



A G E N D A

PLANNING COMMISSION

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

Wednesday, February 1, 2023 at 6:30 pm

Hybrid Meeting: In-Person & Virtual via ZOOM

City Council Chambers (6000 Main St. SW, Lakewood 1st floor)

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: 864 2883 6136

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 or 6000 Main Street SW Lakewood, WA 98499. Comments received by noon on the day of 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: 864 2883 6136 or by going online at <https://us06web.zoom.us/j/86428836136>. 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/86428836136> to testify, upon entering the meeting, please enter your name or other chosen identifier. Use the "Raise Hand" feature to be called upon by the Chair during the Public Comments and/or Public Hearings portions of the agenda. When you are unmuted, please provide your name and city of residence.

1.	Call to Order
2.	Roll Call
3.	Approval of Minutes from January 18, 2023
4.	Agenda Updates
5.	Public Comments
6.	Public Hearings <ul style="list-style-type: none">• None
7.	Unfinished Business <ul style="list-style-type: none">• None
8.	New Business <ul style="list-style-type: none">• 2024 Comprehensive Plan Periodic Review Process – Utilities and Public Services Pt. 2; Land Use Maps and Text• Guests from Lakewood Light & Power (LL&P), Puget Sound Energy (PSE), Clover Park School District (CPSD), Pierce College
9.	Reports from Council Liaison, City Staff & Commission Members <ul style="list-style-type: none">• City Council Updates/Actions• City Staff Updates<ul style="list-style-type: none">• Next meeting February 15, 2023• Joint City Council/Planning Commission Meeting March 27, 2023

Meeting materials will be distributed and published no later than 24 hours prior to the meeting

1. Draft Meeting Minutes from January 18, 2023
2. Staff Report: 2024 Comprehensive Plan Periodic Review Process – Utilities and Public Services; Land Use Maps and text

Members Only

Please email kdevereaux@cityoflakewood.us or call Karen Devereaux at 253.983.7767 no later than Tuesday, January 31, 2023 at noon if you are unable to attend. Thank you.



**PLANNING COMMISSION
MEETING MINUTES
January 18, 2023
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 6:35 p.m.

Roll Call

Planning Commission Members Present: Don Daniels, Chair; Ryan Pearson, Vice-Chair; Paul Wagemann, and Brian Parsons

Planning Commission Members Excused: Phillip Combs, Linn Larsen and Robert Estrada

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 December 7, 2022 were approved as written by voice vote M/S/C Wagemann/Parsons. The motion carried unanimously, 4-0.

The minutes of the meeting held on January 4, 2023 were approved as written by voice vote M/S/C Parsons/Pearson. The motion carried unanimously, 4-0.

Agenda Updates None

Public Comments No participants were online or in person wishing to comment.

Public Hearings None

Unfinished Business None

New Business

2024 Comprehensive Plan Periodic Review Process – Utilities and Public Services

Ms. Tiffany Speir introduced the next topic, utilities and public services, in the series of Planning Commission baseline discussions about the 2024 Comprehensive Plan Periodic Review (24CPPR) process.

Utilities include, but are not limited to sanitary sewer systems, water lines, fire suppression, electrical lines, telecommunication lines, and natural gas lines. The GMA requires that the utilities element is consistent with relevant Countywide Planning Policies and RCW 36.70A.070(4). Lakewood does not own the sewer, water, or power utilities that serve Lakewood; the 24CPPR will require engagement with the providers to ensure that goals and policies are up to date and accurate.

The Comprehensive Plan's Public Services element includes a wide range of topics from emergency services to education and community engagement.

Ms. Tiffany Speir introduced guest speakers Ms. Joyce Loveday, Clover Park Technical College; Mr. Randy Black, Lakewood Water District; and Ms. LaTasha Wortham, Tacoma Public Utilities, each of whom provided information regarding their respective organization's role in

partnership with the City. Commissioners were actively engaged in asking questions during each providers presentation.

Report from Council Liaison

Councilmember Paul Bocchi updated commissioners on the following topics:

- Councilmember Paul Bocchi was assigned as liaison to the Planning Commission for 2023.
- The Lakewood City Council has received 12 qualified candidate applications to fill its Position 6 after the seat was vacated by Councilmember Linda Farmer at the end of December 2022. At next Monday's study session City Council will discuss interview questions for the selection process.
- Councilmember Paul Bocchi was selected as Lakewood's 2023 representative and Councilmember Mike Brandstetter has been chosen as alternate representative to SHAAP.
- The City Council approved the work plan and public participation program for the 24CPPR process.

Reports from Commission Members and Staff

Ms. Speir queried if the commissioners would be available for a third meeting in May on Wednesday, May 31st.

February 1: Utilities & Public Services Part 2; Land Use & Maps
February 15: Community Character & Urban Design; Racially Disparate Impacts & Equality Analysis of all Elements
March 1: Updated Housing Needs Assessment; Racial Disparate Impacts & Equality Analysis of all Elements

The Next Regular Meeting would be held as a hybrid in-person/ZOOM meeting on Wednesday, February 1, 2023.

Meeting Adjourned at 8:02 p.m.

Don Daniels, Chair
Planning Commission 02/01/2023

Karen Devereaux, Recording Secretary
Planning Commission 02/01/2023



TO: Planning Commission
FROM: Tiffany Speir, Long Range & Strategic Planning Manager
DATE: February 1, 2023
SUBJECT: 2024 Lakewood Comprehensive Plan and Development Regulations Periodic Review Process – Utility and Public Services; Land Use & Maps
ATTACHMENTS: Compilation of Current Comprehensive Plan Land Use Maps and Text (**Attachment A**)

BACKGROUND

The Planning Commission began review of the 2024 Comprehensive Plan Periodic Review (24CPPR) process on September 21. The Commission is holding a series of study sessions focusing on the required 24CPPR evaluation during fall 2022 and into early 2023. The subjects for February 1 are Utilities, Public Services, and Land Use Text & Maps.

DISCUSSION

Utilities and Public Services

As presented in the January 18, 2023 meeting materials, there are 19 Goals, 84 Policies, and maps in the City's current Comprehensive Plan Utility Element. Because Lakewood does not own its power, sewer or water utilities, it will be working with utility providers as the Periodic Review is conducted. The following utility provide service to the City:

Water	Lakewood Water District
Power	Lakewood Light & Power
	Puget Sound Energy
	Tacoma Power
Sewer	Pierce County Sewer Utility

Lakewood's current Comprehensive Plan also contains an optional element titled "Public Services" that has 21 goals with 90 policies covering a variety of topics, including:

- Fire and Life Safety services and code compliance
- Police services and crime reduction
- Public and private primary, secondary, and higher education systems
- Library services
- Human services
- Community identification and building
- Revitalizing neighborhoods
- Expanding economic opportunities for historically low income communities
- Public engagement in City vision, policy, and regulatory development

These goals and policies were provided to the Commission on January 18. As the 24CPR process occurs, some or all of these policies updated in partnership with outside agencies and may be moved to within other elements of the Comprehensive Plan.

Land Use Maps & Text

Lakewood's Comprehensive Plan Land Use Element contains a number of maps depicting land use types throughout the City. These work hand-in-hand with the Land use zones and allowed uses identified in the Lakewood Municipal Code in Title 18A (city-wide other than subareas), 18B (Downtown Subarea) and 18C (Lakewood Station Subarea.) (see <https://lakewood.municipal.codes/LMC/18A>, <https://lakewood.municipal.codes/LMC/18B>, and <https://lakewood.municipal.codes/LMC/18C>). In addition, the current Comprehensive Plan includes text describing land uses in the City that will be reviewed and edited for accuracy during the Periodic Review.

Per state law, the Land Use Element must be consistent with multi-county planning policies, countywide planning policies (CPPs), and RCW 36.70A.070(1), and must meet the following requirements:

- Consistency with 2022 ESSB 5593 regarding UGA size, patterns of development, suitability and infrastructure.
- The element integrates relevant county-wide planning policies into the local planning process, and ensures local goals and policies are consistent. For jurisdictions in the central Puget Sound region, the plan is consistent with applicable multicounty planning policies.
- A future land use map showing city limits and UGA boundaries.
- Consideration of urban planning approaches that increase physical activity.
- A consistent population projection throughout the plan which should be consistent with the county's sub-county allocation of that forecast and housing needs.
- Estimates of population densities and building intensities based on future land uses and housing needs.
- Provisions for protection of the quality and quantity of groundwater used for public water supplies.
- Identification of lands useful for public purposes such as utility corridors, transportation corridors, landfills, sewage treatment facilities, storm water management facilities, recreation, schools, and other public uses.
- Identification of open space corridors within and between urban growth areas, including lands useful for recreation, wildlife habitat, trails, and connection of critical areas.
- If there is an airport within or adjacent to the city: policies, land use designations (and zoning) to discourage the siting of incompatible uses adjacent to general aviation airports.
- Where applicable, a review of drainage, flooding, and stormwater run-off in the area and nearby jurisdictions and provide guidance for corrective actions to mitigate or cleanse those discharges that pollute waters of the state.

- Policies to designate and protect critical areas including wetlands, fish and wildlife habitat protection areas, frequently flooded areas, critical aquifer recharge areas, and geologically hazardous areas. In developing these policies, the city must have included the best available science (BAS) to protect the functions and values of critical areas, and give “special consideration” to conservation or protection measures necessary to preserve or enhance anadromous fisheries.
- If forest or agricultural lands of long-term commercial significance are designated inside city: a program authorizing Transfer (or Purchase) of Development Rights.
- If there is a Military Base within or adjacent to the jurisdiction employing 100 or more personnel: policies, land use designations, (and consistent zoning) to discourage the siting of incompatible uses adjacent to military bases.

