



A G E N D A

PLANNING COMMISSION

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

Wednesday, February 15, 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: 817 9372 3141

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: 817 9372 3141 or by going online at <https://us06web.zoom.us/j/81793723141>. 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/81793723141> 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 February 1, 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">• 6:35 pm: Review of 2022 Shoreline Restoration Activities in Lakewood (Guests)• 7:05 pm: Review of Clover Creek Flood Plain Study (Paul Bucich, PE Director)• 7:30 pm: 2024 Comprehensive Plan Periodic Review Process – Land Use Maps & Text; Community Character & Urban Design
	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 March 1, 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 February 1, 2023
2. Presentation Materials: Review of 2022 Shoreline Restoration Activities
3. Staff Report: 2024 Comprehensive Plan Periodic Review Process – Land Use Maps & Text; Community Character & Urban Design

Members Only

Please email kdevereaux@cityoflakewood.us or call Karen Devereaux at 253.983.7767 no later than Tuesday, February 14, 2023 at noon if you are unable to attend. Thank you.



**PLANNING COMMISSION
MEETING MINUTES
February 1, 2023
Hybrid In-Person/Virtual Meeting via ZOOM
6000 Main Street SW, American Lake Room, Lakewood, WA**

Call to Order

Mr. Ryan Pearson, Vice-Chair called the hybrid ZOOM meeting to order at 6:36 p.m.

Roll Call

Planning Commission Members Present: Ryan Pearson, Vice-Chair; Paul Wagemann, Brian Parsons, Phillip Combs and Robert Estrada

Planning Commission Members Excused: Don Daniels, Chair; and Linn Larsen (Mr. Larsen arrived after roll call and minutes voting).

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 January 18, 2023 were approved as written by voice vote M/S/C Combs/Wagemann. The motion carried unanimously, 5-0.

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 Part 2

Tiffany Speir introduced the continued the Utilities and Public Services Elements' discussion in the series of Planning Commission baseline discussions that began on September 2022 about the 2024 Comprehensive Plan Periodic Review (24CPR) process.

Ms. Speir identified the 19 goals and 84 policies with accompanying maps in the current Lakewood Comprehensive Plan Utility Element. Lakewood's current Comprehensive Plan contains an optional element titled Public Services that has 21 goals and 90 policies covering a variety of topics.

Guest speakers included Ms. Julie White, Chancellor, Pierce College; Mr. John DeVore, General Manager, Lakeview Light & Power (LL&P); and Mr. Brian Laubach, Deputy Superintendent, Clover Park School District. Each 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 No updates were made to commissioners at this meeting.

Reports from Commission Members and Staff

Ms. Speir reviewed the upcoming meetings schedule with commissioners:

February 15: Annual Shoreline Restoration Plan activities; 24CPPR Land Use and Community Character & Urban Design 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 15, 2023.

Meeting Adjourned at 8:15 p.m.

Don Daniels, Chair
Planning Commission 02/15/2023

Karen Devereaux, Recording Secretary
Planning Commission 02/15/2023



Shoreline Restoration 2022 Update

Chambers-Clover Watershed Council

Chambers- Clover Watershed Council & the City of Lakewood

- **Annual Activities Review of Lakewood's Shoreline Restoration Plan**
Presented to the Lakewood Planning Commission on 15 Feb 2023
- In 2019, the City of Lakewood updated its Shoreline Master Program as required by the Washington State Department of Ecology. This program is updated about every 8 years.
- The City also adopted the Shoreline Restoration Plan, which is a component of the Shoreline Master program and can be updated annually. It is intended to be a living document.
- The City Council also approved a recommendation from the Planning Commission to establish an annual process to review, and update if needed, the Lakewood Shoreline Restoration Plan.
- This presentation is the required annual review and made by:
 - Derek Faust**, Professor at Clover Park Technical College, Restoration of the Flett Wetland.
 - Janet Spingath**, Former President, Chambers-Clover Watershed Council, Updates on Lakes in Lakewood.
 - Al Schmauder**, Stewardship Chair, Chambers-Clover Watershed Council, How Water Consumption Affects Stream Flow in Clover Creek.

Chambers- Clover Watershed Council & the City of Lakewood

- Charter member of the Council
- City of Lakewood boundary is entirely within the Watershed
- Lakewood has a lot of water to look after:
 - Lakes- Gravelly, Steilacoom, American, Waughop, Wards, Louise, Lost, Lorrain Pond, Seeley, Carp, Boyles
 - Creeks – Chambers, Clover, Flett, Leach, Ponce de Leon, Garrison Springs
- Lakewood contributes to Small Grants program - \$10,000 per year (Thank you!)



American Lake resident installed an additional board in the weir to raise the lake level. SWM removed the board.

Residents are aware of the state of the shoreline and regularly patrol it. Reporting is usually done to the American Lake Improvement Club, which then tries to address problems.





Lake quality monitoring continues to be done by trained volunteers organized by residents.

- PCCD trained these volunteers for 2 decades to take water quality samples. Equipment is housed with ALIC.
- Both American and Gravelly Lakes are being monitored
- Records are now being kept by residents, rather than the county, to monitor any changes in water quality.

Residents hauled winter debris off beaches

- Every winter, storms and waves dislodge debris and wash it onto the beaches.
 - City Parks Dept. allowed residents to haul dangerous submerged logs, parts of boats and docks to the American Lake Park on Pitch In for Parks Day. This was a much- appreciated service by the City that residents hope to repeat this year.
-



Invasive species continued threat

American Lake Management District pays for treatment of invasive watermilfoil. Yellow-flag iris is growing in dense stands along Veteran's Hospital grounds and is spread by geese who eat the seeds, to the rest of the lake and surrounding lakes.





Wake boats pose threat

Silcox Island docks have been destroyed, small children have been swept into water by heavy wakes, elderly residents are fearful, Residents are hoping to place “no wake zone” buoys in channel between Tillicum and Silcox



Carp have returned to Wauhop Lake, but not much else.

Aquatic vegetation is absent so there is very little structure for insects to lay eggs on. Consequently there is little for fish and waterfowl to eat.



Two mallard
ducks were the
only birds
recorded in
Audubon
winter survey
of Waughop
Lake



Dense brush between the trail and lakeshore prevent views of Waughop

Mowing the brush next to the shore
would increase visibility.

Stands of deadly poison hemlock, a
class B listed noxious weed, are
growing along the path

Poplar trees are re-sprouting thicker
than before they were cut.

An aerial photograph of a calm lake, Gravelly Lake, surrounded by a dense forest of evergreen trees. Some buildings and cleared areas are visible along the shoreline. The water is a deep blue-grey color, reflecting the sky and the surrounding forest.

Gravelly Lake

The shoreline is nearly clear of all invasive plants. A small stand of yellow-flag iris is beginning to become established on a beach. The resident has been contacted, but does not want to remove it.



Lake Steilacoom

Flett Wetland Restoration at Clover Park Technical College

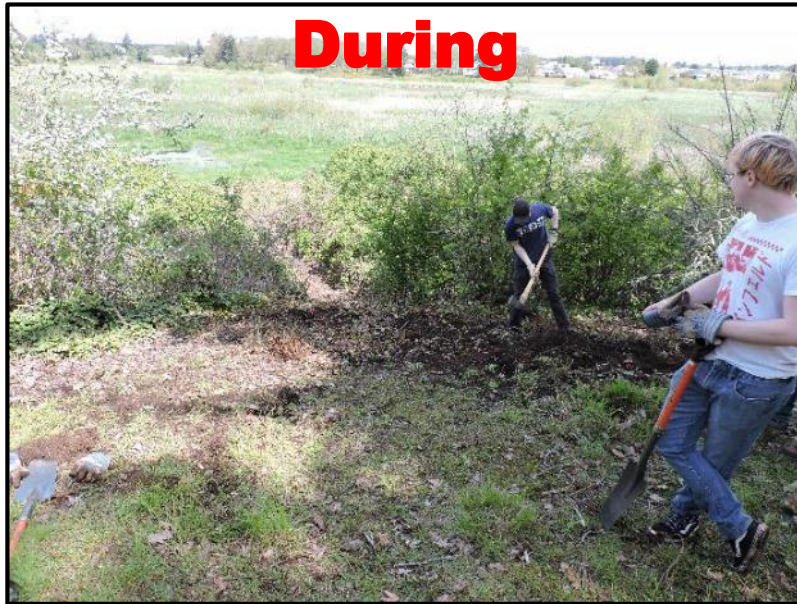
Derek Faust

Faculty Instructor – Environmental Sciences & Technology
Clover Park Technical College

Wetland Restoration – Blackberry Removal #1



Wetland Restoration – Blackberry Removal #2



Work Completed – Bird Blinds

2 bird blinds constructed:

- 1 permanent
- 1 mobile



Successes & Work Completed

- Restored ~5,000 ft² of habitat
 - 2,500 ft² wetland
 - 2,500 ft² Garry oak
- Planted ~45 Garry oaks and 3 each of Oregon ash, cottonwood, red alder, & cascara
- Educated ~20 students in restoration techniques
- Community stewardship events
 - Over 300 hours of volunteer time
 - Tour with TTF – 20 participants



Clover Creek Flow Update

Provided by Kris Kaufman and Al Schmauder

- As much as 10 cfs (6,462,720 gal/day or 4,488 gal/min) streamflow at the gage at old 99 on Clover Creek
- All flow infiltrating before getting to Lake Steilacoom when the "A-1" aquifer is below the stream level
- When we get intense rain events (we had 4 that peaked over 20 cfs each at the gage in November) the creek will flow until the line sink function takes over
- Up to June 2022 our annual precipitation was as much as 4" ABOVE normal...it is now ~ 4" BELOW normal (actually 4.16" below normal as of 12/10/22 at McChord AFB)
- Until the aquifer level gets high enough to make the stream a gaining (flowing) reach instead of a losing reach the creek will go dry
- Increasing demand for water from these aquifers affects flow

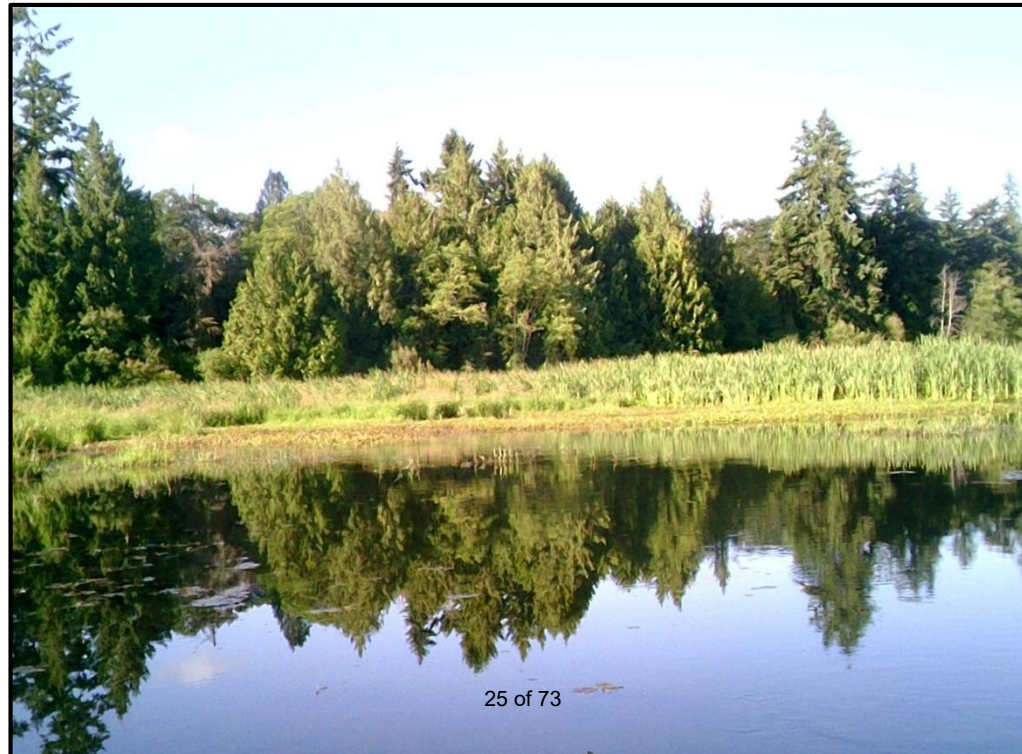


No stream flow in main channel of Clover Creek at 136th St on 11 Jan 2023.

Recommendations to City of Lakewood

- We thank the City of Lakewood for their support of the CCWC Small Grants program and ask them to continue.
- Consult with Lakewood Water District and Pierce County to use the USGS model on steps that could be taken to improve creek flow
- Continue annual review, and update if needed, the Lakewood Shoreline Restoration Plan
- Support staff attendance at CCWC meetings and provide updates on City activities

Questions???



Shoreline Restoration of Clover Creek Requires Stream Flow

By Al Schmauder, Stewardship Chair

The health of the shoreline along Clover Creek in Lakewood certainly is not improving due to lack of stream flow. In 2021 and 2022, the creek was dry for about four months (Sept, Oct, Nov, Dec). Unfortunately, the City has no authority or ability to control this condition. However, it directly affects Lakewood's citizens, so the City should be more involved with planning for water consumption. Let's discuss this.

