City of Lakewood

CENTRAL BUSINESS DISTRICT ASSESSMENT

February 28, 2017

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PURPOSE, CONTENTS, AND EXECUTIVE SUMMARY

The purpose of this document is to establish a rigorous analytic foundation for a pending subarea planning process focused on Lakewood's Central Business District. This document presents demographic, economic, and market information, as well as findings from targeted research and stakeholder engagement, to establish a shared understanding of baseline conditions in the CBD and to set realistic parameters for the coming planning process.

This thoughtful approach is being taken because too often, community planning overreaches, with aspirations eclipsing a realistic understanding of what is feasible. By creating this baseline document, the City hopes to avoid this pitfall and to establish a plan based on a shared understanding of what is possible given Lakewood's position in the region. This does not mean that planning will not be aspirational; it means that these aspirations will be grounded in reality and achievable in the real world.

This document presents a significant amount of contextual information before articulating recommendations for next steps in Section VII.

CONTENTS

APPENDICES

EXECUTIVE SUMMARY

The history of the Lakewood CBD helps us understand current economics. From the 1950's till today, the CBD has gone through four phases of development. Beginning as a Catholic girls' school, it was transformed into an auto-oriented strip mall in the 1950s. In 1986, it became an indoor mall. In 2001, the site was "demalled" and converted into a power center combined with neighborhood and civic center elements. Over the past 60 years, the CBD has changed ownership at least nine times. This report provides the storyline for the CBD's past and present economic context, as well as creating a new path for redevelopment within the CBD.

This Executive Summary captures three major themes of this report:

- **Visioning and Place-Making.** A Vision provides motivation and purpose, and inspires us to keep going. Place-making, likewise, capitalizes on a local community's assets, inspiration, and potential, and it results in the creation of quality public spaces that contribute to people's health, happiness, and well-being.
- **Overcoming Lakewood's Community Challenges.** This section includes a brief summation of the difficulties that the City will need to overcome to be successful in its subarea planning.
- **Investing in Key Development Opportunities.** Recommendations presented in Section VII outline how to successfully use public and private investment redevelopment opportunities to advance the community's Vision for the CBD.

Visioning and Place-Making

Developing the Central Business District subarea plan will require the City to engage the Lakewood community and key stakeholder groups in establishing a realistic Vision that is appropriately aspirational given Lakewood's position in the region. This Vision should describe the realistic constraints and opportunities facing the CBD and be used to communicate what the City can – and cannot – do seeking to realize the desired future of the CBD.

The process of place-making can be an effective economic development strategy. Place-making helps people re-imagine everyday spaces, and to see anew the potential of parks, downtowns, plazas, streets, markets, and public buildings. This investment in public spaces and public uses can be used to strengthen the role of the CBD as Lakewood's community hub and draw people in, contributing to a retail and services marketplace that is attractive to private investment.

Overcoming Lakewood's Community Challenges

Common challenges to the subarea plan include public safety, cleanliness, and existing conditions, including empty storefronts, fragmented property ownership, and a diffused, auto-oriented built environment. Key factors from Lakewood's Community Profile (presented in Section III) describe the following challenges:

- Lakewood's population growth has been essentially flat since 2000. Compared with Pierce County as a whole and nearby communities, Lakewood is less educated, more diverse, and less affluent.
- Lakewood is a net exporter of workers, with many residents working in Tacoma and other Pierce and King County communities. Lakewood's employment base has stayed relatively constant over time.
- Lakewood is in a competitive retail environment, with a market area that overlaps with the Tacoma Mall, University Place, and South Hill market areas.

Investing in Key Redevelopment Opportunities

Based on the role of the CBD in the regional retail market, the City should focus on improving the quality of public spaces and encouraging high quality multifamily residential development to increase the size of the close-in population and help activate the CBD. Related recommendations include:

- Maintaining the existing CBD boundary and developing goals, policies, and strategies to focus public and private investment into sub-districts during development of the Central Business District Subarea Plan.
- Increasing City ownership and public spaces in the Towne Center and Colonial Center Districts by focusing on the areas around City Hall and Motor Avenue, respectively. This can include investing in large and small park spaces and infrastructure to make the CBD more pedestrian-friendly.
- Facilitating public facilities in the CBD, including a new Pierce County Library System facility, a community center or senior center, and other similar facilities.
- Leveraging programming and other relatively low cost place-making strategies that address the four attributes of a great place including sociability, access/linkages, uses/activities, comfort/image.
- Encouraging residential development to increase the size of the close-in population and to help activate the CBD.
- Establishing a phased, long-term implementation plan. Redevelopment of the CBD will take time; the community's Vision will not be achieved overnight, but as opportunities arise.

I. BACKGROUND, RESEARCH, AND CASE STUDIES

BACKGROUND

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

In its Comprehensive Plan, the City defined a 290-acre mostly commercial area as the Central Business District (CBD), and states that it "will become the center of commercial and cultural activity for the city." The Comprehensive Plan further asserts that "Higher quality, denser urban redevelopment will dominate the district, noticeably increasing social, cultural, and commercial activity. Streetscape and other urban design improvements will make this area more accessible and inviting to pedestrians."

The CBD includes the Lakewood Towne Center, an auto-oriented shopping area with stores and restaurants, a transit center, the Lakewood Playhouse, and City Hall. Older commercial development to the north near the Lakewood Colonial Center includes the historic Lakewood Theater, which has not operated for approximately 20 years. Major arterial roads including Bridgeport Way and Gravelly Lake Drive carry significant amounts of traffic through the CBD and are lined with auto-oriented strip development.

Exhibit 1. Central Business District

History of City Actions and Investments in the CBD

Exhibit 2 summarizes actions and investments the City has made to date in the CBD. **Exhibit 3** presents a similar list, showing the assessed value of improvements made in and around Towne Center.

Exhibit 2. Actions and Investments in and Around Towne Center

Area	Timeframe	Description
Towne Center	2001 to present	Created new public streets: ▪ 59th Street SW from Main Street SW to north end of Towne Center property. ▪ Main Street SW from Gravelly Lake Drive SW to 108th Street SW. Negotiated new private roads, establishing a grid pattern; west side of Towne Center built to city street standards. Explored feasibility of developing higher density housing on the southeast corner of the Towne Center property (behind Barnes & Noble). Provided City Council review of Towne Center CCRs (covenants, conditions, and restrictions) and easements: ▪ The “Entire Shopping Center”, comprised of the following: » The “Neighborhood Center” (Applebees, Firestone) » The “Power Center” (Barnes & Noble, Michaels) » The “Northeast Center” (Five Guys) » The “Eastern Outparcel Center” (Panera) ▪ The “Hudesman Parcel” ▪ The “Target Parcel”
City Hall	2001	By locating the new City Hall in the CBD, the City communicated its commitment to the area, established an architectural high point in the area, and increased foot traffic to the area.
Farmers Market	2013 to present	Farmers market runs from June through mid-September, bringing special events and entertainment. Brings over 13,000 visitors, about 90% of whom do other shopping in Lakewood.

Area	Timeframe	Description
Comprehensive Plan Update	2014	Provided information on density and housing types in the CBD. Provided background information for the City's CBD to obtain Urban Center designation within the countywide planning policies and, by extension, recognition as an urban center under PSRC VISION 2040. Amended housing policies to improve the quality of multifamily housing through: revised development regulations; use of public-private partnerships; directing multi-family housing to locations that support residents by providing direct access to public transportation, employment, services, open space, and other supporting amenities; and encouraging high quality pedestrian environment around multifamily housing sites. Introduced new Goals and Policies to promote redevelopment of the CBD as detailed in **Appendix A**.
City Visioning Process	2015	The Lakewood City Council adopted the following VISION on October 19, 2015: Our VISION for Lakewood is a thriving, urban, South Puget Sound City, possessing the core values of family, community, education, and economic prosperity. We will advance these values by recognizing our past, taking action in the present, and pursuing a dynamic future. The City Council's VISION for Lakewood at its 30 Year Anniversary is a community: ▪ Inspired by its own sense of history and progress; ▪ Known for its safe and attractive neighborhoods, vibrant downtown, active arts and cultural communities; ▪ Sustained by robust economic growth and job creation; ▪ Recognized for the excellence of its public and private schools, and its community and technical colleges; ▪ Characterized by the beauty of its lakes, parks and natural environment; ▪ Acknowledged for excellence in the delivery of municipal services; ▪ Leveraging and embracing of our diversity; and, ▪ Supportive of Joint Base Lewis McChord (JBLM), Camp Murray, service members and their families.

Area	Timeframe	Description
Gravelly Lake Drive Improvements	2016	Gravelly Lake Drive: 59th to Steilacoom Blvd ▪ Will complete curb, gutter, and sidewalks along Gravelly Lake Drive between 59th Avenue and Steilacoom Blvd. ▪ Gravelly Lake Drive: 100th to Bridgeport ▪ Will complete curb, gutter, sidewalks and street lighting along Gravelly Lake Drive between 100th Street and Bridgeport Way. This project will replace the traffic signal at Gravelly Lake Drive / Mt. Tacoma Drive. ▪ 108th Street: Main Street to Bridgeport Way ▪ Pavement Reconstruction Project with update to curb ramps as needed. ▪ 59th Street SW from Main Street SW to 100th Street SW ▪ Pavement restoration.
Motor Avenue Urban Design Planning	2016	Study and public process leading to a vision for Motor Ave as a festival street and vibrant community gathering space.
Subarea Planning: Central Business District Assessment Report	2016	This report lays the foundation for a full subarea planning process in 2017.

Source: City of Lakewood, 2017

Exhibit 3. Summary of Public and Private Investments in and Around Towne Center

Investments	Assessed Improvements
Harborstone Credit Union	$3,966,200
Lakewood Place	$38,450,000
Lakewood Towne Center	$79,755,700
Goodwill	$2,369,600
Colonial Center (CHI Franciscan Health)	$1,880,500
Hobby Lobby/Big Lots	$4,611,900
Lowe's Home Improvement	$6,888,900
Greater Lakes Mental Health	$4,718,300
CVS Pharmacy	$1,458,500
Bridgeport, from UP to JBLM	$20,000,000
Miscellaneous Road Projects	
Gravelly Lake Drive from 100th to Bridgeport Way (curb, gutter, sidewalks, street lighting, signal replacement, & drainage improvements)	$1,962,000
Gravelly Lake Drive from 59th Avenue to Steilacoom Boulevard ("road diet": reduction in lanes, curb, gutter, & sidewalk)	$400,000
Motor Avenue complete streets design	$250,000
59th Avenue pavement preservation from 100th to Bridgeport Way	$292,700
Main Street pavement preservation	$245,500
59th Avenue pavement preservation from Main Street to 100th	$496,000
108th Street from Main to Bridgeport Way pavement preservation	$730,000
Gravelly Lake Drive / Avondale intersection (new traffic signal)	$250,000
Total	**$168,725,800**

Source: City of Lakewood, 2017

RESEARCH AND CASE STUDIES

The Lakewood CBD is a dispersed and auto-oriented suburban mall that lacks organization. The CBD has complex ownership patterns, vacant properties, and is lacking in vibrant, active-use amenities. While the Puget Sound Region has been rapidly growing, Lakewood has yet to see many of the benefits of population growth and economic expansion. Lakewood hopes its CBD can become an attractive area for its community and businesses, but it lacks a guiding vision and practical plan to overcome present-day challenges.