The current Comprehensive Plan Land Use Text and Maps are included in **Attachment A**. Both will be reorganized and updated as needed during the Periodic Review.

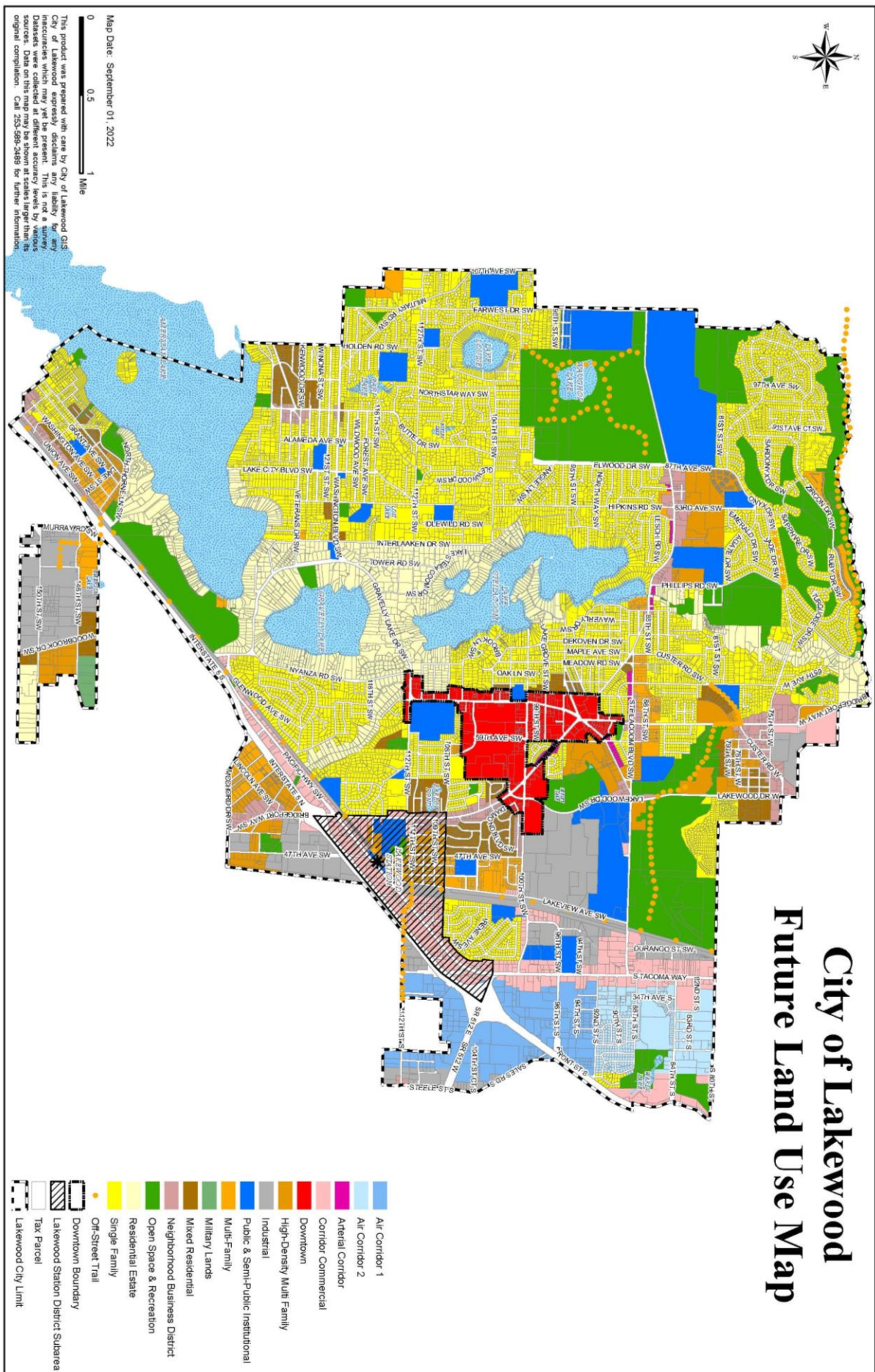


Figure 2.1 Future Land Use Map

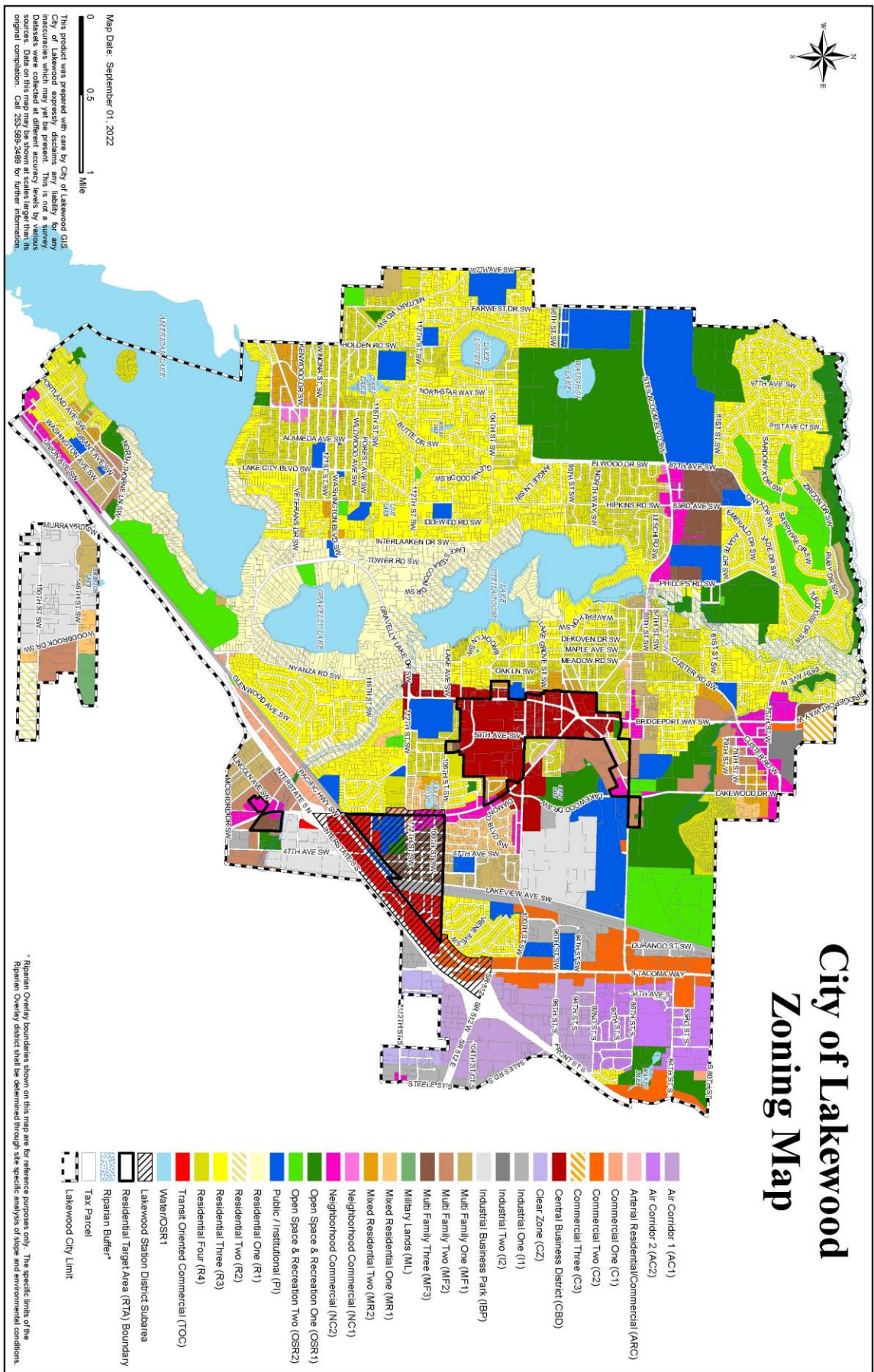


Figure _____ Current Zoning Map

City of Lakewood Downtown Subarea, Lakewood Station District Subarea & Tillicum Subarea Plan

