works Surface Water Management Division is responsible for maintaining the City's stormwater infrastructure. In 2012, Ecology approved the City's National Pollution Discharge Elimination System (NPDES) Phase II permit. The NPDES Phase II permit is required to cover the City's stormwater discharges into regulated lakes and streams. Under the conditions of the permit, the City must protect and improve water quality through public education and outreach, detection and elimination of illicit non-stormwater discharges (e.g., spills, illegal dumping, and wastewater), management and regulation of construction site runoff, management and regulation of runoff from new development and redevelopment, and pollution prevention and maintenance for municipal operations. The policies and regulations of the proposed SMP and this Restoration Plan are intended to support the City's ongoing NPDES Phase II Permit compliance efforts.

### **4.6 Public Education**

The City of Lakewood's Comprehensive Plan identifies policy statements based on goals associated with the Land Use and Utilities elements (excerpted below). These items help guide City staff and local citizen groups in developing mechanisms to educate the public and broaden the interest in protecting and enhancing local environmental resources.

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

- Educate citizens and employers about Lakewood's dependence on groundwater;
- Establish and maintain public awareness signs delineating the boundaries and key access points to the Lakewood Water District's wellhead protection areas;

- Maintain groundwater monitoring programs;
- Implement a well decommissioning program for all unused wells;
- Coordinate planning and review of drainage, detention, and treatment programs within wellhead protection areas.

Additionally, Strategy 1 in the *Watershed Action Agenda: Priorities for Focus within the Chambers-Clover Creek Watershed 2018-2023*, developed by the CCWC is “Enhance watershed-based communication, coordination, and education.” This agenda includes various goals and objectives related to this strategy.

- Develop and relay education and outreach messages that connect people to this watershed.
- Promote understanding of ground and surface waters as one integrated resource.
- Serve as a reliable source of current information about the watershed.
- Increase CCWC contact list to cover all the riparian owners along the regulated lakes and tributaries in the watershed.
- Establish and maintain current, comprehensive online access to information about the watershed through the CCWC website.
- Build relationships with existing outreach event partners, schools and watershed communication outlets and provide supplies and materials at five local events annually.

The City has been a member of the CCWC since its inception and actively implements all six of the public outreach components. Additional details about CCWC public education, outreach, and stewardship programs may be found at <https://www.co.pierce.wa.us/DocumentCenter/View/76631/2018-23-Action-Agenda>

Public education and involvement will be a priority in the City. Opportunities for restoration exist on public property in the City, but are limited along the majority of the City’s shorelines because it is under private ownership. Therefore, in order to achieve the goals and objectives set forth in this Restoration Plan, the City should focus on fostering restoration on private land.

Providing education opportunities and involving the public is important to success. This could possibly entail the development of a long-term Public Education and Outreach Plan to gain public support. Voluntary restoration efforts on private property would also benefit from public outreach and education. This could include local workshops and mailers to educate shoreline property owners and other shoreline users on maintaining healthy shoreline environments, promoting enhancement and restoration opportunities, and use of low impact development techniques.

## **4.7 Other Lakewood Programs and Projects**

### **Illegal Discharge Detection and Elimination Program**

The City’s Phase II NPDES Permit requires the implementation of an Illegal Discharge Detection and Elimination (IDDE) program to help meet the requirements of the Clean Water Act. The City’s latest IDDE plan, completed in July 2011, contains policies for finding and eliminating discharges of pollutants not allowed under the terms of the NPDES permit. The IDDE Plan contains an inventory of all known outfall locations and establishes a schedule for inspecting outfalls greater than 24 inches in diameter to

detect illicit discharges.

The IDDE Plan also contains protocols for spill prevention and response that are designed to ensure that spills of hazardous substances within the city are properly identified, reported, contained, and cleaned up.

### **Carwash Public Education**

The City has established Best Management Practices (BMPs) for charity car washes, which can be a source of pollutants in the stormwater stream. The City requires that charity car washes obtain a free permit and that such car washes be located on a pervious surface (grass, gravel) or on an impervious surface that drains to a stormwater infiltration system, rather than the general stormwater network. Other guidelines and BMPs are published on fact sheets publicly available from the City.

### **Automotive Industry BMPs**

In addition to public education for car washes, the City also publishes fact sheets containing good practices for auto-oriented businesses, such as car dealerships and automotive repair shops. Such practices include fixing oil leaks, preventing wash water from vehicles or car parts from entering the storm drain, proper disposal of hazardous waste, and covering outdoor storage areas to prevent potentially toxic runoff from flowing into the storm drain.

### **Safe Pet Waste Disposal BMPs**

The City publishes fact sheets on pet waste disposal to educate the public on the importance of managing this contributor to poor water quality. The fact sheets explain that pet waste often contains pathogens that can cause disease in humans and other animals, and stormwater flows can transmit these pathogens to streams and lakes. Residents are encouraged to scoop up after their pets often and place the waste in the garbage. Placing pet waste in the municipal yard waste collection bins is highly discouraged because the pet waste then contaminates any compost that is made from the collected yard waste. Flushing pet waste down the toilet in areas using septic systems is also discouraged, as septic systems are often not designed to handle pet waste, which differs in composition from human waste, and septic systems may become overloaded and cause groundwater pollution.

## **5. LIST OF ADDITIONAL PROJECTS AND PROGRAMS TO ACHIEVE LOCAL RESTORATION GOALS**

The following series of additional projects and programs are generally organized from the larger watershed scale to the City-scale, including City projects and programs and finally non-profit organizations that are active in the Lakewood area.

### **5.1 Recommended Projects**

The following is partially developed from an initial list of opportunities identified within the *Shoreline Analysis Report*. The list of potential projects is intended to contribute to improvement of impaired functions.

General: Many shoreline properties have the potential for improvement of ecological functions through: 1) reduction or modification of shoreline armoring, 2) reduction of overwater cover and in-water structures (grated pier decking, pier size reduction, pile size and quantity reduction, moorage cover



removal), 3) reductions in upland impervious surface coverage, 4) improvements to vegetation within the shoreline setback or buffer, 5) improvement to existing flooding conditions, especially along Chambers Creek and Clover Creek, 6) improvements to habitat diversity, and/or 7) improvements to upland vegetation and soils to provide additional habitat and mitigate stormwater impacts. These opportunities generally apply to private residential properties, public parks, share recreational lots, private recreation uses, public street-ends, and utility corridors.

#### Segment 1: Chambers Creek

While a significant portion of the creek shoreline runs through properties containing private residences, Chambers Creek Park (i.e. Chambers Creek Properties owned and administered by Pierce County) occupies a large portion of the creek's northern reach, providing a direct opportunity to preserve and enhance the existing riparian zone on public lands. Enhancement of degraded areas could be achieved using the Washington Conservation Corps. In addition, along much of the southern reach, homes are located considerable distance from the creek, which is largely confined to a ravine. Forested and largely intact riparian areas provide valuable ecological functions as documented in the Shoreline Inventory and Analysis Report.

Protecting existing high quality habitat along Chambers Creek is the highest priority. Implementation and enforcement of critical area regulations and the City's NPDES stormwater program are cornerstones of the City's efforts to protect habitat along Chambers Creek and improve water quality. Interagency coordination with Pierce County and University Place, particularly for Chambers Creek Park, as well as WDFW (which has a fish hatchery and significant management role for fish in the basin) should be emphasized in refining the management strategy for the northern reach. Limited opportunities may also exist for property acquisition. Additional outreach to homeowners and habitat enhancement efforts in the park and on private properties with willing homeowners can help ensure that the highest quality fish and wildlife habitat in the City is protected and enhanced.

#### Segment 2: Clover Creek

Because the majority of Clover Creek shoreline is in private ownership, the primary opportunities for restoration and enhancement occur on private property. Enhancement of the area could be achieved by 1) educating private property owners on what an ecologically appropriate riparian zone should look like, 2) encouraging private property owners to remove existing bank modifications, such as rip-rap and concrete walls, replacing them with vegetation planting of native trees and shrubs. Homeowner education programs could also be established to discourage the use of chemicals on lawn areas and landscaping that may adversely affect water quality. As in the case of Chambers Creek, the City could use the Washington Conservation Corps to restore its own properties, such as planting native plants and removing invasive species in Springbrook Park. The City expects that implementation of the NPDES Phase II Stormwater Program and the incentive-based setback regulations included in the SMP, which encourages enhancement of the creek shoreline and vegetation, will help improve conditions along Clover Creek.

Two volunteers surveyed a section of Clover Creek between JBLM and I-5 in August 2017. A detailed report was prepared discussing the conditions of the stream and recommended restoration projects. The data was intended to be used to update Lakewood's Restoration Component of its Shoreline Master Program.

In addition, the City previously identified a fish blockage approximately 600 feet upstream of Lake Steilacoom. Removal of this blockage occurred in 2015.



Dense blackberry and ivy growth on City of Lakewood property near Springbrook Park (28 April 2018)

### Segment 3: American Lake

As noted in the Chambers-Clover Creek Watershed Action Plan and other sources, phosphorus and other pollutants from improperly functioning on-site sewage systems (OSS) is a concern in the watershed overall as well as in the immediate vicinity of American Lake. The City should set a time frame for the required conversion of existing OSS in the Tillicum and American Lake Garden Tract neighborhoods to sanitary sewer and explore additional means to accomplish this goal. In the meantime, the City should work with the Tacoma-Pierce County Health Department (TPCHD) to identify problem OSS, work with property owners to educate them about the need to maintain their systems and support TPCHD to ensure the enforcement of existing regulations.

Most of the habitat enhancement potential for American Lake is concentrated on privately owned parcels because of the high degree of private ownership surrounding the lake. Restoration on private property could be achieved by encouraging private property owners to remove existing bank modifications and implement shoreline enhancement projects, such as native vegetation planting. The replacement of bulkheads and other forms of hard armoring with bioengineered solutions should be especially encouraged. Replacement of deteriorating piers should also be a high priority. Homeowner education programs could also be established to discourage the use of chemicals on lawn areas and landscaping that may adversely affect water quality.

Restoration activities could also occur at City parks, focusing on the removal of bulkheads and the reestablishment of native vegetation where feasible. New facilities constructed at City shoreline parks should employ LID practices and green building techniques. Areas where native vegetation cover is still extensive should be protected.

The City expects that implementation of the NPDES Phase II Stormwater Program and the incentive-based setback regulations included in the SMP, which encourages enhancement of the lake shoreline and vegetation, will help improve conditions along American Lake, as well as on other lakes in the City. A long-range goal for the City's Surface Water Management Division is the preparation of management

plans for the City's lakes, including American Lake. While American Lake currently has an aquatic vegetation management plan in place, the plan is narrowly focused. A new lake management plan would address a broad range of topics with bearing on the health of the lake, including water quality and upland vegetation enhancement.

#### Segment 4: Lake Steilacoom

Most of the restoration potential for Lake Steilacoom is concentrated on privately owned parcels because of the high degree of private ownership surrounding the lake. Restoration on private property could be achieved by encouraging private property owners to remove existing bank modifications and implement shoreline enhancement projects, such as native vegetation planting or installing engineered LWD. The replacement of bulkheads and other forms of hard armoring with bioengineered solutions should be especially encouraged. Replacement of deteriorating piers should also be a high priority. Because steelhead, an ESA listed fish species, are known to occur in Lake Steilacoom, dock and pier standards require light transmission through deck materials to limit impacts on salmonids. Homeowner education programs could also be established to discourage the use of chemicals on lawn areas and landscaping that may adversely affect water quality.

Restoration activities could also occur at Edgewater Park, and the city should consider acquiring additional property on Lake Steilacoom for public access (i.e., parking). The City can use these projects as an example to private landowners in how to setback and restore shoreline areas. New facilities constructed at City shoreline parks should employ LID practices and green building techniques. Areas where native vegetation cover is still extensive should be protected.

A long-range goal for the City's Surface Water Management Division is the preparation of management plans for the City's lakes, including Lake Steilacoom. The lake management plan would address a broad range of topics with bearing on the health of the lake, including water quality, aquatic vegetation management, and upland vegetation enhancement.

#### Segment 5: Gravelly Lake

Gravelly Lake is surrounded by private parcels, and restoration opportunities are therefore restricted to private property. Restoration on private property could be achieved by encouraging private property owners to remove existing bank modifications and implement shoreline enhancement projects, such as native vegetation planting. The replacement of bulkheads and other forms of hard armoring with bioengineered solutions should be especially encouraged.

Replacement of deteriorating piers should also be a high priority. Homeowner education programs could also be established to discourage the use of chemicals on lawn areas and landscaping that may adversely affect water quality.

While privately owned, Lakewold Gardens is open to the public and provides an opportunity for further shoreline restoration. The City should work with Lakewold Gardens to explore possibilities for expanded public access at this location, as well as implementation of restoration measures, such as bulkhead removal and reduce use of chemicals and fertilizers that may adversely affect water quality in Gravelly Lake.

#### Segment 6: Lake Louise

Lake Louise is surrounded by private parcels, and with the exception of the public boat launch at the restoration opportunities are therefore restricted to private property. Restoration on private property

could be achieved by encouraging private property owners to remove existing bank modifications and implement shoreline enhancement projects, such as native vegetation planting. The replacement of bulkheads and other forms of hard armoring with bioengineered solutions should be especially encouraged. Replacement of deteriorating piers should also be a high priority. Homeowner education programs could also be established to discourage the use of chemicals on lawn areas and landscaping that may adversely affect water quality.



**Invasive Himalayan blackberry and ivy at Edgewater Park**

### Segment 7: Waughop Lake

Waughop Lake is located entirely within Fort Steilacoom Park, so restoration efforts could be undertaken by the City of Lakewood. Due to poor water quality and potential risks to human health, water quality improvement should be the highest priority for restoration projects at Waughop Lake. The practice of stocking the lake with game fish has been discontinued., Taking steps to reduce the amount of pet waste that washes into the lake, such as increased provision of waste bags and trash containers along the park trails, is recommended.

As noted in the Chambers-Clover Creek Watershed Action Plan and other sources, phosphorus and other pollutants from improperly functioning on-site sewage systems (OSS) is a concern in the watershed overall as well as in the vicinity of Waughop Lake. In 2019, the City is continuing the conversion of existing OSS in the area to sanitary sewer. In the meantime, the City should work with the Tacoma-Pierce County Health Department to identify problem OSS, work with property owners to educate them about the need to maintain their systems and support TPCHD to ensure the enforcement of existing regulations.

A long-range goal for the City's Surface Water Management Division is the preparation of management plans for the City's lakes, including Waughop Lake. The lake management plan would address a broad range of topics with bearing on the health of the lake, including water quality, aquatic vegetation management, and upland vegetation enhancement. Improving water quality would be a primary focus for Waughop Lake.

Educational signage regarding the lake and surrounding wetlands would help fulfill the public outreach and education goals of this restoration plan, and enhancements to the wetlands and associated buffers would provide improvements to water quality and fish and wildlife habitat.

## 6. PROPOSED IMPLEMENTATION TARGETS AND MONITORING METHODS

As previously noted, the vast majority of the City’s shoreline zone is occupied by single-family residences, with small areas of vacant property and two parks. Therefore, other than watershed level programs, such as NPDES Phase II Stormwater Permit compliance, the largest potential for directly improving shoreline ecological function generally lies in promoting restoration and healthy practices on private property and the lot scale. The City of Lakewood can continue improvement of shoreline ecological functions along the shoreline through a more comprehensive watershed approach, which combines the both public education programs and lakefront and streamside improvements.

The following table (Table 1) outlines a possible schedule and funding sources for implementation of a variety of efforts that could improve shoreline ecological function, and are described in previous sections of this report.

**Table 1. Implementation Schedule and Funding for Restoration Projects, Programs, and Plans.**

<b>Restoration Project/Program</b>	<b>Schedule</b>	<b>Funding Source or Commitment</b>
4.1 Chambers-Clover Watershed Council Participation	Ongoing	The City plays an active role on the Chambers-Clover Watershed Council. The City sends a staff representative to a monthly CCWC meeting, and the City’s Surface Water Division Manager serves as the CCWC chair. City of Lakewood staff commit approximately 4-5 hours per month to CCWC activities.
4.2 Comprehensive Plan Policies	Last updated 2014	The City commits substantial staff time to the review of projects and programs to ensure consistency and compliances with the goals and policies of the Comprehensive Plan. The City last updated its Comprehensive Plan in 2014, and the next update is mandated by the Growth Management Act to occur before the end of 2023.
4.3 Critical Areas Regulations	Updated 2009	The City commits substantial staff time to the review of projects and programs to ensure consistency and compliances with the goals and policies of the Critical Areas Regulations.

<b>Restoration Project/Program</b>	<b>Schedule</b>	<b>Funding Source or Commitment</b>
4.4 Stormwater Management and Planning	Ongoing	The City adopted a Stormwater Management Program in 2018. The City prepares annual updates to its Stormwater Management Program, pursuant to the conditions of its NPDES permit. The Stormwater Management Program is funded by a stormwater utility fee paid for by Lakewood property owners.
4.5 Public Education/Outreach	Ongoing	<p>The City has an active Stormwater Public Education and Outreach Plan. The plan is updated annually in accordance with NPDES permit requirements.</p> <p>As part of this effort, the City could develop a long- term Public Education and Outreach Plan to gain public support for voluntary restoration efforts on private property.</p>
5.1 Recommended Improvements	As funds and opportunity allow	Projects identified in this section will be implemented when funding is obtained, either through grants or through partnerships with other agencies or non-profit groups, or as required by critical areas regulations or the Shoreline Master Program during project-level review by the City. Projects that directly benefit salmon habitat may be eligible to receive funding from the Washington State Salmon Recovery Funding Board. \$28 million dollars of project funding was announced by the SRFB for Fiscal Year 2011.

The City is required to monitor development under the Shoreline Master Program to ensure no net loss. We recommend that City planning staff track all land use and development activity, including exemptions, within shoreline jurisdiction, and incorporate actions and programs of the Parks and Recreation and Public Works departments as well. We recommend that a report be assembled that provides basic project information, including location, permit type issued, project description, impacts, mitigation (if any), and monitoring outcomes as appropriate. Examples of data categories might include square feet of non-native vegetation removed, square feet of native vegetation planted or maintained, reductions in chemical usage to maintain turf, linear feet of eroding shoreline stabilized through plantings, linear feet of shoreline armoring removed, number of fish passage barriers eliminated or stream miles opened to anadromous fish. The report could also update Tables 1 and 2 above, and outline implementation of various programs and restoration actions (by the City or other groups) that relate to watershed health.

The staff report could be assembled to coincide with Comprehensive Plan updates and could be used, in light of the goals and objectives of the Shoreline Master Program, to determine whether implementation of the Shoreline Master Program is meeting the basic goal of no net loss of ecological functions relative to the baseline condition established in the Shoreline Analysis Report (Otak/AHBL 2010). In the long term, the City should be able to demonstrate a net improvement in the City of

Lakewood's shoreline environment.

Based on the results of this future assessment program, the City may make recommendations for future changes to the Shoreline Master Program.

## 7. RESTORATION CONSTRAINTS AND PRIORITIES

The process of prioritizing actions that are geared toward restoration of Lakewood's shoreline area involves balancing ecological goals with a variety of constraints. General constraints related to potential restoration of shoreline functions include:

1. Persistent water quality problems that are a result of nonpoint pollution within the entire watershed, including areas outside of the City of Lakewood.
2. Persistent problems with base flows in Clover Creek.
3. An extensively developed shoreline area throughout the SMA with predominantly private land ownership (a portion of Chambers Creek being the exception).
4. Heavy use of public parks and demand for parking, public access, active recreation and water dependent facilities that have the potential to conflict with shoreline habitat restoration.

The goals in Section 3 and constraints were used to develop a hierarchy of restoration actions to rank different types of projects or programs associated with shoreline restoration. Programmatic actions, like providing public education and outreach programs to local residents, tend to receive relatively high priority opposed to restoration actions involving private landowners. Other factors that influenced the hierarchy are based on scientific recommendations specific to WRIA 12, potential funding sources, and the projected level of public benefit.

Although restoration project/program scheduling is summarized in the previous section (Table 2), the actual order of implementation may not always correspond with the priority level assigned to that project/program. This discrepancy is caused by a variety of obstacles that interfere with efforts to implement projects in the exact order of their perceived priority. Some projects, such as those associated with riparian planting, are relatively inexpensive and easy to permit, and should be implemented over the short and intermediate term despite the perception of lower priority than projects involving extensive shoreline restoration or large-scale capital improvement projects. Straightforward projects with available funding should be initiated immediately for the worthwhile benefits they provide and to preserve a sense of momentum while permitting, design, site access authorization, and funding for the larger, more complicated, and projects that are more expensive are under way.

### 7.1 Priority 1 – Continue Water Resource Inventory Area (WRIA) 12 Participation

Of basic importance is the continuation of ongoing, programmatic, basin-wide programs and initiatives such as Watershed Action Agenda and the WRIA 12 watershed restoration efforts. The City should continue to work collaboratively with other jurisdictions and stakeholders in WRIA 12 through the CCWC to implement the actions called for in the related plan. This process provides an opportunity for the City to keep in touch with its role on a basin-wide scale and to influence habitat conditions beyond its borders, which in turn come back to influence water quality and quantity and habitat issues within the City.

## **7.2 Priority 2 – Improve Water Quality and Reduce Sediment and Pollutant Delivery**

Maintaining and improving water quality throughout the Chambers-Clover Creek Watershed is considered a high priority for the City of Lakewood. The water quality in the City's streams and lakes directly influences recreational uses such as swimming and boating, as well as fish and wildlife habitat. Water from the surrounding basin flows into Clover Creek, flows into Lake Steilacoom and then flows north through Chambers Creek to the Puget Sound. The remaining lakes in the City are isolated from these surface flows, but receive stormwater inputs and are connected via groundwater.

The City received its final National Pollutant Discharge Elimination System (NPDES) Phase II permit in January 2012 from Ecology. The NPDES Phase II permit is required to cover the City's stormwater discharges into regulated lakes and streams. Under the conditions of the permit, the City must protect and improve water quality through public education and outreach, detection and elimination of illicit non-stormwater discharges (e.g., spills, illegal dumping, and wastewater), management and regulation of construction site runoff, management and regulation of runoff from new development and redevelopment, and pollution prevention and maintenance for municipal operations.

The City has adopted Ecology's 2012 Stormwater Manual for Western Washington, and the city existing standards as well as the proposed standards in the SMP require the use of LID techniques to the maximum extent feasible.

Development activities within the watershed have led to higher peak flows, excessive sediment loading, and gravel scouring. Implementation of the City's stormwater program is expected to help address these issues to some extent, but again, these impacts occur as a result of development within the entire basin. Loss of flow in the central section of the mainstem Clover Creek within the City creates a passage barrier as well as loss of habitat area. Poor water quality has led to fish kills in the past, which are typically the result of "first flush" events on holding coho. Chambers Creek, Lake Steilacoom, and Clover creek are the highest priority SMA fish habitat areas in the City. Although they are not SMA waters, Ponce de Leon, Flett, and Leach Creeks are critical steelhead habitat and are a priority as well, now that critical steelhead has been established.

As noted in the Chambers-Clover Creek Watershed Action Plan and other sources, phosphorus and other pollutants from improperly functioning on-site sewage systems (OSS) is a concern in the watershed overall as well as in the immediate vicinity of American Lake and Waughop Lake. ~~{Current study rejects previous sentence.}~~ The City should set a time frame for the required conversion of remaining neighborhoods to sanitary sewer and explore additional means to accomplish this goal. In the mean time, the City should work with the TPCHD to identify problem OSS, work with property owners to educate them about the need to maintain their systems and support TPCHD to ensure the enforcement of existing regulations.

## **7.3 Priority 3 – Develop, Expand and Implement Public Education and Involvement Programs**

Public education and involvement should be a high priority in the City of Lakewood due to the extent of residential development in the shoreline jurisdiction. Opportunities for restoration outside of residential property are limited to City parks and right-of-way. Therefore, in order to achieve the goals and objectives set forth in this Restoration Plan, most of the restoration projects would need to occur on private property. Thus, providing education opportunities and involving the public are keys to success.



These could entail coordinating the development of a long-term Public Education and Outreach Plan to gain public support. This could include local workshops to educate shoreline property owners and other shoreline users on maintaining healthy shoreline environments. A more direct and practical way, however, of promoting enhancement and restoration opportunities is to prepare materials specifically targeted to landowners explaining how best to manage their shoreline properties.

#### **7.4 Priority 4 – Create or Enhance Natural Shoreline Conditions along Clover Creek**

As noted in the Chambers-Clover Watershed Action Plan, the Watershed Action Agenda and the WRIA 12 Plan, the principal impacts to habitat along Clover Creek have been caused by dredging and rerouting of stream channels, ditching or burying the stream, elimination of wetlands and estuarine habitat, riparian forest removal, as well as non-point water quality pollution, industrial discharges, fish passage barriers and removal of large wood from channels. Recommended projects are listed in Section 5.1. Master restoration plans should be developed to reduce negative impacts and unintended consequences.

Areas of WRIA 12 that would provide the benefit to coho salmon are located upstream of Steilacoom Lake and include Clover Creek in the City up to Spanaway Creek, the upper reaches of the Clover main stem, any perennial reaches of North Fork Clover Creek and Spanaway and Morey creeks. Some of these areas are located outside of the City. The principal factors that provide the greatest benefit to coho salmon are generally sediment load, substrate quality, perennial flow, habitat types (e.g. pool frequency and backwater pools), water quality, and removal of fish passage obstructions. Restoration of flow to the lower sections of Clover Creek, from Lake Steilacoom upstream to above the north fork confluence is necessary to achieve the benefits of habitat restoration.

#### **7.5 Priority 5 – Implement Soft Shoreline Stabilization and Reduce In-water and Over-water Structures**

The majority of lake shoreline is armored at or below the ordinary high water mark. (Otak/AHBL 2010) Therefore restoration opportunities are limited. However, the City does have an opportunity to enhance the Edgewater Park shoreline on Steilacoom Lake through the use of native vegetation and LWD. Emphasis should also be given to future project proposals that involve or have the potential to restore shoreline areas to more natural conditions, and the City should continue to develop incentives for property owners to remove existing armoring or replace with softer stabilization systems.

Reduction of in- and over-water cover by piers, docks, and other boat-related structures is one mechanism to improve shoreline ecological functions. Pier and docks are extensive along lakes in the City, with approximately 80 percent of all residential parcels having a pier or dock. The WDFW already regulates the size and materials for in- and over-water structures throughout the State and generally recommends finding ways to reduce both the size and density of these structures. Although no specific private project sites to reduce in-water and over-water structures within residential areas are identified here, future project proposals involving reductions in the size and/or quantity of such structures should be emphasized. Such future private projects may involve joint-use pier proposals or pier reconstruction and may be allowed an expedited permit process or promoted through project incentives.

#### **7.6 Priority 6 – Improve Riparian Vegetation, Reduce Impervious Coverage**

Similar to the priority listed above to improve water quality and reduce sediment and pollutant delivery, improved riparian vegetation and reduction in impervious surfaces are emphasized

throughout the WRIA 12 Salmon Habitat Plan. Watershed-wide programmatic actions described in the Salmon Habitat Plan include many references to improving vegetative conditions and reducing impervious surface coverage. The use of LID will support the City's restoration efforts by supporting the retention and planting of native vegetation, reducing impervious surfaces, and localizing stormwater management. The SMP's policies regarding Vegetation Conservation provide greater protection to mature trees and native vegetation than the current Tree Preservation regulations.

## **7.7 Priority 7 – Enhance Habitat as Part of Future Street End Park Improvements**

The street end parks provide opportunities for habitat restoration and public education, particularly at Westlake Avenue, Edgewater Park, Lake City Boulevard, Wadsworth Street, and Melody Lane. Development and restoration of these areas, including enhancement of native riparian vegetation could provide recreational space and give park visitors the opportunity to see habitat restoration in progress.

## **7.8 Priority 8 – City Zoning, Regulatory, and Planning Policies**

City Zoning, Regulatory, and Planning Policies are listed as being of lower priority in this case simply because they were recently reviewed and updated in 2009. The City's Critical Areas regulations were also reviewed at this time and updated to be consistent with the Best Available Science for critical areas, including those within the shoreline zone. The City will update the Comprehensive Plan to include the revised policy direction in the updated SMP and should consider additional efforts to forward restoration priorities as part of future major Comprehensive Plan updates.

# **8. DEFINITIONS, ABBREVIATIONS, AND GLOSSARY OF TERMS**

THE FOLLOWING WORDS AND PHRASES ARE INCLUDED WITHIN THE LAKEWOOD SMP AND ARE PROVIDED FOR PURPOSES OF INTERPRETING THIS RESTORATION PLAN.

**Accessory use or accessory structure** - Any subordinate use, structure, or building or portion of a building located on the same lot as the main use or building to which it is subordinate.

**Accretion** - The growth of a beach by the addition of material transported by wind and/or water, including, but not limited to, shore forms such as barrier beaches, points, spits, and hooks.

**Act** - The Shoreline Management Act (See Chapter 90.58 RCW).

**Adjacent lands or properties** - Lands adjacent to the shorelines of the state (outside of shoreline jurisdiction). The SMA directs local governments to develop land use controls (i.e. zoning, comprehensive planning) for such lands consistent with the policies of the SMA, related rules and the local SMP (see RCW 90.58.340).

**Agriculture** - Agricultural uses, practices and activities. In all cases, the use of agriculture related terms shall be consistent with the specific meanings provided in WAC 173-26-020. Accessory agricultural uses may consist of garden plots, livestock pens, barns, or other structures supporting incidental agriculture on the property.

**Anadromous fish** - Fish species, such as salmon, which are born in fresh water, spend a large part of their lives in the sea, and return to freshwater rivers and streams to procreate.