Citizens asked: "Why is the creek dry?"

The answer is simple – There is not enough water in the ground to keep the creek flowing.

The causes are not so simple and are almost impossible for the City to fix or resolve. The basic cause is increasing population growth in Lakewood, Parkland, Spanaway, and Frederickson. What happens upstream affects what happens in Lakewood because the underground water storage areas (aquifers) are all connected. As more people increase, the demand for water increases for homes and businesses. In the City of Lakewood about 130 gallons is used per person, per day, and the amount increases in the summer to water flowers and lawns.

Rain provides almost all the water for the Chambers-Clover Watershed. The annual rainfall is fairly constant, about 39 inches per year. Nearly half of the rain is absorbed by vegetation and trees or evaporates. The remaining half seeps into the ground to fill the aquifers (A, C, E, and G) which store the water. The shallowest, A and C, aquifers have the most direct impact on water levels in local surface water bodies. There are a series of confining soil layers that help to separate water flow between the aquifers, in particular the deeper E and G aquifers.

When the aquifers and shallower soils are saturated, any excess water stays on the surface to create a flow in Clover Creek and its tributaries. Gravity also causes water in the aquifers to flow underground toward American Lake, which is almost totally filled by this process.

Lakewood Water District (LWD) pumps water out of all four aquifers to serve its 61,000 customers within the City of Lakewood. Lakewood Water District also provides water to four upstream water purveyors that serve approximately 62,000 customers, effectively moving some of the water further upstream in the watershed. This pumping removes water from the aquifer system, including deeper aquifers, which have a reduced impact to Clover Creek than shallower aquifers. When the level of the ground water is lowered, and not replaced by rain or other recharge, the flow of Clover Creek stops, the creek dries up and all aquatic life dies.

As of 15 Feb 2023, the main channel of Clover Creek in Parkland is completely dry and has been this way for about 8 months. Downstream in Lakewood Clover Creek was also dry for months in 2019. See photos below.



No stream flow in main channel of Clover Creek at 136th St on 11 Jan 2023.



Dry creek bed in Clover Creek in Lakewood on 19 Nov 2021. Photo by Kim Underwood.

LWD sells and pumps water to four water companies upstream so they can support the development and population growth within the water service areas of those water companies. This pumping has the effect of moving water from the aquifers back upstream in the basin rather than having that water flow out to the Puget Sound. The large basin has multiple factors that impact the flows in Clover Creek including quantity of water use, points of groundwater withdrawal, conversion from septic systems to sewer, and increase in impervious surfacing throughout the basin. A comprehensive study of these issues should be completed to help better understand the causes of, and possible remedies to improve flows in Clover Creek.

A recently updated USGS ground water model of the watershed, planned to be released this year, will provide further insight into the relationship between the aquifer system and Clover Creek.

Recommendation: The City of Lakewood should consult with LWD and Pierce County to use the USGS model to determine how to best monitor and manage the groundwater if maintaining a stream flow in Clover Creek is a City goal.



TO: Planning Commission
FROM: Tiffany Speir, Long Range & Strategic Planning Manager
DATE: February 15, 2023
SUBJECT: 2024 Lakewood Comprehensive Plan and Development
Regulations Periodic Review Process – Land Use & Maps;
Urban Design & Community Character
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 15 are Land Use Text & Maps and Urban Design & Community Character.

DISCUSSION

Land Use Maps and 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 Maps and Text are included in **Attachment A**. The element does not contain any goals or policies. Both will be reorganized and updated as needed during the Periodic Review.

Urban Design and Community Character

Lakewood Comprehensive Plan’s Urban Design and Community Character (UDCC) Element contains maps and text describing a community vision of Lakewood as a fully evolved city that combines a defined sense of place and a collective unity of spirit as evidenced by an appealing, functional environment. Five major urban design building blocks are defined in the element:

- urban design needs related to specific land-use categories are discussed;
- the relationship of urban design to transportation planning is presented, and some street classifications related to urban design are presented;
- a physical framework plan identifies the key elements that define the city's physical structure in terms of its open space network, civic boulevards, and major gateways;
- urban design strategies for specific focus or subareas are presented, along with specific actions for implementation; and

- overall urban planning goals and policies are identified to guide development of Lakewood's physical environment.

The UDCC element currently contains 15 goals and 49 policies. This element is not mandated by the GMA, but has valuable and foundational information for Lakewood's planning on many fronts.

The current UDCC maps and text are included in **Attachment A**. Both will be reorganized and updated as needed during the 2024 Periodic Review, with an effort to avoid duplicity or inaccuracies in relation to other mandatory Plan elements (Land Use, Housing, Utilities, etc.).

ATTACHMENT A

2.0 LAND USE & LAND USE MAPS



2.0 OFFICIAL LAND USE MAPS

This chapter includes a copy of the official map designating the Lakewood Future Land Uses. It also contains maps of the City's current Zoning, Subareas, Regional Growth Center, Centers of Municipal Importance, Urban Growth Areas and Potential Annexation Areas.

The descriptions of the City's land use designations and zones and the allowed uses within each zone are included in the Lakewood Municipal Code, which is available online at <https://lakewood.municipal.codes/>.