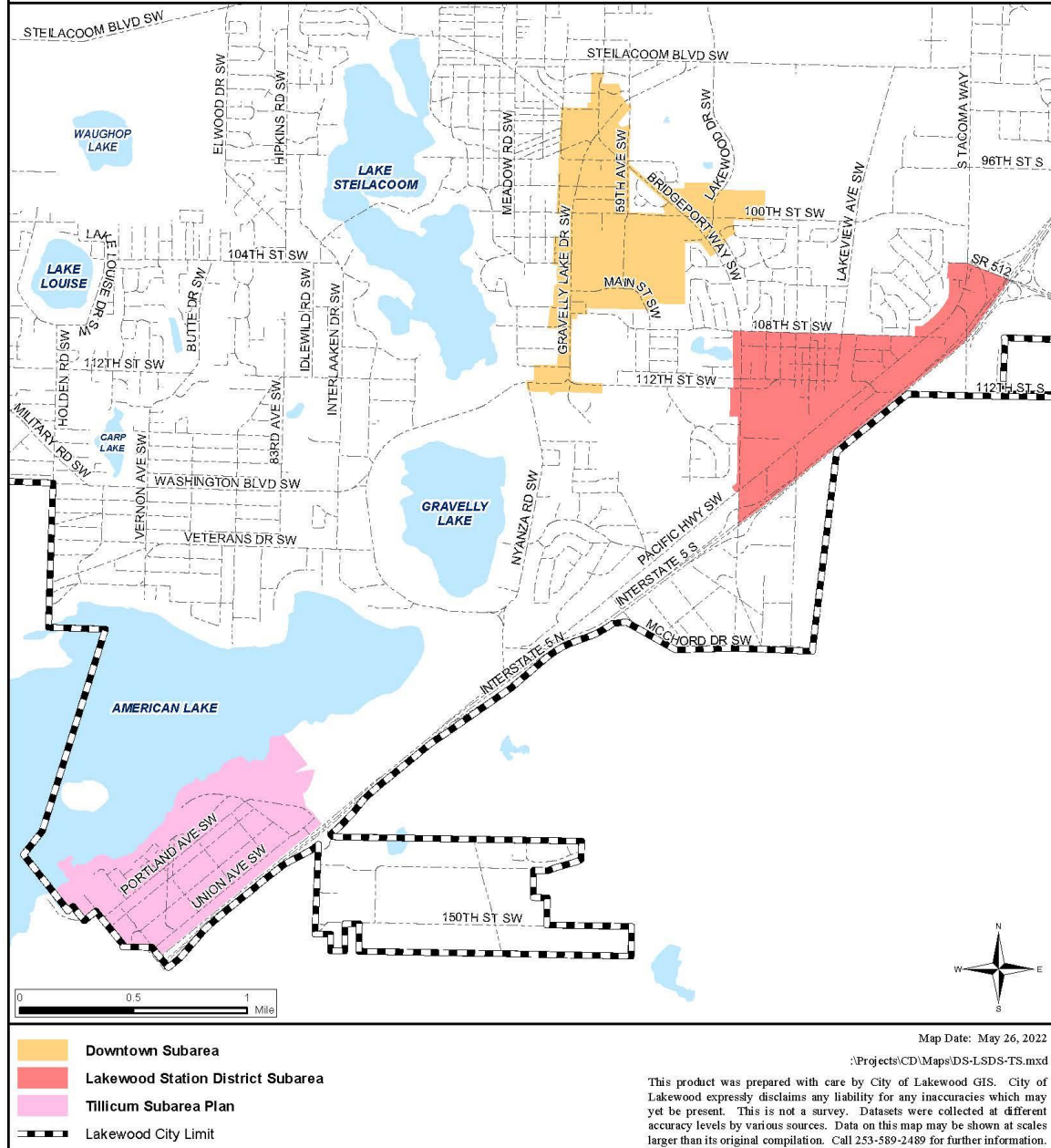
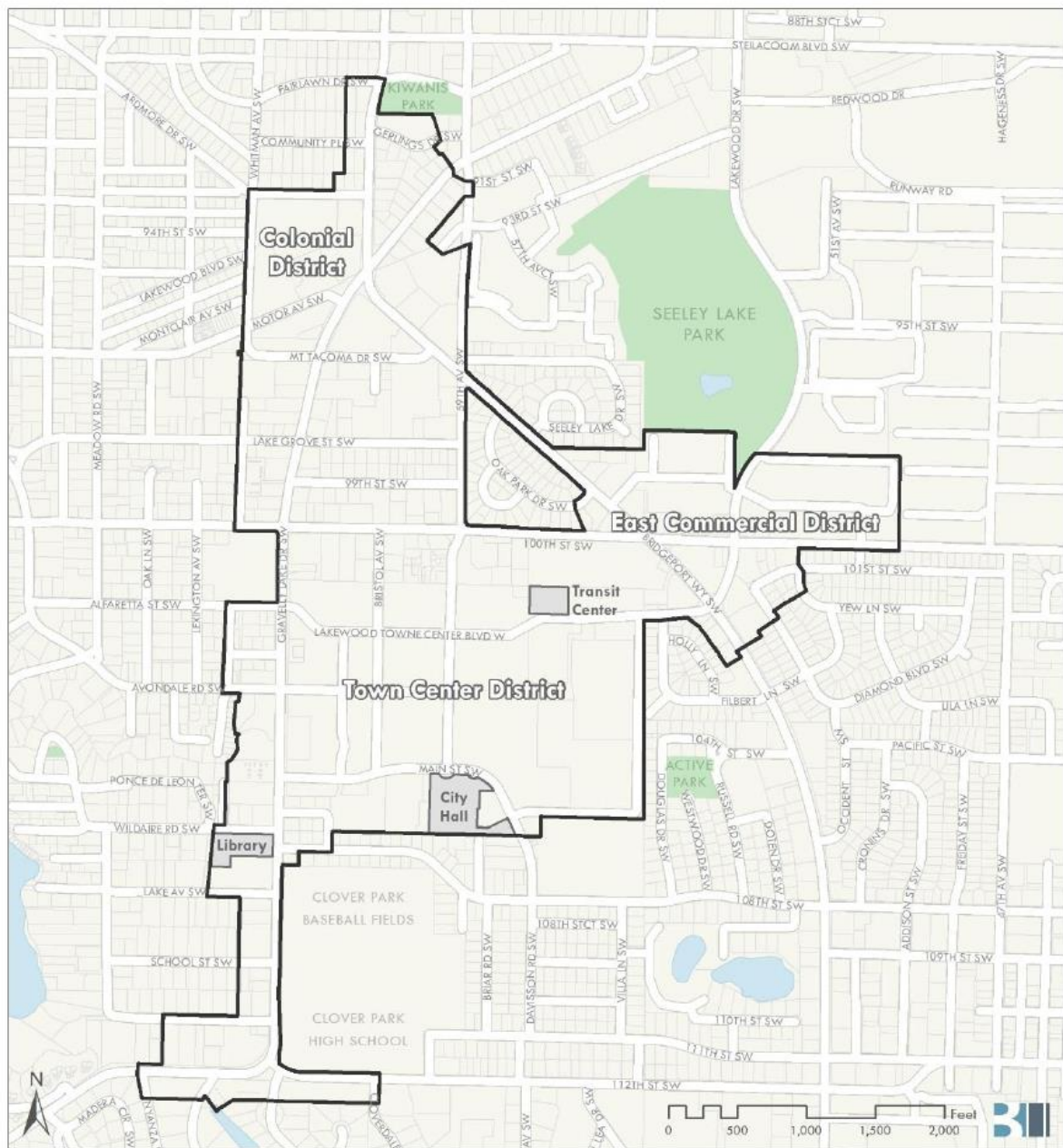


Figure ____ City Subareas (Downtown, Lakewood Station District, Tillicum)