**Appurtenance** - A structure or development which is necessarily connected to the use and enjoyment of a single-family residence and is located landward of the OHWM and also of the perimeter of any wetland. Typically includes a garage, deck, driveway, utilities, fences, installation of a septic tank, and drainfield and grading which does not exceed two hundred fifty cubic yards (250) (except to construct a conventional drainfield) and which does not involve placement of fill in any wetland or waterward of the OHWM (see WAC 173-27-040(2)(g)).

**Aquaculture** - The commercial cultivation of fish, shellfish, and/or other aquatic animals or plants including the incidental preparation of these products for human use.

**Archaeological** - Having to do with the scientific study of material remains of past human life and activities.

**Associated wetlands** - Those wetlands that are in proximity to and either influence, or are influenced by tidal waters or a lake or stream subject to the SMA. (See WAC 173-27-030(1)).

**Average grade level** - The average of the natural or existing topography of the portion of the lot, parcel, or tract of real property which will be directly under the proposed building or structure; provided that in case of structures to be built over water, average grade level shall be the elevation of OHWM. Calculation of the average grade level shall be made by averaging the elevations at the center of all exterior walls of the proposed building or structure (See WAC 173-27-030(3)).

**Baseline** - The existing shoreline condition, in terms of both ecological function and shoreline use, established at the time this SMP is approved.

**Beach** - The zone of unconsolidated material that is moved by waves, wind and tidal currents, extending landward to the coastline.

**Beach enhancement/restoration** - Process of restoring a beach to a state that more closely resembles a natural beach, using beach feeding, vegetation, drift sills and other nonintrusive means as applicable.

**Beach feeding** - Landfill deposited on land or in the water to be distributed by natural water processes for the purpose of supplementing beach material.

**Benthic organism or Benthos** - Living organisms that live in or on the bottom layer of aquatic systems, at the interface of the sediment (or substrate) and overlying water column. Benthos commonly refers to an assemblage of insects, worms, algae, plants and bacteria.

**Berm** - A linear mound or series of mounds of sand and/or gravel generally paralleling the water at or landward of the OHWM. A linear mound may be used to screen an adjacent activity, such as a parking lot, from transmitting excess noise and glare.

**Best Management Practices (BMPs)** - Methods of improving water quality that can have a great effect when applied by numerous individuals. BMPs encompass a variety of behavioral, procedural, and structural measures that reduce the amount of contaminants in stormwater runoff and in receiving waters.

**Bioengineering** - see Soil bioengineering.

**Biofiltration system** - A stormwater or other drainage treatment system that utilizes the ability of plant life to screen out and metabolize sediment and pollutants. Typically, biofiltration systems are designed to include grassy swales, retention ponds and other vegetative features.

**Biota** - The animals and plants that live in a particular location or region.

**BMPs** - see Best Management Practices.

**Boat launch or ramp** - Graded slopes, slabs, pads, planks, or rails used for launching boats by means of a trailer, hand, or mechanical device.

**Boat lift** - A mechanical device that can hoist vessels out of the water for storage, usually located along a pier.

**Boat lift canopy** - A translucent canopy or awning that is attached to the boat lift to shield the boat from sun and precipitation.

**Boathouse** - A structure designed for storage of vessels located over water or on shorelands. Boathouses do not include "houseboats" or "floating homes."

**Boating facility** - A public or private moorage structure serving more than four (4) residences.

**Breakwater** - An offshore structure generally built parallel to the shore that may or may not be connected to land, built to protect a harbor, moorage, or navigational activity from wave and wind action by creating a still-water area along the shore and to protect the shoreline from wave-caused erosion.

**Bulkhead** - A vertical or nearly vertical erosion protection structure placed parallel to the shoreline at or near the OHWM, consisting of concrete, timber, steel, rock, or other permanent material not readily subject to erosion.

**CERCLA** - Comprehensive Environmental Response, Compensation, and Liability Act ("Superfund"); 1986 amendments are known as Superfund Amendments and Reauthorization Act or "SARA."

**Channel Migration Zone (CMZ)** - The area within which a river channel is likely to move over a period of time, also referred to as the meander belt. Unless otherwise demonstrated through scientific and technical information, areas separated from the active river channel by legally existing artificial channel constraints that limit channel movement within incorporated municipalities and urban growth areas and all areas separated from the active channel by a legally existing artificial structure(s) that is likely to restrain channel migration, including transportation facilities, built above or constructed to remain intact through the one hundred-year flood should not be considered within the CMZ.

**Chapter 90.58 RCW** - The Shoreline Management Act of 1971.

**City** - The City of Lakewood.

**Clearing** - The destruction or removal of vegetation ground cover, shrubs and trees including, but not limited to, root material removal and/or topsoil removal.

**CMZ** - see Channel Migration Zone.

**Commercial** - Uses and facilities that are involved in wholesale or retail trade or business activities.

**Community Pier / Dock** - Joint use moorage serving more than four (4) residences that is tied to specific parcels by covenant or deed. Community piers are distinguished from marinas in that they do not offer moorage space for lease or sale.

**Comprehensive Plan** - Comprehensive plan means the document adopted by the city council, including all attachments, that outlines the City's goals and policies relating to growth management, and prepared in accordance with Chapter 36.70A RCW.

**Conditional Use** - A use, development, or substantial development that is classified as a conditional use or is not classified within the SMP. (See WAC 173-27-030(4)).

**Conservation Easement** - A legal agreement that the property owner enters into to restrict uses of the land. Such restrictions can include, but are not limited to, passive recreation uses such as trails or scientific uses and fences or other barriers to protect habitat. The easement is recorded on a property deed, runs with the land, and is legally binding on all present and future owners of the property, therefore, providing permanent or long-term protection.

**Covered moorage** - Boat moorage, without solid walls, that has a solid roof to protect the vessel and is attached to the dock itself or the substrate of the lake. See moorage cover.

**Cumulative impact** - The impact on the environment resulting from the incremental impact of past, present, and reasonably foreseeable future actions taken together regardless of what agency or person undertakes such other actions. Cumulative impacts can result from individually minor but collectively significant actions taking place over a period of time.

**CUP** - see Conditional Use Permit.

**Degrade** - To scale down in desirability or salability, to impair in respect to some physical property or to reduce in structure or function.

**Development** - The construction or exterior alteration of structures; dredging; drilling; dumping; filling; removal of any sand, gravel, or minerals; bulkheading; driving of piling; placing of obstructions; or any permanent or temporary project which interferes with the normal public use of the waters overlying lands subject to the SMA at any state of water level (See RCW 90.58.030(3a)).

**DFW** - the Washington State Department of Fish and Wildlife.

**DNR** - the Washington State Department of Natural Resources.

**Dock** - A floating moorage structure.

**Dredge spoil or Dredge material** - The material removed by dredging.

**Dredging** - Excavation or displacement of the bottom or shoreline of a water body by mechanical or hydraulic machines to maintain channel depths or berths for navigational purposes or to cleanup polluted sediments.

**Dwelling unit** - A single unit providing complete, independent living facilities for one or more persons, not to exceed one family, and includes permanent provisions for living, sleeping, eating, cooking and sanitation.

**EIS - Environmental Impact Statement.**

**Ecological functions** - The work performed or the role played by the physical, chemical, and biological processes that contribute to the maintenance of the aquatic and terrestrial environments that constitute the shoreline's natural ecosystem.

**Ecology** - The Washington State Department of Ecology.

**Ecosystem-wide processes** - The suite of naturally occurring physical and geologic processes of erosion, transport, and deposition; and specific chemical processes that shape landforms within a specific shoreline ecosystem and determine both the types of habitat and the associated ecological functions.

**EII** - Terminal section of a pier which typically extends perpendicular to the pier walkway. These sections can be either on fixed-piles or floating docks and are typically wider than the pier walkway.

**Emergency** - An unanticipated and imminent threat to public health, safety, or the environment which requires immediate action within a time too short to allow full compliance with the SMP. Emergency construction is construed narrowly as that which is necessary to protect property from the elements (See RCW 90.58.030(3eiii) and WAC 173-27-040(2d)).

**Endangered Species Act (ESA)** - A federal law intended to protect any fish or wildlife species that are threatened with extinction throughout all or a significant portion of its range. (See 16 U.S.C. § 1531 et seq.).

**Enhancement** - Alteration of an existing resource to improve or increase its characteristics and processes without degrading other existing functions. Enhancements are to be distinguished from resource creation or restoration projects.

**Environmental impacts** - The effects or consequences of actions on the natural and built environments, including effects upon the elements of the environment listed in the State Environmental Policy Act. (See WAC 197-11-600 and WAC 197-11-444).

**Environmentally Sensitive Areas Ordinance 03-1037, City of Lakewood** - This ordinance provides the goals, policies, and implementing regulations for protecting the designated critical areas of the City. The ordinance addresses environmentally sensitive area development controls; measures important for protecting and preserving these resources; preventing or mitigating cumulative adverse environmental impacts to critical areas; and serves to alert the public to the development limitations of critical areas.

**Environments or Shoreline Environment** - Designations given to specific shoreline areas based on the existing development pattern, the biophysical capabilities and limitations, and the goals and aspirations of local citizenry, as part of an SMP.

**Erosion** - The wearing away of land by of natural forces.

**Excavated moorage slip** - A boat mooring location that is man-made in that it requires dredging or excavation of excess sediment to afford access. Such slips may often involve dredging of the lake bottom waterward of the OHWM, or may include excavating a segment of the existing shoreline to enable moorage of a boat.

**Excavation** - The artificial movement of earth materials.

**Exemption** - Specific developments exempt from the definition of substantial developments and the Substantial Development Permit process of the SMA. An activity that is exempt from the substantial development provisions of the SMA must still be carried out in compliance with policies and standards of the Act and the local SMP. CUPs and/or Variances may also still be required even though the activity does not need a Substantial Development Permit (See WAC 172-27-040). For a complete list of exemptions, see Chapter 7.

**Fair market value** - The open market bid price for conducting the work, using the equipment and facilities, and purchasing the goods, services and materials necessary to accomplish a development, normally the cost of hiring a contractor to undertake the development from start to finish, including the cost of labor, materials, equipment and facility usage, transportation and contractor overhead and profit. The fair market value of the development shall include the fair market value of any donated, contributed or found labor, equipment or materials (See WAC 173-27-030(8)).

**Feasible** - An action, such as a development project, mitigation, or preservation requirement, that meets all of the following conditions:

- (a) The action can be accomplished with technologies and methods that have been used in the past in similar circumstances, or studies or tests have demonstrated in similar circumstances that such approaches are currently available and likely to achieve the intended results;
- (b) The action provides a reasonable likelihood of achieving its intended purpose; and
- (c) The action does not physically preclude achieving the project's primary intended legal use.

In cases where certain actions are required unless they are infeasible, the burden of proving infeasibility is on the applicant. In determining an action's infeasibility, the reviewing agency may weigh the action's relative public costs and public benefits, considered in the short- and long-term time frames.

**Fill** - The addition of soil, sand, rock, gravel, sediment, earth retaining structure, or other material to an area waterward of the OHWM, in wetland, or on shorelands in a manner that raises the elevation or creates dry land.

**Finger pier or fingers** - A narrow extension to a fixed-pile pier, usually extending perpendicular to the pier walkway along with an ell to form an enclosed area for boat moorage.

**Float** - A floating structure that is moored, anchored, or otherwise secured in the water offshore and that may be associated with a fixed-pile pier, or may be a standalone structure, such as platforms used for swimming and diving.

**Floating dock** - A fixed structure floating upon a water body for the majority of its length and connected to shore.

**Floating home** - A structure designed and operated substantially as a permanently based over water residence, typically served by permanent utilities and semi-permanent anchorage/moorage facilities. Floating homes are not vessels and lack adequate self-propulsion and steering equipment to operate as a vessel.

**Floodplain** - The land area susceptible to inundation with a one percent (1%) chance of being equaled or exceeded in any given year (synonymous with 100-year floodplain). The limits of this area are based on flood regulation ordinance maps or a reasonable method that meets the objectives of the SMA (See WAC 173-22-030(2)).

**Floodway** - The area, as identified in an SMP, that either: (i) has been established in Federal Emergency Management Agency flood insurance rate maps or floodway maps; or (ii) consists of those river valley areas lying streamward from the outer limits of a watercourse upon which flood waters are carried during periods of flooding that occur with reasonable regularity, identified, under normal conditions, by changes in surface soil conditions or in types or quality of vegetative ground cover condition, topography, or other flooding indicators occurring with reasonable regularity. The floodway shall not include those lands that are reasonably expected to be protected by flood control devices maintained by or under a license from the federal government, the state, or a political subdivision of the state.

**Geotechnical report or Geotechnical analysis** - A scientific study or evaluation conducted by a qualified expert that includes a description of the ground and surface hydrology and geology; the affected land form and its susceptibility to mass wasting, erosion, and other geologic hazards or processes; conclusions and recommendations regarding the effect of the proposed development on geologic conditions; the adequacy of the site to be developed; the impacts of the proposed development; alternative approaches to the proposed development; and measures to mitigate potential site-specific and cumulative geological and hydrological impacts of the proposed development, including the potential adverse impacts to adjacent and down-current properties. Geotechnical reports shall conform to accepted technical standards and must be prepared by qualified professional engineers or geologists who have professional expertise about the regional and local shoreline geology and processes.

**Grading** - The physical manipulation of the earth's surface and/or drainage pattern in preparation for an intended use or activity.

**Grassy swale** - A vegetated drainage channel that is designed to remove various pollutants from storm water runoff through biofiltration.

**Groin** - A barrier-type structure extending from, and usually perpendicular to, the backshore into a water body, to protect a shoreline and adjacent upland by influencing water movement and/or material deposits. This is accomplished by building or preserving an accretion beach on its up drift side by trapping littoral drift. A groin is relatively narrow in width but varies greatly in length. A groin is sometimes built in a series as a system and may be permeable or impermeable, high or low, and fixed or adjustable.

**Habitat** - The place or type of site where a plant or animal naturally or normally lives and grows.

**Hearing Examiner** - The Hearing Examiner of the City of Lakewood.

**Height** - The distance measured from the average grade level to the highest point of a structure; provided, that television antennas, chimneys and similar appurtenances shall not be used in calculating height, except where it obstructs the view of a substantial number of residences on areas adjoining such shorelines. Temporary construction equipment is excluded in this calculation (See WAC 173-27-030(9)).



**Heliport** - Any landing area or other facility used or intended to be used by private aircraft for landing or taking off of aircraft, including all associated or necessary buildings and open spaces.

**Hoist** - A device used for lifting or lowering a load by means of a drum or lift-wheel around which rope, fiber or chain wraps. It may be manually operated, electrically or pneumatically driven.

**Houseboat** - A vessel, principally used as an over water residence, licensed and designed for use as a mobile structure with detachable utilities or facilities, anchoring, and the adequate self-propulsion and steering equipment to operate as a vessel. Principal use as an overwater residence means occupancy in a single location, for a period exceeding two (2) months in any one calendar year. This definition includes live aboard vessels.

**Impervious surface** - Any horizontal surface artificially covered or hardened so as to prevent or impede the water percolation into the soil mantle including, but not limited to, roof tops, swimming pools, or paved or graveled roads, walkways or parking areas, but excluding landscaping and surface water retention/detention facilities.

**In-stream structure** - A structure placed by humans within a stream or river waterward of the OHWM that either causes or has the potential to cause water impoundment or water flow diversion, obstruction, or modification. In-stream structures may include structures used for hydroelectric generation, irrigation, water supply, flood control, transportation, utility service, fish habitat enhancement, or other purpose.

**Joint Use Community Pier or Dock** - A pier, dock, or secured float or floats for vessel moorage, fishing, or other water use that is shared by two (2) or more users.

**Lake** - A body of standing water in a depression of land or expanded part of a river, including, but not limited to, reservoirs of twenty (20) acres or greater in total area. A lake is bounded by the OHWM or, where a stream enters a lake, the extension of the elevation of the lake's OHWM within the stream (See RCW 90.58.030(1d); WAC 173-20-030; WAC 173-22-030(4)).

**Landfill** - The creation of, or addition to, a dry upland area (landward of the OHWM) by the addition of rock, soil, gravels and earth or other material, but not solid or hazardous waste.

**Landscaping** - Vegetation ground cover including shrubs, trees, flower beds, grass, ivy and other similar plants and including tree bark and other materials which aid vegetative growth and maintenance.

**Launching rail** - See Boat launch or ramp.

**Launching ramp** - See Boat launch or ramp.

**LID** - Low Impact Development.

**Littoral** - Living or occurring on the shore.

**Littoral drift** - The mud, sand, or gravel material moved parallel to the shoreline in the nearshore zone by waves and currents. **Marina** - A private or public facility providing the purchase or lease of a slip for storing, berthing and securing boats or watercraft, including both long-term and transient moorage, including, but not limited to, accessory facilities that provide incidental services to marina users, such as waste collection, boat sales or rental activities, and retail establishments providing fuel service, repair or service of boat. **Community docks and piers**, which serve specific upland parcels and which do not offer moorage for purchase by the general public, shall not be considered to be marinas.

**Low Impact Development (LID)** - A stormwater and land use management strategy that strives to mimic pre-disturbance hydrologic processes of infiltration, filtration, storage, evaporation, and transpiration by emphasizing conservation, use of on-site natural features, site planning, and distributed stormwater management practices that are integrated into a project design.

**May** - Signifies an action is permitted but not required, provided it conforms to the provisions of this SMP.

**Mitigation or Mitigation sequencing** - The process of avoiding, reducing, or compensating for the environmental impact(s) of a proposal through the following sequence of steps, listed in order of priority: (See WAC 197-11-768 and WAC 173-26-020(30))

- (a) Avoiding the impact all together by not taking a certain action or parts of an action;
- (b) Minimizing impacts by limiting the degree or magnitude of the action by using appropriate technology or by taking affirmative steps to avoid or reduce impacts;
- (c) Rectifying the impact by repairing, rehabilitating, or restoring the affected environment;
- (d) Reducing or eliminating the impact over time by preservation and maintenance operations;
- (e) Compensating for the impact by replacing, enhancing, or providing substitute resources or environments; and
- (f) Monitoring the impact and the compensation projects and taking appropriate corrective measures.

**Moorage** - Any device or structure used to secure a vessel for temporary anchorage, but which is not attached to the vessel (such as a pier or buoy).

**Moorage Piles** - Structural members driven into the lake bed to serve as a stationary moorage point. They are typically used for moorage of small boats in the absence of, or instead of, a dock or pier. In some cases, moorage piles may be associated with a dock or pier.

**Multi-family dwelling or Multi-family residence** - A building containing two (2) or more dwelling units, including, but not limited to, duplexes, triplexes, four-plexes, apartment buildings and condominium buildings.

**Must** - Signifies an action is required.

**Native plants** - Plants that occur naturally, and that distribute and reproduce without aid. Native plants in western Washington are those that existed prior to intensive settlement that began in the 1850s.

**Nonconforming use or development** - A shoreline use or structure which was lawfully constructed or established prior to the effective date of the SMA or the SMP or amendments thereto, but which no longer conforms to present regulations or standards of the program (See WAC 173-27-080).

**Ordinary High Water Mark (OHWM)** - The mark that will be found by examining the bed and banks and ascertaining where the presence and action of waters are so common and usual, and so long continued in all ordinary years, as to mark upon the soil a character distinct from that of the abutting upland, in respect to vegetation as that condition exists on June 1, 1971, as it may naturally change thereafter, or as it may change thereafter in accordance with permits issued by a local government or Ecology provided, that in any area where the OHWM cannot be found, OHWM adjoining fresh water shall be the line of mean high water. (See RCW 90.58.030(2)(b) and WAC 173-22-030(11)).

**Overwater structure** - Any device or structure projecting over the OHWM, including, but not limited to, piers, docks, floats, and moorage.

**Permit or Shoreline Permit** - Any substantial development permit, CUPs or variance, or revision, or any combination thereof, authorized by the Act (See WAC 173-27-030(13)).

**Pier** - A fixed, pile-supported moorage structure.

**Priority habitat** - A habitat type with unique or significant value to one or more species. An area classified and mapped as priority habitat must have one or more of the following attributes:

- (a) Comparatively high fish or wildlife density;
- (b) Comparatively high fish or wildlife species diversity;
- (c) Fish spawning habitat;
- (d) Important wildlife habitat;
- (e) Important fish or wildlife seasonal range;
- (f) Important fish or wildlife movement corridor;
- (g) Rearing and foraging habitat;
- (h) Important marine mammal haul-out;
- (i) Refuge habitat;
- (j) Limited availability;
- (k) High vulnerability to habitat alteration;
- (l) Unique or dependent species; or
- (m) Shellfish bed.

A priority habitat may be described by a unique vegetation type or by a dominant plant species that is of primary importance to fish and wildlife (such as oak woodlands or eelgrass meadows); by a successional stage (such as, old growth and mature forests); or by a specific habitat element (such as a consolidated marine/estuarine shoreline, talus slopes, caves, snags) of key value to fish and wildlife. A priority habitat may contain priority and/or non-priority fish and wildlife.

**Priority species** - Species requiring protective measures and/or management guidelines to ensure their persistence at genetically viable population levels, and that meet any of the criteria listed below:

- (a) State-listed or state proposed species. State-listed species are those native fish and wildlife species legally designated as endangered (WAC 232-12-014), threatened (WAC 232-12-011), or sensitive (WAC 232-12-011). State proposed species are those fish and wildlife species that will be reviewed by DFW (POL-M-6001) for possible listing as endangered, threatened, or sensitive according to the process and criteria defined in WAC 232-12-297.
- (b) Vulnerable aggregations. Vulnerable aggregations include those species or groups of animals susceptible to significant population declines, within a specific area or statewide, by virtue of their inclination to congregate. Examples include heron colonies, seabird concentrations, and marine mammal congregations.

- (c) Species of recreational, commercial, and/or tribal importance. Native and nonnative fish, shellfish, and wildlife species of recreational or commercial importance and recognized species used for tribal ceremonial and subsistence purposes that are vulnerable to habitat loss or degradation.
- (d) Species listed under the federal Endangered Species Act as proposed, threatened, or endangered.

**Professional engineer** - A person who, by reason of his or her special knowledge of the mathematical and physical sciences and the principles and methods of engineering analysis and design, acquired by professional education and practical experience, is qualified to practice engineering and is licensed by the State of Washington or another state.

**Proposed, Threatened, and Endangered Species** - Those native species that are proposed to be listed or are listed by DFW as threatened or endangered, or that are proposed to be listed or are listed as threatened or endangered under the federal Endangered Species Act.

**Public access** - The ability of the general public to reach, touch, and enjoy the water's edge, to travel on the waters of the state, and to view the water and the shoreline from adjacent locations. (See WAC 173-26-221(4)).

**Public interest** - The interest shared by the citizens of the state or community at large in the affairs of government, or some interest by which their rights or liabilities are affected such as an effect on public property or on health, safety, or general welfare resulting from a use or development (See WAC 173-27-030(14)).

**Public use** - Public use means to be made available daily to the general public on a first-come, first-served basis, and may not be leased to private parties on any more than a day use basis. (See WAC 332-30-106)).

**RCW** - Revised Code of Washington.

**Residential development** - Development which is primarily devoted to or designed for use as a dwelling(s), including, but not limited to, single-family development, multi-family development, and the creation of new residential lots through land division.

**Recreational float** - A floating structure that is moored, anchored, or otherwise secured in the water offshore and that is generally used for recreational purposes such as swimming and diving.

**Recreational Use or Development** - Facilities such as parks, trails, and pathways, whether public, private or commercial, that provide a means for relaxation, play, or amusement. For the purposes of this SMP, recreational facilities are divided into two categories:

- (a) Water-oriented (i.e. - moorage facilities, fishing piers, recreational floats, trails, swimming beaches, overlooks, etc.); and
- (b) Non-water-oriented (i.e. - sports fields, golf courses, sport courts, etc.).

**Restoration or Ecological restoration** - The reestablishment or upgrading of impaired ecological shoreline processes or functions accomplished through measures including, but not limited to, revegetation, removal of intrusive shoreline structures and removal or treatment of toxic materials. Restoration does not imply a requirement for returning the shoreline area to aboriginal or pre-European settlement conditions.

**Riparian** - Of, on, or pertaining to the banks of a river, stream or lake.

**Riprap** - A layer, facing, or protective mound of stones placed to prevent erosion, scour, or sloughing of a structure or embankment; also, the stone so used.

**Rotovating** - An aquatic vegetation harvesting technique that uses rototilling technology to uproot and remove plants.

**Runoff** - Water that is not absorbed into the soil but rather flows along the ground surface following the topography.

**Sediment** - The fine grained material deposited by water or wind.

**SEPA** - see State Environmental Policy Act

**SEPA Checklist** - The checklist required of some projects under SEPA to identify the probable significant adverse impacts on the quality of the environment, to help to reduce or avoid impacts from a proposal, and to help the responsible governmental agency decide whether a full environmental impact statement (EIS) is required (See WAC 197-11-960).

**Setback** - A required open space, specified in SMPs, measured horizontally upland from and perpendicular to the OHWM.

**Shall** - Signifies an action is required.

**Shorelands or Shoreland Areas** - Those lands extending landward for two hundred (200) feet in all directions as measured on a horizontal plane from the OHWM; floodways and contiguous flood plain areas landward two hundred (200) feet from such floodways; and all wetlands and river deltas associated with the streams, lakes, and tidal waters which are subject to the provisions of the SMA. Shorelands in the City are limited to those areas within two hundred (200) feet of the OHWM of American Lake, Gravelly Lake, Lake Louise, Lake Steilacoom, Waughop Lake, Chambers Creek, and Clover Creek and any associated wetlands.

**Shoreline Administrator** - The City of Lakewood Planning and Community Development Director or his/her designee, charged with the responsibility of administering this SMP.

**Shoreline jurisdiction** - All of the geographic areas covered by the SMA, related rules and the applicable SMP. In the City, shoreline jurisdiction includes American Lake, Gravelly Lake, Lake Louise, Lake Steilacoom, Waughop Lake, Chambers Creek, and Clover Creek, those areas within two hundred (200) feet of the OHWM of these water bodies, and any associated wetlands. See definitions of Shorelines, Shorelines of the state, Shorelines of statewide significance, Shorelands, and Wetlands.

**Shoreline Management Act (SMA)** - Chapter 90.58 RCW, as amended. Washington law adopted to prevent the inherent harm in an uncoordinated and piecemeal development of the state's shorelines.

**Shoreline Master Program (SMP)** - The comprehensive use plan and related use regulations used by local governments to administer and enforce the permit system for shoreline management. SMPs must be developed in accordance with the policies of the SMA, be approved and adopted by the state, and be consistent with the rules WACs) adopted by Ecology.

**Shoreline Master Program Guidelines** - The Shoreline Master Program (SMP) Guidelines are state standards which local governments must follow in drafting their shoreline master programs. The Guidelines translate the broad policies of the Shoreline Management Act (RCW 90.58.020) into standards for regulation of shoreline uses.

**Shoreline modification** - Those actions that modify the physical configuration or qualities of the shoreline area, usually through the construction of a physical element such as a dike, breakwater, pier, weir, dredged basin, fill, bulkhead, or other shoreline structure. They can also include other actions, such as clearing, grading, or application of chemicals.

**Shoreline permit** - A substantial development permit, CUP, revision, or variance or any combination thereof (See WAC 173-27-030(13)).

**Shoreline stabilization** - Actions taken to address erosion impacts to property and dwellings, businesses, or structures caused by natural processes, such as current, flood, tides, wind or wave action. These actions include structural measures such as bulkheads and nonstructural methods such as soil bioengineering.

**Shoreline vegetation management plan (SVMP)** - A plan prepared by an applicant that identifies appropriate mitigation, performance assurances, and maintenance and monitoring requirements necessary to assure no net loss of ecological functions.

**Shorelines** - All of the water areas of the state, including reservoirs and their associated shorelands, together with the lands underlying them, except those areas excluded under RCW 90.58.030(2)(d).

**Shorelines Hearings Board** - A state-level quasi-judicial body, created by the SMA, which hears appeals by any aggrieved party on the issuance of a shoreline permit, enforcement penalty and appeals by local government. (See RCW 90.58.170; 90.58.180).

**Shorelines of statewide significance** - A select category of shorelines of the state, defined in RCW 90.58.030(2)(e), where special use preferences apply and greater planning authority is granted by the SMA. SMP policies, use regulations and permit review must acknowledge the use priorities for these areas established by the SMA. (See RCW 90.58.020).

**Shorelines of the state** - Shorelines and shorelines of statewide significance.

**Should** - Signifies an action is required unless there is a demonstrated, compelling reason, based on policy of the SMA and this SMP, against taking the action.

**Sign** - A board or other display containing words and/or symbols used to identify or advertise a place of business or to convey information. Excluded from this definition are signs required by law and the flags of national and state governments.

**Single-family residence** - A detached dwelling designed for and occupied by one (1) family including those structures and developments within a contiguous ownership which are a normal appurtenance (See WAC 173-27-040(2g)).

**SMA** - see Shoreline Management Act.

**SMP** - see Shoreline Master Program.

**Soil bioengineering** - An applied science that combines structure, biological and ecological concepts to construct living structures that stabilizes the soil to control erosion, sedimentation and flooding using live plant materials as a main structural component.

**Solid waste** - All garbage, rubbish trash, refuse, debris, scrap, waste materials and discarded materials of all types, whether the sources be residential or commercial, exclusive of hazardous wastes, and including any and all source-separated recyclable materials and yard waste.

**State Environmental Policy Act (SEPA)** - State law that requires state agencies, local governments and other lead agencies to consider environmental factors when making most permit decisions, especially for development proposals of a significant scale. As part of the SEPA process, EISs and public comment may be required.

