



A G E N D A

PLANNING COMMISSION

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

Wednesday, March 1, 2023 at 6:30 pm

Hybrid Meeting: In-Person & Virtual via ZOOM

Lakewood City Hall, American Lake Room (6000 Main St. SW, Lakewood 1st floor)

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

Residents can attend in person at the Lakewood City Council Chambers; they can also attend virtually by watching them live on the City's YouTube channel @ <https://www.youtube.com/user/cityoflakewoodwa> or by calling in to listen by telephone at +1 (253) 215-8782 and by entering meeting ID: 864 2883 6136

To Submit Public Comment and/or Public Hearing Testimony Prior to Meeting: Send comments by mail or email to Karen Devereaux, Planning Commission Clerk, at kdevereaux@cityoflakewood.us or 6000 Main Street SW Lakewood, WA 98499. Comments received by noon on the day of the meeting will be provided to the Planning Commission electronically.

Live Virtual Public Participation: To provide live virtual Public Comments or Public Hearing Testimony during the meeting, join the Zoom meeting as an attendee by calling by telephone Dial +1(253) 215- 8782 and enter participant ID: 864 2883 6136 or by going online at <https://us06web.zoom.us/j/86428836136>. Each speaker will be allowed (3) three minutes to speak during the Public Comment and during each Public Hearing. Outside of Public Comments and Public Hearings, attendees will not be acknowledged and their microphone will remain muted.

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

Online: For those using the ZOOM link <https://us06web.zoom.us/j/86428836136> to testify, upon entering the meeting, please enter your name or other chosen identifier. Use the "Raise Hand" feature to be called upon by the Chair during the Public Comments and/or Public Hearings portions of the agenda. When you are unmuted, please provide your name and city of residence.

1.	Call to Order
2.	Roll Call
3.	Approval of Minutes from February 15, 2023
4.	Agenda Updates
5.	Public Comments
6.	Public Hearings <ul style="list-style-type: none">• None
7.	Unfinished Business <ul style="list-style-type: none">• None
8.	New Business <ul style="list-style-type: none">• 2024 Comprehensive Plan Periodic Review Process – Lakewood Housing Needs Assessment; reviewing Racially Disparate Impacts & Equity for All Elements
9.	Reports from Council Liaison, City Staff & Commission Members <ul style="list-style-type: none">• City Council Updates/Actions• City Staff Updates<ul style="list-style-type: none">• Next meeting March 15, 2023• Joint City Council/Planning Commission Meeting March 27, 2023

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

1. Draft Meeting Minutes from February 15, 2023
2. Staff Report: 2024 Comprehensive Plan Periodic Review Process - Lakewood Housing Needs Assessment; reviewing Racially Disparate Impacts & Equity for All Elements

Members Only

Please email kdevereaux@cityoflakewood.us or call Karen Devereaux at 253.983.7767 no later than Tuesday, February 28, 2023 at noon if you are unable to attend. Thank you.



**PLANNING COMMISSION
MEETING MINUTES
February 15, 2023
Hybrid In-Person/Virtual Meeting via ZOOM
6000 Main Street SW, American Lake Room, Lakewood, WA**

Call to Order

Mr. Don Daniels. Chair called the hybrid ZOOM meeting to order at 6:36 p.m.

Roll Call

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

Planning Commission Members Excused: Ryan Pearson, Vice-Chair; and Robert Estrada

Commission Members Absent: None

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

Council Liaison: Paul Bocchi (present via ZOOM)

Approval of Minutes

The minutes of the meeting held on February 1, 2023 were approved as written by voice vote M/S/C Combs/Wagemann. The motion carried unanimously, 5-0.

Agenda Updates None

Public Comments

Mr. Kris Kauffman, provided information on the increasing demand for water from aquifers affecting the Clover Creek flow.

Public Hearings None

Unfinished Business None

New Business

Review of 2022 Shoreline Restoration Activities in Lakewood

Ms. Janet Spingath, Former President, Chamber-Clover Watershed Council and American Lake Improvement Club, expressed concerns for the many lakes in the City with regard to lake quality monitoring, invasive species of watermilfoil, and wake boat problems.

Dr. Derek Faust, Professor at Clover Park Technical College, shared information on the many projects completed in restoration of the Flett wetlands to include blackberry removal, construction of two bird blinds, and many hours of community stewardship events.

Mr. Al Schmauder, Stewardship Chair, presented an overview of the shoreline restoration update and information regarding the health of the shoreline along Clover Creek and his concerns over the lack of stream flow.

Mr. Schmauder made four recommendations to the Planning Commission to forward to City Council as follows:

- Continue supporting the Clover Creek Watershed Council Small Grants Program
- Consult with Lakewood Water District and Pierce County to use the USGS model on steps to improve creek flow
- Continue with annual review of the Lakewood Shoreline Restoration Plan and update if needed
- Support staff attendance at CCWVC meetings and provide updates on City activities

Review of Clover Creek Flood Plain Study

Mr. Paul Bucich, Public Works Engineering Director, presented information regarding recent flood plain mapping and modeling of Clover Creek as it relates to a 100-year storm event. Flood mitigation alternatives and costs were discussed. The next step would be to present recommended alternatives to City Council in March 2023 and initiate the next phase of engineering in support of environmental work and funding needs.

2024 Comprehensive Plan Periodic Review Process – Land Use Maps and Text; Community Character & Urban Design

Tiffany Speir introduced the Land Use Maps & Text and the Urban Design and Community Character Elements' discussion in the series of Planning Commission baseline discussions that began on September 2022 about the 2024 Comprehensive Plan Periodic Review (24CPPR) process.

Ms. Speir identified the current Land Use Element contains the official Land Use Map, the City's land use designations, Lakewood's regional urban center (Downtown Subarea), centers of municipal importance, and maps describing the City's urban growth areas. The Land Use Element text and maps will be reorganized and updated as needed during the periodic review for compliance with the GMA and consistency with the MPPs and CPPs.

Lakewood's Urban Design and Community Character Element currently contains 15 goals and 49 policies. Ms. Speir noted this element is not mandated by the GMA, but has valuable and foundational information for Lakewood's planning on many fronts.

Ms. Speir reported that the next steps in the 2023 Periodic review process before June 30, 2023 would include review of the updated Housing Element, Regulations and Residential Use Zoning as well as review of the Energy & Climate Change Climate Public Engagement Results and updated element.

Report from Council Liaison

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

On March 1, 2023 the new Police Chief, Mr. Patrick Smith would begin his tenure with the Lakewood Police Department. Chief Smith will be the fourth Chief of Lakewood Police Department and the first to be hired from outside the department.

Reports from Commission Members and Staff

Ms. Speir reviewed the upcoming meetings schedule with commissioners:

March 1: Updated Housing Needs Assessment; Racial Disparate Impacts & Equity for all Elements

The Next Regular Meeting would be held as a hybrid in-person/ZOOM meeting on Wednesday, March 1, 2023. This meeting will be held in the American Lake Conference Room.

Meeting Adjourned at 8:23 p.m.

Don Daniels, Chair
Planning Commission 03/01/2023

Karen Devereaux, Recording Secretary
Planning Commission 03/01/2023



TO: Planning Commission

FROM: Tiffany Speir, Long Range & Strategic Planning Manager

DATE: March 1, 2023

SUBJECT: 2024 Lakewood Comprehensive Plan and Development Regulations Periodic Review Process – Housing Needs Assessment; Racially Disparate Impacts & Equity within All Elements

ATTACHMENTS: Updated Draft Housing Needs Assessment with Racially Disparate impacts and Equity in All Elements Analysis (**Attachment A**); Summary of Lakewood Racially Restrictive Covenants (**Attachment B**)

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 2023. The subjects for March 1 are the Lakewood Housing Needs Assessment and Racially Disparate Impacts & Equity within All Comprehensive Plan Elements.

DISCUSSION

Housing Needs Assessment

The 24CPPR process requires:

- An inventory and analysis of existing and projected housing needs over the planning period, by income band, consistent with the jurisdiction's share of housing need, as provided by Commerce;
- Identification of capacity of land for housing including, but not limited to, government-assisted housing, housing for moderate, low, very low, and extremely low-income households, manufactured housing, multifamily housing, group homes, foster care facilities, emergency housing, emergency shelters, permanent supportive housing; and
- Adequate provisions for existing and projected housing needs for all economic segments of the community.

In the fall of 2022, the City presented an early draft of the Lakewood Housing Needs Assessment (HNA) to the Commission. Since then, the draft HNA has been updated to incorporate future as well as current housing needs as well as the racially disparate impact analysis and equity in all elements review.

The updated draft Lakewood HNA is included as Attachment A; it is not complete as of the time of preparing this meeting packet, and additional edits, including an audit of current housing policies and anti-displacement policy recommendations, will be presented to the Commission at the March 1 meeting or when complete.

Highlights from draft Lakewood Housing Needs Assessment

Summary of Lakewood Current Population Characteristics

- Lakewood has had notably low population growth.
- Expected population targets are significantly higher than historical population trends.
- The local population has a disproportionate number of younger adults.
- The community is becoming more diverse in Lakewood.
- Veterans form a key part of the population of the city.
- Small families are the most common type of household in Lakewood.
- Household incomes are lower than the county average.
- Recent increases in median family income have been lower than in the county.
- The lower median income is due to a higher representation of lower-income households.
- Household income differs distinctly between renters and owners.
- Black, Indigenous, People of Color (BIPOC) Households are more likely to rent than to own.
- Generally, renting households that are African-American have a greater propensity to be lower income.
- Levels of homelessness in Lakewood have increased recently.
- A greater proportion of low-income renter households have members with self-care or independent living limitations.

Summary of Workforce Characteristics

Lakewood is both a population center as well as a destination for local and regional employment. According to the PSRC, a total of 28,152 covered jobs were in Lakewood in 2021, which amounted to 1.04 jobs for every resident. This is important, as while Lakewood does serve a role as a residential community for commuters to regional job centers, including Tacoma, Seattle, and JBLM, it also serves as a local and regional employment center as well.

- There has been significant local employment growth since 2014.
- Lakewood represents a location for regional employment.
- 14.5% of workers at their primary job reside in Lakewood.
- COVID-19 and its effects on employment patterns is still not fully understood.

Housing Capacity

Understanding where new development is an important part of developing effective housing policy. Under the [2021 Pierce County Buildable Lands Report](#), Lakewood had an identified capacity of 11,371 housing units, including:

- 1,203 units on vacant multi-unit parcels.
- 226 units on vacant single-unit parcels.
- 8,889 units that could be accommodated on underutilized sites.
- 1,053 units in the development pipeline.
- A substantive amount of future growth (78%) needs to be accommodated through infill development and redevelopment.
- Similarly, most currently zoned capacity is in multifamily development. Although half of the current housing inventory is in single-family detached housing, only 14% of the total capacity is found in areas where single-family zoning is not a conditional use.

Housing inventory and production

As of April 2022, the state Office of Financial Management estimated that Lakewood has a total of 27,147 housing units.

- Recent net housing production in Lakewood has been nominal.
- Future housing production can be accommodated to meet the city's growth targets, but the rate of development will have to increase significantly.
- Lakewood has predominantly been building multifamily housing in the last ten years.
- Lakewood has had a greater amount of attached and multifamily development than many comparable communities.

Housing Market Trends

Rental Housing

- Rents have experienced a notable increase since 2014.
- Rental affordability has also declined since 2014.
- Local vacancy rates have been trending lower than regional rates since 2015.
- Sales of multifamily housing suggest a greater involvement by institutional investors.

Access to Affordable Housing

- There is notable “uprenting” and “downrenting” in the Lakewood market.
- Extremely low- and very low- income households are more likely to uprent.
- The losses of affordable housing have been greatest with housing affordable to very low- and extremely low-income households.
- The role of Lakewood in meeting the needs for affordable housing from active-duty service members will also need to be considered.

Owner-Occupied Housing

- The Lakewood market is more affordable than others in the region but has been experiencing considerable recent increases.
- While owned-occupied housing is currently more affordable in Lakewood, this affordability is also declining.

Housing Cost Burden

- About half of all households renting in Lakewood are facing cost burdens.
- Lower-income households are experiencing considerable cost burdens.
- Black/African-American households that are renting are experiencing greater housing cost burdens in Lakewood.

Projected Housing Needs

- Significant reliance on redevelopment opportunities.
- Capacity is focused in existing multifamily areas.
- Potential for displacement.

HB 1220 Housing Calculation

Using one method in the Department of Commerce's draft tool to calculate housing needs by income band based on the VISION 2050 Pierce County 2044 population projection of 1,177,615 results in having to plan for the following units:

6.91%	<-- Sum of user inputs for jurisdiction shares of county future net housing need. If below 100%, increase shares. If above 100%, decrease shares.							
Increase 93.09								
Permanent Housing Needs by Income Level (% of Area Median Income)								
	0-30%							Emergency Housing Needs (Temporary)
Total	Non-PSH	PSH *	>30-50%	>50-80%	>80-100%	>100-120%	>120%	
26,999	588	101	4,565	11,699	4,347	2,250	3,449	8
10,532	1,038	1,580	1,686	1,587	789	721	3,130	555

The other draft method produces the following results:

Income Level (% of Area Median Income)							
Total	0-30%		>30-50%	>50-80%	>80-100%	>100-120%	>120%
	Non-PSH	PSH *					
26,999	588	101	4,565	11,699	4,347	2,250	3,449
10,532	1,190	1,666	-51	-1,692	1,846	1,925	5,648
							Emergency Housing Needs (Temporary)
							8
							677

These results highlight the following with respect to accommodating these targets with land use policy:

- **A substantial amount of new housing will need to be targeted to high-income households in multifamily development.** Generally, while there is a notable need for affordable housing at the lower income tiers, there is also a projected need for higher-income housing as well. This is due in part to the large number of these households choosing to own housing with rents lower than what they might be able to afford.
- **There are significant needs for housing for extremely low-income households.** About 27% of the total housing target is proposed to be allocated to extremely low-income households making 30% of median family income or less. This is a substantial policy change, as the current Comprehensive Plan identifies that 25% of housing should be directed to households making 80% of median income or less.¹

HB 1220 Housing Calculation vs. 2044 Growth Targets

The total HNA numbers per the current draft Commerce tool do not match the 2044 Lakewood Population Growth Targets adopted by the Pierce County Council in Ordinance 2022-46s, and would require 818 *more* housing units for the City than the ordinance does:

	2044 Population Growth	2044 Housing Unit Growth
Ordinance 2022-46s	23,180	9,714
12/22 Draft Commerce HNA at All Income Bands Tool	-	10,523

The Pierce County Regional Council and then the Pierce County Council will be discussing the process to assign housing needs at all income bands to each jurisdiction in Spring 2023.

¹ See Policy LU 2.14 in the [City of Lakewood Comprehensive Plan](#).

Racially Disparate Impacts and Equity in All Elements

Regarding Racially Disparate Impacts and Equity in All Elements, the 24CPPR process requires that the City:

- Identify local policies and regulations that result in racially disparate impacts, displacement, and exclusion in housing, including:
 - o Zoning that may have a discriminatory effect
 - o Disinvestment; and
 - o Infrastructure availability
- Establish policies and regulations to address and begin to undo racially disparate impacts, displacement, and exclusion in housing caused by local policies, plans, and actions;
- Identification of areas that may be at higher risk of displacement from market forces that occur with changes to zoning development regulations and capital investments (This work should identify areas where anti-displacement tools may be applied, but may not need to be in the comprehensive plan); and
- Establish anti-displacement policies, with consideration given to the preservation of historical and cultural communities as well as investments in low, very low, extremely low, and moderate-income housing; equitable development initiatives; inclusionary zoning; community planning requirements; tenant protections; land disposition policies; and consideration of land that may be used for affordable housing.

The City will be conducting a review of its zoning, infrastructure, and displacement “pressure areas” as it develops its 24CPPR amendments to the Comprehensive Plan and Development Regulations.

Displacement Risk Data:

Displacement risk is a composite of indicators representing five elements of neighborhood displacement risks: socio-demographics, transportation qualities, neighborhood characteristics, housing, and civic engagement. The PSRC displacement risk mapping tool and interactive report identifies areas where residents and businesses are at greater risk of displacement; it is used to identify what neighborhoods in the region are at higher risk of displacement so policy makers can prevent it from happening in the future.



[PSRC Displacement Risk Map](#)

The audit of the current Lakewood Comprehensive Plan housing policies and recommendations regarding anti-displacement policies will be provided to the Commission once completed.

Highlights from draft Lakewood Housing Needs Assessment re Racially Disparate Impacts and Risk of Displacement Findings

- Lakewood is more diverse than Pierce County as a whole.
- The city is becoming more diverse over time.
- There are significant differences in income distributions in the city between white and POC households.
- There are a disproportionate number of extremely low-income Black or African-American households.
- There are fewer Hispanic/Latino households with above median income.
- These constraints suggest that these households may be impacted by housing insecurity.
- There is a significant lack of homeownership amongst households of color.
- Black or African-American renters face significant cost burdens in the market
- While the populations of residents potentially sensitive to displacement may be distributed throughout the city, the largest concentrations are found on the eastern and southern edges of Lakewood. This includes the Lakeview/Kendrick neighborhood and the Lakewood Station District, as well as Springbrook, Tillicum, and the International District.
- **The most critical focus area for anti-displacement policies will be the Lakewood Station District and the Lakeview/Kendrick area.** This is exacerbated by the fact that these areas include higher population densities and a high proportion of populations of color, which suggests that promoting housing development and encouraging displacement in these areas could provide a racially disparate impact.
- **Businesses in the Lakewood Station area as well as in the International District may also be at risk.** While this data highlights characteristics of Lakewood residents, there may be associated impacts to local businesses as well. In particular, businesses in the International District may be impacted if neighborhood changes result in increased pressures to relocate.

ATTACHMENT A

City of Lakewood Housing Needs Assessment

DRAFT 13 February 2023

This document will be further updated and changes will be presented to the Planning Commission on March 1, 2023

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Introduction

The City of Lakewood (see Exhibit 1) intends to update the Housing Element of its Comprehensive Plan with the deadline for adoption by June 2024. As part of this work, several steps are required to evaluate the current state of the housing market, determine current and projected housing gaps, assess existing policies, and determine changes to the Comprehensive Plan necessary to achieve local housing goals.

This report is divided into three main parts:

Current Housing Needs Assessment

The first part of this report is intended to provide an assessment of the housing needs in Lakewood. It is divided into the following sections:

- **Population and households.** Major characteristics of the population of Lakewood are described, including age, race, and income.
- **Workforce characteristics.** In addition to general population characteristics, the dynamics of the local workforce are described. This includes the commuting patterns for the people that live and work in the city.
- **Housing supply and development.** Characteristics of the local housing stock are described, including the current characteristics of units in the city and development trends for the market. This focuses on Lakewood, but also includes neighboring cities for comparison.
- **Housing market trends.** This section examines current data about the market, including current rent levels and housing sale prices. This is intended to highlight some of the major local and regional trends and indicate areas of potential concern for future action.
- **Housing affordability.** Building on data about the housing supply and market trends, this section examines major characteristics about local affordability and housing costs, with a focus on the accessibility of rental housing to residents.
- **Housing incentive programs.** Finally, this section highlights some of the existing programs in place in Lakewood that will have an impact on local housing. This focuses on major programs that incentivize new development and preserve housing affordability, but also include other programs that are intended to maintain the safety and security of the existing housing stock.

Projected Housing Needs Assessment

The second part of this report provides estimates of the projected housing needs that the City of Lakewood would experience over the next twenty years. This focuses on:

- **Population and housing projections.** Estimates are drawn from the Pierce County Countywide Planning Policies to identify the expected population of Lakewood by 2044, as well as the expected total housing stock required.

- **Projected housing needs by income level.** Based on guidance from the Department of Commerce, projected housing needs are divided by income level as necessary to present estimated needs by affordability targets.
- **Projected needs for emergency housing, shelters, and permanent supportive housing.** In addition to broader targets regarding the housing that will be required by income category in the city, the Department of Commerce is also providing direction on the estimated local needs for other, more specialized types of housing directed at addressing homelessness and housing insecurity. This includes different types of emergency housing, as well as permanent supportive housing that can provide longer-term housing solution for those in need of support services as well as secure housing options.

Racial Equity and Displacement

The final component of this report is based on the need to address long-term, systemic issues with exclusion in the housing market, as well as the potential for displacement of racial, ethnic, and religious communities which have been subject to discriminatory housing policies in the past. This is consistent with new requirements provided in the Growth Management Act which require communities to review the following when developing the Housing Element of their Comprehensive Plans:¹

- Areas that may be at higher risk of displacement from market forces that occur with changes to zoning development regulations and capital investments.
- Local policies and regulations that result in racially disparate impacts, displacement, and exclusion in housing.
- Options for policies and regulations to address and begin to undo racially disparate impacts, displacement, and exclusion in housing caused by local policies, plans, and actions.
- Options for anti-displacement policies, with consideration given to the preservation of historical and cultural communities.

This section includes:

- **Assessment of racially disparate impacts and displacement risks.** Based on key metrics, an assessment of current racially disparate impacts in housing is provided, as well as an evaluation of major displacement risks. This incorporates several major measures of housing exclusion and risk factors for displacement, as incorporated into established measures of socioeconomic vulnerability.
- **Audit of housing policies.** To understand the scope of how local policies may impact racially disparate impacts, displacement, and exclusion in housing, this section provides a review of major policies included in the current version of the Comprehensive Plan, and highlights options for changes to these policies.
- **Options for action.** From the assessment of these displacement risks, this part of the report highlights what options may be available for the City to adopt to help address these issues.

¹ See [RCW 36.70A.070\(2\)](#).

Note that the information for this Housing Needs Assessment is based on a range of sources, including:

- **Washington State Office of Financial Management** data on current population and housing, including more detailed information about housing development characteristics. Data on housing and population is available to April 2022, with information on housing production available to 2020.
- **American Community Survey (ACS)** data from the US Census, with the most recent data available from the 2016–2020 5-year dataset for Lakewood. Note that this represents the most up-to-date demographic information available.
- **Comprehensive Housing Affordability Strategy (CHAS)** data from the US Department of Housing and Urban Development that relies on ACS microdata and pairs this with local housing market information to provide summaries of local housing affordability. The most recent CHAS dataset was released for 2015–2019.
- **Private sources of data**, including Zillow and CoStar, which are used to characterize the local housing markets. Note that this information is typically based on proprietary sources, and has coverage through 2022.

The lag in data availability is noted where applicable; while this may impact the immediacy of some of these results, this information represents the most up-to-date data that is commonly available.

The conclusion of this report details the major elements of the local housing market that should receive focus as part of new or revised policies. These points will receive additional attention in the review of local housing incentives as well as the development of the full Housing Element.

Exhibit 1. Overview of the City of Lakewood.



Legend

- City of Lakewood
- Other cities
- Joint Base Lewis-McChord
- Water
- Parks
- Regional Growth Center
- Highways
- Arterials
- Roads

BERK
Map Date: October 2022

Sources: Pierce County GIS, 2022; ESRI, 2022;
City of Lakewood, 2022; BERK, 2022.

Part 1: Current Housing Needs

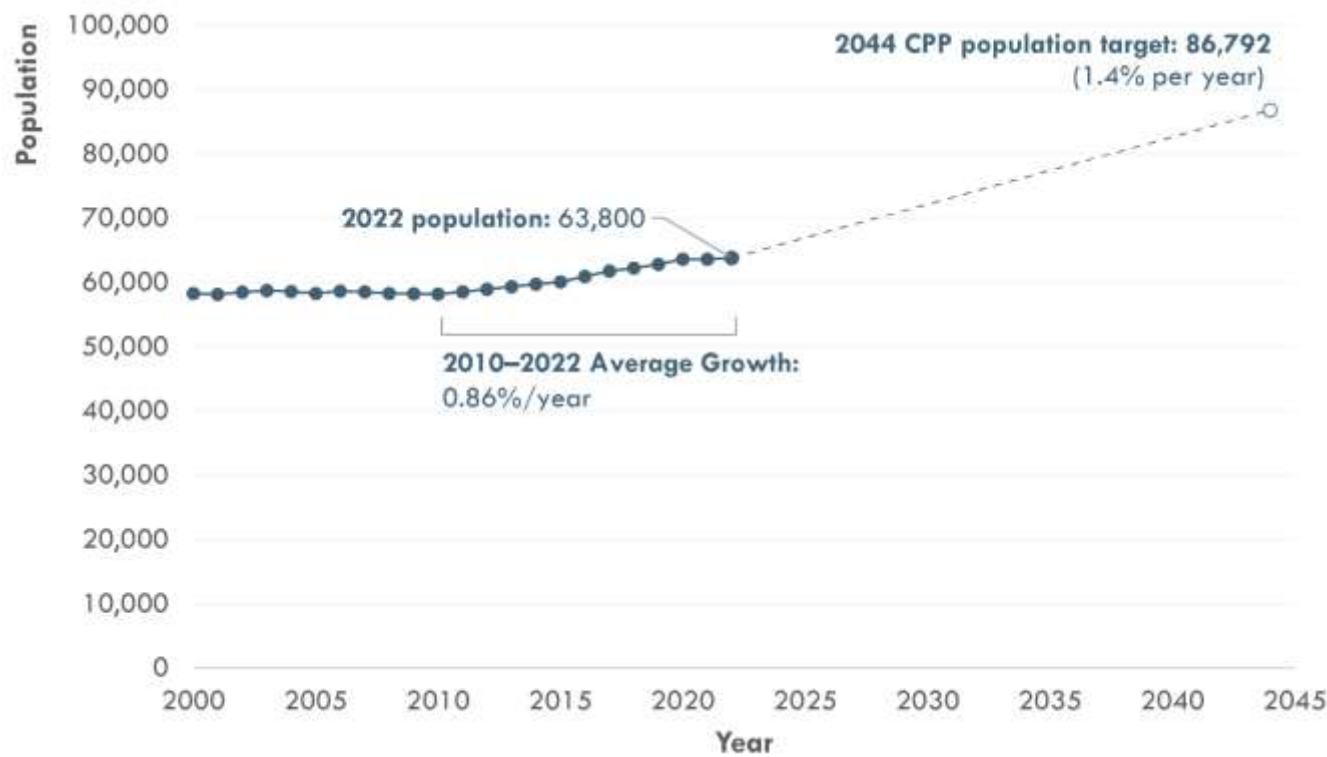
Population and Households

Population characteristics

Exhibits 2 through 8 provide details about the population of Lakewood, including population counts, projected targets, and age and race/ethnicity characteristics. From this information, there are several findings that are relevant looking at future housing needs:

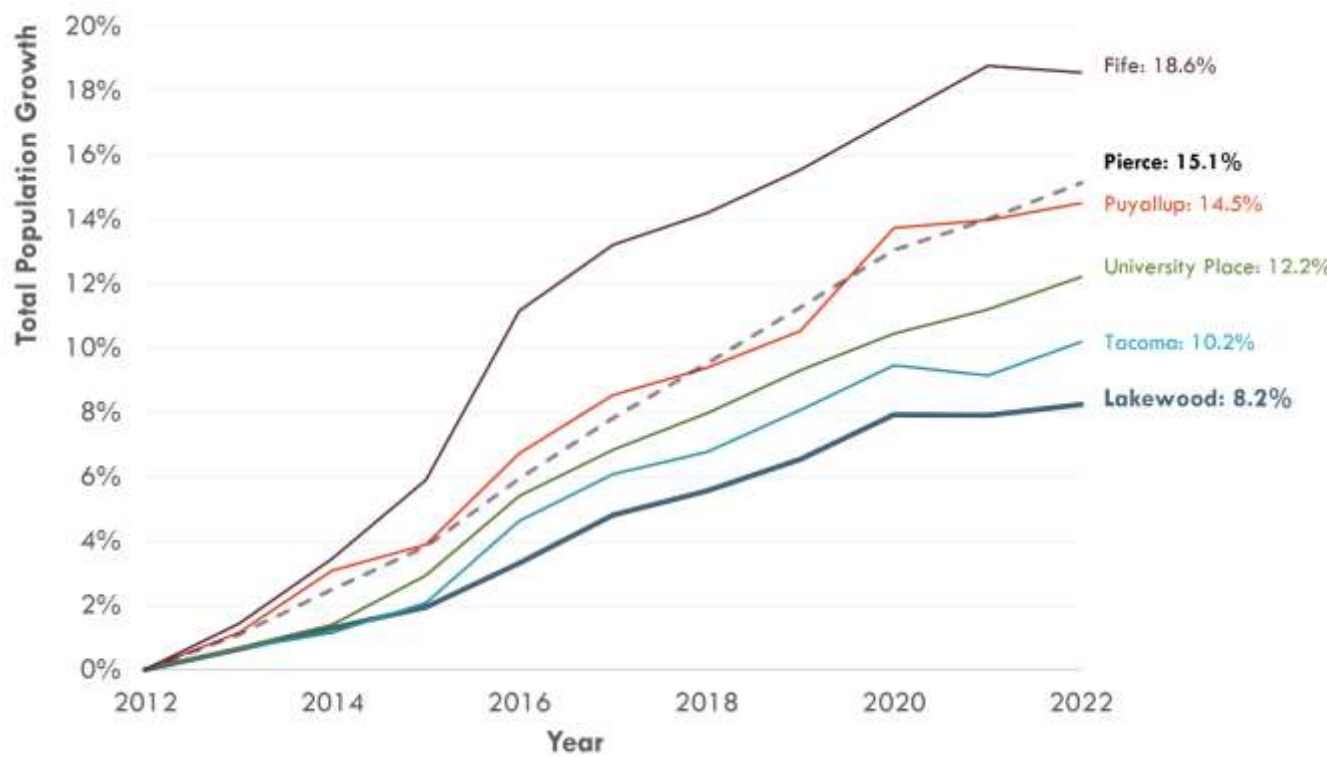
- **Lakewood has had notably low population growth.** Exhibits 2 and 3 highlight population trends for Lakewood, with Exhibit 2 highlighting historical population growth since 2000, while Exhibit 3 provides information about how growth has compared to other nearby communities. Overall, this highlights that Lakewood has had low population growth, amounting to about 0.9% per year since 2010, without a significant increase in growth after 2014.
- **Expected population targets are significantly higher than historical population trends.** Exhibit 2 also highlights that under the recently approved Countywide Planning Policies for Pierce County, it is expected that the population will grow by an additional 22,992 people to 86,792 total residents. This represents a growth rate of about 1.4% per year, which is a significant increase over recent historical trends.
- **The local population has a disproportionate number of younger adults.** Exhibit 4 highlights the age profile of Lakewood residents, with a comparison to the average for Pierce County as a whole. In comparison to other communities, Lakewood has a greater proportion of residents that are 20–29 years old. There is also a higher proportion of residents 60 years of age and older. This is possibly tied to the proximity to Joint Base Lewis-McChord (JBLM), both with younger service members living off-base and older veterans living closer to available veterans' facilities.
- **The community is becoming more diverse in Lakewood.** Over the past decade, Lakewood has become notably more diverse. There has been a decline in both the proportional and total number of white residents (from 54% in 2010 to 46% in 2020), while other populations of people of color have increased over time (see Exhibit 5). Lakewood is home to a higher percentage of Black, Indigenous and communities of color compared to Pierce County, as shown in Exhibit 7 in 2020.
- **Veterans form a key part of the population of the city.** Exhibit 8 provides a comparison between the proportion of veterans by age in Lakewood versus Pierce County as a whole. While the oldest veterans are represented at rates comparable to the county overall, Lakewood has a greater proportion of veterans in its population between the ages of 18 and 74. This is due in part to the presence of JBLM, including the availability of services to veterans in the community.

Exhibit 2. Historical Population and 2044 Population Target.



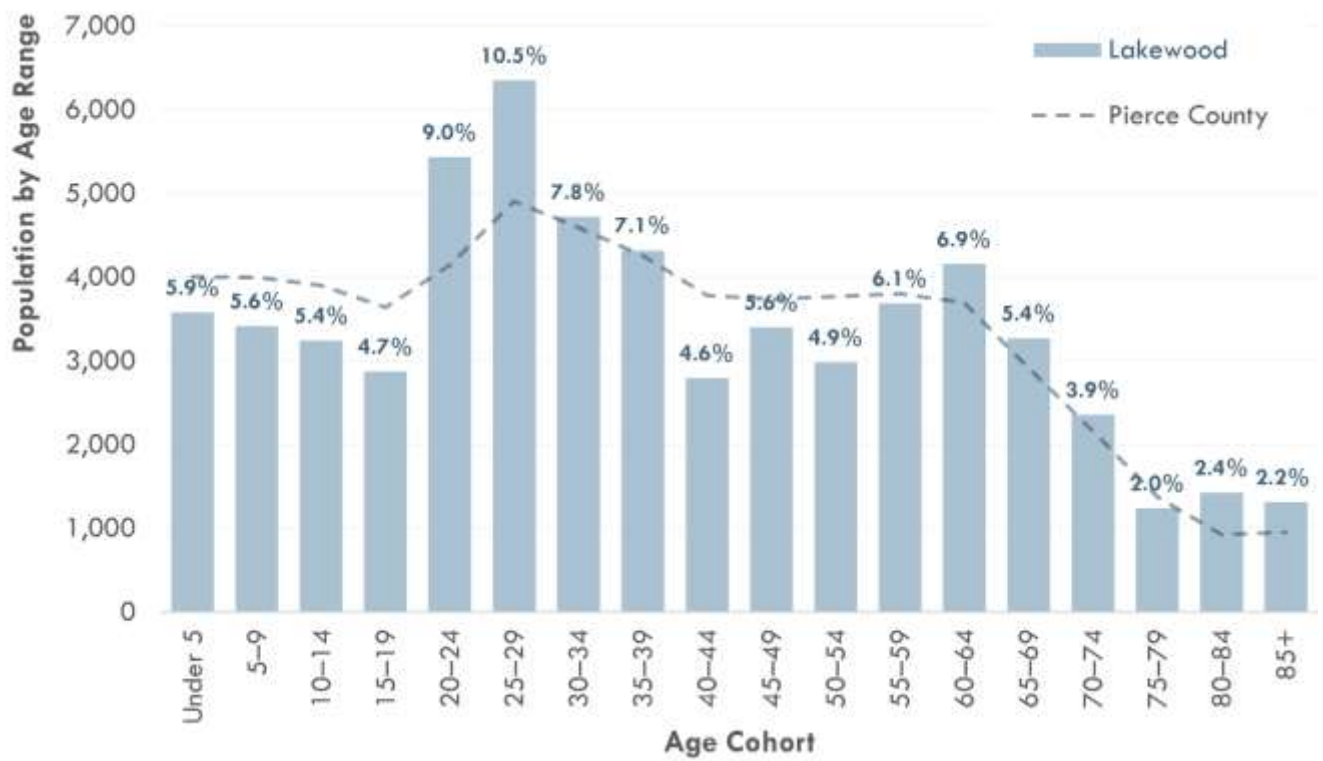
Source: OFM, 2022; BERK, 2022; Pierce County, 2022.

Exhibit 3. Population Growth, Lakewood and Neighboring Communities, 2010–2022.