Regional Growth Centers and Manufacturing/Industrial Centers



PSRC Regional Growth Centers



LEGEND

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

Figure 2.2 Lakewood Regional Growth Center

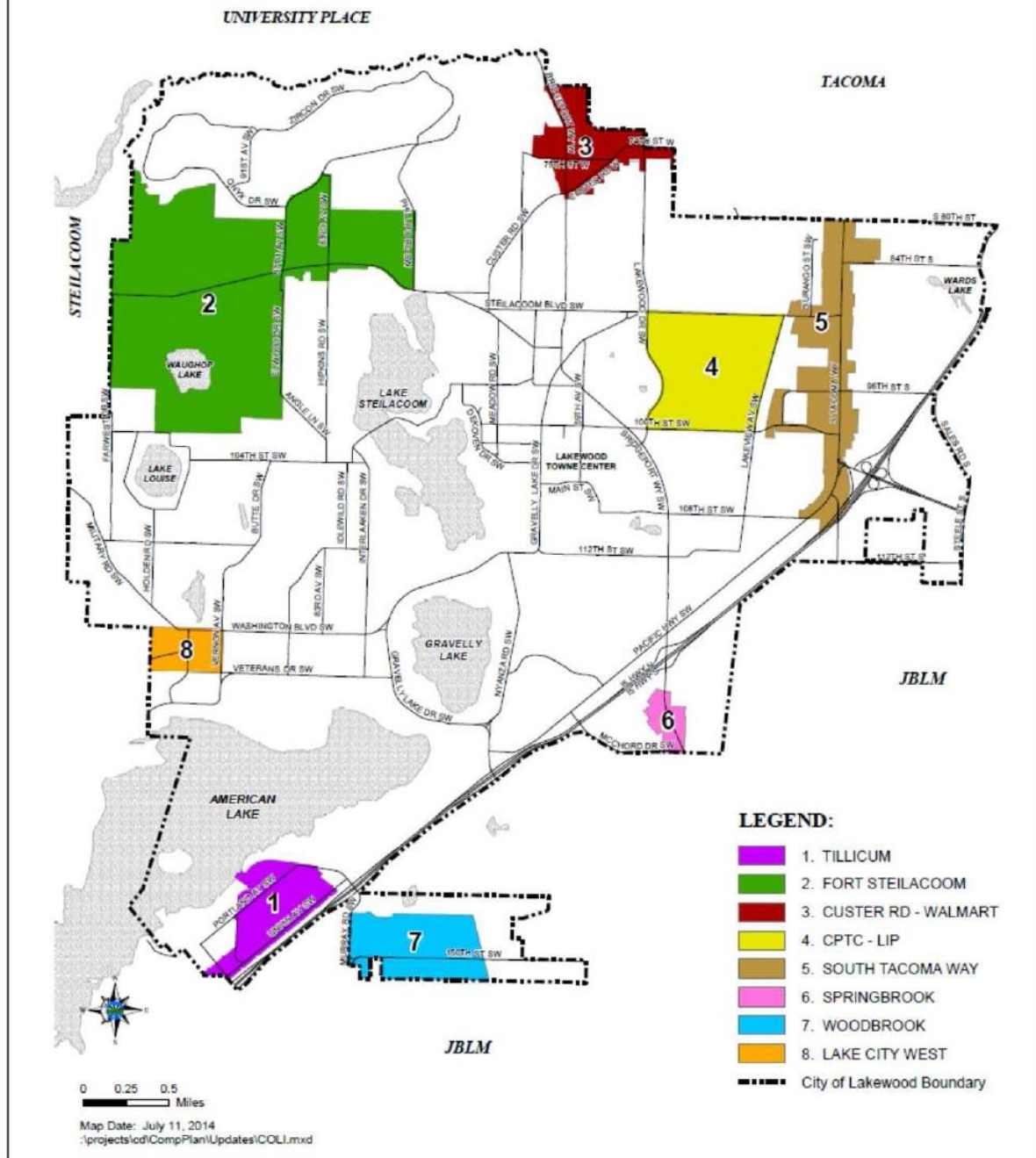


Figure 2.3 City-Wide Centers of Municipal Importance

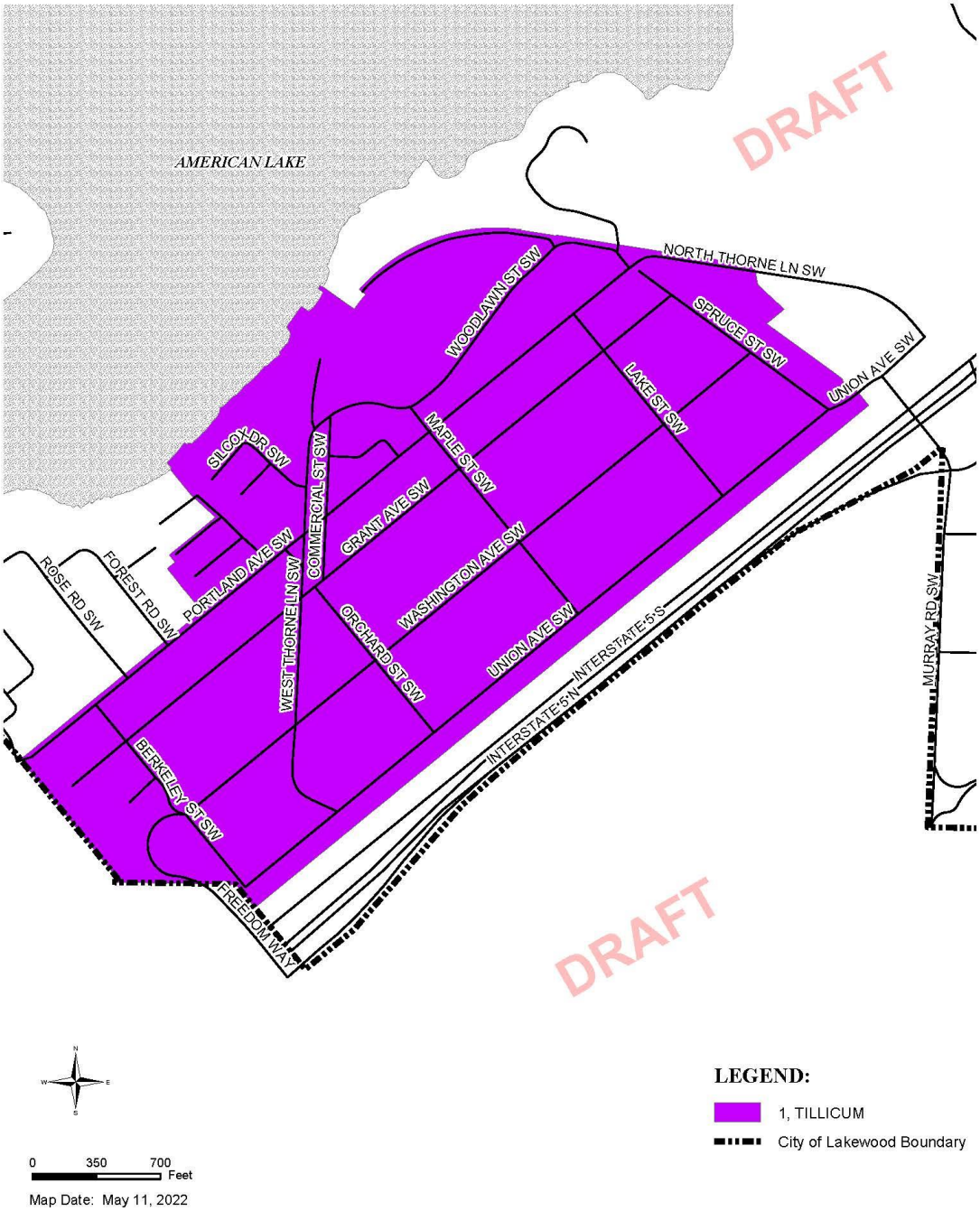
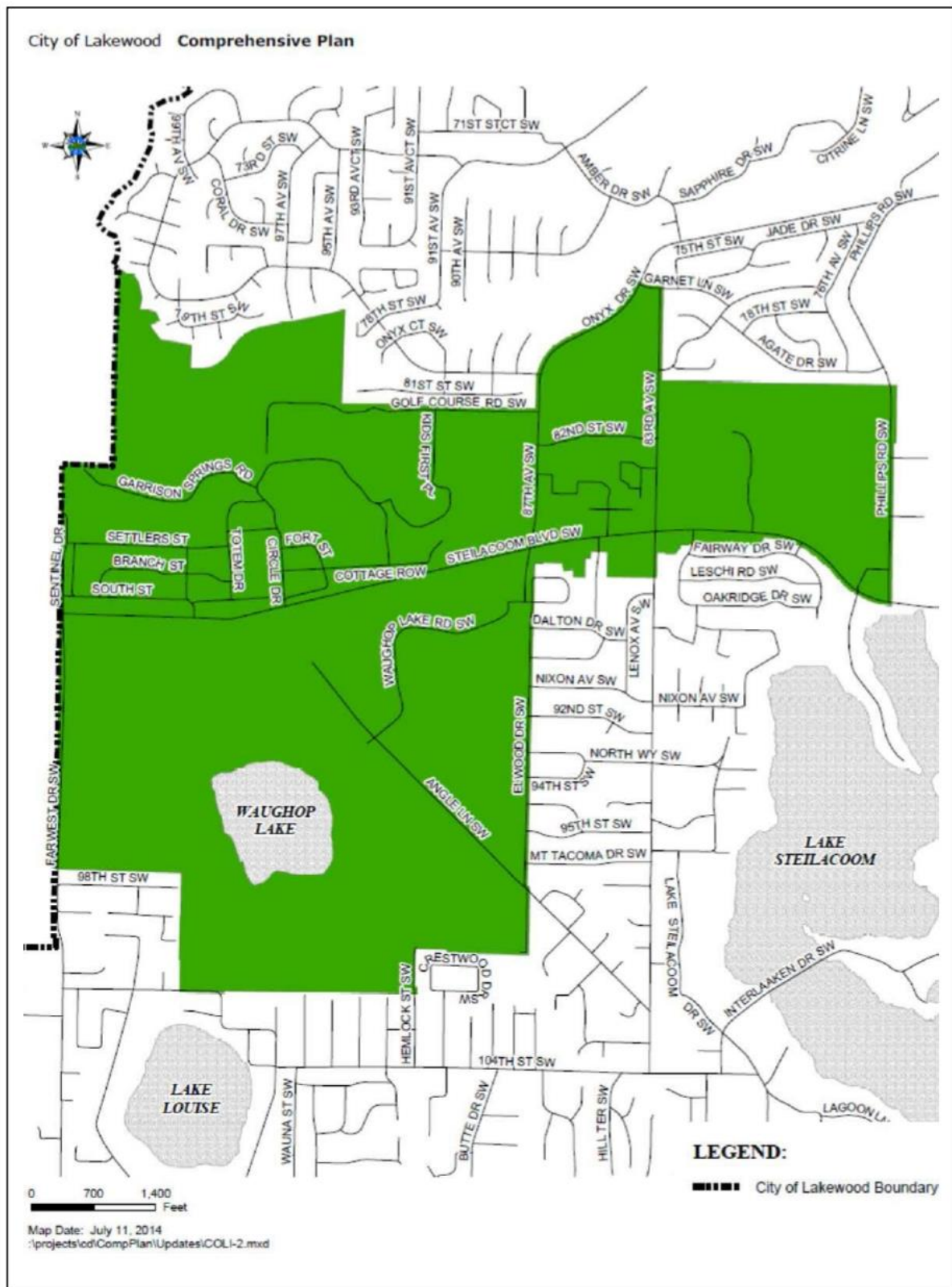