**Stream** - A naturally occurring body of periodic or continuously flowing water where the mean annual flow is greater than twenty (20) cubic feet per second and the water is contained within a channel (See WAC 173-22-030(8)).

**Structure** - A permanent or temporary edifice or building, or any piece of work artificially built or composed of parts joined together in some definite manner, whether installed on, above or below the surface of the ground or water, except for vessels (See WAC 173-27-030(15)).

**Substantial Development** - Any development of which the total cost or fair market value exceeds six thousand, four hundred, and sixteen dollars (\$6,416), or any development which materially interferes with the normal public use of the water or shorelines of the state. The dollar threshold established in this definition must be adjusted for inflation by the Washington State Office of Financial Management every five (5) years based upon changes in the consumer price index during that time period. "Consumer price index" means, for any calendar year, that year's annual average consumer price index, Seattle, Washington area, for urban wage earners and clerical workers, all items, compiled by the Bureau of Labor and Statistics, United States Department of Labor. The total cost or fair market value of the development shall include the fair market value of any donated, contributed or found labor, equipment or materials. A list of activities and developments that shall not be considered substantial development is provided in Chapter 7 (See WAC 173-27-040(2)(a)).

**SVMP** - see Shoreline Vegetation Management Plan.

**Terrestrial** - Of or relating to land as distinct from air or water.

**Upland** - The dry land area above and landward of the OHWM.

**Utilities** - Services and facilities that produce, transmit, store, process or dispose of electric power, gas, water, stormwater, sewage and communications.

**Utilities, Accessory** - Utilities comprised of small-scale distribution and collection facilities connected directly to development within the shoreline area. Examples include local power, telephone, cable, gas, water, sewer and stormwater service lines.

**Utilities, Primary** - Utilities comprised of trunk lines or mains that serve neighborhoods, areas and cities. Examples include solid waste handling and disposal sites, water transmission lines, sewage treatment facilities and mains, power generating or transmission facilities, gas storage and transmission facilities and stormwater mains and regional facilities.

**Variance** - A means to grant relief from the specific bulk, dimensional or performance standards specified in the applicable SMP, but not a means to vary a shoreline use. A variance must be specifically approved, approved with conditions, or denied by Ecology (See WAC 173-27-170).

**WAC** - Washington Administrative Code.

**Water-dependent use** - A use or a portion of a use which cannot exist in any other location and is dependent on the water by reason of the intrinsic nature of its operations, including, but not limited to, moorage structures (including those associated with residential properties), ship cargo terminal loading areas, ferry and passenger terminals, barge loading facilities, ship building and dry docking, marinas, aquaculture, float plane facilities and sewer outfalls.

**Water-enjoyment use** - A recreational use or other use that facilitates public access to the shoreline as a primary characteristic of the use; or a use that provides for recreational use or aesthetic enjoyment of the shoreline for a substantial number of people as a general characteristic of the use and which through location, design, and operation ensures the public's ability to enjoy the physical and aesthetic qualities of the shoreline. In order to qualify as a water-enjoyment use, the use must be open to the general public and the shoreline-oriented space within the project must be devoted to the specific aspects of the use that fosters shoreline enjoyment.

**Water-oriented use** - Refers to any combination of water-dependent, water-related, and/or water enjoyment uses.

**Water quality** - The physical characteristics of water within shoreline jurisdiction, including water quantity, hydrological, physical, chemical, aesthetic, recreation-related, and biological characteristics. "Water quantity" refers only to development and uses regulated and affecting water quantity, such as impermeable surfaces and storm water handling practices. Water quantity does not mean the withdrawal of ground water or diversion of surface water pursuant to RCW 90.03.250 through RCW 90.03.340.

**Water-related use**- A use or a portion of a use which is not intrinsically dependent on a waterfront location but whose economic viability is dependent upon a waterfront location because:

- (a) Of a functional requirement for a waterfront location such as the arrival or shipment of materials by water or the need for large quantities of water or,

The use provides a necessary service supportive of the water-dependent commercial activities and the proximity of the use to its customers makes its services less expensive and/or more convenient. Examples include manufacturers of ship parts large enough that transportation becomes a significant factor in the products cost, professional services serving primarily water-dependent activities and storage of water-transported foods. Examples of water-related uses may include warehousing of goods transported by water, seafood processing plants, hydroelectric generating plants, gravel storage when transported by barge, oil refineries where transport is by tanker and log storage.



**Wetlands or Wetland areas** - Areas that are inundated or saturated by surface or ground water at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions, generally including swamps, marshes, bogs and similar areas, but not those artificial wetlands intentionally created from non-wetland sites, such as irrigation and drainage ditches, grass-lined swales, canals, detention facilities, wastewater treatment facilities, farm ponds, and landscape amenities, or those wetlands created after July 1, 1990, that were unintentionally created as a result of the construction of a road, street, or highway. Wetlands may include those artificial wetlands intentionally created from non-wetland areas to mitigate the conversion of wetlands.

**Zoning** - To designate by ordinance, including maps, areas of land reserved and regulated for specific land uses.

## 9. REFERENCES

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- Aquatechnex and Stakeholder Group. 2018. American Lake Integrated Aquatic Vegetation Management Plan, August 30, 2018.

## ATTACHMENT B

**From:** John Caulfield  
**Sent:** Tuesday, April 12, 2022 11:00 AM  
**To:** 'Al Schmauder' <[al\\_schmauder@hotmail.com](mailto:al_schmauder@hotmail.com)>  
**Cc:** Paul Bocchi <[PBocchi@cityoflakewood.us](mailto:PBocchi@cityoflakewood.us)>; Weston Ott <[wott@cityoflakewood.us](mailto:wott@cityoflakewood.us)>; David Bugher <[DBugher@cityoflakewood.us](mailto:DBugher@cityoflakewood.us)>; Randy Black, Lakewood Water <[blackr@lakewood-water-dist.org](mailto:blackr@lakewood-water-dist.org)>; Paul Bucich <[pbucich@cityoflakewood.us](mailto:pbucich@cityoflakewood.us)>  
**Subject:** RE: Creating a Regional Groundwater Monitoring Program

Good morning Mr. Schmauder,

Thank you for sending me an email on the subject of stream flows in Chamber-Clover Creek Watershed (CCCW) dated April 5, 2022. I have taken the opportunity to review your email, and likewise, have asked my colleagues here at the City to do the same. Your correspondence has five parts. A response to each part is provided below.

Before I begin, I want to clarify who the “we” is in your email. It is not clear who you are representing. There are two groups who may represent, the Chambers - Clover Creek Watershed Council, which is sponsored by Pierce County Planning and Public Works, and the Clover Creek Council. According to the Washington Secretary of State, the Clover Creek Council is a delinquent nonprofit corporation, wherein you and others are listed as governors. The City has contacted Pierce County. Pierce County has informed us that the Chambers - Clover Creek Watershed Council has made no formal request of the City to address groundwater monitoring. The Clover Creek Council is currently a defunct organization. Therefore, this email is addressed to you Mr. Schmauder as an individual.

*Part 1: “Stream flow in Clover Creek depends on the level of the groundwater. Actions can be taken to reduce the impact of declining groundwater if identified in time.”*

**Response:** This is a regional issue. Stream flow is dependent on groundwater which is dependent on precipitation and snowfall in the mountains, which are the dominant sources of water that recharges groundwater; and it is reasonable to expect the volume of recharge to vary with the volume of precipitation and snowfall.

There are many other factors at play that impact stream flow and groundwater.

Declining water levels can occur because of -

- Seasonal changes in groundwater levels that follow a typical pattern in western Washington. Water levels rise in autumn and winter when precipitation is high, and decline during spring and summer when precipitation is low.
- Impervious surfaces associated with urban development may reduce recharge based on how much runoff is disposed of on a site.

Groundwater recharge occurs through:

- Annual precipitation and snow accumulations;
- Return flows from septic systems;
- Outdoor irrigation use; and
- Leakage from public water system distribution lines.

Other topics of concern:

- The potential for vertical flow between aquifers is difficult to determine.
- Climate change will impact snowfall accumulations and the duration of accumulated snowpack will directly influence groundwater flow more so than runoff from rain events.

*Part 2: "...no jurisdiction in Pierce County state agency, or the USGS has started a groundwater monitoring program to identify potential problems."*

**Response:** Before getting into your specific question, it is important to outline state and federal regulations as it pertains to water resources.

<b>Federal Laws</b>	<b>Application to the Clover Creek Basin</b>
Clean Water Act  Section 402 National Pollutant Discharge Elimination System (NPDES) Section 303(d) Total Maximum Daily Load (TMDL) Listing Section 404 Permit Requirements for Wetland Filling	Pierce County NPDES stormwater permit Lakewood NPDES stormwater permit.  Copper in Chambers Creek.  Pierce County direction for basin plans to avoid recommendations that would have negative impacts on wetlands.
Endangered Species Act	Tri-County Endangered Species Act Response Implementation of the Chambers-Clover Creek WRIA Conservation Plan.
National Flood Insurance Program	Pierce County Flood Hazard Management Code and Lakewood Flood Hazard Overlay.
Safe Drinking Water Act	EPA sole-source-aquifer designation for Chambers-Clover aquifer.
<b>State Laws</b>	
Water Quality Standards	Water quality criteria for Clover Creek and Steilacoom Lake.
Puget Sound Water Quality Management Plan	Drainage development standards; Stormwater Management Manual; Stormwater Pollution Control Manual.
Growth Management Act	Critical areas regulations.
State Environmental Policy Act	SEPA review for basin plan and individual projects.
Shoreline Management Act	Pierce County and Lakewood Shoreline Master Program.
State Hydraulic Code	Hydraulic Project Approvals (HPAs) required for in-stream work.
Regulation of Public Ground Waters (RCW 90.44)/Ground Water Management Areas and Programs (WAC 173-100)	Clover/Chambers Creek Basin groundwater management program.
Watershed Management Act	Chambers-Clover Creek WRIA watershed plan.
Wellhead Protection (WAC 246-290-135)	Pierce County and Lakewood land use regulations and related policies.

Federal Laws	Application to the Clover Creek Basin
State Shellfish Management Regulations	Shellfish protection districts. May affect water quality solutions implemented in Clover Creek basin.
The Non-Point Rule The Public Water System Coordination Act	Chambers-Clover Creek WRIA watershed plan. Pierce County Coordinated Water System Plan and Regional Supplement.

State law stipulates that the waters of Washington belong to the public and are managed by the state. No individual or group can own the water, but they can obtain rights to use them.

The City of Lakewood’s jurisdiction is limited. The City is an incorporated agency of the state, exercising local governmental powers. Thus, the City is a creature of the state of Washington, exercising only powers delegated to them by the constitution and laws of the state. Based on the State’s Constitution, and current law, the ability of the City to direct others on water resource related issues is not a delegated power of the City.

Specific to your comment about groundwater monitoring, the City has found that if anything, the Chambers-Clover Watershed has been extensively studied. There are numerous reports available that review in detail groundwater and streamflow. Here’s just a sampling:

- Clover Creek Basin Plan, Pierce County, Public Works and Utilities, Water Programs Division, August, 2005.
- Hydrographs Showing Groundwater Level Changes for Selected Wells in the Chambers-Clover Creek Watershed and Vicinity, Pierce County, Washington, June 24, 2009
- Hydrogeologic Framework, Groundwater Movement, and Water Budget in the Chambers-Clover Creek Watershed and Vicinity, Pierce County, Washington, March 27, 2010
- Pierce County Public Works and Utilities – Sewer Utility Unified Sewer Plan Update, Section 3 - Physical and Environmental Inventory - 3.1 Chambers Creek – Clover Creek Drainage Basin, December 2010.
- Numerical simulation of the groundwater-flow system in the Chambers-Clover Creek Watershed and Vicinity, Pierce County, Washington, July 12,2011.
- Pierce County Coordinated Water System Plan and Regional Supplement 2021 Update.
- USGS maintains an online National Water Dashboard in real-time data for Clover Creek. Interesting that as of April 10, 2022, Clover Creek stream flow in Lakewood was 59 cubic feet and in Parkland-Spanaway at 6.93 cubic feet. Not only does the dashboard monitor stream flow but provides historic well depth information.

*Part 3: “Based on comments from Paul (Bucich), your engineer, Lakewood does not concern itself with Lakewood Water District's business. Consequently, it looks like the City is not addressing the above goal and policies.” (Referring to comprehensive plan goal U-9 and policies U-9.1 and U-9.2).*

**Response:** This comment is inaccurate and oversimplifies a complex regulatory environment since water knows no political boundaries. Insofar as the City and Lakewood Water District paths cross in day-to-day operations, and in relation to jurisdiction, the City works regularly with the Lakewood Water District. As they are a special district, the water rights and necessary capital facilities to operate a water system are under the district's administrative authority, not the City's.

The City has regular conversations with the District. Both agencies regularly coordinate and partner on a number of projects. Some that come to mind: upgrades to distribution systems; water contamination prevention; backflow prevention; new water filtration systems; new above-ground tanks; and water tank retrofits. The District also updates the City on long term plans for wholesale of water to others as well as expansions of their system based on water availability. The City is aware of the District's wells, locations, depths, production rates, and challenges with contamination.

However, groundwater withdrawals is not within the City's regulatory authority, but rests with the Pierce County Water Utility Coordinating Committee, Pierce County; and the Washington State Departments of Ecology, and Health.

You mention that in your opinion the City is not addressing a water resource goal and related policies in the City's Comprehensive Plan. Washington state agencies, regional planning agencies, the Lakewood Water District, and Pierce County have the opportunity to comment on the City of Lakewood's Comprehensive Plan policies. To-date, none of these agencies have commented that they find the City's comprehensive plan policies in this area lacking. And as outlined above, the City regularly coordinated with the Lakewood Water District.

*Part 4: "On behalf of the citizens of Lakewood and the Clover Creek Watershed Council, would you please discuss this issue (creek flows in the Clover Creek Watershed) with Paul (Bucich, Director, PWE), Randy (Black, Lakewood Water District Manager), Weston Ott (Associate Civil Engineer), and Dave Bugher (Community & Economic Development Director) and get their best advice. Then talk to the City Council."*

**Response:** As noted above, this is a regional issue. It would be most appropriate that the City take the lead from Pierce County Public Works/Surface Water Management.

There are two recommendations I would provide to you:

- Review the 2021 Pierce County Coordinated Water System Plan and Regional Supplement; and
- Request that the Chambers-Clover Creek Watershed Council revisit its adopted action plan to address groundwater issues and stream flows. If the Council has concerns, they will need to address those concerns through Pierce County, and if Pierce County concurs, it is up to the County to contact the appropriate state agencies who have exclusive permit authority.

*Part 5: "Then send the City's position and recommendations to the Pierce County Executive to get him and his staff into the loop."*

**Response:** Based on the information the City has reviewed in preparing this correspondence, the City is confident that Pierce County is already familiar with the current and future water resource

challenges facing this watershed. If Pierce County would like to know the City's position on groundwater monitoring, they can contact us through appropriate channels.

In closing, I wish to express my appreciation for your attention to this matter. It is important and critical for the region. As we have done in the past, and will continue to do, the City of Lakewood will work with its partners to include the Lakewood Water District, Pierce County, and state agencies on water resource related issues.

Sincerely,

**John Caulfield, ICMA-CM**  
**City Manager**

**City of Lakewood**

6000 Main Street SW | Lakewood, WA 98499

Ph: 253.983.7703

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**From:** Al Schmauder [[mailto:al\\_schmauder@hotmail.com](mailto:al_schmauder@hotmail.com)]

**Sent:** Tuesday, April 5, 2022 12:56 PM

**To:** John Caulfield <[Jcaulfield@cityoflakewood.us](mailto:Jcaulfield@cityoflakewood.us)>

**Cc:** Paul Bocchi <[PBocchi@cityoflakewood.us](mailto:PBocchi@cityoflakewood.us)>; Weston Ott <[wott@cityoflakewood.us](mailto:wott@cityoflakewood.us)>; David Bugher <[DBugher@cityoflakewood.us](mailto:DBugher@cityoflakewood.us)>; Randy Black, Lakewood Water <[blackr@lakewood-water-dist.org](mailto:blackr@lakewood-water-dist.org)>

**Subject:** Creating a Regional Groundwater Monitoring Program

John,

We have a favor to ask of you. You would be our hero if you could do it.

The groundwater in the Chambers-Clover Watershed is a fixed quantity depending on rainfall and water withdrawals. Each year the amount of withdrawals increases but rainfall is fairly constant. Stream flow in Clover Creek depends on the level of the groundwater. Actions can be taken to reduce the impact of declining groundwater if identified in time.

As far as we can determine, no jurisdiction in Pierce County state agency, or the USGS has started a groundwater monitoring program to identify potential problems.

Lakewood's Comprehensive Plan contains a Goal and 2 Policies on water (7.4):

Goal: Ensure a safe and adequate water supply for the citizens of Lakewood....(U-9)

Policies:

Ensure that new growth does not exceed adequate water supply....(U-9.1)

Coordinate with other entities to conduct studies to evaluate the aquifer and its long-term capabilities (U-9.2)

Based on comments from Paul, your engineer, Lakewood does not concern itself with Lakewood Water District's business. Consequently, it looks like the City is not addressing the above goal and policies. Maybe you could ask Paul if this is the correct conclusion.

Randy Black, Lakewood Water District, said he believes that many organizations and the District are concerned as well with the creek flows in the watershed and are willing to work on the best ways to help bring back the creek and lakes. He said DOE has programs and funding available. Randy continued, there is no doubt it would be a very big effort and expensive, but we must start somewhere.

Our requested favor:

On behalf of the citizens of Lakewood and the Clover Creek Watershed Council, would you please discuss this issue with Paul, Randy, Weston, and Dave Bugher and get their best advice. Then talk to the City Council.

Then send the City's position and recommendations to the Pierce County Executive to get him and his staff into the loop. We believe Lakewood, water purveyors and Pierce County need to implement a Groundwater Monitoring Program to gather long-term data on how much water is available, how much is pumped and the resulting impact on stream flows and lake levels in the Chambers-Clover Watershed. Then look at solutions.

If you can start this process, you will always be our hero.

Thanks, John, from the fish, Clover Creek Watershed Council and citizens of Lakewood.

Al



WORKING DRAFT



CITY OF LAKEWOOD  
**ECONOMIC  
DEVELOPMENT  
STRATEGY**

*May 2022*

# ACKNOWLEDGEMENTS

## City Council

Mayor Jason Whalen

Deputy Mayor Mary Moss

Councilmember Don Anderson

Councilmember Mike Brandstetter

Councilmember Patti Belle

Councilmember Linda Farmer

Councilmember Paul Bocchi

## Staff

Becky Newton, Economic Development Manager

John Caulfield, City Manager

Dave Bugher, Assistant City Manager, Community & Economic Development Director

Paul Bucich, Public Works Engineering Director

Mary Dodsworth, Parks and Recreation Director

Tiffany Speir, Long Range & Strategic Planning Manager

## Boards & Commissions

Lakewood Arts Commission

Parks and Recreation Advisory Board

Planning Commission

Youth Council

## BERK Consulting

Brian Murphy, Project Manager

Andrew Bjorn, Analyst

John Todoroff, Analyst

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# Introduction

The City of Lakewood Economic Development Strategy (EDS) has been created to build a strong city economy that supports the successes of residents and businesses. The EDS is intended to build a robust, flexible, and resilient local economy that provides opportunities and services for all.

Although the EDS is intended to provide direction to the activities of the City's Community and Economic Development Department, the effort to build a strong local economy is a collective effort of many different organizations and stakeholders. For the City, every department has a role to play in supporting a strong local business climate, and in turn, local businesses and business organizations can help the City in this work.

This document is intended to provide a high-level review of the City's overall strategy for economic development and includes the following sections:

- **Economic Development Vision and Desired Outcomes.** This section highlights existing policies that shape the City's focus on economic development and summarizes the City's key goals and desired outcomes for the future of the Lakewood economy.
- **Economic Strengths and Opportunities.** This section highlights current conditions with the local Lakewood economy, including the most significant industrial sectors, major employers, and competitive advantages over other communities in the region. This also describes elements of the economy where the City could potentially boost capacity or competitiveness to boost local businesses, as well as the differences between jobs and businesses found across the neighborhoods of the city.
- **Economic Development Strategies.** From the discussion of strengths and opportunities in the local economy, this section provides an overview of the steps necessary for the City to maintain and enhance local economic activity. These strategies are divided into two categories:
  - **Citywide Efforts**, which are applicable for businesses across the city as a whole and are intended to be used everywhere.
  - **Focus Area strategies**, which address specific needs for businesses in specific neighborhoods of Lakewood.
- **Implementation Plan.** In addition to providing higher-level economic development strategies, this document also describes the actions that should be taken to pursue these strategies. These are organized to highlight actions that are currently being implemented, as well as others that are planned for the short- and long-term.

# Economic Development Vision and Desired Outcomes

The City Council adopted a 30-year Anniversary Vision Statement (see page 39) in 2015 that was updated in June 2021 and incorporates economic development as a key element, calling for a community “**sustained by robust economic growth and job creation.**”

The promotion of a healthy, dynamic local economy in Lakewood is important for several reasons, including creation of wealth generation opportunities for Lakewood residents; enhancing quality of life for Lakewood residents by generating dynamic places with attractive retail, services, restaurants, and entertainment options; and the creation of a tax base that enables the City of Lakewood to provide quality public services.

This Economic Development Strategy is designed to advance this Vision by implementing the City’s 2021–2024 Strategic Plan’s Economic Development Goal and five supporting Objectives as shown below, with key **desired outcomes** highlighted.

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

## 1.1 Align economic goals and resources across departments.

- A. Implement and continue to adjust the City’s comprehensive economic development strategy to **attract and preserve family and high wage jobs.**
- B. Review and develop prudent **business incentives that enhance economic development.**
- C. **Direct growth through sound planning.** Update land use codes as necessary and continue to improve internal processes, including the implementation of new technologies.

## 1.2 Pursue infrastructure improvements vital to economic development and to bolster the City’s competitiveness.

- A. Implement **catalyst projects that promote private investment**, e.g., the Downtown Plan, Lakewood Station District Plan, and the development of Woodbrook Business Park and Lakewood Landing.
- B. **Improve underutilized commercial and mixed-use areas**, e.g., the WSDOT facility, revise zoning regulations where appropriate, and minimize nonconforming uses.
- C. **Expand and improve utilities and community assets**, such as sewers, libraries, parks, public spaces, etc.

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

- A. Improve and expand programs and policies to **increase homeownership, diversify housing stock, and preserve existing housing** to meet community needs.
- B. Continue to support **youth and senior programming** and expand community events.

C. Support and preserve **historical, cultural, and ecological places of significance**.

**1.4 Foster collaborative and advantageous partnerships with businesses, community members, and regional partners.**

A. **Be a leader** in local economic development, regional transportation, and planning policies.

B. **Continue partnership with JBLM and Camp Murray** to improve communication and connectivity, land use development, and transportation.

C. **Expand partnerships** with the Chamber of Commerce, neighborhood groups and associations, and other civic groups.

D. Develop an **educated workforce** through collaboration with local educational institutions to leverage collective resources and to enhance K-12 and higher education opportunities.

**1.5 Promote and facilitate sustainable economic development.**

A. Focus resources on **business creation, attraction, retention, and expansion**.

B. Promote an **entrepreneurial environment**, and encourage **a balance of manufacturing, commercial, professional, and retail and service businesses**.

C. Continue to leverage and improve City assets, e.g., **location, access, lakes, parks, civic engagement opportunities, transit options, cultural amenities, activity hubs, and utilities**.

# Lakewood's Competitive Position

## Lakewood's Competitive Advantages and Opportunities

Lakewood is strongly positioned to leverage several different opportunities as part of maintaining and growing its local economy. These benefits provide opportunities for existing businesses to thrive and expand and to draw new businesses looking to locate in the community. These advantages include:

- **Proximity to the I-5 corridor and SR-512.** Lakewood is strategically located along I-5 between Tacoma and Olympia and is well-positioned to take advantage of its location along this major transportation and freight corridor. This position provides strong regional access as well as linkages to trucking destinations along the Pacific coast and the I-90 east-west transcontinental freeway serving 13 states, ending in Boston, Massachusetts. State Route 512, which has its western end in Lakewood, also provides regional access to Puyallup and the SR-167 corridor. Our location makes Lakewood a place of choice for manufacturing and industrial.
- **Proximity to Joint Base Lewis-McChord (JBLM) and other facilities.** Lakewood is directly adjacent to JBLM, a 90,283-acre joint US Army and Air Force facility that accommodates over 40,000 service members, their families, and civilian contractors and support staff. As the largest employer in Pierce County and one of the largest in the state, the base serves as the region's primary economic driver. JBLM includes Camp Murray, the home to the Washington Army National Guard, Washington State Guard, Washington Air National Guard and the State Emergency Operations Center. There is considerable demand related to off-base housing and shopping opportunities, supporting businesses for base operations, and other related economic activities.
- **Proximity to the Port of Tacoma.** The Port of Tacoma, located about five miles from Lakewood, is one of the top ten container ports in the US, and plays an important role in international trade. Significant increases in trade volume have resulted in substantial regional development of warehousing and logistics facilities across Pierce County, supported by improvements to the connections between the Port and surrounding highways.
- **Regional transit connections.** Sound Transit commuter rail and the Pierce Transit bus system can be accessed at Lakewood Station, close to the I-5/SR512 intersection on Pacific Highway. Planned investment in these systems will provide enhanced connections for travelers and commuters to Sea-Tac International Airport and downtown Seattle.
- **A thriving and diverse small business sector.** Lakewood is home to a variety of small and local businesses. The business mix is particularly diverse in Lakewood's thriving International District, which draws shoppers and diners from Lakewood and elsewhere in the region.
- **Local education and training resources.** Lakewood is home to Pierce College Fort Steilacoom and Clover Park Technical College, both of which support a strong workforce training pipeline for local businesses through a diverse range of professional and technical programs.

## Lakewood's Challenges

As the community works to achieve its economic development goals, some issues will need to be addressed to increase the focus and promote the effectiveness of different methods. These challenges include the following:

- **Land constraints.** Lakewood has a limited amount of land available for development, redevelopment, and infill projects to help the city achieve its goals for residential development and affordable housing. As the community grows, this may become a limitation, especially if future economic development depends on increasing the number of community residents who shop at local businesses.
- **Shifts in consumer demands.** Over the last few years, there have been significant changes in how people shop, which will challenge Lakewood's role as a regional retail center. Online shopping, the closure of traditional brick-and-mortar stores, and a stronger regional focus on local mixed use could affect customer buying habits, reducing purchases and economic activity in Lakewood. This also presents a competitive opportunity for small and medium size cities.
- **Increased needs for human services.** As of 2021, Lakewood's poverty rate is 16.6%, higher than the county and the state, with significant demands for supportive services for basic needs such as housing, food, childcare, transportation, and access to healthcare.
- **Market demand for more residential development types.** Costs of construction, insufficient housing across the affordability spectrum, and senior housing must be considered. Higher rents for multifamily buildings may be necessary for redevelopment options in Downtown and Lakewood Station to be feasible and efficient. These are determined in part by demand and pricing in the regional residential real estate market, which may be affected by broader land use and transportation plans in other communities and agencies.

## Local Market Analysis

This section provides some statistics to consider as part of economic development strategies. These include:

- **Population**, highlighting recent trends and long-term projections for future growth.
- **Local employment**, showing how covered employment and employment growth in Lakewood is divided between different economic sectors, and how that compares to surrounding communities.
- **Work locations**, indicating where people who work in Lakewood live, and where Lakewood residents work. This analysis highlights the draw that Lakewood businesses have for employees, and how these businesses support local workers.
- **Taxable retail sales and retail market capture**, which highlights both the regional draw of local retail and the tax revenue the City collects from those sales. This can indicate what types of businesses are a regional draw, and what needs residents may need to fulfill outside of the city.

The major conclusions from these analyses, including their implications for economic development, are included at the end of this section.



## Population

Population counts provided by the US Census for Lakewood between 1970 and 2020 are provided in Exhibit 1, in addition to growth targets from Pierce County’s Countywide Planning Policies and VISION 2050.