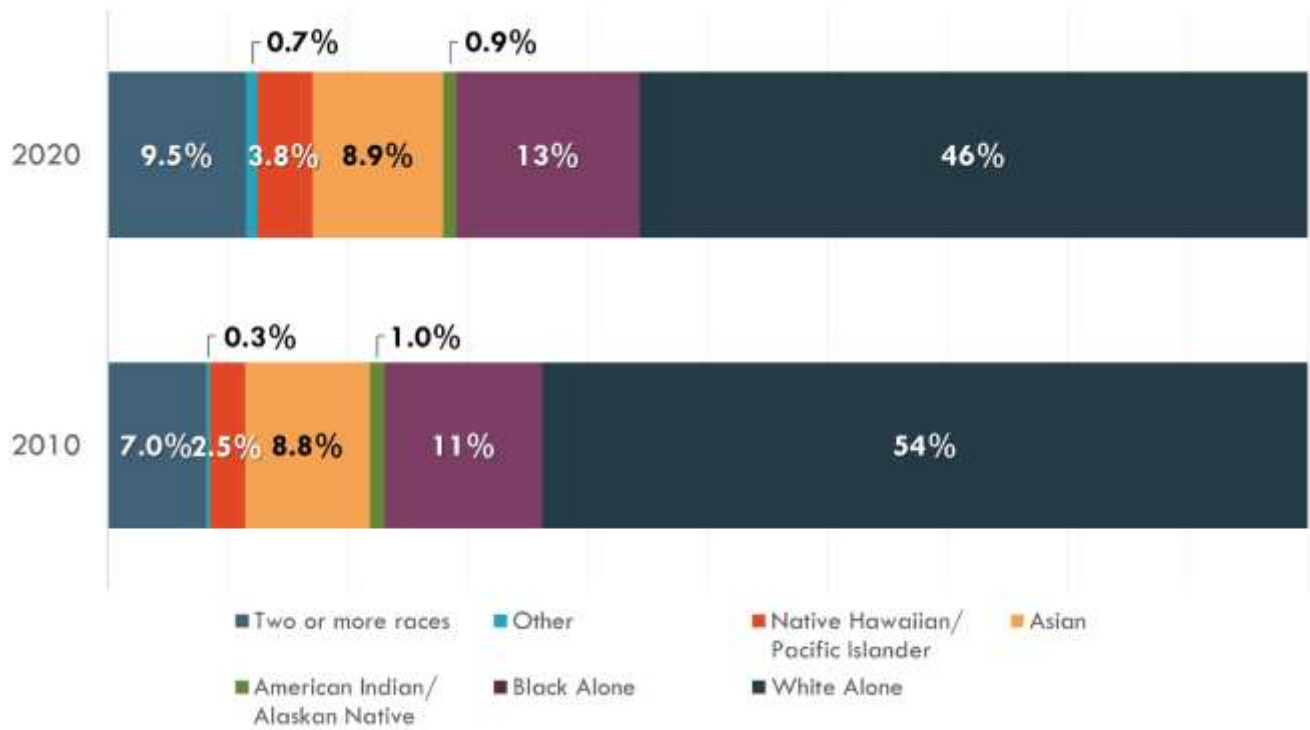
Source: OFM, 2022; BERK, 2022.

Exhibit 4. Population by Age, 2020.



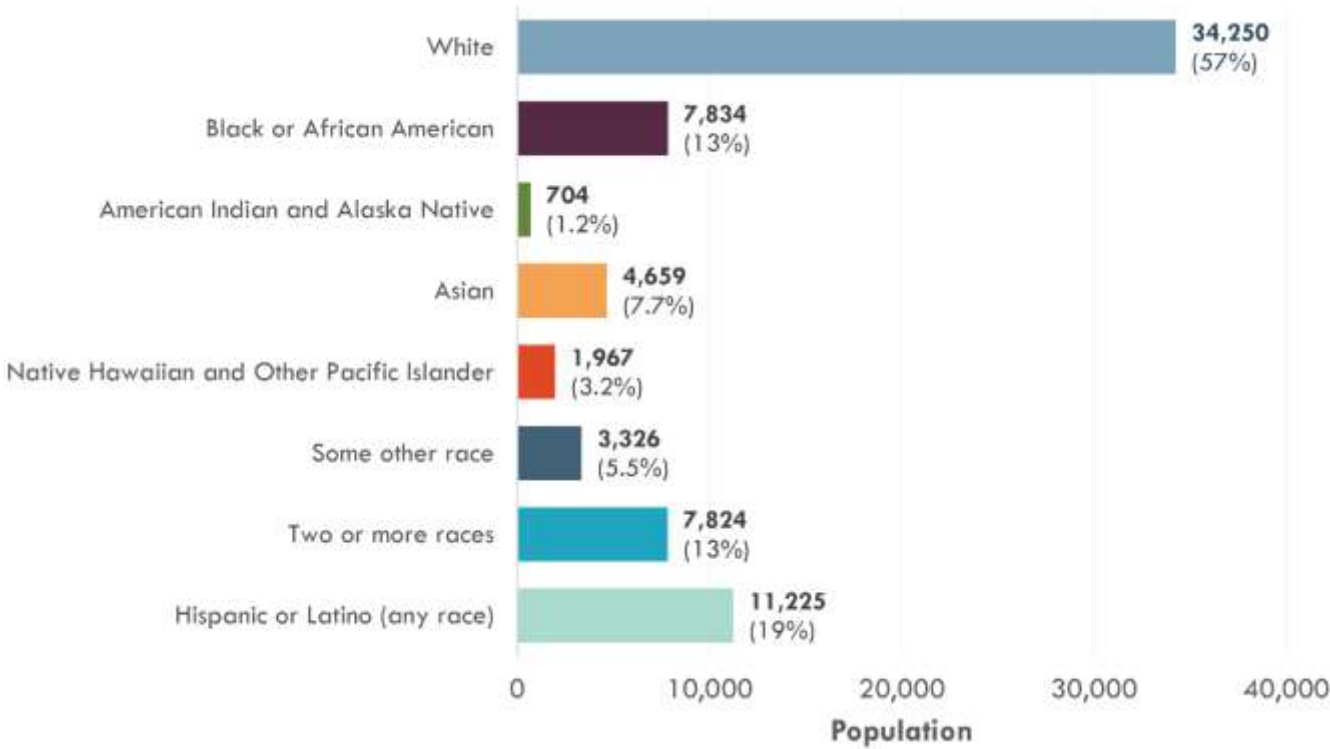
Source: 2020 ACS; BERK, 2022.

Exhibit 5. Proportion of Population by Race, 2010 and 2020.



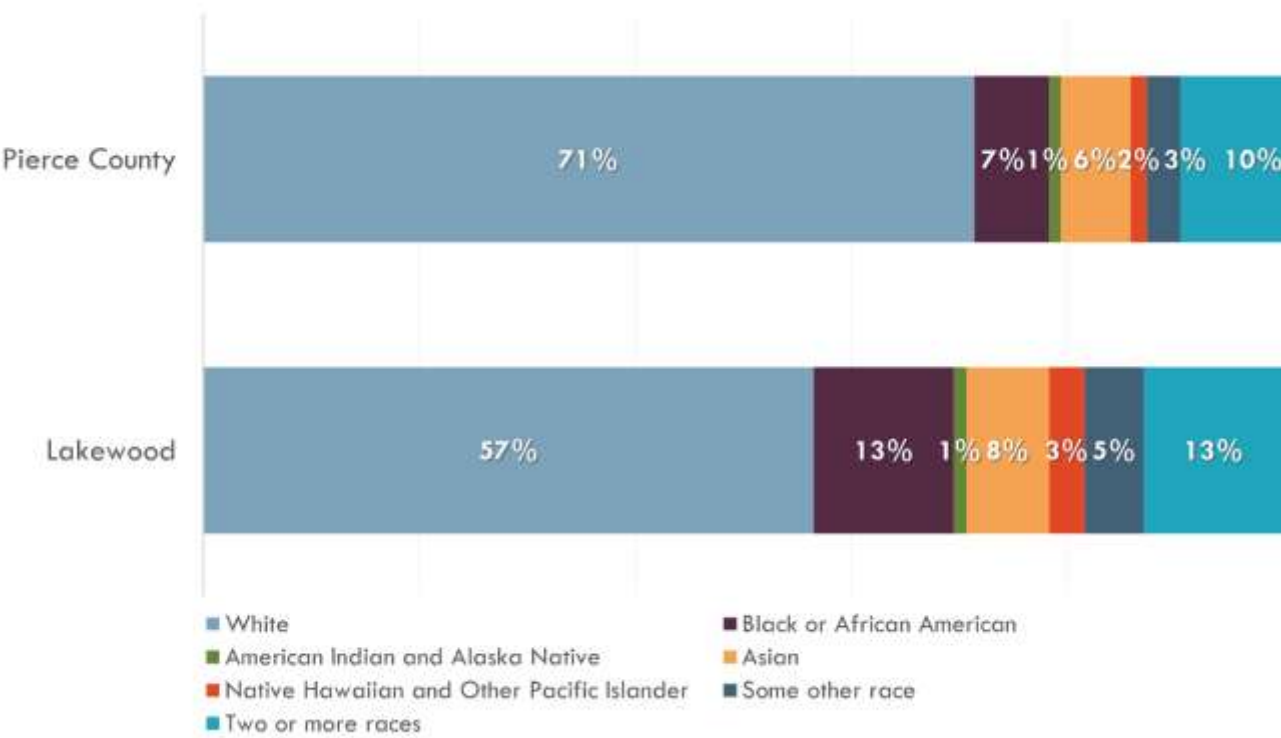
Source: 2020 ACS; BERK, 2022

Exhibit 6. Population by Race/Ethnicity, 2020.



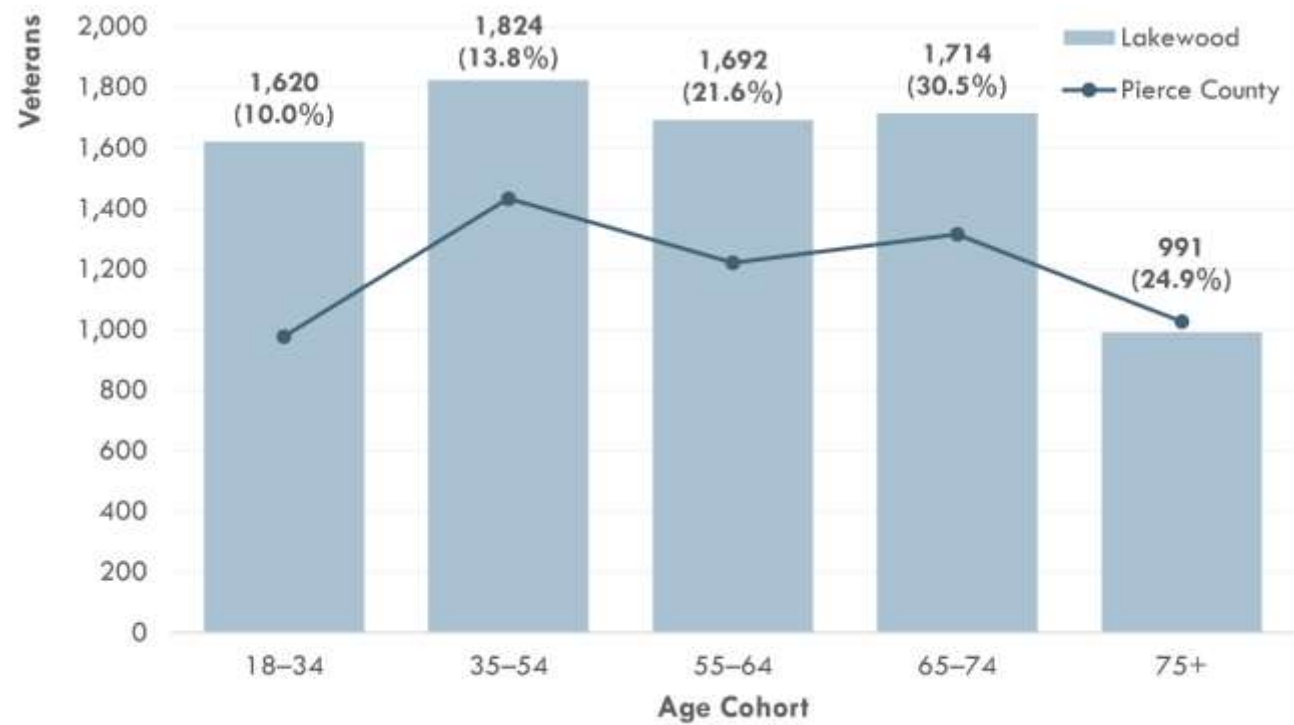
Source: 2020 ACS; BERK, 2022

Exhibit 7. Comparison by Race/Ethnicity, Lakewood and Pierce County 2020



Source: 2020 ACS; BERK, 2022

Exhibit 8. Veterans by Age, Lakewood and Pierce County.



Source: 2020 ACS; BERK, 2022.

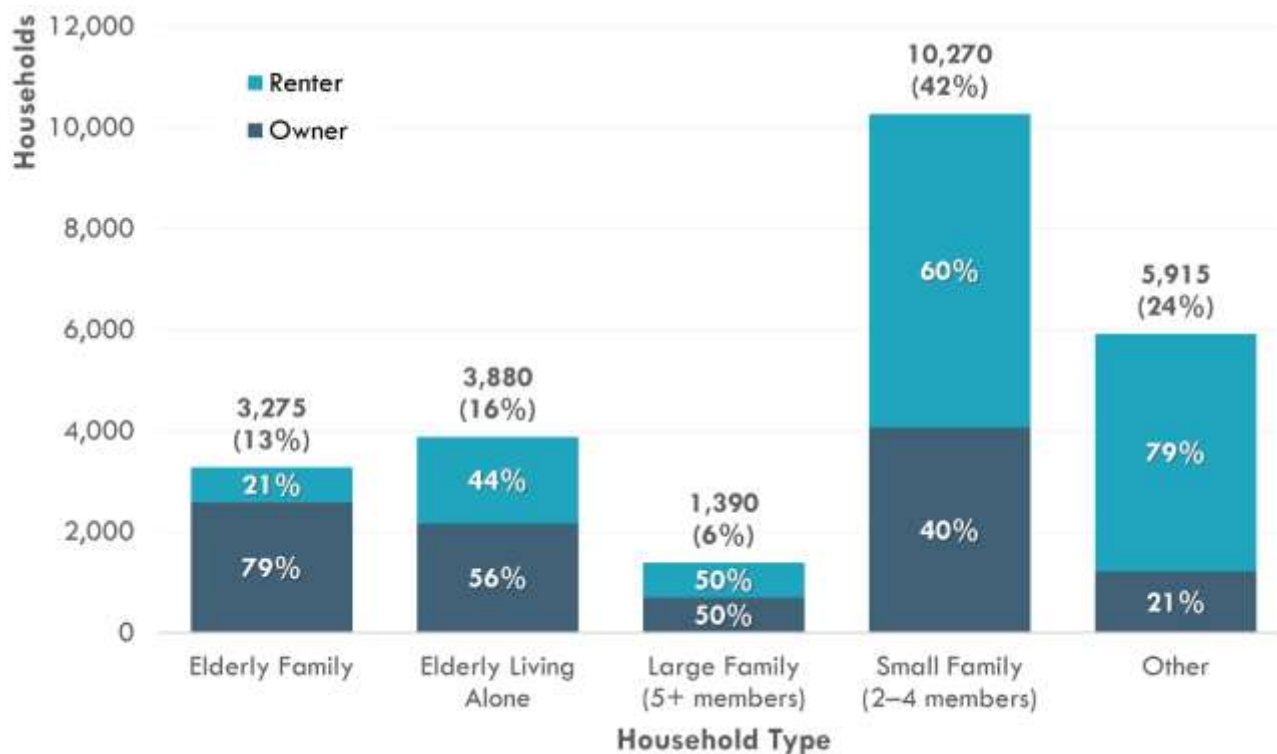
Household characteristics

Exhibits 9 through 18 highlight major characteristics of households in Lakewood, with a focus on household income and tenure. Conclusions based on this information are important to consider when developing new housing goals and policies.

- **Small families are the most common type of household in Lakewood.** Exhibit 9 highlights that about 42% of households in the city are small families with two to four members. Although this is the most dominant type of household, a majority of these households (60%) are renters, unlike larger families (50%), seniors living alone (44%), and senior couples (21%). A significant number of non-family, non-senior households (including individuals and unrelated people living together) are renters, with 79% of these households renting.
- **Household incomes are lower than the county average.** As shown in Exhibit 10, the median household income for Lakewood in 2020 was \$55,723, about 27% lower than the median household income of Pierce County. This percentage difference is true for both family and non-family households.
- **Recent increases in median family income have been lower than in the county.** As shown in Exhibit 11, between 2010 and 2015, the median income in Lakewood growing by about 1.5% per year, while the county median grew by about 0.8% per year. Median incomes have increased more recently, but the Pierce County median has increased by about 4.9% per year between 2016 and 2020, while the Lakewood median has only increased by about 4.0% per year.
- **The lower median income is due to a higher representation of lower-income households.** As shown in Exhibit 12, there are a greater proportion of households earning less than \$75,000 in Lakewood than in the county. Although higher-income households are found in the city, the availability of affordable housing options needs to consider this skew in the distribution.
- **Household income differs distinctly between renters and owners.** Exhibit 13 highlights that there are clear differences in incomes between renters and owners. For owners, about 52% have household incomes that are at least at the county median family income (MFI) or higher. Conversely, about half of all renters are below 80% of the county MFI, and 25% are considered extremely low-income.
- **Black, Indigenous, People of Color (BIPOC) Households are more likely to rent than to own.** Examining the distribution of renters versus owners from available CHAS data as shown in Exhibit 14, BIPOC households are more likely to rent. About 69% of all households of color rent in comparison to 47% of white, non-Hispanic, households. This is even more true for African American and non-white Hispanic households
- **Generally, renting households that are African-American have a greater propensity to be lower income.** In Exhibit 15, the proportion of households renting in Lakewood are divided by race/ethnicity and income category. This distribution shows that overall, the income distribution of white renting households skews slightly higher, while Black households skew lower. According to this dataset, 28% of Black or African American households are extremely low-income, compared to 18% of households overall.

- **Levels of homelessness in Lakewood have increased recently.** While homelessness can be difficult to evaluate accurately at times, information about rates of student homelessness collected by local school districts can be an important measure. Exhibit 17 includes data collected from the Lakewood School District under the McKinney-Vento Act, and highlights that student homelessness reached a high in the 2018–2019 school year at 115 students, or 4.5% of the population. Levels of student homelessness have increased from 2.9–3.3% from 2015 to 2018, and since 2019 the percentage has stayed around 3.6%.
- **A greater proportion of low-income renter households have members with self-care or independent living limitations.** Exhibit 18 provides a breakdown of renting households according to their income category (as compared to median family income) and whether a member of the household has a self-care or independent living limitation. This highlights that a significant proportion of very low- and extremely low-income households may be experiencing challenges with housing affordability and income related to disabilities.

Exhibit 9. Households by Type and Tenure



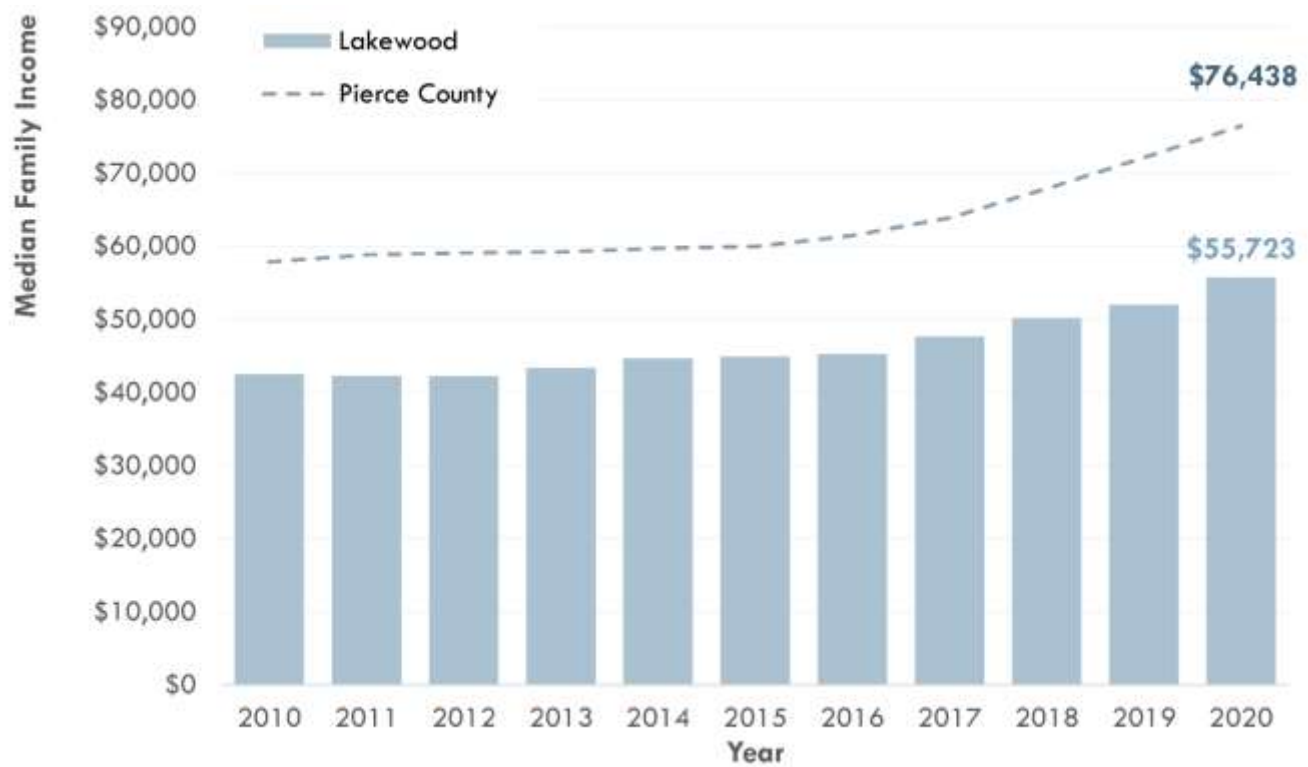
Source: 2018 CHAS; BERK 2022

Exhibit 10. Comparison of Household Median Income, Lakewood and Pierce County.



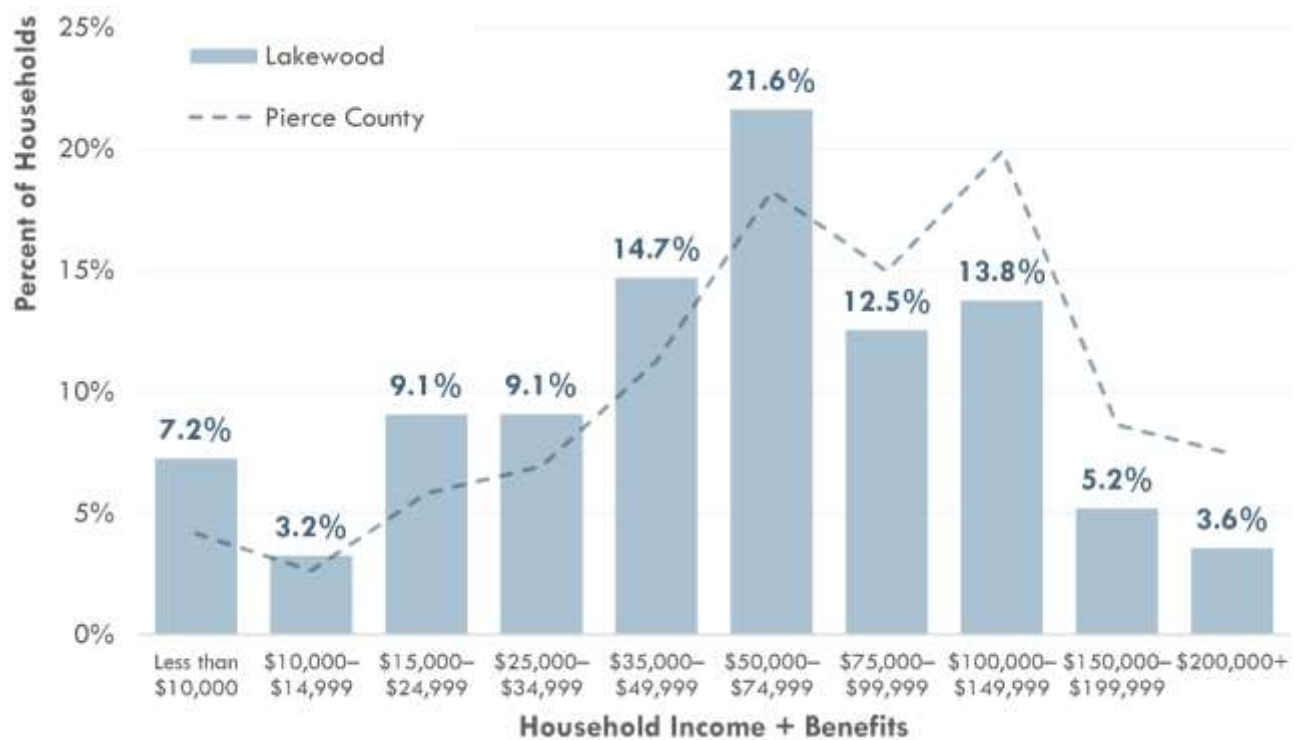
Source: 2020 ACS; BERK, 2022.

Exhibit 11. Historical Median Family Income, Lakewood and Pierce County.



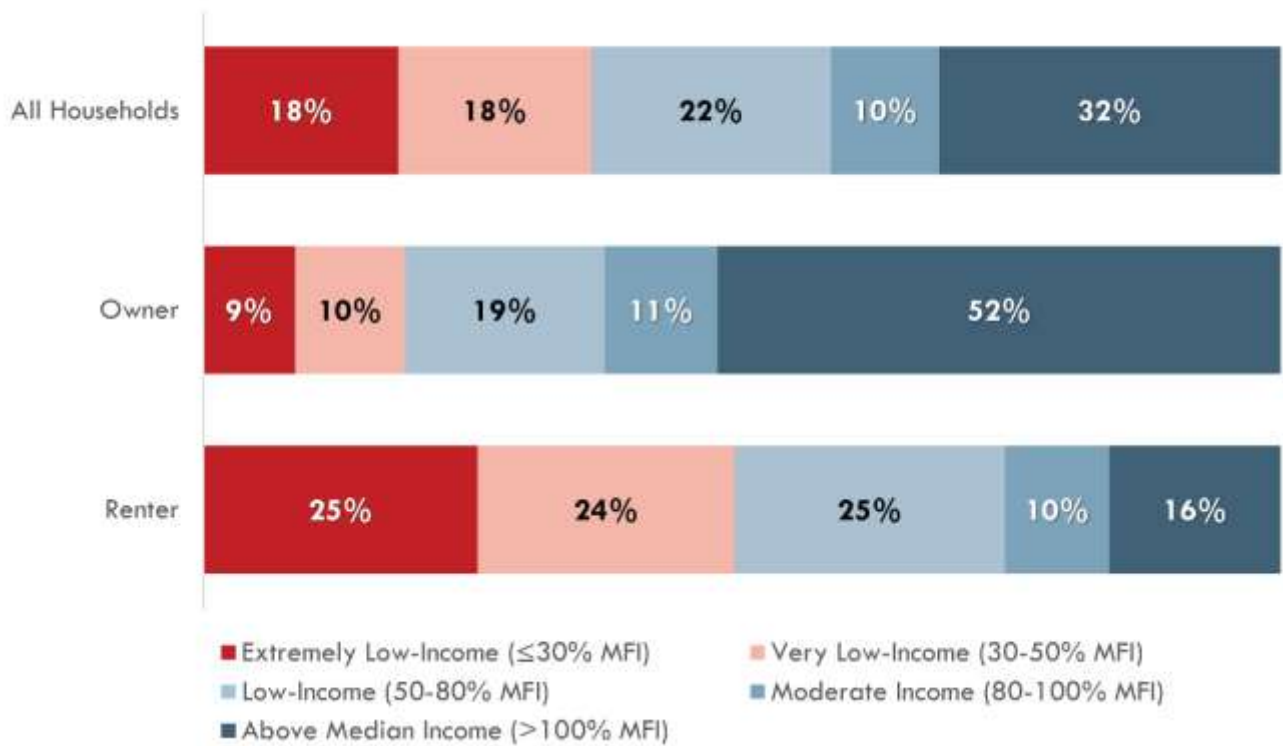
Source: 2020 ACS; BERK, 2022.

Exhibit 12. Households by Income Range, 2020.



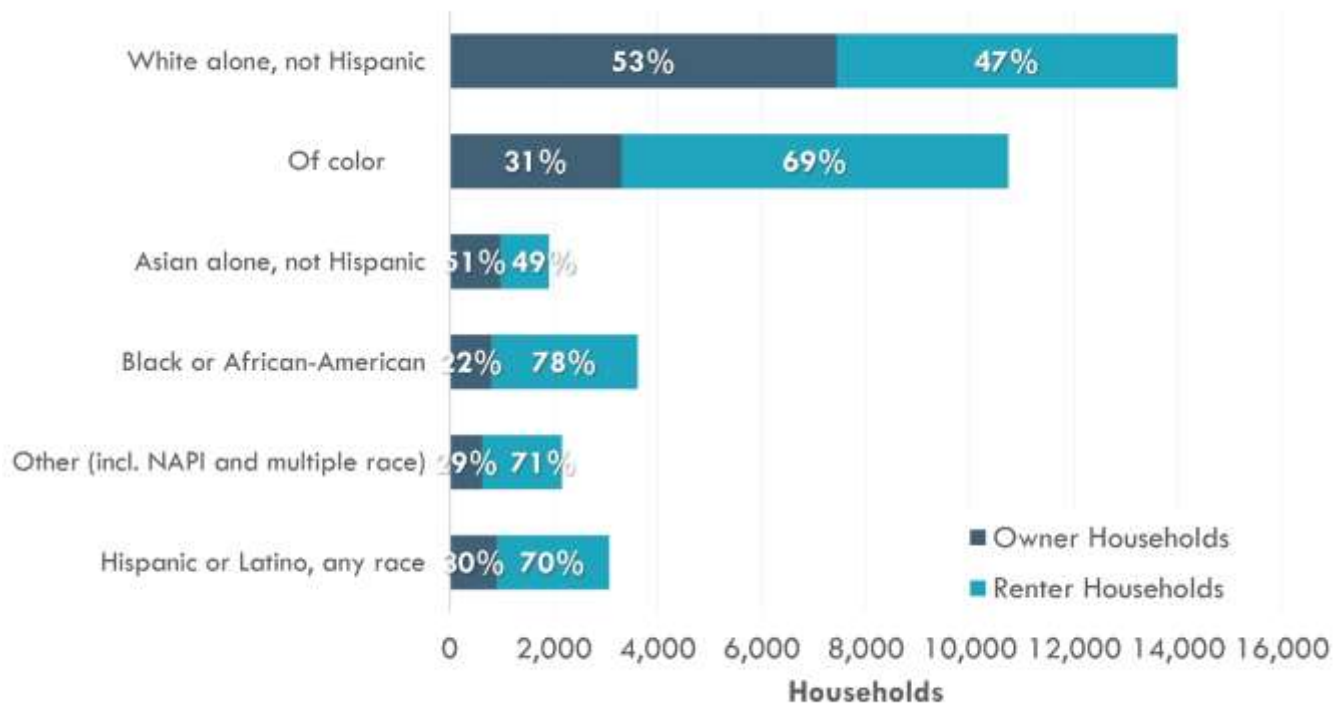
Source: 2020 ACS; BERK, 2022.

Exhibit 13. Households by Tenure and Income Group (%MFI), 2018.



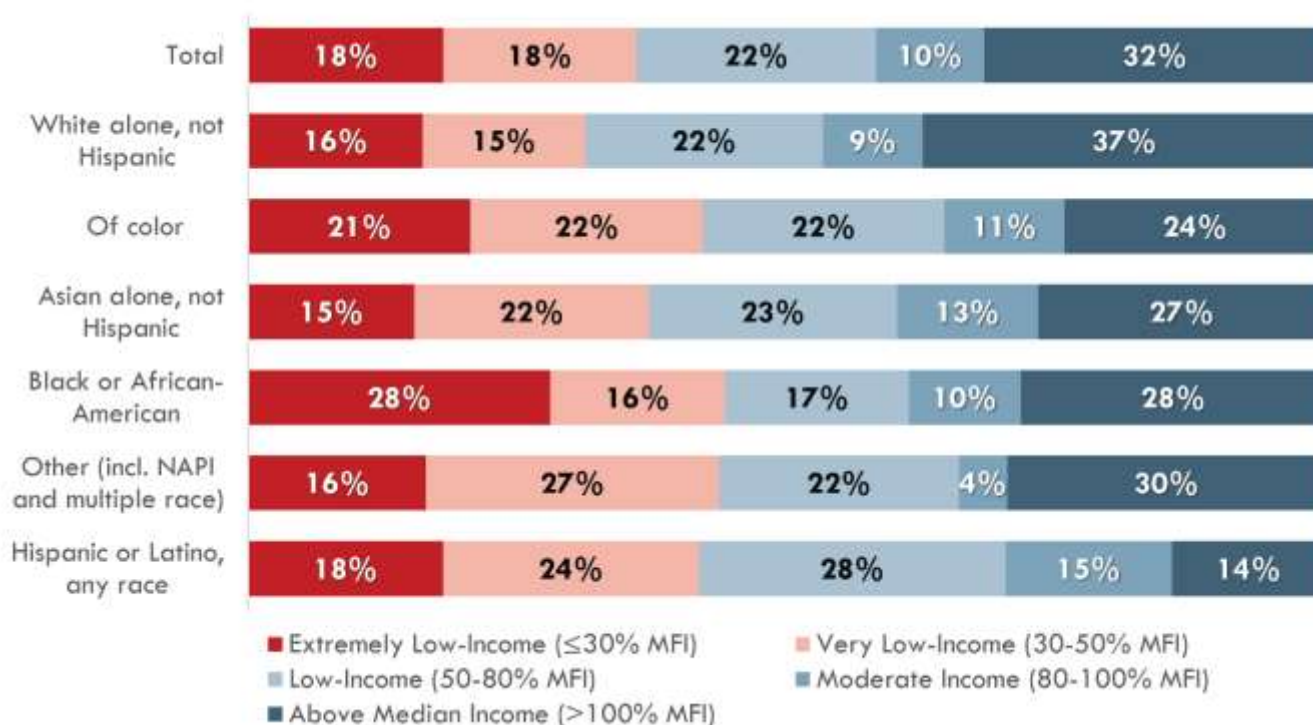
Source: 2018 CHAS; BERK, 2022.

Exhibit 14. Households by Race and Tenure, 2018.



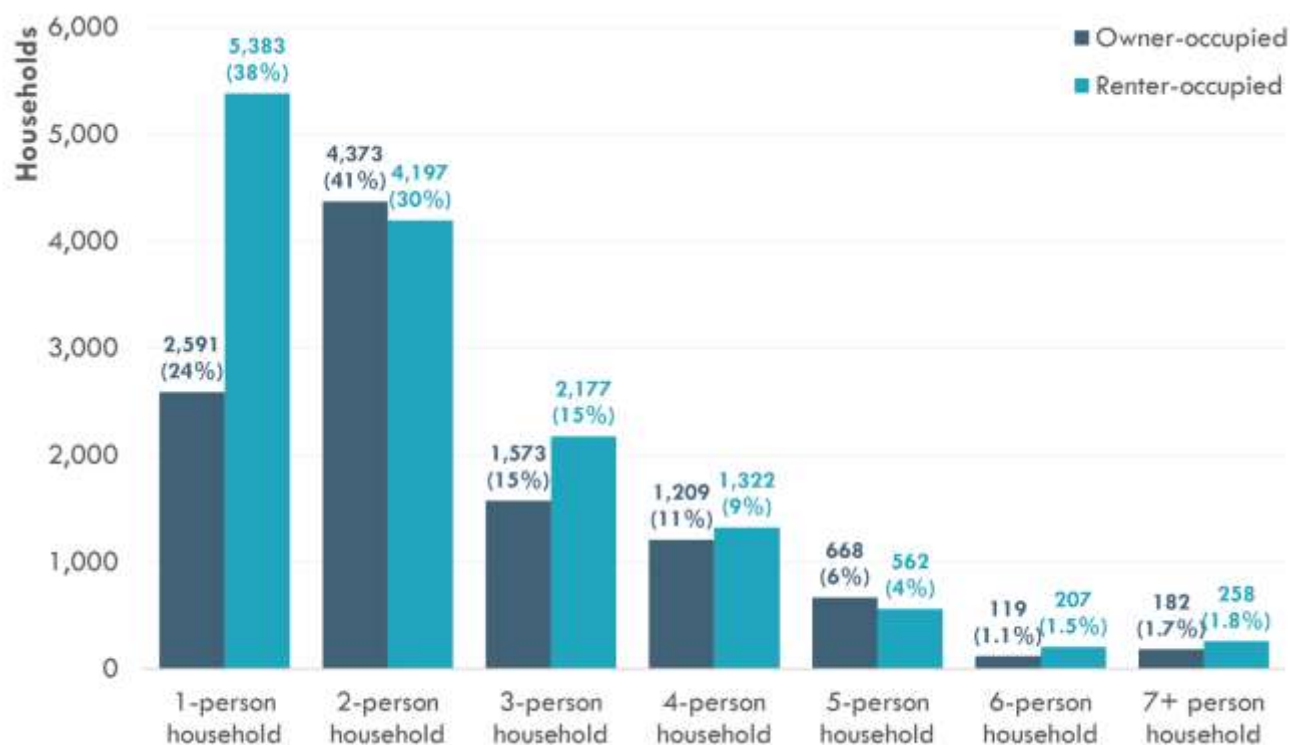
Source: 2018 CHAS; BERK, 2022.