Much of what can be done to advance the Lakewood community's ideas for the CBD centers on "place-making." Place-making uses the built and natural environment to encourage people to come together with the goal of turning a space into a "place."

Residents and business owners share desires that can be achieved through place-making, which is an element of many successful economic development strategies. People are drawn to attractive and safe places to spend their time; they look for enjoyable experiences and places to connect with their community. Similarly, business owners desire functional commercial districts that are interesting and well-connected to the surrounding region. Successful businesses can draw shoppers to the area, creating a more vibrant community place. However, place-making is challenging in the current retail market, where brick-and-mortar stores compete with online retailers.

Effective subarea planning focuses on the community and its needs; it looks to create places that are interesting, identifiable, and functional. Place-making is simply about creating great places, and some strategies for doing so are described in this section.

This section includes brief summaries on the following topics:

- The range of roles cities can play in economic development.
- The benefits and strategies associated with place-making.
- Transforming outdated malls into dynamic and walkable urban centers.

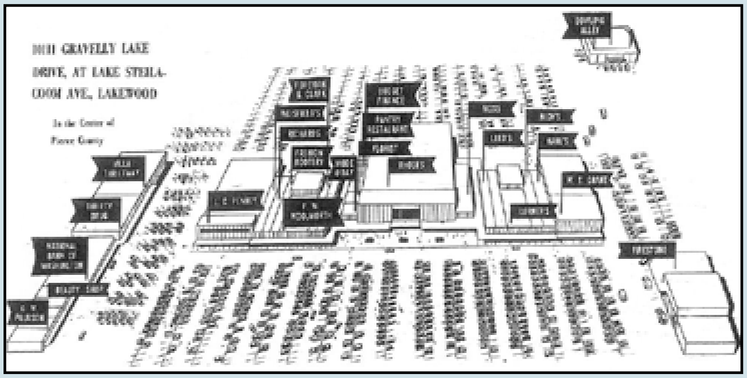
This section concludes with case studies of Seattle's University Village, Kirkland's Totem Lake, and Shoreline's Aurora Square, and outlines redevelopment strategies and lessons learned from each study.

Brief History of the Lakewood Towne Center

The Villa Plaza Shopping Center opened in 1957. It was built on a 100-acre site that was previously home to the Visitation Villa (hence the name), a Catholic girls' school. A local investment group, Norman Iverson & Associates, purchased the site from the Sisters of Visitation for $500,000 and spent $7 million building the first phase of the shopping center, which took up about half of the property. J.C. Penney and Rhodes Brothers (a local department store) anchored the center along with a Thriftway supermarket, F.W. Woolworth, and W.T. Grant.

The Villa Plaza began experiencing economic problems when the Tacoma Mall opened five miles to the north in 1965. However, the major tenants stayed reasonably stable through the mid-'80s.

In 1985, developer Basil Vyzis acquired the Villa Plaza and built the enclosed Lakewood Mall. Throughout the short life of the mall it suffered from a poor reputation - stores that were never occupied, and the closings of major anchor tenants.



Villa Plaza, late 1950s or early 1960s

Villa Plaza, late 1950s or early 1960s

Villa Plaza, late 1950s or early 1960s

Tacoma Mall, 1966

Vyzis died unexpectedly in May 1996. The mall was acquired by a Canadian Company, the Bentall Corporation in 1997, who had also acquired Vyzis' Bellevue commercial and office properties. Bentall failed to pay on the mall's outstanding Wells Fargo bank notes. Wells Fargo obtained possession of the property and transferred ownership to a subsidiary, an asset management company, ATC Realty Sixteen LLC.

The Lakewood Towne Center was created when MBK Northwest bought the property from ATC Realty in July 2001 for a price of $16.27 per square foot.

In turn, MBK turned the site into an open air destination by creating three distinct components including a civic center, with city hall as a centerpiece, a power center, and a neighborhood center. When MBK Northwest initiated redevelopment, the City required enhanced landscaping and architectural design, and new public and private roads laid out in a grid pattern for portions of the Towne Center property.

The City of Lakewood purchased a City Hall site from ATC Realty for $10. By 2001, a new City Hall had been built.

City Roles in Economic Development

Economic development is a deliberate effort to shape a community's business mix. Goals for economic development may include increasing local jobs; strengthening community quality of life through access to local goods, services, and dynamic places; and enhancing the municipal tax base. Cities can play a wide range of roles in strengthening the local economy, but it is important to acknowledge that there are limits to what a city can do.

In general, a city's role in economic development is to facilitate desirable development, despite the fact it cannot pay for it or substantially move markets. A city has limited ability to retain or attract desired businesses because business and property owners make their own decisions. However, a city has some influence on the environment in which business and property owners act, primarily through land use policy and investment (or lack of investment) in public spaces and infrastructure. This influence can make a community more or less attractive to businesses, but in many cases these differences are marginal compared to market forces and the broader regional economy. A city must work within the circumstances of its regional economy and community attributes.

Exhibit 4 shows a continuum describing the range of city involvement in economic development, ranging from passive to proactive. Each level of involvement has an associated example case study, which is explored later in this section. These levels show the range of possibilities in redevelopment efforts.

Exhibit 4. City Roles in Economic Development.

	Passive		Proactive
Summary of Approach	▪ Takes advantage of existing economic conditions and development.	▪ Facilitates favorable development; creates better public spaces that encourage more development over time.	▪ Acts as developer in the interest of economic development; opens up new legal processes.
Specific Actions	▪ Establishes regulatory environment and lets the market take over.	▪ Establishes design guidelines to improve the image of the area. ▪ Provides guidance to property owners and works to recruit specific retailers and services. ▪ Makes smaller public investments and creates better public spaces. ▪ Locates civic institutions in area. ▪ Redevelops infrastructure.	▪ Makes larger investments into area. ▪ Uses expanded legal tools such as eminent domain, and designated community renewal areas. ▪ Acquires and develops blighted properties. ▪ Purchases property and engages in land assembly in area.
Case Study and City	▪ University Village Seattle	▪ Totem Lake Kirkland	▪ Aurora Square Shoreline

Place-Making Benefits and Strategies

Place-making is about creating spaces that attract people to spend time (and money) in them. Place-making uses the built and natural environment to encourage people to come together. Its goal it to turn a space into a "place." While the primary reason to support creating great places is to promote a higher quality of life for the community, there are also positive economic impacts of place-making that make it an effective economic development strategy for cities.

When an attractive place entices people to spend time there, a virtuous cycle can begin that draws in even more people. Once a place has a critical mass of people traffic, private retail is attracted to locate where those people are and where their money is being spent. Mixed-use development increases the residential population in an area, filling the streets with more people and advancing the place-making cycle.

What is an effective place-making process?

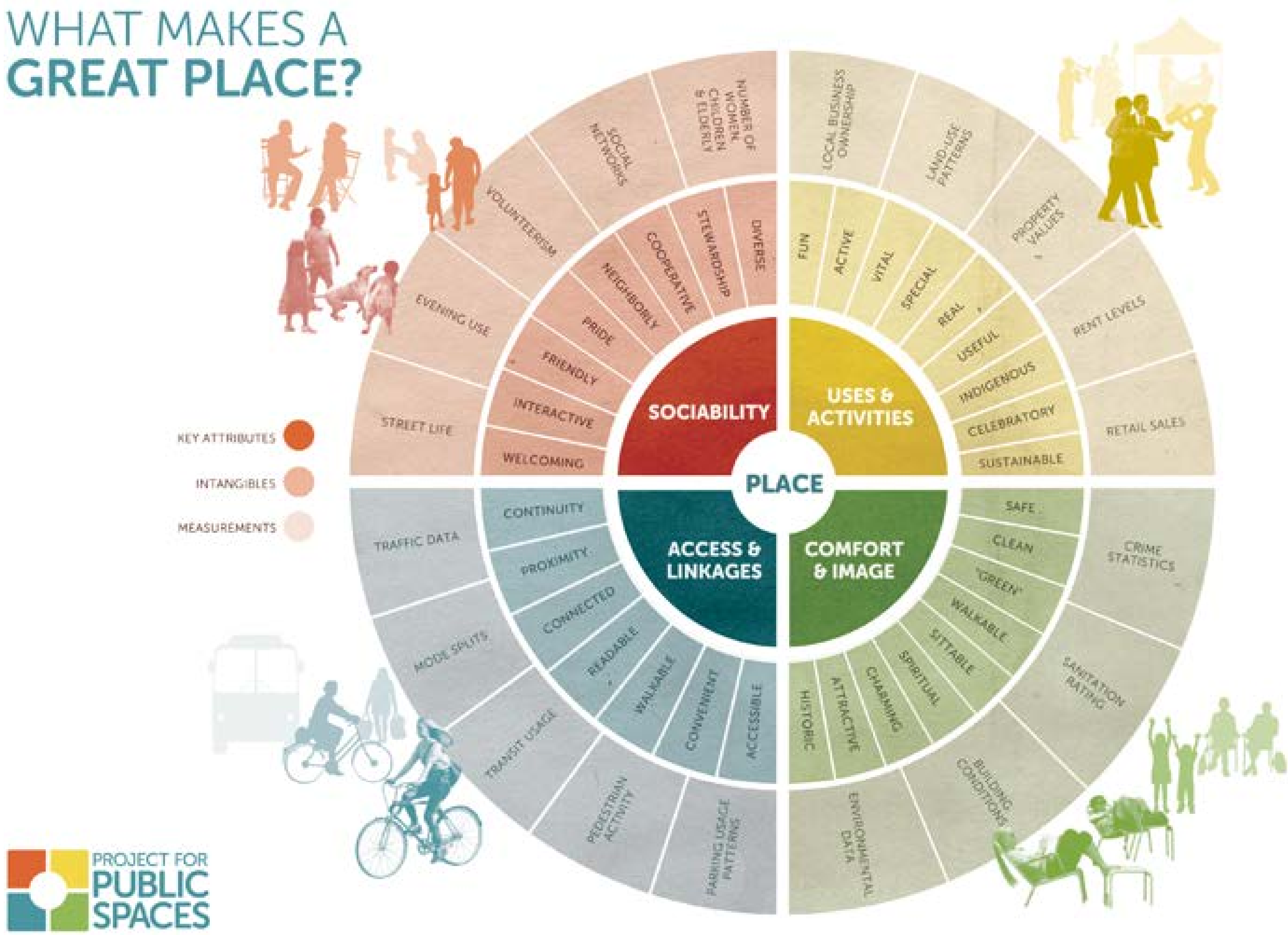
Place-making is as much about the process of creating places as it is about what a place is. **A goal for place-making is to create an enjoyable area that attracts and supports the community, therefore the process for creating places should be collaborative and community-driven**.