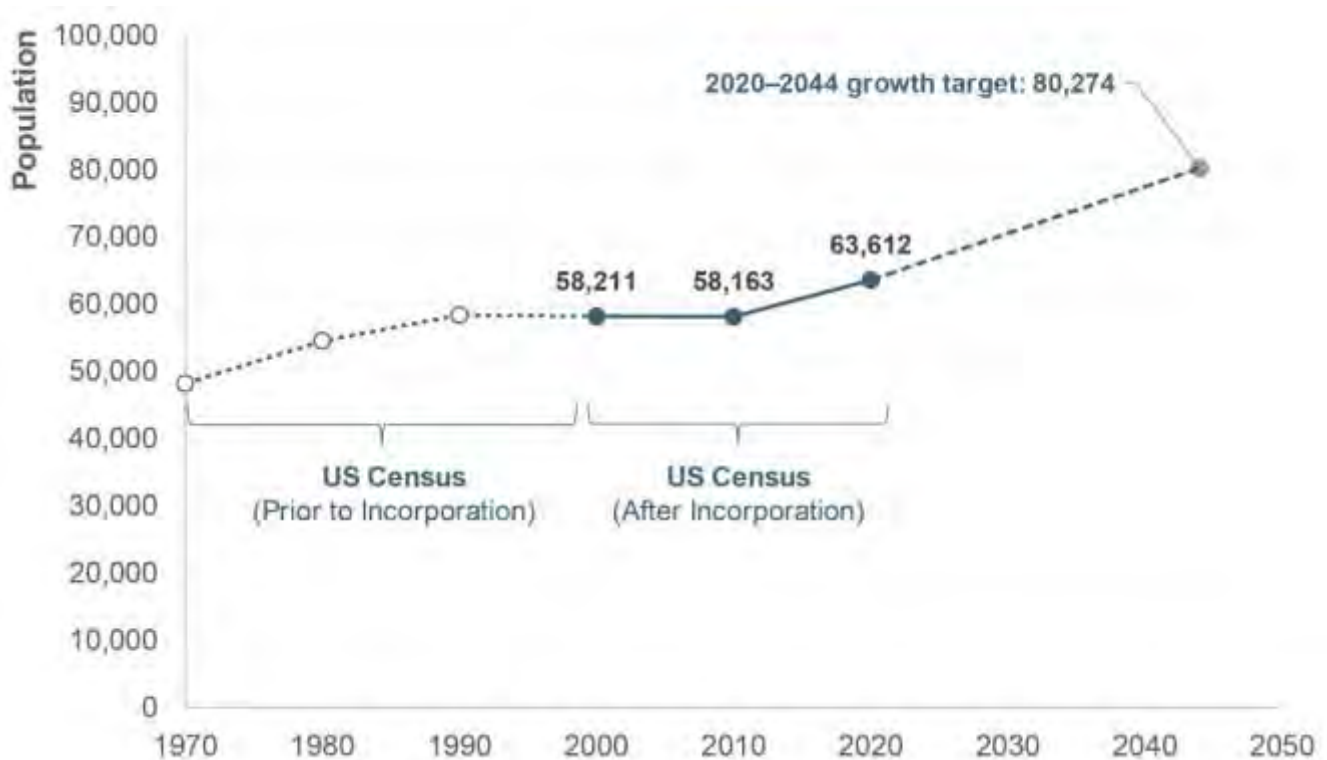
In 2020, the population of the City was calculated by the Census to be 63,612, representing a cumulative average annual growth rate of about 0.9% since 2010. This is likely the result of more recent growth, as there has been only nominal growth recorded since 1990, and according to estimates from the Washington State Office of Financial Management, this growth took place largely after 2013–2014.

Under the Countywide Planning Policies, future growth targets for 2044 are for a population of 80,274. This would amount to a growth rate of about 1% per year, consistent with the cumulative growth rate between 2010 and 2020.

## Employment

To understand the composition of local employment, this report evaluates “covered employment” statistics by the Puget Sound Regional Council (PSRC). This information is largely based on the Quarterly Census of Employment and Wages (QCEW) provided to the Washington State Employment Security Department (ESD). Note that this includes the positions covered by the Washington Unemployment Insurance Act; self-employed workers, military personnel, and others are not included.

**Exhibit 1. Lakewood Population and Growth Targets, 1970–2044.**

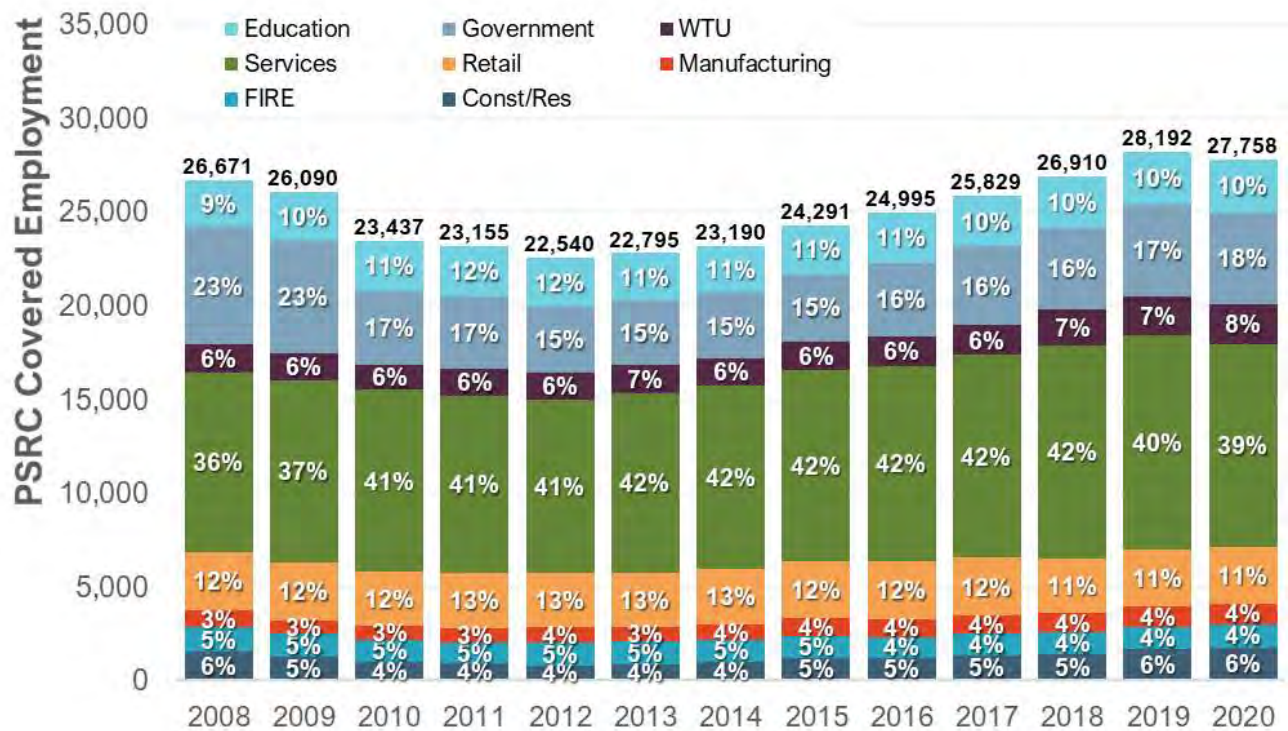


Sources: WA OFM, 2021; PSRC, 2017; BERK, 2021.

Three charts<sup>1</sup> are provided below:

- Exhibit 2 provides a description of **historical employment** in Lakewood from 2008 to 2020.
- Exhibit 3 compares **average yearly employment growth** in Lakewood versus Pierce County as whole from 2012 to 2020.
- Exhibit 4 compares the distribution of **employment by major sector** between Lakewood and other communities in 2020.

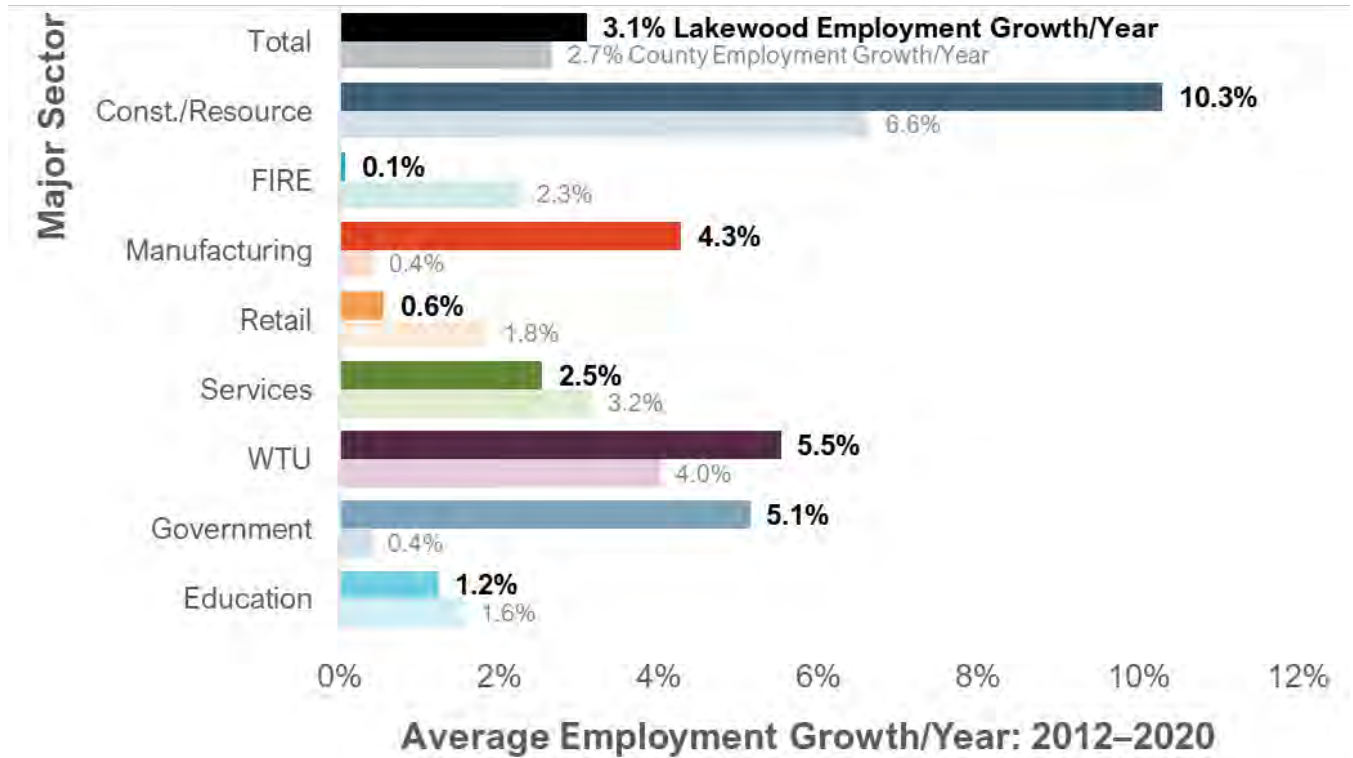
**Exhibit 2. Lakewood Covered Employment by Major Sector, 2008–2020.**



Sources: PSRC, 2021; BERK, 2021.

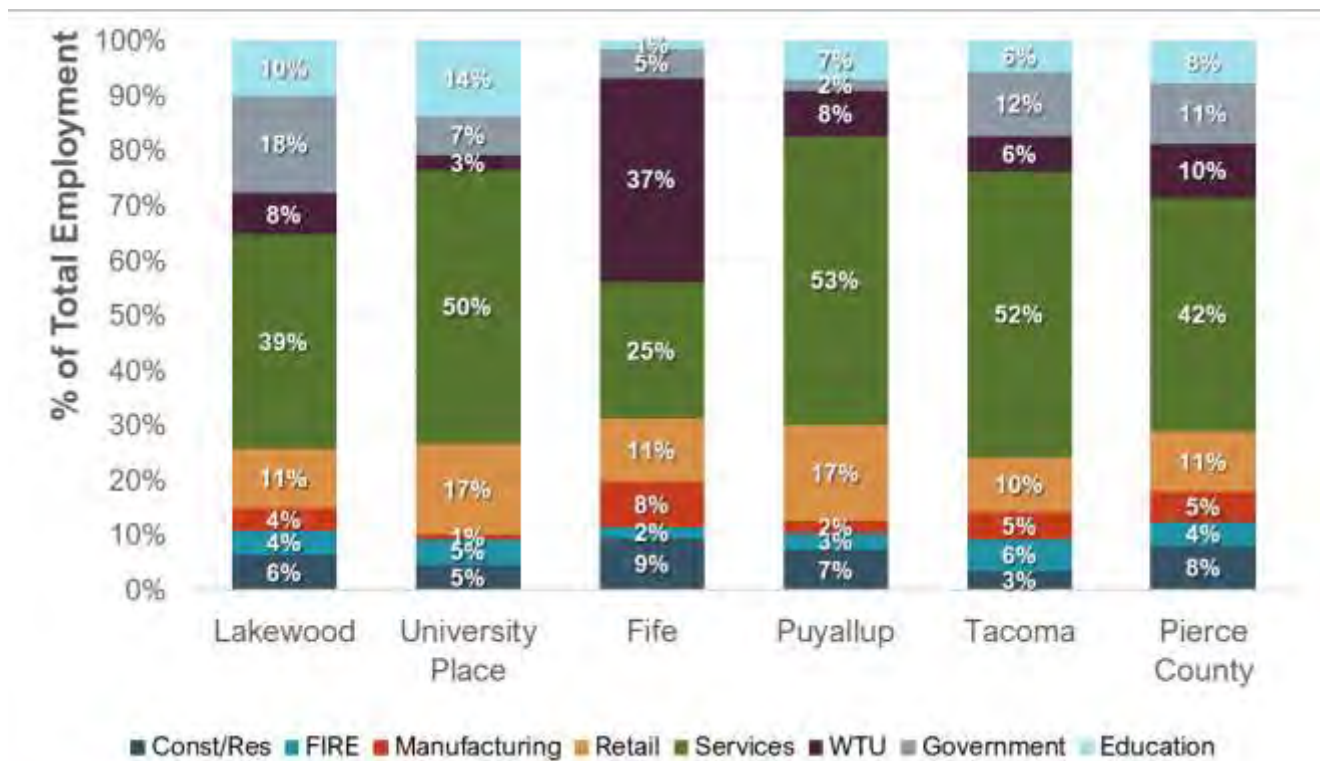
<sup>1</sup> In these charts, “Const/Res” refers to “Construction and Resource”, “FIRE” refers to “Finance, Insurance, and Real Estate”, and “WTU” is “Warehousing, Transportation, and Utilities”.

**Exhibit 3. Average Yearly Employment Growth, Lakewood and Pierce County, 2012–2020.**



Sources: PSRC, 2021; BERK, 2021.

**Exhibit 4. Employment Breakdown by Major Sector, Lakewood and Other Jurisdictions, 2020.**



Sources: PSRC, 2021; BERK, 2021.

These figures highlight the following:

- **While Lakewood has achieved reasonable employment growth since 2012, the effects of the 2007–2009 recession are still felt.** Declines in employment in Lakewood continued for several years, with a 15% loss in employment (about 4,100 jobs) from 2008–2012. It took until 2018 to recover the total number of jobs in the local economy.
- **Government employment comprises a larger portion of total jobs in the city.** Employment at government facilities, including large employers such as Western State Hospital (WSH), Pierce College, and Clover Park Technical College, represent a larger proportion of total employment than in other jurisdictions. In 2020, Government employment included about 18% of total covered employment in the city, which is larger than many other peer cities due to WSH.
- **Local employment in retail has not experienced significant growth recently.** Since 2012, growth in retail employment has averaged 0.6% per year, below countywide averages. Lakewood did not have as much of a reduction in retail employment during the recession, but recovery has largely remained flat compared to other communities and the countywide average.

## Work Locations

Information from the US Census Bureau Longitudinal Employer-Household Dynamics (LEHD) dataset is included here to highlight how workers commute into and out of Lakewood. This includes the following:

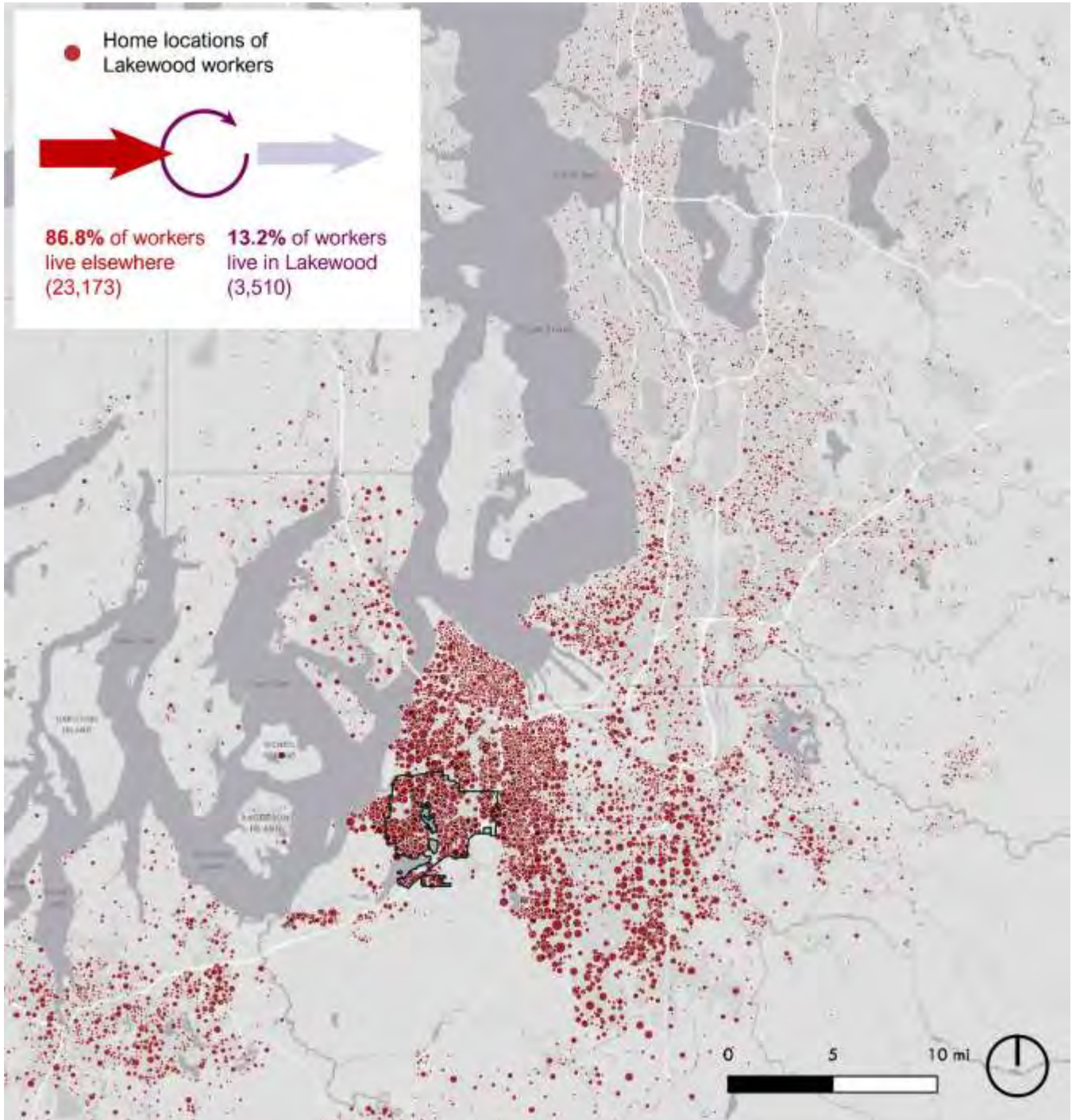
- Exhibit 5 shows the home locations of people that worked in Lakewood in 2018 and provides a list of the top 10 communities where Lakewood workers live. The data source does not include military employment.
- Exhibit 6 shows the work locations of people that resided in Lakewood in 2018, and provides a list of the top 10 communities where Lakewood residents work.
- Exhibit 7 shows the percent of Lakewood workers that reside in Lakewood, and the percent of employed Lakewood residents that work in Lakewood.

It is very important to note here that while LEHD data includes Federal civilian employees, it does not include information about employment and residential locations of uniformed military and other sensitive workers. This should be considered with respect to the conclusions reached.

Based on LEHD data, the following information can be highlighted:

- **Generally, Lakewood is a net importer of workers.** From the LEHD data, it appears that Lakewood has been a net importer of employment, with slightly more workers coming into the community than residents leaving to work in other communities. In 2018, over 13% of local workers were also residents, which highlights that Lakewood provides a significant source of labor for local employers.
- **Lakewood may be exporting more employment over time, however.** In 2018, 15.9% of workers residing in Lakewood also worked in Lakewood, which was down from a high of 20.1% in 2011. This highlights that the city may be exporting more jobs over time as a greater proportion of residents work elsewhere. This is an area to watch given Lakewood's commitment to supporting family and living wage job creation and entrepreneurialism.
- **The draw for employees in Lakewood is strong across Pierce County, with some draw in south King County and Thurston County.** Tacoma provides the greatest proportion of Lakewood employees (16.5% of the total), but employees are also drawn from other communities like Parkland (4.2%), University Place (4.0%), and South Hill. There is some draw from communities like Federal Way and Lacey as well.
- **Lakewood residents are also drawn to major regional job centers.** While a significant number of workers living in Lakewood also work in the community, major regional job centers also attract residents, including Tacoma (20.4% of the total) and Seattle (8.5%). Significant job growth in these areas, coupled with widespread concerns about housing affordability, may be driving the decline in locally-employed residents.

**Exhibit 5. Residential Locations of People who Work in Lakewood (Primary Jobs), 2018.**

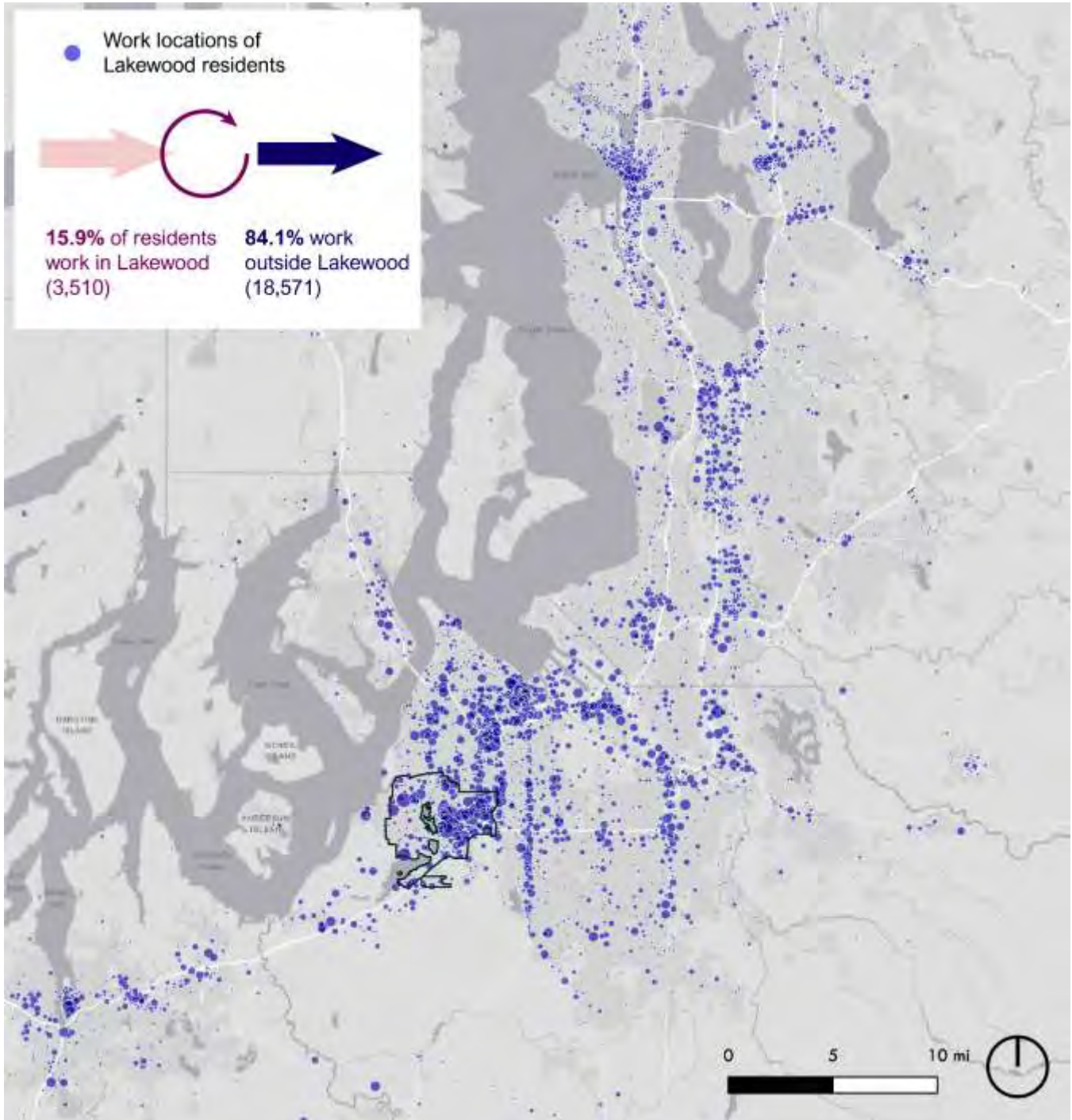


**Top Home Locations for Lakewood Workers**

Tacoma city, WA	16.5%	Spanaway CDP, WA	3.5%
Lakewood city, WA	13.2%	Puyallup city, WA	2.1%
Parkland CDP, WA	4.2%	Federal Way city, WA	2.1%
University Place city, WA	4.0%	Frederickson CDP, WA	1.8%
South Hill CDP, WA	3.6%	Lacey city, WA	1.6%

Sources: US Census LEHD, 2021; BERK, 2021.

**Exhibit 6. Work Locations of Lakewood Residents (Primary Jobs), 2018.**



**Top Work Locations for Lakewood Residents**

Tacoma city, WA	20.4%	Kent city, WA	2.6%
Lakewood city, WA	15.9%	Sumner city, WA	2.5%
Seattle city, WA	8.5%	Olympia city, WA	2.3%
Puyallup city, WA	3.1%	Bellevue city, WA	2.2%
Fife city, WA	2.9%	Auburn city, WA	2.1%

Sources: US Census LEHD, 2021; BERK, 2021.

**Exhibit 7. Proportion of Workers that are Lakewood Residents and Residents that are Lakewood Workers, 2018.**



Sources: US Census LEHD, 2021; BERK, 2021.

## Taxable Retail Sales and Retail Market Capture

Another way of looking at the local economy in Lakewood is to understand consumer spending patterns. In Washington State, data on the retail sales covered by state and local sales taxes can be used to get a better picture of how consumer activity in Lakewood compares to state averages. This does not provide a complete picture of all consumer spending, as food and food products and many services are not included. However, since this includes an assessment of taxable sales, this does place a focus on the areas which would have the most impacts on City revenue.

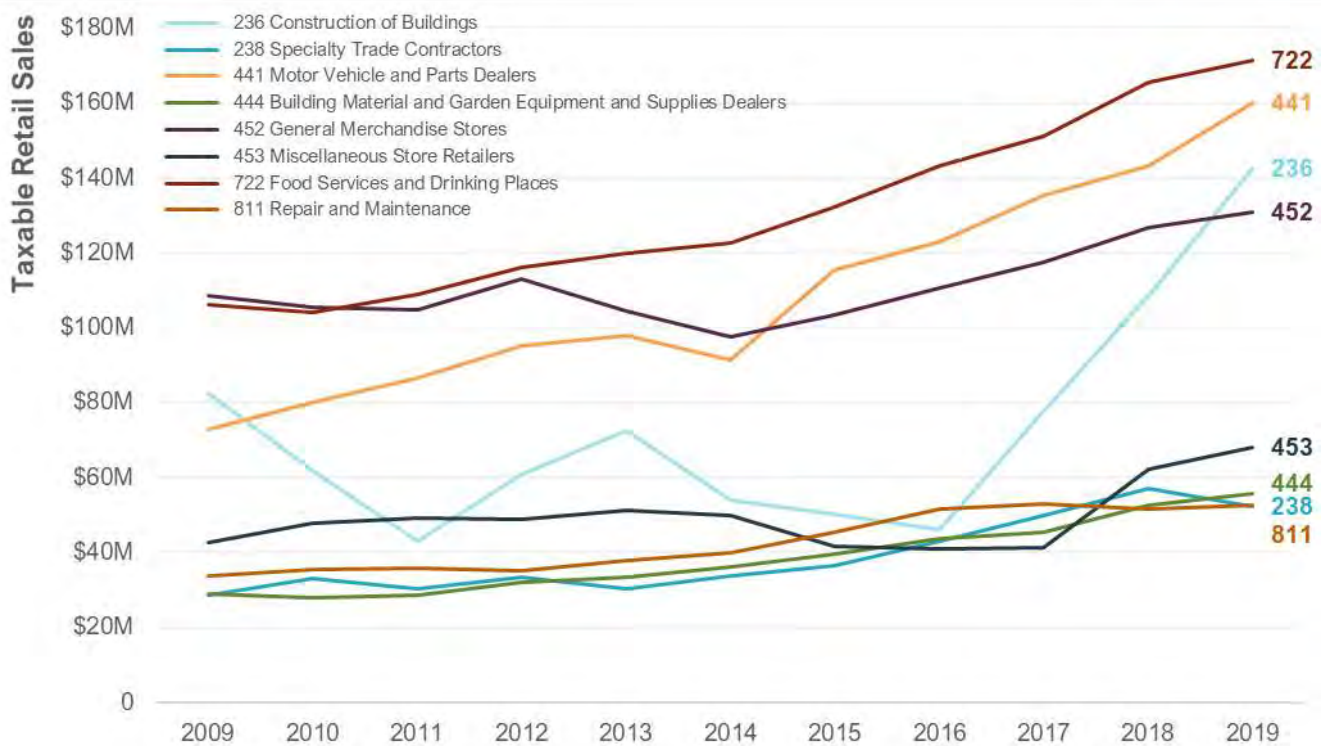
Exhibit 8 provides an overall perspective on taxable retail sales by three-digit NAICS<sup>2</sup> codes on the top eight subsectors. As indicated here, the highest amount of taxable retail sales is associated with “Food Services and Drinking Places” (NAICS Code 722), amounting to \$171 million in 2019, or about 12% of the total \$1.4 billion in taxable retail sales. Other sectors of note include:

- “Motor Vehicle and Parts Dealers” (NAICS Code 441, \$160 million in taxable sales)
- “Construction of Buildings” (236, \$142 million).
- “General Merchandise Stores” (452, \$131 million).

<sup>2</sup> North American Industry Classification System



**Exhibit 8. Taxable Retail Sales, Lakewood Top 8 Subsectors, 2009–2019.**



Sources: WA Department of Revenue, 2021; BERK, 2021.

Economic development policies put in place by City Council have helped to spur development, attract new businesses, and support a thriving future for Lakewood. Proximity to JBLM and access to I-5 and other transportation networks have been crucial, along with forward-thinking planning efforts to anticipate industrial development.