Figure 2.4 Tillicum Center of Municipal Importance



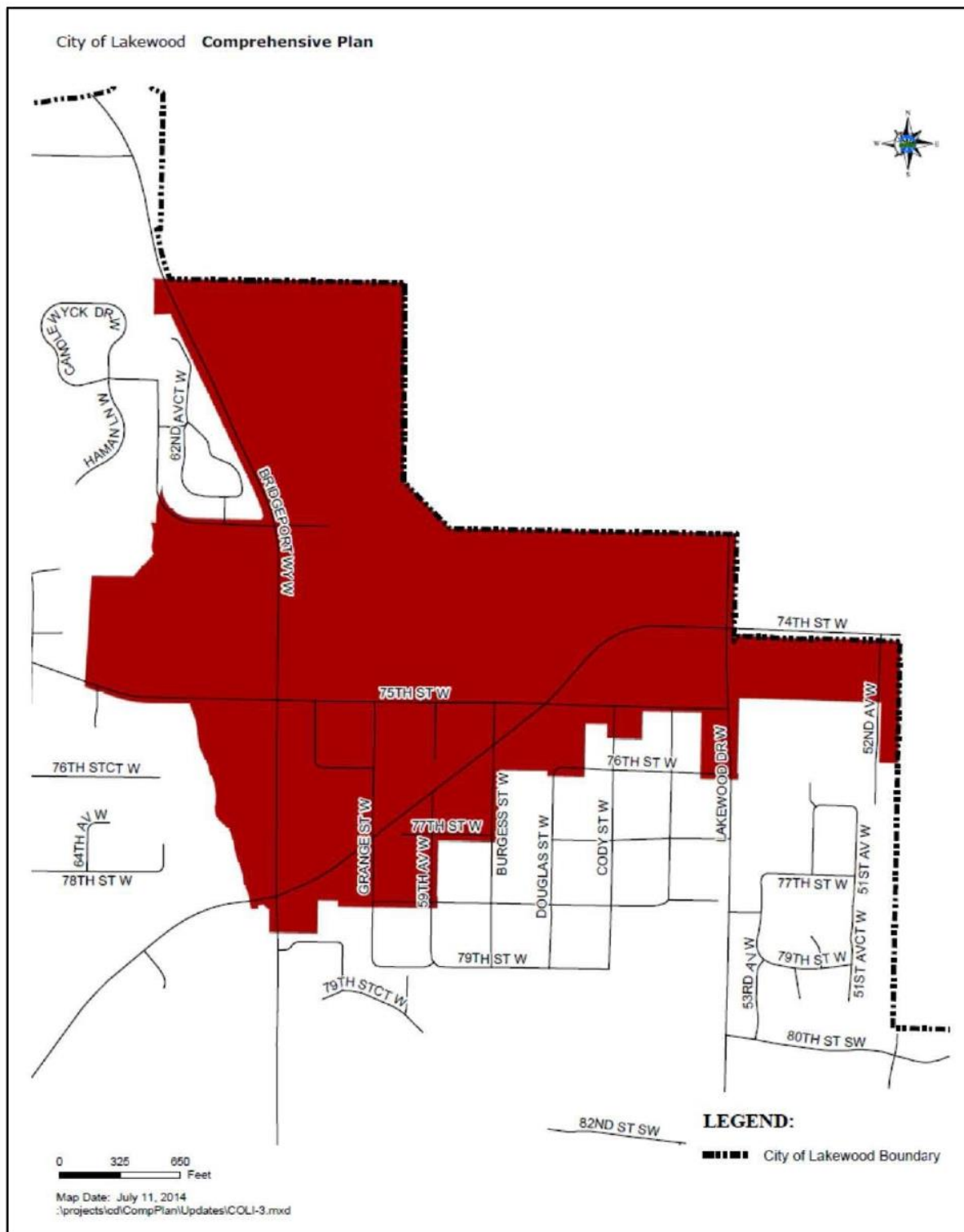
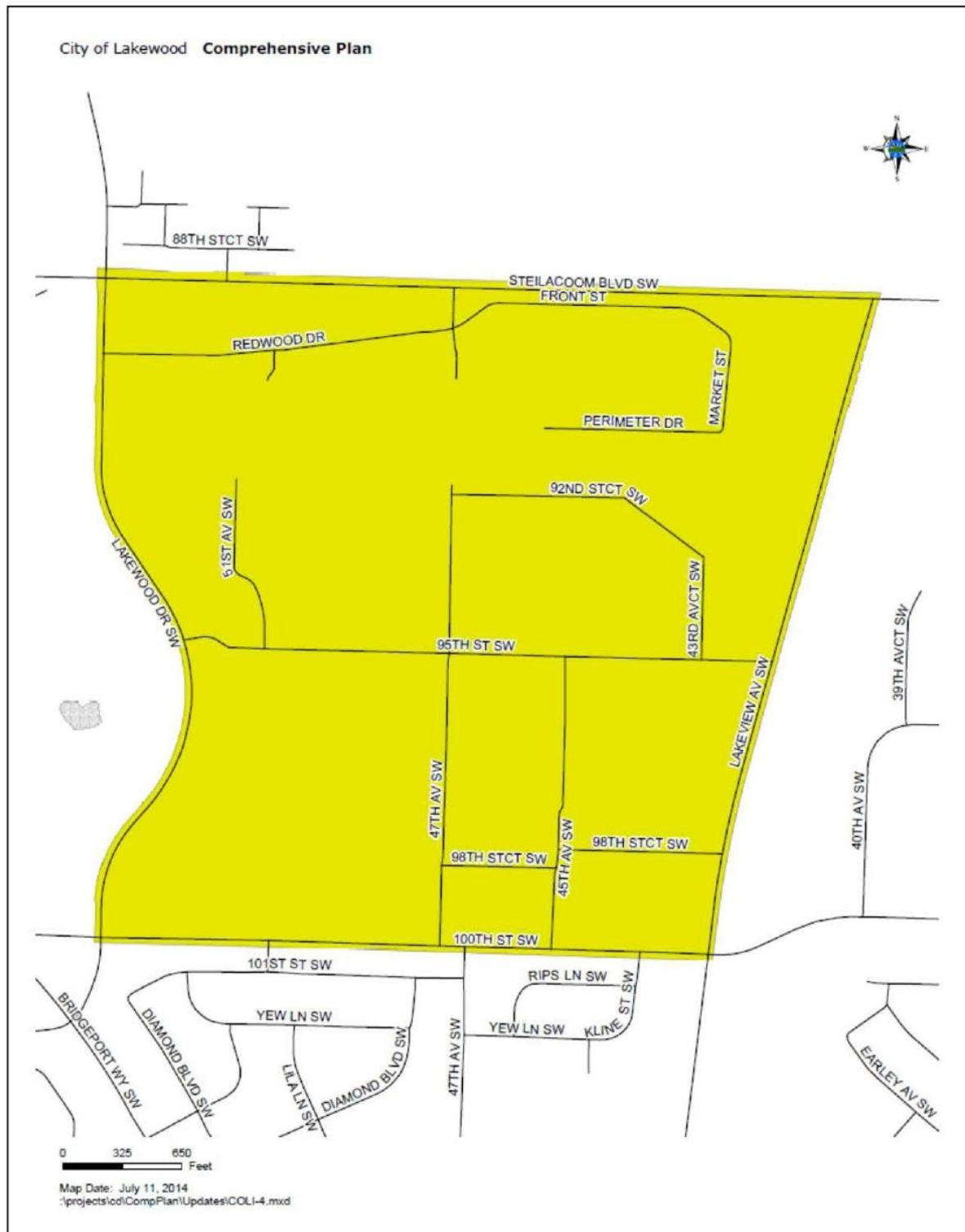