Exhibit 15. Proportion of Renter Households by Race and Income Category, 2018.



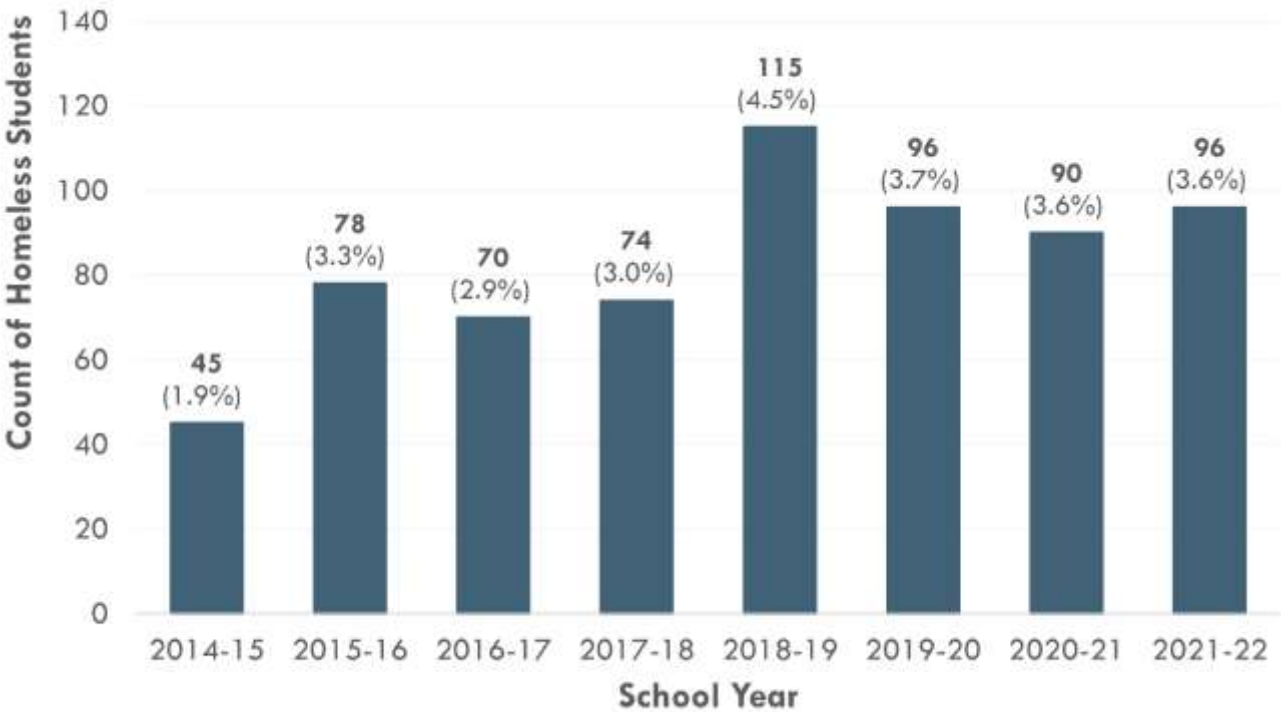
Source: 2018 CHAS; BERK, 2022.

Exhibit 16. Households by Size and Tenure



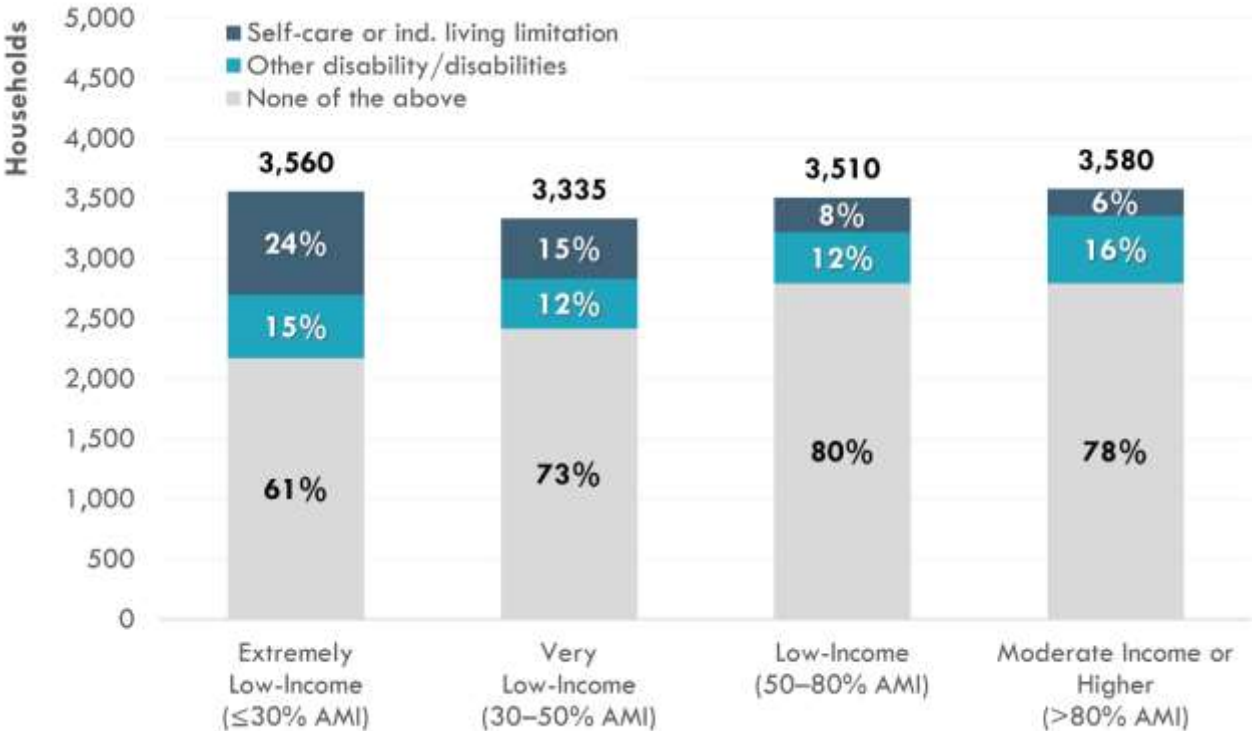
Source: 2018 CHAS; BERK, 2022.

Exhibit 17. Student Homelessness, Lakewood School District, 2014–2022.



Source: OSPI, 2022; BERK, 2022.

Exhibit 18. Renter Households by Disability Status and Income, 2019.



Source: 2018 CHAS; BERK, 2022.

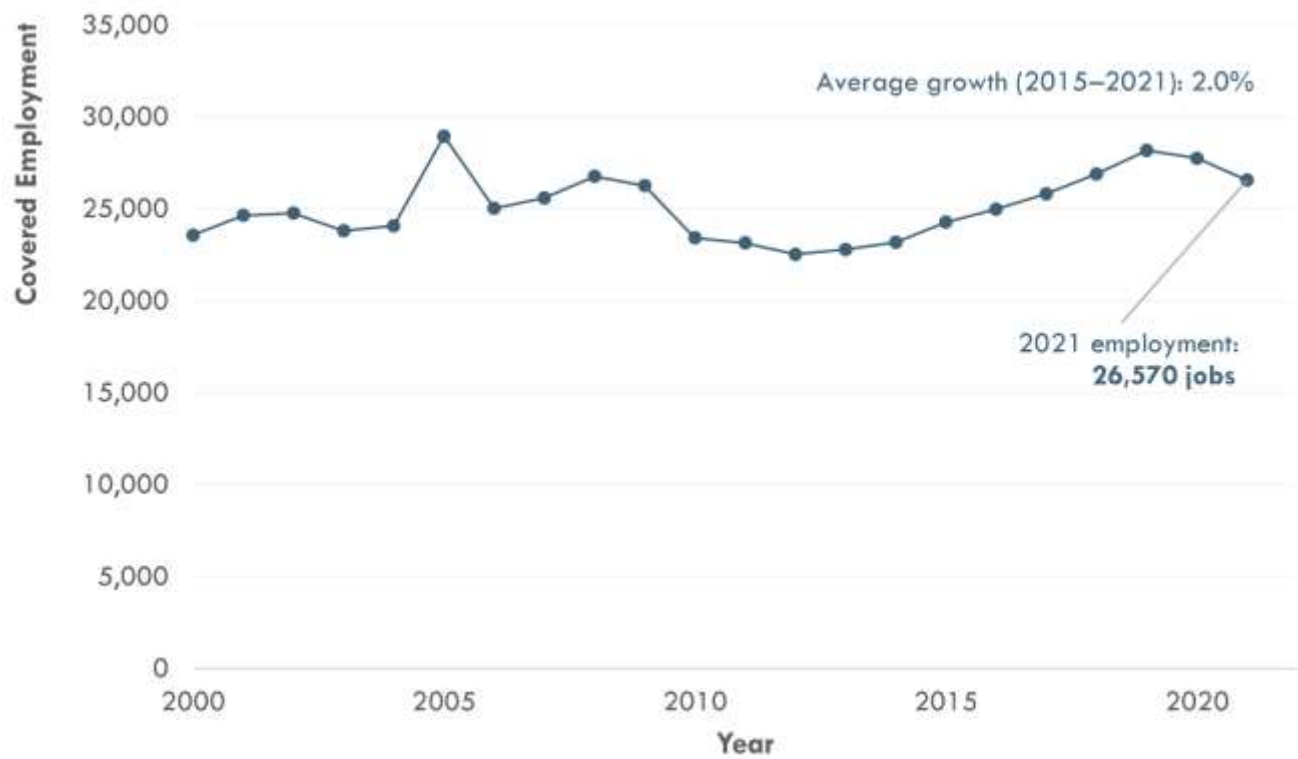
Workforce Characteristics

Lakewood is both a population center as well as a destination for local and regional employment. According to the PSRC, a total of 28,152 covered jobs were in Lakewood in 2021, which amounted to 1.04 jobs for every resident. This is important, as while Lakewood does serve a role as a residential community for commuters to regional job centers, including Tacoma, Seattle, and JBLM, it also serves as a local and regional employment center as well.

Exhibits 19 and 20 provide a breakdown of covered primary employment by type, while Exhibit 21 and 22 show commuting patterns by highlighting where Lakewood workers reside, and where Lakewood residents work. This information indicates the following:

- **There has been significant local employment growth since 2014.** As shown in Exhibit 19, Lakewood experienced a decline in employment related to the recession in the late 2000s, with only 22,540 jobs in 2014. However, from 2014–2021 the city has experienced employment growth of about 3.3% per year. The fastest growing major sectors have been Construction/Resource (10% per year), Warehousing/Transportation/Utilities (5.3%), and Government. (5.0%). However, the greatest addition overall has been to Services, accounting for 2,157 additional jobs and about 38% of the total jobs added.
- **Lakewood represents a location for regional employment.** About 87.2% of local workers commute into Lakewood from across the county and the Puget Sound region. The greatest proportion of Lakewood workers commute from Tacoma (17%), with a significant number coming from Parkland (4.2%), South Hill (3.8%) and University Place (3.5%).
- **14.5% of workers at their primary job reside in Lakewood.** This percentage has declined over time despite an increase to the actual number of jobs within the city (see Exhibit 16).
- **COVID-19 and its effects on employment patterns is still not fully understood.** While by Fall 2022 many jobs have transitioned back from remote to in-office, it is unclear how much commuting patterns and remote work opportunities will permanently change. Local and regional service jobs are also in flux, with long-term impacts from changes in economic systems still uncertain.

Exhibit 19. Lakewood Covered Employment, 2008–2021.



Sources: PSRC Covered Employment, 2022; BERK, 2022.

Exhibit 20. Lakewood Covered Employment by Major Sector, 2015 and 2021.



Source: PSRC Covered Employment, 2022; BERK, 2022.

Exhibit 21. Home Locations of Lakewood Workers (Primary Jobs), 2019.

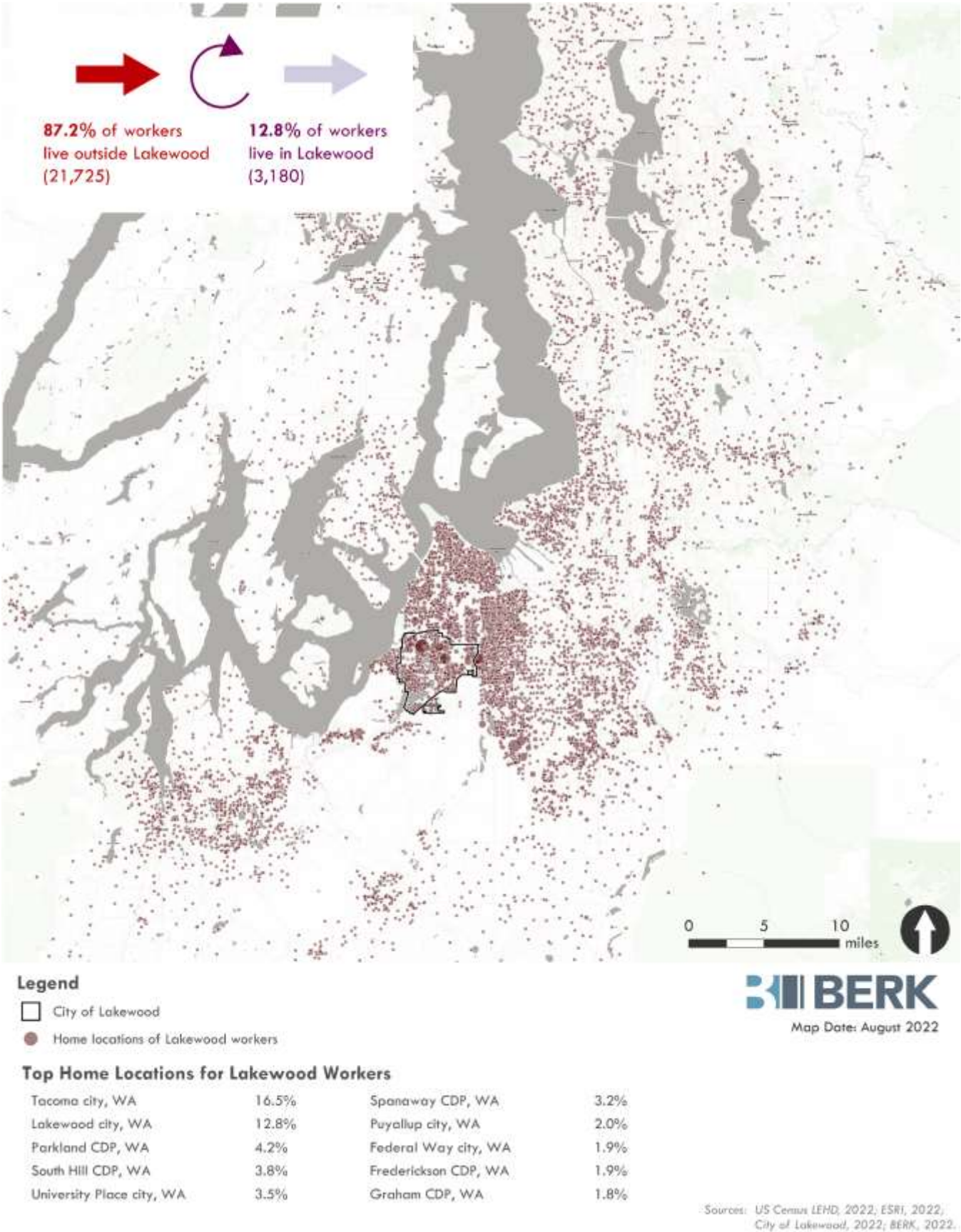
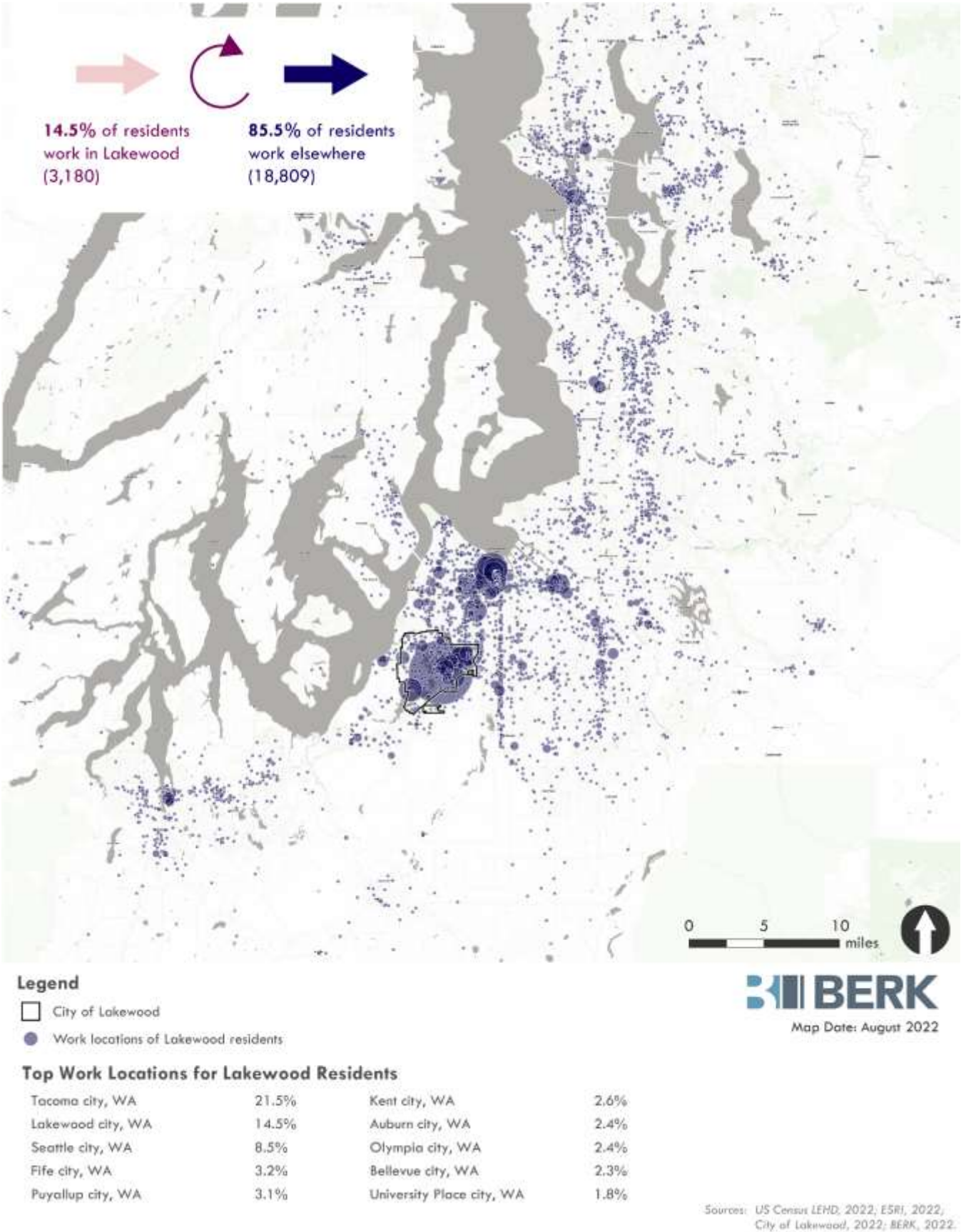


Exhibit 22. Work Locations of Lakewood Residents (Primary Jobs), 2019.



Housing Supply and Development

City zoning and capacity

Understanding where new development is an important part of developing effective housing policy.

Under the [2021 Pierce County Buildable Lands Report](#), Lakewood had an identified capacity of 11,371 housing units as shown in Exhibit 23, including:

- 1,203 units on vacant multi-unit parcels.
- 226 units on vacant single-unit parcels.
- 8,889 units that could be accommodated on underutilized sites.
- 1,053 units in the development pipeline.

Current city policy regarding development can be found in the following maps:

- Exhibit 24 is the current **Future Land Use Map** from the Comprehensive Plan. This highlights that much of the city can accommodate residential uses, with significant gaps in areas with major park/institutional uses (near Fort Steilacoom), and the Air Corridor zones where new residential units are prohibited.
- Exhibit 25 shows **residential zoning** in the city, derived from a full map of zoning in the city. This highlights areas according to which types of residential land uses are allowed as of right: single-family, multifamily, and mixed-use.

These figures indicate the following:

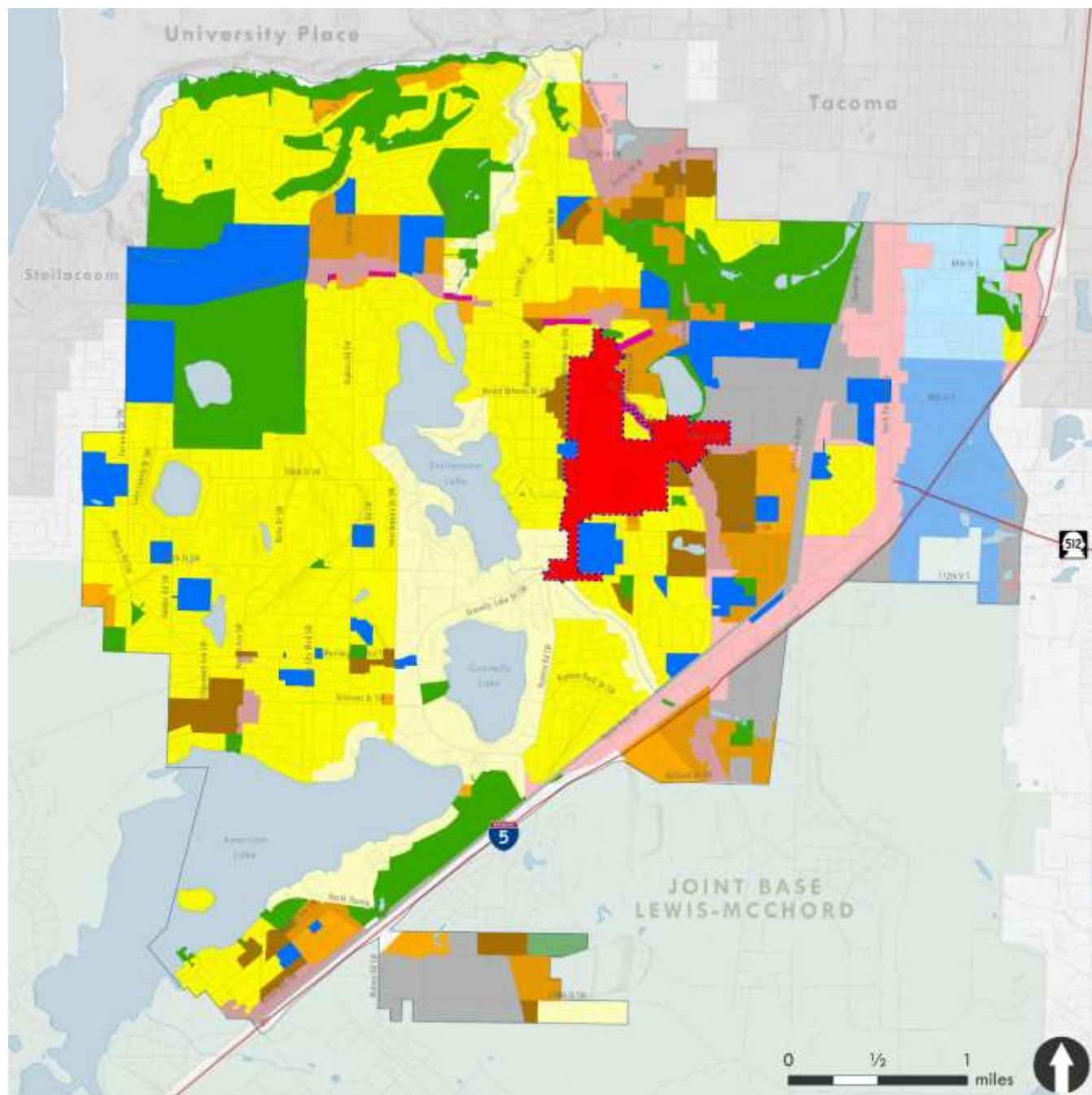
- **A substantive amount of future growth needs to be accommodated through infill development and redevelopment.** About 78% of the total growth capacity in Lakewood is found as “underutilized” sites as shown in Exhibit 23. This suggests that accommodating future growth will require the reuse of sites with existing development and infill projects on other properties, as opposed to development of larger plats of single-family housing as in other areas of the county.
- **Similarly, most currently zoned capacity is in multifamily development.** Although half of the current housing inventory is in single-family detached housing (see Exhibit 27), only 14% of the total capacity is found in areas where single-family zoning is not a conditional use. This highlights that a major focus of future growth in the city will be on multifamily and mixed-use projects.

Exhibit 23. Lakewood Development Capacity, 2020–2044.

Zone	Vacant	Underutilized	Vacant Single Unit	Pipeline	Total
CBD	181	2,405	0	67	2,653
MF1	132	1,251	16	5	1,404
MF2	304	1,240	0	80	1,624
MF3	152	1,164	0	1	1,317
MR1	0	147	0	1	148
MR2	42	636	5	5	688
NC1	2	17	0	42	61
NC2	49	458	0	2	509
R1	7	26	17	1	51
R2	15	91	39	20	165
R3	172	739	91	34	1,036
R4	23	237	58	24	342
TOC	124	478	0	771	1,373
Total	1,203	8,889	226	1,053	11,371

Source: Pierce County, 2021.

Exhibit 24. Future Land Use, City of Lakewood Comprehensive Plan.



Legend

- City of Lakewood
- Other cities
- Joint Base Lewis-McChord
- Water
- Regional Growth Center
- Highways
- Arterials
- Roads

Future Land Use

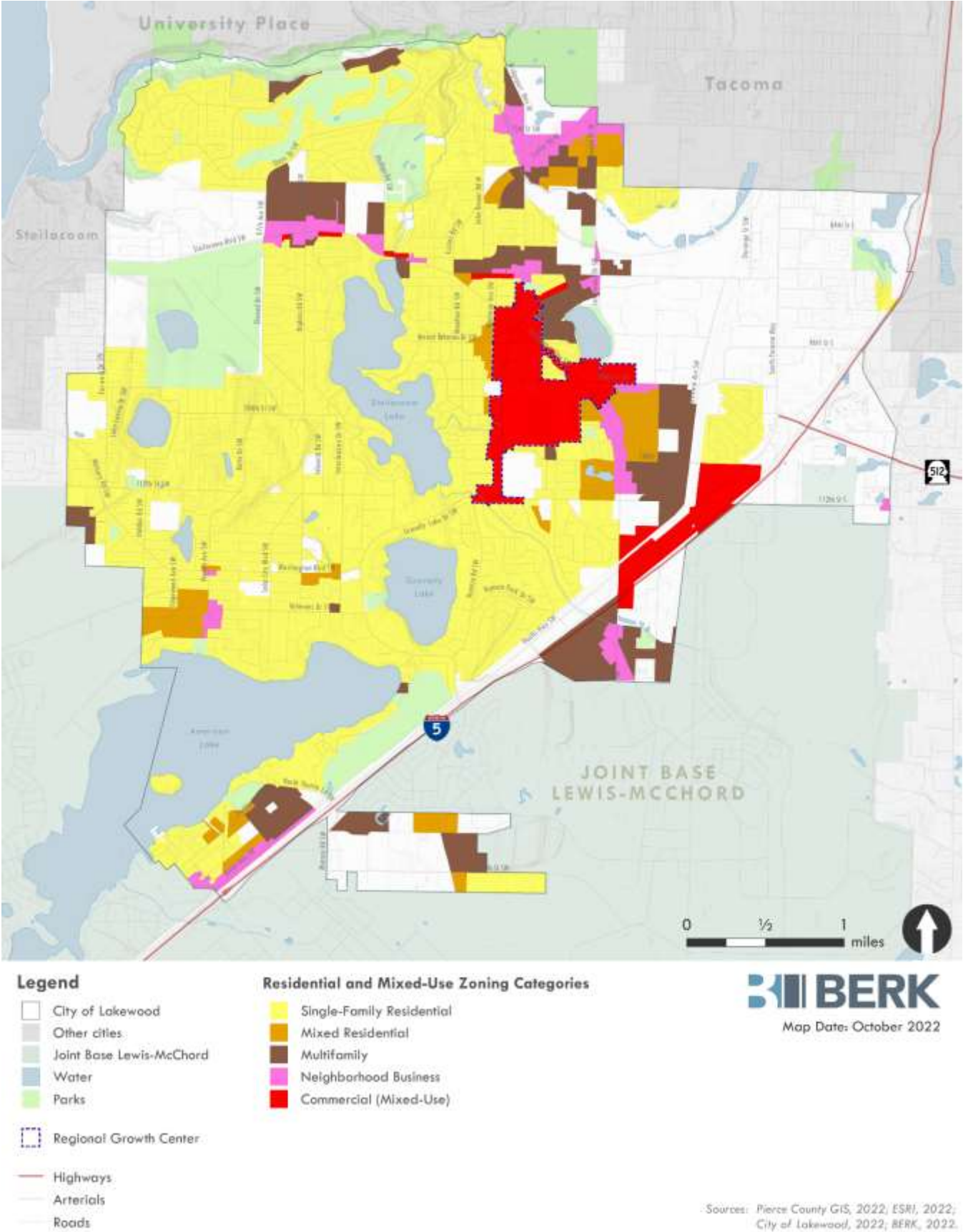
- Air Corridor 1
- Air Corridor 2
- Arterial Corridor
- Corridor Commercial
- Downtown
- High-Density Multi Family
- Industrial
- Public & Semi-Public Institutional
- Multi-Family
- Military Lands

- Mixed Residential
- Neighborhood Business District
- Open Space & Recreation
- Residential Estate
- Single Family

BERK
Map Date: October 2022

Sources: Pierce County GIS, 2022; ESRI, 2022;
City of Lakewood, 2022; BERK, 2022.

Exhibit 25. Residential and Mixed-Use Zoning Categories, City of Lakewood.



Housing inventory and production

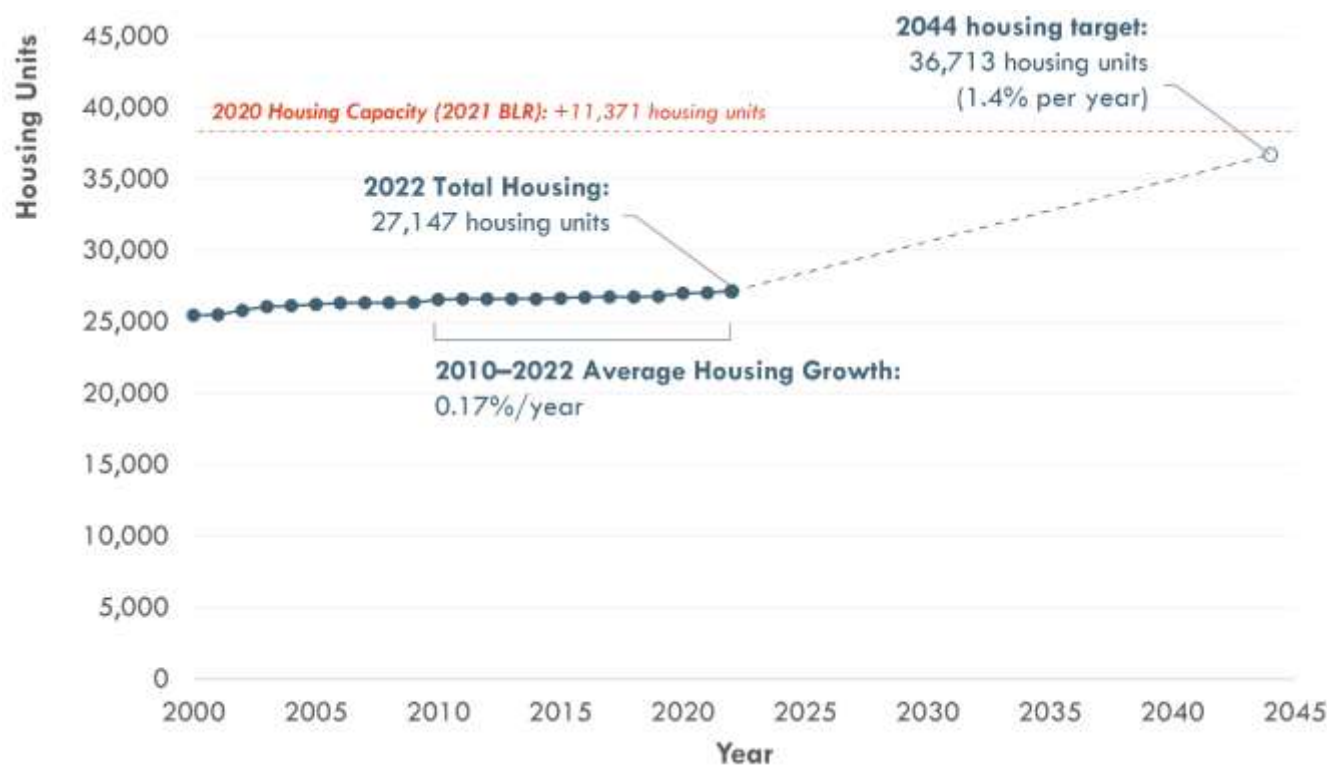
As of April 2022, the state Office of Financial Management estimated that Lakewood has a total of 27,147 housing units. Exhibits 26 through 32 provide perspectives on the current stock and production of housing in Lakewood. This includes:

- Historical trends for housing unit counts in Lakewood, together with existing capacity and current 2044 housing targets (Exhibit 26).
- Breakdowns of the proportion of current housing inventory by type as of 2020, and proportion of production over the previous 10 years (Exhibit 27).
- Housing production by type and year (Exhibit 28), total gains and losses (Exhibit 29), and net change by general type (Exhibit 30).
- Comparisons with other area communities by total housing (Exhibit 31) and proportions by type (Exhibit 32).

This information highlights the following:

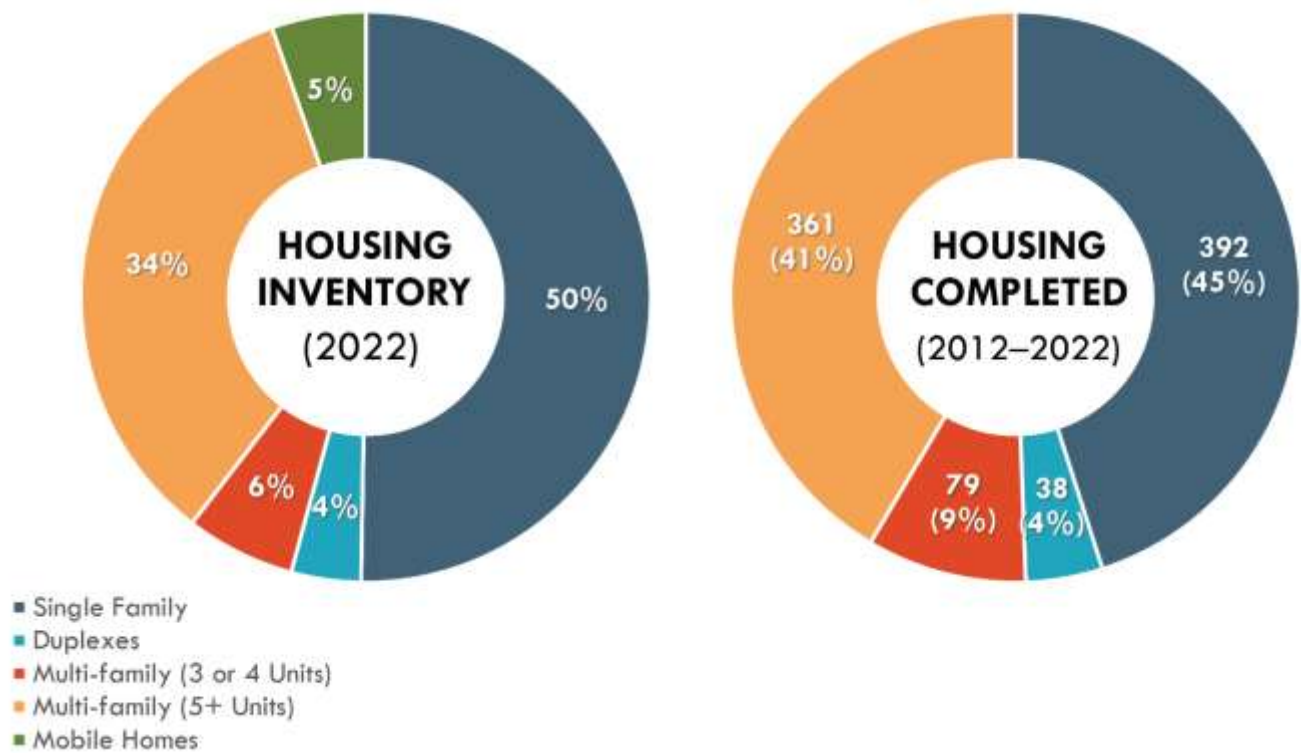
- **Recent net housing production in Lakewood has been nominal.** Between 2010 and 2022, there has been only a very small net increase in the total amount of housing, with a net 0.17% increase per year, as shown in Exhibit 26. Note that this is substantively lower than the population growth rate provided in Exhibit 2, implying that a substantive amount of population increases have been accommodated through household size increases.
- **Future housing production can be accommodated to meet the city's growth targets, but the rate of development will have to increase significantly.** With respect to reaching the 2044 housing target of 36,713 housing units as described in Countywide Planning Policies of Pierce County, there needs to be a substantive and sustainable increase in housing production over the next 20 years. An average of 435 units per year will be required, which is 73% higher than the peak recorded in 2020.
- **Lakewood has predominantly been building multifamily housing in the last ten years.** Lakewood has seen a net increase of housing production from 2010 to 2022 (see Exhibit 29 and Exhibit 30). Overall Lakewood has built 870 units, predominantly multifamily from 2012–2022.
- **Lakewood has had a greater amount of attached and multifamily development than many comparable communities.** Exhibits 31 and 32 highlight the differences between housing production from 2011 to 2020 by type between Lakewood and area communities (Federal Way, Puyallup, University Place, and Fife). Of all of these communities, only Federal Way has had a lower percentage of their total housing production as single-family detached homes. A significantly larger percentage of local development in Lakewood has also been developed as duplexes, triplexes, and fourplexes, consisting nearly 13% of the total development in the community.