Spending per capita (per person expenditures) specifically in the retail and restaurant sectors (NAICS Codes 44–45 and 722) can also be used to assess the local market for retail goods versus what businesses rely on a customer draw from the broader region:

- When the number of people purchasing a retail good in an area is higher than its population, a “retail surplus” exists. A surplus may indicate a retail opportunity as additional retailers may be attracted to a strong cluster that draws customers from a wider geography.
- When the number of people purchasing a good or service in an area is lower than the market area population, “retail leakage” may indicate a situation where Lakewood residents may generally need to go elsewhere for their shopping needs, which could be fulfilled by new businesses.

Exhibit 9 provides a table showing a summary of the retail capture analysis for selected NAICS codes. The full table provided in the Appendix. For the given business codes, this provides:

- The total taxable sales as recorded by the WA Department of Revenue.
- The potential for sales based on statewide averages.
- The sales surplus/gap, based on the difference between actual and potential sales, where positive numbers indicate a surplus of sales beyond what would be needed with the local population.

- The “pull factor”, providing the ratio between actual and potential sales, where a value of less than 1 indicates retail leakage.
- The yearly average growth rate in sales between 2014 and 2019, provided for selected codes where data is available.

Major findings from this analysis include the following:

- **Lakewood is a retail center that has been growing in its draw over time.** Overall, the retail sector (including restaurants) in Lakewood was responsible for about \$801 million in taxable sales in 2019, with an average growth rate of about 6.5% per year since 2014. The overall pull factor increased from 1.25 in 2014 to 1.46 in 2019, suggesting that Lakewood is still serving regional needs for retail.
- **Food service forms one of the most important components of the local retail economy in Lakewood.** As noted previously, “Food Services and Drinking Places” (722) is the most prominent subsector in Lakewood and grew at an average of 7.1% per year since 2014. There is very significant representation from both full-service (\$71 million, 1.56 pull factor) and limited-service (\$76 million, 2.63 pull factor) restaurants in the community.
- **Motor vehicle-related businesses are a growing component of retail sales in Lakewood.** There is strong local retail representation with “Motor Vehicle and Parts Dealers” (441). This subsector represented \$171 million in retail sales in 2019, the largest of any retail subsector in the Lakewood economy, and provided 8.4% average growth between 2014 and 2019. It has had its pull factor change from 0.98 in 2014 to 1.48 in 2019, indicating that generally this subsector serves a broader area beyond Lakewood. This subsector is represented the strongest with “Motorcycle, ATV, and All Other Motor Vehicle Dealers” (441228) with a pull factor of 6.45 and “Automotive Parts, Accessories, and Tire Stores” (4413) with a pull factor of 3.32. “New Car Dealers” (441110) are underrepresented locally, however.
- **Other statistics highlight that Lakewood specializes as a general regional retail center.** Aside from food service and motor vehicle-related businesses, General Merchandise Stores (452) represent a significant component of the local economy, resulting in \$131 million in taxable sales in 2019. This assessment indicated a surplus of around \$59 million and a pull factor of 1.83, with a growth rate of around 6.3% per year since 2014.
- **Some business types have grown more slowly than average, which should be addressed through the economic development strategy.** Although Lakewood still represents a regional retail center, some businesses have had lower growth in sales than the average. For example, “Grocery Stores” (4451), representing about \$41 million in 2019 taxable sales, had a growth rate of only about 2.2% per year since 2014, and “Gasoline Stations” (447), with \$14 million in taxable sales, had an average growth rate of 0.3%, both well below the average of 6.6% for retail in general.
- **Explicit gaps in local retail in Lakewood are limited.** Aside from the gap in new car and RV dealers noted above, this capture analysis does not point to any major types of businesses where additional businesses would address significant retail missing from the community. The largest gaps noted in the capture analysis include:

- “Electronics Stores” (443142), \$5.4 million gap in taxable sales in 2019.
- “Lawn and Garden Equipment and Supplies Stores” (4442), \$5.2 million gap.
- “Special Food Services” (7223), \$3.8 million gap.
- “Food (Health) Supplement Stores” (446191), \$3.7 million gap.
- “Sporting Goods Stores” (451110), \$1.2 million gap.

While these suggest possible gaps in local business, the strong representation of general merchandise stores (and rise of online shopping) would likely accommodate most of this retail demand.

#### Exhibit 9. 2019 Lakewood Taxable Retail Sales Analysis.

NAICS Designation	Total Taxable Sales	Potential Sales	Sales Surplus/Gap	2014 Pull	2019 Pull	Avg. Growth
<b>441 Motor Vehicle and Parts Dealers</b>	<b>\$159,947,208</b>	<b>\$107,802,521</b>	<b>\$52,144,687</b>	<b>0.98</b>	<b>1.48</b>	<b>10.6%</b>
4411 Automobile Dealers	\$89,692,003	\$83,904,733	\$5,787,270	0.69	1.07	19.5%
441110 New Car Dealers	\$52,346,299	\$68,775,192	-\$16,428,893	0.56	0.76	
441120 Used Car Dealers	\$37,345,704	\$15,129,541	\$22,216,163	1.42	2.47	
<b>4412 Other Motor Vehicle Dealers</b>	<b>\$28,496,484</b>	<b>\$11,314,044</b>	<b>\$17,182,440</b>	<b>0.97</b>	<b>2.52</b>	<b>-</b>
441210 Recreational Vehicle Dealers	\$21,703	\$4,407,058	-\$4,385,355	0.00	0.00	
441222 Boat Dealers	\$1,945,586	\$2,793,336	-\$847,750	0.00	0.70	
441228 Motorcycle, ATV, and All Other Motor Vehicle Dealers	\$26,529,195	\$4,113,649	\$22,415,546	2.65	6.45	
4413 Automotive Parts, Accessories, and Tire Stores	\$41,758,721	\$12,583,744	\$29,174,977	2.92	3.32	-16.1%
<b>442 Furniture and Home Furnishings Stores</b>	<b>\$28,028,574</b>	<b>\$16,595,571</b>	<b>\$11,433,003</b>	<b>1.66</b>	<b>1.69</b>	<b>2.4%</b>
<b>443 Electronics and Appliance Stores</b>	<b>\$22,335,753</b>	<b>\$27,332,892</b>	<b>-\$4,997,139</b>	<b>0.77</b>	<b>0.82</b>	<b>4.8%</b>
<b>444 Building Material and Garden Equipment and Supplies Dealers</b>	<b>\$55,755,482</b>	<b>\$46,635,480</b>	<b>\$9,120,002</b>	<b>0.98</b>	<b>1.20</b>	<b>9.1%</b>
4441 Building Material and Supplies Dealers	\$55,349,943	\$41,031,555	\$14,318,388	1.10	1.35	8.9%
4442 Lawn and Garden Equipment and Supplies Stores	\$405,539	\$5,603,925	-\$5,198,386	0.05	0.07	7.2%
<b>445 Food and Beverage Stores</b>	<b>\$43,784,206</b>	<b>\$26,183,333</b>	<b>\$17,600,873</b>	<b>1.62</b>	<b>1.67</b>	<b>1.1%</b>
4451 Grocery Stores	\$40,710,924	\$23,429,816	\$17,281,108	1.58	1.74	-11.3%
445110 Supermarkets and Other Grocery (except Convenience) Stores	\$28,906,170	\$20,321,645	\$8,584,525	1.28	1.42	
445120 Convenience Stores	\$11,804,754	\$3,108,170	\$8,696,584	3.36	3.80	
4452 Specialty Food Stores	\$1,985,916	\$946,485	\$1,039,431	3.34	2.10	-
4453 Beer, Wine, and Liquor Stores	\$1,087,366	\$1,807,033	-\$719,667	0.79	0.60	-

NAICS Designation	Total Taxable Sales	Potential Sales	Sales Surplus/Gap	2014 Pull	2019 Pull	Avg. Growth
<b>446 Health and Personal Care Stores</b>	<b>\$25,309,063</b>	<b>\$20,017,120</b>	<b>\$5,291,943</b>	<b>1.49</b>	<b>1.26</b>	<b>6.1%</b>
<b>447 Gasoline Stations</b>	<b>\$14,060,652</b>	<b>\$11,457,625</b>	<b>\$2,603,027</b>	<b>1.25</b>	<b>1.23</b>	<b>0.3%</b>
<b>448 Clothing and Clothing Accessories Stores</b>	<b>\$37,667,997</b>	<b>\$29,315,029</b>	<b>\$8,352,968</b>	<b>1.06</b>	<b>1.28</b>	<b>4.7%</b>
<b>451 Sporting Goods, Hobby, Musical Instrument, and Book Stores</b>	<b>\$27,593,974</b>	<b>\$17,134,684</b>	<b>\$10,459,290</b>	<b>1.37</b>	<b>1.61</b>	<b>5.5%</b>
4511 Sporting Goods, Hobby, and Musical Instrument Stores	\$18,864,120	\$15,399,149	\$3,464,971	0.98	1.23	35.0%
4512 Book Stores and News Dealers	\$8,729,854	\$1,735,534	\$6,994,320	4.09	5.03	30.3%
<b>452 General Merchandise Stores</b>	<b>\$130,909,470</b>	<b>\$71,459,448</b>	<b>\$59,450,022</b>	<b>1.32</b>	<b>1.83</b>	<b>6.3%</b>
<b>453 Miscellaneous Store Retailers</b>	<b>\$68,019,767</b>	<b>\$64,232,367</b>	<b>\$3,787,400</b>	<b>1.59</b>	<b>1.06</b>	<b>8.3%</b>
<b>454 Nonstore Retailers</b>	<b>\$16,509,536</b>	<b>\$17,057,162</b>	<b>-\$547,626</b>	<b>0.74</b>	<b>0.97</b>	<b>-0.2%</b>
<b>722 Food Services and Drinking Places</b>	<b>\$171,402,685</b>	<b>\$94,169,887</b>	<b>\$77,232,798</b>	<b>1.55</b>	<b>1.82</b>	<b>7.1%</b>
7223 Special Food Services	\$808,058	\$4,660,279	-\$3,852,221	0.21	0.17	-5.0%
7224 Drinking Places (Alcoholic Beverages)	\$5,527,680	\$4,952,203	\$575,477	1.13	1.12	26.8%
7225 Restaurants and Other Eating Places	\$165,066,947	\$84,557,405	\$80,509,542	1.66	1.95	-
722511 Full-Service Restaurants	\$71,136,833	\$45,573,000	\$25,563,833	1.40	1.56	
722513 Limited-Service Restaurants	\$75,728,719	\$28,780,125	\$46,948,594	2.13	2.63	
722514 Cafeterias, Grill Buffets, and Buffets	\$1,846,429	\$321,477	\$1,524,952	6.73	5.74	
722515 Snack and Nonalcoholic Beverage Bars	\$16,354,966	\$9,882,802	\$6,472,164	1.22	1.65	
<b>44-45 Retail Trade</b>	<b>\$629,921,682</b>	<b>\$455,223,231</b>	<b>\$174,698,451</b>	<b>1.18</b>	<b>1.38</b>	<b>6.5%</b>
<b>722 Food Services and Drinking Places</b>	<b>\$171,402,685</b>	<b>\$94,169,887</b>	<b>\$77,232,798</b>	<b>1.55</b>	<b>1.82</b>	<b>7.1%</b>
<b>TOTAL</b>	<b>\$801,324,367</b>	<b>\$549,393,118</b>	<b>\$251,931,249</b>	<b>1.25</b>	<b>1.46</b>	<b>6.6%</b>

Sources: WA Department of Revenue, 2021; BERK, 2021.

## Summary of Analytic Takeaways

The market information above has several implications for the Economic Development Strategy:

- **Although Lakewood will likely continue in its role as a regional retail center, there are other important trends that the city will need to respond to over time.** While the city is likely to continue as a draw for regional retail, low retail job growth and low growth in sales for certain businesses suggest that increased attention will be needed in certain areas. On the other hand, the rise in commuters and notable increases in sales with other retail business categories suggest that there may be some significant opportunities to capitalize on for future economic growth.
- **Local retail and service employment has been challenged since the recession.** The recession hit Lakewood employment hard, especially government-based employment. However, the declines

in retail and services employment since then have not recovered as much as employment in government, warehousing/logistics, and manufacturing when compared to Pierce County averages.

- **Despite this, taxable retail sales have increased significantly, likely due to shifts in local retail.** While retail and service employment has not grown as strongly over time, there has been a notable increase in retail sales over time, with an average growth rate of 6.5% per year in taxable retail sales and 7.1% in restaurant sales. While this may be due to a shift towards online retail, this may also highlight shifts in the local economy that would favor high taxable retail sales per employee (e.g., declines in sales in supermarkets paired with increases in motor vehicle sales).
- **Restaurants in Lakewood present one of the most significant categories of business in the city, and likely one of the greatest opportunities for expansion.** Information from taxable retail sales data suggests that restaurants are one of the greatest contributors to the local economy and to city sales tax revenue, providing a distinct offering to the community and wider region. This is likely due to its proximity to both JBLM and I-5. Ongoing strategies should work to highlight opportunities to expand local ownership and entrepreneurship for restaurant-related businesses and determine how to coordinate with owners to improve potential customer draws and business viability.
- **Motor vehicles are becoming a growing component of local retail in Lakewood.** Although there is less representation from RV and new car dealerships in Lakewood, there is a significant cluster of activity related to used cars and other motor vehicles. Encouraging expansion of these businesses may be one approach for promoting local economic growth.
- **Future strategies regarding retail growth could have opportunities with both regional and local markets.** The increasing proportion of commuters among Lakewood residents, as well as a greater focus on mixed-use development opportunities such as in downtown, suggests that Lakewood could look to explore retail and service offerings that have a more local orientation. This could help to support these areas and encourage greater local spending over time.
- **There has been above average employment growth in construction, government, manufacturing, and logistics over the past few years in Lakewood.** Although retail and service employment has not had as significant of growth since the recession, a recovery of government jobs and a rise in construction, manufacturing, and transportation/warehousing employment have contributed to recent employment increases. Future economic development may work to encourage targeted opportunities in manufacturing and logistics.
- **Lakewood has robust and culturally diverse retail offerings, including a wide range of grocery options.** The International District draws shoppers in from across the state. There are three major Asian grocery stores, a Mexican grocer, two Safeways, Grocery Outlet, African market, and multiple smaller markets across the city.

# Economic Development Opportunities and Strategies

Lakewood's overall competitive position, including the strengths and challenges described in the prior section, inform Lakewood's **Citywide economic development efforts** and **place-based Focus Area initiatives**. At a summary level, these strategies are focused on advancing the following key opportunities:

- Leveraging Lakewood's advantageous **location** and **regional investment in transportation** infrastructure, including Bus Rapid Transit and Sound Transit commuter rail.
- Raising Lakewood's **profile** and strengthening its **reputation** as a desirable place to live or locate a business.
- **Retaining** existing businesses and **attracting** new investment.
- Leveraging City and partner investment in **infrastructure** and **housing strategies** to maximize benefit for Lakewood and residents businesses.
- Transforming the **Lakewood Station Area** and **Lakewood Landing** into a dynamic and highly visible example of Lakewood's potential.
- Redeveloping **Downtown Lakewood** to attract new businesses and create a vibrant retail and entertainment district.
- Enhancing the **International District** to become a thriving retail district with regional draw.
- Developing mixed use neighborhoods with a variety of **housing types at different price points**.
- Channeling residential growth and commercial activity to enhance **livability and sense of place**.
- Taking advantage of Lakewood's distinct subareas by using planning and public infrastructure investment to **achieve distinct Visions for the future of each Focus Area**.

Both Citywide and Focus Area-specific strategies are supported by specific, time-bound Implementation Strategies that direct the actions of the departments listed in Exhibit 10.

## Exhibit 10. Implementation Strategy Key

Departments/Partners	Abbreviation	Citywide Efforts	Abbreviation
Communications	COMM	Business Retention and Expansion	BRE
Community and Economic Development	CED	Media and Promotion	MP
Economic Development	EcDev	Focus Areas	Abbreviation
Finance	Finance	Downtown Lakewood	DL
Lakewood Chamber	Chamber	Lakewood Station District and Lakewood Landing	LL
Long Range Planning	LRP	Lakeview/Kendrick	LK
Parks and Recreation	Parks	International District	ID
Pierce County Library System	PCLS	North Clear Zone	NCZ
Public Works Engineering	PWE	Springbrook	SB
Police	Police	Tillicum	TC
		Woodbrook Business Park	WBP

## Citywide Efforts

Lakewood takes a whole-City approach to economic development, with both dedicated economic development and aligned efforts by departments across the city organization. Economic development and the creation of economic opportunity for Lakewood residents are priorities for City leadership.

## Supporting City Services and Investments

Many municipal services have direct and indirect impacts on economic development. Direction from Council and City administration focus efforts across the City organization on creating a positive business and investment climate and aligned investments in housing and public infrastructure.

### **Business Climate**

The City is investing dollars and time in its ability to be a supportive partner for private sector investors. In practical terms, that involves the deployment of user-friendly technology to apply for licenses rather than requiring a visit to City Hall. To streamline the permitting process, the City is implementing an automated permitting system built in partnership with Pierce County Planning & Land Services. In cultural terms, it means prioritizing customer service and building up the City's ability to respond quickly to requested changes.

### **Housing**

The City currently has several successful housing programs that enhance safety and livability for residents, mitigate nuisance properties, and incentivize development of affordable housing. Funding for

these programs is largely sourced from Community Development Block Grants and the U.S. Department of Housing and Urban Development (HUD) HOME Program grants. Lakewood programs include:

- **Rental Housing Safety Program**, launched in 2018, with the goals of ensuring rental housing meets safety standards, and encouraging awareness of standards among property owners, managers, and tenants.
- **Dangerous Building Abatement Program**, which provides funding for the mitigation or removal of dangerous buildings that have been foreclosed or abandoned, or are vacant. One focus of the program is to improve quality of life in mobile home parks while retaining these affordable housing options.
- **Code enforcement** on nuisance properties with junk vehicles, garbage, or other significant issues.
- A **Multifamily Tax Exemption (MFTE) program** to incentivize quality high-density residential development and redevelopment in residential target areas by reducing the tax burden on new properties, with additional incentive for units designated as affordable.
- An **Annual Housing Report** produced as a means to monitor housing construction and to track economic and regulatory trends affecting the housing market.
- U.S. Department of **Housing and Urban Development** programs such as CDBG and HOME funds, Section 108 funding, and partnerships with Living Access Support Alliance, Habitat for Humanity, and many others.

A separate Housing Strategy covers these programs and more through the City of Lakewood 2020-2024 Consolidated Plan to ensure sustainable development that meets the needs of the community and the region and increases production of middle market single family housing.

### ***Infrastructure Investment***

Over \$100 million is planned to support connectivity and multi-modal transportation, road improvements, curb/gutter work, utilities, and lighting citywide. Continual park expansions and amenities, as well as addressing environmental issues, are ongoing. Partnerships with WSDOT on the JBLM Congestion Relief project, Nisqually Delta, and Main Gate JBLM are just a few of our major projects.

- The City makes significant effort to align investment in public infrastructure and amenities with economic development and place-making goals. While the Focus Area strategies presented below include reference to location-specific infrastructure investments, the following planned citywide investments are of particular note from an economic development perspective.
- Projects for a non-motorized transportation network throughout the city.
- Investments in major arterials for better traffic flows and frontage improvements.
- Working with the Washington State Department of Transportation to complete major transportation projects:
  - Replacement interchanges on I-5 at Bridgeport Way SW and at the SR 512 junction.
  - Flood management in the Springbrook neighborhood.



## General Economic Development Efforts

The City of Lakewood strives to be a leader and a collaborator in regional economic development. We understand that Lakewood's success relies on the success of our neighbors, and similarly, Lakewood benefits when nearby communities prosper. Ongoing areas of focus include:

- Advocating for Lakewood and the broader Pierce County region in regional transportation and planning efforts.
- Continuing to partner with JBLM, Camp Murray, and members of the South Sound Military Community Partnership to communicate the economic importance of the base and improve connectivity, land use development, and transportation.
- Working in partnership with the Lakewood Chamber of Commerce, Tacoma Pierce County Economic Development Board, Pierce County Economic Development, neighborhood groups and associations, and other civic groups and cities in the region.
- Developing an educated workforce through collaboration with local educational institutions to leverage collective resources and to enhance K-12 and higher education opportunities.

### ***Business Retention and Expansion (BRE)***

One of the pillars of successful economic development is attention to local business. The majority of job growth comes from existing businesses, and the more we can do to retain and assist those businesses, the higher the return on investment and the healthier the community. Lakewood Economic Development staff meets with an average of 90 businesses per year in Lakewood, sometimes in partnership with the Economic Development Board of Tacoma/Pierce County, Pierce County Economic Development, or the Lakewood Chamber, to thank them for choosing Lakewood and to learn about their business. Is it growing? Are they in an expansion mode? Do they import or export? Are they hiring and able to find the right talent? Do they need assistance of any kind? All of these can be topics of a meeting with the goal of working together, discovering issues, and providing support for success.

The business community appreciates the outreach, and it builds a positive relationship where businesses have a point of contact if something does arise. We come away with valuable information to inform the City in developing policy that serves our businesses more effectively. One focus of outreach efforts has been to connect with Asian and Hispanic business owners on South Tacoma Way. Cultivating the entrepreneurial spirit, encouraging and aiding in the development of startup companies, and sharing in their success can be very exciting for a community. Part of the BRE process includes being aware of new and emerging trends, companies that are poised to fill a need, and opportunities for the City to remove barriers and be responsive to a constantly changing business and development climate. It also means building relationships with the business community.

Lakewood is culturally diverse with a higher than average concentration of minority and women owned businesses. 88% of businesses in the International District are owned by Black, Indigenous, and people of color. Lakewood contributes American Rescue Plan Act (ARPA) funding to the Pierce County Business Accelerator program which provides technical assistance to small businesses, and has a BIPOC-, veteran-, and women-owned business focus to help foster innovation and create wealth-building opportunities. Educational centers include the Korean Women's Association in Lakewood with trainings offered in multiple languages.

## Implementation Strategies

<i>Ongoing</i>		
<b>Action</b>	<b>Responsibility</b>	<b>Schedule</b>
BRE.1. Meet with a minimum of 90 businesses	EcDev	Annually
BRE.2. BRE Report	EcDev	Annually
BRE.3. BRE Follow Up and expansion assistance	EcDev	Ongoing
BRE.4. Update underutilized properties map	EcDev	Annually
BRE.5. Partner with Pierce County, EDB, and Lakewood Chamber on business resource events	EcDev/Chamber	Ongoing
BRE.6. Acknowledge “First Impressions” businesses	EcDev/Parks	Ongoing
<i>Near-Term (2022-2023)</i>		
<b>Action</b>	<b>Responsibility</b>	<b>Schedule</b>
BRE.7. Survey business community on pandemic recovery	EcDev	Q1 2022
BRE.8. Update contaminated sites report; develop action plan to address contaminated properties; identify other properties posing barriers to development	EcDev	Q2 2022
BRE.9. Develop business database by industry	EcDev	Q3 2022
BRE.10. Develop, implement, and promote Opportunity Fund Program	EcDev/Finance	Q3 – Q4 2022
BRE.11. Identify high-impact growth-oriented firms	EcDev	Q4 2022
BRE.12. Identify gaps in resources and publish business resource manual	EcDev	Q1 2023
BRE.13. Evaluate feasibility for maker space and/or business incubator; create report on findings	EcDev	Q2 2023
BRE.14. Research Main Street program to support local business; create report on findings	EcDev	Q3 2023
BRE.15. Research Business Improvement Area program; create report on findings	EcDev	Q4 2023
<i>Mid-Term (2024-2025)</i>		
BRE.16. Update Economic Development Strategy	EcDev	Q3 2024

## **Media and Promotion Strategy for Recruitment and Attraction**

The City is engaged in a strategic image and messaging campaign that highlights the many benefits of living and working in our growing community. Key elements include public safety, quality education, and downtown development. Based on our research, *The American Dream is more achievable here*. Lakewood is authentic, fun, fearless, and friendly. We love our diversity, celebrate our neighborhoods and districts, and we’re putting the “lake” back in Lakewood. Whether you’re buying a dream home, or personalizing a fixer-upper, building a giant industrial warehouse, or developing a mixed use project in the Downtown our invitation is to *Build Your Better Here*. Our main audiences include long-term residents, “starters” with young families, the “warrior” or service members and veterans, and “builders” who are building businesses and developing both residential and commercial properties.

When launching a redevelopment in a market, often the “early adopter” will come from outside that market. This becomes the catalyst for others to invest and spawn future development. Through various media channels and consistent messaging around a strong and consistent Lakewood brand, we are able to target businesses and investors, and build a sustainable and robust economy. We promote the critical role that JBLM plays in the regional economy in our communications and in our active collaboration with partners to protect the ability of the base to perform its mission.

The Economic Development team works closely with the City Communications Manager in developing and implementing media outreach, as well as managing messaging. The team works with other agencies such as the military, Pierce County, local businesses, and the Tacoma Regional Convention & Visitor Bureau to define our presence in Pierce County and the larger Puget Sound area, and beyond.

### **Implementation Strategies**

<i>Ongoing</i>			
<b>Action</b>		<b>Responsibility</b>	<b>Schedule</b>
MP.1.	Produce Lakewood Economic Development Newsletter every other month	EcDev/Comm	Bi-monthly
MP.2.	Produce Economic Development Brochure and Economic Indicators Report	EcDev	Bi-annually
MP.3.	Social media posts (LinkedIn, Facebook, and Instagram) with a focus on LinkedIn for recruitment	EcDev/Comm	Ongoing
MP.4.	Authored articles and op-ed pieces	EcDev/Comm	Ongoing
MP.5.	Direct outreach to property owners, developers, and potential tenants	EcDev	Ongoing
<i>Near-Term (2022-2023)</i>			
<b>Action</b>		<b>Responsibility</b>	<b>Schedule</b>
MP.6.	Review Build Your Better Here campaign	EcDev/Comm	Q2 2022

*Ongoing*

Action	Responsibility	Schedule
MP.7. Review media options for next biennial budget including Build Your Better Here campaign	EcDev/Comm	Q2 2022
MP.8. Nearcation.com tourism website and campaign continued promotion and updating (pending lodging tax allocation into 2023)	EcDev/Comm	Q1 2022 – Q4 2023

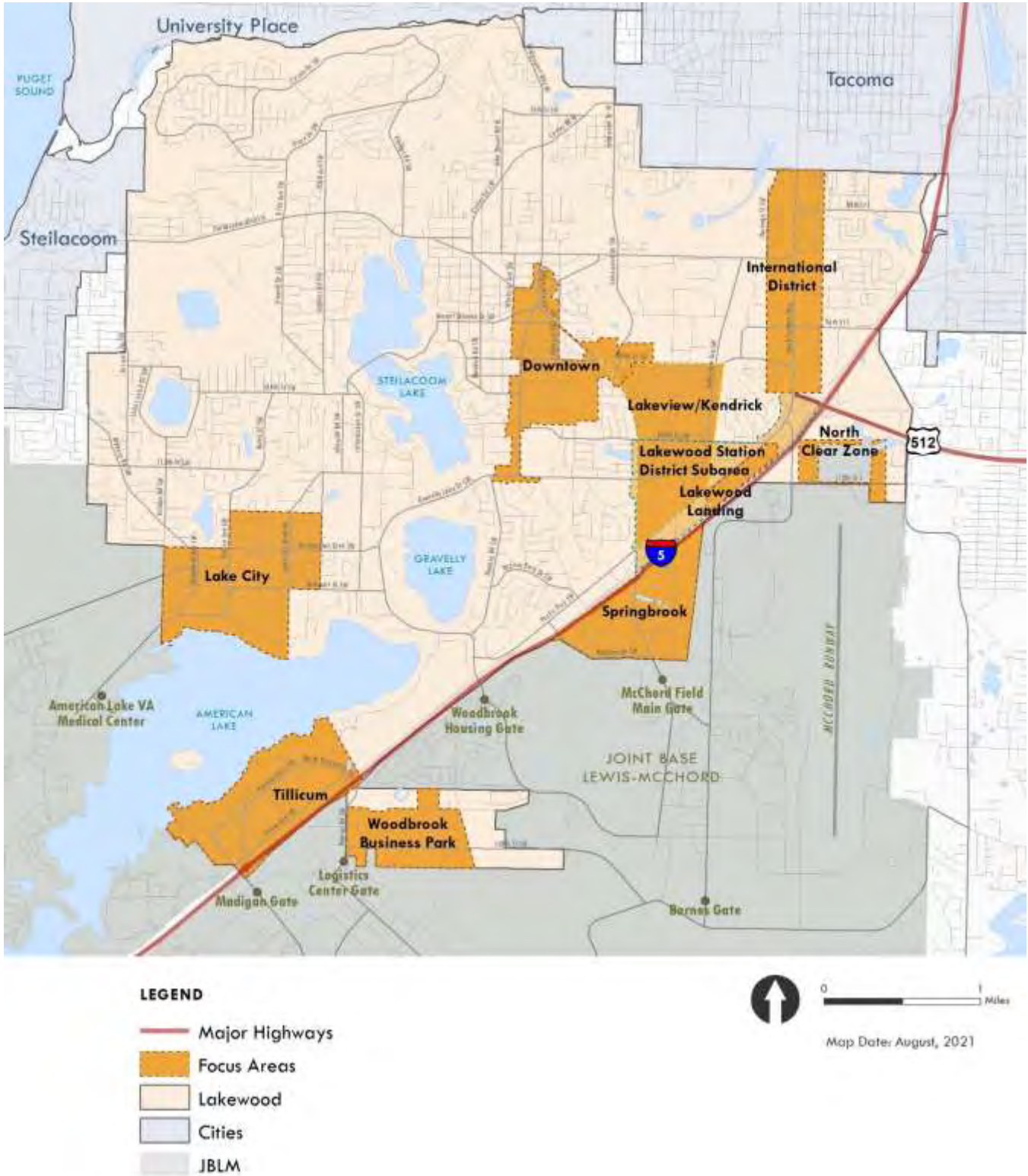
## Focus Area Strategies

The City concentrates many economic development efforts and resources in place-based strategies around defined Focus Areas. Each Focus Area is anchored by a Vision Statement reflective of its unique opportunities and will be addressed through individualized Implementation Strategies. The following Focus Areas are described in this section and mapped in Exhibit 11. The City is actively investing to increase vehicular and non-vehicular mobility within the City, including many sidewalk connections among Focus Areas as shown in Exhibit 12.