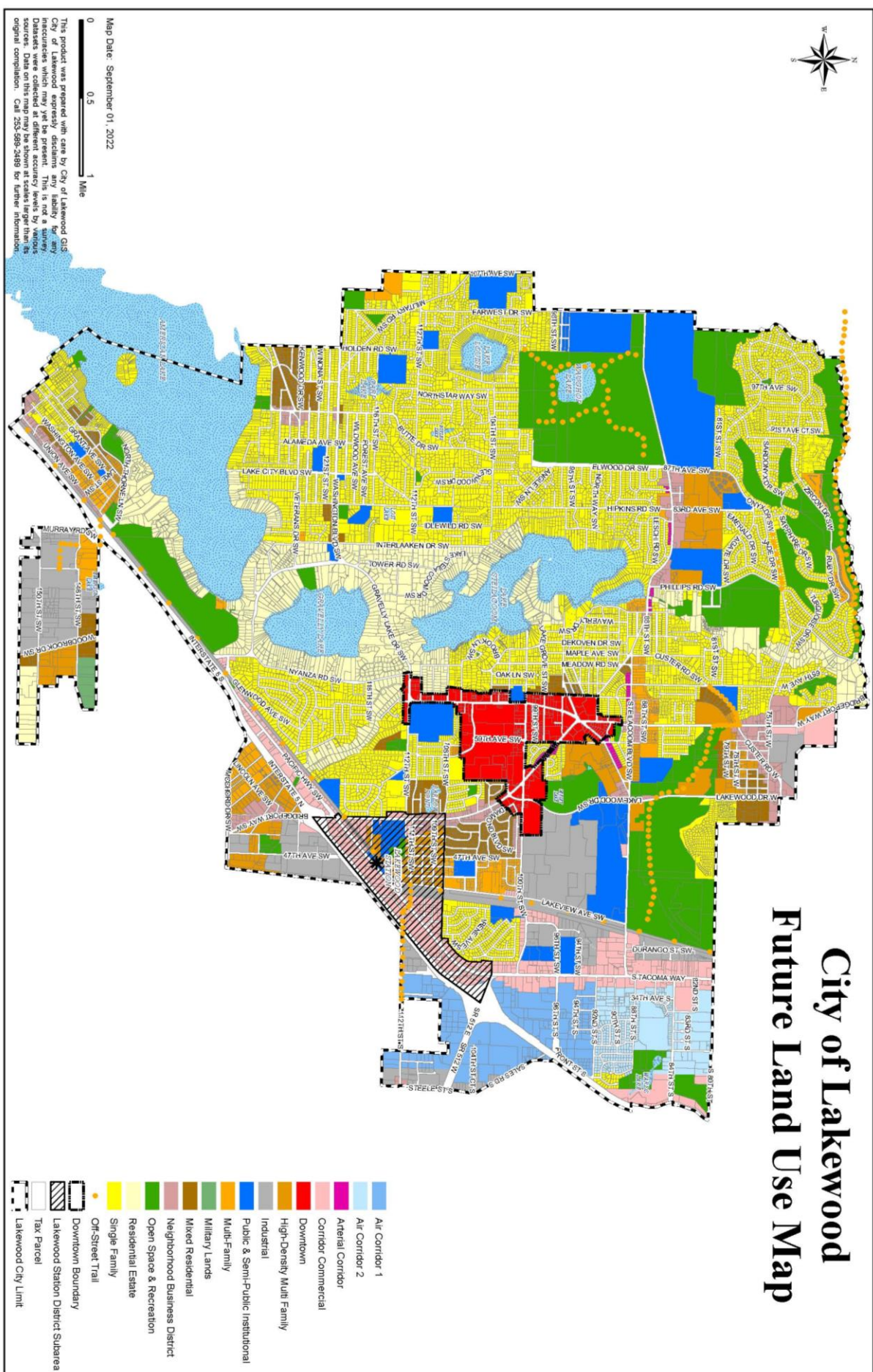


Figure 2.1 Future Land Use Map

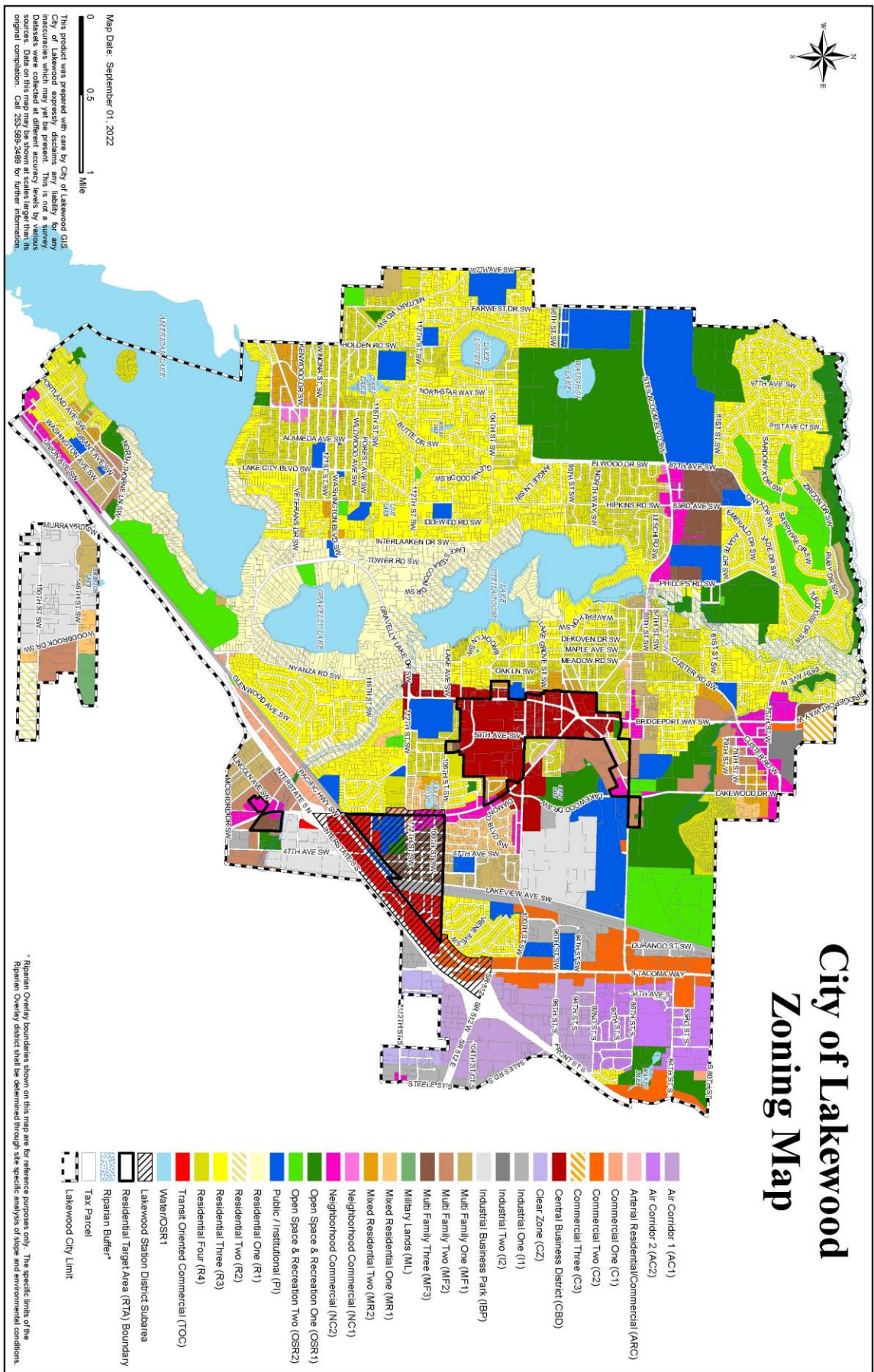


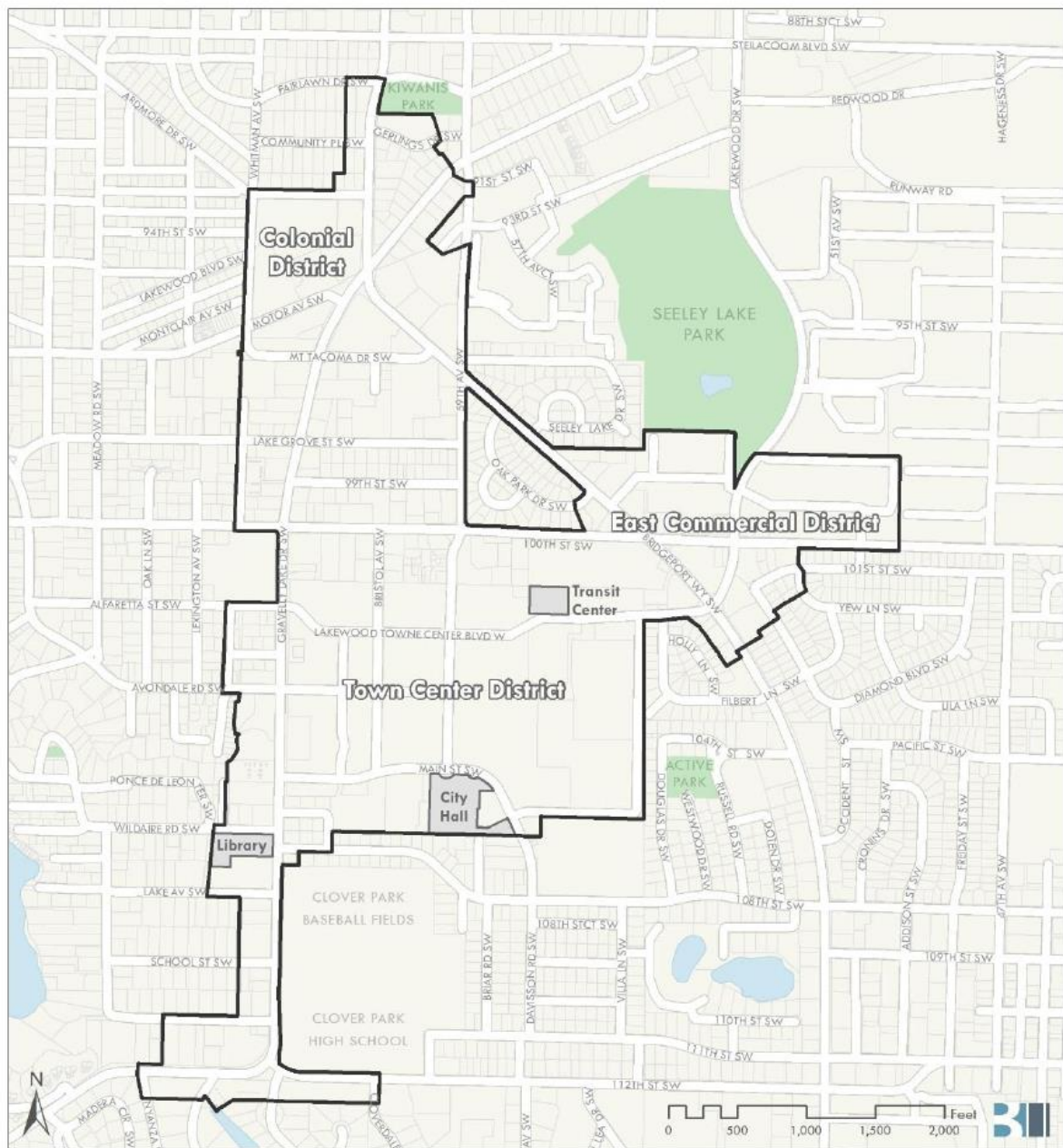
Figure _____ Current Zoning Map

This map displays the subarea boundaries for Lakewood, Oregon, and the city's limits. The subareas are color-coded: Downtown Subarea (yellow), Lakewood Station District Subarea (red), and Tillicum Subarea Plan (pink). The city limit is indicated by a thick black dashed line. The map includes major roads such as Steelacoom Blvd SW, 104th St SW, 100th St SW, 108th St SW, 112th St SW, 150th St SW, 15th St SW, 16th St SW, 17th St SW, 18th St SW, 19th St SW, 20th St SW, 21st St SW, 22nd St SW, 23rd St SW, 24th St SW, 25th St SW, 26th St SW, 27th St SW, 28th St SW, 29th St SW, 30th St SW, 31st St SW, 32nd St SW, 33rd St SW, 34th St SW, 35th St SW, 36th St SW, 37th St SW, 38th St SW, 39th St SW, 40th St SW, 41st St SW, 42nd St SW, 43rd St SW, 44th St SW, 45th St SW, 46th St SW, 47th St SW, 48th St SW, 49th St SW, 50th St SW, 51st St SW, 52nd St SW, 53rd St SW, 54th St SW, 55th St SW, 56th St SW, 57th St SW, 58th St SW, 59th St SW, 60th St SW, 61st St SW, 62nd St SW, 63rd St SW, 64th St SW, 65th St SW, 66th St SW, 67th St SW, 68th St SW, 69th St SW, 70th St SW, 71st St SW, 72nd St SW, 73rd St SW, 74th St SW, 75th St SW, 76th St SW, 77th St SW, 78th St SW, 79th St SW, 80th St SW, 81st St SW, 82nd St SW, 83rd St SW, 84th St SW, 85th St SW, 86th St SW, 87th St SW, 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Regional Growth Centers and Manufacturing/Industrial Centers