Exhibit 26. Housing Unit Counts and 2044 Housing Target.



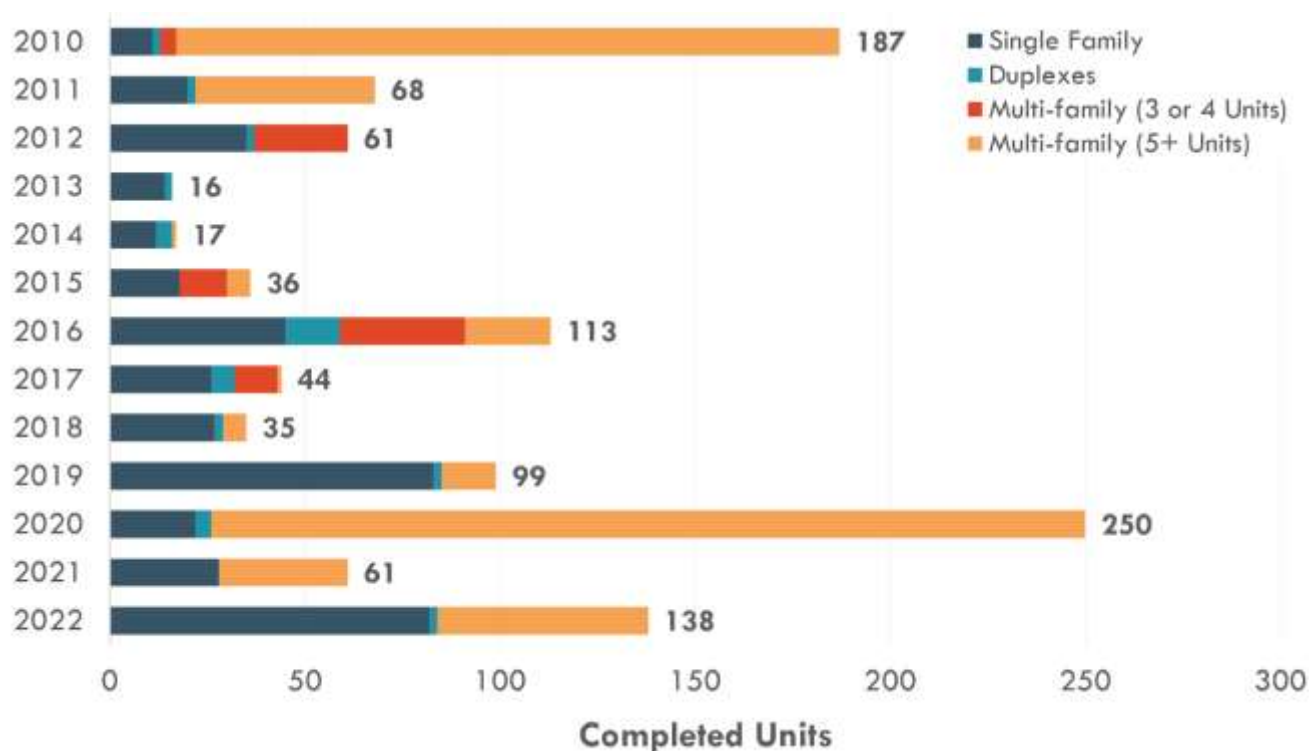
Source: OFM, 2022; BERK, 2022.

Exhibit 27. 2020 Housing Inventory and 2011–2020 Housing Production, by Type.



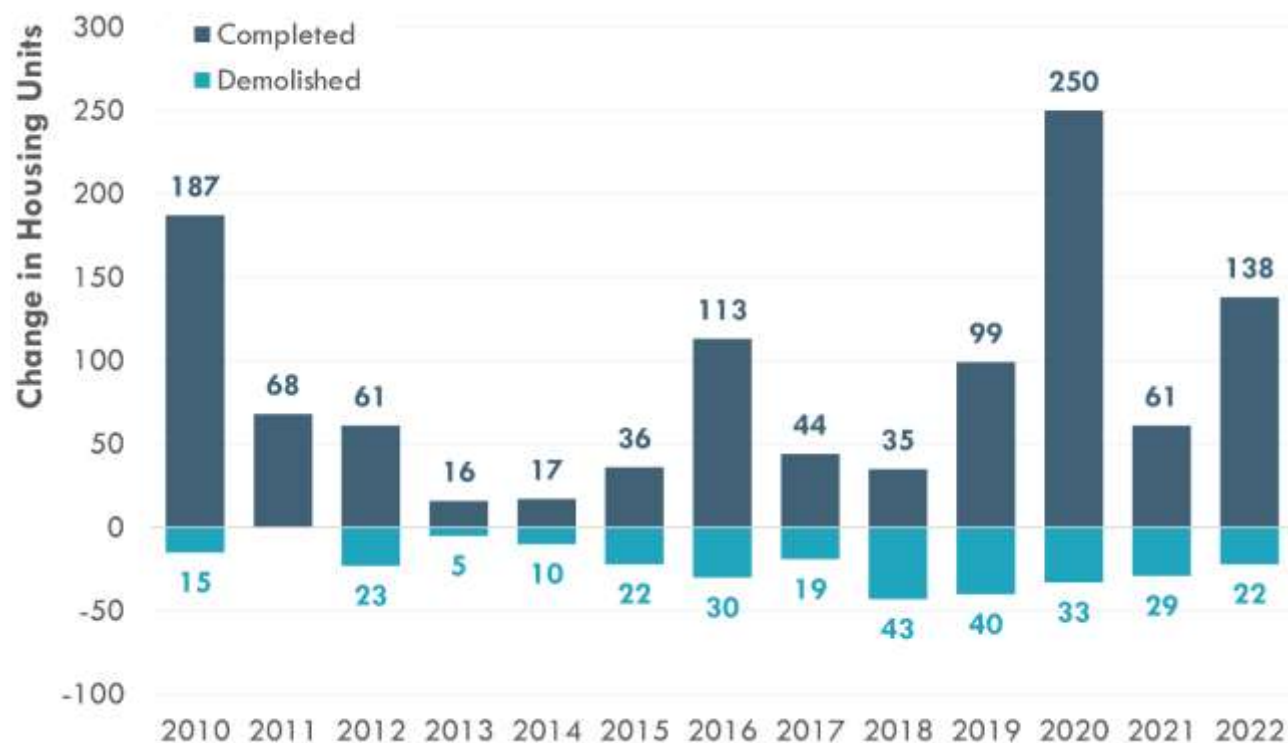
Source: OFM, 2022; BERK, 2022.

Exhibit 28. Housing Production, by Type and Year, 2010–2022.



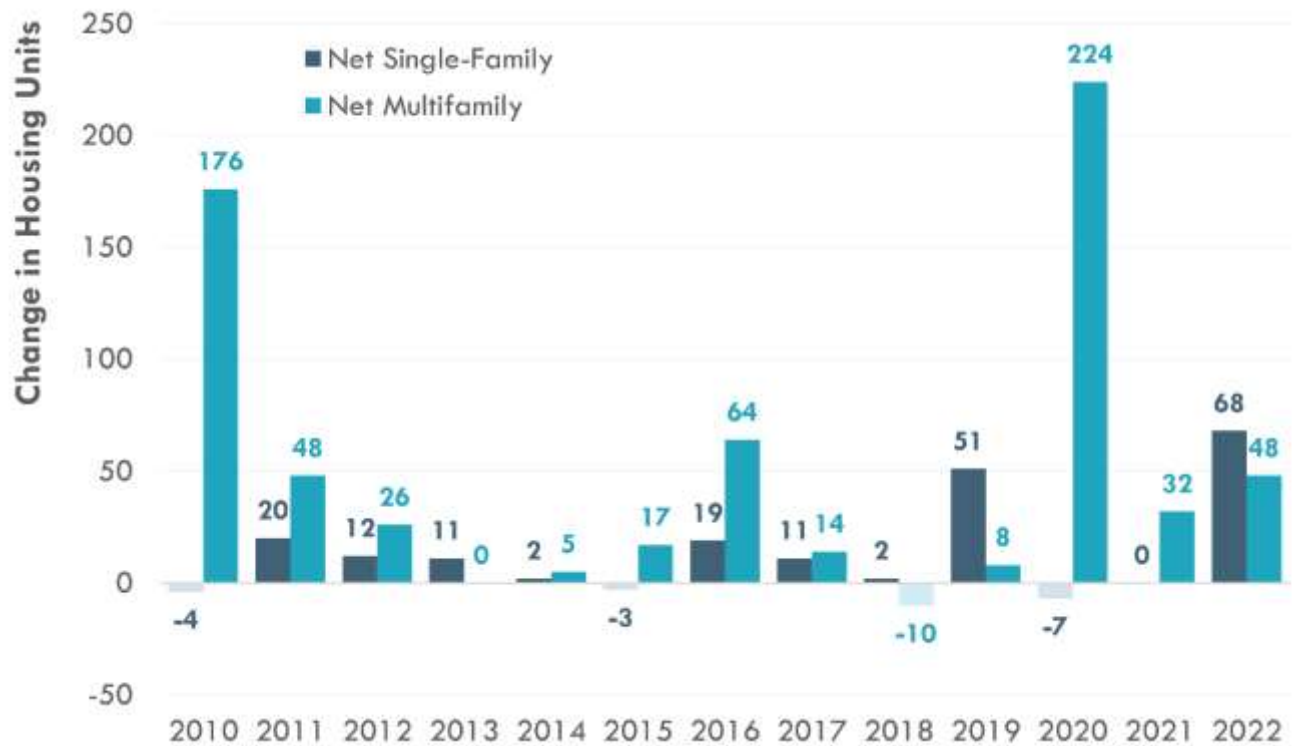
Source: OFM, 2022; BERK, 2022.

Exhibit 29. Housing Production, Gains and Losses, 2011–2020.



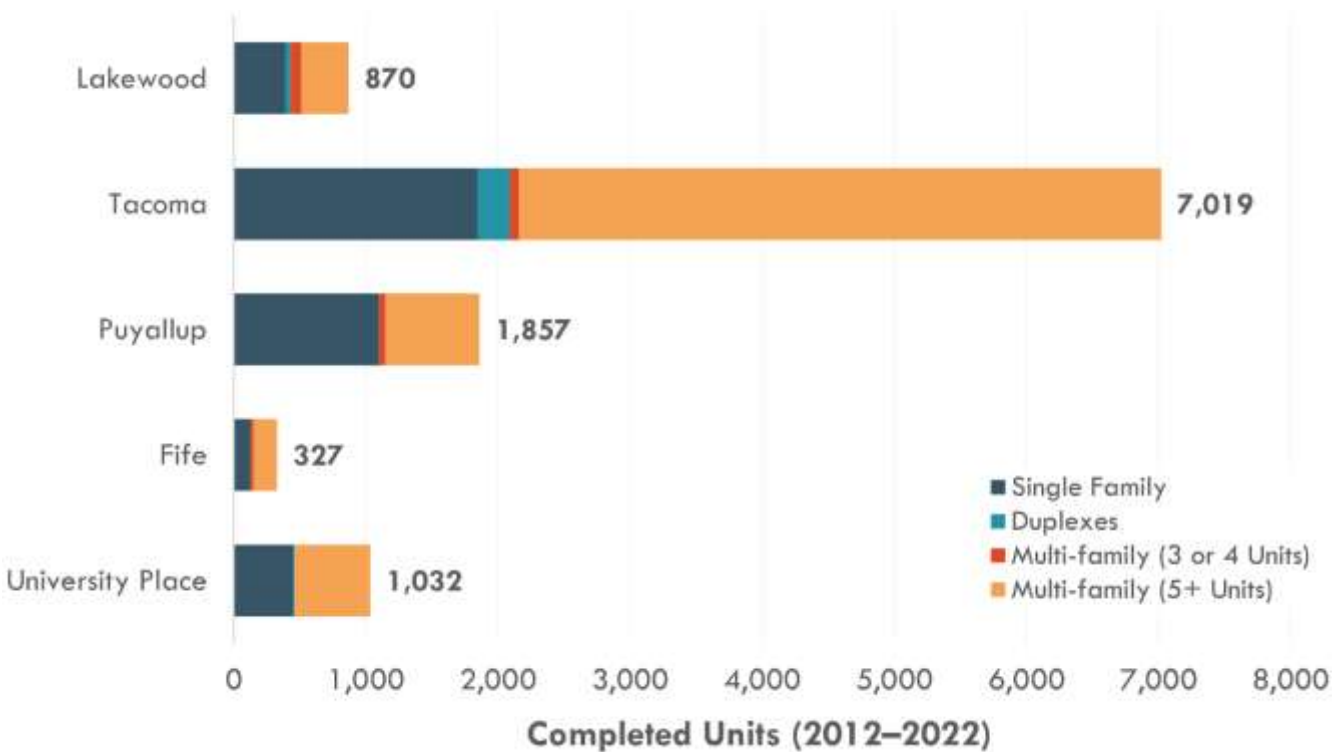
Source: OFM, 2022; BERK, 2022.

Exhibit 30. Housing Production, Net Change, 2010–2022.



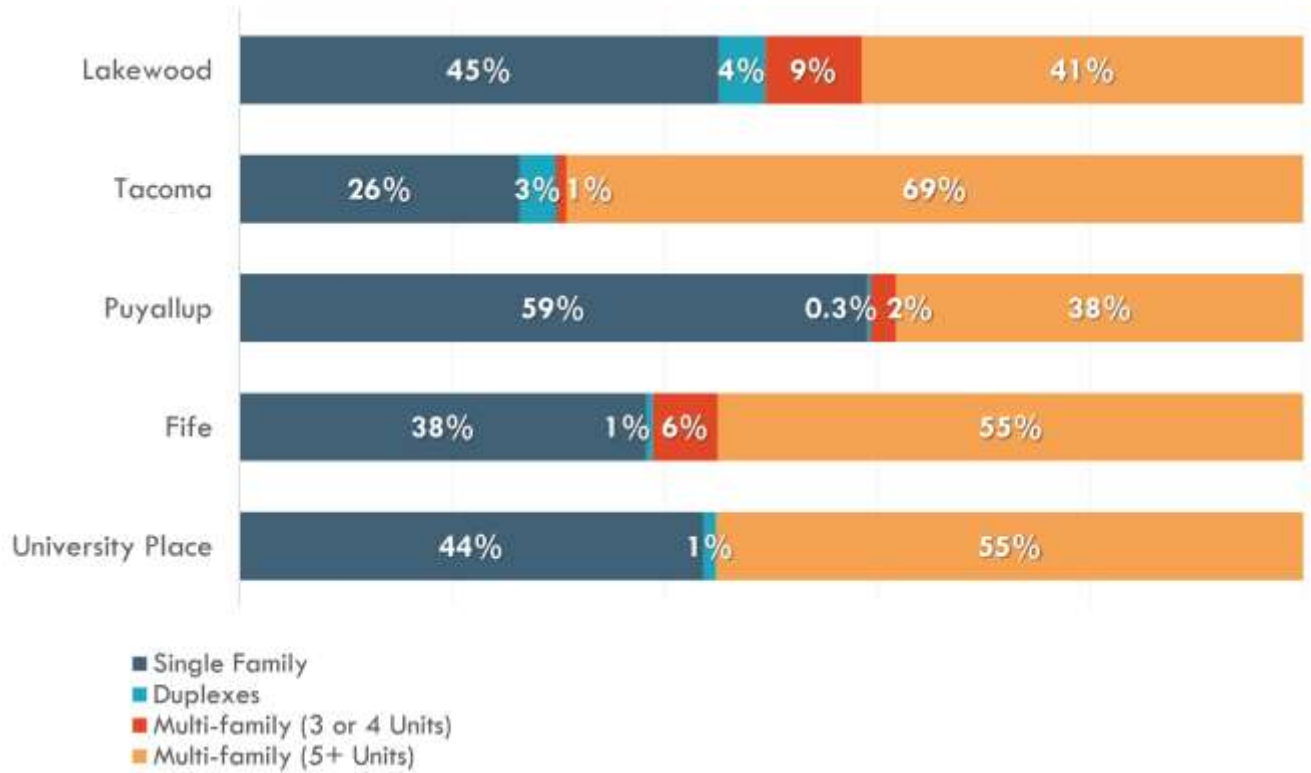
Source: OFM, 2022; BERK, 2022.

Exhibit 31. Total Housing Production Comparison, by Type, 2012–2022.



Source: OFM, 2022; BERK, 2022.

Exhibit 32. Proportion of Housing Production Comparison, by Type, 2011–2020.



Source: OFM, 2022; BERK, 2022.

Housing Market Trends

Rental housing

Understanding housing costs and related indicators can be important in determining key characteristics of housing needs. The following exhibits highlight major characteristics of the rental market:

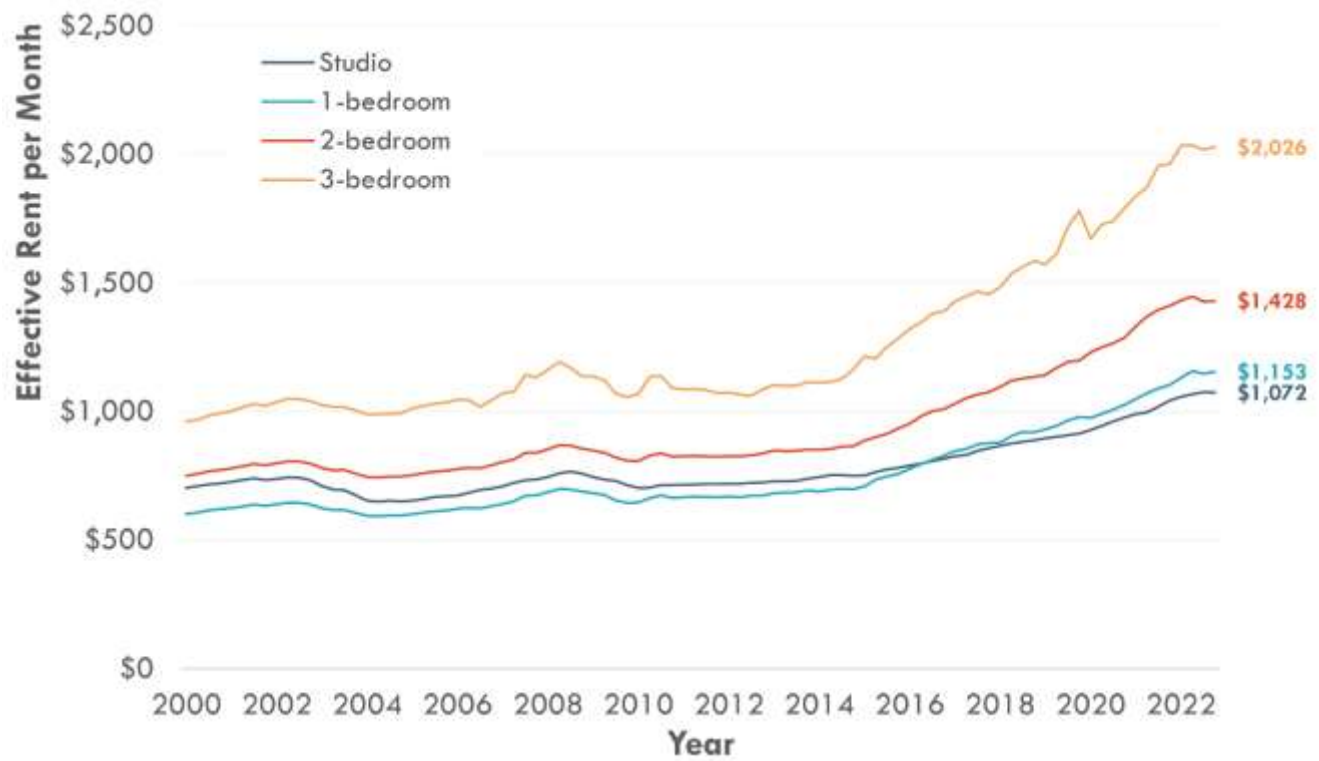
- Exhibit 33 provides a description of **effective rents by the size of rental units** from 2000–2022. Note that in this case, “effective rents” incorporate the asking rent for units as well as any concessions (e.g., free rent, free parking, etc.).
- Exhibit 34 provides the **ratio of effective rent to median family income** for Lakewood from 2010–2022 by size of unit. Note that median income information is not available for 2021 and 2022, but was projected from the previous three years based on methods established by the US Department of Housing and Urban Development. This can highlight changes in effective affordability over time.
- Exhibit 35 shows **year-over-year changes in rent** for Lakewood and the Seattle-area market (King, Pierce, and Snohomish Counties) for 2001–2022, but does not fully reflect changes in rent during and after the COVID-19 pandemic rent moratoria.
- Multifamily housing **rental vacancy rates** for Lakewood and the Seattle-area market are provided in Exhibit 36.
- To understand the sales of rental properties, Exhibit 37 includes the **volume of sales** in Lakewood in millions of dollars, and the **average sale prices per unit** in thousands of dollars.

From these assessments, the following conclusions can be reached:

- **Rents have experienced a notable increase since 2014.** As can be seen in Exhibit 33, rents in Lakewood have been experiencing considerable upward pressure since 2014. While these increases have differed by the size of the units in question, Exhibit 35 highlights that in general rents have been increasing by at least 5% per year, even during periods where rents in the overall market have decreased year-over-year.
- **Rental affordability has also declined since 2014.** Exhibit 34 shows comparisons between rents and local median income. While the 2010–2014 period demonstrated some stability where median rents for studios to two-bedroom apartments were considered affordable to households with income at 60–65% MFI, this has increased to 75% MFI for studios to 85% for two-bedrooms. With projections of median income, this has increased further to 88–101% in 2021, and 82–93% in 2022. This is even higher for three-bedroom units, which increased to 115% of MFI in 2022.
- **Local vacancy rates have been trending lower than regional rates since 2015.** The historical vacancy rates shown in Exhibit 36Exhibit 37 highlight that before 2014–2015, vacancy rates in Lakewood have generally been higher than regional vacancy rates overall. However, over the past five to dix years, vacancy rates in the broader market have been higher than in Lakewood, suggesting that there may be higher local pressure on prices in the local market.
- **Sales of multifamily housing suggest a greater involvement by institutional investors.** The increase in sales volume and sale prices for multifamily housing in Exhibit 37 has been notable since 2016. While this can be attributed in general to the increasing attractiveness of multifamily housing

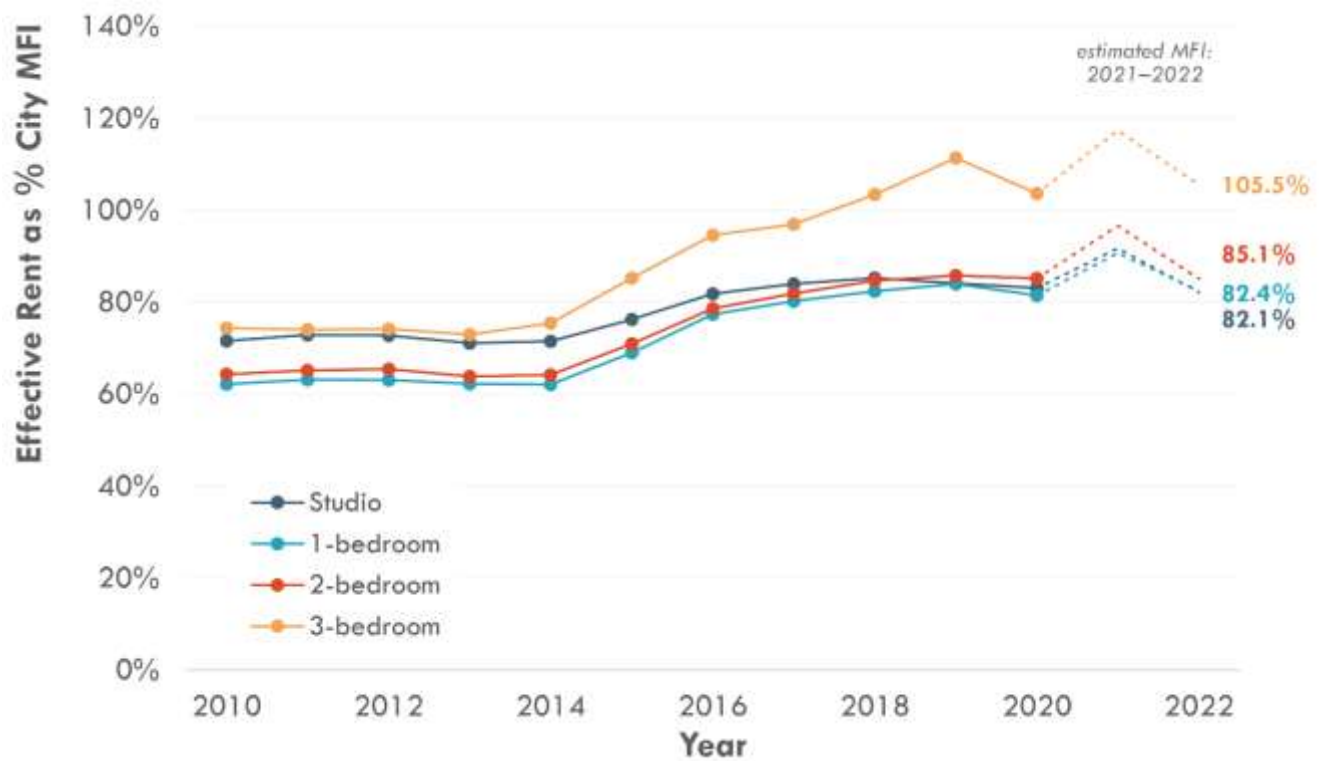
to investors in general, there has been a general increase in sales from private to institutional investors. This may be due in part to the fact that the city's rental housing safety program has prompted the sale of multifamily housing by owners unwilling to make required improvements to their property.

Exhibit 33. Effective Rents by Unit Size, 2001–2022.



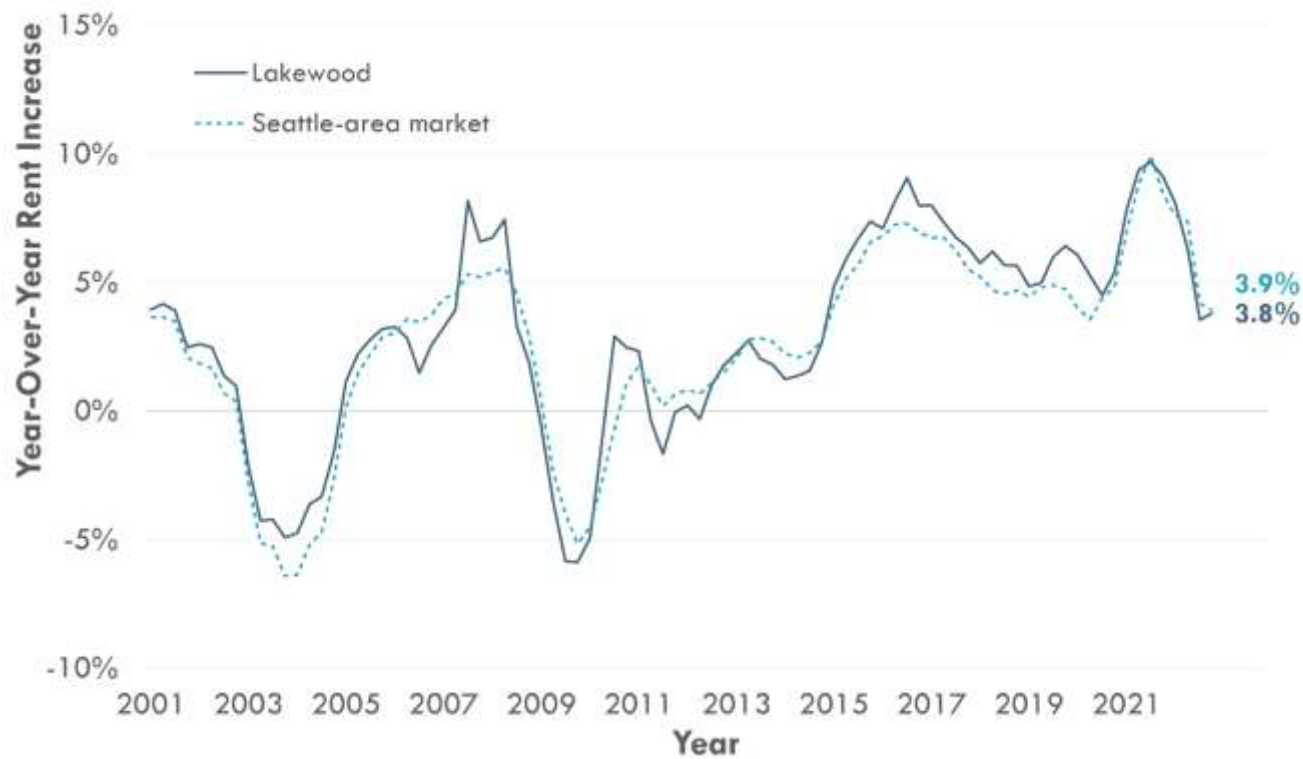
Source: CoStar, 2022; BERK, 2022.

Exhibit 34. Effective Rent as Percent Lakewood Median Income by Size, 2010–2022.



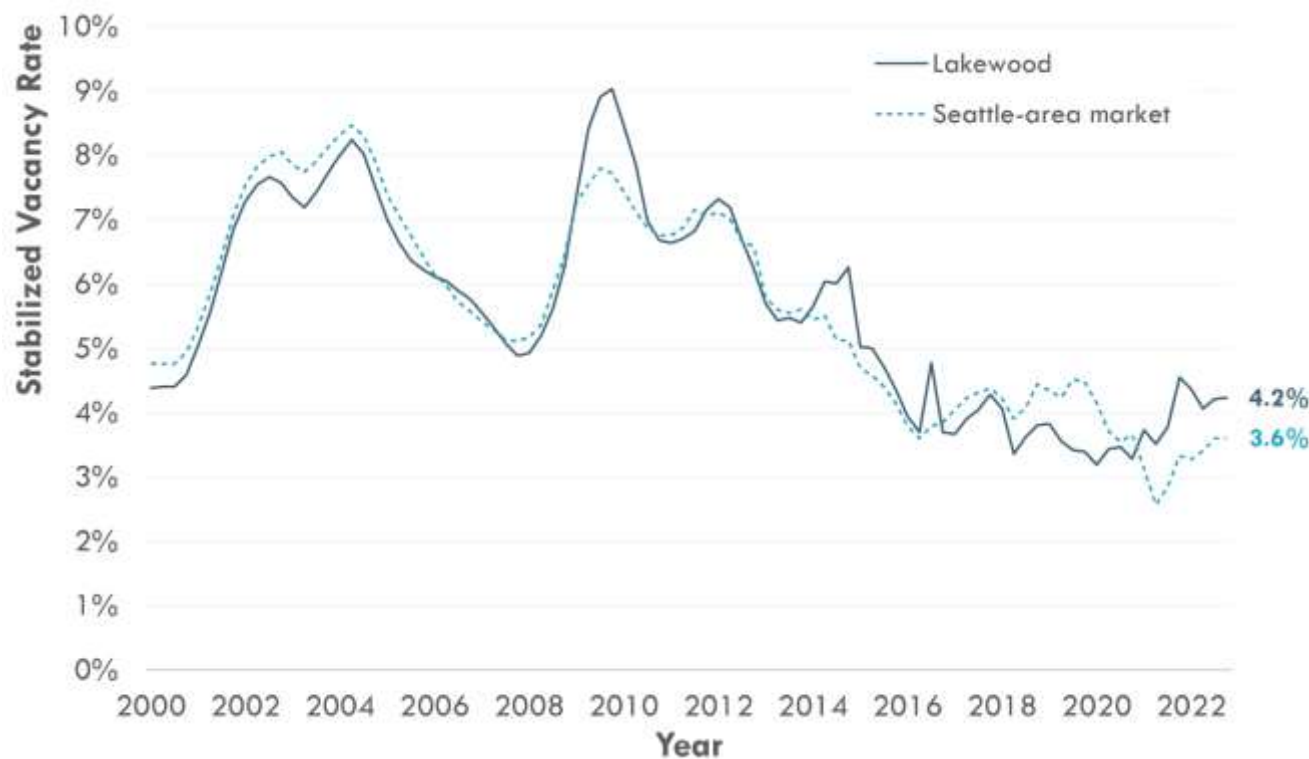
Source: CoStar, 2022; ACS 2022; BERK, 2022.

Exhibit 35. Year-Over-Year Rent Changes, Lakewood and Region, 2001–2022.



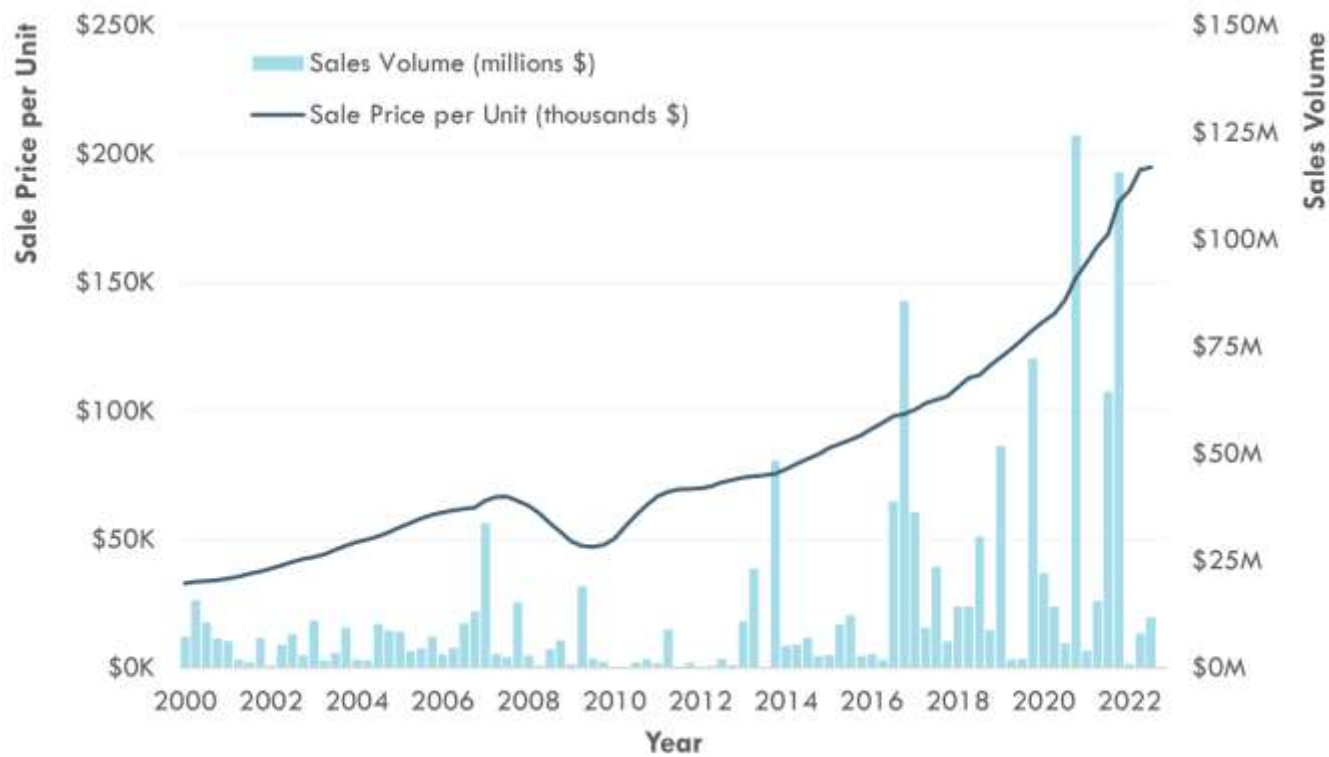
Source: CoStar, 2022; BERK, 2022.