Focus Area	Vision	Central Strategies
Downtown Lakewood	A rich urban area with civic amenities, walkable streets, and a mix of uses including housing, entertainment, restaurants, and retail.	<ul style="list-style-type: none"> <li>Hold true to long-term Vision, with growth in region and other Focus Areas adding to pressure for redevelopment in Downtown.</li> <li>Investment in civic amenities, including parks and a new library.</li> <li>Business attraction and redevelopment.</li> </ul>
Lakewood Station District Subarea and Lakewood Landing	A high quality, pedestrian-oriented urban environment with a dense mix of commercial and medical office, regional and local retail, services, and hospitality, as well as high-density residential uses.	<ul style="list-style-type: none"> <li>Infrastructure investment.</li> <li>Transit-oriented development.</li> </ul>
Lakeview/Kendrick	An affordable residential neighborhood enhanced by a mixed-use redevelopment and transportation corridor between Downtown and Sounder Station.	<ul style="list-style-type: none"> <li>Opportunity Zone designation.</li> <li>Land assembly.</li> </ul>
International District	A culturally diverse, destination-oriented commercial district with significant grocery, office, retail, and restaurants.	<ul style="list-style-type: none"> <li>Infrastructure investment and place making.</li> <li>Small business support.</li> </ul>

Focus Area	Vision	Central Strategies
North Clear Zone	Compatible land uses that support the ongoing mission of Joint Base Lewis McChord.	<ul style="list-style-type: none"> <li>Property acquisition and relocation assistance for companies that must relocate.</li> </ul>
Springbrook	Multifamily residential neighborhood with some commercial uses and industrial lands, an accessible park, and a gateway connection to JBLM.	<ul style="list-style-type: none"> <li>Investments in streets, utilities, and parks.</li> <li>Address environmental constraints.</li> </ul>
Tillicum	A thriving community well-supported by quality public infrastructure and services.	<ul style="list-style-type: none"> <li>Opportunity Zone designation.</li> <li>Investments in sewer, streets, public safety, and a new library.</li> </ul>
Woodbrook Business Park	A dynamic home to a variety of light industrial and manufacturing users attracted by Lakewood's location in the region and favorable business climate.	<ul style="list-style-type: none"> <li>Prioritization of light industrial and manufacturing uses through zoning and other means.</li> <li>Opportunity Zone designation.</li> <li>Infrastructure improvements.</li> </ul>
Lake City	A residential neighborhood with distinct historic character, supported by a variety of retail and services.	<ul style="list-style-type: none"> <li>Investment in sidewalks.</li> <li>Encourage retail, restaurants, and other amenities to enhance the neighborhood and American Lake Park.</li> </ul>

**Exhibit 11. Lakewood Focus Areas.**



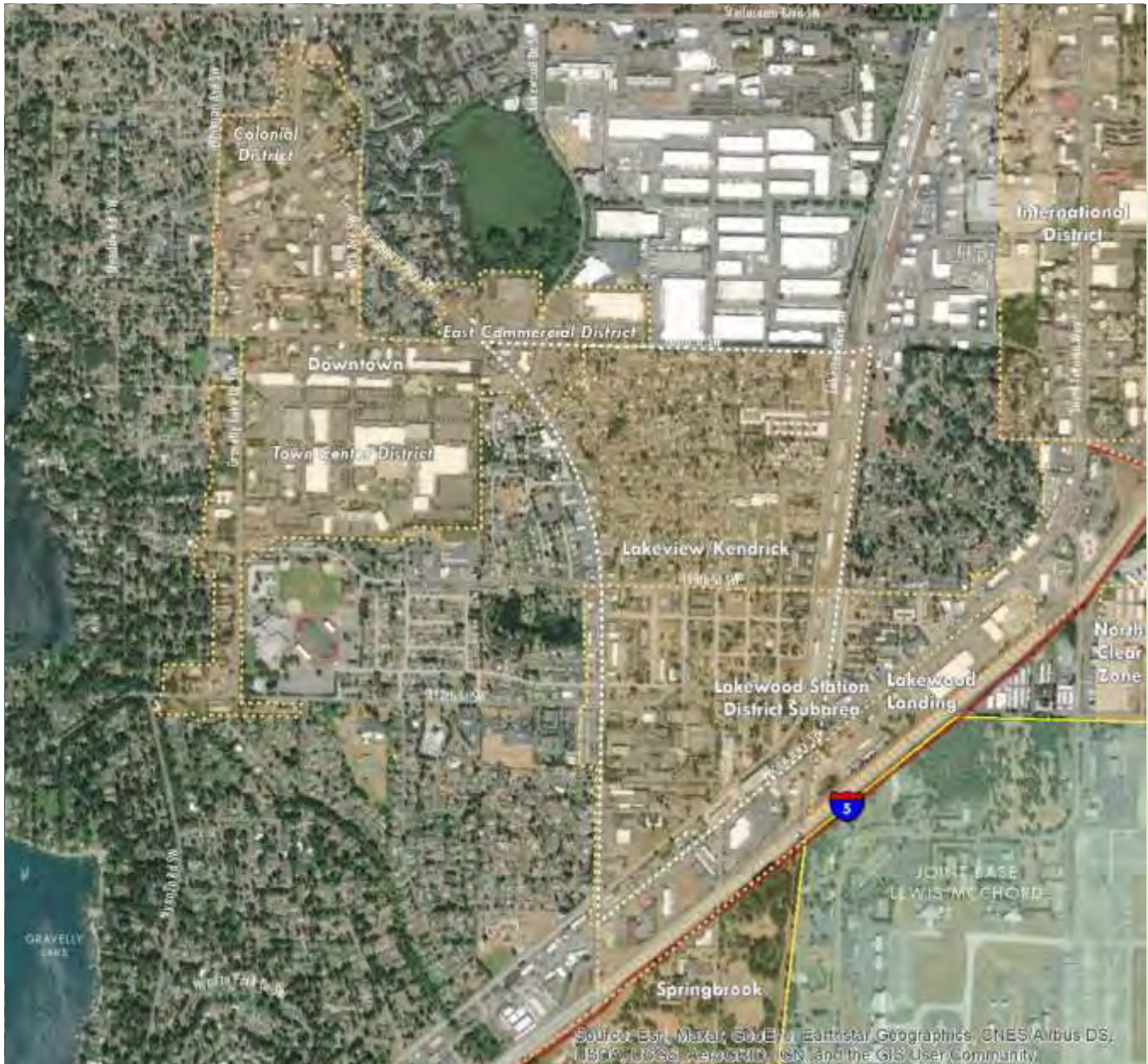
Source: City of Lakewood, BERK 2021.

Exhibit 12. Priority Sidewalk Projects.



Source: City of Lakewood.

## Downtown Lakewood



### VISION

A rich urban area with civic amenities including a downtown park and gathering place, walkable streets, and a mix of uses including housing, entertainment, restaurants, and retail.



Lakewood’s Downtown, formerly termed the Central Business District (CBD), is comprised of the Towne Center (including Lakewood City Hall), the Colonial Center, and the retail areas along Lakewood Drive, 100th Street, Bridgeport Way and along Gravelly Lake Drive and north to Fairlawn. The area of the CBD includes retail, restaurants, medical services, a variety of office and professional services such as banking and credit unions, and the Chamber of Commerce offices. Housing, schools, and other zone types surround much of the CBD zoning. Three of the roads from the CBD lead to I-5 and others connect to Tacoma and University Place.

City Council adopted the Lakewood Downtown Plan in October 2018 ([www.lakewooddowntownplan.org](http://www.lakewooddowntownplan.org)). The plan focuses on ambitious goals of redeveloping the CBD into a rich urban area with civic amenities, walkable streets, and a mix of uses including housing, entertainment, restaurants, and retail. The Downtown Plan encompasses 315 acres, with three districts: Colonial, Town Center, and East District. The Downtown Plan implements the Lakewood Community Vision that calls for a dynamic future and economic prosperity. Transportation improvements to complete the Plan were estimated at \$29 million in 2018.

Colonial Plaza, a festival street located on Motor Avenue between Gravelly Lake Drive and Whitworth in the Colonial District, is a \$2.3 million improvement and the first major downtown development to be completed.. This road improvement project consists of public space elements as well as curb and gutter, sidewalk, on-street parking, street lighting, landscaping, public art, and bench seating.

***The City is committed to the long-term vision for the area. Regional growth, along with investment in other Lakewood Focus Areas will continue to contribute to the market pressures needed for more rapid investment and redevelopment in Downtown.***

***Implementation Strategies***

<i>Ongoing</i>			
<b>Action</b>		<b>Responsibility</b>	<b>Schedule</b>
DL.1.	Facilitate redevelopment efforts	CED	Ongoing
DL.2.	Work with current property owners and brokers to fill spaces and activate underutilized parking	CED	Ongoing
DL.3.	Annual pavement patching	PWE	Annual
<i>Near-Term (2022-2023)</i>			
<b>Action</b>		<b>Responsibility</b>	<b>Schedule</b>
DL.4.	Review economic development policies to support small local businesses; review possible incentives for small business to attract them to locate in the Downtown (coincide with Downtown Plan review)	EcDev/LRP	Q1 2022
DL.5.	Review Downtown Plan for adjustments	EcDev/LRP	Q1 2022

DL.6.	Review housing strategies	CED/LRP	Q1 2022
DL.7.	Work with Pierce County Library System to identify a location for a new library	EcDev	Q1 2022 (begin)
DL.8.	Work with KITE Realty on cleanup of contamination and to build a Downtown park	EcDev/CED	Q1 2022 (begin)
DL.9.	Work with KITE Realty to open Catapult Adventure Park	CED	Q1 2022 (until open)
DL.10.	Continued outreach and relationship building with mixed use developers, restaurants, and retailers	EcDev	Q1 2022 – Q4 2023
DL.11.	Update retail watch program within the Downtown, post and outreach to businesses	EcDev/Police	Q2 2022
DL.12.	Secure property for Downtown park (may be public/private partnership-TBD)	CED	Q3 2022 (target)
DL.13.	Establish plan and design for Downtown park	CED/Parks	Q4 2022 – Q2 2023
<i>Mid-Term (2024-2025)</i>			
<b>Action</b>		<b>Responsibility</b>	<b>Schedule</b>
DL.14.	Review Downtown Plan for adjustments	EcDev/LRP	Q1 2024
DL.15.	New Downtown Library	EcDev/CED	TBD
DL.16.	Signalization at Avondale (traffic mitigation fees collected)	PWE	TBD
DL.17.	Convert Lakewood Towne Center Blvd to a public street (TIP, unfunded)	PWE	TBD
DL.18.	Complete Green Street Loop (TIP, unfunded)	PWE	TBD
DL.19.	Gravelly Lake Dr./Avondale Traffic Signal (TIP, unfunded)	PWE	TBD

## Lakewood Station District Subarea and Lakewood Landing



### VISION

A high quality, pedestrian-oriented urban environment with a dense mix of commercial and medical office, regional and local retail, services, and hospitality, as well as medium-density affordable and market rate residential units.

Pacific Highway and I-5 are Lakewood’s front door and a highly visible focus area for redevelopment. The City has provided \$10 million in infrastructure improvements from SR 512 to Gravelly Lake Drive on Pacific Highway. Upgrades included curbs, gutters, sidewalks, street trees, storm water, and new pavement to this corridor.

In 2008-2009, the City completed a market study to assess the opportunities on Pacific Highway. The report identified a potential for new hotels. A hotel study was then completed to support the findings. This has been instrumental in securing new businesses, including the Candlewood Suites, Comfort Inn, Marriott TownePlace Suites, and Woodspring Suites. A second Marriott was planned and placed on hold due to the pandemic. These developments, along with consistent growth helped to bring other new businesses such as AutoZone and Harbor Freight. Kenworth Northwest, now known as Kenworth Papé, built a new truck and repair facility south of Bridgeport in the Ponders area.



### **Lakewood Station District Subarea**

The Lakewood Station District Subarea Plan (2021) envisions a multi-modal commuter hub at the southern terminus of Sound

Transit’s commuter rail service, providing an amenity-rich, transit-oriented development node surrounding the Lakewood Station with access to regional rail and freeway transportation. Development standards and incentives will foster a high quality, pedestrian-oriented urban environment with a dense mix of commercial and medical office, regional and local retail, services and hospitality, and high-density residential uses offering ownership and rental housing opportunities.

### **Lakewood Landing**

In 2014 the City completed a fiscal benefits analysis, followed by a market analysis of 30 acres between 108<sup>th</sup> and the railroad crossing over Pacific Highway. The project has become known as Lakewood Landing. Originally considered as an attractive location for an outlet mall, due to market forces and demand, this redevelopment project will likely include housing, office, restaurants, retail, and entertainment.

***The City is prioritizing its focus on this Focus Area given its short-term opportunities for substantial private sector investment and for increasing market pressure on redevelopment in Downtown Lakewood and other Focus Areas.***

## Implementation Strategies

<i>Ongoing</i>			
<b>Action</b>		<b>Responsibility</b>	<b>Schedule</b>
LL.1.	Facilitate redevelopment efforts	CED	Ongoing
LL.2.	Work with WSDOT and partners to ensure progress and success for Lakewood Landing (LL)	EcDev	Ongoing
LL.3.	Explore and secure funding for LL	EcDev	Ongoing
<i>Near-Term (2022-2023)</i>			
<b>Action</b>		<b>Responsibility</b>	<b>Schedule</b>
LL.4.	Consider actions to incentivize development	EcDev/LRP	Q1 2022 – Q1 2023
LL.5.	Work with LL broker on property sale, Phase I	EcDev	Q1 2022 – Q2 2022
LL.6.	Work with new owners of Lakewood Station TOD to develop property Northwest of Lakewood Station*	CED	Q1 '22 – Q4 '23 (through completion)
LL.7.	Meet with WSDOT and OFM regarding MOU and next steps toward building a new facility	EcDev	Q2 – Q4 2022
LL.8.	Review Lakewood Station District Plan for adjustments	CED/LRP	Q2 2023
LL.9.	Lakewood Landing, Phase I redevelopment		Q4 2023 (begin)
LL.10.	Secure new WSDOT property <sup>^</sup>	EcDev	Q4 2023
<i>Mid-Term (2024-2025)</i>			
<b>Action</b>		<b>Responsibility</b>	<b>Schedule</b>
LL.11.	Lakewood Station Non-Motorized Access Improvements	PWE	Q4 2024
LL.12.	Lakewood Station Non-Motorized Access Improvements	PWE	Q4 2024
LL.13.	WSDOT new facility complete <sup>^</sup>	EcDev/CED	TBD
LL.14.	WSDOT relocation, and sale of property for LL next phases and redevelopment <sup>^</sup>	EcDev/CED	TBD

\* Also noted as implementation strategy LK.3. for Lakeview/Kendrick due to overlapping areas.

<sup>^</sup> Subject to funding



The Lakeview/Kendrick Street neighborhood is in an Opportunity Zone. This area is northeast of Pacific Highway and connected to Lakewood Station, a major hub for transportation and the southern-most stop for Sound Transit, by a pedestrian bridge over the railroad tracks. This area is primarily single family and multifamily with some neighborhood commercial and transit oriented commercial areas.

Considerable land assembly has been completed in the Kendrick Street area for a 12-acre redevelopment. Additional residential and commercial opportunity exists for investment and new projects given the proximity to I-5, Bridgeport Way, medical facilities, and transportation options. A small portion of the tract extends into the Eastern portion of Downtown. This area overlaps with the Lakewood Station District, and a small corner of the geography addressed by the Downtown Plan.



Kendrick Street Neighborhood



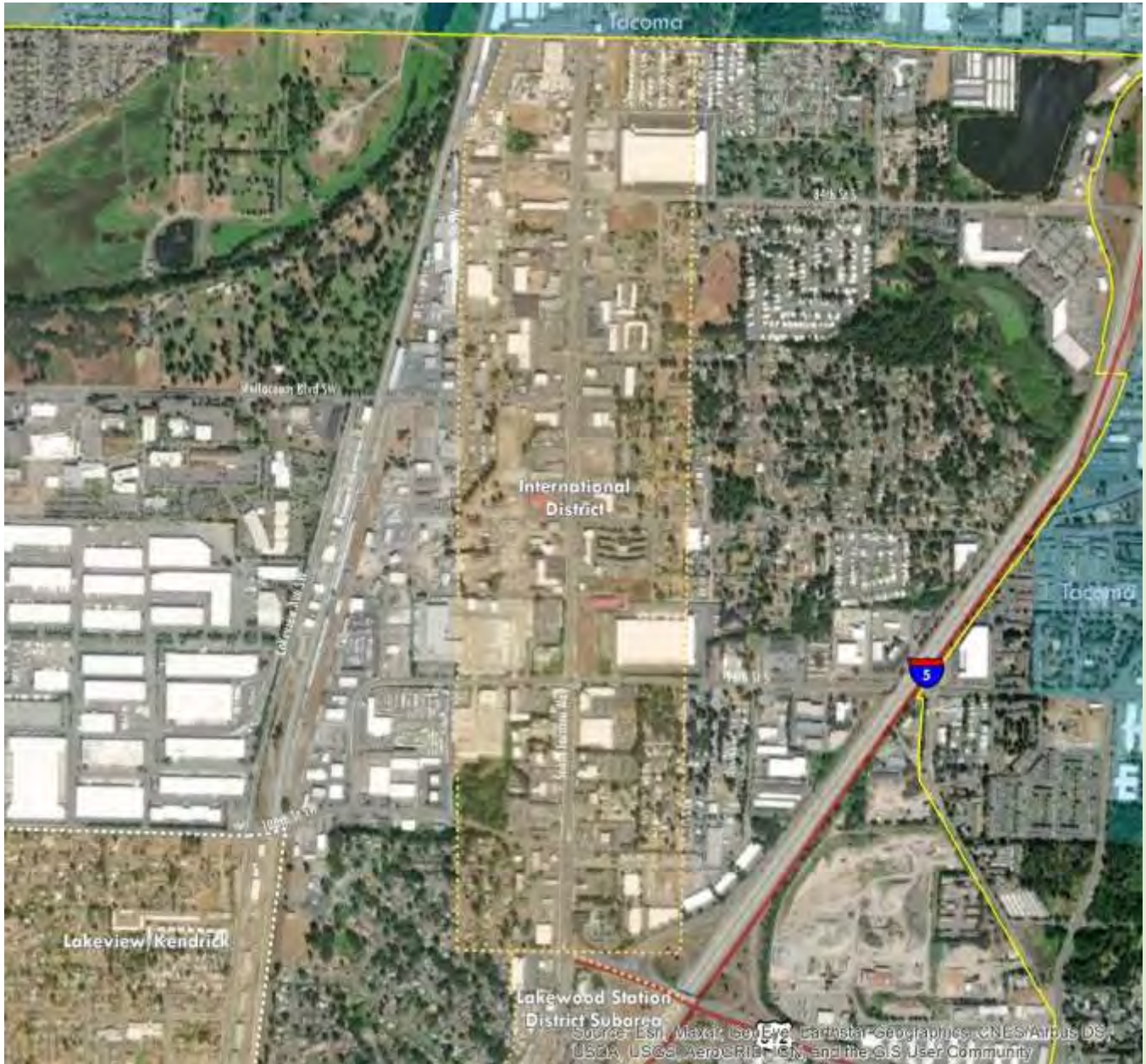
Concept

### Implementation Strategies

<i>Ongoing</i>			
Action		Responsibility	Schedule
LK.1.	Facilitate redevelopment efforts	CED	Ongoing
LK.2.	Market Opportunity Zone; Opportunity Zone investor and fund manager outreach	EcDev	Ongoing
<i>Near-Term</i>			
Action		Responsibility	Schedule
LK.3.	Work with new owners of Lakewood Station TOD to develop property Northwest of Lakewood Station*	CED	Q1 2022 – Q4 2023 (through completion)
LK.4.	Identify underutilized properties, both residential and commercial, and provide options for re-use and redevelopment	EcDev	Q4 2022

\*Also noted as implementation strategy LL.6. for Lakewood Station District due to overlapping areas.

# International District



## VISION

A culturally diverse, destination-oriented commercial district with significant grocery, office, retail, and restaurants.



The International District runs from Lakewood’s northern boundary on South Tacoma Way to 100th Street, just north of the SR-512 interchange. The district has a robust commercial presence with significant grocery, office, retail, and restaurants. Many ethnic restaurants — predominantly Korean, as well as others — provide for a richly diverse cultural experience.



The district’s three Korean markets include Boo Han Market, HMart, and Paldo World. Businesses along South Tacoma Way attract customers regionally, from out of state and internationally.

Lee Medical Center opened in 2018 to provide primary care, pharmacy, lab, and specialty medical services.

A 2016 survey of business and property owners found a need for signage, lighting, street cleaning, street repair, and a street crossing. Respondents were also in favor of public art, decorative baskets, and community flags to define the area. The City has completed road work, upgraded lighting, and installed a gateway sign at the corner of South Tacoma Way and 100th Street to designate the district as a special place.

**Implementation Strategies**

<i>Ongoing</i>			
<b>Action</b>		<b>Responsibility</b>	<b>Schedule</b>
ID.1.	Facilitate redevelopment efforts	CED	Ongoing
<i>Near-Term (2022-2023)</i>			
<b>Action</b>		<b>Responsibility</b>	<b>Schedule</b>
ID.2.	Review options for additional signage, crossing, art, and baskets with Parks and Public Works	EcDev/Parks/PWE	Q3 2022
ID.3.	Update business survey	EcDev	Q2 2023
<i>Mid-Term (2024-2025)</i>			
<b>Action</b>		<b>Responsibility</b>	<b>Schedule</b>
ID.4.	Subarea Plan for corridor	CED/LRP	Q2 2024 (begin)
ID.5.	Consider re-zone to accommodate residential	CED/LRP	Q2 2024 (begin)
ID.6.	Road Construction South Tacoma Way, 88th to 80th (TIP, design complete, construction unfunded)	PWE	TBD
ID.7.	Durango/Steilacoom Signalization (TIP, design complete, construction unfunded)	PWE	TBD

## North Clear Zone



### VISION

Compatible land uses that support the ongoing mission of Joint Base Lewis-McChord.

The North Clear Zone (NCZ) is a federally designated 3,000 x 3,000 foot safety area adjacent to the end of the McChord runway. A strategy was adopted in 2017 to address non-conforming uses in this area. This City has been working with companies willing to relocate out of the NCZ by purchasing those properties, as funds become available through state and federal sources, and to relocate them.

South Sound Military and Community Partnership (SSMCP) was the lead on this project.

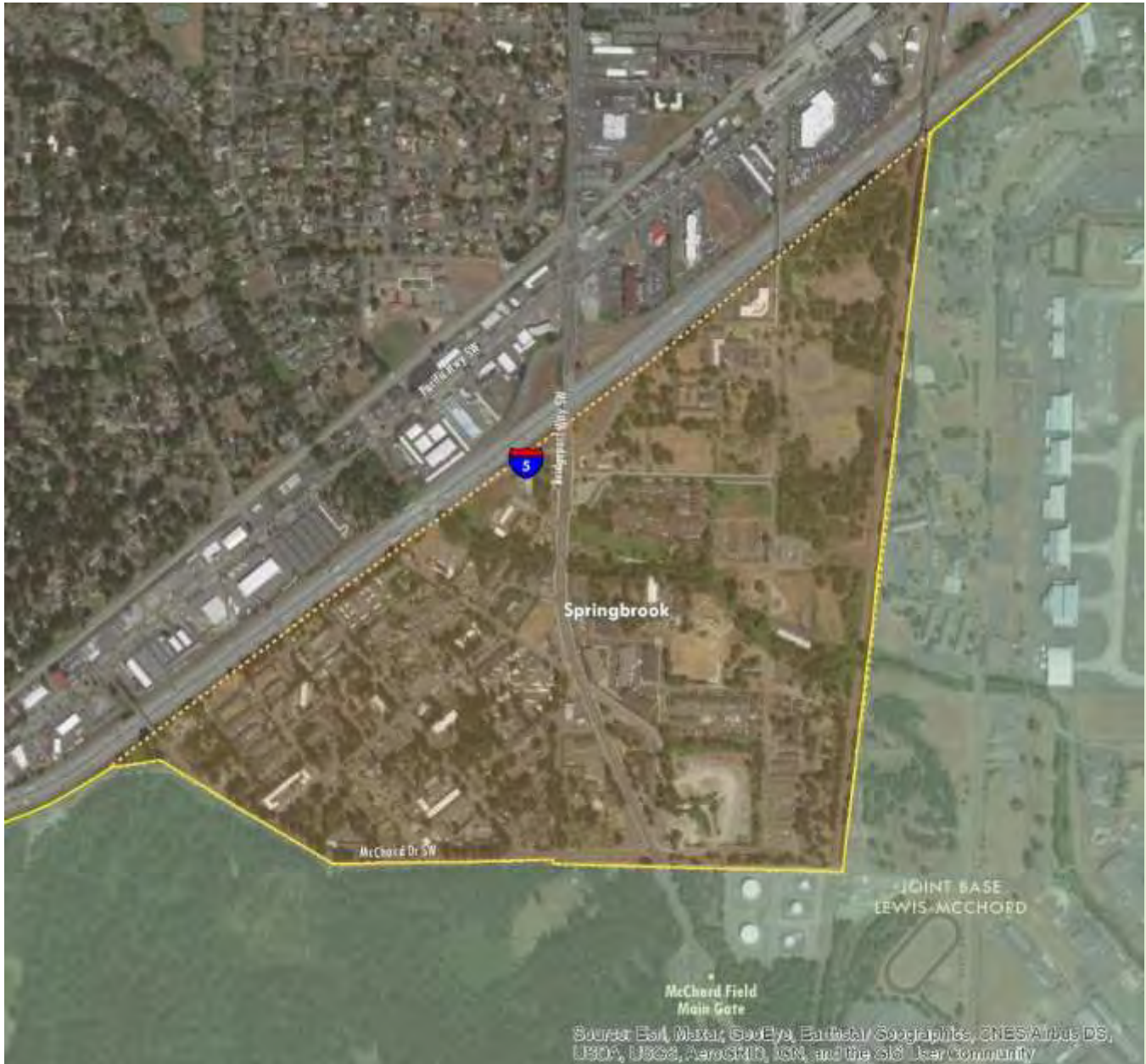
We continue to work in partnership with SSMCP and JBLM to support military services members, their families, and veterans. With a \$9.2 billion economic impact, JBLM is one of the most critical economic engines in our region.



### Implementation Strategies

<i>Ongoing</i>			
Action	Responsibility	Schedule	
NCZ.1. Secure matching funds for additional purchases and relocation	SSMCP	Ongoing	
<i>Near-Term (2022-2023)</i>			
Action	Responsibility	Schedule	
NCZ.2. Purchase Tactical Tailor building	EcDev/SSMCP	Q1 2022	
NCZ.3. Work with Tactical Tailor to secure property for relocation	EcDev	Q1 2022 – Q3 2022	
NCZ.4. Provide status update to NCZ owners and begin work on next purchase	EcDev/SSMCP	Q2 2022	
NCZ.5. Finalize Industrial Development Revenue Bond for Tactical Tailor	EcDev	Q4 2022	
NCZ.6. Work with Tactical Tailor on new facility development and relocation	EcDev	Q1 2023 (through completion)	
<i>Mid-Term (2024-2025)</i>			
Action	Responsibility	Schedule	
NCZ.7. Continue property acquisitions as money becomes available	EcDev/SSMCP	TBD	
NCZ.8. Outreach to NCZ property owners and businesses	EcDev/SSMCP	TBD	

# Springbrook



## VISION

Multifamily residential neighborhood with some commercial uses and industrial lands, an accessible park, and a gateway connection to JBLM.

The Springbrook neighborhood is located on the East side of I-5 on Bridgeport Way at exit 125 and is an access point to Joint Base Lewis McChord North and the McChord gate. The area primarily consists of multifamily residents. It is also home to MacNak, a large defense contractor, a smattering of offices, convenience commercial, Springbrook Park, and the Holroyd Company.

Lakewood has completely rebuilt Bridgeport Way from I-5 to the McChord gate in 2015 and a gateway sign was installed in 2016. The Lakewood Water District completed a major water line upgrade connecting Seattle Avenue, west of I-5 to Bridgeport Way. Springbrook Park recently doubled in size making way for more room for walking trails, picnic tables, a second picnic shelter, new playground equipment and community garden expansion. A bridge over Clover Creek has allowed for better access to the park.

123rd street has been rebuilt, connecting Bridgeport to 47th Street in support of development on the former Pierce County Gravel Pit and other projects, and to provide for easier movement in and out of the area. This has brought the total Springbrook Neighborhood investment to more than \$8 million.

A 208-unit new multifamily complex, Wellstone at Bridgeport, was completed in 2019.