Figure 2.6 Custer Road/Walmart Center of Municipal Importance



15 of 31

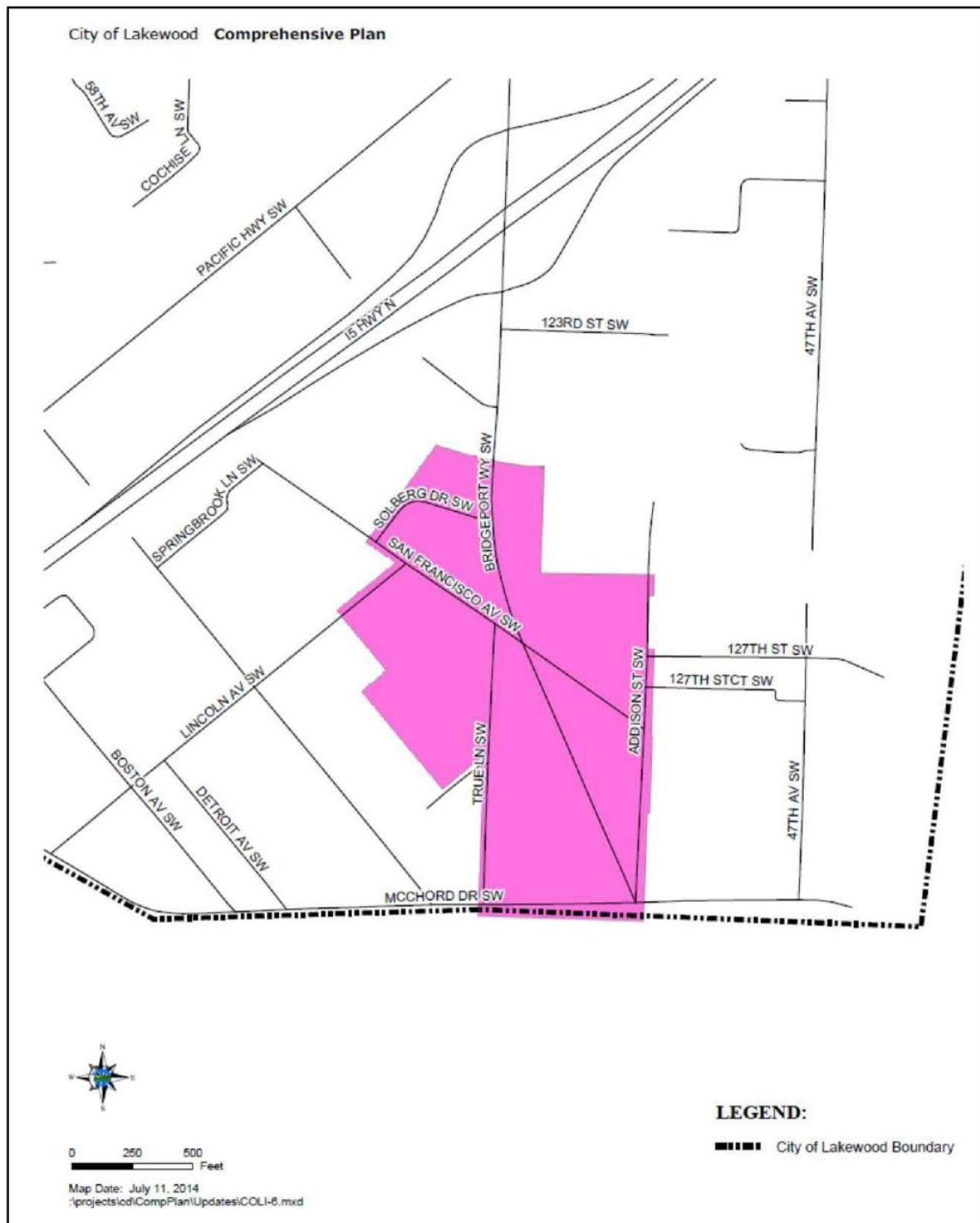


Figure 2.9 Springbrook Center of Municipal Importance

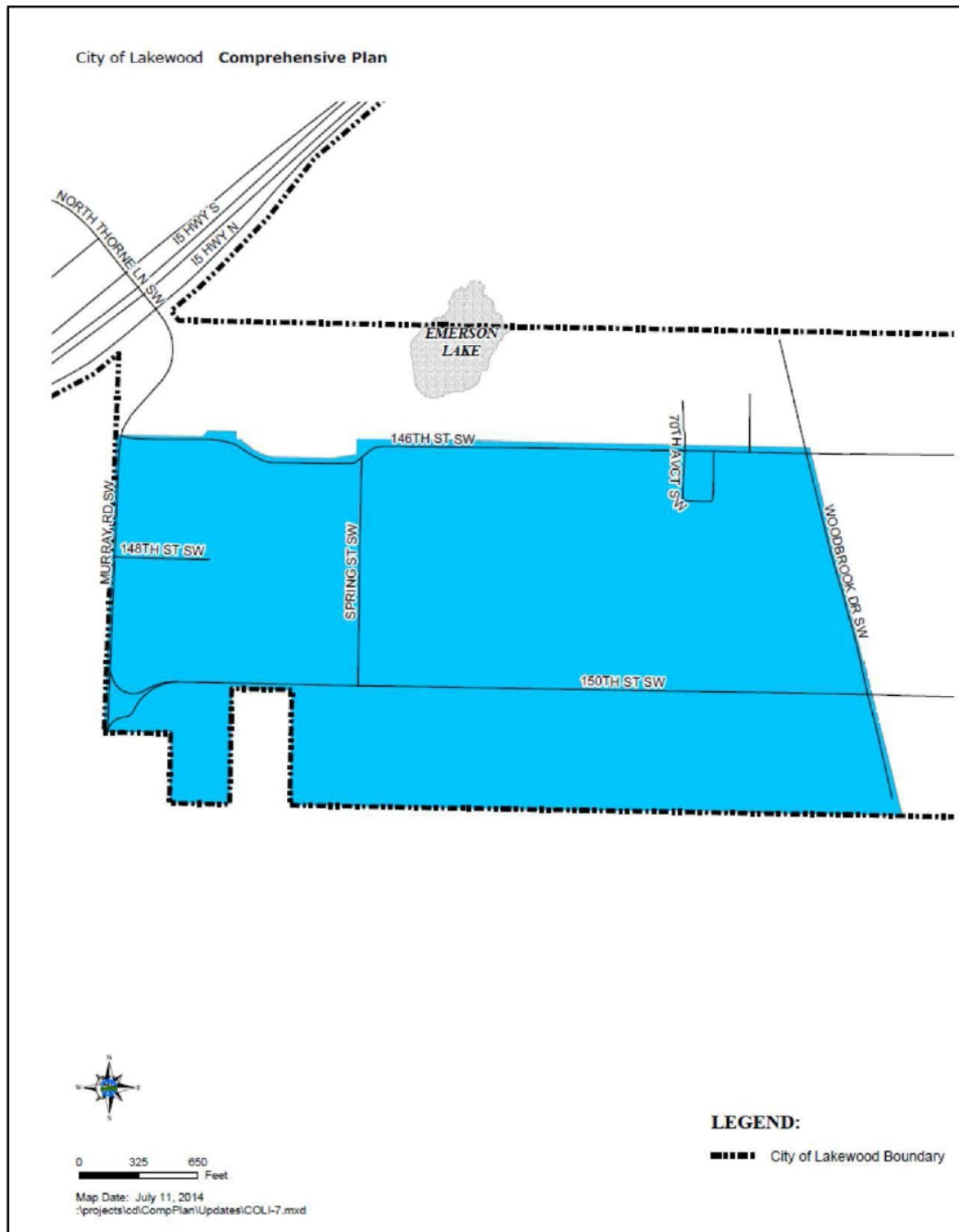


Figure 2.10 Woodbrook Center of Municipal Importance

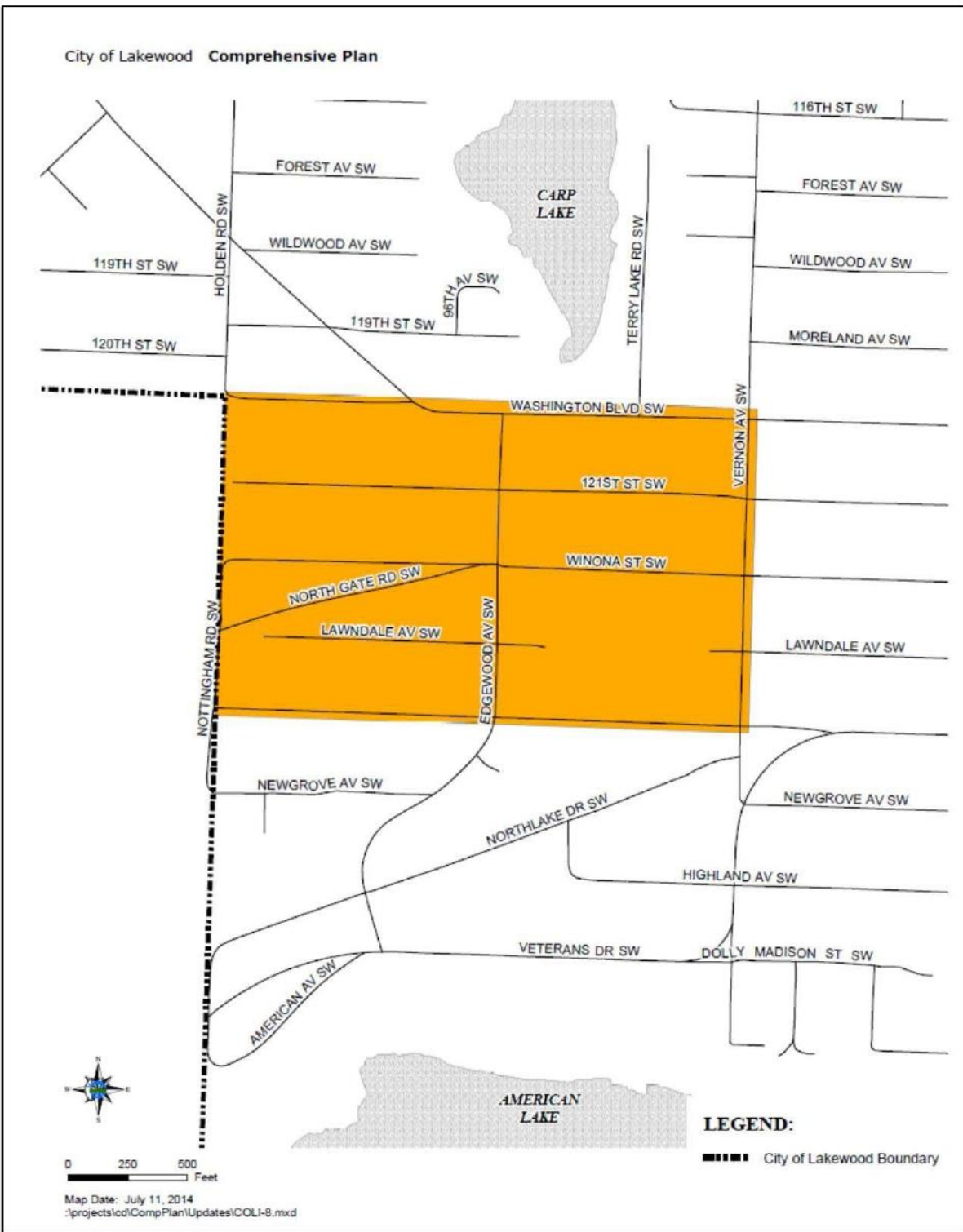


Figure 2.11 Lake City West Center of Municipal Importance

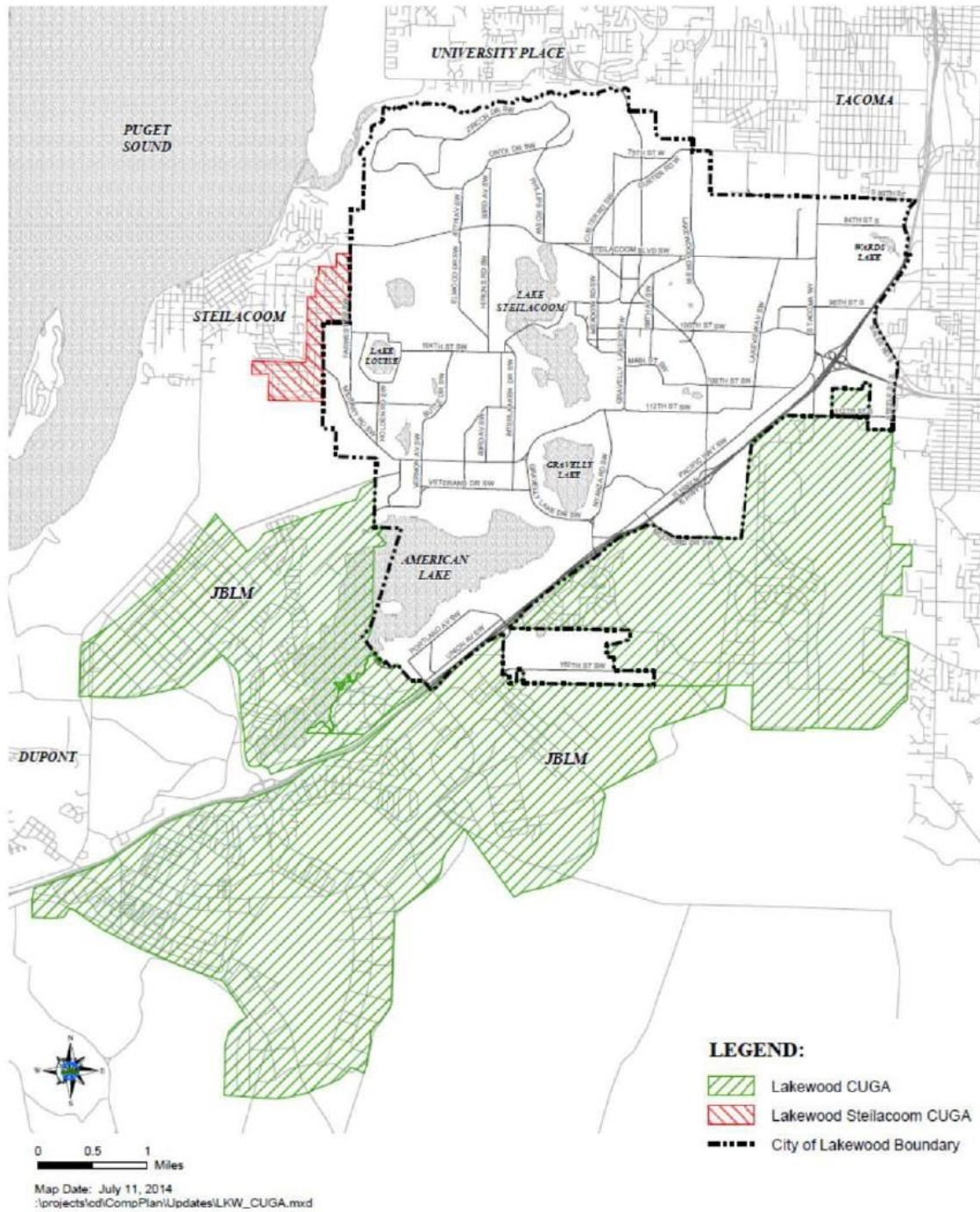
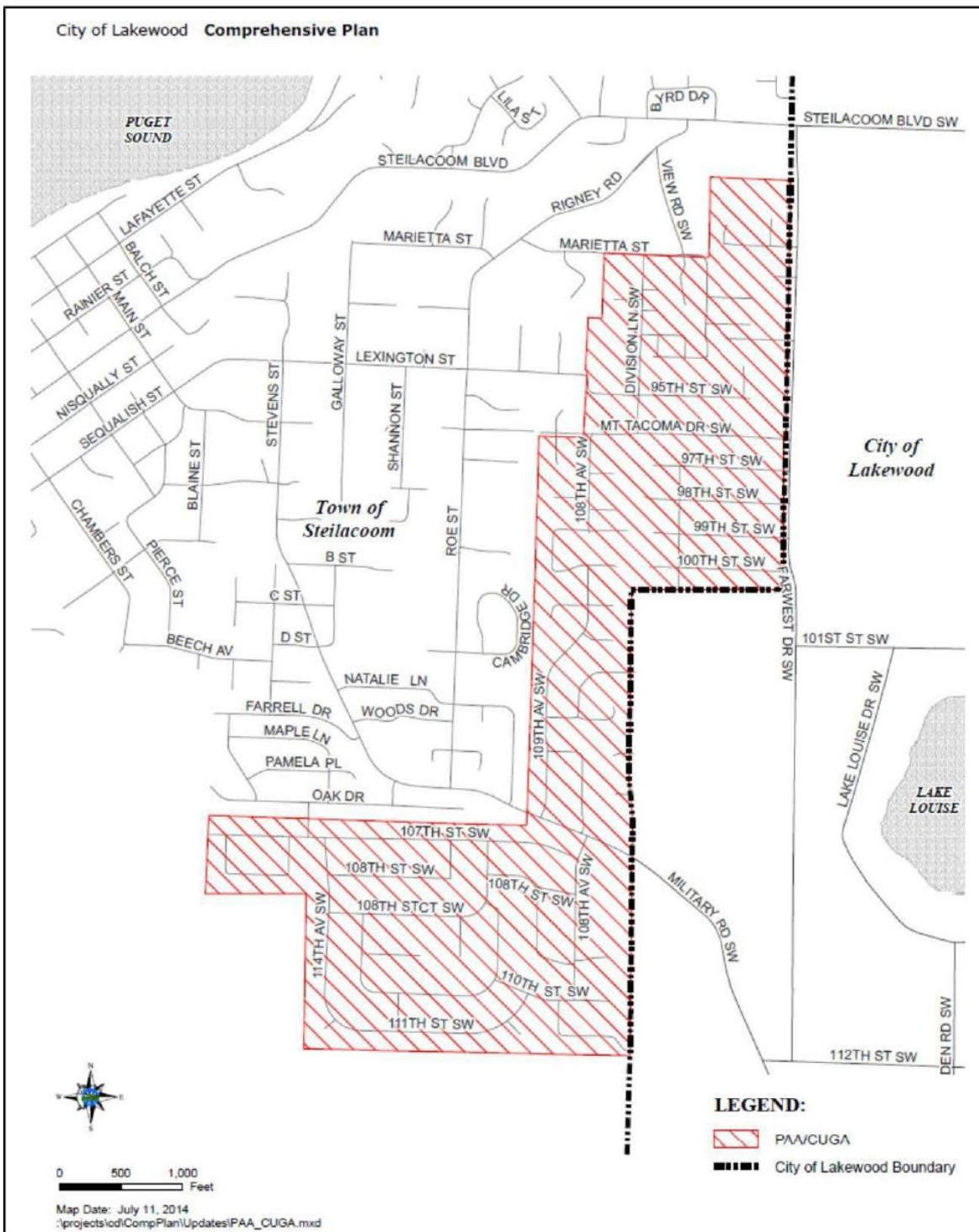


Figure 2.12 Lakewood Comprehensive Plan Urban Growth Area (CUGA)



2.1 Introduction and Purpose

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

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

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

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

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

2.2 Land Use Considerations

The land-use considerations that guided the land-use maps for the City were based on factors such as patterns of existing development, local and regional growth rates, patterns and community needs as described below. As an officially incorporated City, Lakewood has been in existence since 1996. However, the majority of privately held properties within the City boundaries are developed and improved. The overall infrastructure network including transportation, utilities, and open space is largely in place with several notable exceptions. The City is an extensively developed mature community. Most future growth will occur as the result of urban infill and redevelopment of existing properties. The region has experienced strong development pressure. The City recognizes the need to develop a land use pattern that channels growth pressures in such a way to promote economic development; provide for the housing needs of a diverse population; maximize the utility of existing infrastructure investment; and protect existing, stable neighborhoods.

Current commercial development patterns are largely representative of typical suburban sprawl, with little in the way of a recognizable downtown core that could tempt citizens to get out of the car, stroll around and linger. Few urban landmarks exist to impart to the City a distinct sense of character. This lack of a center makes it difficult to grasp a sense of the City's identity, although considerable progress has been made in the redevelopment