Exhibit 36. Vacancy Rates, Lakewood and Region, 2000–2022.



Source: CoStar, 2022; BERK, 2022.

Exhibit 37. Sales Volume and Sale Price per Unit for Rental Properties, 2000–2022.



Source: CoStar, 2022; BERK, 2022.

Owner-occupied housing

Information about owner-occupied housing can be useful in highlighting other potential market trends that can impact affordability. With respect to this information, a major source is real estate market research data made available by Zillow Group, Inc., which provides summaries of key metrics at the resolution of metro, county, and city level.

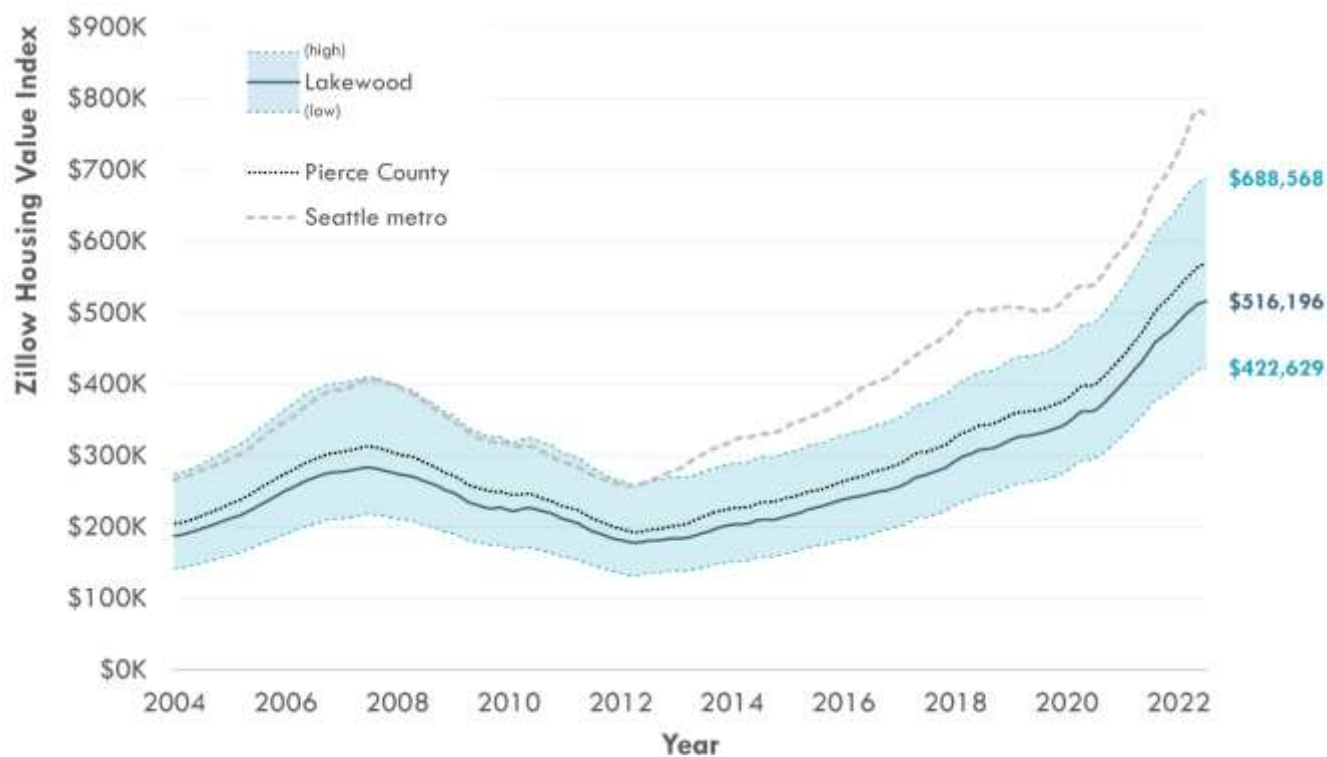
Information assessed about owner-occupied housing includes the following:

- Exhibit 38 highlights **housing price distributions** based on the “Zillow Housing Value Index” (ZHVI). This includes the median and range of housing prices for Lakewood in blue, as well as the median housing prices for Pierce County and the Seattle metro area.
- Comparable to the measures provided for rental housing, Exhibit 39 provides **ratios of median housing prices (ZHVI) and median family income** for Lakewood and Pierce County. As with the rent measure, this can highlight effective changes in housing affordability over time. As with the rental calculations in Exhibit 34, median incomes are projected for 2021 and 2022.

This highlights the following:

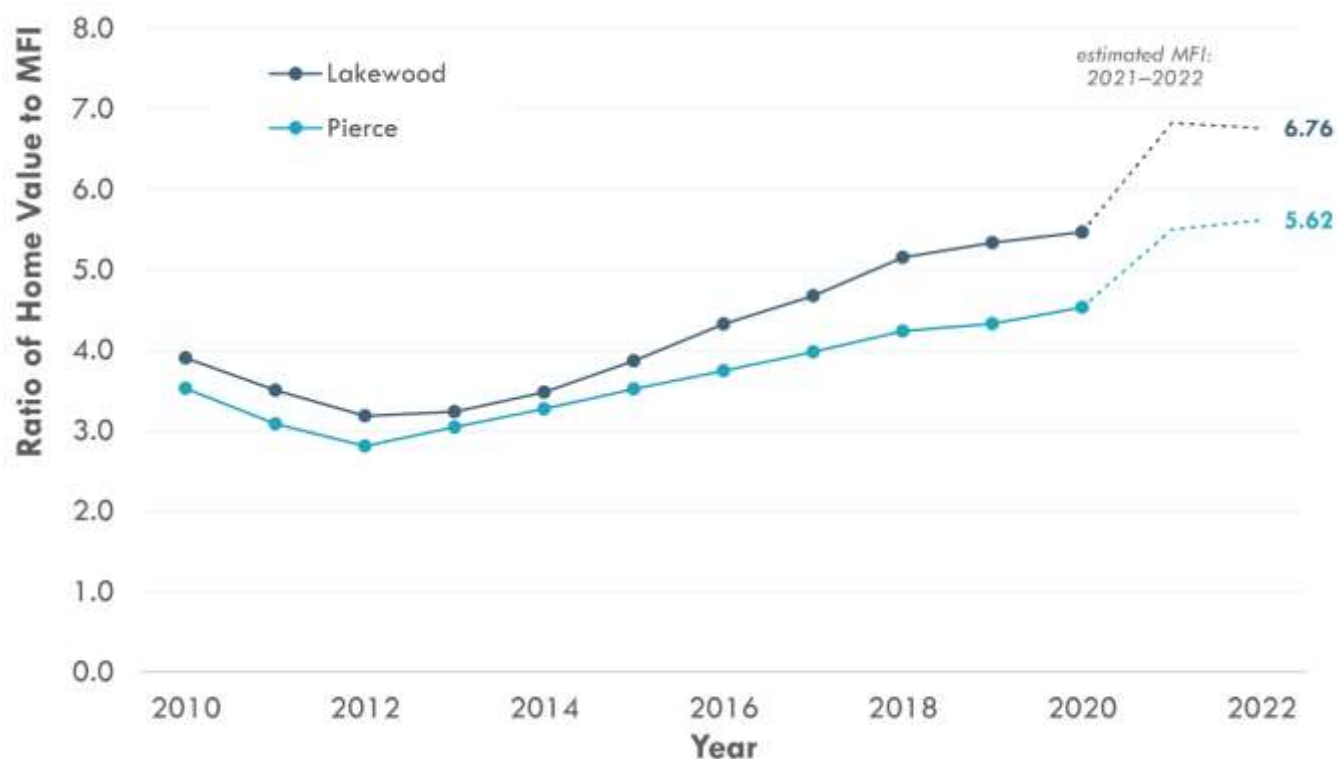
- **The Lakewood market is more affordable than others in the region but has been experiencing considerable recent increases.** The data in Exhibit 38 highlights that median prices for housing in Lakewood have increased from \$178,297 in April 2014 to a recent peak of \$516,196 in July 2022. This represents an increase of 190% from this market low over the past eight years, and is about 8.3% lower than Pierce County and 34% lower than the broader Seattle metro region. While Lakewood may present a more affordable option on average, national and regional increases in prices have also impacted the local market.
- **While owned-occupied housing is more affordable in Lakewood, this affordability is also declining.** The comparisons between median income and median owner-occupied housing prices in Exhibit 39 highlight two major points. First, Pierce County is less affordable than Lakewood on average, with median housing prices, with an estimated ratio of 7.33 in 2022 for Pierce County versus 5.94 for Lakewood. However, in both cases there has been a consistent increase in this ratio over time from a low in 2012, suggesting that housing has become less accessible to households since the end of the previous recession.

Exhibit 38. Home Value, Lakewood, Pierce County, and Seattle metro region, 2004–2022.



Source: Zillow, 2022; ACS 2022; BERK, 2022.

Exhibit 39. Ratio of Home Value to Median Income, Lakewood and Pierce County, 2010–2022.



Source: Zillow, 2022; ACS 2022; BERK, 2022.

Housing Affordability

Household cost burden

When trying to evaluate the combination of market supply and demand factors and their impacts on households in the community, it can be important to assess housing costs as compared to income. Under current metrics, the US Department of Housing and Urban Development provides two general thresholds for “housing cost burdens”:

- If households are paying at least 30% of their income on housing and housing-related costs (e.g., utilities), they are considered to be **cost burdened**. This assumes that the costs of housing will start to crowd out other household expenditures, especially for lower-income households.
- Households that are paying at least half of their income on housing are considered **severely cost burdened**. In these cases, lower-income households may experience some severe impacts on other necessary expenditures. They may also be more at risk for housing insecurity, especially if housing rent increases may outpace increases in household income.

Note that a major focus in this section is on rental housing versus owner-occupied housing. While challenges with accessing affordable housing to own can also be a challenge, many households have investment wealth in the housing that they own. In other cases, this housing can be owned outright, and “housing rich” households may have significant assets in their house despite having lower incomes.

The following exhibits highlight key calculations from the US Department of Housing and Urban Development CHAS dataset, which is derived from American Community Survey data:

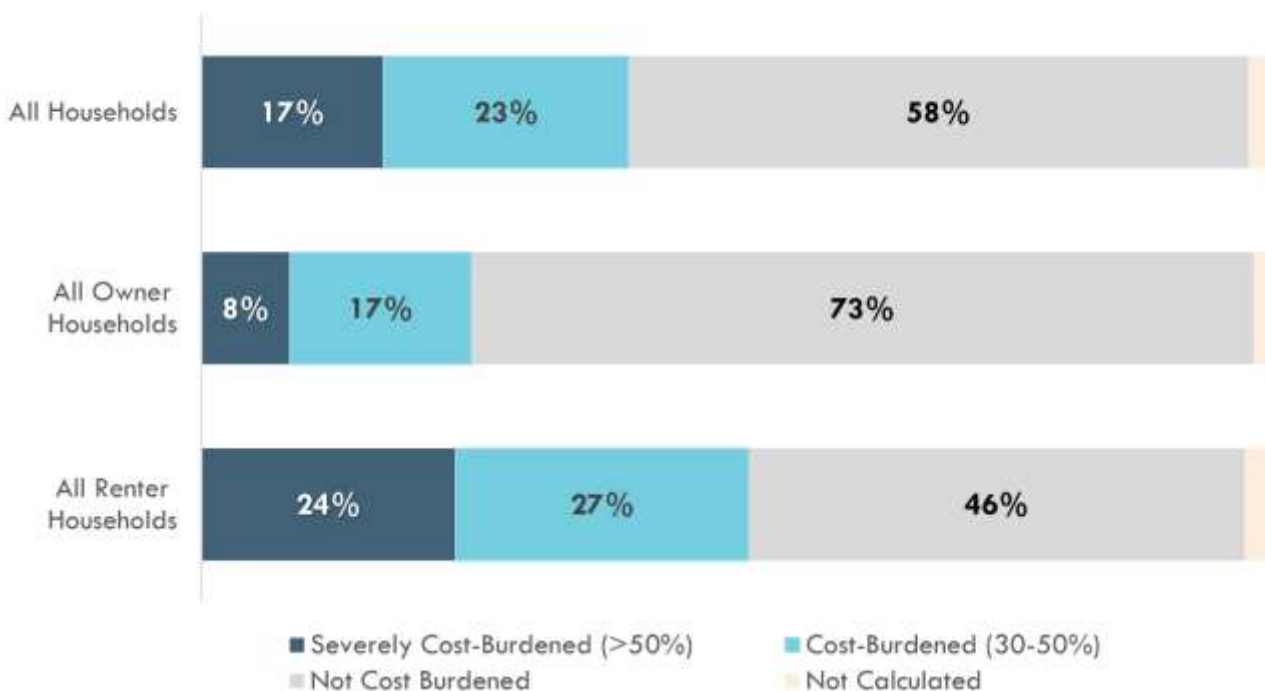
- Exhibit 40 compares the proportion of cost burdened and severely cost burdened households in Lakewood between renters and owners.
- For renters in particular, Exhibits 41 and 42 provide a breakdown of cost burden by income categories in Lakewood, with Exhibit 41 providing proportions of each category and Exhibit 42 giving total counts.
- In addition, rent cost burdens are broken down by race and ethnicity in Exhibits 43 (proportions) and 44 (total counts) to highlight potential racial disparities in these figures as well.

Based on these statistics, the following conclusions can be reached:

- **About half of all households renting in Lakewood are facing cost burdens.** Exhibit 40 shows cost burdens between renter and homeowner households in Lakewood, and this demonstrates that about 50% of all renter households are facing some type of housing cost burden. This stands in contrast to homeowners, where only 26% face housing cost burdens of some type, and 9% face severe housing cost burdens. This highlights that affordability is a much more immediate consideration with renters, especially lower-income renters in the community.
- **Lower-income households are experiencing considerable cost burdens.** In examining Exhibits 42, where renter cost burdens are split according to household income, it is apparent that the greatest cost burdens are being experienced by very low- (30–50% MFI) and extremely low-income (less than 30% MFI) households. Only 7% and 3% of these households, respectively, are not cost burdened.

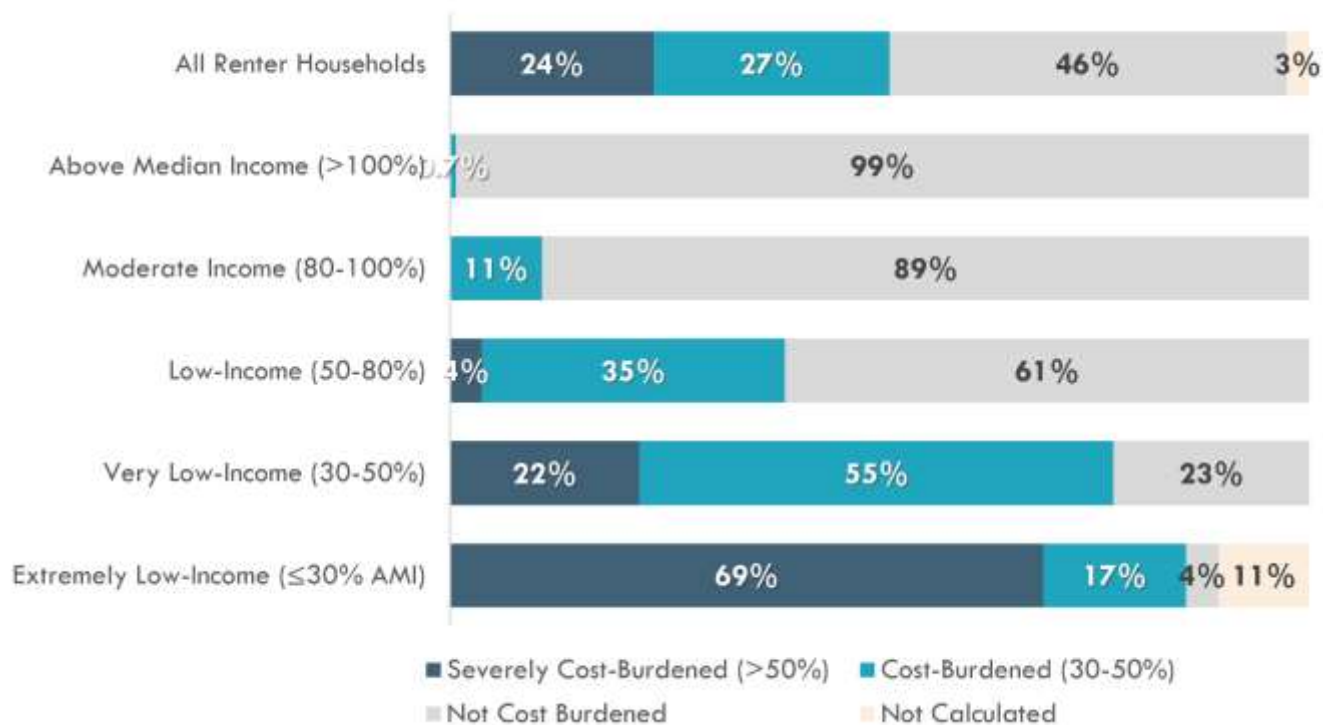
- **Black/African-American households that are renting are experiencing greater housing cost burdens in Lakewood.** From Exhibits 43 and 44, Black or African American renter households have higher rates of being severely cost burdened (40%) as compared to renter households in other racial and ethnic groups. Overall, this means that 58% of renting Black households are facing cost burdens, as compared to 54% of white households. This racial disparity needs to be addressed as the city develops new housing goals and policies.

Exhibit 40. Percent of Households by Tenure and Cost Burden, 2018.



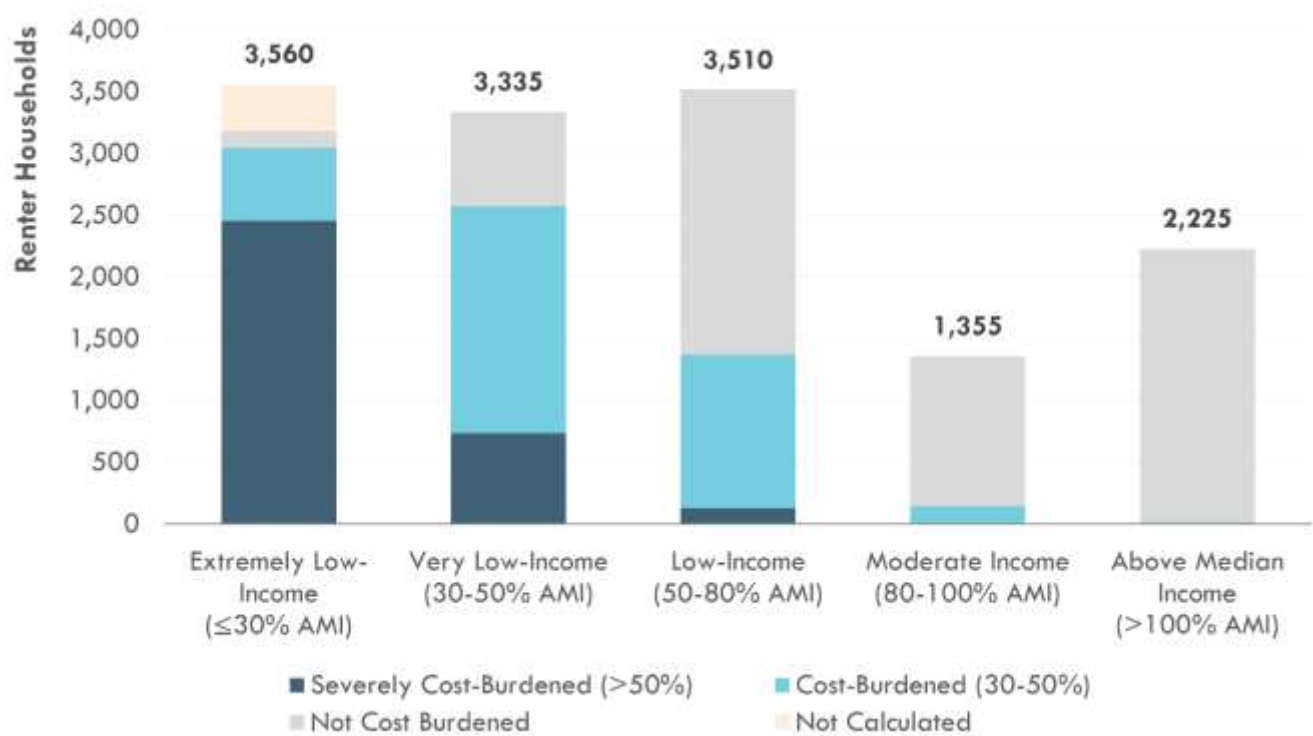
Source: 2018 CHAS; BERK, 2022.

Exhibit 41. Proportion of Renter Households by Income Category and Cost Burden, 2018.



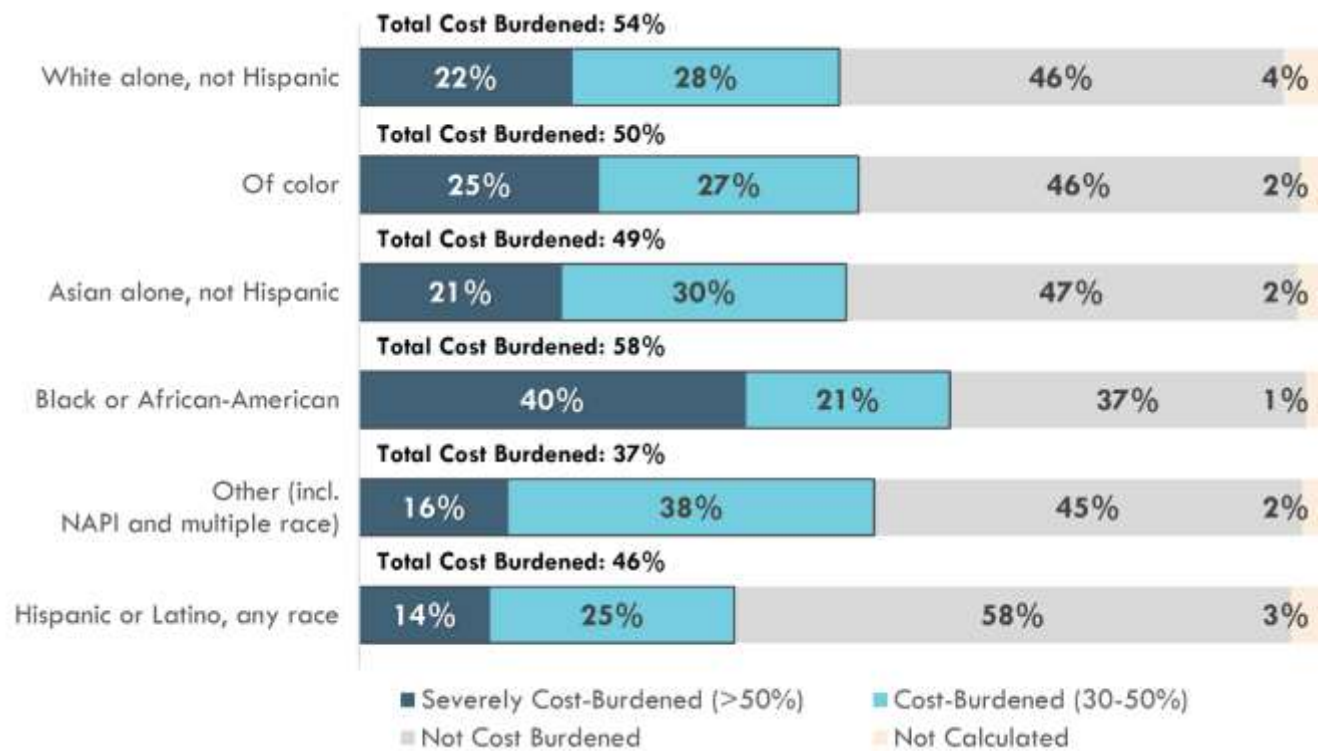
Source: 2018 CHAS; BERK, 2022.

Exhibit 42. Renter Households by Income Category and Cost Burden, 2018.



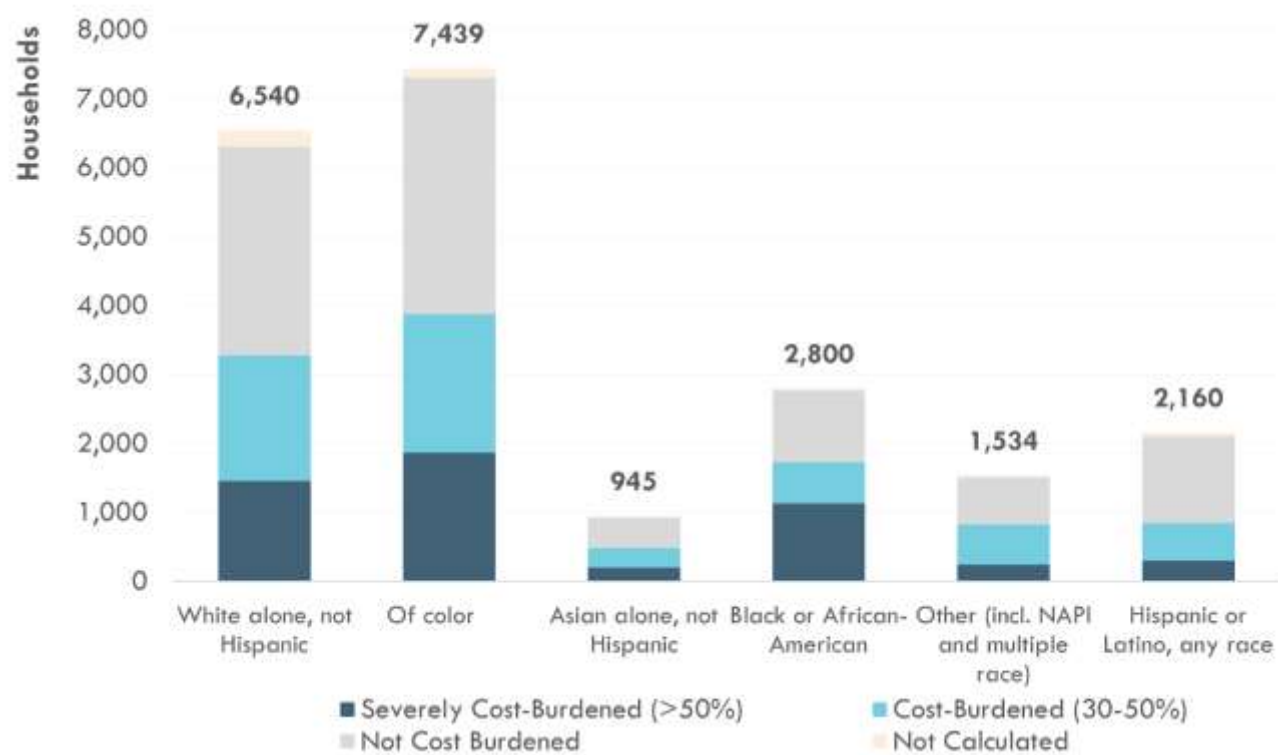
Source: 2018 CHAS; BERK, 2022.

Exhibit 43. Proportion of Renter Households by Race and Cost Burden, 2018.



Source: 2018 CHAS; BERK, 2022.

Exhibit 44. Renter Households by Race and Cost Burden, 2018.



Source: 2018 CHAS; BERK, 2022.

Access to affordable units

When evaluating the major gaps involved with housing, it can be important to compare the availability of affordable housing with the characteristics of households that can afford this housing. Two figures below provide a perspective on affordability gaps:

- Exhibit 45 provides a comparison of the rental units that are affordable at given income levels (where a household would not need to pay more than 30% of their income) versus the number of households in each category.
- Exhibit 46 compares the count of affordable rental units by affordability category between the 2013 and 2018 CHAS datasets. As these datasets rely on the 5-year American Community Survey for household and housing data, this five-year difference is used not only to compare conditions over time but also to ensure that the same data is not used for both measures.
- Exhibit 47 shows the number of households uprenting and downrenting by housing unit size.
- Exhibit 48 compares renter household income and affordability between Lakewood and Pierce County.

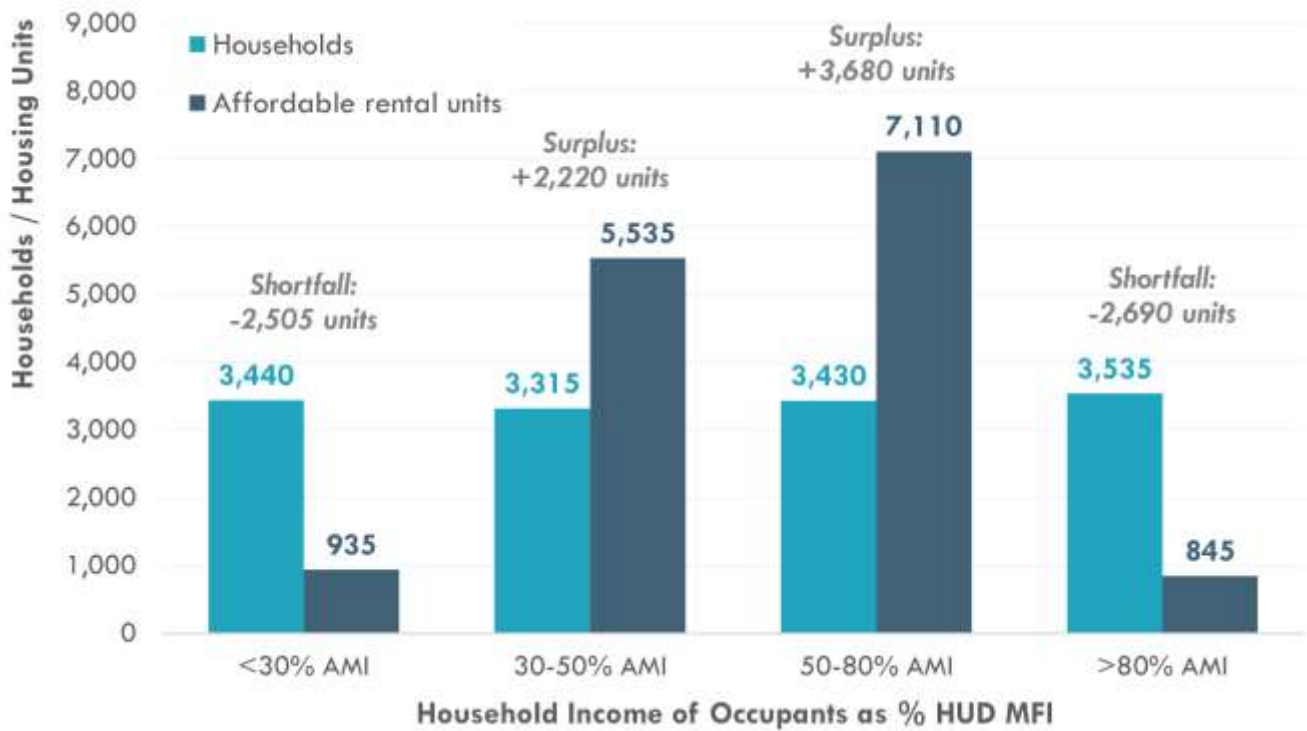
This information highlights the following:

- **There is notable “uprenting” and “downrenting” in the Lakewood market.** As indicated in Exhibit 45, there are significant deficits at the high and low ends of the market, where there are more households than housing units affordable in each. This follows behavior in a lot of other markets, where extremely low-income households will tend to “uprent” and spend more of their household income on rent, while moderate income households at 80% AMI or higher will tend to “downrent” and spend less of their income on housing. This distribution suggests that the most significant gap that would need to be addressed is for extremely low-income households.
- **Extremely low- and very low- income households are more likely to uprent.** As shown in Exhibit 47, at least 86% of all households with extremely low incomes are more likely to uprent their home, regardless of housing unit size. Conversely, at least 80% of all households with moderate incomes are more likely to downrent.
- **The losses of affordable housing have been greatest with housing affordable to very low- and extremely low-income households.** Exhibit 46 shows that from 2013 to 2018 there has been a decrease in the total amount of affordable housing available to households at 50% AMI or below. While this may represent demolitions of these units, this may also reflect rent increases due to other reasons, such as rehabilitation of existing units. This decline has been most significant with housing affordable to households making 30–50% of median income, where the total amount of available housing decreased by about 26%. While this figure is still higher than the number of households in this category, the severe shortages for extremely low-income households suggests that even in this category there may be a significant increase in uprenting.
- **The role of Lakewood in meeting the needs for affordable housing from active-duty servicemembers will also need to be considered.** The South Sound Military and Communities Partnership published the 2020 Off-Installation Housing Study to improve housing options for active-

duty members in communities around Joint Base Lewis-McChord (JBLM). The study identified the need to add 113,000 units by 2040 to meet projected population growth.

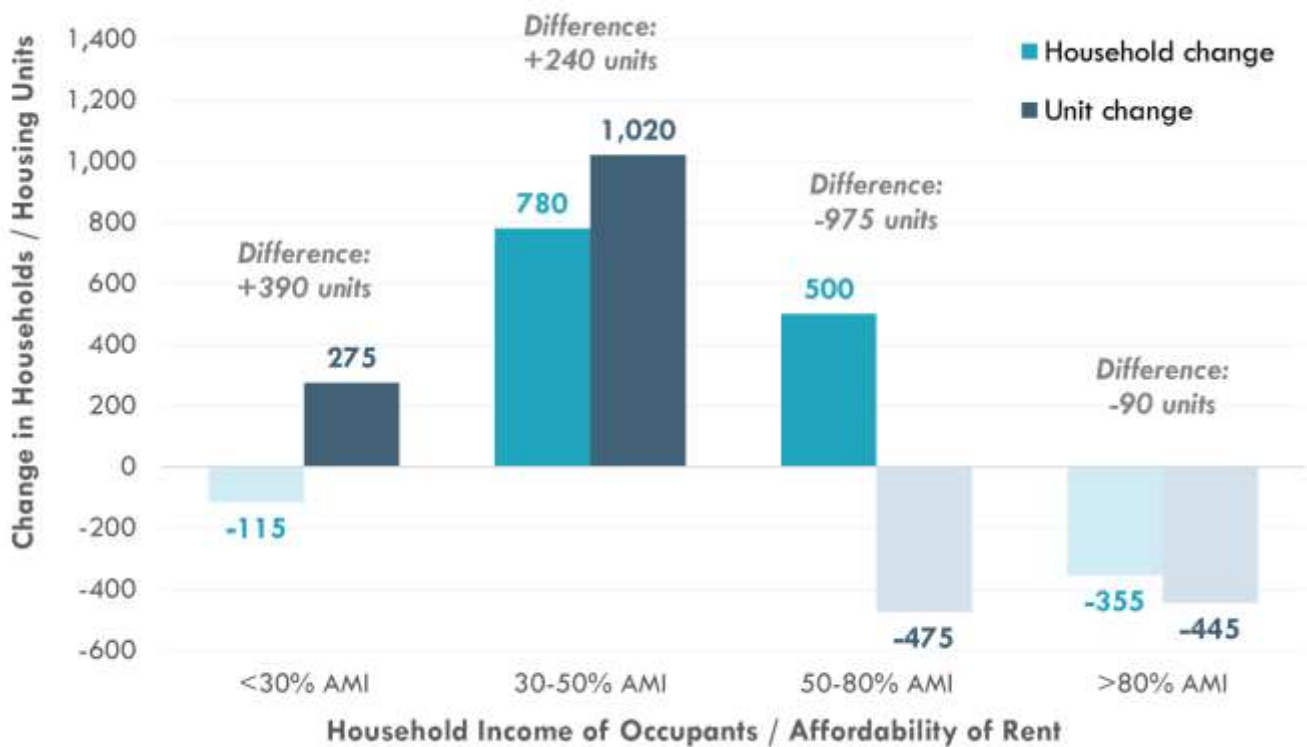
With regards to Lakewood, the study recommends that JBLM and military housing needs are considered as part of the city's comprehensive planning processes and that a JBLM Regional Policy Considerations Guide be developed to coordinate with economic development and housing policy.