Active community participation in developing places has a number of benefits. It creates buy-in from the community, fosters social capital, creates excitement around these places, and ultimately can create better places than would be generated by top-down decision-making.

What makes a great place?

The Project for Public Spaces (PPS) has contributed significantly to the study of place making. The PPS model asserts that a great place is founded on strength in four related areas: Sociability, Uses and Activities, Comfort and Image, and Access and Linkages. **Exhibit 5** on the following page illustrate these underlying principles.

Exhibit 5. The attributes of a strong place.



Source: Project for Public Spaces, 2016.

SOCIABILITY

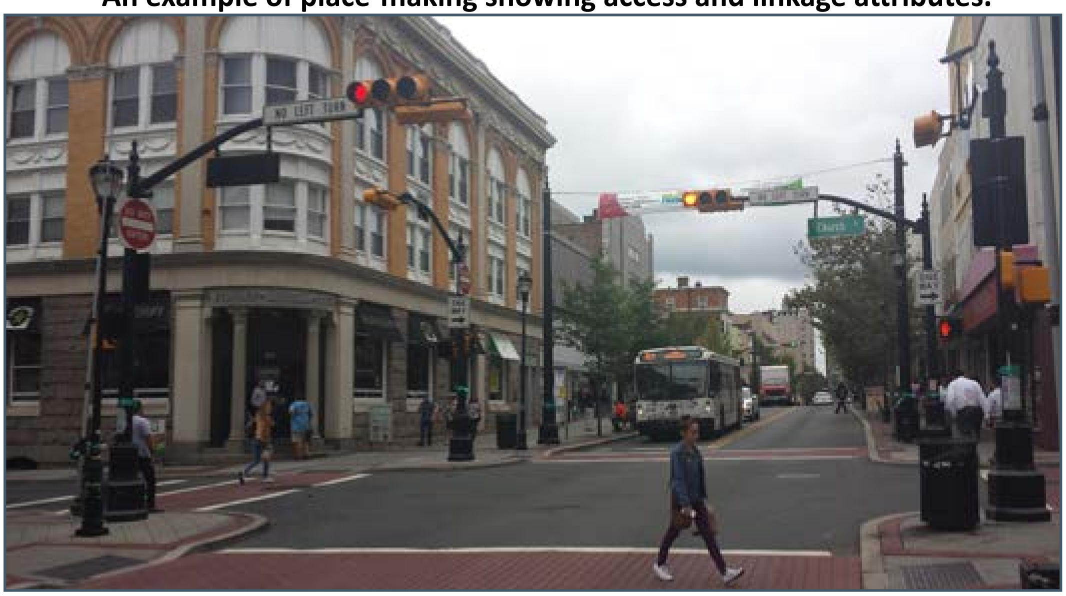
An example of place-making showing sociability attributes.

Source: Uni Project

Place-making, can create welcoming environments that encourage social interaction.

ACCESS and LINKAGES

An example of place-making showing access and linkage attributes.



Source: Virginie Nadimi, Project for Public Spaces

Good places are accessible and connected. People can get there through multiple modes of transportation, and is scaled for pedestrian use.

USES and ACTIVITIES

An example of place-making showing uses and activities attributes.

Source: Laurel Wamsley, NPR

Places draw people in when they're active and intended for use, and can increase usage through events and activities.

COMFORT and IMAGE

An example of place-making showing comfort and image attributes.

Source: Francisco Goncalves

Simple designs that increase the attractiveness of an area enhance comfort and image. They can be affordable, and promote a safe, clean, and inviting identity.

Strategies for Transforming Suburban Malls

Many brick-and-mortar stores have seen a decline in business due to changing market trends. The Wall Street Journal (WSJ), using Department of Commerce data released in May 2016, reported that over the prior year internet and catalog sales have increased by 10.2% while department store sales have decreased by 1.7%[1]. These figures demonstrate how online retail is contributing to the decline of suburban malls. From the WSJ report, the current indicators show that "the consumer sector is the strongest sector in this economy," and that this strength isn't being seen by brick-and-mortar retailers because the "consumer [is] simply spending their hard-earned dollars in experiences, [and] entertainment."[2] In the context of these changing patterns in consumer spending and preferences, successful retailers are currently offering more experiences to attract customers, or providing more restaurants and services rather than retail. These types of locations cannot thrive in outdated suburban malls.

The large indoor malls or strip malls that were constructed during the height of auto-dependence no longer match the trends in the market, and due to underperformance these malls need redevelopment. Suburban malls no longer see the type of retail success that businesses are looking for, and many are in disrepair. Suburban malls are out of alignment with common preferences for denser, mixed use, and walkable neighborhoods, which is partly reflected in lagging retail sales compared to online sales.

These areas created around suburban malls usually have pavement that covers most of the surface area, as they were planned without any central vision, and were created with no sense of character or branding that was distinctive to the community. They have proven to be inflexible to new market trends or community change, and have often become a hindrance to new, successful development. There are some strategies that cities can take to transform their suburban malls to once again fit their communities. **While the Central Business District is out of alignment with current market trends, Lakewood can work to make it denser, more walkable and connected, and develop more in-demand mixed use amenities.**

Exhibit 6 shows high-level strategies taken from (Re)Building Downtown, A Guidebook for Revitalization and steps that are recommended for cities to strengthen and grow neighborhood centers. The goals of these strategies are to create a culture of community engagement and buy-in, and create great places that attract people and businesses.

[1] Morath, Eric, and Suzanne Kapner. "Retail Sales Gain Is Fueled by Web." Wall Street Journal, May 13, 2016. http://www.wsj.com/articles/u-s-retail-sales-in-april-grow-at-best-pace-in-more-than-a-year-1463142745.
[2] Ibid.

Exhibit 6. Strategies for redeveloping underperforming shopping malls.

Process Steps		Strategies for Implementation
Step 1	**Understand the community**	▪ Partner with community organizers ▪ Collect public feedback ▪ Conduct market studies and demographic profiles ▪ Create specific goals and visions, and plans for implementation
Step 2	**Create an attractive, walkable place**	▪ Make the area clean and safe ▪ Establish a façade improvement program ▪ Install public art ▪ Activate empty and underutilized places ▪ Bring in food trucks
Step 3	**Diversify the downtown economy**	▪ Locate government offices and facilities in the area ▪ Build new homes downtown, and permit for denser mixed use development ▪ Concentrate retail in walkable areas ▪ Encourage people to stay downtown once they're already there
Step 4	**Build in equity**	▪ Incorporate affordable housing strategies ▪ Protect existing small businesses ▪ Create job-training opportunities and connect people to jobs
Step 5	**Improve government regulation and processes**	▪ Streamline the permitting process ▪ Update the zoning code to encourage the necessary type of development ▪ Identify public investments to support revitalization
Step 6	**Finance projects**	▪ Involve community philanthropy, and corporate and foundational support ▪ Invest in public-private partnerships ▪ Look for value capture opportunities
Step 7	**Establish on-going place management**	▪ Host events and program for public spaces ▪ Continue to look for redevelopment opportunities, while maintaining previous investments ▪ Assess performance and strive for improvement

Source: (Re) Building Downtown, a Guidebook for Revitalization, 2015

Case Studies

The following case studies show different ways cities have implemented place-making principles as an economic development strategy. These examples were selected to represent a wide range of cases, but despite different starting points and different fundamental conditions, each example presents lessons relevant to the Lakewood CBD.

Aurora Square, Shoreline

Background and Context

Shoreline's population has been slightly above 50,000 residents for over a decade and is not expected to grow much in the future. Aurora Square is situated along Highway 99 and is highly accessible to a large number of Puget Sound residents. Despite the site's accessibility, the city believed that the area was under-performing its market potential.

Prior to redevelopment, Aurora Square had similar conditions to Lakewood. The Square's site presented challenges to redevelopment, including complicated zoning and ownership issues, and worn-down and vacant buildings. The area also had disorganized infrastructure, little connectivity between stores and attractions, and otherwise little vision for what it should be.

Exhibit 7. The original suburban mall design of Aurora Square.

Source: City of Shoreline.

Redevelopment, Tools, and Strategies

The redevelopment of Aurora Square has required significant levels of city involvement and investment, particularly where the city designated the Square as a Community Renewal Area (CRA). This designation gives the city flexibility for taking over sites for redevelopment so it can then sell to private owners for economic development. The CRA designation is similar to the level of control the City would have if it used eminent domain or takings.

By designating this shopping center as a CRA, the city gained new legal tools to redeveloping the shopping center. The CRA's tools include:

- **Property Ownership:** A city is allowed to buy, lease, condemn, acquire, and dispose of real property with the intent to resell it to private parties for economic development.
- **Planning and Zoning:** A city can create a Subarea Plan utilizing a planned action SEPA review to expedite the process and lower costs for future project permits.
- **Private Partnerships:** A city can identify partners to develop all or part of a property prior to purchasing the property, and it can also dictate how the property will be used by the eventual owner.
- **Building Infrastructure:** Without a CRA, a city can only close, vacate, and rearrange streets and sidewalks for city purposes. But with a CRA, these purposes can include promotion of economic development. Only with a CRA in place can a city borrow money and accept grants to carry out economic renewal.

Lessons Learned

The Aurora Square case study presents an example of a high-level of city involvement in a subarea's redevelopment, with the city using legal tools to act as a developer with the goal of economic revitalization. The City of Shoreline's plans for the Aurora Square site direct this level of control and investment in targeted areas carefully chosen to advance the new vision for the site.