**Implementation Strategies**

<i>Ongoing</i>			
<b>Action</b>		<b>Responsibility</b>	<b>Schedule</b>
SB.1.	Facilitate redevelopment efforts	CED	Ongoing
<i>Near-Term (2022-2023)</i>			
<b>Action</b>		<b>Responsibility</b>	<b>Schedule</b>
SB.2.	Promote Opportunity Zone	EcDev	Q1 2022 – Q4 2023
SB.3.	Springbrook park further expansion and Clover Creek restoration	Parks	Q3 2023 (begin)
SB.4.	Work to establish Pierce County Food Truck and Mobile Cuisine Association	EcDev	Q4 2022 (begin)
<i>Mid-Term (2024-2025)</i>			
<b>Action</b>		<b>Responsibility</b>	<b>Schedule</b>
SB.5.	Bike/Ped Path 47th street, 121st to Pacific Hwy (TIP, unfunded)	PWE	TBD
SB.6.	Address flood plain regarding Clover Creek	PWE	TBD

Long term, Sound Transit has identified \$44 million to possibly fund upwards of 9 projects to be completed between 2024 and 2030.

# Tillicum



## VISION

A thriving community well-supported by quality public infrastructure and services.

Tillicum is the southern-most area in the City, west of the I-5 freeway, accessed by the Thorne Lane and Berkley Street interchanges, with access to Harry Todd Park and American Lake.

The City of Lakewood has invested more than \$25 million in the Tillicum neighborhood to build a new sewer system and upgrade roads with new curb, gutter, and sidewalks. The Police Department and Community and Economic Development Departments have focused an enormous amount of time in cleaning up derelict properties, extinguishing crime, and removing transgressors to ensure a safe and healthy community, and to eliminate blight.



A comprehensive report titled the Tillicum Neighborhood Plan was adopted by City Council in June, 2011 and contains a detailed history and timeline of the changes and events.

The Tillicum Plan has clear implementation guidelines for the redevelopment of the area, which has a low income population, a high income population, and few middle income citizens. There is a business district along Union Avenue and a block or two on Berkley. The southern border is along Camp Murray.

Habitat for Humanity has purchased numerous parcels in Tillicum and has completed nearly 40 homes. This has grown the level of home ownership and investment in this neighborhood.



In 2011, when the City of Lakewood brought new sewer lines to Tillicum, redevelopment became possible. McDonalds Corporation was the first project to redevelop. The company purchased an adjacent lot for a full-service McDonalds to allow for a larger footprint on Union Avenue.

Jack in the Box and Popeye's have both opened new stores. The Berkley and Thorne Lane interchanges have been completely rebuilt as a part of the I-5 JBLM Vicinity Congestion Relief Project to enhance movement of traffic in and out of the area. The City purchased property on Union Avenue in 2019 for civic services, potentially a new library.

## Implementation Strategies

<i>Ongoing</i>			
<b>Action</b>		<b>Responsibility</b>	<b>Schedule</b>
TC.1.	Facilitate redevelopment efforts	CED	Ongoing
TC.2.	Work with Habitat for Humanity and others on property acquisition and development	CED	Ongoing
<i>Near-Term (2022-2023)</i>			
<b>Action</b>		<b>Responsibility</b>	<b>Schedule</b>
TC.3.	Tillicum Neighborhood Plan and Tillicum Center of Local Importance updates as part of the 2022 Comprehensive Plan update.	CED/LRP	Q2 2022 – Q3 2023
<i>Mid-Term (2024-2025)</i>			
<b>Action</b>		<b>Responsibility</b>	<b>Schedule</b>
TC.4.	New branch library	CED/PCLS	TBD
TC.5.	Complete Union Ave road construction (TIP, unfunded)	PWE	TBD



# Woodbrook Business Park



## VISION

A dynamic home to a variety of light industrial and manufacturing users attracted by Lakewood's location in the region and favorable business climate.

Major industrial development has been built in the Woodbrook Business Park due to the high demand for industrial space in the Puget Sound Region and proximity to the Port of Tacoma. ***The City will prioritize industrial and manufacturing uses for this area through zoning and other means.***

The area is surrounded by Joint Base Lewis McChord (JBLM) and some residential areas, and is adjacent to I-5. The zoning is Industrial Business Park (IBP). Designated an Opportunity Zone, Woodbrook Business Park lies east of I-5 and is accessed by the Thorne Lane interchange.

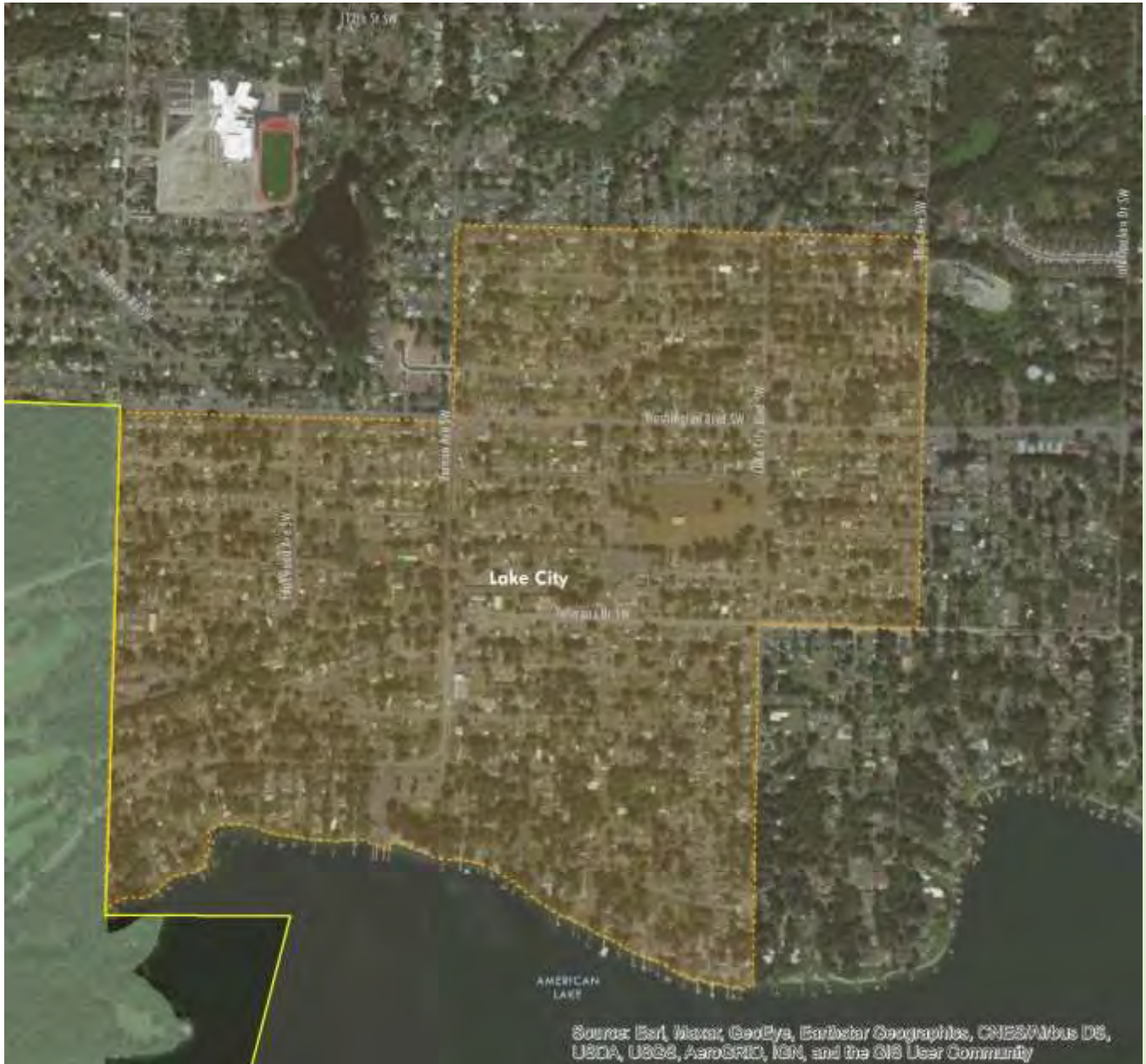


The Woodbrook Business Park Development Report was adopted in 2009 and provided recommendations, and examples to guide the transition of this focus area to IBP. The City invested \$12 million bringing sewer service to Woodbrook. Roads were upgraded and sewer constructed to accommodate trucking and freight movement. This coupled with the Thorne Lane interchange upgrade provided certainty for developers. In 2012, the City approved a zone change for the Woodbrook Middle School site from Public Institution to IBP, adding 39 acres in IBP zoning. Olympic Moving and Storage opened in 2013, and a 467,000 sq ft warehouse was built in 2016. Recent construction has totaled more than one million square feet, including a 470,000 sq ft Amazon Distribution Center which opened in 2021. The Park has expanded to 188 acres.

### ***Implementation Strategies***

<i>Ongoing</i>			
<b>Action</b>		<b>Responsibility</b>	<b>Schedule</b>
WB.1.	Facilitate redevelopment efforts	CED	Ongoing
WB.2.	Work with brokers and property owners to attract tenants	EcDev	Ongoing
WB.3.	Market Opportunity Zone; Opportunity Zone investor and fund manager outreach	EcDev	Ongoing
<i>Near-Term (2022-2023)</i>			
<b>Action</b>		<b>Responsibility</b>	<b>Schedule</b>
WB.4.	Promote Opportunity Zone	EcDev	Q1 2022 – Q4 2023
WB.5.	Evaluate and zoning to maximize light industrial and manufacturing uses for this area	CED	Q4 2022
WB.6.	Reconstruct 146th Street from Woodbrook Drive to Murray Road when funding allows	PWE	TBD
WB.7.	Review 150 <sup>th</sup> corridor capacity when funding allows	PWE	TBD

# Lake City



## VISION

A residential neighborhood with distinct historic character, supported by a variety of retail and services.

Lake City is an area on with West side of the city close to American Lake Park. The opportunity is for additional retail and services to support the neighborhood and the park. The area is just north of American Lake Park and neighboring lakeside residences with the boundaries of Holden Rd- Washington Blvd-Vernon Ave-116th-83rd-Lake City Blvd. Zoning is mixed residential, single family, and neighborhood commercial. Public Works has a funded project to build sidewalks along Veterans Drive, cutting through the Lake City area, from Gravelly Lake Drive to American Lake Park.

**Implementation Strategies**

*Ongoing*

<b>Action</b>	<b>Responsibility</b>	<b>Schedule</b>
LC.1. Facilitate redevelopment and provide assistance to current businesses in the area	EcDev	Ongoing

*Near-Term (2022-2023)*

<b>Action</b>	<b>Responsibility</b>	<b>Schedule</b>
LC.2. JBLM North Access Project: Washington Blvd/North Gate Rd/Edgewood Ave	PWE	Q2 2022 (begin)
LC.3. Park expansion (additional land purchased), including restroom replacement, retaining wall reconstruction, new picnic shelter, and amenities	Parks	Q3 2022 (begin)
LC.4. Evaluate highest and best uses to complement the commercial area and to support American Lake Park	EcDev/CED	Q4 2022 – Q3 2023

*Mid-Term (2024-2025)*

<b>Action</b>	<b>Responsibility</b>	<b>Schedule</b>
LC.5. Interlaaken Dr. SW: 112 <sup>th</sup> ST. SW to Washington Blvd. SW	PWE	Q2 2024 (begin)

# Implementation Plan

The table below summarizes Implementation Strategies from each of the preceding sections, including Citywide Efforts and Focus Areas.

Action	Responsibility	Schedule
<i>Ongoing</i>		
BRE.1. Meet with a minimum of 90 businesses	EcDev	Annually
BRE.2. BRE Report	EcDev	Annually
BRE.3. BRE Follow Up and expansion assistance	EcDev	Ongoing
BRE.4. Update underutilized properties map	EcDev	Annually
BRE.5. Partner with Pierce County, EDB, and Lakewood Chamber on business resource events	EcDev/Chamber	Ongoing
BRE.6. Acknowledge “First Impressions” businesses	EcDev/Parks	Ongoing
MP.1. Produce Lakewood Economic Development Newsletter every other month	EcDev/Comm	Bi-monthly
MP.2. Produce Economic Development Brochure and Economic Indicators Report	EcDev	Bi-annually
MP.3. Social media posts (LinkedIn, Facebook, and Instagram) with a focus on LinkedIn for recruitment	EcDev/Comm	Ongoing
MP.4. Authored articles and op-ed pieces	EcDev/Comm	Ongoing
MP.5. Direct outreach to property owners, developers, and potential tenants	EcDev	Ongoing
DL.1. Facilitate redevelopment efforts	CED	Ongoing
DL.2. Work with current property owners and brokers to fill spaces and activate underutilized parking	CED	Ongoing
DL.3. Annual pavement patching	PWE	Annual
LL.1. Facilitate redevelopment efforts	CED	Ongoing
LL.2. Work with WSDOT and partners to ensure progress and success for Lakewood Landing (LL)	EcDev	Ongoing
LL.3. Explore and secure funding for LL	EcDev	Ongoing
LK.1. Facilitate redevelopment efforts	CED	Ongoing

Action	Responsibility	Schedule
<b>Ongoing</b>		
LK.2. Market Opportunity Zone; Opportunity Zone investor and fund manager outreach	EcDev	Ongoing
ID.1. Facilitate redevelopment efforts	CED	Ongoing
NCZ.1. Secure matching funds for additional purchases and relocation	SSMCP	Ongoing
SB.1. Facilitate redevelopment efforts	CED	Ongoing
TC.1. Facilitate redevelopment efforts	CED	Ongoing
TC.2. Work with Habitat for Humanity and others on property acquisition and development	CED	Ongoing
WB.1. Facilitate redevelopment efforts	CED	Ongoing
WB.2. Work with brokers and property owners to attract tenants	EcDev	Ongoing
WB.3. Market Opportunity Zone; Opportunity Zone investor and fund manager outreach	EcDev	Ongoing
LC.1. Facilitate redevelopment and provide assistance to current businesses in the area	EcDev	Ongoing

Action	Responsibility	Schedule
<b>Near-Term (2022-2023)</b>		
BRE.7. Survey business community on pandemic recovery	EcDev	Q1 2022
BRE.8. Update contaminated sites report; develop action plan to address contaminated properties; identify other properties posing barriers to development.	EcDev	Q2 2022
BRE.9. Develop business database by industry	EcDev	Q3 2022
BRE.10. Develop, implement, and promote Opportunity Fund Program	EcDev/Finance	Q3 – Q4 2022
BRE.11. Identify high-impact growth-oriented firms	EcDev	Q4 2022
BRE.12. Identify gaps in resources and publish business resource manual	EcDev	Q1 2023
BRE.13. Evaluate feasibility for maker space and/or business incubator; create report on findings	EcDev	Q2 2023

Action	Responsibility	Schedule
<b>Near-Term (2022-2023)</b>		
BRE.14. Research Main Street program to support local business; create report on findings	EcDev	Q3 2023
BRE.15. Research Business Improvement Area program; create report on findings	EcDev	Q4 2023
MP.6. Review Build Your Better Here campaign	EcDev/Comm	Q2 2022
MP.7. Review media options for next biennial budget including Build Your Better Here campaign	EcDev/Comm	Q2 2022
MP.8. Nearcation.com Tourism website and campaign continued promotion and updating (pending lodging tax allocation into 2023)	EcDev/Comm	Q1 2022 – Q4 2023
DL.4. Review economic development policies to support small local businesses; review possible incentives for small business to attract them to locate in the Downtown (coincide with Downtown Plan review)	EcDev/LRP	Q1 2022
DL.5. Review Downtown Plan for adjustments	EcDev/LRP	Q1 2022
DL.6. Review housing strategies	CED/LRP	Q1 2022
DL.7. Work with Pierce County Library System to identify a location for new library	EcDev	Q1 2022 (begin)
DL.8. Work with KITE Realty on cleanup of contamination and to build a Downtown park	EcDev/CED	Q1 2022 (begin)
DL.9. Work with KITE Realty to open Catapult Adventure Park	CED	Q1 2022 (until open)
DL.10. Continued outreach and relationship building with mixed use developers, restaurants, and retailers	EcDev	Q1 2022 – Q4 2023
DL.11. Update retail watch program within the Downtown, post and outreach to businesses	EcDev/Police	Q2 2022
DL.12. Secure property for Downtown park (may be public/private partnership-TBD)	CED	Q3 2022 (target)
DL.13. Establish plan and design for Downtown park	CED/Parks	Q4 2022 – Q2 2023
LL.4. Consider actions to incentivize development	EcDev/LRP	Q1 2022 – Q1 2023
LL.5. Work with LL broker on property sale, Phase I	EcDev	Q1 2022 – Q2 2022

Action	Responsibility	Schedule
<b>Near-Term (2022-2023)</b>		
LL.6. Work with new owners of Lakewood Station TOD to develop property Northwest of Lakewood Station (Also noted as implementation strategy LK.3. for Lakeview/Kendrick due to overlapping areas.)	CED	Q1 2022 – Q4 2023 (through completion)
LL.7. Meet with WSDOT and OFM regarding MOU and next steps toward building a new facility	EcDev	Q2 – Q4 2022
LL.8. Review Lakewood Station District Plan for adjustments	CED/LRP	Q2 2023
LL.9. Lakewood Landing, Phase I redevelopment		Q3 2023 (begin)
LL.10. Secure new WSDOT property (subject to funding)	EcDev	Q4 2023
LK.3. Work with new owners of Lakewood Station TOD to develop property Northwest of Lakewood Station (Also noted as implementation strategy LL.6. for Lakewood Station District due to overlapping areas)	CED	Q1 2022 – Q4 2023 (through completion)
LK.4. Identify underutilized properties, both residential and commercial, and provide options for re-use and redevelopment	EcDev	Q4 2022
ID.2. Review options for additional signage, crossing, art, and baskets with Parks and Public Works	EcDev/Parks/PWE	Q3 2022
ID.3. Update business survey	EcDev	Q2 2023
NCZ.2. Purchase Tactical Tailor building	EcDev/SSMCP	Q1 2022
NCZ.3. Work with Tactical Tailor to secure property for relocation	EcDev	Q1 2022 – Q3 2022
NCZ.4. Provide status update to NCZ owners and begin work on next purchase	EcDev/SSMCP	Q2 2022
NCZ.5. Finalize Industrial Development Revenue Bond for Tactical Tailor	EcDev	Q4 2022
NCZ.6. Work with Tactical Tailor on new facility development and relocation	EcDev	Q1 2023 (through completion)
SB.2. Promote Opportunity Zone	EcDev	Q1 2022 – Q4 2023
SB.3. Springbrook park further expansion and Clover Creek restoration	Parks	Q3 2023 (begin)
SB.4. Work to establish Pierce County Food Truck and Mobile Cuisine Association	EcDev	Q4 2022 (begin)



Action	Responsibility	Schedule
<b>Near-Term (2022-2023)</b>		
TC.3. Tillicum Neighborhood Plan and Tillicum Center of Local Importance updates as part of the 2022 Comprehensive Plan update.	CED/LRP	Q2 2022 – Q3 2023
WB.4. Promote Opportunity Zone	EcDev	Q1 2022 – Q4 2023
WB.5. Evaluate and revise zoning to maximize light industrial and manufacturing uses for this area	CED	Q4 2022
WB.6. Reconstruct 146th Street from Woodbrook Drive to Murray Road when funding allows	PWE	TBD
WB.7. Review 150th corridor capacity when funding allows	PWE	TBD
LC.2. JBLM North Access Project: Washington Blvd/North Gate Rd/Edgewood Ave	PWE	Q2 2022 (begin)
LC.3. Park expansion (additional land purchased), including restroom replacement, retaining wall reconstruction, new picnic shelter, and amenities	Parks	Q3 2022 (begin)
LC.4. Evaluate highest and best uses to complement the commercial area and to support American Lake Park	EcDev/CED	Q4 2022 – Q1 2023

Action	Responsibility	Schedule
<b>Mid-Term (2024-2025)</b>		
BRE.16. Update Economic Development Strategy	EcDev	Q3 2024
DL.14. Review Downtown Plan for adjustments	EcDev/LRP	Q1 2024
DL.15. Signalization at Avondale (traffic mitigation fees collected)	PWE	TBD
DL.16. New Downtown Library opens	EcDev/CED	TBD
DL.17. Convert Lakewood Towne Center Blvd to a public street (TIP, unfunded)	PWE	TBD
DL.18. Complete Green Street Loop (TIP, unfunded)	PWE	TBD
DL.19. Gravelly Lake Dr./Avondale Traffic Signal (TIP, unfunded)	PWE	TBD

Action	Responsibility	Schedule
<b>Mid-Term (2024-2025)</b>		
LL.11. Lakewood Station Non-Motorized Access Improvements	PWE	Q4 2024
LL.12. WSDOT new facility complete (subject to funding)	EcDev/CED	TBD
LL.13. WSDOT relocation, and sale of property for LL next phases and redevelopment (subject to funding)	EcDev/CED	TBD
ID.4. Subarea Plan for corridor	CED/LRP	Q2 2024 (begin)
ID.5. Consider re-zone to accommodate residential	CED/LRP	Q2 2024 (begin)
ID.6. Road Construction South Tacoma Way, 88th to 80th (TIP, design complete, construction unfunded)	PWE	TBD
ID.7. Durango/Steilacoom Signalization (TIP, design complete, construction unfunded)	PWE	TBD
NCZ.7. Continue property acquisitions as money becomes available	EcDev/SSMCP	TBD
NCZ.8. Outreach to NCZ property owners and businesses	EcDev/SSMCP	TBD
SB.5. Bike/Ped Path 47th street, 121st to Pacific Hwy (TIP, unfunded)	PWE	TBD
SB.6. Address flood plain regarding Clover Creek	PWE	TBD
TC.4. New branch library (subject to funding)	CED	TBD
TC.5. Complete Union Ave road construction (TIP, unfunded)	PWE	TBD
LC.5. Interlaaken Dr. SW: 112 <sup>th</sup> ST. SW to Washington Blvd. SW	PWE	Q2 2024 (begin)

## Budget Considerations and Measuring Success

The Implementation Strategies listed above will require both operating and capital investment, and coordination across departments. Infrastructure upgrades and improvements, as well as addressing environmental concerns that present barriers to development are a top priority in supporting future growth, re-use and redevelopment, and the health and safety of the community.

In order to be successful in realizing the Implementation Strategies citywide and by focus area, and to maintain momentum, additional ongoing support is needed. Maintaining one staff member dedicated to economic development, along with one half-time staff member will enable Lakewood to support our local business retention and expansion efforts, as well as recruitment and facilitation of redevelopment. What is also critical is the ability to access high level consulting support on major projects such as Lakewood Landing, and Lakewood Station TOD, with potential for Tax Increment Financing and other incentives requiring complex coordination and data analysis. Additional subarea planning will require an outside consultant. We also have the opportunity to utilize interns that may assist with outreach, marketing materials, program development, and document management. Depending upon the scope of the Opportunity Fund program, a staff member, contractor/finance partner may be needed to manage this business loan program. Implementation of the North Clear Zone purchases and relocation assistance for businesses may also require additional time and resources dependent upon number of owners, businesses served, and timing.

The return on these investments will be evaluated and reported upon in an annual report that will summarize implementation progress in terms of whether key milestones from the above Implementation Strategies have been met, and report upon the measures listed in the table on the next page. This review will also serve as an opportunity to review and revise the City's strategies, making course corrections designed to achieve desired outcomes.

## Milestones and Performance Measures

Measure	Citywide	Focus Area-Specific	Notes/Examples
<b>Milestones</b>			
Summary of Implementation Strategies that have been advanced	✓	✓	
<b>Quantifiable Measures*</b>			
Average yearly employment growth	✓		See Exhibit 3
Total employment and employment change	✓		See Exhibit 2.
Taxable retail sales	✓		See Exhibit 8
New business starts and total business licenses	✓	✓	The number of business licenses is an indicator of business success and retention
Value of building permits	✓	✓	
Total assessed value of commercial real estate	✓	✓	
Number of public-private partnership agreements created	✓	✓	
<b>Qualitative Measures</b>			
Survey feedback from merchants	✓	✓	
Public survey feedback	✓	✓	
Success of community events	✓	✓	
Investment inquiries received by City	✓	✓	

\* Wherever possible, quantitative measures should be compared to regional trends to capture Lakewood's performance relative to macro-economic forces.

# Appendix: Planning Context

Lakewood’s Economic Development Strategy is informed by the following planning frameworks, policies, and regulations, with each presented on the following pages.



## A) State of Washington Growth Management Act

### **RCW 36.70A.210 (3)(g)**

(3) A countywide planning policy shall at a minimum, address the following:

- (g) Policies for countywide economic development and employment, which must include consideration of the future development of commercial and industrial facilities

## B) Puget Sound Regional Council VISION 2050: Multicounty Planning Policies

### ***Economy Policies***

*Goal: The region has a prospering and sustainable regional economy by supporting businesses and job creation, investing in all people and their health, sustaining environmental quality, and creating great central places, diverse communities, and high quality of life*

- MPP-EC-1 Support economic development activities that help to recruit, retain, expand, or diversify the region's businesses, targeted towards businesses that provide living-wage jobs.
- MPP-EC-2 Foster a positive business climate by encouraging regionwide and statewide collaboration among business, government, utilities, education, labor, military, workforce development, and other nonprofit organizations.
- MPP-EC-3 Support efforts to retain and expand industry clusters that manufacture goods and provide services for export, increasing capital in the region.
- MPP-EC-4 Leverage the region's position as an international gateway by supporting businesses, airports, seaports, and agencies involved in trade-related activities.
- MPP-EC-5 Recognize the region's airports as critical economic assets that support the region's businesses, commercial aviation activities, aerospace manufacturing, general aviation, and military missions.
- MPP-EC-6 Ensure the efficient flow of people, goods, services, and information in and through the region with infrastructure investments, particularly in and connecting designated centers, to meet the needs of the regional economy.
- MPP-EC-7 Foster a supportive environment for business startups, small businesses, locally owned and women- and minority-owned businesses to help them continue to prosper.
- MPP-EC-8 Encourage the private, public, and nonprofit sectors to incorporate environmental and social responsibility into their practices.
- MPP-EC-9 Promote economic activity and employment growth that creates widely shared prosperity and sustains a diversity of living-wage jobs for the region's residents.
- MPP-EC-10 Ensure that the region has a high-quality education system that is accessible to all of the region's residents.

- MPP-EC-11 Ensure that the region has high-quality and accessible training programs that give people opportunities to learn, maintain, and upgrade skills necessary to meet the current and forecast needs of the regional and global economy.
- MPP-EC-12 Identify potential physical, economic, and cultural displacement of existing businesses that may result from redevelopment and market pressure. Use a range of strategies to mitigate displacement impacts to the extent feasible.
- MPP-EC-13 Promote equity and access to opportunity in economic development policies and programs. Expand employment opportunity to improve the region’s shared economic future.
- MPP-EC-14 Foster appropriate and targeted economic growth in areas with low and very low access to opportunity to improve access to opportunity for current and future residents of these areas.
- MPP-EC-15 Support and recognize the contributions of the region's culturally and ethnically diverse communities and Native Tribes, including helping the region continue to expand its international economy.
- MPP-EC-16 Ensure that economic development sustains and respects the region's environment and encourages development of established and emerging industries, technologies, and services that promote environmental sustainability, especially those addressing climate change and resilience.
- MPP-EC-17 Preserve and enhance the region's unique attributes and each community's distinctive identity and design as economic assets as the region grows.
- MPP-EC-18 Develop and provide a range of job opportunities throughout the region to create a much closer balance and match between jobs and housing.
- MPP-EC-19 Support economic activity and job creation in cities in the rural areas at a size, scale, and type compatible with these communities.
- MPP-EC-20 Sustain and enhance arts and cultural institutions to foster an active and vibrant community life in every part of the region.
- MPP-EC-21 Concentrate a significant amount of economic growth in designated centers and connect them to each other in order to strengthen the region's economy and communities and to promote economic opportunity.
- MPP-EC-22 Maximize the use of existing designated manufacturing/industrial centers by focusing appropriate types and amounts of employment growth in these areas and by protecting them from incompatible adjacent uses.
- MPP-EC-23 Support economic activity in rural and natural resource areas at a size and scale that is compatible with the long-term integrity and productivity of these lands.

## ***Regional Growth Strategy Policies***

MPP-RGS-2 Use consistent countywide targeting processes for allocating population and employment growth consistent with the regional vision, including establishing: (a) local employment targets, (b) local housing targets based on population projections, and (c) local growth targets for each designated regional growth center and manufacturing/industrial center.

## ***Development Patterns Policies***

### **Building Urban Communities**

- MPP-DP-1 Develop high-quality, compact urban communities throughout the region's urban growth area that impart a sense of place, preserve local character, provide for mixed uses and choices in housing types, and encourage walking, bicycling, and transit use.
- MPP-DP-2 Reduce disparities in access to opportunity for the region's residents through inclusive community planning and targeted public and private investments that meet the needs of current and future residents and businesses.
- MPP-DP-3 Enhance existing neighborhoods to provide a high degree of connectivity in the street network to accommodate walking, bicycling, and transit use, and sufficient public spaces.
- MPP-DP-4 Support the transformation of key underutilized lands, such as surplus public lands or environmentally contaminated lands, to higher-density, mixed-use areas to complement the development of centers and the enhancement of existing neighborhoods.
- MPP-DP-5 Identify, protect and enhance those elements and characteristics that give the central Puget Sound region its identity, especially the natural visual resources and positive urban form elements.
- MPP-DP-9 Support urban design, historic preservation, and arts to enhance quality of life, support local culture, improve the natural and human-made environments, promote health and well-being, contribute to a prosperous economy, and increase the region's resiliency in adapting to changes or adverse events.
- MPP-DP-10 Design public buildings and spaces that contribute to a sense of community and a sense of place.
- MPP-DP-11 Identify and create opportunities to develop parks, civic places (including schools) and public spaces, especially in or adjacent to centers.
- MPP-DP-14 Recognize and work with linear systems that cross jurisdictional boundaries — including natural systems, continuous land use patterns, and transportation and infrastructure systems — in community planning, development, and design.