Exhibit 45. Renter Households versus Affordable Rental Units by Income Category, 2018.



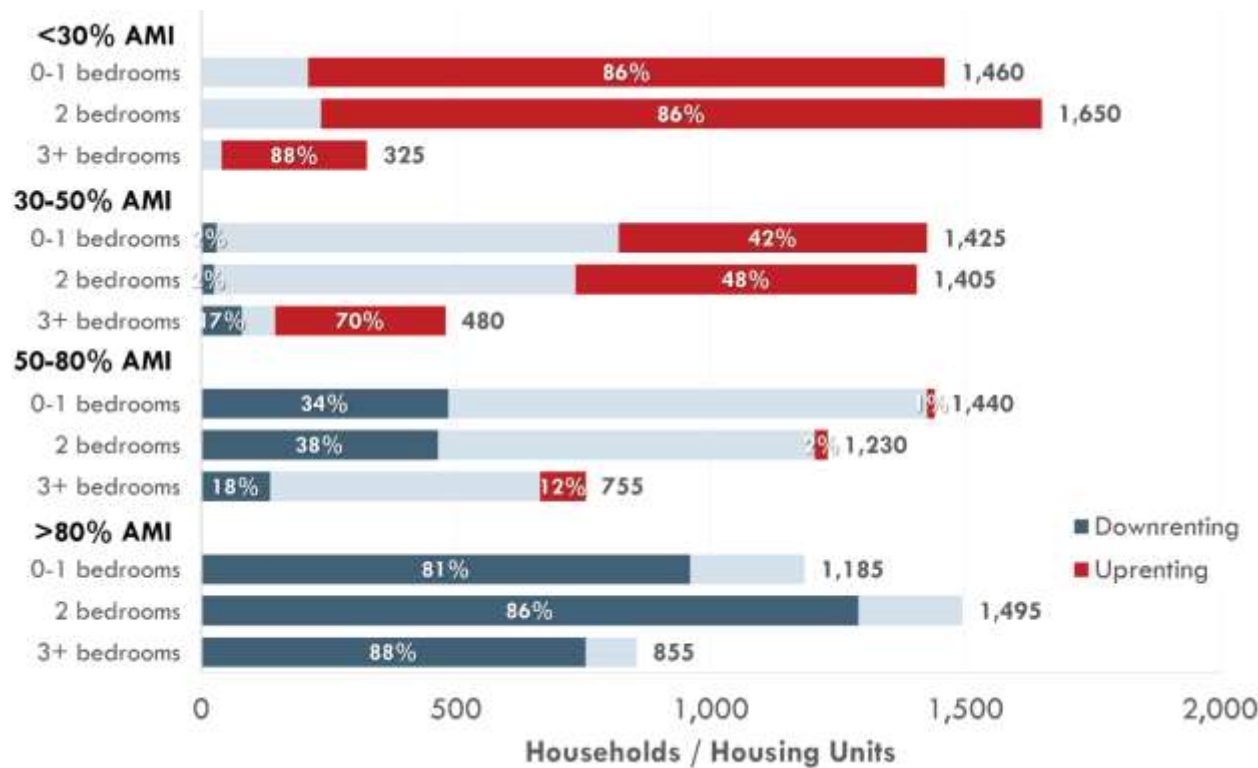
Source: 2018 CHAS.

Exhibit 46. Change in Rental Affordability by Income Category, 2013–2018.



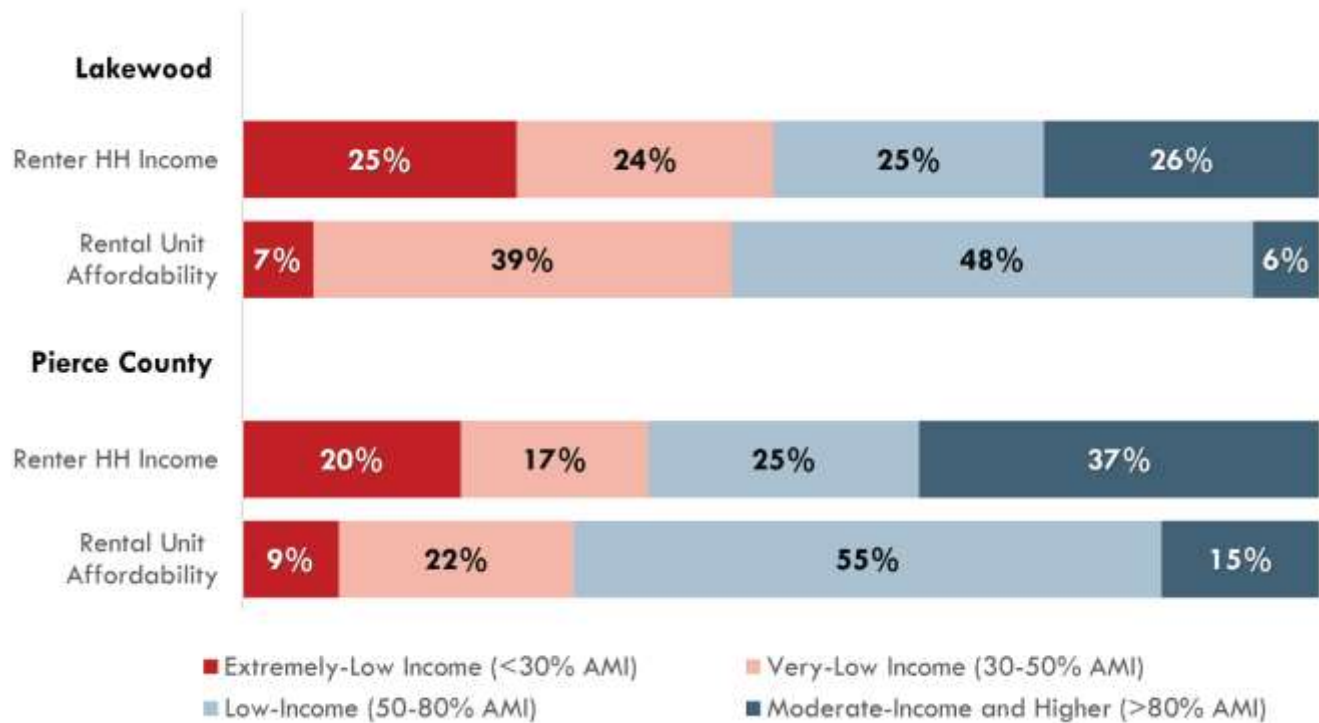
Source: 2013 and 2018 CHAS.

Exhibit 47. Uprenting and Downrenting by Unit Size.



Source: CHAS 2018; BERK 2022

Exhibit 48. Comparison of Renter Income and Affordability.



Source: CHAS 2018; BERK 2022

Housing Incentive Programs

Multi Family Tax Exemption (MFTE) Program

The Multi Family Tax Exemption (MFTE) program allows for multifamily housing projects to be exempt from paying taxes for housing improvements for a period of 8 or 12 years. The tax exemption is based off the improvement value for the residential portion of a project only.

Requirements for an eight-year exemption:

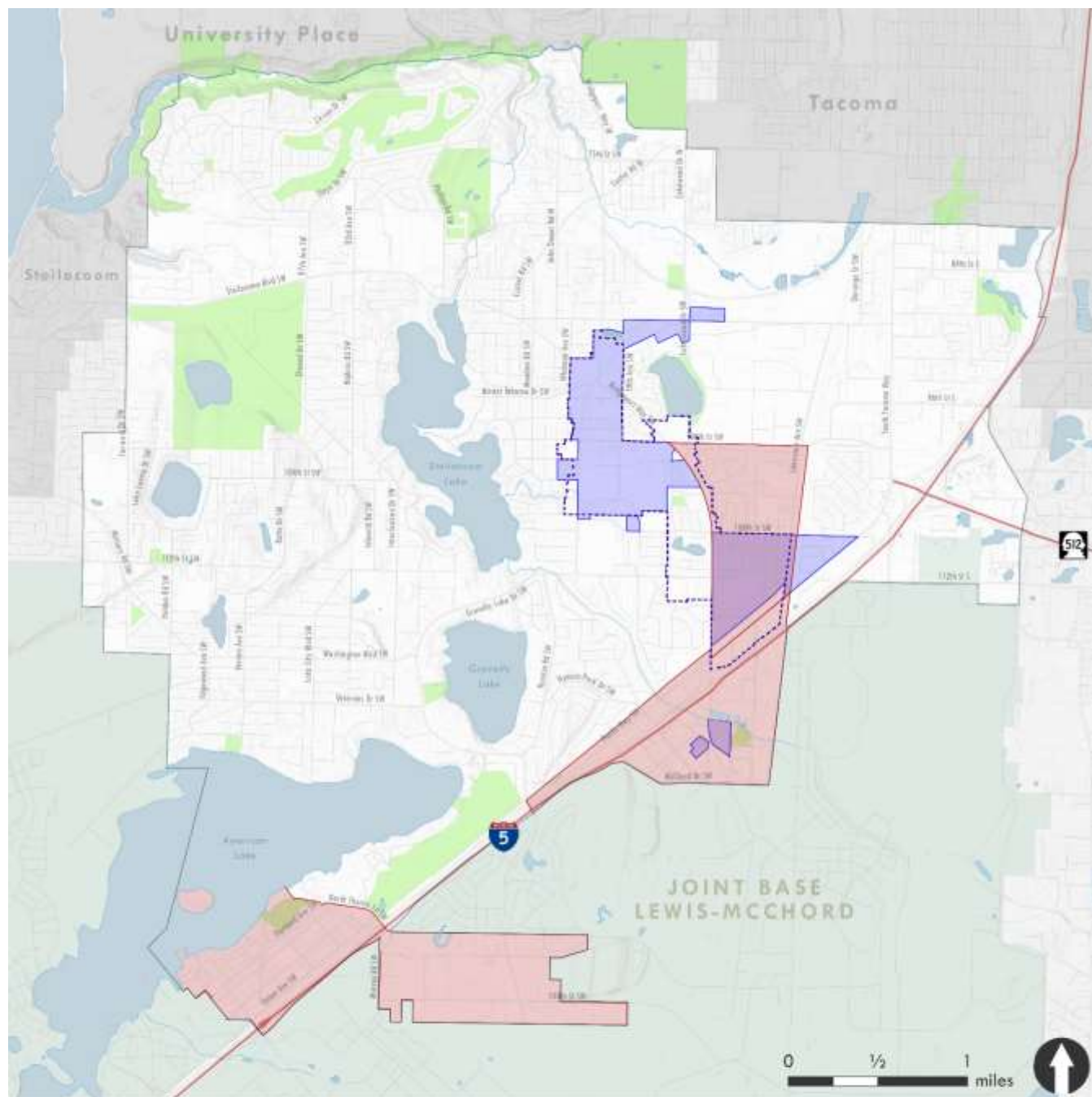
- Location: must be located within a Residential Target Area (RTA), an area identified by Lakewood City Council that is lacking sufficient housing.
 - RTA's can only be sited within the Lakewood Tax Incentive Urban Use Center (TIUUC), or a compact, urban district that qualifies for specific products and services.
- Size: Housing improvements must include a minimum of 4 multi-family (MF) units
- Permanent Residential Housing: 50% of the MF housing units must be provided for permanent residential occupancy
- Proposed Completion Date: All construction and improvements must be completed within 3 years of approval
- Compliance: All construction and improvements must comply with the comprehensive plan, building codes and other standards set by Lakewood City Council in the RTA.

A 12-year exemption can be made when in addition to the requirements above, the owner rents or sells at least 20% of the MF housing units as affordable to low- and moderate-income households.

Opportunity Zones

The Opportunity Zone program provides a tax incentive to fund development and businesses in communities designated as an Opportunity Zone. Each state is allowed to designate up to 25% of low-income census tracts for this program. Within Lakewood, there are four census tracts that have been identified as opportunity zones. This includes census tracts in the Tillicum, Woodbrook, Lakeview-Kendrick, and Springbrook neighborhoods (see exhibit 41). Through this program, investors can defer on a capital gains tax on investments through Dec. 31st, 2026.

Exhibit 49. Location of MFTE Residential Targeted Areas and Opportunity Zone Census Tracts.



Legend

- City of Lakewood
- Other cities
- Joint Base Lewis-McChord
- Water
- Parks
- Regional Growth Center
- Highways
- Arterials
- Roads

Incentive Areas

- MFTE Residential Targeted Areas
- Opportunity Zone Census Tracts

BERK
Map Date: August 2022

Sources: Pierce County GIS, 2022; ESRI, 2022; City of Lakewood, 2022; BERK, 2022.

Lakewood Municipal Code 18A.90 Housing Incentives Program

Lakewood Municipal Code 18A.90 Housing Incentives Program provides an overview of incentive programs for developers to include affordable housing in future residential development. The provisions include zoning and financial bonuses based on individual land use applications.

Community Development Block Grant (CDBG) and HOME Investment Partnership Act (HOME)

The Community Development Block Grant (CDBG) program provides financial and technical resources to government municipalities on community and economic development projects, including housing. CDBG funds must be used to support low- and moderate- income households.

Key recent achievements include:

- Developed and implemented:
 - the FY2020-2024 Five Year Consolidated Plan and 2020 Annual Action Plan.
 - Lakewood's 2020 Analysis of Impediments to Fair Housing.
- Managed the HOME Multifamily & Homeownership Affordability Fund, Section 108 program and the Major Home Repair / Sewer Loan program; and the HOME Housing Rehab program.

Looking ahead, the City will:

- Facilitate the implementation of the Five Year 2020-2024 Consolidated Plan and associated Action Plan.
- Perform at least 18 dangerous building abatements annually.
- Continue to monitor the HOME Multifamily & Homeownership Affordability Fund and Section 108 program.
- Monitor Habitat for Humanity redevelopment projects in the Tillicum neighborhood.
- Implement the Tenant Based Rental Assistance (TBRA) Program.
- Develop a Capital Facilities Plan for Living Access Support Alliance (LASA)'s Gravelly Lake Commons project.

Rental Housing Safety Program (RHSP)

The Rental Housing Safety Program (RHSP) was adopted in 2016 to ensure all rental units are safe and habitable. The program aims to ensure all rental units adhere to life, fire, safety, and health regulations. The RHSP program also increases awareness of these housing standards to property owners, managers, landlords, and tenants. As of November 2017, all rental units are required to be registered to the RHSP website and be inspected every 5 years. As of 2020 90% of all rental units (11,968) were registered and 485 initial inspections had been conducted by city and private inspectors.

Inspections and enforcement under RHSP were slowed by the COVID-19 pandemic. Looking ahead, RHSP will begin enforcement on rental units that are not yet registered or inspected.

Dangerous Building Abatement

In 2019 Lakewood has completed 13 building abatements and nine in 2020. Lakewood has also completed one nuisance abatement in 2019.

These building abatements offer unique housing opportunities within the city to provide safe, affordable housing options to help Lakewood meet their housing need.

Part 2: Projected Housing Needs

Overall Projections

With respect to accommodating future demand for development, it is important to highlight both the available capacity for new housing and the expected amount of housing that will be expected over the next 20 years. From the information provided in Part 1:

- Exhibit 50 provides a tabulation of the development capacity available as of the Buildable Lands Report review in 2020.
- Exhibit 51 presents the 2044 population target for Lakewood under the Pierce County Countywide Planning Policies.
- Exhibit 52 shows the corresponding housing target under the Countywide Planning Policies to achieve these population goals.

As noted previously, these figures highlight that while the city may include enough overall development capacity to accommodate needed housing over the next 20 years, there are certain considerations that need to be considered when planning for future development:

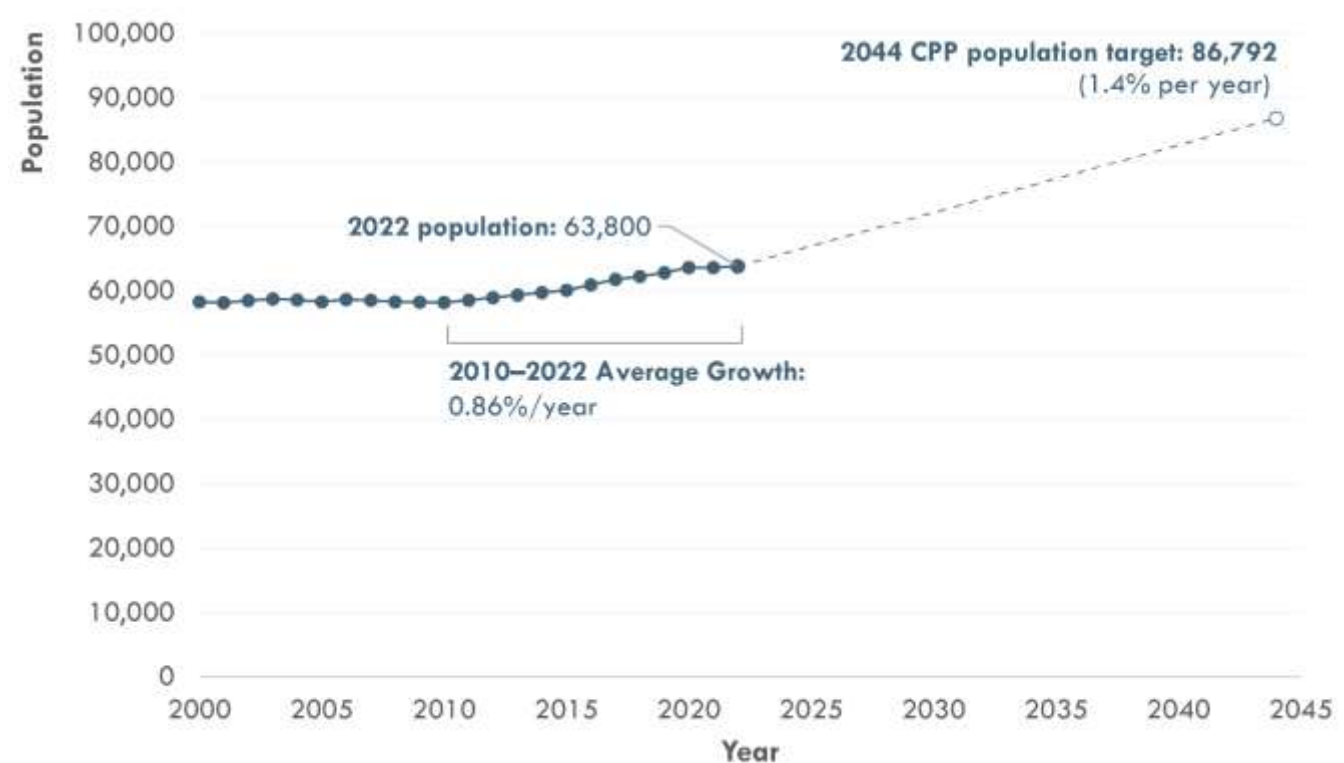
- **Significant reliance on redevelopment opportunities.** Much of the available housing capacity (8,889 units, or 78% of total capacity) in the city is associated with “underutilized” sites, which include both infill and redevelopment opportunities. While this can be a way to accommodate new growth, these areas can potentially be more challenging to develop than vacant sites.
- **Capacity is focused in existing multifamily areas.** While overall housing targets can be accommodated under the general tabulation of capacity, it is important to note that much of the capacity available is associated with multifamily zoning. Only 14% of total capacity, or about 1,594 housing units, is associated with areas that do not allow multifamily housing of any kind (or in the case of R4 zones, only permit duplexes as a conditional use). Given that about half of the current housing stock in Lakewood is single-family residential (see Exhibit 27 in Part 1), this indicates a very significant shift in the types of housing that will be needed to meet these targets.
- **Potential for displacement.** The reliance on underutilized sites may also mean that existing housing with affordable rents may be lost in favor of new development with higher rents in these targeted areas. This can challenge efforts to maintain affordability in the community for lower-income households. Policies will need to be in place to address these potential impacts to the community.

Exhibit 50. Lakewood Development Capacity, 2020–2044.

Zone	Vacant	Underutilized	Vacant Single Unit	Pipeline	Total
CBD	181	2,405	0	67	2,653
MF1	132	1,251	16	5	1,404
MF2	304	1,240	0	80	1,624
MF3	152	1,164	0	1	1,317
MR1	0	147	0	1	148
MR2	42	636	5	5	688
NC1	2	17	0	42	61
NC2	49	458	0	2	509
R1	7	26	17	1	51
R2	15	91	39	20	165
R3	172	739	91	34	1,036
R4	23	237	58	24	342
TOC	124	478	0	771	1,373
Total	1,203	8,889	226	1,053	11,371

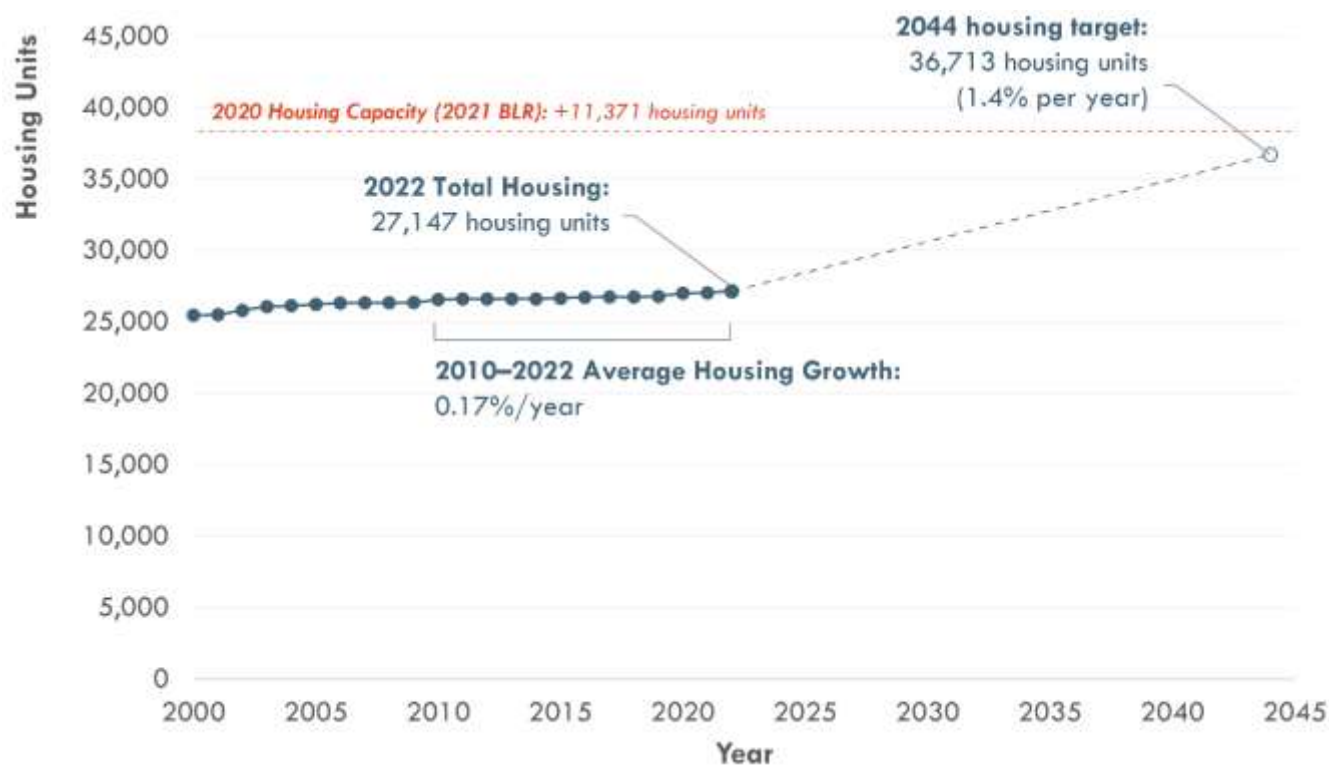
Source: Pierce County, 2021.

Exhibit 51. Historical Population and 2044 Population Target.



Source: OFM, 2022; BERK, 2022; Pierce County, 2022.

Exhibit 52. Housing Unit Counts and 2044 Housing Target.



Source: OFM, 2022; BERK, 2022.

Projections by Income Level

Under the *Growth Management Act*, the housing elements of Comprehensive Plans are required to set targets for future housing growth according to the following income levels²:

- **Moderate** income (80–120% of the metro/county median family income, divided between 80–100% and 100–120%)
- **Low** income (50–80% of median family income)
- **Very low** income (30–50% of median family income)
- **Extremely low** income (0–30% of median family income)

(Note that this also consequently indicates targets for high-income households at greater than 120% of median income.)

Targets for extremely low-income households are disaggregated further between those households that require permanent supportive housing (PSH) or similar types of supportive services, and other households that do not require these services.

Addressing these targets through housing policy can be important for a number of reasons:

- Future zoning and land use regulations may need to be adjusted to accommodate those housing types that may be more affordable to other income levels. Higher identified demand by lower income households could require a greater focus on multifamily development options, such as “missing middle” housing types.
- Efforts to provide incentives for operating affordable housing may need to be focused at particular income levels where demands and needs may be the highest.
- Work by the City to support affordable housing developers may need to prioritize housing at different income levels.
- “Wrap-around” social services to be provided with PSH may need to be coordinated in part by the City to ensure that residents receive the proper support.

The Washington State Department of Commerce has been providing ongoing support to counties and cities in the development of these housing targets.³ From the current Countywide Planning Policies, the methodology provided includes two potential ways of allocating growth targets by income, which are provided in Exhibit 53.

[to be edited in the final version after targets are finalized]

² Under the Act, [RCW 36.70A.070\(2\)\(a\)](#) requires that communities identify needs at these different income levels.

³ See the Department of Commerce [Updating GMA Housing Elements](#) website for more information.

Exhibit 53. Lakewood Housing Targets by Income Level. [placeholder]

Income Level	Alternative A		Alternative B	
	Housing Units	% of Target	Housing Units	% of Target
High (>120% AMI)	3,165	28%	5,580	49%
Above Median (100–120% AMI)	734	6%	2,033	18%
Moderate (80–100% AMI)	805	7%	2,061	18%
Low (50–80% AMI)	1,696	15%	-1,329	-12%
Very Low (30–50% AMI)	1,920	17%	89	1%
Extremely Low (0–30% AMI)	3,044	27%	2,930	26%
TOTAL	11,364		11,364	

Source: Department of Commerce, 2022.

These results highlight the following with respect to accommodating these targets with land use policy:

- **A substantial amount of new housing will be targeted to high-income households in multifamily development.** Generally, while there is a notable need for affordable housing at the lower income tiers, there is also a projected need for higher-income housing as well. This is due in part to the large number of these households choosing to own housing with rents lower than what they might be able to afford. While this may not be as much of a priority for specific housing policies and incentives, it could contribute to higher residential property taxes and a more mixed-income environment in neighborhoods. However, given the availability of development capacity, this will likely require higher-end multifamily style development.
- **There are significant needs for housing for extremely low-income households.** About 27% of the total housing target is proposed to be allocated to extremely low-income households making 30% of median family income or less. This is a substantial policy change, as the current Comprehensive Plan identifies that 25% of housing should be directed to households making 80% of median income or less.⁴ While the Comprehensive Plan requirements do not indicate that this mandate also requires financial support from the City, it does suggest that certain development incentives may need to shift to address these needs.

[note about low/moderate income housing depending on final targets selected]

⁴ See Policy LU 2.14 in the [City of Lakewood Comprehensive Plan](#).

Special Housing Needs

In addition to housing targets by income level, there are also targets provided for three specific types of housing related to special housing needs:⁵

- **Emergency shelters** are facilities that provide temporary shelter for individuals or families who are currently homeless. They may not require occupants to enter into a lease or an occupancy agreement, and may include day and warming centers that do not provide overnight accommodations.
- **Emergency housing** includes temporary indoor accommodations for individuals or families who are homeless or at imminent risk of becoming homeless that is intended to address the basic health, food, clothing, and personal hygiene needs of individuals or families. They may or may not require occupants to enter into a lease or an occupancy agreement.
- **Permanent supportive housing** is subsidized, leased housing with no limit on length of stay. This prioritizes people who need comprehensive support services to retain tenancy, and it utilizes admissions practices designed to use lower barriers to entry than would be typical for other subsidized or unsubsidized rental housing. These barriers can be related to rental history, criminal history, and personal behaviors. Permanent supportive housing is paired with on-site or off-site voluntary services designed to support people living with complex and disabling behavioral health or physical health conditions experiencing homelessness or at imminent risk of homelessness prior to moving into housing. This can help residents to retain their housing and be a successful tenant in a housing arrangement, improve the resident's health status, and connect the resident of the housing with community-based health care, treatment, or employment services.

Targets that have been developed based on the Department of Commerce methodology are provided in Exhibit 54. Note that emergency shelters and emergency housing have been combined in this table, in part because these needs can often overlap. These targets also highlight the proportion of the County’s total target is assigned to the city.

Exhibit 54. Lakewood Special Housing Targets by Type [placeholder]

Income Level	Alternative A		Alternative B	
	Units	% of County	Units	% of County
Permanent Supportive Housing	1,923	8.4%	1,769	7.7%
Emergency Housing Needs	676	8.4%	717	8.9%

Source: Department of Commerce, 2022.

⁵ These definitions are drawn from the Department of Commerce [Projection Methodology](#) for the HB 1220 targets.

These targets represent a substantial increase in the provision of these services in Lakewood. According to the Department of Commerce, as of 2020 Lakewood only has 8 units of emergency housing and 101 units of permanent supportive housing. Because of this, a major policy focus will need to be on relationships with regional housing agencies to help understand both the specific needs for emergency and supportive housing, and effective ways to accommodate this housing in the community.

Part 3. Racial Equity and Displacement

Introduction

There are distinct issues with housing supply across the region, as housing production has not kept up with growth. However, while this shortfall has had distinct effects across the market, it has had significant impacts on many communities. For one, communities of color have often experienced higher cost burdens, substandard housing conditions, lower household wealth, and fewer homeownership opportunities. This has often been rooted in historical patterns of discrimination and exclusion in the housing market, as well as related impacts on household income and wealth.

Under new requirements of the *Growth Management Act*, Comprehensive Plans are required to include several components to consider these trends.⁶ They include:

- Identifying local policies and regulations that result in racially disparate impacts, displacement, and exclusion in housing.
- Identifying and implementing policies and regulations to address and begin to undo racially disparate impacts, displacement, and exclusion in housing caused by local policies, plans, and actions.
- Identifying areas that may be at higher risk of displacement from market forces that occur with changes to zoning development regulations and capital investments.
- Establishes anti-displacement policies, with consideration given to the preservation of historical and cultural communities.

This section provides guidance on how racial equity in housing and the potential for displacement, especially of communities of color, should be considered as part of the updates to the City of Lakewood Comprehensive Plan. In addition to providing a definition of displacement and exclusion, this also includes:

- Providing a high-level assessment of racially disparate impacts and displacement risks.
- Reviewing current housing policies that may have racially disparate impacts in housing, potentially through excluding or displacing people from the housing market.
- Presenting options for future efforts to address displacement and exclusion in the housing market.

⁶ See [RCW 36.70A.070\(2\)\(e\) through \(h\)](#).

Defining Displacement

Over time, it is likely to get more difficult for many households to access the housing they need in the market. Higher prices, lower vacancy rates, and a lack of appropriate housing can make it harder for some people and families to find safe, affordable housing that meet their needs.

One impact of these pressures is often a displacement of these households. Under displacement, people are excluded from living in a community they could have accessed in the past, primarily because they cannot find appropriate and affordable housing. Generally, there are three types of displacement in a community:

- **Economic displacement** occurs when current residents simply cannot afford to pay rent for housing that is suitable for them. In these cases, people may be forced to find lower-cost options elsewhere.
- **Physical displacement** is when the housing units that people rely on for affordable housing options is redeveloped or rehabilitated, and no longer exists. If there are no other appropriate and affordable options in the local market, residents may leave, even if some housing in the neighborhood might be affordable to others.
- **Cultural displacement** is a secondary effect that occurs when economic and physical displacement have resulted in neighbors in a community leaving to live elsewhere. This loss of local social connections can have significant impacts, especially where businesses and institutions serving local cultural communities lose support. This loss of social and community capital can hasten the decision for other households to relocate.

These types of displacement are often **direct**, where existing residents are pressured to leave due to neighborhood changes. However, **indirect** displacement can also occur where potential residents that would have been able to access the community in the past are now excluded due to a lack of affordable housing options, or reduced community connections make an area less desirable.

The effects of displacement can be considerable, not just for individual households, but also to the community and region:

- A lack of affordable housing options in a community can lead to people moving elsewhere to access housing options. This can mean longer commutes and higher transportation costs, fewer services and community ties, and potentially even the need to occupy housing that is unhealthy or unsafe. Housing insecurity can lead to financial, social, and health impacts, and can even lead to homelessness.
- For neighborhoods, displacement reduces community cohesion and social bonds as long-term residents are forced to leave the area for other housing. This can reduce many of the social supports that households rely upon. Additionally, while new development can bring additional resources and amenities, the changes to local services and amenities may not support the needs of existing residents.
- For social and cultural groups in the city, displacement can affect their long-term sustainability. Reducing important social connections can change the cultural character and makeup of a community, and local businesses supporting these communities may no longer have the customer base to continue. As noted above, this can encourage further cultural displacement.

- Local businesses may need to manage employees that are displaced from the community and need to commute longer distances to find appropriate housing. This can make it far more difficult to attract workers, especially lower-income employees that may be less likely to commute for longer distances to work.
- For the city and region, displacement can often result in higher rates of homelessness. Displacing lower-income households to other areas, especially suburban locations with fewer resources, also puts an additional strain on social services, and can make service delivery harder.

Many households experiencing displacement pressures such as increasing rents may not leave a community. This may especially be true when they value the social connections, amenities, and services available in an area. However, these households will experience more housing instability if they remain. Some may even be forced to find affordable housing that may not be safe or appropriate for their needs, or even experience homelessness as a result.

While all neighborhoods are expected to grow and change, displacement is specifically related to involuntary choices driven by market conditions. Although the City cannot address all of these impacts, there are policy options that can help address many of these trends.

Assessing Racially Disparate Impacts and Displacement

Introduction

[include introduction here]

Community-wide Measures

Based on available data from the US Census Bureau and the US Department of Housing and Urban Development, there are several datasets that can highlight some of the major racially based differences in household characteristics and housing access and security. This information is grouped below into three categories:

- Population distribution and change.
- Race and household income.
- Housing tenure and cost burden.