The Aurora Square case study shows an example of how to:

- Create a vision and master planning documents to guide the flexible development of the community vision.
- Take advantage of subarea Environmental Impact Statement planning to make development easier for private partners.
- Transform sections of the site with attractive mixed-use developments and pedestrian friendly streets.
- Take advantage of underutilized pavement areas to create a new vibrant center for activities, restaurants, and public attractions.
- Adapt older buildings to become more appealing in aesthetics and use.
- Invest in infrastructure for strong connectivity and multi-modal transportation.

Community Renewal Areas in Washington

Washington's Community Renewal law allows cities to establish CRAs in areas that meet specified criteria, including "substantially impair[ing] or arrest[ing] the sound growth of the municipality" or "constitut[ing] an economic or social liability." In addition to Shoreline, CRAs have been used in Anacortes (cleanup and reuse of a commercial site), Bremerton (waterfront urban renewal), Everett (Asarco smelter cleanup), Olympia (downtown community renewal), and Vancouver (Fourth Plain Subarea revitalization).

Useful websites for more information include:

- www.shorelinewa.gov/business/aurora-square-community-renewal-area
- www.mrsc.org/subjects/econ/ed-comrenewal

Totem Lake, Kirkland

Background and Context

Totem Lake presents a case study of transforming a former suburban mall into a vital urban center. With this example, the city played a role in facilitating a vision for the area and then created a plan to work with private developers to begin implementation. Totem Lake was comparable to the Lakewood CBD as a larger neighborhood area that contained an outdated central business district. The core area presented planning challenges to redevelopment due to its physical layout. The site has dispersed geography, and its overall size as a neighborhood was large. The overall site is a spread out area without a core center, and the site has physical separation from I-405 through the center of the mall area. Kirkland has seen modest growth in its population over the years, with its largest increases coming through annexations.

The City of Kirkland made some investments in infrastructure and creating public spaces at Totem Lake, but mostly facilitated private groups' development of the site. The city focused on a design review to, over time, create more positive developments in line with the vision of the area. The plan recognized that the site's success did not depend on economic growth to fuel its redevelopment, but rather small, ongoing improvements that allowed the space to fulfill its potential.

The plan for the redevelopment of Totem Lake focused on creating better places for people to spend their time, and called for using open spaces and the lake as place-making centerpieces. Kirkland was willing to start small and develop slowly.

Exhibit 8. A rendering of mixed use development for Totem Lake.

Source: CenterCal Properties

Redevelopment, Tools, and Strategies

Kirkland partnered with private developers and approved $15 million in funding to break the area's highway-strip character. The specific tools and strategies of the Totem Lake redevelopment included:

- **Target "medium box" stores** and second-tier anchors that do not compete with other major urban centers, especially because significant new retail seemed unlikely in the short and mid-term.
- **Support place-making** efforts at a small-scale level to drive a future mixed-use and high density vision.
- **Increase multi-modal options** for the mall and build pedestrian connectivity, especially in newly established subarea quadrants. Break up the "superblock" and add new streets and pathways.
- **Create pedestrian attractions** that also enhances place-making efforts, by using the natural lake, wetlands, and green open spaces.

Lessons Learned

Totem Lake's redevelopment planning paid a lot of attention to the timing of redevelopment and density efforts, and the City took a visioning and facilitation role in structuring the plans for what Totem Lake could become. It acknowledged the difficulties of its ability to attract certain retailers to the area and knew that there would be little possibility for office space. It saw its potential affordability becoming attractive to retailers only if density increased. And for offices, the site would only be attractive if competitor's markets tightened enough to push demand all the way to Totem Lake. The plan would welcome these developments, but the success of the site would not count on attracting new high-end retail or office spaces.

What Totem Lake attempted to do was focus on attracting the right retailers it could support at the time of redevelopment, and make use of its natural amenities in the short-term to create an attractive place for residential development.

Totem Lake presents an example of how to:

- Develop a new urban form with denser mixed-use development.
- Design guidelines to create a central vision for the location with attractive features.
- Direct development to a core of the business district.
- Create public spaces and encourage more pedestrian-friendly developments.

University Village, Seattle

Background and Context

The University Village case study presents redevelopment led almost entirely through private development efforts. A private developer bought University Village in 1993 after it had not been updated since it was built in the 1950s. It was created with the auto-oriented shopping experience in mind, but the new owner has a vision to transform it from its strip mall legacy towards a more authentic "village" concept – an idea that used place-making principles to create a more fun and lively place to spend time.

Because it is under private ownership, the University Village case study shows the power of a visionary landlord with control over leasing. By letting leases expire and upgrading retail tenants over time, the Village was able to see its value increase relatively quickly and eventually emerged as one of the most iconic and successful malls in the nation. From its initial purchase in 1993 to 1998, University Village increased its sales of $330 per square foot to $550 per square foot. That level of growth did not depend upon dramatic public action, but was accomplished by a strong owner who patiently worked to take advantage of the strong demographics of the area.

University Village also shows how to leverage the effects of place-making. Investment transformed the Village into an area where people want to spend their time and money; a place where people would get more than retail but could also have unique experiences and attend community events.

Exhibit 9. Present day University Village.

Source: University Village

Redevelopment, Tools, and Strategies

- At the time, the University Village was seen as an under-served and underdeveloped area, but not a failing area. The owner decided that it was not a turn-around project, rather it could develop incrementally over time as retail leases expired.
- The new private developer helped create a compelling vision for what the area could become, and working with private architects and urban designers created strong design guidelines for the site. The vision was to transform University Village from a monolithic mall to a place with a unique identity.
- The owner used place-making principles to guide design and redevelopment for the site. It created in the center a "village square" and a gathering spot for the public. Along with this, the developer emphasized natural features and a water feature, put in outside seating, enhanced the landscaping, and created pedestrian improvements. Later development focused on renovation to existing buildings and retaining the original footprints of the area.
- The owner carefully selected retail and other amenities to bring to the site. The original goal was to have more local merchants than national for the University Village to be able to support all the needs of the community. Neighborhood services, including a mailing office, dry cleaner, daycare operator, key-maker, and a shoe-repair shop, were kept and still exist to this day.

Lessons Learned

The University Village case study brings something new to the assessment of subarea redevelopment: private ownership. University Village was in a good enough economic market that it's difficult to imagine it failing. Even when it was purchased in 1993, it was performing well enough that business owners didn't mind running their stores there, but it was under-performing its potential. Although driven through private ownership, University Village's redevelopment efforts were guided by a vision of a community-driven location that could become a "village" and not just a shopping center.

U-Village shows us how to:

- Let the market drive growth over time.
- Facilitate design cohesion among different retailers.
- Use place-making to create an attractive destination.

II. STAKEHOLDER INTERVIEWS

INTRODUCTION

As part of the process to assess the market potential for the Lakewood Central Business District (CBD), BERK Consulting interviewed key stakeholders and learned their views on the current state of the district, its potential, and ways the City could support its evolution. Thirteen stakeholders were interviewed, including four business leaders, four community partners, two economic development partners, one property owner, and two real estate brokers:

- Pat Brewer, Coldwell Banker
- Andie Gernon, Multiple boards and organizations
- James Guerrero, James Guerrero Architects
- Peggy Hansen, Puget Sound Latino Chamber of Commerce
- Becky Huber, Lakewood Historical Society
- Tim Johnson, Johnson Commercial
- Bob Jones , Gramor Development
- Bruce Kendall, Tacoma Economic Development Board
- Georgia Lomax, Pierce County Library System
- Helen McGovern-Pilant, Emergency Food Network
- Joe Nealon, Pacific Western Lumber
- Phil Raschke, Lakewood Playhouse
- Stephanie Walsh, Lakewold Gardens

This section contains a brief summary of key interview themes.

While stakeholders expressed a variety of viewpoints about what specific uses would be desirable and feasible within the CBD, there were many common ideas and aspirations for how the area could be improved. Stakeholders see the Lakewood CBD as a strong regional marketplace that serves the surrounding communities' needs for retail and business services. Many expressed hopes for the CBD to become "everything a city center should be," serving as more of a core for Lakewood's community, social, and civic uses.

SUMMARY OF KEY INTERVIEW THEMES

Strengths and Assets of the Lakewood CBD

Easy Access and Strong Transit Connections

- Stakeholders noted that Lakewood's CBD is easily accessible from other parts of the region, with good connections from I-5 and Pacific Highway.
- Lakewood was noted as having good transit, and the City has done a good job of adding sidewalks in areas to make it more walkable. Some stakeholders expressed encouragement for the City to keep focusing on efforts to make it a more walkable community.

Close-in Markets

- Stakeholders described Lakewood's diversity as an interesting asset that could be brought forward in the CBD, with one interviewee describing a vision of smaller "international hubs" that serve as vital business districts and attractions for visitors.
- The population associated with JBLM was seen as a strong current and potential market. Lakewood is the first stop for people who leave the base for eating, shopping, or entertainment.
- Stakeholders noted that Lakewood and the region has wealthy residents. This population currently does not shop or dine in Lakewood for the most part, but could be attracted to certain restaurants or community-oriented uses.

Capable City Government

- Stakeholders generally felt the City government and the City Manager are capable and trusted. As one stakeholder said, "The City has great staff, and a strong council who cares about the community. They are the right people to take this on."
- Stakeholders noted that the City's performance has improved over time, with a greater willingness to be proactive in addressing community challenges and opportunities.

Challenges for Redevelopment of the Lakewood CBD

Public Safety and Cleanliness

- Safety was the top concern expressed by stakeholders. There is the perception of higher crime rates in Lakewood compared to neighboring jurisdictions.
- Many interviewees described public safety concerns, aesthetic challenges, and an increased presence of individuals who are homeless, some of whom face mental health challenges.
- One stakeholder sited a "lack of curb appeal," stating that successful downtown areas need to be maintained, and commitments should ideally be made by property owners and by the City.

> *One of the downtown's assets is that it's an established area, and the City has done a good job of zoning for it and preserving it, so they have a defined place they can work within. There are good roads that connect it to other places, and there are neighborhoods on its boundaries with residents who would support redevelopment uses.*
>
> Stakeholder Interviewee

> *I worry that while the City has a lot of big projects in the works, there are still practical issues, including cleanliness and a growing homeless challenge, that not are being taken care of. The City doesn't seem to be addressing these, or at least not in a robust way.*
>
> Stakeholder Interviewee

> *Even in the heart of Lakewood, there's some vandalism that goes on and some other crimes. You're never going to draw in people, or get the established long-time residents of Lakewood to visit, with that going on. People don't like visiting that area because of these issues.*
>
> Stakeholder Interviewee

Challenges Related to Existing Conditions in the CBD

- Stakeholders noted that are many empty storefronts and it will be a challenge to revitalize everything quickly. The City should consider focusing on a more narrowly defined central area and building out from there.
- The fragmented ownership of the Towne Center and CBD was noted as a challenge. In some cases, the success of existing businesses may limit appetite for redevelopment.
- The Lakewood CBD was described as "too spread out," with interviewees noting the lack of public spaces and long, unpleasant walks between different sections of the district, including getting to Motor Ave.