of Lakewood Towne Center. Regional growth, along with current zoning inherited from pre-incorporation planning, has placed pressure on Lakewood's single-family neighborhoods, gradually eroding their individual qualities while causing stress on transportation and infrastructure networks. There is a need for a strategy that focuses future development where it is best served by transportation, reinforcing commercial sectors, and providing a broad spectrum of quality housing.

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

2.3 Land Use Designations

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

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

2.3.1 Residential Estate

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

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

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

2.3.2 Single-Family

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

2.3.3 Mixed Residential

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

2.3.4 Multi-Family

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

2.3.5 High-Density Multi-Family

The High-Density Multi-Family designation provides for high-density housing types and designs that combine urban design elements to enhance the living environment with integration into the

central or neighborhood business districts, the Lakewood Station District, or neighborhoods. Urban design elements stress pedestrian orientation and connections, security, transportation, and integration of housing into the adjacent neighborhood.

2.3.6 Downtown

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

2.3.7 Corridor Commercial

The commercial corridors along I-5, South Tacoma Way, Pacific Highway SW, and Union Avenue SW are examples of Lakewood's dominant pattern of strip commercial development. The geographic relationship of the corridors to major road networks and the Lakewood Station District Subarea promotes employment, services, retail, and business/light industrial uses linked to access to major transportation networks. While the continuous linear alignment is a unifying element, each corridor presents varying challenges and opportunities. The Lakewood Station District Subarea Plan envisions new housing units and new employment, optimizing how people can work and live in and near the Corridor Commercial zone.