Population distribution and change

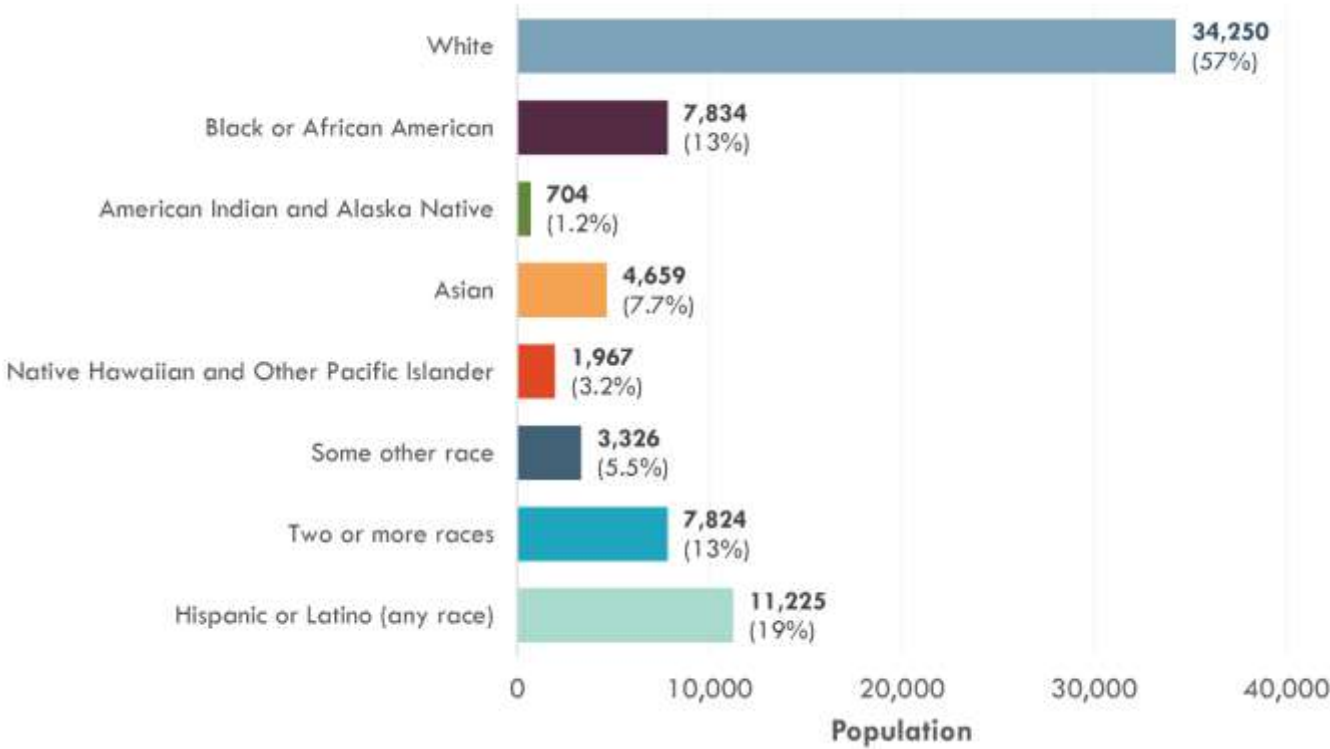
The following exhibits present distributions of population by race/ethnicity for Lakewood:

- Exhibit 55 provides an overall distribution of the population by race and ethnicity for 2020.
- Exhibit 56 presents a comparison between the racial distribution of Lakewood and Pierce County.
- Exhibit 57 compares the racial distribution of Lakewood in 2015 with the distribution in 2020.

These figures indicate the following:

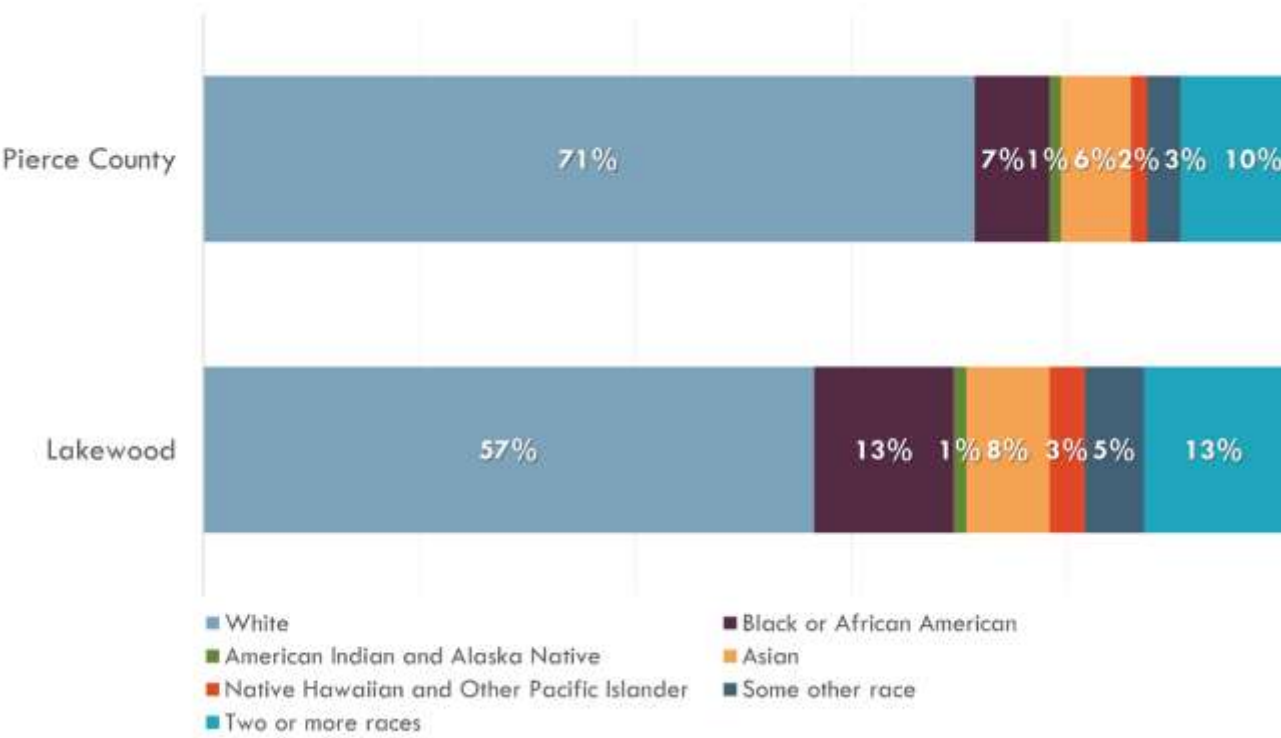
- **The population of Lakewood is majority white, with notable representation of other groups.** The largest proportion of the population of the city is white (57% of the total), with 13% of the population identifying as Black or African American, 13% as multiracial, and 7.7% as Asian. Additionally, about 19% of the population is Hispanic or Latino of any race.
- **Lakewood is more diverse than Pierce County as a whole.** In 2020, about 43% of the population of Lakewood consisted of people of color, compared to only 29% of the population of Pierce County. In fact, the proportion of Black or African American residents in Lakewood is twice that of the county. This highlights that Lakewood tends to be more diverse than many of the other communities in Pierce County.
- **The city is becoming more diverse over time.** From the comparison of the 2015 versus the 2020 population in Exhibit 57, it is clear that the community is becoming generally more diverse. The largest proportional growth in this period was with people identifying as multiracial, which rose from 8% in 2015 to 13% in 2020.

Exhibit 55. Population of Lakewood by Race/Ethnicity, 2020.



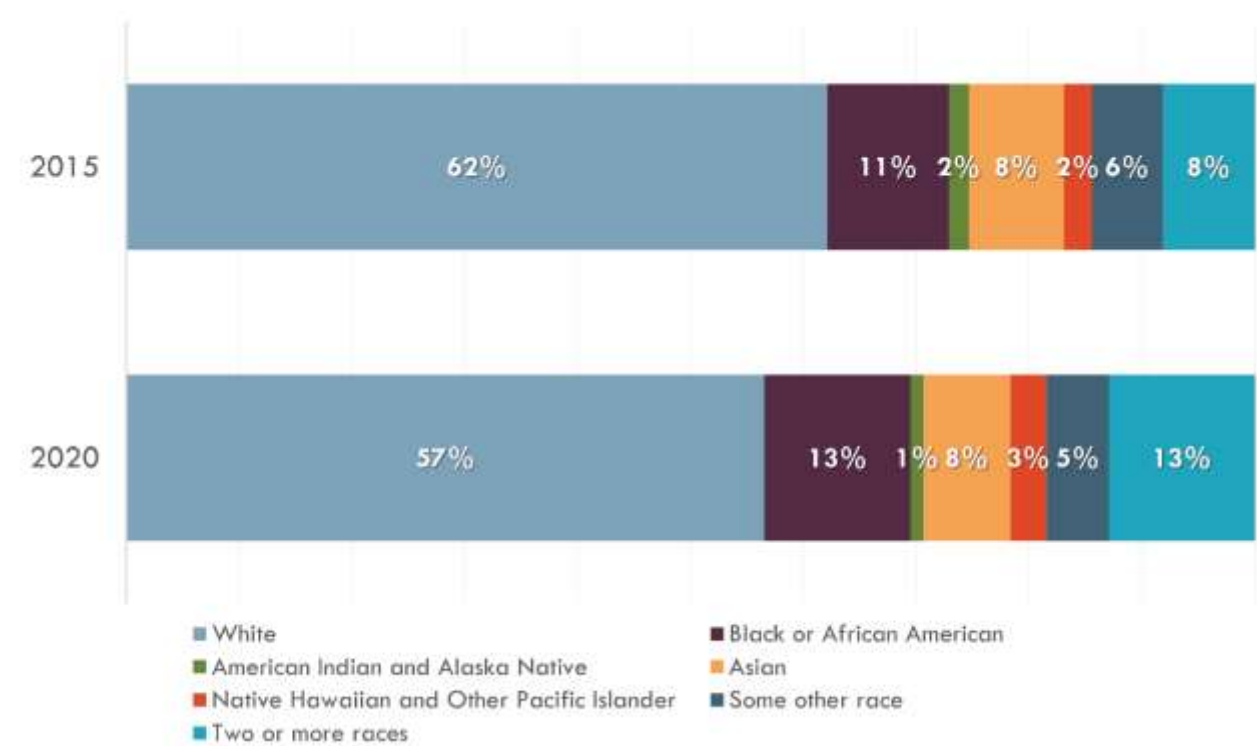
Source: US Census Bureau, 2016-2020 American Community Survey 5-Year Estimates

Exhibit 56. Comparison of Racial Composition, Lakewood versus Pierce County, 2020.



Source: US Census Bureau, 2016-2020 American Community Survey 5-Year Estimates

Exhibit 57. Comparison of Lakewood Racial Composition, 2015 and 2020.



Source: US Census Bureau, 2016-2020 American Community Survey 5-Year Estimates

Race and household income

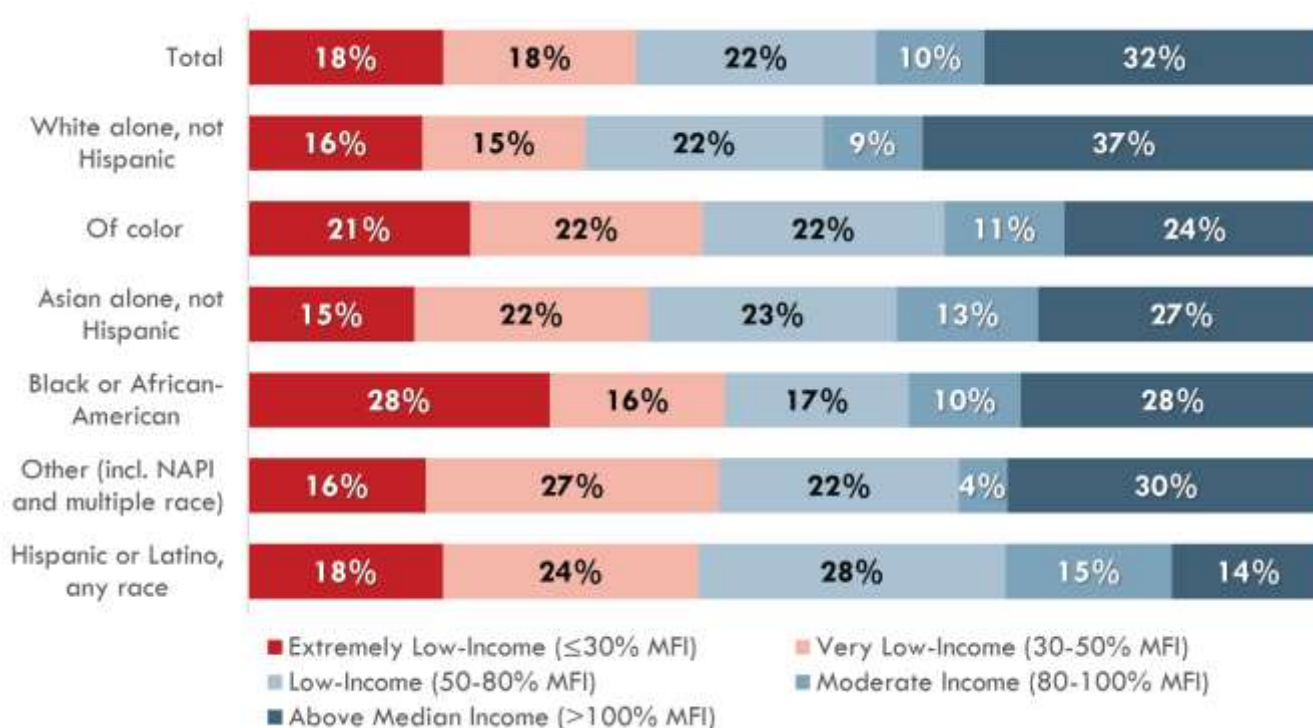
The exhibits below provide insight into the differences in household income by race in the city of Lakewood:

- Exhibit 58 provides proportional distributions between five different income categories based on area median income, for different divisions by race and ethnicity.
- Exhibit 59 provides this information in terms of household counts (with certain categories combined where necessary).
- Exhibit 60 provides household counts for broad categories of race to highlight major differences between white and POC households in the city.

These figures indicate the following:

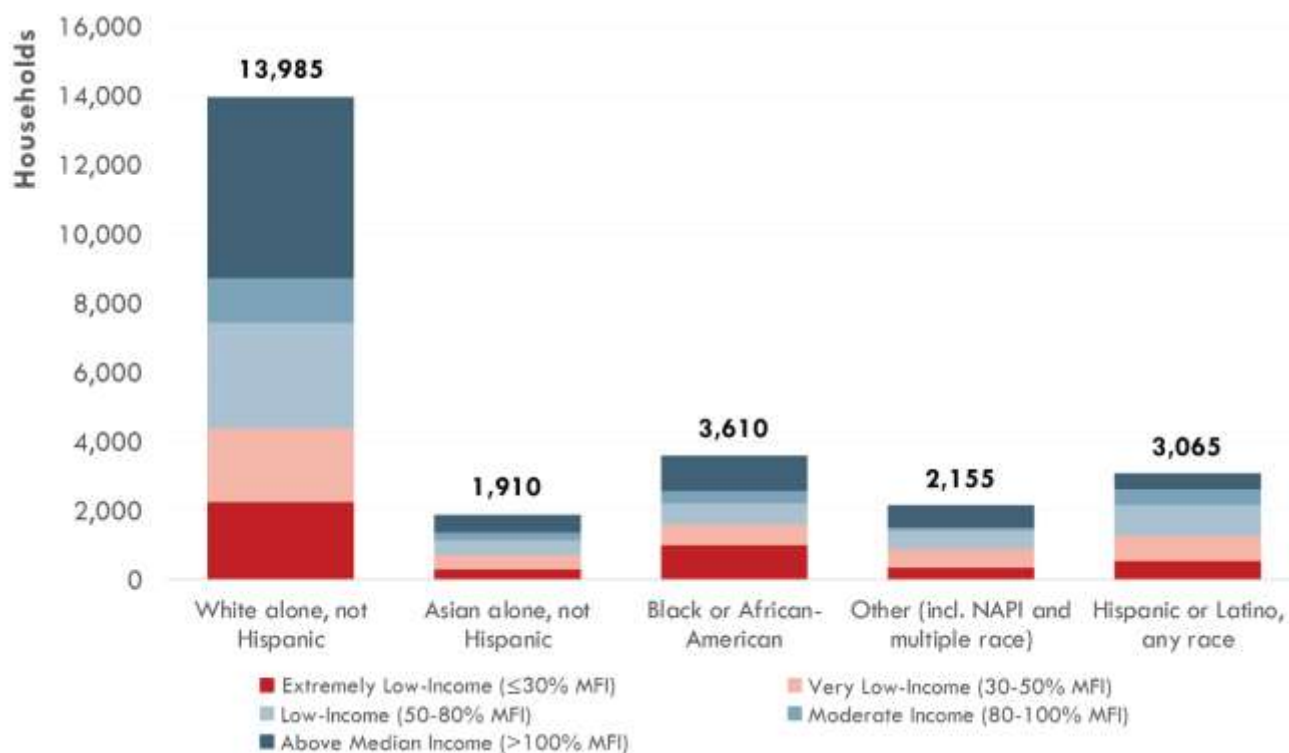
- **There are significant differences in income distributions in the city between white and POC households.** From these three figures, it is clear that with the distribution of household income, white households tend to skew higher. For white households, only 16% are extremely low-income (30% AMI or below), while 37% are above median income. Conversely, about 21% of POC households are extremely low-income, while only 24% are above the median.
- **There are a disproportionate number of extremely low-income Black or African-American households.** Although the overall proportion of households that were extremely low-income in 2019 was about 18%, this is significantly larger for Black or African-American households, where about 28% are considered extremely low-income. Similarly, the proportion of Black or African-American households with incomes greater than the median is lower than the overall average (28% versus 32%).
- **There are fewer Hispanic/Latino households with above median income.** Although the proportion of Hispanic/Latino households that are extremely low-income is comparable to the overall average, these households are over-represented in the moderate to very low-income categories. As a result, only 14% of Hispanic/Latino households are above the median income (14% versus the overall average of 32%).
- **These constraints suggest that these households may be impacted by housing insecurity.** In these cases, lower household incomes and potentially lower household wealth may have significant impacts on whether these households can afford healthy, safe, and convenient housing in the community. These households may be the focus of targeted financial and housing assistance.

Exhibit 58. Percent of Households by Race and Household Income, 2019.



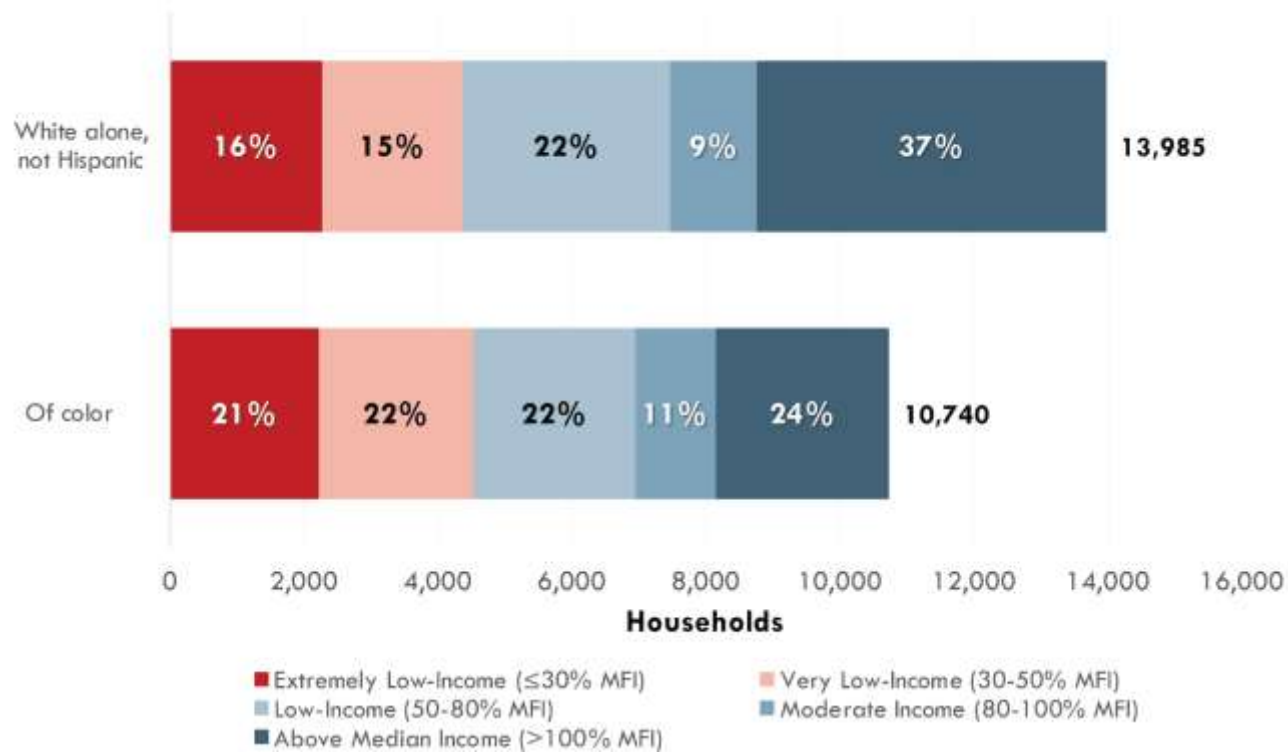
Source: US HUD Comprehensive Housing Affordability Strategy (CHAS) data, 2015–2019.

Exhibit 59. Count of Households by Race and Household Income, 2019.



Source: US HUD Comprehensive Housing Affordability Strategy (CHAS) data, 2015–2019.

Exhibit 60. Count of Households by White/POC Status and Household Income, 2019.



Source: US HUD Comprehensive Housing Affordability Strategy (CHAS) data, 2015–2019.

Housing tenure and cost burden

In addition to understanding the relationships between race and household income, it can also be important to evaluate tenure (whether households rent or own their homes) and housing cost burdens. The following exhibits present information regarding the following:

- Exhibit 61 provides a breakdown of household tenure by race and ethnicity.
- Exhibit 62 indicates the proportion of different groups that are “cost burdened” and paying a disproportionate amount of their income on rent.
- Exhibit 63 provides information about the count of households that are “cost burdened”.

These charts highlight two different types of “housing cost burden”:

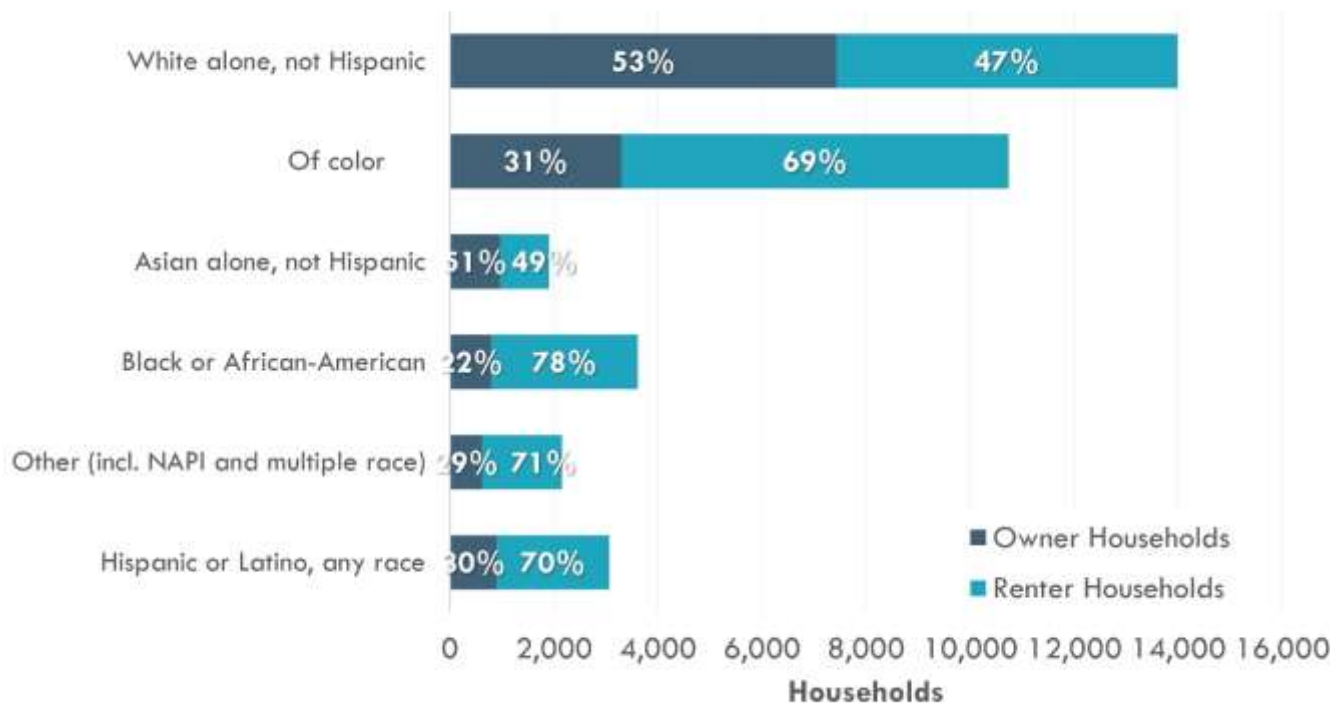
- **“Cost burdened”** households typically pay over 30% of their household income on housing costs. Note that this includes not only rent, but also utilities and any other mandatory charges associated with occupying the house.
- **“Severely cost burdened”** households pay over half of their income on housing costs.

Note that Exhibits 62 and 63 focus on cost burden as it relates to rental housing only. Cost burdens can certainly apply to homeowners; new homebuyers carrying significant mortgage debt or older householders with minimal incomes and high housing expenses could be considered “cost burdened” as well. However, unlike renters, households that own their own home can draw upon household wealth in certain cases, and those that do not have a mortgage may have significantly lower housing costs.

From this information, we can draw the following conclusions:

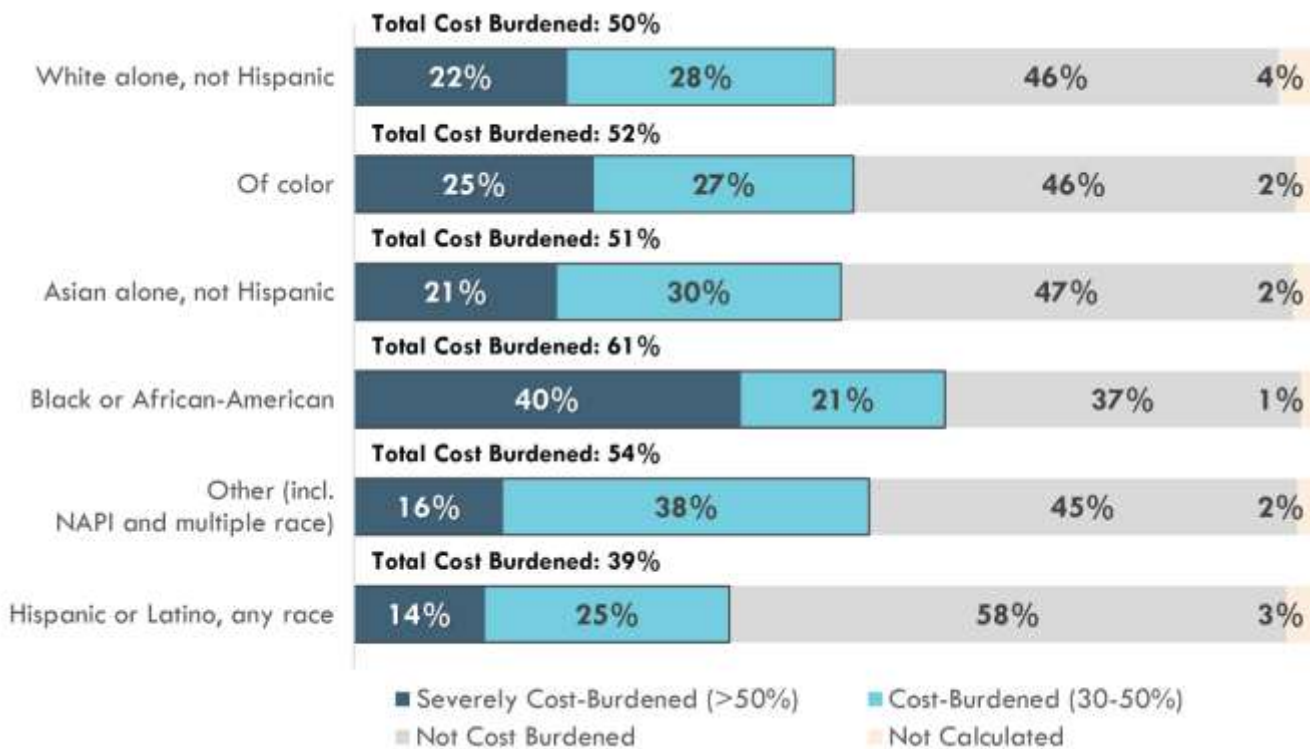
- **There is a significant lack of homeownership amongst households of color.** Although 53% of white households own their own homes, this is only the case for 31% for households of color. This breakdown is even more significant with different groups. Around 78% of Black or African-American households rent, as well as 70% Hispanic/Latino households. This indicates a distinct difference between the types of housing currently used by demographic group, and potentially highlights the vulnerability of these populations to shocks in the rental market.
- **Black or African-American renters face significant cost burdens in the market.** From the data evaluated here, over 61% of Black or African-American households in Lakewood are facing a cost burden, with 40% of these households experiencing severe cost burdens. This indicates that housing costs are likely too high for many of these households, which may need to be addressed through targeted policies.

Exhibit 61. Households by Race and Tenure, 2019.



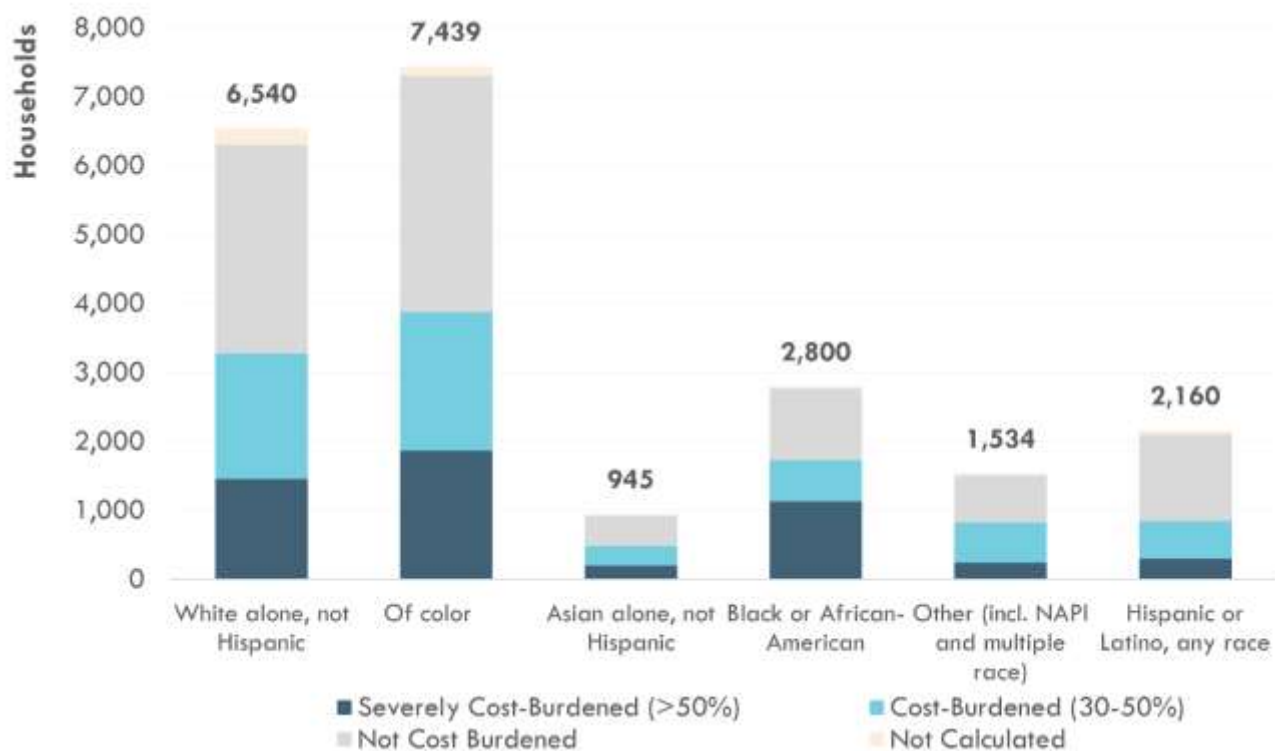
Source: US HUD Comprehensive Housing Affordability Strategy (CHAS) data, 2015–2019.

Exhibit 62. Proportion of Renter Households by Race and Cost Burden, 2019.



Source: US HUD Comprehensive Housing Affordability Strategy (CHAS) data, 2015–2019.

Exhibit 63. Renter Households by Race and Cost Burden, 2019.



Source: US HUD Comprehensive Housing Affordability Strategy (CHAS) data, 2015–2019.

Geographical Distribution

Aside from broader measures of racially disparate impacts, there are also potential metrics which can highlight areas where these impacts may be a greater concern. These include:

- The CDC/ATSDR Social Vulnerability Index.
- The PSRC's Displacement Risk Index and Opportunity Mapping Index.
- Census data on the distribution of populations by race, by census block.

While there may be other metrics that can help to indicate where racially disparate impacts and displacement may occur, these measures have been employed in the region before and when considered together, they can potentially highlight some important patterns in the distribution of future housing pressures.

Social Vulnerability Index

The Centers for Disease Control (CDC) and Agency for Toxic Substances and Disease Registry (ATSDR) have developed a Social Vulnerability Index (SVI) to identify populations vulnerable to significant impacts from hazardous events.⁷ This was intended to assist public health and emergency response experts to identify areas of extra concern in the event of a major event such as a natural disaster or chemical spill, but this has been adapted to other application as well.

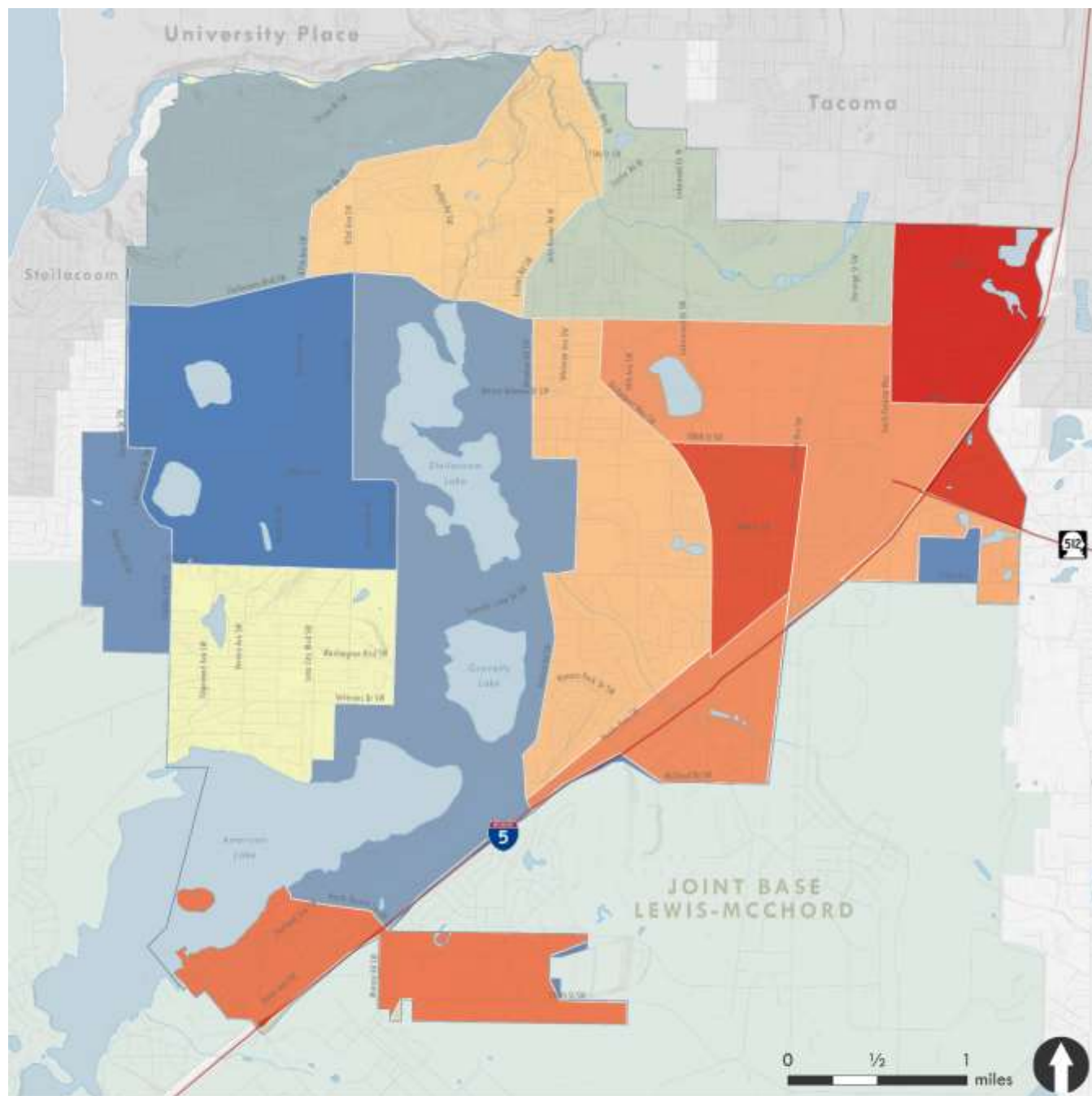
This metric identifies four groups of indicators that highlight particular risk factors for local populations:

- **Socioeconomic Status**, including poverty rates, unemployment, income, and adults without high school diplomas.
- **Household Composition and Disability**, including the proportion of children and seniors, single-parent households, and populations with disabilities.
- **Minority Status and Language**, including minority status and residents that speak English “less than well”.
- **Housing Type and Transportation**, including the number of multi-unit structures and mobile homes, crowding of households, households with no vehicles, and percentage of housing as group quarters.