Lakewood's Position in the Regional Economy

- Many stakeholders noted that Lakewood's economy is not as strong as those of neighboring cities. Some emphasized the opportunity Lakewood has to reposition itself in the region, noting recent development happening in the community. Specific positive trends included a medical office under development, developers looking into multi-family housing, and tenant improvements.
- Some noted a challenge of attracting young families who have opportunities to live elsewhere in the region. Lakewood School District was mentioned as a weakness by at least one interviewee.

OPPORTUNITIES

Redevelopment Opportunities

- While some stakeholders encouraged the City to make efforts to increase the residential population of the CBD to support business growth, others were skeptical that residential density could come before significant improvements were made. Condos for younger people or senior resident living was seen as having potential for success by some, after concerns noted above related to safety and cleanliness are addressed.
- Many stakeholders promoted the concept of redeveloping portions of the CBD for civic and community uses (further described below). Similarly, restaurants and service businesses, including professional services offices, were seen as a potential use. There was less enthusiasm for brick and mortar stores given the challenges retailers face. Market analysis to be conducted later in this project will shed more light on these markets.
- Many interviewees noted the predominance of fast food and chain restaurants, expressing a desire for more locally-owned, sit-down restaurants.

> *I visualize a vibrant business district, where you can have dinner and then just enjoy a walk around for the evening. People can ride their bikes, coffee shops are still open, or you can get ice cream or dessert. Get people into an area, living there, and draw in businesses… it's very difficult to do it the other way around. If we can get some housing there, I think we could see a much more vibrant city.*
>
> Stakeholder Interviewee

> *It would be great if Lakewood had a place where people could go and do stuff. It should be a place that has activities in it; a place that people could go and have lunch and eat outside. They could hold events there, drawing people to an arts show one night, the movies another night, and a restaurant the next night.*
>
> Stakeholder Interviewee

Civic and Community Center for Lakewood

- The farmer's market is seen as a success that could be replicated.
- Many stakeholders reflected that there is not currently a place for community events, concerts, and fun outdoor activities. Interviewees like the idea of the CBD being a gathering place for community activities and civic uses.
- A need for additional meeting rooms for some organizations and community groups was mentioned.

Creating an Identity, Branding, and Aesthetics

- Stakeholders described the lack of a strong identity for Lakewood, and some areas within the city were noted as being unpleasant places to be. Stakeholders expressed support for focusing place-making efforts in the CBD, including more landscaping, a small park area, and open space. Signage and branding were also seen as important.
- Multiple stakeholders brought up the idea of there being a stream that goes under the CBD, and there was interest in seeing if that was something that could run on the surface of the CBD as a pleasant water feature.

> *I like the idea of having an entrance into the city, a pleasant main street, and all of that stuff. Make the CBD as pleasant as you can, then get people there. Some work has already been done, and I think that was time well spent. If they have ideas to take it further, I think they should.*
>
> Stakeholder Interviewee

A Compelling Vision that Energizes Community

- Some stakeholders have not seen a coherent and consistent vision for Lakewood as a whole and its goals for downtown in particular. Stakeholders would like to see cautious development, suggesting that the City start in the center of the CBD and build out.
- When queried about the opportunity to leverage the support of wealthy Lakewood households, stakeholders were somewhat skeptical. A compelling and practical vision and redevelopment plan would be required to solicit their support.

III. COMMUNITY PROFILE

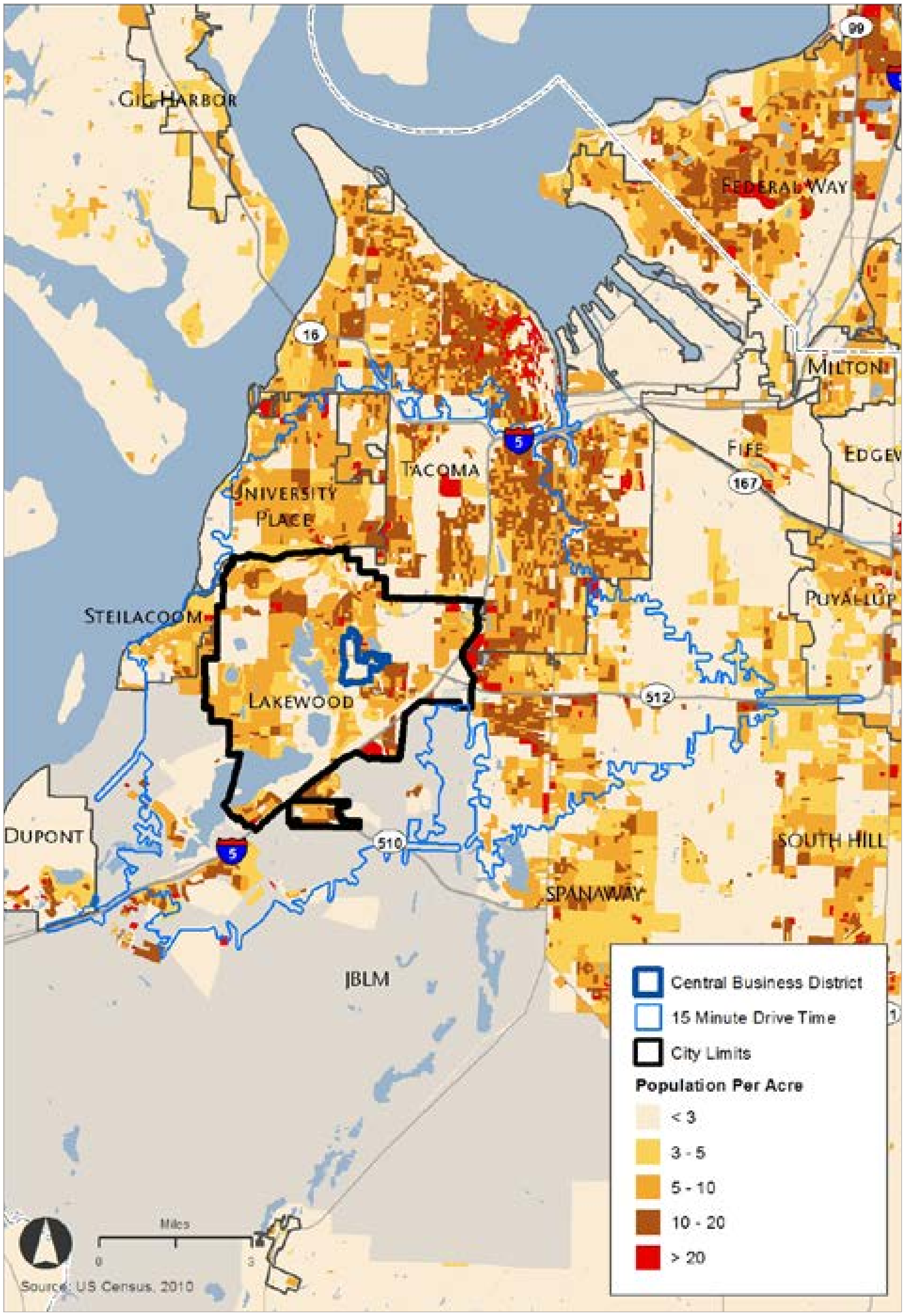
The following pages present demographic and socio-economic data in a format designed to allow easy comparison of the study area and the City of Lakewood overall to Pierce County, and creates benchmarks to view Lakewood in comparison to a collection of peer cities. The definitions for these geographies are below, and a map of the study areas and surrounding cities are on the following page.

- City of Lakewood: City limits.
- Central Business District 15-minute drive: the area reachable in by a 15 minute drive in all directions from the CBD.
- Central Business District Half Mile: a half-mile radius from the CBD.
- Pierce County as a whole.
- Peer cities:
    - Bonney Lake.
    - Federal Way.
    - Lacey.
    - Puyallup.
    - Sumner.
    - Tacoma.
    - University Place.

Peer cities were chosen based on geographic proximity and key characteristics they share with Lakewood. As shown in **Exhibit 10**, some are smaller and some cities are significantly larger in population than the City of Lakewood.

DEMOGRAPHICS

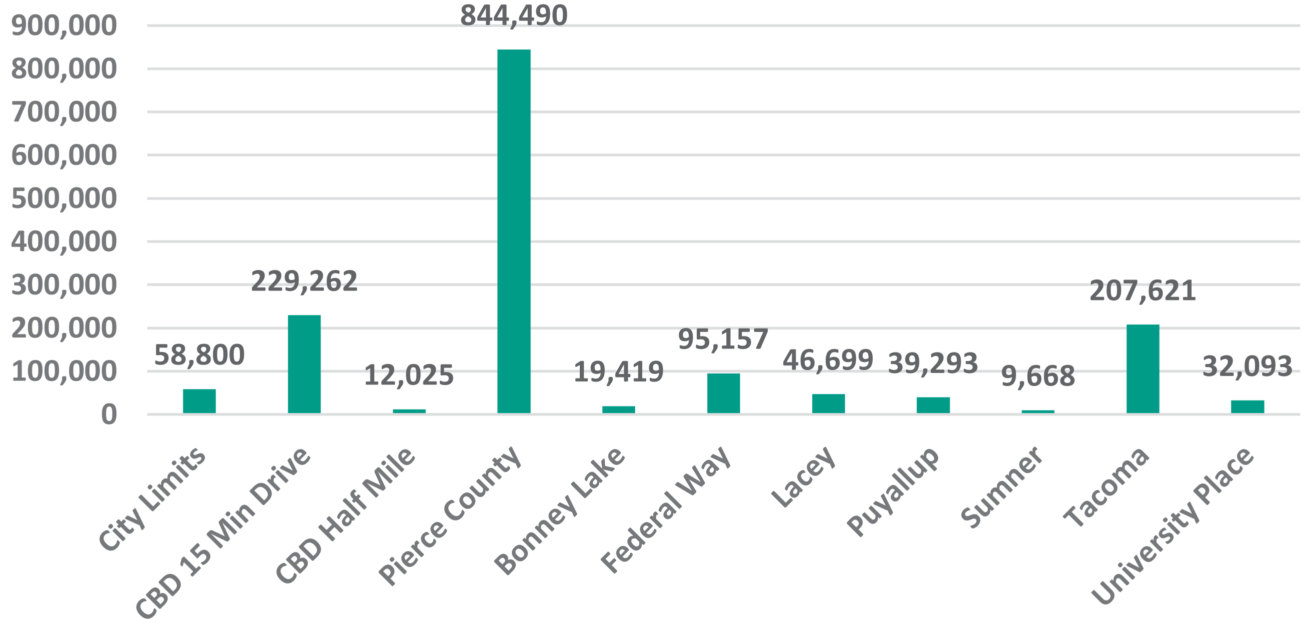
Exhibit 10. Study Areas and Population Density