### **Promoting Healthy Communities**

- MPP-DP-15 Design communities to provide safe and welcoming environments for walking and bicycling.
- MPP-DP-17 Promote cooperation and coordination among transportation providers, local government, and developers to ensure that joint- and mixed-use developments are designed to promote and improve physical, mental, and social health and reduce the impacts of climate change on the natural and built environments.



## Centers: Supporting Connections to Opportunity

- MPP-DP-22 Plan for densities that maximize benefits of transit investments in high-capacity transit station areas that are expected to attract significant new population or employment growth.
- MPP-DP-23 Evaluate planning in regional growth centers and high-capacity transit station areas for their potential physical, economic, and cultural displacement of marginalized residents and businesses. Use a range of strategies to mitigate displacement impacts.
- MPP-DP-25 Support the development of centers within all jurisdictions, including high-capacity transit station areas and countywide and local centers.

## Transportation Policies

### The Regional Transportation Plan

- MPP-T-19 Design transportation programs and projects to support local and regional growth centers and high-capacity transit station areas.
- MPP-T-23 Make transportation investments that improve economic and living conditions so that industries and skilled workers continue to be retained and attracted to the region.

## C) Central Puget Sound Economic Development District Regional Economic Strategy (2017)

### Goal: Open Economic Opportunities to Everyone

- Provide adequate support for basic education for all
- Coordinate programs in education and training to address workforce gaps and advance economic opportunity
- Encourage economic growth across all parts of the region
- Advance economic development within rural communities
- Support women and minority-owned, disadvantaged businesses

#### Summary of Strategies:

- Provide adequate support for basic education for all — Regional youth are preparing for the jobs of the future, supported by a strong foundation in basic education.
- Coordinate programs in education and training to address workforce gaps and advance economic opportunity — Industry aligned education and training pipelines are drawing residents with diverse backgrounds and skill levels into the 21st century workforce to meet the needs of regional employers.
- Encourage economic growth across all parts of the region — Sub-regional areas contribute unique strengths and characteristics to the region's collective economy, supported by efforts to grow jobs throughout all areas.
- Advance economic development within small cities and rural communities — Small cities and rural communities are hubs for small business growth and emerging industry development and are scenic gateways to the region's abundant recreational activities.
- Support women and minority-owned, disadvantaged businesses — Women and minority entrepreneurs are supported by business practices that seek out and invest in their diverse perspectives, creating new businesses and strengthening the economy.

## **Goal: Compete Globally**

- Increase higher education capacity to expand high demand programs and foster world class research
- Sustain and grow commercial air travel connections domestically and globally
- Preserve, protect, and support industrial centers, military facilities, and maritime sites
- Build up and sustain ports and other infrastructure to support trade and logistics
- Support and promote international trade
- Strengthen, coordinate, and grow retention, expansion, and recruitment efforts
- Continuously improve the business climate
- Maintain and grow incentives for industry competitiveness
- Sustain and evolve the conditions necessary for innovation

### *Summary of Strategies:*

- Increase higher education capacity to expand high demand programs and foster world class research — Local institutions of higher education produce world renowned research and well trained, high quality talent for employers across the region’s industries.
- Sustain and grow commercial air travel connections domestically and globally — Aviation powerhouse Seattle-Tacoma International Airport and emerging airfields around the region bring global destinations closer to home.
- Build up and sustain ports and other infrastructure to support trade, logistics, and freight mobility — Internationally significant port facilities, robust distribution infrastructure, and proximity to Pacific Rim countries makes the region one of the world’s great transshipment and export locations.
- Support and promote international trade — Strong trade relationships put local products in global markets and make the region a top choice for international collaboration and investment.
- Preserve, protect, and support industrial lands, military installations, and maritime sites — Industrial lands and maritime sites are diverse, specialized, and closely aligned with the needs of regional industry employers, with room to grow. Military installations are at the forefront of national defense, with missions and expertise leveraged by private sector partners.
- Strengthen, coordinate, and grow retention, expansion, and recruitment efforts — New residents, workers, and businesses seek out the types of amenities and attributes so abundant throughout the region when making location decisions.
- Continuously improve the business climate — Successful businesses and world-leading companies benefit from public investments and streamlined regulation, fueling the region’s strong, growing economy.
- Maintain and grow incentives for industry competitiveness — Robust, export based industry clusters are supported by favorable business and income tax policies, yielding a diversified and resilient regional economy.
- Sustain and evolve the conditions necessary for innovation — Public and private sector partners are revolutionizing industries and disrupting markets through technological advancements, contributing to a thriving innovation economy.

## **Goal: Sustain a High Quality of Life**

- Improve the region’s transportation system
- Ensure a diversity of housing stock that is affordable and connected to jobs
- Focus new growth in urban areas, regional centers, and cities
- Invest in pre-K through 12 education systems that produce, attract, and inspire world class talent
- Embrace, celebrate, and promote the diversity of the region’s people
- Ensure an outstanding and healthy natural environment
- Preserve, enhance, and improve access to open space
- Grow access to arts, culture, entertainment, and sports

### Summary of Strategies:

- Improve the region's transportation system — Residents and freight move freely through the region on a network of roads, rail, air, and marine highways, supported by investments to improve efficiency and reliability of all modes.
- Ensure a diversity of housing stock that is affordable and connected to jobs — A diverse choice of housing in proximity to the region's job opportunities, community assets, and natural landscapes is drawing new residents from comparatively less affordable areas.
- Focus new growth in urban areas, regional centers, and cities — Designated growth centers, industrial lands, and sub-regional centers provide concentrated housing and amenities in proximity to job opportunities, supported by infrastructure and investment.
- Invest in pre-K through 12 education systems that produce, attract, and inspire world class talent — Regional schools are nationally ranked and high performing, supported by public investment to prepare all students for graduation and economic success.
- Embrace, celebrate, and promote the diversity of the region's people — Individuals of all backgrounds are welcomed and respected in the region and are supported by political and business leadership that value diversity.
- Ensure an outstanding and healthy natural environment — The region's natural environment – its forests, mountains, clean air, and clean water – is prioritized in economic policy decisions, sustaining a healthy populace.
- Preserve, enhance, and improve access to open space — The region's natural beauty, clean air, and access to nature make it a desirable place to live, work, and visit.
- Grow access to arts, culture, entertainment, and sports — Arts, culture, entertainment, and sports assets are prevalent in each community in the region and support educational opportunities and a creative economy.

## D) Countywide Planning Policies (Amended May 2020)

- Ec-1.** The County, and each municipality in the County, will work to achieve a prospering and sustainable regional economy by supporting business and job creation, investing in all people, sustaining environmental quality, and creating great central places, diverse communities, and high quality of life. This will involve assuring consistency between economic development policies and adopted comprehensive plans by:
- 1.1 Considering the future development of commercial and industrial facilities [RCW 36.70A.210(3)(g)] and creating in the land use element of each comprehensive plan a designation of areas for "commerce" and "industry" [RCW 36.70A.070(1)];
  - 1.2 Providing within the areas designated for urban development, sufficient land to accommodate projected development;
  - 1.3 Designating and zoning large tracts of developable land equitably distributed throughout the various jurisdictions based on the related population, employment base and land areas of the jurisdiction for planned commercial and industrial centers, and local housing and employment targets;
    - 1.3.1 "Equitably" means with consideration for the population and its characteristics, including the skills of the current population; the current employment base and its characteristics (i.e., type of businesses and industries, permanency of the existing employment base, past trends and current projections); the amount of land in the jurisdiction; the amount of vacant land in the jurisdiction appropriately zoned for economic development; the current unemployment rate; current commuting patterns; and other factors as appropriate.
  - 1.4 Providing adequate public facilities and services to employment centers and an adequate supply of housing with good access to employment centers;

- 1.5 Separating, buffering, or leaving natural buffers between residential development and areas of economic development where necessary due to the type, characteristics and impacts of the economic development activity;
- 1.6 Developing and adopting standards at the municipal level to guide commercial and industrial development in a setting that is appropriately landscaped;
- 1.7 Evaluating federal, state, and local regulatory, taxing, facility financing and expenditure practices and then making changes to assure that these practices favor economic development at appropriate locations.
- 1.8 Leveraging the region's and county's position as an international gateway by supporting businesses, ports, and agencies involved in trade-related activities.
- 1.9 Encouraging the private, public, and nonprofit sectors to incorporate environmental and social responsibility into their practices.
- 1.10 Maximizing the use of existing designated manufacturing and industrial centers by focusing appropriate types and amounts of employment growth in these areas and by protecting them from incompatible adjacent uses.

**Ec-2.** The County, and each municipality in the County, shall promote diverse economic opportunities for all citizens of the County, especially the unemployed, disadvantaged persons, minorities and small businesses. The following measures may be used in accomplishing this policy, where appropriate:

- 2.1 Determining a reasonable "jobs/housing" balance and then coordinating land use and development policies to help achieve the designated balance of adequate affordable housing accessible to employment centers;
- 2.2 Identifying urban land suitable for the accommodation of a wide range of non-residential development activities;
- 2.3 Utilizing state and/or federal programs and financial assistance to the maximum extent appropriate;
- 2.4 Encouraging redevelopment of underutilized commercial areas;
- 2.5 Encouraging flexibility in local zoning and land use controls in order to permit a variety of economic uses, but doing so without sacrificing sound design and development standards;
- 2.6 Encouraging programs, in conjunction with other public, quasi-public and private entities, in order to attract appropriate businesses and industries, particularly those that diversify the economic base and/or provide family-wage jobs;
- 2.7 Encouraging the location of economic development activities in areas served by public transit and adequate transportation facilities;
- 2.8 Maintaining and enhancing natural resource-based industries, including productive timber, agriculture, fishing and mining;
- 2.9 Targeting the appropriate creation and retention of specific firms and industries within established and emerging industry clusters that export goods and services, import capital, and have growth potential;
- 2.10 Promoting educational, job training, and cultural opportunities, particularly for those facing unique obstacles and/or those with special needs;
- 2.11 Providing opportunities and locations for incubator industries;
- 2.12 Fostering a supportive environment for business startups, small businesses, and locally owned businesses to help them continue to prosper.

- Ec-3.** The County, and each municipality in the County, shall encourage economic development in areas in which there are insufficient employment opportunities for the local population base by:
- 3.1 Considering development incentives;
  - 3.2 Marketing development opportunities.
- Ec-4.** The County, and each municipality in the County, shall take the following steps to ensure that economic growth remains within the capacities of the state's natural resources, public services and public facilities:
- 4.1 Identifying existing and future demand for services;
  - 4.2 Encouraging the location of economic development within Urban Growth Areas;
  - 4.3 Limiting incompatible economic development activities in or adjacent to designated natural resource lands and critical areas and/or requiring adequate buffers between economic development projects and designated natural resource lands and critical areas, and ensuring that economic development activities occur in areas with adequate public facilities.
- Ec-5.** The County, and each municipality in the County, shall plan for sufficient economic growth and development to ensure an appropriate balance of land uses which will produce sound financial position given the fiscal/economic costs and benefits derived from different land uses by:
- 5.1 Ensuring that the land use element of each Comprehensive Plan allows for an appropriate mix and balance of uses;
  - 5.2 Reducing inefficient, sprawling development patterns;
  - 5.3 Reducing transportation demand;
  - 5.4 Coordinating the provision of public facilities and services and/or insuring that new development supports the cost of public facility and service expansions made necessary by such development;
  - 5.5 Promoting development in areas with existing available public facility capacity;
  - 5.6 Encouraging joint public/private development as appropriate;
  - 5.7 Concentrating a significant amount of economic growth in designated centers;
  - 5.8 Ensuring the efficient flow of people, goods, services, and information in and through the region with infrastructure investments, particularly in and connecting designated centers.
- Ec-6.** The County, and each municipality in the County, shall work to strengthen existing businesses and industries and to add to the diversity of economic opportunity and employment by:
- 6.1 Promoting infill development to assist in maintaining a viable market for existing businesses;
  - 6.2 Utilizing redevelopment or other public financing mechanisms, where appropriate, to maintain existing businesses;
  - 6.3 Making available information, technical assistance and loans for business expansion and job creation;
  - 6.4 Protecting existing viable businesses from incompatible neighbors;
  - 6.5 Streamlining permit processing;
  - 6.6 Striving to maintain adequate public facilities and service levels;
  - 6.7 Evaluating regulatory and other constraints to business operations and devising an appropriate plan to minimize the effect of such constraints;

- 6.8 Supporting the contributions of the region’s and county’s culturally and ethnically diverse communities in helping the region and the county continue to expand its international economy;
- 6.9 In rural areas promoting compatible occupations (such as, but not limited to, tourism, cottage and home-based businesses, and local services) that do not conflict with rural character and resource-based land uses, but provides needed employment in cities in the rural areas; and
- 6.10 In rural and natural resource areas supporting economic activity at a size and scale that is compatible with the long-term integrity and productivity of these lands.

**Ec-7.** The County, and each municipality in the County, shall provide both the private sector and the public sector with information necessary to support and promote economic development by:

- 7.1 Coordinating the collection and dissemination of information with various local governments
- 7.2 Cooperating with private and quasi-private entities and sharing information to attract new industries.

**UGA-50.** Regional and countywide transportation and economic development funds should be prioritized for centers and transportation and infrastructure servicing centers in Pierce County that have been designated regionally; it is also appropriate for countywide and local funding to be directed to centers and transportation and infrastructure servicing centers designated exclusively at the countywide level or identified locally by a jurisdiction.

## E) 30th Anniversary Vision

The City Council adopted 30-year Anniversary Vision Statement in 2015:

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

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

## F) Lakewood Comprehensive Plan (November 2018)

### ***City's Overall Role in Economic Development***

**GOAL ED-1:** Maintain a strong, proactive position toward economic development that promotes a positive civic image.

*Policies:*

- ED-1.1: Increase the retail sales tax base of the City.
- ED-1.2: Encourage public-private partnerships which further public goals while advancing economic development opportunities.
- ED-1.3: Promote partnerships with the State, Pierce County, Joint Base Lewis McChord, other cities and organizations to advance regional competitiveness and mutual economic development goals.
- ED-1.4: Review and respond to emerging issues, pending legislation, and provide guidance with regards to special projects and economic development initiatives.
- ED-1.5: Encourage development or maintenance of business recruitment programs.
- ED-1.6: Encourage development or maintenance of business expansion and retention programs.
- ED-1.7: Where feasible and appropriate, assist the business community in the collection of data relative to economic development.
- ED-1.8: Increase Lakewood's leadership, role and influence in local and regional forums in order to advance the City's economic development goals.
- ED-1.9: Continue to pursue aggressive public safety programs designed to protect residents, businesses, and their investments.
- ED-1.10: Maintain working partnerships with Pierce College and Clover Park technical College in order to encourage and support their expansion and further integration within the Lakewood economy, as well as to identify and exploit increasing opportunities for economic development.
- ED-1.11: Consider opportunities to partner with local human service organizations to assist in providing human services resource development programs for the unemployed or under-employed.

### ***Permitting***

**GOAL ED-2:** Ensure a responsive and efficient business licensing and building permitting process.

*Policies:*

- ED-2.1: Establish a permit process system that is fair and timely while promoting the public health, safety, and general welfare.
- ED-2.2: Work with adjacent cities and Pierce County on consistency among regulatory codes.
- ED-2.3: Encourage predictability and consistency in the City's land use regulations, while also allowing for flexibility and creativity in the site development process.

- ED-2.4: Promote a results-oriented permit process, which consolidates review timelines, eliminates unnecessary steps, and maintains a strong customer service approach.
- ED-2.5: Provide targeted assistance to businesses that may be unsophisticated in permitting and licensing requirements.
- ED-2.6: Allocate sufficient resources to process development projects quickly and efficiently.

## **Housing**

**GOAL ED-3:** Encourage increased ownership and quality housing throughout the City.

*Policies:*

- ED-3.1: Encourage home ownership to increase the number of invested stakeholders in the community.
- ED-3.2: Expand the homeownership opportunities for existing residents in neighborhoods with homeownership rates are lower than the regional average.
- ED-3.3: Expand quality of middle income housing products.
- ED-3.4: Develop new relationships and mechanisms that increase private investment in, and production of high-quality housing for all income groups.
- ED-3.5: Consider the cumulative impact of regulations on the ability of housing developers to meet current and future housing demand.
- ED-3.6: Require owners, investors, and occupants, to be responsible for maintenance of the housing stock.
- ED-3.7: Ensure that owners, managers, and residents of rental property improve the safety, durability, and livability of rental housing.
- ED-3.8: Support the public and private actions that improve the physical and social environment of areas that have experienced disinvestment in housing, that have a concentration of low-income households, or that lack infrastructure.
- ED-3.9: Attract a proportionate share of the region's families with children in order to encourage stabilized neighborhoods and a vital public school system.
- ED-3.10: Promote housing opportunities that build a sense of community, civic involvement, and neighborhood pride.

## **Infrastructure**

**GOAL ED-4:** Leverage public infrastructure for private investment.

*Policies:*

- ED-4.1: Where public costs will be recouped from increased revenue resulting from private investment, invest in infrastructure to stimulate and generate private investment for economic development and redevelopment projects.
- ED-4.2: Consider public financing techniques such as the use of local improvement districts, public-private partnerships, and grants in targeted areas to accomplish specific economic development needs.



ED-4.3: Work with community development on signage and frontage improvements and regulations that enhance the community and promote economic development.

ED-4.4: Use HUD programs (CDBG allocations and the Section 108 loan program) to help fund infrastructure improvements.

### ***Focused Redevelopment Emphasis***

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

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

#### *Policies:*

ED-5.1: Where appropriate, develop and maintain public-private partnerships for revitalization.

ED-5.2: Pursue regional capital improvement opportunities within these specific areas.

ED-5.3: Promote the concentration of commercial uses and cultural activities in the Central Business District with the intent of increasing and maintaining the vitality of the community.

ED-5.4: Promote industrial land development at the Woodbrook Business Park.

ED-5.5: Continue existing programs to expand sewers throughout Tillicum and Woodbrook.

ED-5.6: Expand commercial development along Pacific Highway SW by converting lands designated Public/Institutional into commercial uses.

ED-5.7: Expand housing ownership opportunities.

ED-5.8: Identify and implement strategies to foster small business development and expansion.

ED-5.9: Aggressively market the Central Business District as a place to live, shop, and do business.

ED-5.10: Encourage mixed use developments within the Central Business District and Lakeview.

ED-5.11: Remove blighted buildings from residential neighborhoods.

ED-5.12: Promote single family development in Lake City and Tillicum.

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

ED-5.14: Consider establishing a local development government corporation and an equity investment approach for land assembly within a designated target area. Under this model, landowners contribute their land (and improvements) as

“shares” to the corporation and receive a portion of the distribution from cash flow generated by redevelopment.

### ***Manufacturing/Industrial Areas***

**GOAL ED-6:** Ensure the logistical functions of Lakewood’s industrial districts are not impaired by conflicts with other transportation system users.

*Policies:*

- ED-6.1: Where feasible and appropriate, promote freight mobility through grade separation of rail traffic from street traffic and improvement of existing Lakewood road connections.
- ED-6.2: Pursue regional capital improvement opportunities that will benefit Lakewood’s industrial districts.
- ED-6.3: Coordinate with the Capital Improvement Program and Six-Year Transportation Improvement Plan to ensure the maintenance and expansion of infrastructure to support Lakewood’s industrial districts.

### ***Joint Base Lewis-McChord***

**GOAL ED-7:** Protect the mission of, and ensure the long-term viability of Joint Base Lewis-McChord.

*Policies:*

- ED-7.1: Maintain the South Sound Military Communities Partnership.
- ED-7.2: Conduct a Joint Land Use Study and implement the resulting recommendations into Lakewood’s Comprehensive Plan, development regulations, capital improvement programs, and other plans policies.
- ED-7.3: Work with federal, state, and local agencies to fund the acquisition of properties deemed unsafe in the Clear Zone.
- ED-7.4: Develop a JBLM Regional Policy Considerations Guide. The guide would include background text on JBLM operations and policies associated with economic development and housing.
- ED-7.5: Support workforce development programs for military personnel transitioning out of military service.
- ED-7.6: Continue to support the efforts of the South Sound Military Communities Partnership.
- ED-7.7: Conduct industry justification and economic diversification studies in response to drawdown and potential loss of Department of Defense contracts.

## G)Lakewood 2018–2020 Strategic Plan

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

*Objectives:*

### **1.6 Align economic goals and resources across departments.**

- D. Implement and continue to adjust the City’s comprehensive economic development strategy to **attract and preserve family and high wage jobs**.
- E. Review and develop prudent business incentives that enhance economic development.
- F. **Direct growth through sound planning**. Update land use codes as necessary and continue to improve internal processes, including the implementation of new technologies.

### **1.7 Pursue infrastructure improvements vital to economic development and to bolster the City’s competitiveness.**

- D. Implement **catalyst projects** that promote private investment, i.e., the Downtown Plan, Lakewood Station District Plan, and the development of the Woodbrook Business Park and Lakewood Landing.
- E. **Improve underutilized commercial and mixed-use areas**, e.g., the WSDOT facility, revise zoning regulations where appropriate and minimize nonconforming uses.
- F. **Expand and improve utilities and community assets**, such as sewers, libraries, parks, public spaces, etc.

### **1.8 Enhance and diversify housing stock and improve multi-generational community assets.**

- D. Improve and expand programs and policies to **increase homeownership, diversify housing stock, and preserve existing housing** to meet community needs.
- E. Continue to support youth and senior programming and expand community events.
- F. Support and preserve historical, cultural, and ecological places of significance.

### **1.9 Foster collaborative and advantageous partnerships with businesses, community members, and regional partners.**

- E. **Be a leader** in local economic development, regional transportation and planning policies.
- F. **Continue partnership** with JBLM and Camp Murray to improve communication and connectivity, land use development, and transportation.
- G. **Expand partnerships** with the Chamber of Commerce, neighborhood groups and associations, and other civic groups.
- H. Develop an **educated workforce** through collaboration with local educational institutions to leverage collective resources and to enhance K-12 and higher education opportunities.

### **1.10 Promote and facilitate sustainable economic development.**

- D. Focus resources on **business creation, attraction, retention, and expansion**.
- E. Promote an **entrepreneurial environment**, encourage a balance of manufacturing, commercial, professional, and retail and service businesses.
- F. Continue to **leverage and improve City assets**, e.g., location, access, lakes, parks, civic engagement opportunities, transit options, cultural amenities, activity hubs, and utilities.

## H) 2021–2022 Lakewood Biennial Budget

**PURPOSE & DESCRIPTION** The Economic Development Division improves the economic well-being of Lakewood through efforts that increase job creation, job retention, tax base enhancements and quality of life.

### **GOALS/OBJECTIVES**

- Identify underutilized & underdeveloped properties create specific, directed plans for targeted investment areas & corridors.
- Conduct business expansion/retention interviews, and perform follow-up assignments as necessary.
- Implement capital and transit improvements to support the local economy.
- Increase the number of jobs that go to Lakewood citizens by coordinating economic development efforts with employment placement.
- Increase the availability of middle-market housing stock; Seek investors & developers to build more market-rate housing.
- Promote policies, programs, and services that support a diverse local economy providing a range of goods and services, that support existing local businesses and that, encourage new, independent business ventures.
- Create marketing, promotion and image plans (primary lead: joint assignment between the City’s Communications Manager and Economic Development)
- Conduct developer forums and/or focus group discussions.
- Track developer leads and inquiries.
- Act as ombudsman/permit facilitator to new and relocating projects.
- Publish at least three economic newsletters and/or indicator reports per year.

## Sources

- Washington Growth Management Act RCW 36.70A.210 (3)(g)  
<https://app.leg.wa.gov/RCW/default.aspx?cite=36.70A.210>
- Puget Sound Regional Council (PSRC) VISION 2040/2050  
<https://www.psrc.org/sites/default/files/vision-2050-plan.pdf>
- PSRC 2017 Regional Economic Strategy
  - Amazing Place  
<https://www.psrc.org/sites/default/files/amazingplacestrategy.pdf>
  - Economic Analysis of the Central Puget Sound Region  
<https://www.psrc.org/sites/default/files/economicanalysiswithcover.pdf>
- Puget Sound Regional Council Multi County Planning Policies  
[https://www.psrc.org/sites/default/files/part\\_iii\\_multicounty\\_planning\\_policies.pdf](https://www.psrc.org/sites/default/files/part_iii_multicounty_planning_policies.pdf)
- Countywide Planning Policies for Pierce County, Washington  
<https://www.piercecountywa.gov/DocumentCenter/View/92170/Countywide-Planning-Policies-adopted-by-2019-70s>
- Lakewood City Council Goals, Strategic Plan & 30<sup>th</sup> Anniversary Vision Statement  
<https://cityoflakewood.us/city-council/city-council-goals/>
- City of Lakewood Comprehensive Plan  
<https://cityoflakewood.us/wp-content/uploads/2021/09/0821-LAKEWOOD-COMPREHENSIVE-PLAN.pdf>
- City of Lakewood 2018–2020 City Strategic Plan:  
[https://www.cityoflakewood.us/documents/communications/Strategic\\_Plan\\_2018/Strategic\\_Plan\\_2018\\_2020.pdf](https://www.cityoflakewood.us/documents/communications/Strategic_Plan_2018/Strategic_Plan_2018_2020.pdf)
- City of Lakewood 2021-2022 Budget  
<https://cityoflakewood.us/wp-content/uploads/2021/02/web-2021-2022-Adopted-Budget-FINAL-1.pdf>
- City of Lakewood Long-Range Planning & Special Projects division  
[https://cityoflakewood.us/community\\_economic\\_development/longrange\\_planning/](https://cityoflakewood.us/community_economic_development/longrange_planning/)



# City of Lakewood

## Transportation Improvement Program (TIP) 2023 - 2028

Charles “Ted” Hill, P.E.  
Public Works Engineering  
April 20th, 2022

# Completed or Under Construction

2021/22

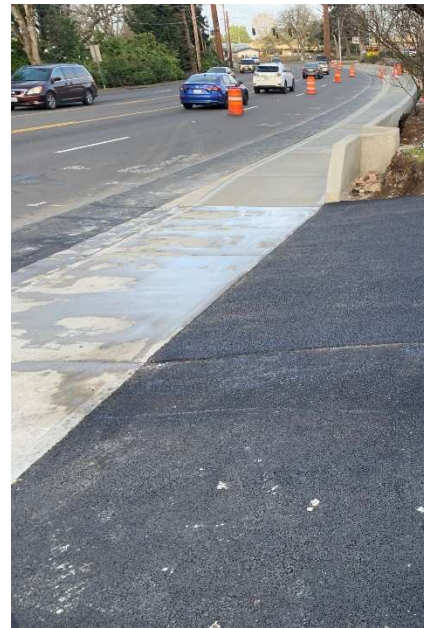
## To be removed from TIP

- Steilacoom Blvd Sidewalks (SRTS) (0137)
- Steilacoom Sidewalks (Non-SRTS) (0137)
- 59<sup>th</sup> Ave SW Sidewalks (0072)
- 2021 Street Lighting (0002)
- South Tacoma Way Overlay (0068)
- Phillips Road Sidewalk (CDBG) (0071)
- Gravelly Lake Drive (JBLM) Phase 1 (0135)

(Project CIP Number, 302.0###)

# Steilacoom Sidewalks

- Minor Road Widening
- Curb/Gutter
- Sidewalks
- Illumination
- ADA Compliance





# Projects Proposed to be Added to TIP

## Roadway Improvement Projects

- Boston Ave SW – XXX to XXX (#174)
- Chicago Ave SW – XXX to XXX (#175)
- John Dower Road – 78<sup>th</sup> Street SW to 75<sup>th</sup> Street (#176)
- 112<sup>th</sup> Street – South Tacoma Way to Steele Street (#177)

(Project CIP Number, 302.0###)



# Boston Ave SW – I-5 to McChord Dr.

- Minor Road Widening
- Curb/Gutter
- Associated Storm
- Sidewalk
- Illumination
- ADA Compliance
- Estimated Cost \$308,000 ('22)



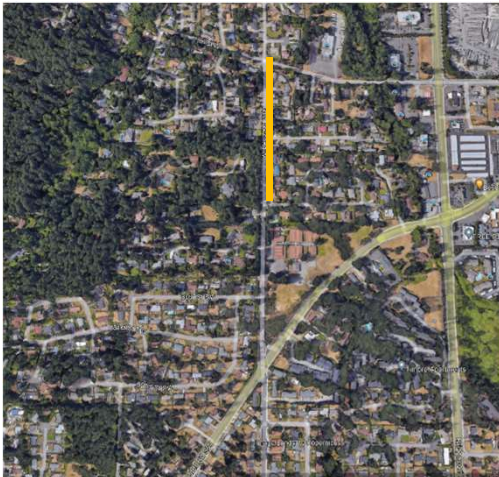
# Chicago Ave SW – I-5 to McChord Dr.

- Minor Road Widening
- Curb/Gutter
- Associated Storm
- Sidewalk
- Illumination
- ADA Compliance
- Estimated Cost \$407,000 ('22)



# John Dower Road – 78<sup>th</sup> St to 75<sup>th</sup> St

- Minor Road Widening
- Curb/Gutter
- Associated Storm
- Sidewalk (one side)
- Illumination
- ADA Compliance
- Estimated Cost \$240,000 ('22)



# 112<sup>th</sup> Street – South Tacoma Way to Steele Street

- Pavement Rebuild (grind and overlay)
- Estimated Cost **\$1,000,000 ('22)**



# Questions

## City of Lakewood

2023 - 2028 TIP Projects