PSRC Regional Growth Centers



LEGEND

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

Figure 2.2 Lakewood Regional Growth Center

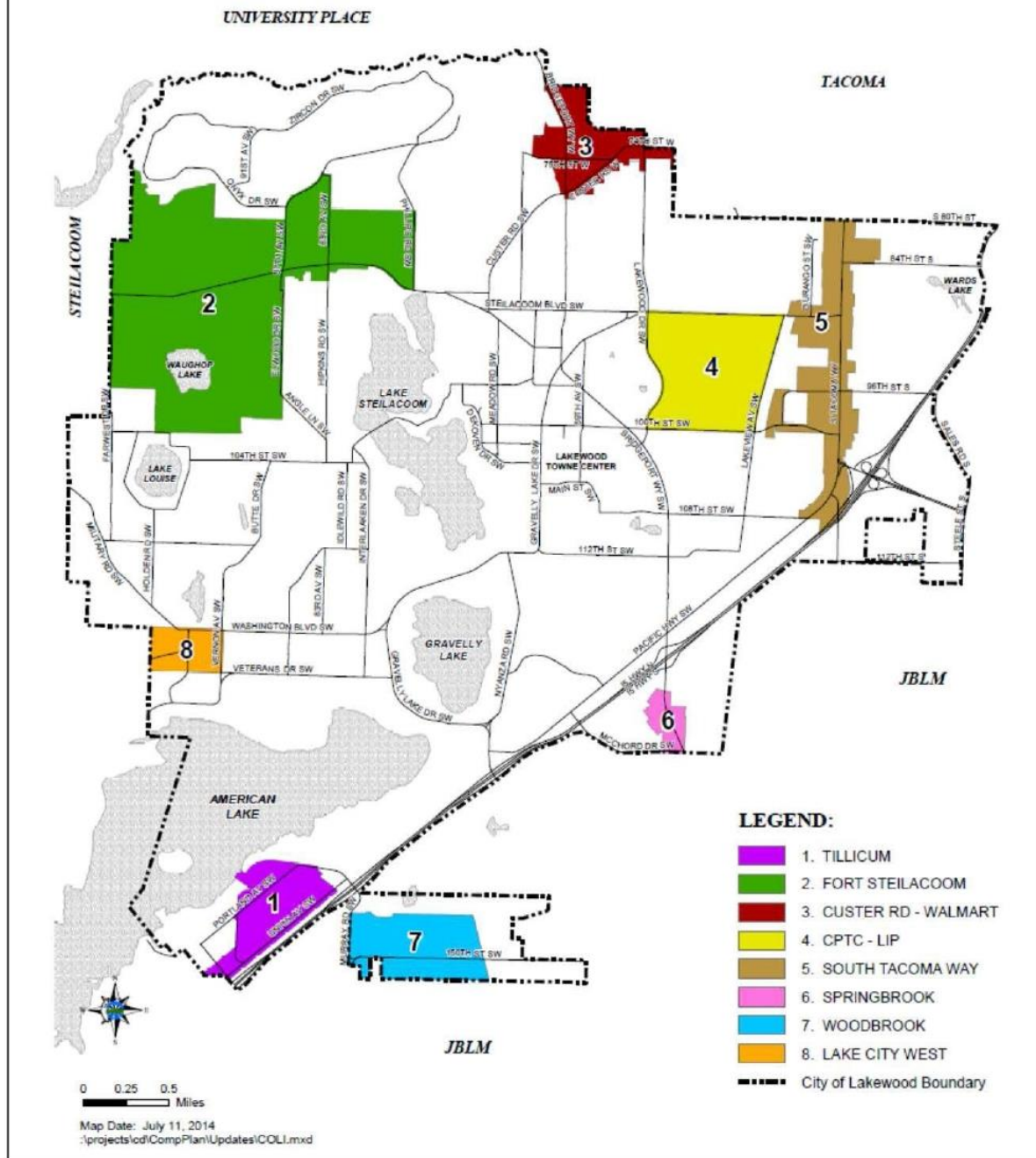


Figure 2.3 City-Wide Centers of Municipal Importance

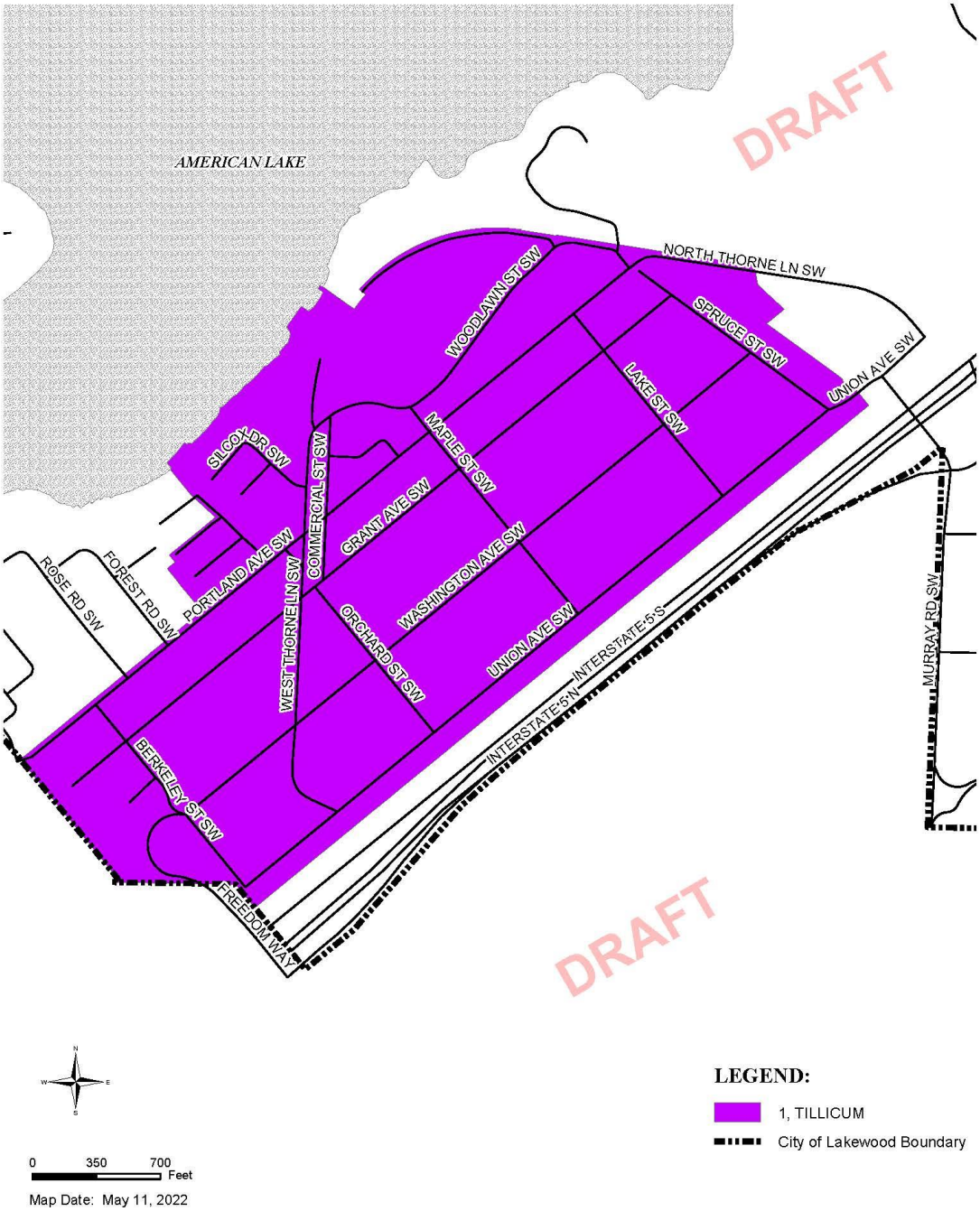


Figure 2.4 Tillicum Center of Municipal Importance

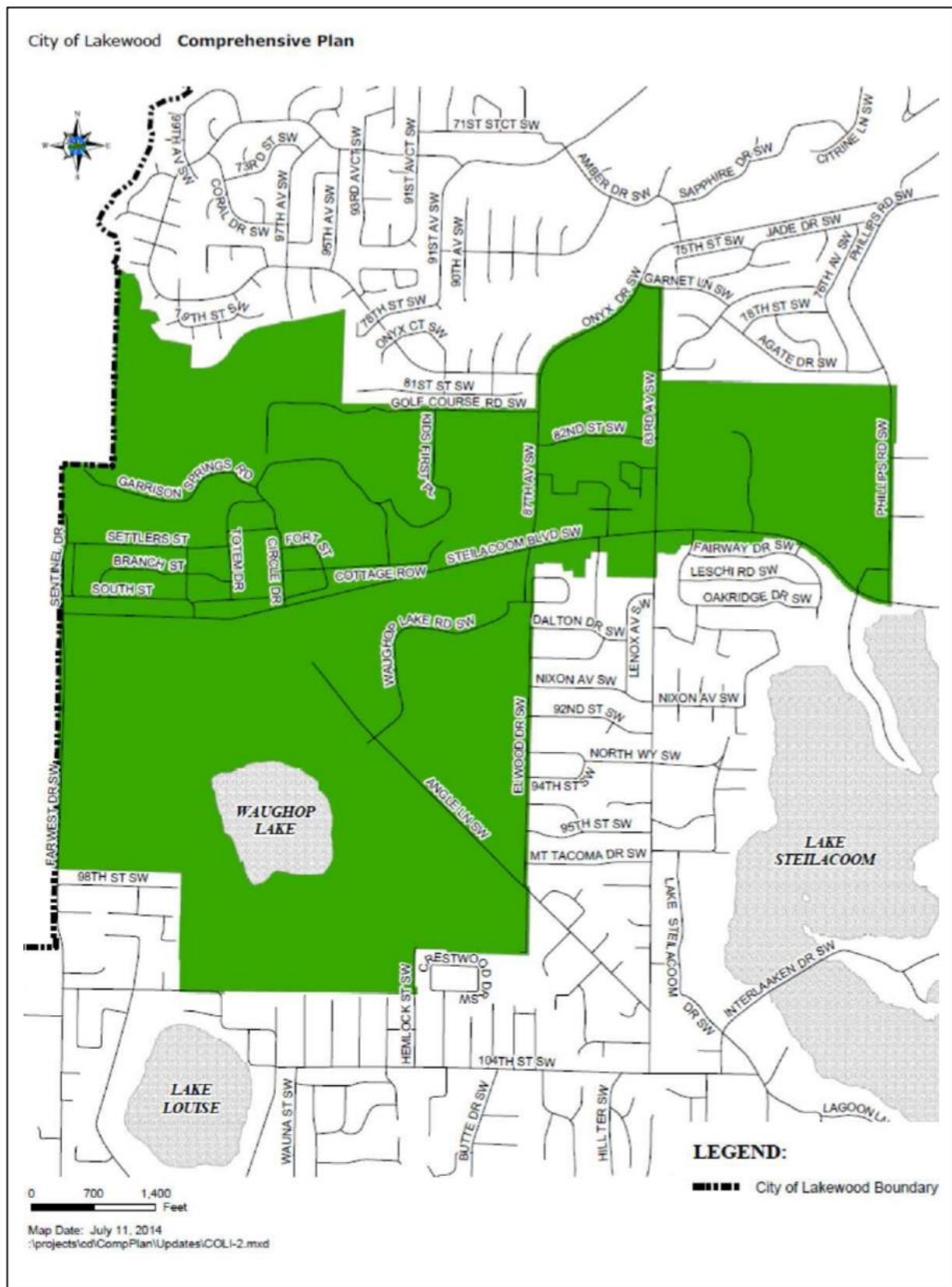


Figure 2.5 Fort Steilacoom Park Center of Municipal Importance

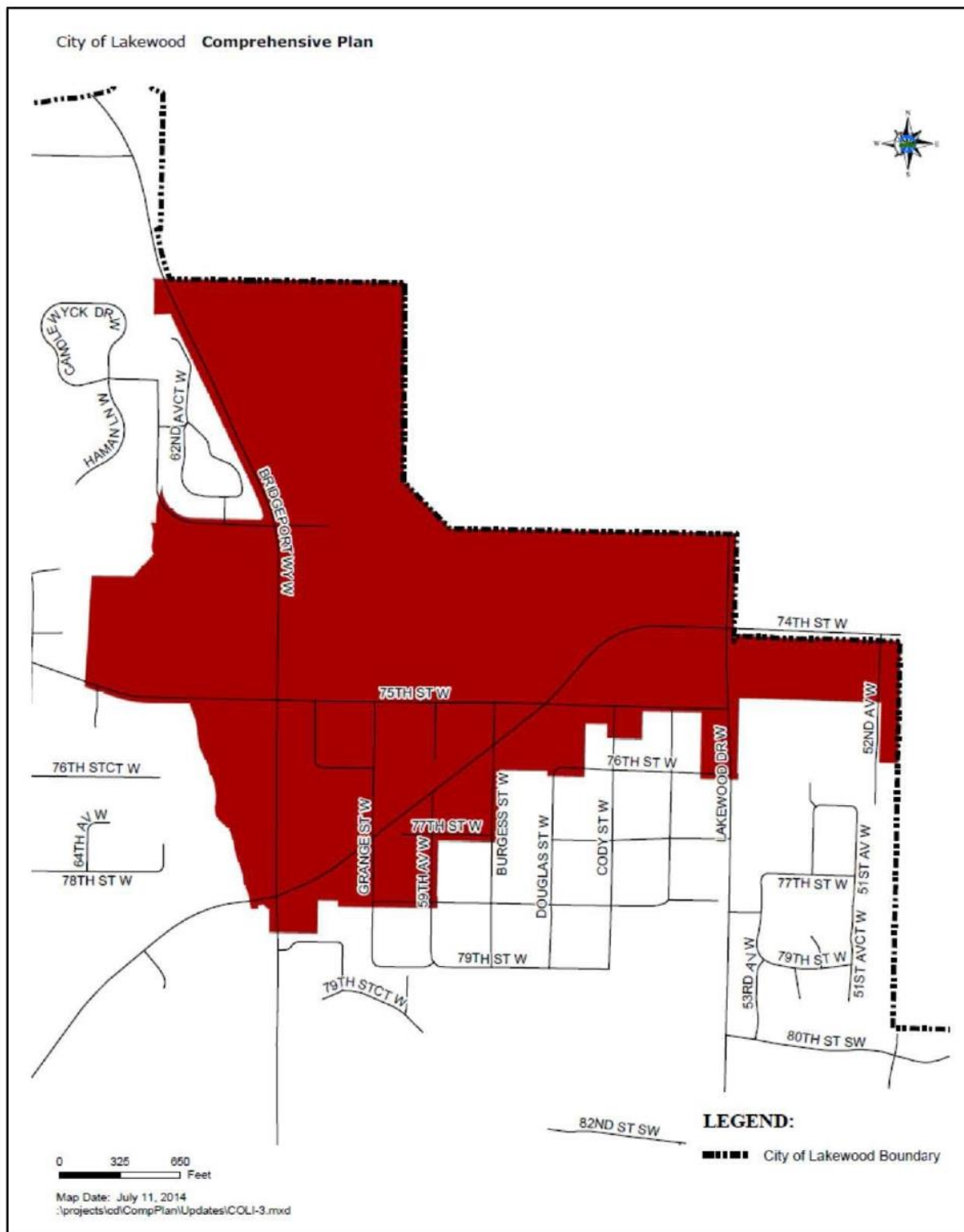
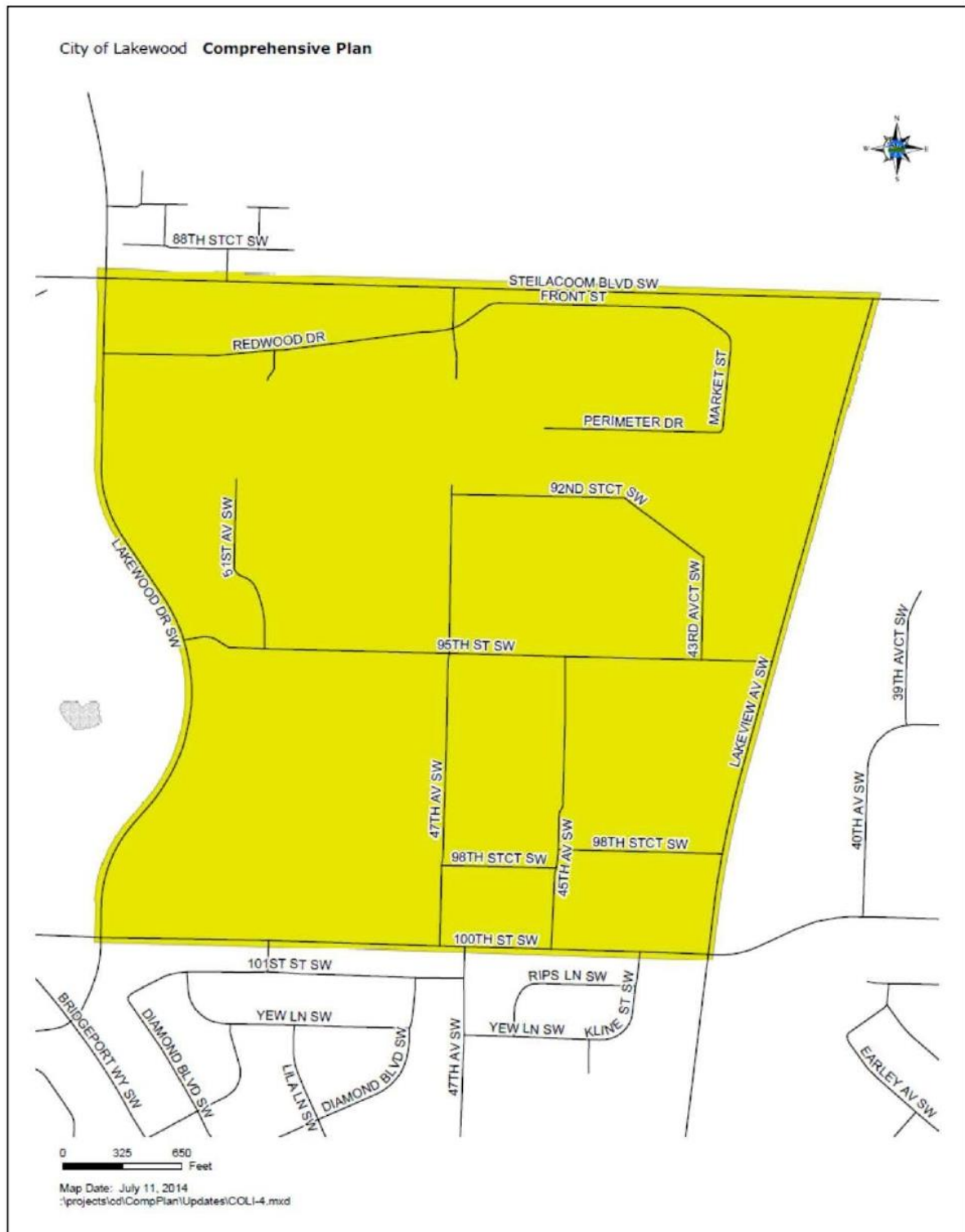