Source: : ESRI, 2016

POPULATION

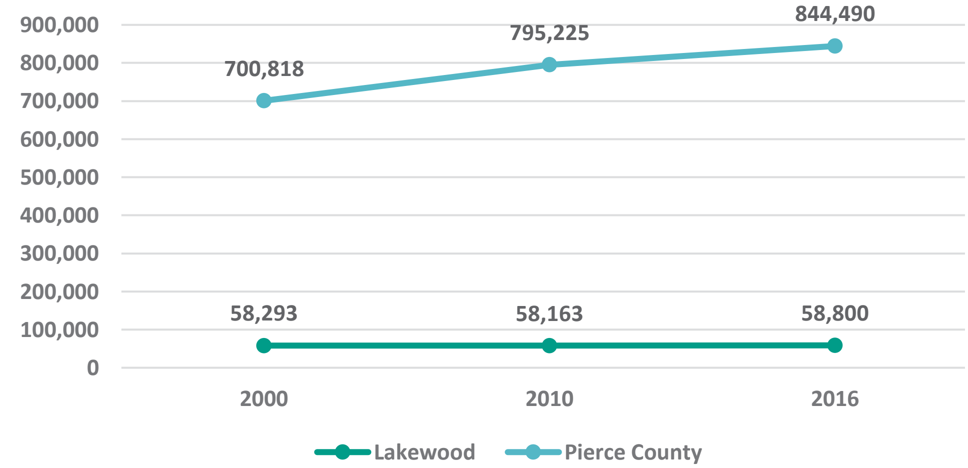
Exhibit 11. Population, 2016



Source: OFM, 2016; ESRI, 2016

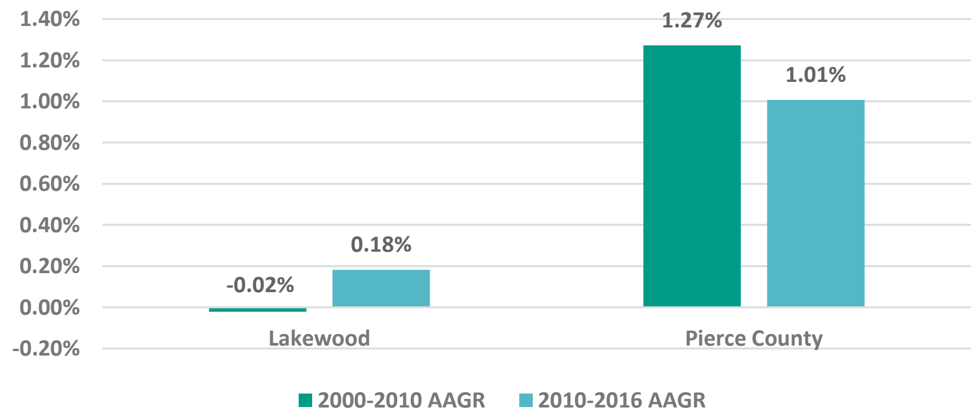
- The population of the CBD 15 minute drive geography is almost four times the population of Lakewood.

Exhibit 12. Population Over Time, Lakewood and Pierce County



Source: OFM, 2016; ESRI, 2016

Exhibit 13. Average Annual Population Growth, Lakewood, and Pierce County

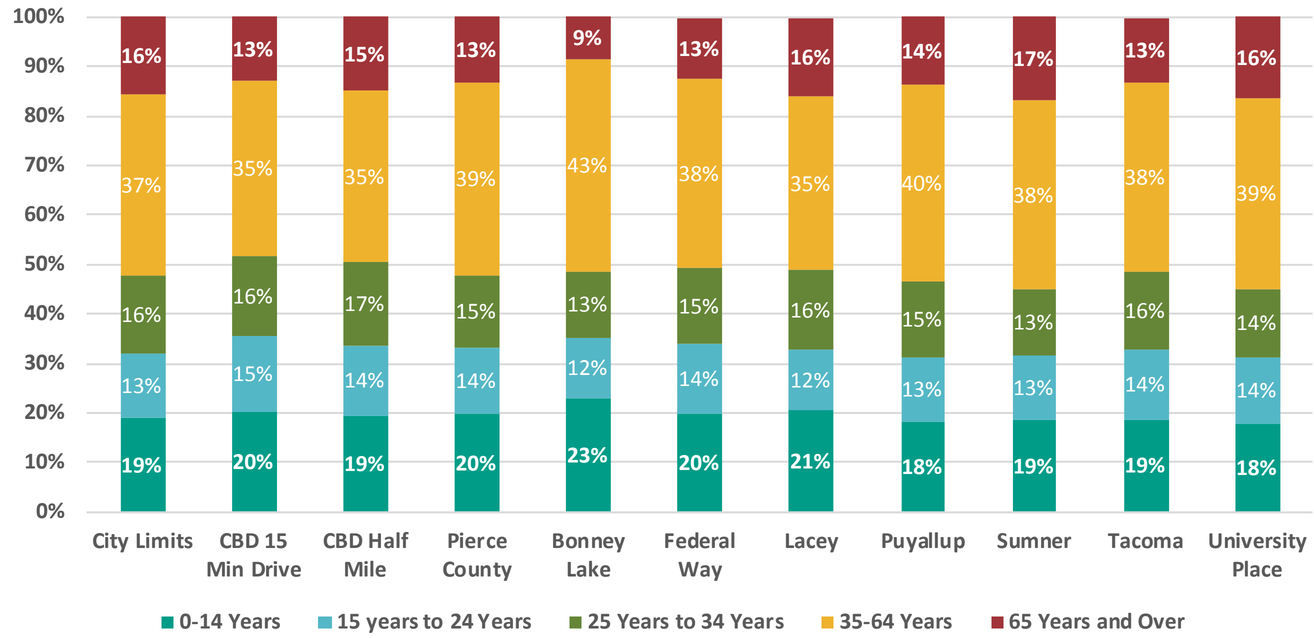


Source: OFM, 2016; ESRI, 2016

- Lakewood's population has been essentially flat since 2000. From 2000 to 2016, Lakewood's population grew by 507 people. Lakewood had an average annual growth rate from 2000 to 2010 of-0.02% and an average annual growth rate from 2010 to 2016 of 0.18%.
- From 2000 to 2016, Pierce County's population grew from 700,818 to 844,490. The County experienced an average annual growth rate from 2000 to 2010 of 1.27% and an average annual growth rate from 2010 to 2016 of 1.01%.

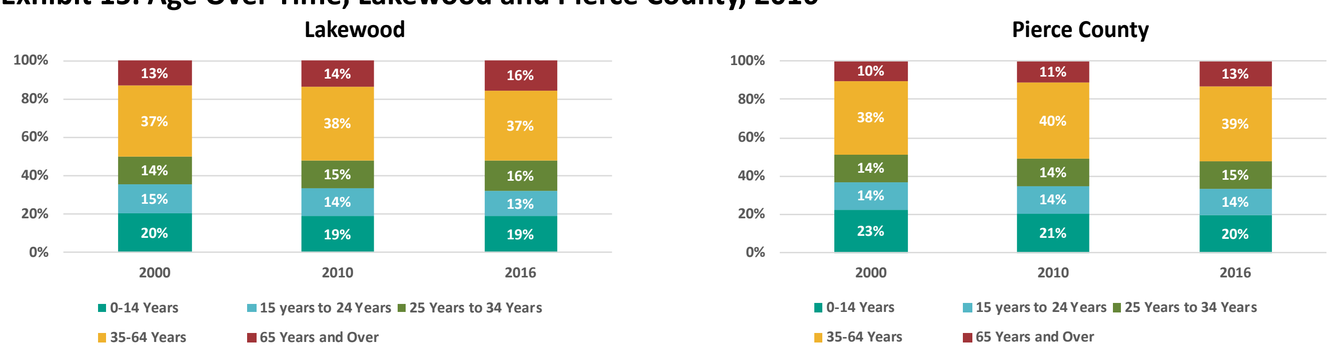
AGE

Exhibit 14. Age by Geography, 2016



Source: ESRI, 2016

Exhibit 15. Age Over Time, Lakewood and Pierce County, 2016

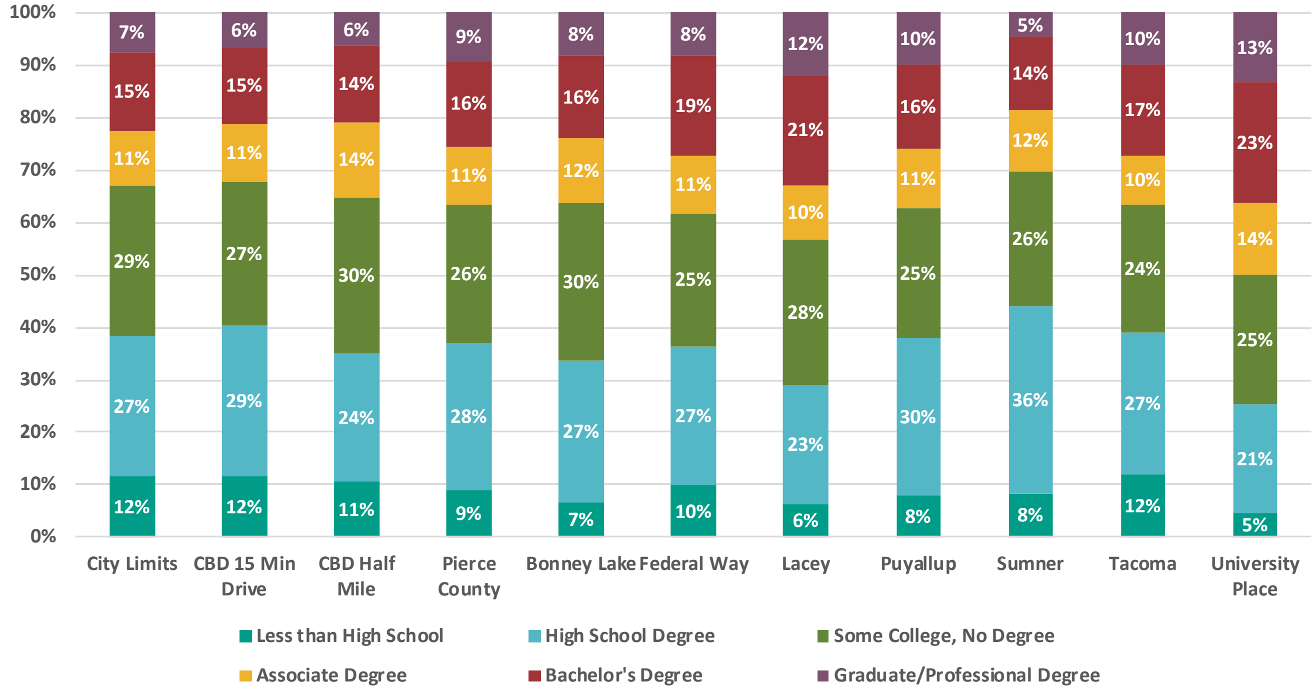


Source: U.S. Census, 2000, ACS 5-Year Estimates 2006-2010, ESRI, 2016.