These indicators are combined into an aggregate index, which is shown for Lakewood in Exhibit 64. In this case, “high vulnerability” represents a situation where different factors can weaken a community’s ability to prevent human suffering and financial loss in a disaster, while “low vulnerability” can represent greater resiliency and access to resources to prevent significant impacts. These factors contributing to a lack of local capacity and resiliency are also strongly related to those factors that may impact a community’s ability to manage displacement pressures.

⁷ For more information on this metric, see the [CDC/ATSDR Social Vulnerability Index website](#), which includes resources describing the methodology in more detail and applications of the SVI to applications in emergency response.

Exhibit 64. Social Vulnerability Index by Census Tract, Lakewood.



Legend

- City of Lakewood
- Other cities
- Joint Base Lewis-McChord
- Water

Social Vulnerability Index

- Low Vulnerability
- Moderate Vulnerability
- High Vulnerability
- Very High Vulnerability

- Highways
- Arterials
- Roads

BERK
Map Date: January 2023

Sources: Pierce County GIS, 2022; ESRI, 2022;
City of Lakewood, 2022; BERK, 2022.

PSRC Displacement Risk Index

The Puget Sound Regional Council (PSRC) updated a series of indicators in 2018 to highlight the locations across the region where businesses and households may have an increased relative risk for displacement. The PSRC has relied on these indexes to support assessments of areas that may require an additional policy focus to address affordability challenges from having a disproportionate impact on low-income households and households of color.

The **Regional Displacement Index** provided in Exhibit 65 identifies displacement risks by indicating Census tracts that have the highest combined score for 15 indicators related to major risk factors for displacement.⁸ These include:

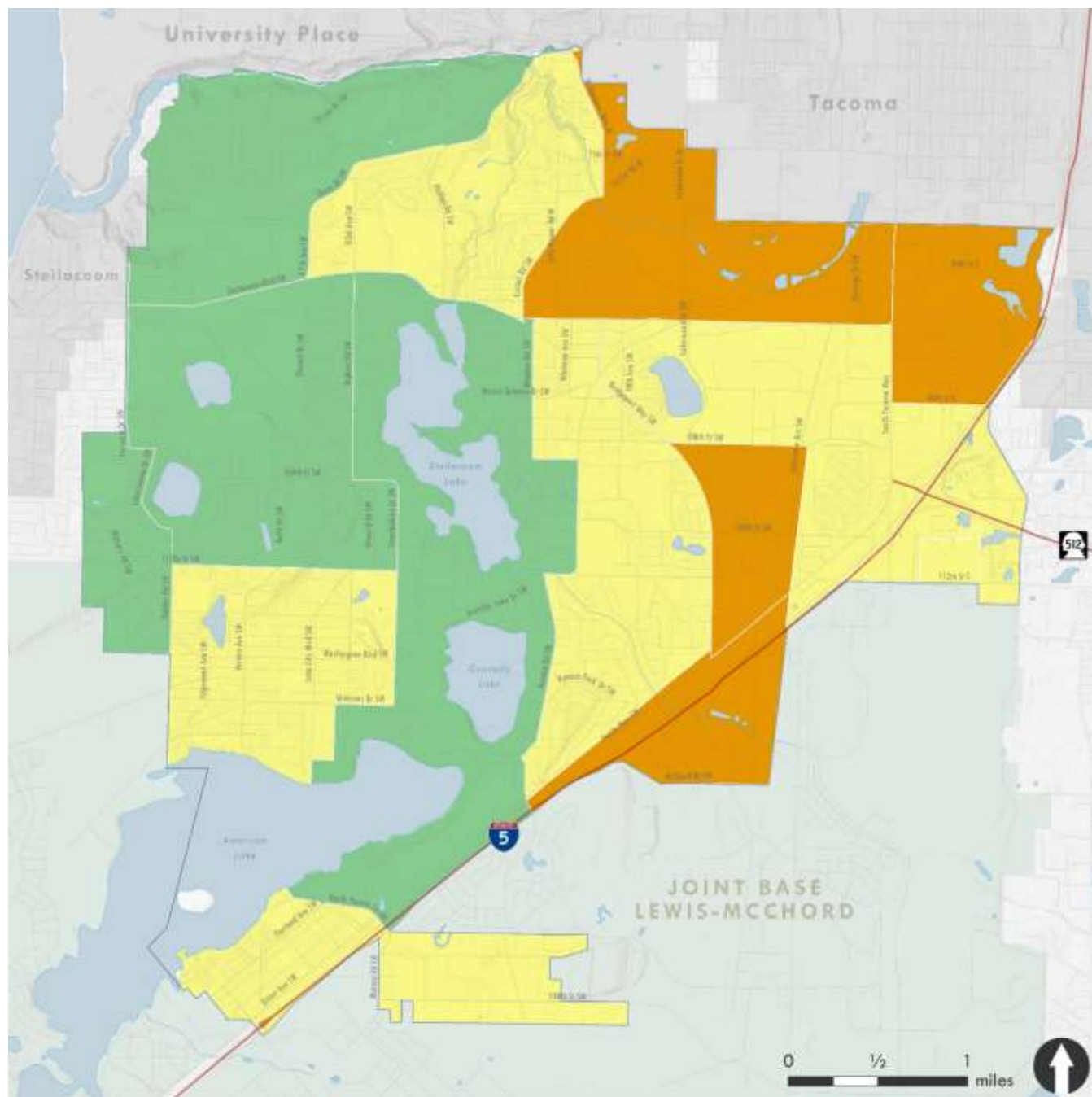
- **Socio-demographic characteristics**, such as populations of color, English language skills, proportion of renters, and household incomes.
- **Transportation access** in the local neighborhood, represented by access to employment and proximity to current and future transit.
- **Neighborhood characteristics**, including proximity to community businesses and public services, as well as locations close to high-income neighborhoods.
- **Housing**, including development capacity and median rent.

Altogether, these measures are aggregated to create a relative score to measure their displacement risk against other Census tracts in the region. These scores are used to group tracts into three different categories based on their relative risk:

- **“Higher”** risk (where scores in the top 10% of the score range)
- **“Moderate”** risk (scores in the top 50% but outside the top 10%)
- **“Lower”** risk (scores at the bottom 50% of the range)

⁸ For more details see [PSRC Displacement Risk Mapping: Technical Documentation](#).

Exhibit 65. PSRC Displacement Risk Index by Census Tract, Lakewood.



Legend

- City of Lakewood
- Other cities
- Joint Base Lewis-McChord
- Water

PSRC Displacement Index

- Lower
- Moderate
- Higher



Map Date: January 2023

- Highways
- Arterials
- Roads

Sources: Pierce County GIS, 2022; ESRI, 2022;
City of Lakewood, 2022; BERK, 2022.

PSRC Opportunity Mapping Index

PSRC's Opportunity Mapping Index highlights other elements related to the socio-economic resources and support available to residents, to highlight areas which may be opportunity-rich or opportunity-poor. While this is comparable to the Displacement Risk index, it relies on a broader set of measures that can highlight the resources available to local communities.⁹

The aggregate Opportunity Mapping Index is provided in Exhibit 66, along with the combined indicators used to develop the index. These measures are divided according to general categories, and include:

- **Education**, including local test scores and graduation rates (b).
- **Economic Health**, with metrics such as job growth and unemployment rates (c).
- **Housing and Neighborhood Quality**, including local vacancy and foreclosure rates, condition of local housing, and crime rates (d).
- **Health and Environment**, incorporating proximities to parks and sources of pollution (e).
- **Mobility and Transportation**, including transportation costs, walkability, and access to transit (f).

Although Lakewood is considered to have “Low” or “Very Low” opportunity relative to other areas in the region under this measure, the differences between tracts can highlight variations in local opportunities across different categories.

Distribution of population by race

It can also be illustrative when discussing issues of racially disparate impacts and displacement to simply identify how different demographics are distributed across the community. Exhibit 67 provides a dot-density map to highlight the geographical distribution of race in Lakewood.

Note that in this exhibit, population counts are divided by race and represented in a random dot pattern within individual Census blocks. This can highlight not only the concentration of different groups in the city, but also how this may be related to population density as well. Major categories of race included in the Census are represented by different dot colors.¹⁰

⁹ See [PSRC Opportunity Mapping Technical Addendum](#).

¹⁰ Note the particular issue with “Some Other Race” dominating certain areas. This has been related to an increasing trend, as this category has increased by 129% nationally between the 2010 and 2020 Census. (See [“2020 Census Illuminates Racial and Ethnic Composition of the Country”](#) from the US Census Bureau.) This may relate to more multiracial perspectives on identity, as well as trends towards Hispanics/Latinos self-identifying in this way. See the Pew Research Center’s [“Measuring the racial identity of Latinos”](#) report for one particular discussion of this.

Exhibit 66. PSRC Opportunity Index by Census Tract, Lakewood.

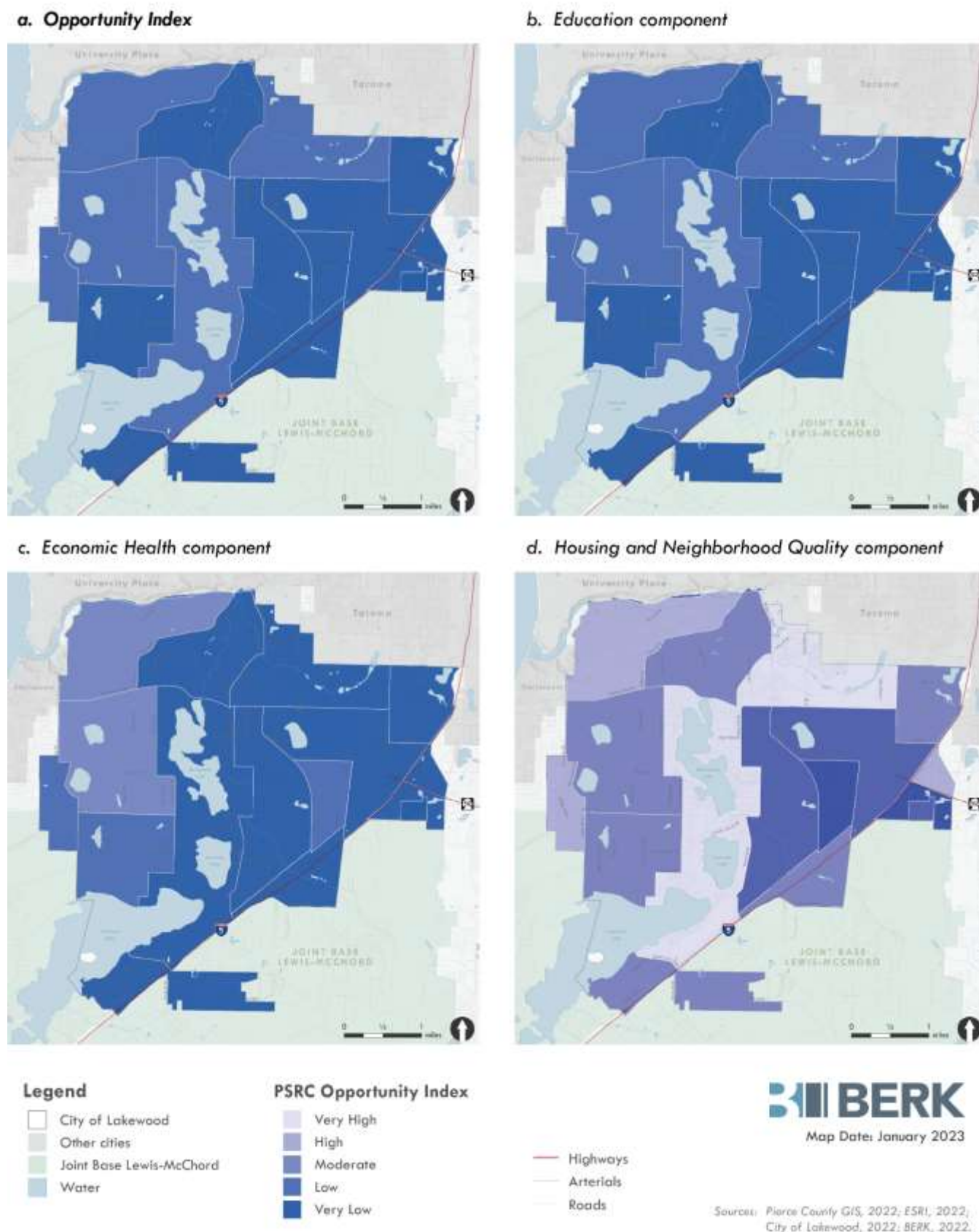
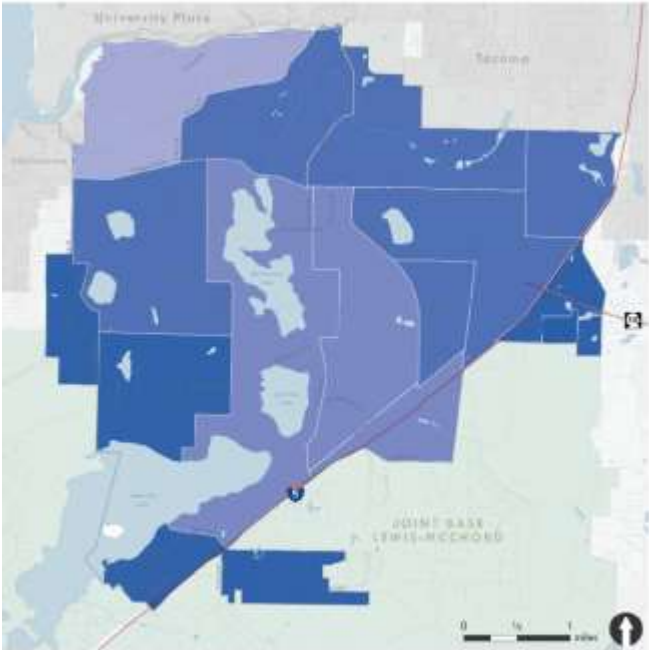
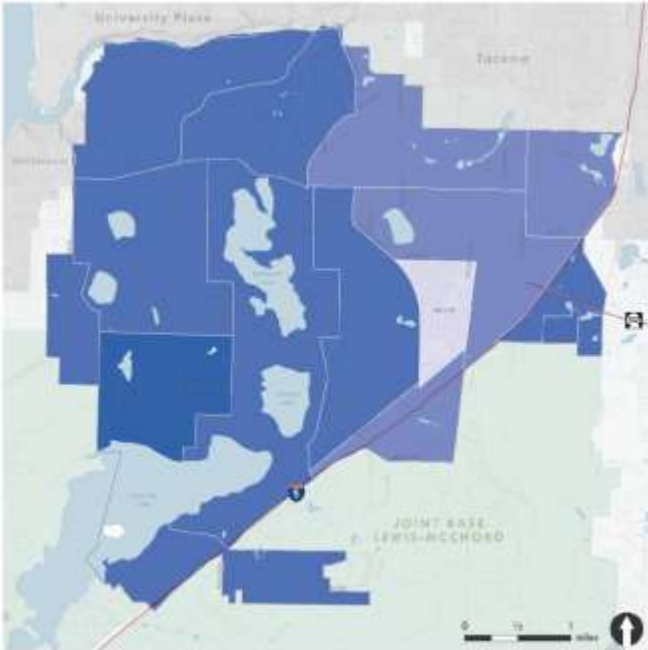


Exhibit 66 (continued)

e. Health and Environment component



f. Mobility and Transportation component



Legend

- City of Lakewood
- Other cities
- Joint Base Lewis-McChord
- Water

PSRC Opportunity Index

- Very High
- High
- Moderate
- Low
- Very Low

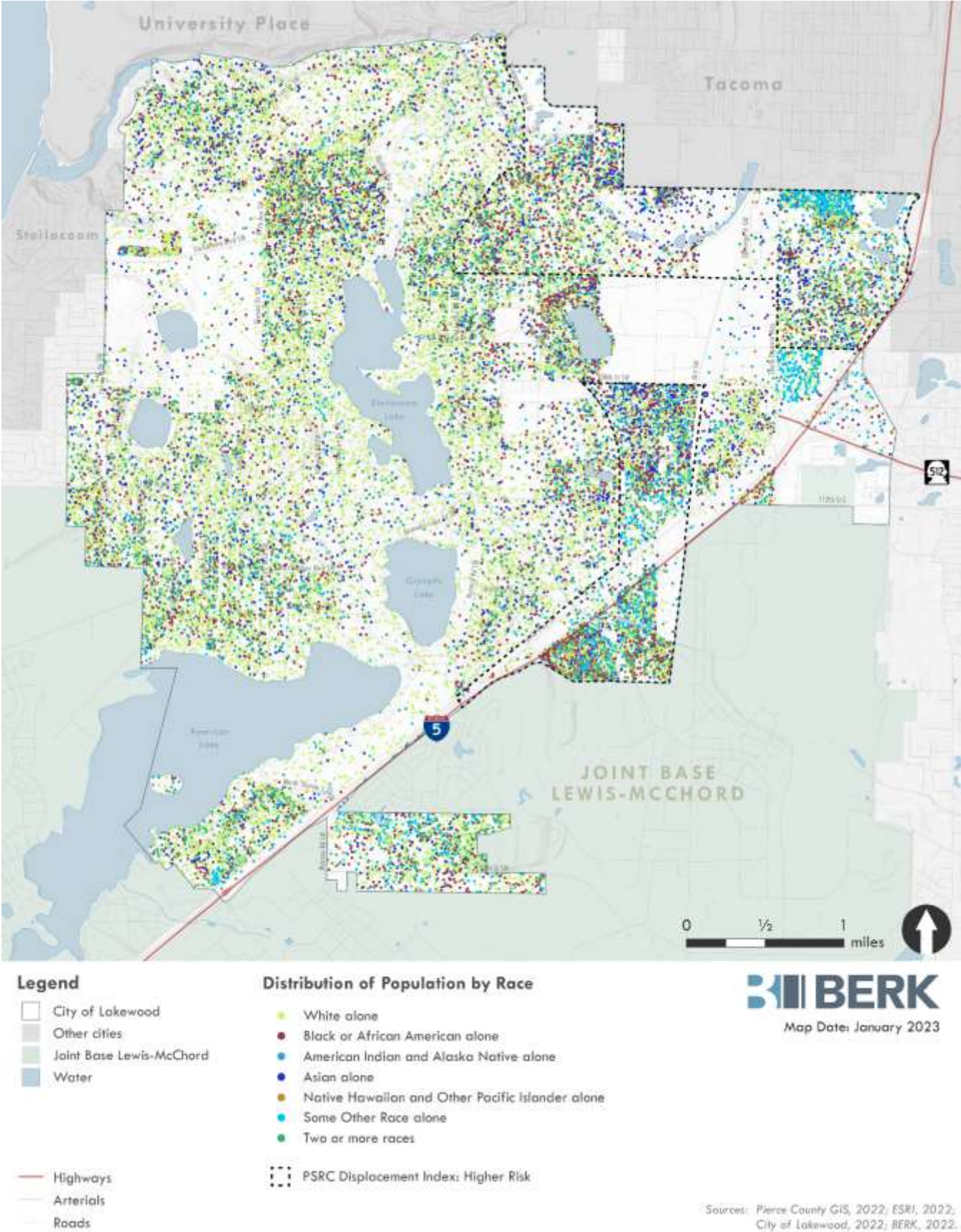


Map Date: January 2023

- Highways
- Arterials
- Roads

Sources: Pierce County GIS, 2022; ESRI, 2022; City of Lakewood, 2022; BERK, 2022.

Exhibit 67. Distribution of Population by Race and Census Block, Lakewood.



Findings

From the mapping information presented above, there are several highlights that should be considered as part of future work:

- **There are distinct patterns to populations that may be at risk of displacement.** While the populations of residents potentially sensitive to displacement may be distributed throughout the city, the largest concentrations are found on the eastern and southern edges of Lakewood. This includes the Lakeview/Kendrick neighborhood and the Lakewood Station District, as well as Springbrook, Tillicum, and the International District.
- **The most critical focus area for anti-displacement policies will be the Lakewood Station District and the Lakeview/Kendrick area.** Although different measures of vulnerability to displacement highlight some Census tracts over others, these neighborhoods are generally represented across these different indices as a consistent concern. This is exacerbated by the fact that these areas include higher population densities and a high proportion of populations of color, which suggests that promoting housing development and encouraging displacement in these areas could provide a racially disparate impact.
- **Businesses in the Lakewood Station area as well as in the International District may also be at risk.** While this data highlights characteristics of Lakewood residents, there may be associated impacts to local businesses as well. In particular, businesses in the International District may be impacted if neighborhood changes result in increased pressures to relocate.

Auditing City Housing Policies

[to be added]

Recommendations for Action

[to be added]

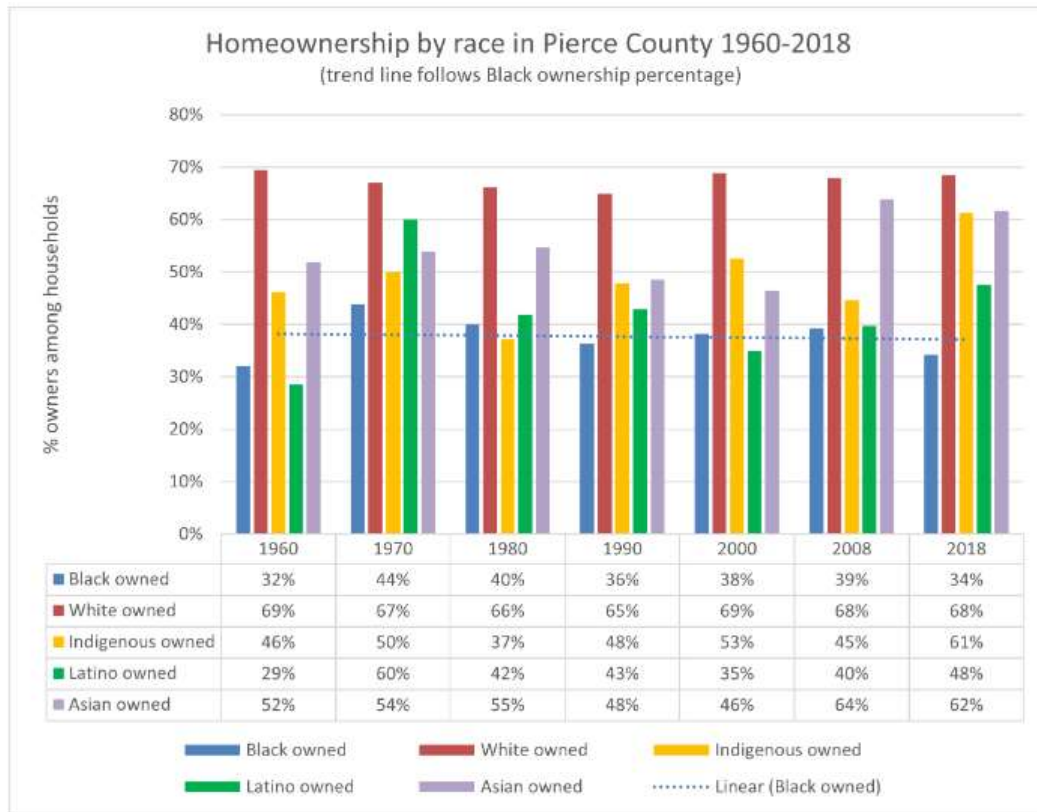
Conclusion and Next Steps

[to be added]

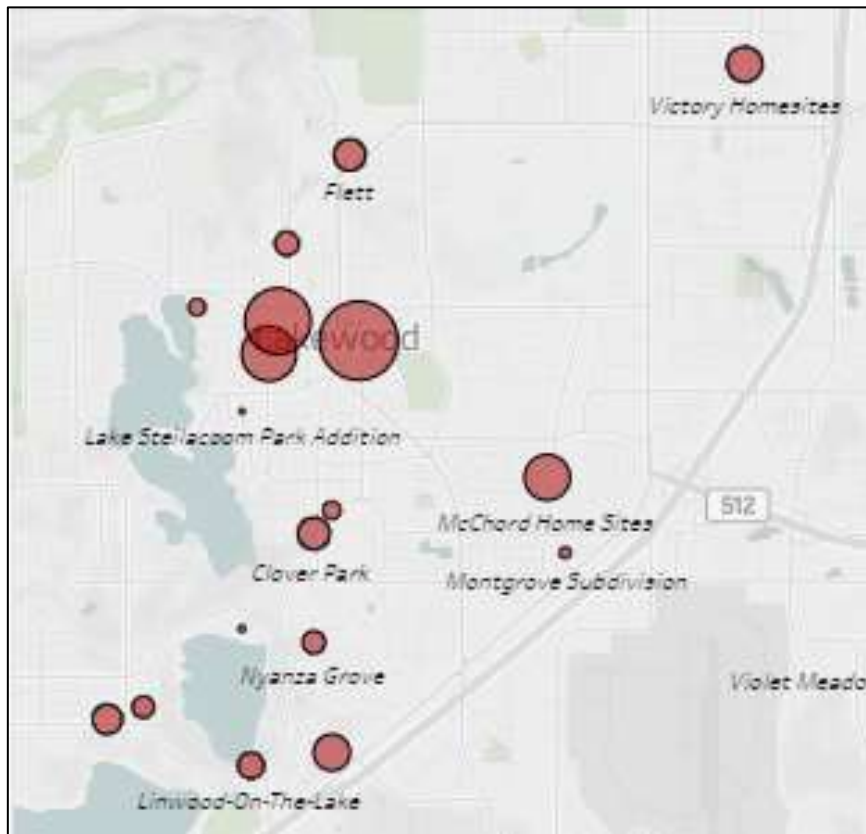
ATTACHMENT B

Lakewood Racially Restrictive Covenants

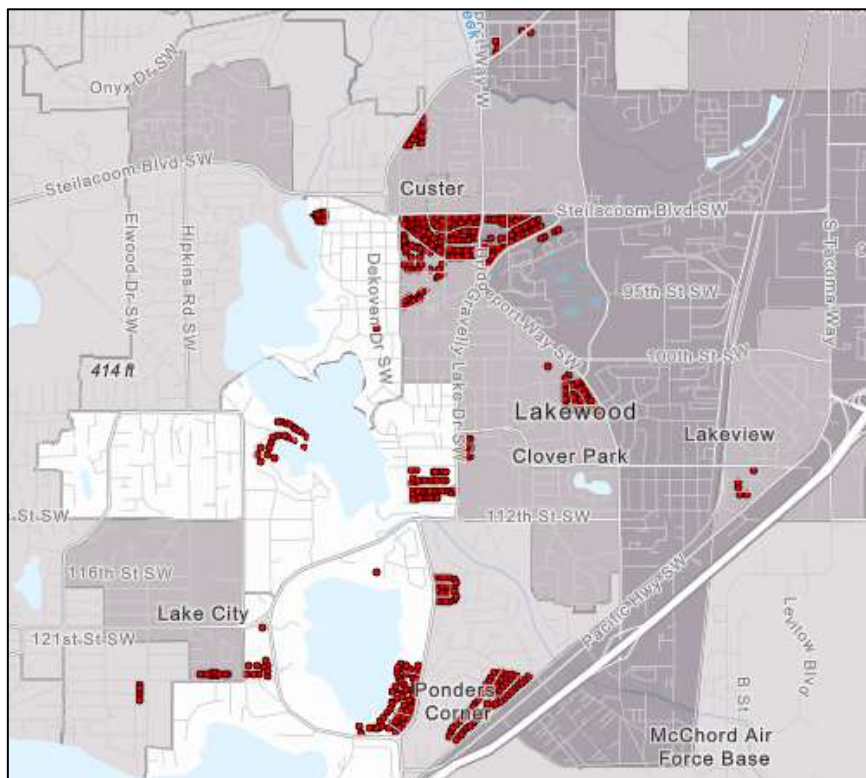
[The Racial Restrictive Covenants Project](#) involves teams of researchers at the University of Washington and Eastern Washington University. Authorized by the state legislature under HB 1335 (May 2021), this project is charged with identifying and mapping neighborhoods marked by racist deed provisions and restrictive covenants.



Initial review results show that Lakewood has 18 subdivisions and 928 parcels at least originally regulated by racially restricted covenants. As noted by the The Racial Restrictive Covenants Project, do not assume that areas without circles on the map below were not restricted. Deed restrictions were only one of the mechanisms of segregation. Neighborhoods without covenants often practiced racial exclusion by other means.



Racially restricted subdivisions in Lakewood



928 racially restricted parcels in Lakewood

Initial Findings within Lakewood's Boundaries from [The Racial Restrictive Covenants Project](#)

Subdivision Name	Developer/Seller	Restrictive Covenant Date	# of Lots	Restriction language
Clover Park	O.M. Cullen	1934	39	No person of any race other than the White or Caucasian race shall use or occupy any building or any lot, except that this Covenant shall not prevent occupancy by domestic servants of a different race domiciled with an owner or tenant.
Flett	Norton Clapp	1950	38	No persons excepts persons who shall be of the Caucasian race shall be allowed to purchase, nor be allowed to use or occupy said property or any part thereof, except in the capacity of domestic servants, chauffeurs or employees of the occupants thereof.
Freeman's Subdivision	Magnus & Bertha M. Freeman	1948	22	No person of any race other than the White or Caucasian race shall use or occupy any building or any lot, except that this Covenant shall not prevent occupancy by domestic servants of a different race domiciled with an owner or tenant.
Griggs Acres	Grace I.W. Griggs	1944	18	No person of any race other than the White or Caucasian race shall use or occupy any building or any lot, except that this Covenant shall not prevent occupancy by domestic servants of a different race or nationality employed by an owner or tenant.
Lake Steilacoom Park Addition	Norton Clapp	1946	1	No race other than Caucasian shall use or occupy any dwelling on the premises, except that this covenant shall not prevent occupancy of domestic servants of a different race or nationality employed by an owner or tenant.
Lakewood Colonial Village	Harold W. & Thelma K. Gloyde, Philip Horther, Mary Horther, Elmer D. Hubbard, Myrtle E. Hubbard	1942	11	No persons, excepting persons who shall be of the Caucasian race, shall be allowed to purchase, nor allowed to use or occupy said property or any part thereof, except in the capacity of domestic servants, chauffeurs, or employees of the occupants thereof.
Lakewood Park	Lakewood, Inc.	1938	168	No race other than Caucasian shall use or occupy any dwelling on the premises, except that this covenant shall not prevent occupancy of domestic servants of a different race or nationality employed by an owner or tenant.
Lakewood Subdivision 1	Norton & Evelyn Clapp	1942	115	No race other than Caucasian shall use or occupy any dwelling on the premises, except that this covenant shall not prevent occupancy of domestic servants of a different race or nationality employed by an owner or tenant.
Linwood-on-the-Lake	Washington Security Company	1926	26	No person of any race other than the White or Caucasian race shall use or occupy any building or any lot, except that this Covenant shall not prevent occupancy by domestic servants of a different race or nationality domiciled with an owner or tenant.
McChord Homesites	R. Alvin Padgett	1941	80	No race or nationality other than the caucasian shall use or occupy any building or any lot in McChord Home Sites except that this covenant shall not prevent occupancy of domestic servants of a different race or nationality employed by an owner or tenant.

Montgrove Subdivision	TH Algeo and Ruth Isabelle Algeo	1952	5	No person of any race other than the White or Caucasian race shall use or occupy any building on the premises except that as servant actually employed by a person of the white or Caucasian race, where the latter is an occupant of such property.
Nyanza Grove	Nyanza Construction Company	1947	20	No person of any race other than the white or caucasian race shall use or occupy any building or any lot, except that this Covenant shall not prevent occupancy by domestic servants of a different race or nationality domiciled with an owner or tenant.
Nyanza Park	O.M. Kulien	1946	51	No person of any race other than the White or Caucasian race shall use or occupy any building or any lot, except that this Covenant shall not prevent occupancy by domestic servants of a different race domiciled with an owner or tenant.
Parlamans Replat Part North Lake Plat	Lloyd Walton, Edna Walton, Irvin E. Muri, Marion A. Muri	1942	34	No person of any race other than the White or Caucasian race shall use or occupy any building or any lot, except that this Covenant shall not prevent occupancy by domestic servants of a different race domiciled with an owner or tenant.
Seeley's Lake Park Addition	Norton Clapp	1950	238	No persons except persons of the Caucasian race shall be allowed to purchase, nor allowed to use or occupy said property or any part thereof, except in the capacity of domestic servants, chauffeurs, or employees of the occupants thereof.
Sunshine Villa Tracts	Guy Kircher	1941	12	No person of any race other than Caucasian shall use or occupy any dwelling on the premises, except that this covenant shall not prevent occupancy of domestic servants of a different race or nationality employed by an owner or tenant.
Townsite of Interlaaken	Grace I.W. Griggs	1944	2	No race other than the White or Caucasian race shall use or occupy any dwelling on any lot, except that this covenant shall not prevent occupancy by domestic servants of a different race or nationality employed by an owner or tenant.
Victory Homesites	Victory Homes, Inc., HA Briggs and Ruth Briggs	1942	48	No persons of any race other than the White or Caucasian race shall use or occupy any building or any lot, except that this covenant shall not prevent occupancy of domestic servants of a different race domiciled with an owner or tenant.

https://depts.washington.edu/covenants/map_restrictions_pierce.shtml

Since Lakewood did not incorporate until 1996, these covenants on 928 lots pre-date when the City adopted its zoning and land use regulations. However, there are actions the City can take, including adopting policies opposing any such remaining language in deeds, restrictive covenants, and Home Owners Association documents and supporting the actions by the UW and EWU teams authorized under HB 1335 to eliminate such language:

HB 1335 allocated funds and authorized teams at the University of Washington and Eastern Washington University to "review existing

recorded covenants and deed restrictions to identify those recorded documents that include racial or other restrictions on property ownership or use against protected classes that are unlawful under RCW 49.60.224. For properties subject to such racial and other unlawful restrictions, the universities shall provide notice to the property owner and to the county auditor of the county in which the property is located. The universities shall provide information to the property owner on how such provisions can be struck pursuant to RCW 49.60.227."

To fulfill our obligations under HB 1335, we are coordinating with the Auditor/Recorder office of each county to determine the best way to access and research records. The [Washington State Association of County Auditors](#) has urged members to work with us and is also preparing to handle the modification forms and deed redaction orders that are expected.

As revised by HB 1335 and HB 2514, RCW 49.60.224 encourages property owners to strike illegal and discriminatory language from deeds, restrictive covenants, and Home Owners Association documents by filing a Restrictive Covenant Modification form. [The process is simple \(see how\)](#). Alternately, property owners can seek a judgement in superior court that will physically remove the offensive wording.

Interactive maps documenting the racial makeup of county and city populations over time can be seen at <https://depts.washington.edu/labhist/maps-race-tacoma.shtml> For instance, in 1970, nearly one-third of Pierce County's Black population were military personnel at Fort Lewis. Most of the rest lived in the Hilltop neighborhood near the bend in the I-5 freeway. Asian and Latino people in the County numbered only 5,373 in 1970, a quarter of them stationed at the military base.²

² Credits: These maps and tables were created by Anna Yoon, Brian Lam, Gihoon Du, Jiang Wu, and Yurika Harada using data and shape files from the National Historical Geographic Information System (NHGIS). The work was a class project for Geography 469 GIS Workshop taught by Professor Sarah Elwood-Faustino Spring 2017. James Gregory added the 2019 maps.