Figure 2.6 Custer Road/Walmart Center of Municipal Importance



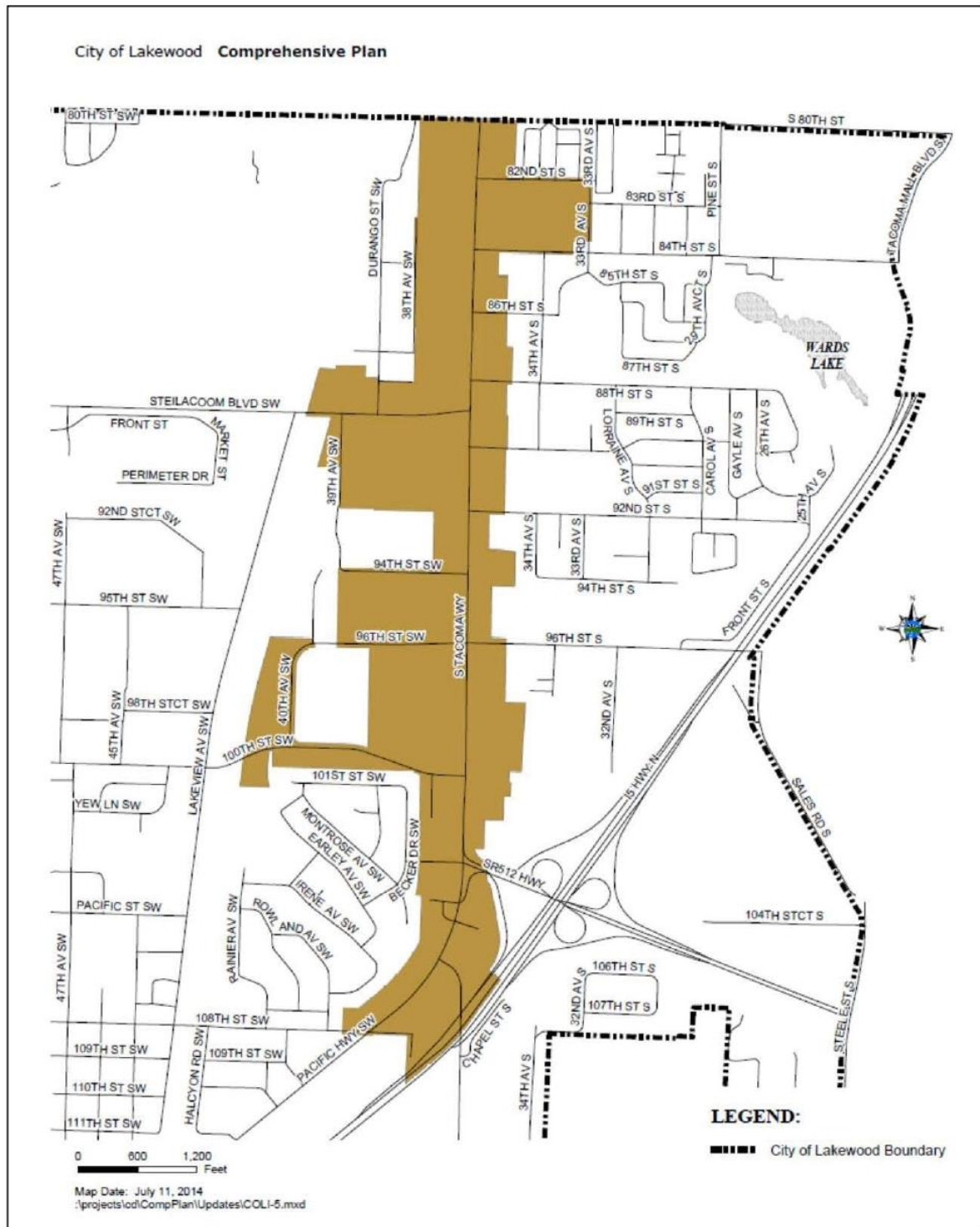


Figure 2.8 South Tacoma Way Center of Municipal Importance

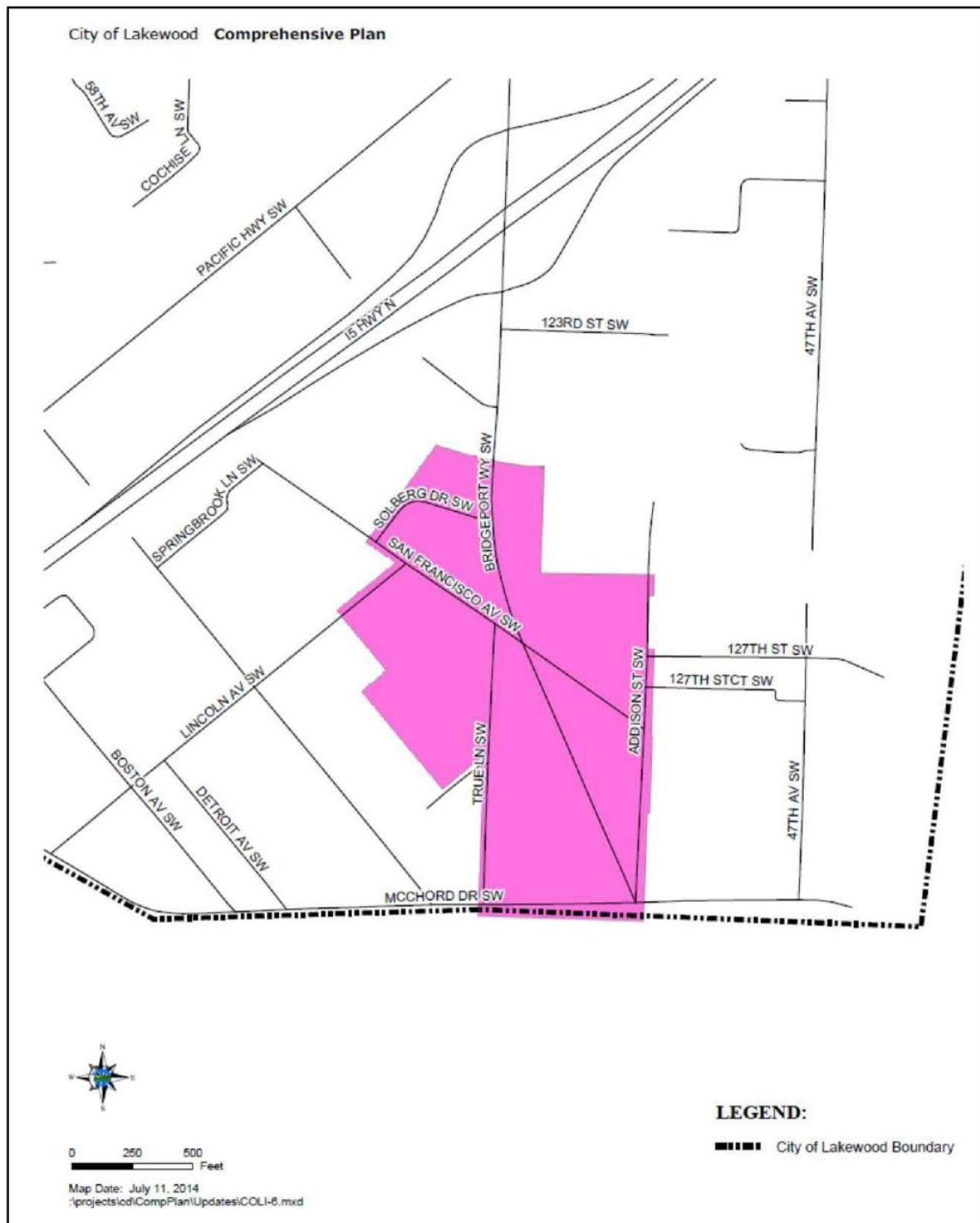


Figure 2.9 Springbrook Center of Municipal Importance

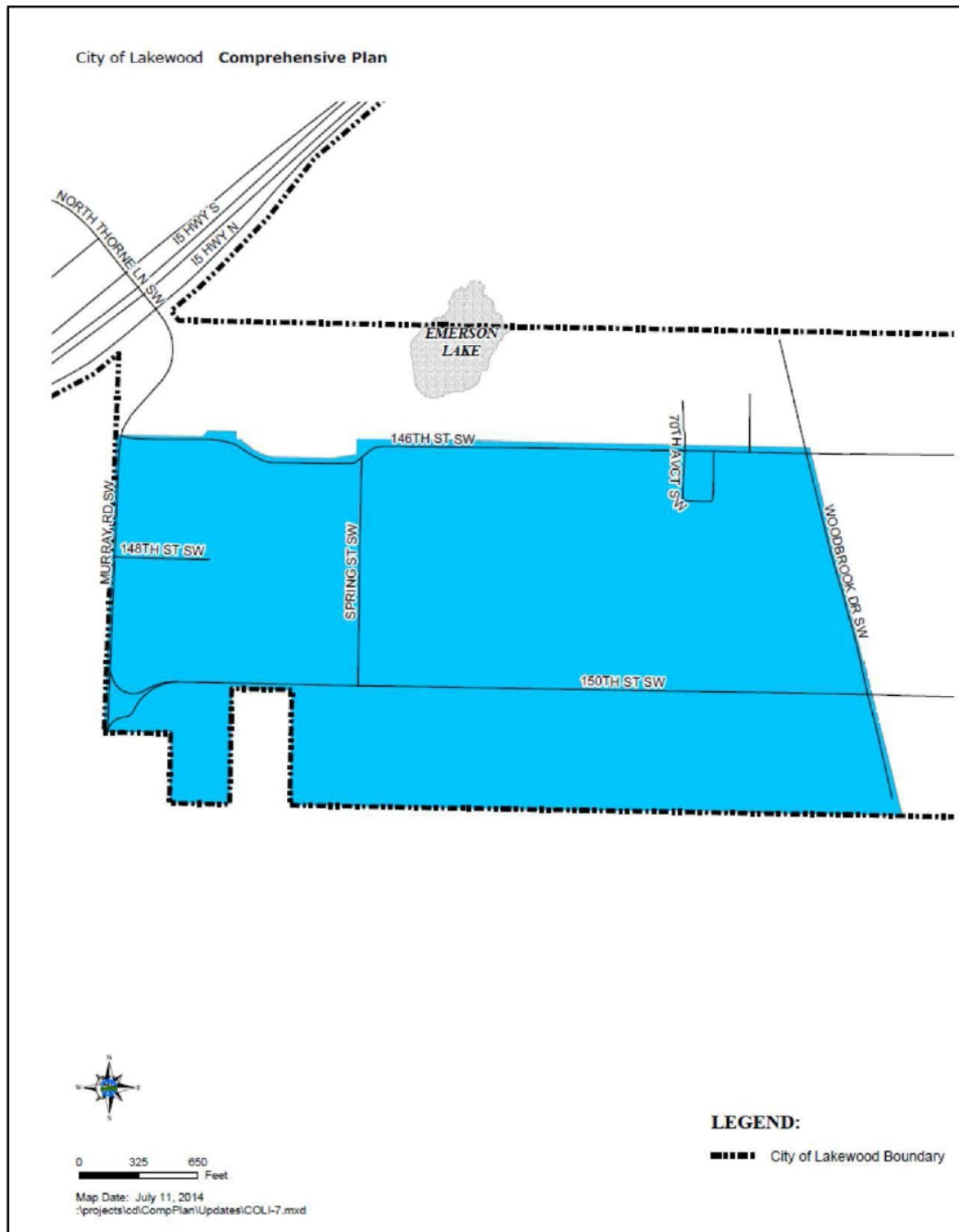


Figure 2.10 Woodbrook Center of Municipal Importance

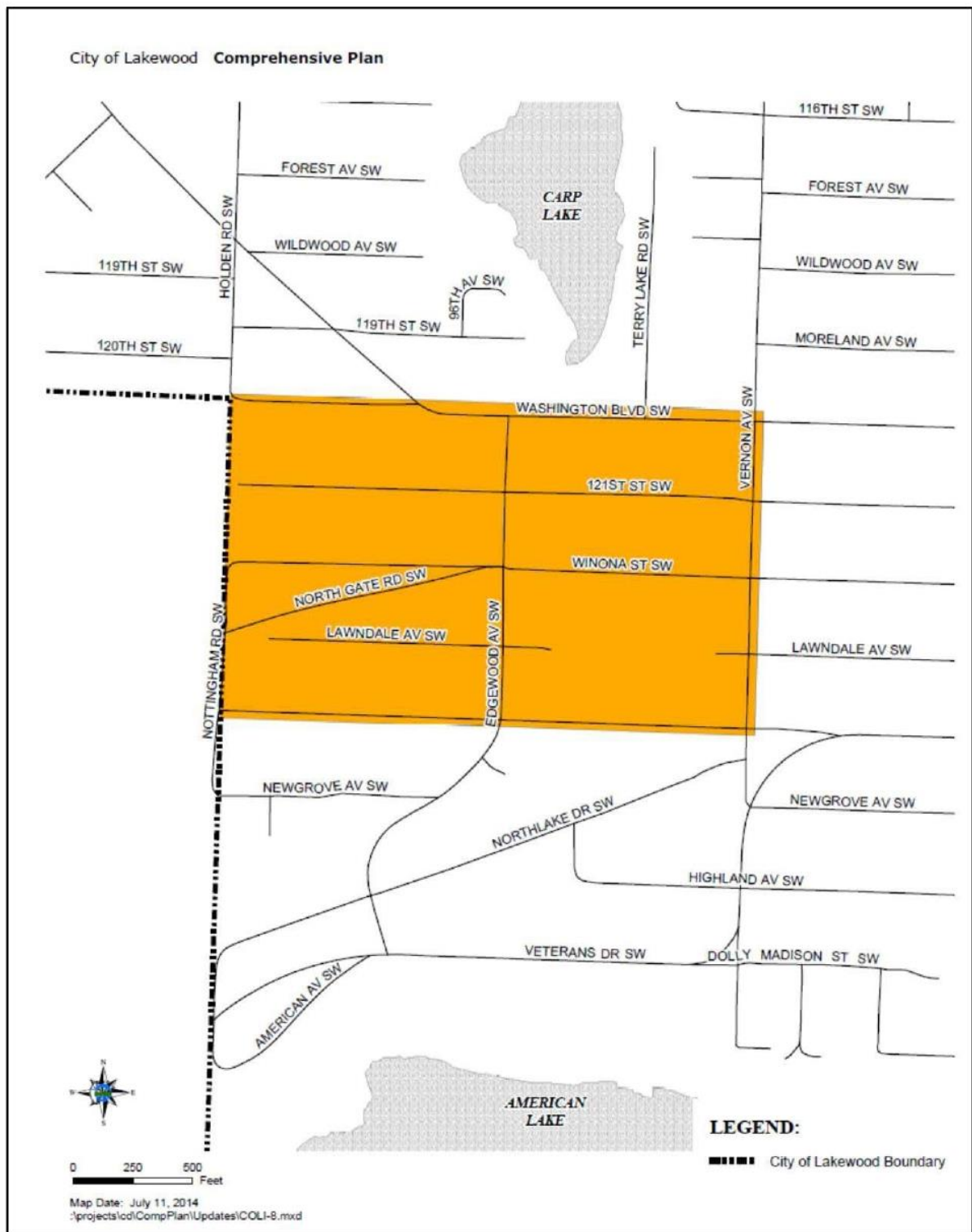


Figure 2.11 Lake City West Center of Municipal Importance

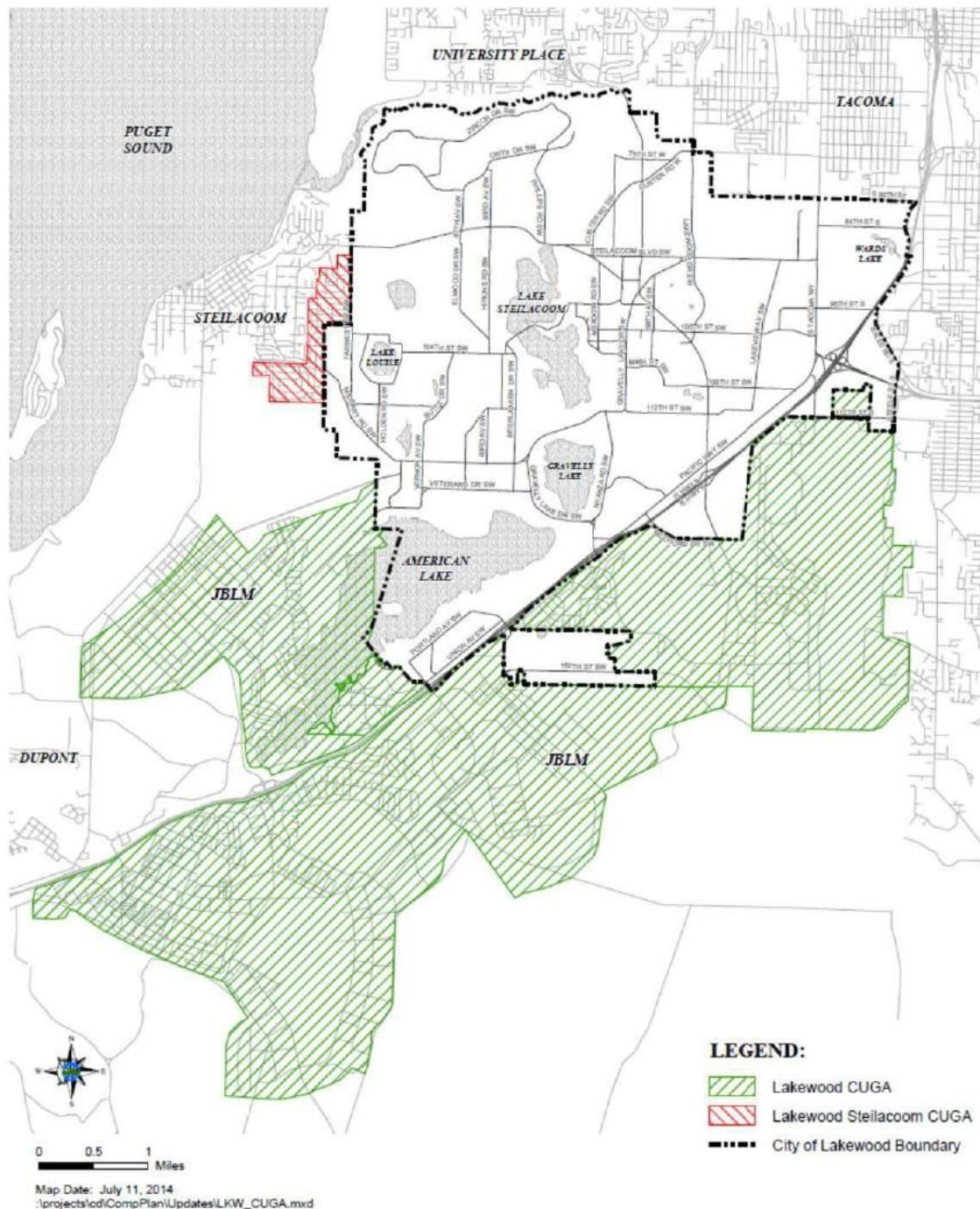
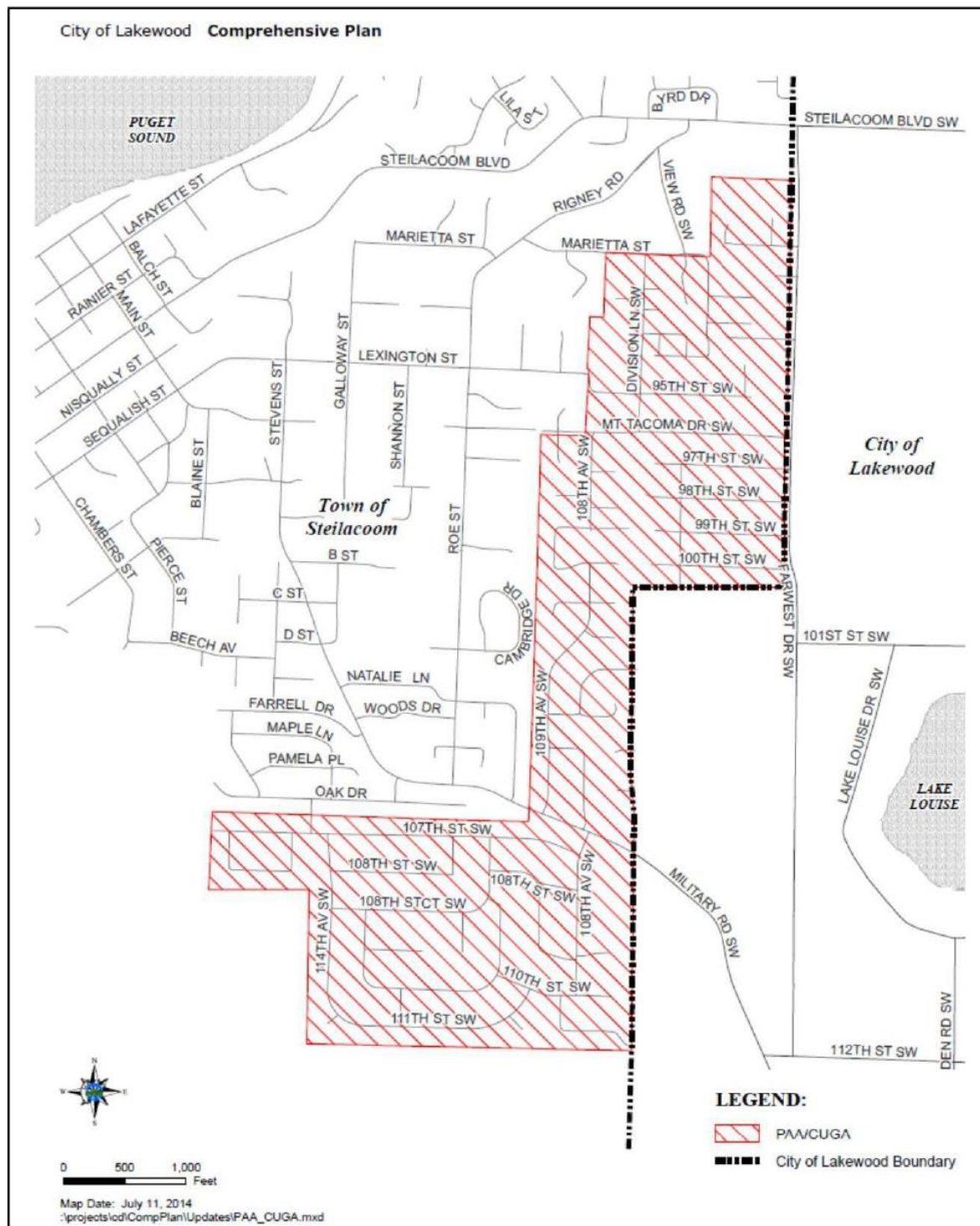


Figure 2.12 Lakewood Comprehensive Plan Urban Growth Area (UGA)



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

Lakewood has one Urban Center; see Figure 2.2. The boundaries of the Urban Center were drawn to include the most appropriate balance of high-density employment and housing in the City. The Urban Center includes the entire Downtown Subarea. High capacity transit is provided by the existing Pierce Transit Center in Lakewood Towne Center, with connections

to the Sound Transit commuter rail at Lakewood Station and direct high occupancy vehicle (HOV) access to I-5 for bus service outside the center. Major public amenities will include improved pedestrian facilities such as design treatments, trails, and parks to be developed concurrent with implementation of the comprehensive plan. Policy language addressing designation of the urban center is located in Section 3.5 of this plan.

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.

4.0 URBAN DESIGN & COMMUNITY CHARACTER

4.1 Introduction

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

Upon incorporation, Lakewood ceased to be a small part of a larger entity and instead became its own place. With the status of cityhood has come a need for identity and sense of place. Lakewood's citizens have strongly expressed the need for the community to take control of its image, to grow into a recognizable city with a strong civic center, and to eliminate the negative aspects of its past. In the citizens' visioning sessions that took place at the beginning of the comprehensive planning process, urban design was identified as the most urgent planning issue before the City. This was a significant occurrence, as it is somewhat unusual for urban design to achieve such a high profile when compared to other pressing civic issues such as transportation, public safety, and human services. Participants expressed a desire for a plan that develops a foundation for building a "heart of the city," creates beautiful entrances to the city ("gateways"), creates a legacy of interconnected parks and green spaces, and identifies and preserves the best natural and built features that Lakewood has to offer. They wanted a more pedestrian-oriented city with attractive streets and an environment that helps orient and guide visitors.

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

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

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