- The age distribution of Lakewood is similar to that of Pierce County as a whole. 48% of the City's population and 49% of the County's population is under the age of 35.
- Age distribution in Lakewood remained relatively constant between 2000 and 2016. The County's population has aged over the same timeframe, going from 10% to 13% of the population being over 65.

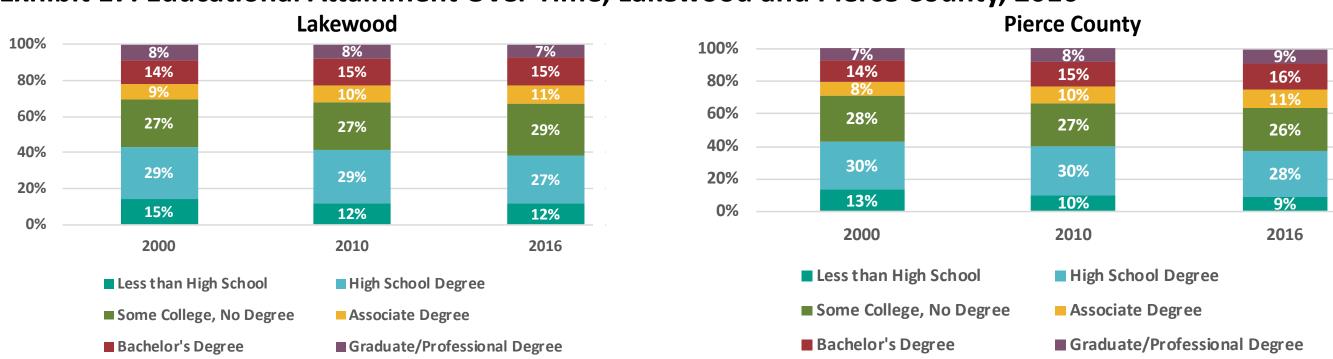
EDUCATIONAL ATTAINMENT

Exhibit 16. Education Attainment by Geography, 2016



Source: ESRI, 2016

Exhibit 17. Educational Attainment Over Time, Lakewood and Pierce County, 2016

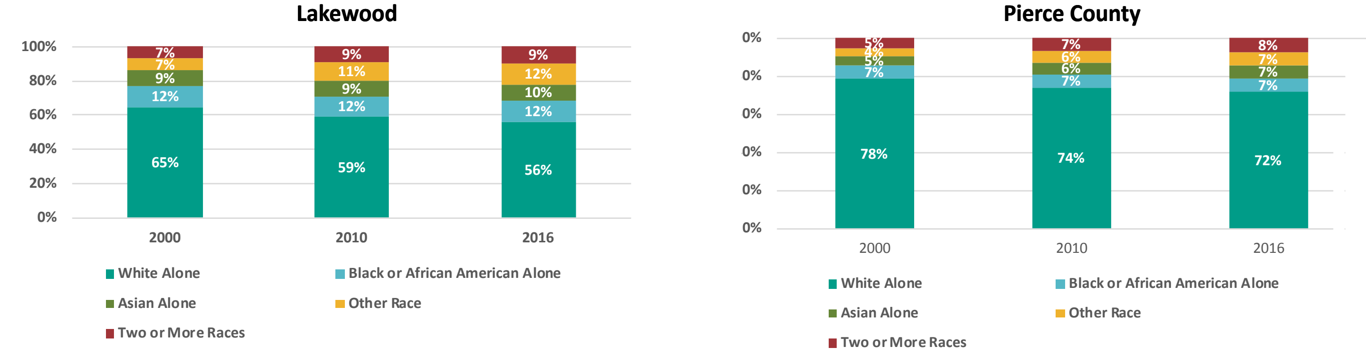


Source: U.S. Census, 2000, ACS 5-Year Estimates 2006-2010, ESRI, 2016.

- Lakewood residents are less educated than the population of Pierce County as a whole.
- In 2000, 31% of Lakewood residents had an Associate Degree, Bachelor's Degree, or a Graduate/Professional Degree. By 2016, this percentage increased to 33%.
- In 2000, 29% of Pierce County residents have an Associate Degree, Bachelor's Degree, or a Graduate/ Professional Degree. By 2016, this percentage increased to 36%.

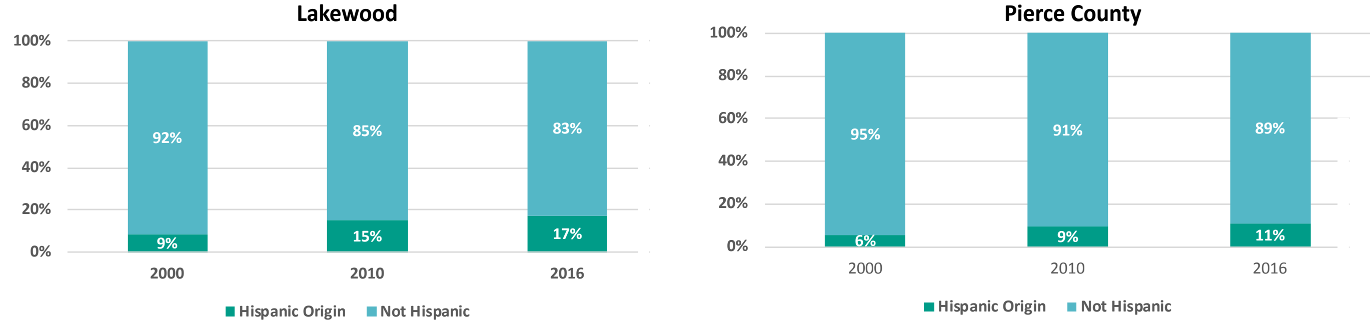
RACE AND ETHNICITY

Exhibit 18. Race over Time, Lakewood and Pierce County, 2016



Source: ESRI 2000, 2010, 2016

Exhibit 19. Ethnicity over Time, Lakewood and Pierce County, 2016

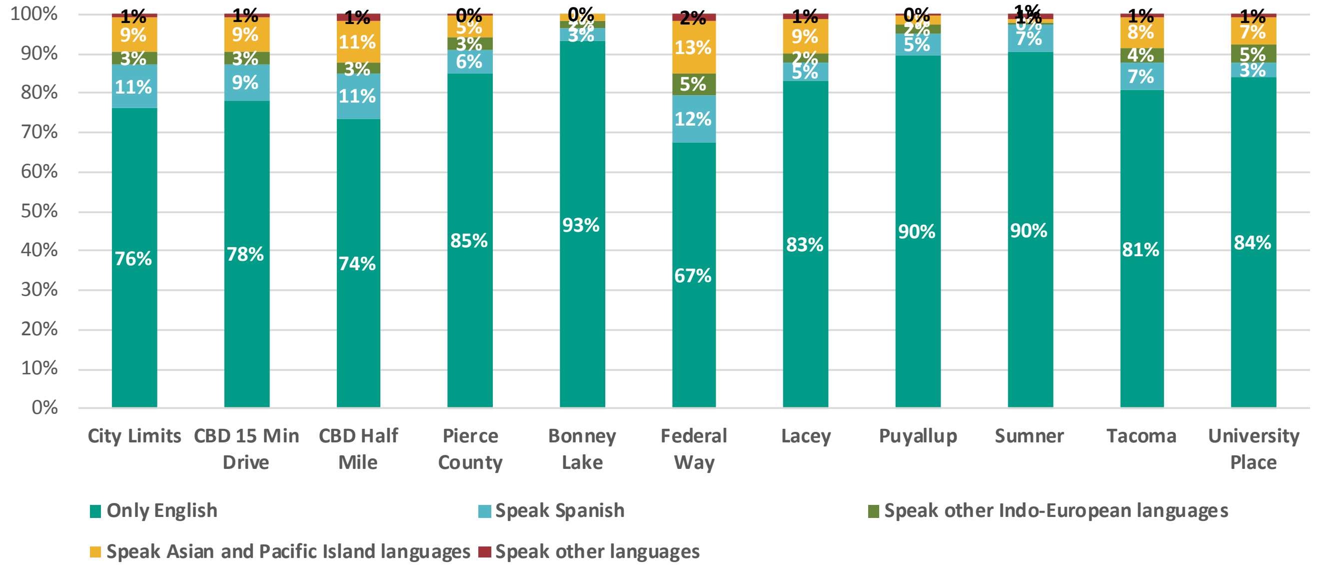


Source: ESRI 2000, 2010, 2016

- Lakewood and Pierce County are becoming more racially diverse over time, with Lakewood being more diverse than the County overall.
  - From 2000 to 2016, the White Alone population in Pierce County decreased from 78% to 72% while the While Alone proportion of the City decreased from 65% to 56%.
  - Over the same time period, Lakewood's Black or African American population has remained 12% of the population, with Asians increasing slightly (9% to 10%), the Two or More Race population increasing moderately (from 7% to 9%), and the Other Race population increasing from 7% to 12%.
  - The Asian Alone population in Pierce County increased from 5% to 7% from 2000 to 2016 and the Two or More Races population increased from 5% to 8%.
- The share of the population that identifies as Hispanic is growing in Pierce County and Lakewood.
  - From 2000 to 2016, the share of the County's population that is of Hispanic origin increased from 6% to 11%. The population of Hispanic origin in Lakewood increased from 9% to 17% over the same time period.