2.3.8 Arterial Corridor

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

2.3.9 Neighborhood Business District

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

2.3.10 Industrial

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

other major regional employment uses. Industrial lands depend on excellent transportation, and utility infrastructure and freedom from encroachment by incompatible land uses.

2.3.11 Air Corridor 1 and 2

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

2.3.12 Public and Semi-Public Institutional

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

2.3.13 Military Lands

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

2.3.14 Application of Designations and Population Densities

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

Land-Use Designation	Major Housing Types Envisioned	Density ¹		Acres
		Low	High	
Residential Districts:				
Residential Estate	Larger single-family homes	1	4	1044.97
Single-Family Residential	Single-family homes	4	9	4,080.77
Mixed Residential	Smaller multi-unit housing	8	14	344.07
Multi-Family Residential	Moderate multi-unit housing	12	22	313.59
High Density Multi-Family	Larger apartment complexes	22	40	442.82
Land-Use Designation	Major Housing Types Envisioned	Density ¹		Acres
		Low	High	
Mixed Use Districts:				
Downtown	High-density urban housing	30	80-100	318.69
Neighborhood Business District	Multi-family above commercial	12	40	287.30
Arterial Corridor	Live/work units	6	6	18.85
Air Corridor 2	Single-family homes	2	2	235.77
Non-Residential Districts:				
Corridor Commercial	N/A	--	--	471.48

Industrial	N/A	--	--	752.48
Public/Semi-Public Institutional	N/A	--	--	807.18
Air Corridor 1	N/A	--	--	376.18
Open Space & Recreation	N/A	--	--	1945.26
Military Lands	N/A	--	--	24.95
Total designated area	N/A			11464.36
Excluded: Water & ROW	N/A	--	--	1172.14
TOTAL:				12636.5

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

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

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

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

2.3.15 Open Space and Recreation

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

2.3.16 Lakewood Station District

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

2.4 Urban Center Designation

A key element of the urban growth strategy of the GMA and regional growth strategy is the direction of growth toward centers. Urban Centers are focal points within urban areas intended to complement compact communities providing viable alternatives to sprawl. They are intended to be dominated by

relatively compact development, where housing, shopping, and employment are in proximity. Urban Centers are also intended to be the focal points for public investment in transit and other capital improvements.

According to the CPP, centers are intended to:

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

Within its CPP, the jurisdictions of Pierce County identified three types of Urban Centers and one manufacturing/industrial center that are applicable and consistent with the Puget Sound Regional Council's (PSRC's) VISION 2040 plan. Lakewood's Downtown has been designated as an urban regional growth center under the CPP and, by extension, is a recognized urban regional growth center under VISION 2040 and VISION 2050.

2.4.1 Urban Center

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

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

2.5 Centers of Municipal Importance

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

In 2018, Puget Sound Regional Council (PSRC) adopted a new Regional Centers Framework. Local Centers are discussed as follows at Section 7 of the Framework:

VISION 2040 calls for central places in all jurisdictions to support a centers-based approach to development in the region. These places range from neighborhood centers to active crossroads in communities of all sizes. These centers play an important role in the region and help define our community character, provide local gathering places, serve as community hubs, and are often appropriate places for additional growth and focal points for services. The Regional Centers Framework recognizes the importance of these places, but does not envision a regional or county designation for all types of local centers. The designation criteria outlined in this document may provide a path to

regional or county designation for locations that continue to grow and change over time.

In 2019, per Pierce County Resolution 2019-070s, the Pierce County Countywide Planning Policies (CPPs) were updated to reflect the Regional Centers Framework that incorporated new policies regarding CoLIs. Lakewood ratified these changes per City Resolution 2020-03. County Planning Policy C-29 states in part that “CoLIs may only be located in a town or city without a Countywide or Regional Center located in Pierce County.” Lakewood has a Regional Growth Center coterminous with the Downtown Subarea.

As a result of Policy C-29, in 2022, the City of Lakewood redesignated its eight centers originally named CoLIs as “Centers of Municipal Importance”, or “CoMIs”. These CoMIs are not intended to be designated in the future as Countywide or Regional Centers, but instead reflect City of Lakewood focus areas for preservation, resource investment and/or economic development.

2.5.1 Tillicum

The community of Tillicum, Figure 2.4, was designated as a CoLI in 2014 based on its characteristics as a compact, walkable community with its own unique identity and character. The area is located just outside the main gates of both Joint Base Lewis-McChord (JBLM) and Camp Murray National Guard Base (“Camp Murray”). The area is geographically isolated from the rest of Lakewood; the only practical access to the area is provided by I-5. This center provides a sense of place and serves as a gathering point for both neighborhood residents and the larger region with regard to the resources it provides for Camp Murray, JBLM, and access to American Lake.

The Tillicum area includes the following features as a Center of Local Importance (CoLI):

- Civic services including the Tillicum Community Center, Tillicum Elementary School, a fire station, JBLM and Camp Murray, the Tillicum Youth and Family Center, and several veterans service providers;
- Commercial properties along Union Ave. SW that serve highway traffic from I-5, personnel from JBLM and Camp Murray, and local residents;
- Recreational facilities including Harry Todd Park, Bills Boathouse Marina, the Commencement Bay Rowing Club, and a WDFW boat launch facility that attracts boaters from around the region;tillicum
- Historic resources including Thornewood Castle. Much of the area was developed between 1908 and the 1940s. The street pattern around Harry Todd Park reflects the alignment of a trolley line that served the area in the early 1900's;
- Approximately 62 acres partially developed with, and zoned for, multi-family residential uses;
- The Tillicum area's specific treatment in the Comprehensive Plan (Section 3.10, Goal LU-52, LU-53 and Policies LU-53.1 through LU-53.4); and
- The City's adopted Tillicum Neighborhood Plan, a subarea plan per RCW 36.70A.080(2) in June 2011, that was reviewed and updated through an Addendum in 2022.

2.5.2 Fort Steilacoom/Oakbrook

The Fort Steilacoom/Oakbrook area is being designated as a CoMI based on its characteristics as a discrete area providing resources of both local and statewide importance. This CoMI is delineated in Figure 2.5. Fort Steilacoom was one of earliest outposts of European settlement in the Northwest. The Fort was later expanded and converted to Western State Hospital. The hospital currently serves approximately 800 patients and employs approximately 1,850 staff. Pierce College was developed on approximately 75 acres of surplus hospital property beginning in 1967. The remaining hospital farmland south of Steilacoom Boulevard became Fort Steilacoom Park in the late 1970s. The designated CoMI area includes Western State Hospital, the Pierce College campus, Fort Steilacoom Park, and commercial and multi-family residential development immediately adjacent to the east.

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

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

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

2.5.3 Custer Road/Walmart

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

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

2.5.4 Lakewood Industrial Park/ CPTC

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

- Civic services: CPTC has an average enrollment of approximately 3,400 students and employs approximately 475 faculty. The CoMI area also includes the Lakewood YMCA, the Lakewood Police Department Headquarters, a fire station, the Clover Park School District Auxiliary Services Center, and the newly constructed Harrison Preparatory Academy serving approximately 1,450 K-12 students.

- Industrial areas: The Lakewood Industrial Park is located on 170 acres and supports 64 businesses with 1,250 employees. The delineated area also includes a Lowe's Home Improvement Center on 100th Street SW. The Lakewood Industrial Park has access to the Sound Transit railroad right-of-way along Lakeview Drive SW.
- Development in the Lakewood Industrial Park and Clover Park Technical College is guided by master plans adopted for both facilities.

2.5.5 South Tacoma Way

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

2.5.6 Springbrook

The area just outside the gate to JBLM on Bridgeport Way SW is designated as a CoMI based on its importance to the City and special status as a compact high-density residential area. The Springbrook Center boundaries are shown on Figure 2.9. The area includes the main access gate to the airfield portion of JBLM. The area currently includes Springbrook Park, Center Force Industries, neighborhood commercial uses, and approximately 100 acres of multi-family residential zoning currently developed with approximately 1,565 multi-family dwelling units. A new water line has recently been extended to the area which will help accommodate additional growth. This CoMI was not affected by the 2020 rezoning of a number of Springbrook parcels to Industrial Business Park.

2.5.7 Woodbrook

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

2.5.8 Lake City West

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

2.6 Urban Growth Areas (UGA)

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

such as police, water, and sewer. In some cases, urban- type services may already exist in these areas and can be coordinated with existing city services.

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

2.6.1 Camp Murray

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

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

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

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

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

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

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

2.6.2 Joint Base Lewis McChord (JBLM)

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

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

JBLM provides water and sewer utilities. The installation maintains 11,779 permanent party barracks/dorm spaces; 2,488 of those spaces have been constructed since 2010. JBLM has recently constructed 408 Wounded Warriors barracks units. An additional 736 barracks units have been approved. Many of the barracks units are being constructed to replace spaces in aging

gang latrine barracks constructed in the 1950's. The new construction will not add to the overall barracks inventory.

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

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

2.6.3 Arrowhead-Partridge Glen

In 2013, Lakewood considered annexation of Arrowhead-Partridge Glen. An annexation report was prepared. Physically, this area comprises 256 acres, a largely single family, built-out neighborhood with an estimated population of 2,444. The area is within the identified Pierce County urban growth area boundary and can be annexed by either Lakewood or the Town of Steilacoom. Three past annexations attempts, one to the Town of Steilacoom, and two to the City of Lakewood, all have failed by narrow margins.

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

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

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