There are limitations as to how urban design can be addressed at the comprehensive planning level. For this reason, this chapter recommends the preparation and implementation of subarea plans to address priority areas at a scale allowing for the necessary attention to detail. Pending these detailed studies, adherence to the goals and policies shown here will assist the City in carrying out some of its most pressing development priorities such as creating a recognizable Downtown, development of transit oriented residential and retail/commercial projects around the Lakewood Station, and the preservation and creation of housing affordable to the City's residents.

4.1.1 Relationship Between Urban Design and Land-Use Designations

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

1.1.1 Residential Lands

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

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

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

1.1.2 Commercial Lands

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

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

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

1.1.3 Industrial Lands

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

Emphasis is on employment-generating uses, including light manufacturing, warehousing and distribution, and business park activities. Perimeter buffer areas should clearly define the site's geographic boundaries, minimizing visual, acoustic, or other impacts to adjacent users, reducing the nuisance potential of these land uses. Sources of noise, dust, light, or other potential nuisances

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

1.2 Relationship Between Urban Design and Transportation

Table 4.1: Urban Design Street Classifications.

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

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

Blvd. from Military Road to Gravelly Lake Drive, and Military Road from 107th Ave. to Washington Blvd, as well as N. Thorne Lane and Union Avenue in Tillicum (Table 4.2).

Table 4.2: Civic Boulevards.

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

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

Table 4.3: Key Pedestrian Routes

Green Streets	Neighborhood	Extents
83rd Ave.	Oakbrook	Steilacoom Blvd. to Garnett
Onyx Drive	Oakbrook	Oakbrook Park to 87th Ave.
Phillips Road	Oakbrook	Steilacoom Blvd. to 81st St.
87th Ave SW	Oakbrook	Onyx Drive to Fort Steilacoom Park
Hipkins Road		104th to Steilacoom Blvd.
Green Street Loop with Arterial and Local Streets in Downtown	Downtown	See Downtown Plan for extent and street sections
72nd Ave.	Lakewood Center	Steilacoom Blvd. to Waverly Dr
Waverly Drive	Lakewood Center	72nd Ave. to Hill Grove Lane
Hill Grove Lane	Lakewood Center	Waverly Drive to Mt. Tacoma Dr.
Mt. Tahoma Drive	Lakewood Center	Dekoven to Bridgeport Way
Green Streets	Neighborhood	Extents
108th Street	Lakeview	Pacific Hwy. to Davisson Road
Kendrick Street	Lakeview	Entire length
San Francisco Ave.	Springbrook	Bridgeport Way to 49th Ave
49th Ave.	Springbrook	San Francisco Ave. to 127th St.
127th St.	Springbrook	49th Ave. to 47th Ave.
Bridgeport Way	Springbrook	123rd St. to McChord Gate
123rd St.	Springbrook	Entire length
47th Ave.	Springbrook	From Pacific Hwy. SW to 127th St
Washington Ave.	Tillicum	W. Thorne Lane to N. Thorne Lane
Maple Street	Tillicum	Entire length
Custer Road	Flett	Bridgeport Way to Lakewood Dr.

Gateways: Gateways are the major access points and entrances to a city. They contribute to the public's mental image of a city and provide people with clues to way finding and orientation. This function can be strengthened by making them more memorable and identifiable through special design features such as landscaping, signage, lighting, paving patterns, and architectural treatment. A summary of proposed internal and external gateways is identified in Table 4.4. Most external gateways in the plan are along I-5, with several located at the city's northern and western boundaries.

Three internal gateways are recognized in the area of the Downtown: the intersections of 100th Street and Lakewood Boulevard at Bridgeport Way; 100th Street at Gravelly Lake Boulevard; and most importantly, Gravelly Lake Boulevard at Bridgeport Way.

Table 4.4: Gateways.

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

1.3 Citywide Urban Design Framework Plan

With incorporation, Lakewood inherited an established system of transportation and open space networks. With improvement, they can help fulfill the citizens' desire for a better regional image, more attractive gateways into the city, better pedestrian and bicycle accommodations, and better access to natural and recreation areas. A citywide urban design framework plan illustrating these design components is shown in Figure 4.1. This framework plan focuses on the following main elements.

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

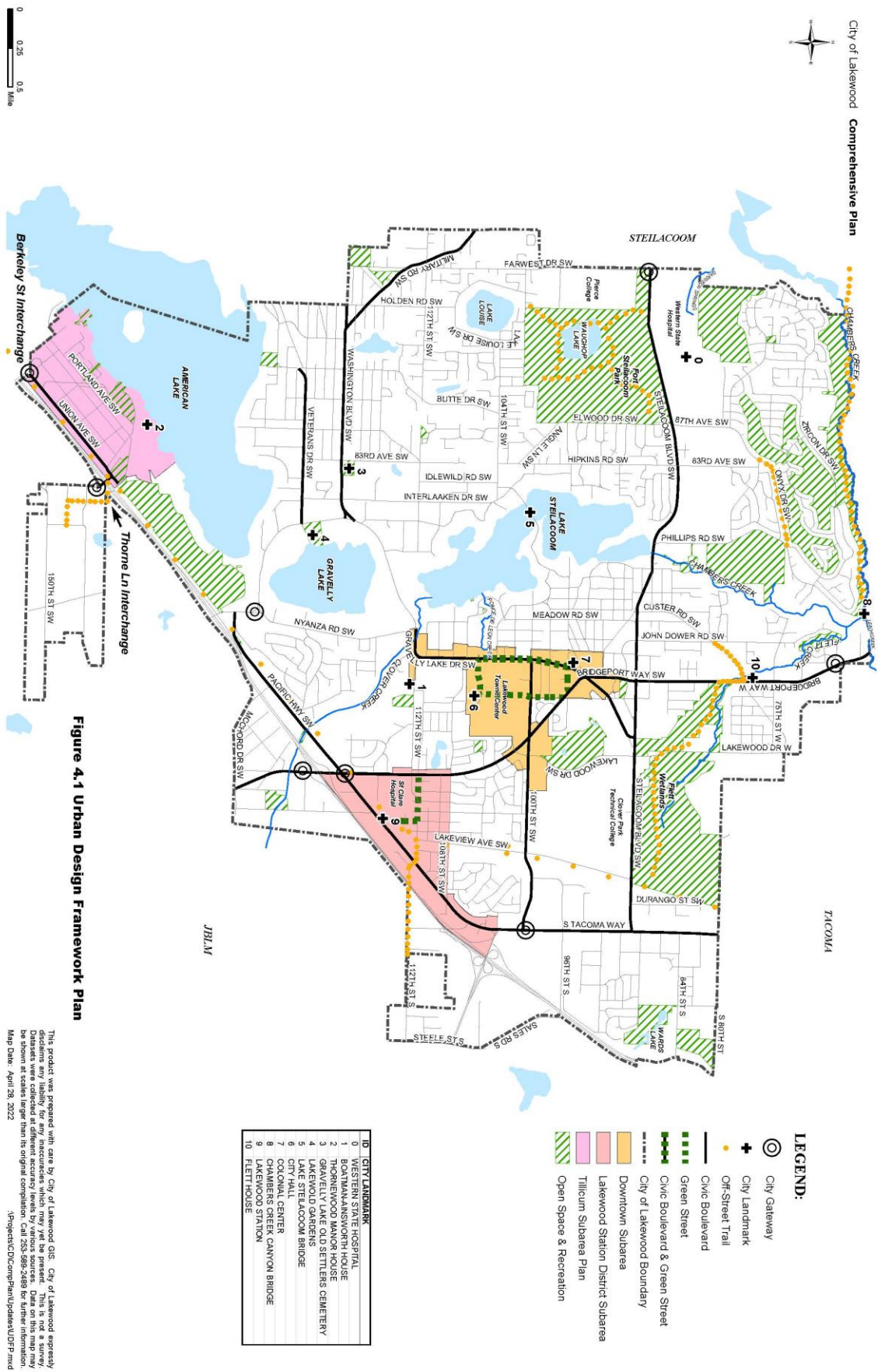
- Colonial Center
- Flett House
- Boatman-Ainsworth House
- Settlers Cemetery
- Fort Steilacoom
- Thornewood Manor House
- Colonial Plaza
- Lakewood Mall
- Lakewood Gardens
- Lake Steilacoom Bridge
- City Hall
- Lakewood Station

Although they have no official protected status at this time, landmarks serve as important catalysts for neighborhood building. The plan also shows the opportunity to create several new landmarks with the recent adoption of the Downtown and Lakewood Station District Subarea Plans.

Activity Nodes: Activity nodes are key destinations that attract human activity such as employment, shopping, civic functions, and public open spaces such as parks. These areas are usually memorable places in the minds of residents. No attempt was made to identify activity nodes in the framework plan, as they are widespread and varied in nature. However, among the most prominent are the three identified as urban design focus areas (the Central Business District, Lakewood Station, and Tillicum) which are shown on Figure 4.1, and discussed in depth in Section 4.5. Activity nodes should be distributed to provide residents with access to personal services and groceries within reasonable walking/biking distance in their own neighborhoods.

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

Figure 4.1 Urban Design Framework Plan



1.4 Focus Area Urban Design Plans

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

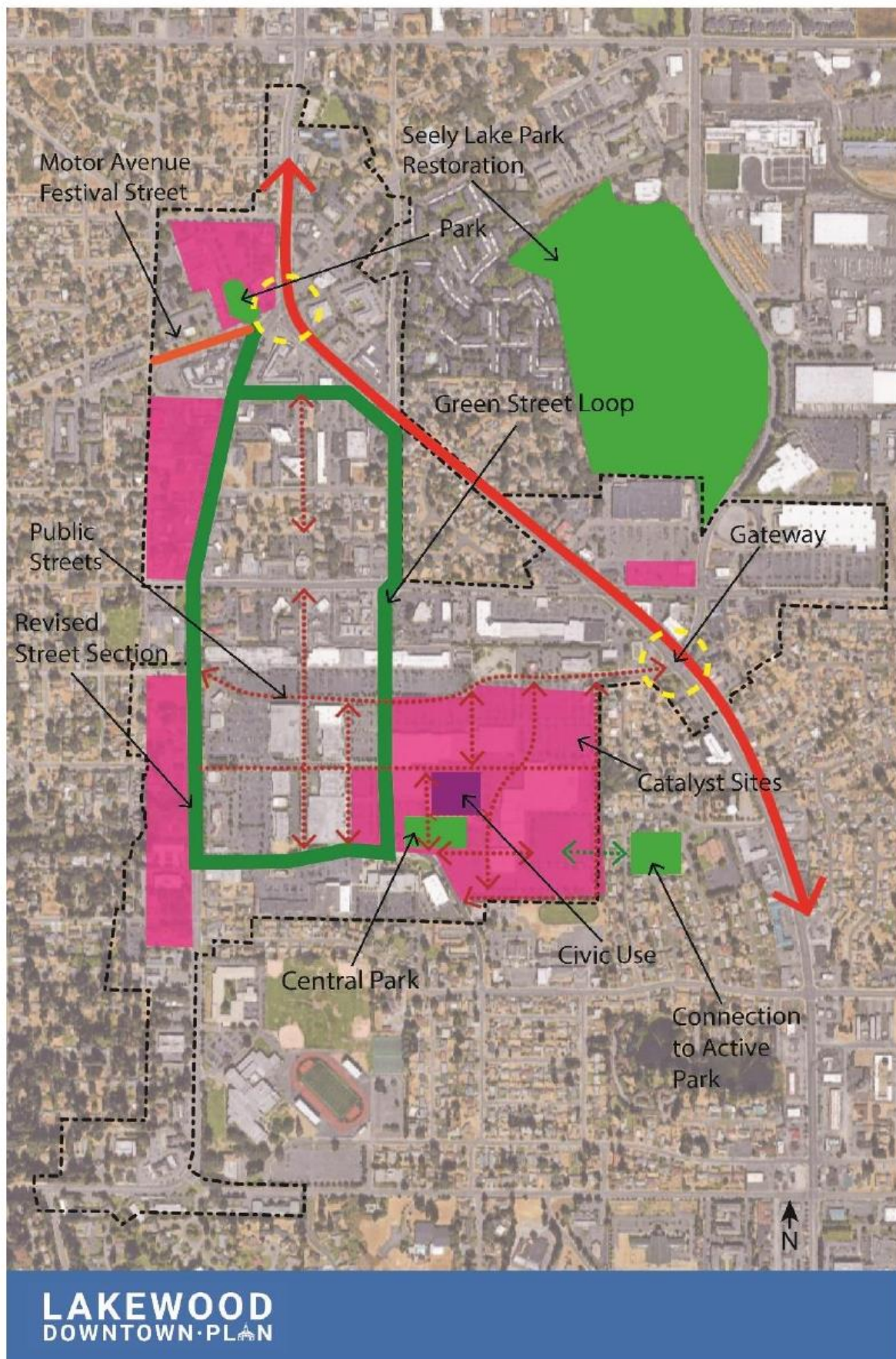
1.4.1 Downtown

In 2018, the City adopted the Downtown Subarea Plan, Development Code and SEPA Planned Action, realizing a major goal of this Comprehensive Plan to create a downtown with a rich urban area with civic amenities, walkable streets, and a mix of uses including housing, entertainment, restaurants, and retail. The Downtown has significant economic assets such as the Lakewood Towne Center, historic and cultural assets such as the Colonial Center, nearby open space assets such as Seeley Lake, civic assets such as Clover Park High School and City Hall, and other major retail and entertainment assets. There is a strong street pattern, including the intersection of three of the city's major civic boulevards: Bridgeport Way, Gravelly Lake Drive, and 100th Street.

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

- **Green Street Loop:** To address the lack of park space, improve public streets, and improve circulation for pedestrians and bicyclists the green loop will include park like elements, green infrastructure, and support redevelopment in Downtown.
- **New Public Streets:** The Downtown lacks a dense and walkable street grid to support urban development, circulation, and an active public realm.
- **Central Park:** A new urban park of between two to four acres is proposed just north of City Hall to serve as the main gathering space for the community and to include a variety of features and programming.
- **Revised Gravelly Lake Drive:** As part of the Green Street Loop, a revised road design for Gravelly Lake Drive SW is proposed. The revision will allow for expanded sidewalks and a multi-use path on the east side of the street.
- **Catalyst Sites:** Catalyst sites are the best opportunities to weave together public improvements in infrastructure and amenities with infill and redevelopment by the private sector. The best opportunities for redevelopment based on vacant and underutilized sites, and large surface parking areas, and surrounding context have been identified as catalyst sites in the near term to further the implementation of this Plan.
- **Colonial Plaza:** In 2019, the City completed the Colonial Plaza, a festival space along Motor Avenue consistent with the adopted Downtown Subarea Plan that includes a large central plaza, a pedestrian promenade, a farmer's market and event structure, street trees, landscaping, and public art opportunities.

Figure 4.2 Downtown Plan Concept



Framework, 2018

1.4.2 Lakewood Station District

Completion of the Sound Transit commuter rail station (“Lakewood Sounder Station”) on Pacific Highway Southwest represents a major investment of public funds in Lakewood. It also presents the potential for major land use change as the private market responds to the opportunities presented by increased transportation options. The Comprehensive Plan has defined the Lakewood Station district as a transit-oriented neighborhood with higher density residential uses, medically oriented businesses, and other commercial uses responding to increased transportation access in the area since 2000.

The commuter rail station combines a substantial park-and-ride lot and transit transfer center with the rail station to create a multi-modal transportation hub. Parking for a large number of vehicles, as well as improved transit and pedestrian access, will assist in the transformation and redevelopment potential for the commercial corridor along Pacific Highway Southwest. A pedestrian bridge and pedestrian amenities on Kendrick Street to the north of the Sounder Station, together with high-density multi-family residential zoning set the stage for redevelopment of the area with transit – oriented residential development. New sidewalks and streetscape elements such as lighting and landscaping could improve the visual quality and public safety of the area around the station. The City adopted the Lakewood Station District Subarea (LSDS) Plan, Development Code and Planned Action in 2021, which are hereby incorporated into the Comprehensive Plan. Springbrook was not included in the subarea boundaries due to I-5 being a significant physical barrier, and the subarea was extended further northeast than originally drawn to include the 512 park & ride. Points of interest within the Subarea include the Sounder Station, the planned multi-phased mixed use development termed Lakewood Landing, the St. Clare Hospital complex, the SR-512 park-and-ride, Pacific Highway and Bridgeport Way commercial areas, and a residential area. The LSDS was mostly built out pre-incorporation, so the focus is on redevelopment.

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

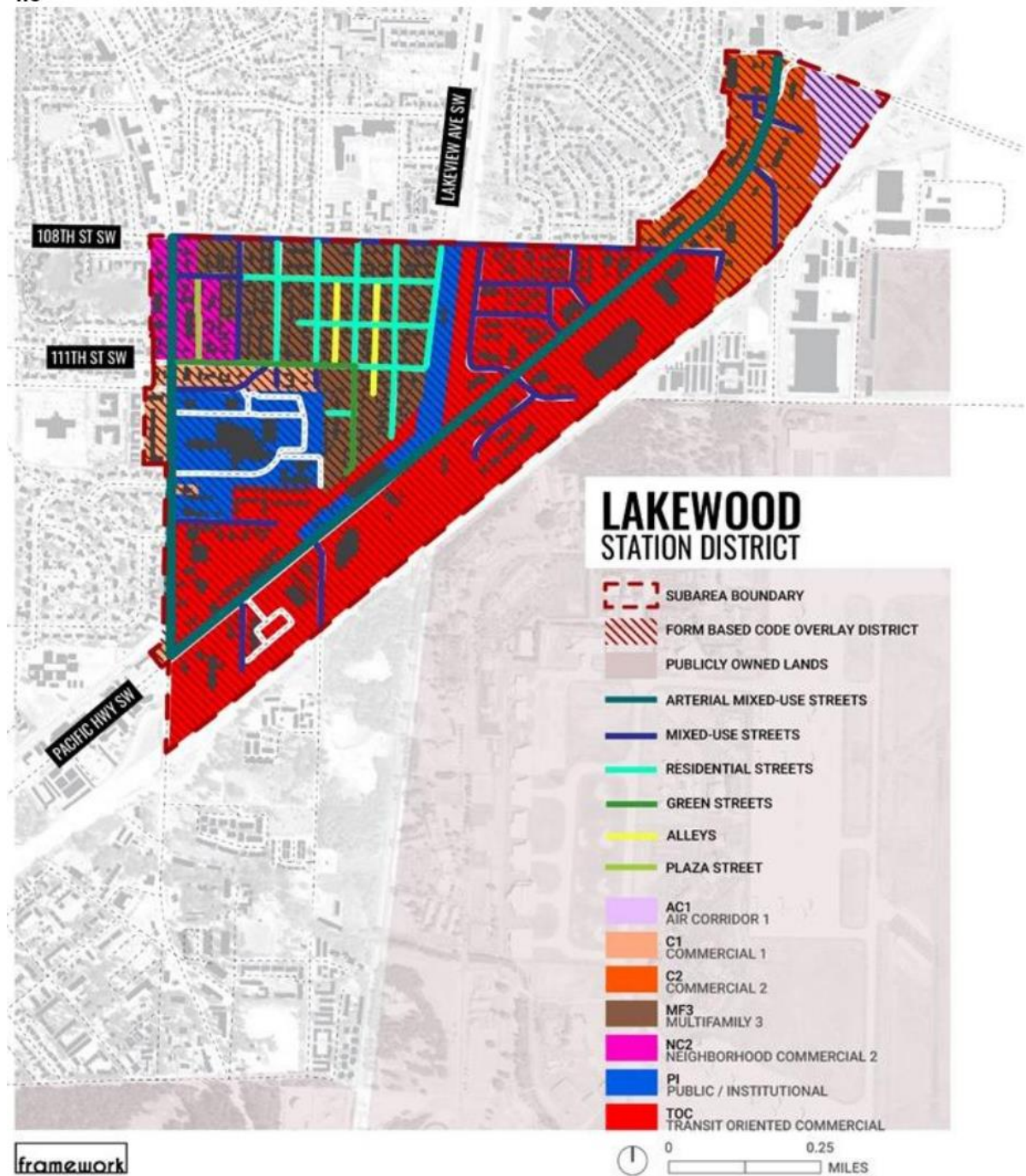
The Lakewood Station District is a multi-modal commuter hub of Lakewood and the southern terminus of Sound Transit’s commuter rail service. The Lakewood Station District provides an amenity-rich, transit-oriented development node surrounding the Lakewood Station. This District offers a mixture of intensive land uses and activities supportive of direct regional transportation access via the Lakewood commuter rail station and I-5. The District implements development standards to foster a high quality, pedestrian-oriented urban environment including incentives to encourage a dense mix of commercial and medical office, regional and local retail, services and hospitality, and high-density residential uses offering ownership and rental housing opportunities, all supported by direct regional transportation access.

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

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

The graphic depicting the planned land-use and urban design changes in the Lakewood Station District Subarea is shown in Figure 4.3.

Figure 4.3



framework
BERK, 2020

1.4.3 Tillicum

The Tillicum neighborhood functions as a separate small village within Lakewood. Accessible only by freeway ramps at the north and south end of the area, it has its own commercial sector; moderately dense residential development; and an elementary school, library, and park. Tillicum is a very walkable neighborhood with a tight street grid and relatively low speed traffic. Harry Todd Park is one of the largest City-owned parks, and Tillicum is one of the few neighborhoods in the city with public waterfront access. In public meetings discussing alternative plans for the city, Tillicum emerged as a neighborhood viewed as having significant potential for residential growth. With a traditional street grid, significant public open space and lake access, and strong regional transportation connections, there is a major opportunity for Tillicum to evolve into a more urban, pedestrian and bicycle-oriented community. This is further enhanced by the recent expansion of I-5 and new interchanges at Thorne Lane and Berkeley as well as the potential for a Sound Transit stop in Tillicum.

Because of recent extension of sewer service to the area, the development of multi-family housing in Tillicum is now possible. In addition to sewer development, there are other actions the City can take in support of the development of multi-family housing in Tillicum, including:

- continued improvements to Harry Todd Park and expansion of sewer access;
- development of a pedestrian connection between the park and commercial district along Maple Street, with sidewalks, curb ramps, crosswalks, lighting, and other improvements;
- consideration of incentivizing multi-family and mixed use development along Union Ave.
- review of land zoning and regulations near the new Thorne Lane and Berkeley Ave. I-5 interchanges to create attractive, welcoming gateways; and
- a pedestrian/bikeway easement north along the railroad or through the country club to other portions of Lakewood.

In the 2010's, construction on two major changes to transportation systems near and adjacent to Tillicum began. In July 2015, the Washington State Legislature approved funding for the I-5 Mounts Road to Thorne Lane Interchange - Corridor Improvements project as part of the Connecting Washington transportation revenue package. This overall project was broken down into four separate construction projects, two of which were completed by 2022. The I-5 interchanges at Berkeley Street and Thorne Lane were replaced to make room for new HOV lanes. The new interchanges removed a potential conflict between passenger trains and vehicles and people who walk or ride. This work also raised the elevation of I-5 at Berkeley Street by 14 feet, eliminating the expense of maintaining water pumps in a location where I-5 sat below the water table.

In 2023, a third phase of construction will rebuild the I-5 and Steilacoom-DuPont Road interchange to complete widening of I-5. This will extend the HOV lane near 41st Division Drive in both directions into the DuPont area. WSDOT's overarching goal is to complete the HOV system between DuPont and the new HOV lanes that are nearly complete in Tacoma.

In 2024, a separate project off I-5 will build a new non-motorized path from Gravelly Lake Drive to Thorne Lane in Lakewood as the fourth phase of the overall work. The Gravelly-Thorne Connector will run parallel to but separate from I-5, providing access to Lakewood's Tillicum neighborhood for people who walk and ride. Until the Gravelly-Thorne Connector is complete, bicyclists going south on I-5 from Gravelly Lake Drive will use the shoulder on the exit to Berkeley Street to access local shared use paths. A future shared-use path for bicyclists and pedestrians that would run parallel to roads open to the public between Lakewood and DuPont is being evaluated by stakeholders.

The 1999 urban design framework plan for Tillicum is shown in Figure 4.4. Some of the specific urban design actions identified at the time which could be undertaken in Tillicum include:

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

Tillicum since the 2011 Neighborhood Plan was adopted as well as to reflect current housing policy and growth planning best practices.

1.5 Goals and Policies

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

Policies:

- UD-1.1: Provide attractive streetscapes with street trees and sidewalks, planting strips, shelters, benches, and pedestrian-scale lighting in appropriate locations.
- UD-1.2: Clearly define and consistently apply a reasonable threshold for requiring developer improvements in development regulations.
- UD-1.3: Require sidewalks on both sides of all new streets, except local access streets in industrially designated areas that are not on existing or planned transit routes and where there is a low projected level of pedestrian traffic.
- UD-1.4: Design intersections to safely accommodate both pedestrian and vehicular traffic. Construct intersections with the minimum dimensions necessary to maintain LOSs and to meet emergency services needs, discouraging the construction of turning lanes where they would deter pedestrians.
- UD-1.5: Develop and apply appropriate traffic-calming tools to control traffic volume and speed through identified neighborhoods.
- UD-1.6: Work with transit providers to incorporate transit stops and facilities at appropriate intervals along transit routes.
- UD-1-7: Include curb ramps for sidewalks at all intersections to assist wheelchairs, strollers, and cyclists.

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

Policies:

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

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

Policies:

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

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

Policies:

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

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

Policies:

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

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

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

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

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

Policies:

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

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

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

Policies:

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

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

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

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

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

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

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

Policies:

- UD-8.1: Implement the Downtown Subarea Plan, paying attention to the integration of Lakewood Towne Center with the remainder of the subarea.
- UD-8.2: Continue to foster transformation of the former mall to provide better public visibility; create additional public rights-of-way; and potentially develop entertainment, housing, visitor serving, and open space uses.
- UD-8.3: Promote design elements that enhance the distinctive character of the Colonial Center while enabling contemporary urban design in the Downtown overall.
- UD-8.4: Maintain a pedestrian-orientation in building, site, and street design and development in the Downtown.
- UD-8.5: Promote urban amenities throughout the Downtown and on individual sites.

GOAL UD-9: Create a livable, transit-oriented community within the Lakewood Station District through application of urban design principles.

Policies:

- UD-9.1: Provide for pedestrian and bicycle connectivity within the Lakewood Station District to the commuter rail station.
- UD-9.2: Identify the opportunities for additional public/semi-public green space in the Lakewood Station District. (See Policy LU-25.3 regarding bonus densities).
- UD-9.3: Improve identified civic boulevards, gateways, and green streets within the Lakewood Station District to provide a unifying and distinctive character.
- UD-9.4: Establish the intersection of Pacific Highway Southwest and Bridgeport Way as a major gateway into the city and develop a landscaping treatment to enhance the city's image at this gateway.
- UD-9.5: Implement the Lakewood Station District Subarea (LSDS) Plan. Incorporate site and architectural design measures to coordinate consistency of private and public development.

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

Policies:

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

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

Policies:

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

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

Policies:

- UD-12.1: Establish a program to design and implement a gateway enhancement plan at the entrances to each neighborhood.
- UD-12.2: Work with private and public property owners and organizations to create and implement the gateway plans.
- UD-12.3: Work with the WSDOT or successor agency to facilitate the future incorporation of sound barriers adjacent to these communities along I-5 to reduce noise impacts to residential areas.

GOAL UD-13: Provide funding for urban design and open space improvements necessary for maintenance and improvement of the quality of life in Lakewood.

Policies:

- UD-13.1: Identify and seek potential outside funding sources such as grants, regional and state partnerships, and others to implement identified urban design and open space improvements.
- UD-13.2: Develop a strategy to partially fund urban design and open space improvements from local sources, which may include sources such as local improvement districts, developer impact fees, bond measures, and others.

GOAL UD-14: Recognize the value of scenic views and visual resources as contributors to Lakewood's character and the quality of life.

Policies:

- UD-14.1: Develop a program to identify and protect sensitive views, view corridors, and/or visual resources.
- UD-14.2: Make views of Mt. Rainier, the lakes, wetlands and creeks, Ft. Steilacoom, Flett Wetlands, and historic landmarks from public sites a priority for protection.

GOAL UD-15: Substantially increase walking and cycling activity while at the same time reducing collisions involving cyclists and pedestrians. The federal government and the State of Washington seek to double walking and cycling activity over the planning horizon, while at the same time reducing collisions involving cyclists and pedestrians by 5% per year.

Policies:

- UD-15.1 Refer to the National Association of City Transportation Officials (NACTO) Urban Street Design Guide and Urban Bikeway Design Guide in the design of streets and non-motorized pathway projects.
- UD15.2 Consider endorsement or adoption of the NACTO Urban Street and Urban Bikeway design guides.