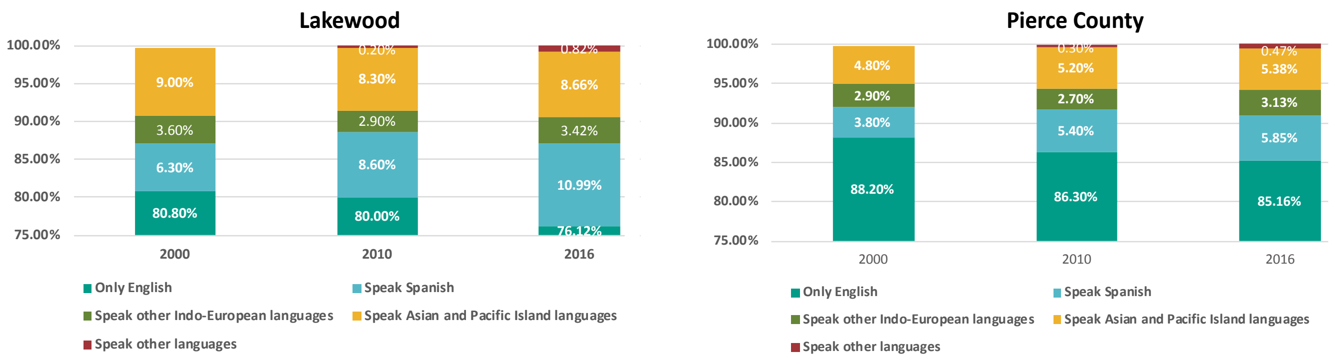
LANGUAGE SPOKEN AT HOME

Exhibit 20. Language Spoken at Home by Geography, 2016



Source: ESRI, 2016

Exhibit 21. Language Spoke at Home over Time, Lakewood and Pierce County, 2016



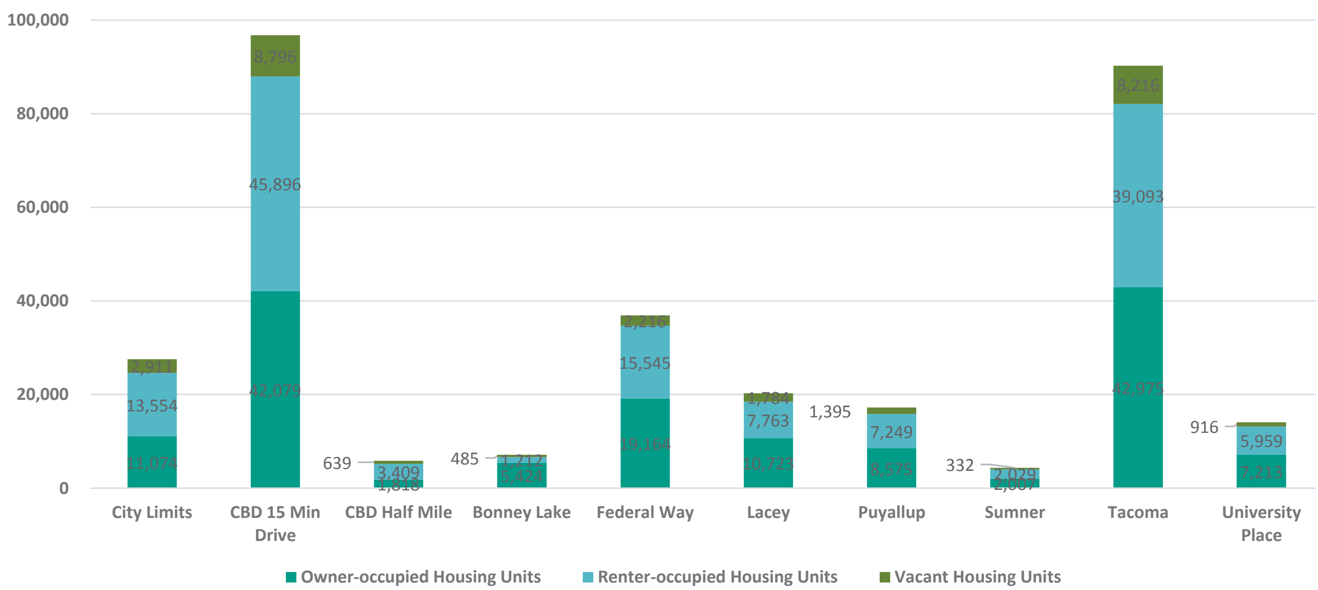
Notes: Speak other languages was not included in the 2000 U.S. Census.
The 2000 and 2010 data is for children over the age of 5.
Source: U.S. Census, 2000, ACS 5-Year Estimates 2006-2010, ESRI, 2016.

- In 2016, 24% of the Lakewood population speaks a language other than English at home compared to 15% of the Pierce County population.
- 11% of the Lakewood population speaks Spanish at home compared to 6% of the Pierce County population.
- 9% of the Lakewood population speaks Asian and Pacific Island languages at home, compared to 5% of the County population.
- From 2000 to 2016, those speaking Only English at home decreased from 81% to 76% in Lakewood, and from 88% in 2000 to 85% in the County.

HOUSING

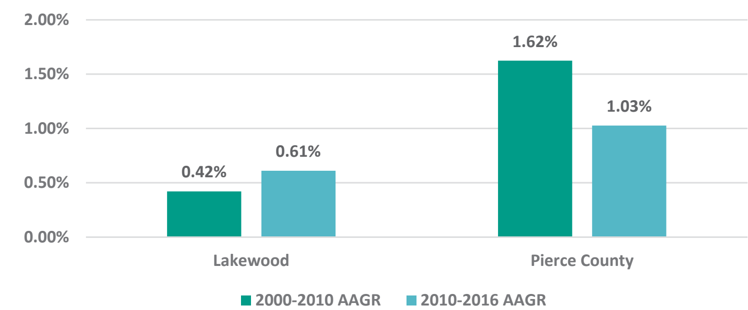
HOUSING UNITS

Exhibit 22. Number of Owner-occupied, Renter-occupied, and Vacant Units, 2016



Source: OFM, 2016; ESRI, 2016

Exhibit 23. Housing Units Average Annual Growth Rates

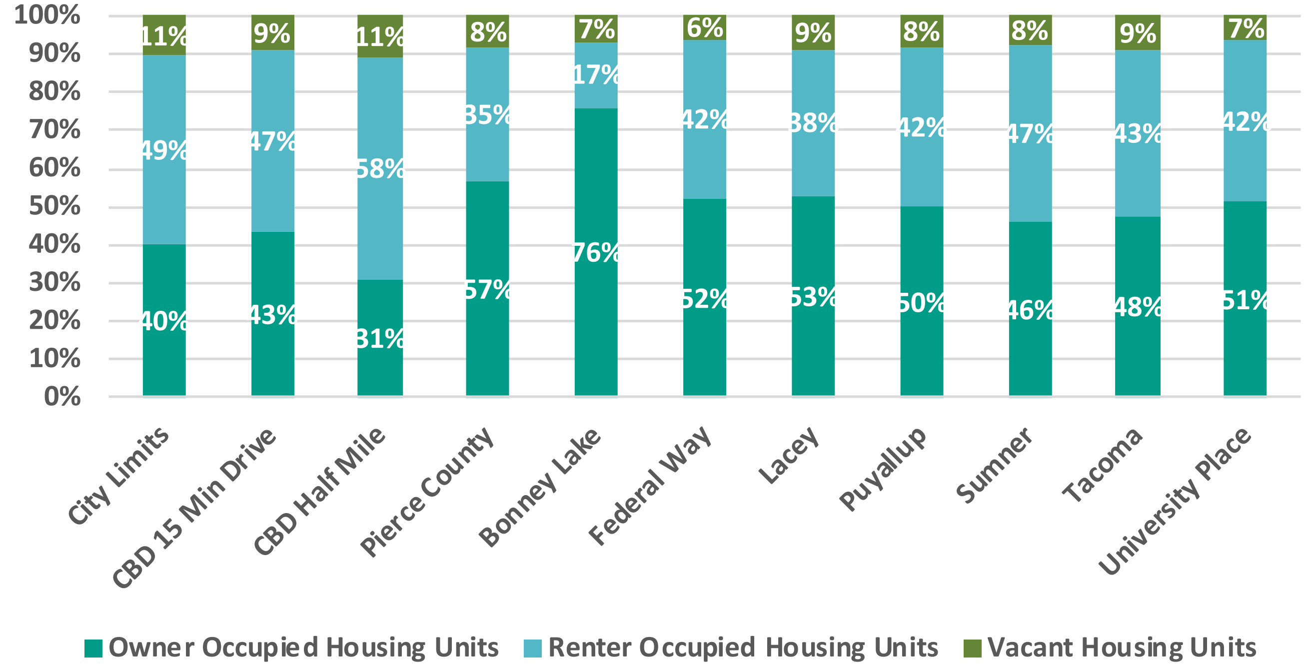


Source: OFM, 2016; ESRI, 2016

- Lakewood's housing stock is growing much more slowly than that of the County as a whole.
  - Lakewood had a housing units average annual growth rate from 2000 to 2010 of 0.42% and an average annual growth rate from 2010 to 2016 of 0.61%.
  - Pierce County had a housing units average annual growth rate from 2000 to 2010 of 1.62% and an average annual growth rate from 2010 to 2016 of 1.03%.

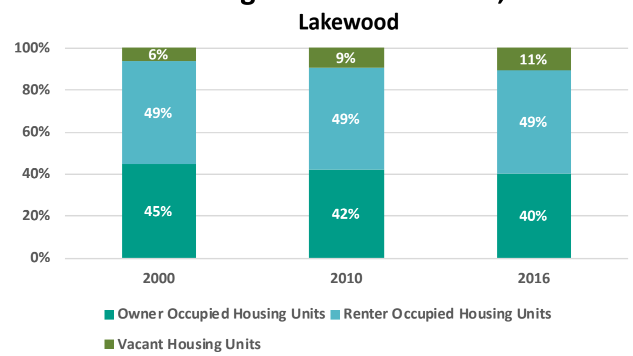
HOUSING TENURE

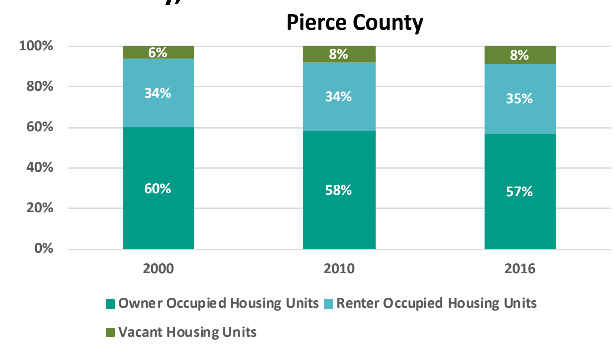
Exhibit 24. Housing Tenure by Geography, 2016



Source: ESRI, 2000, 2010, 2016

Exhibit 25. Housing Tenure Over Time, Lakewood and Pierce County, 2016





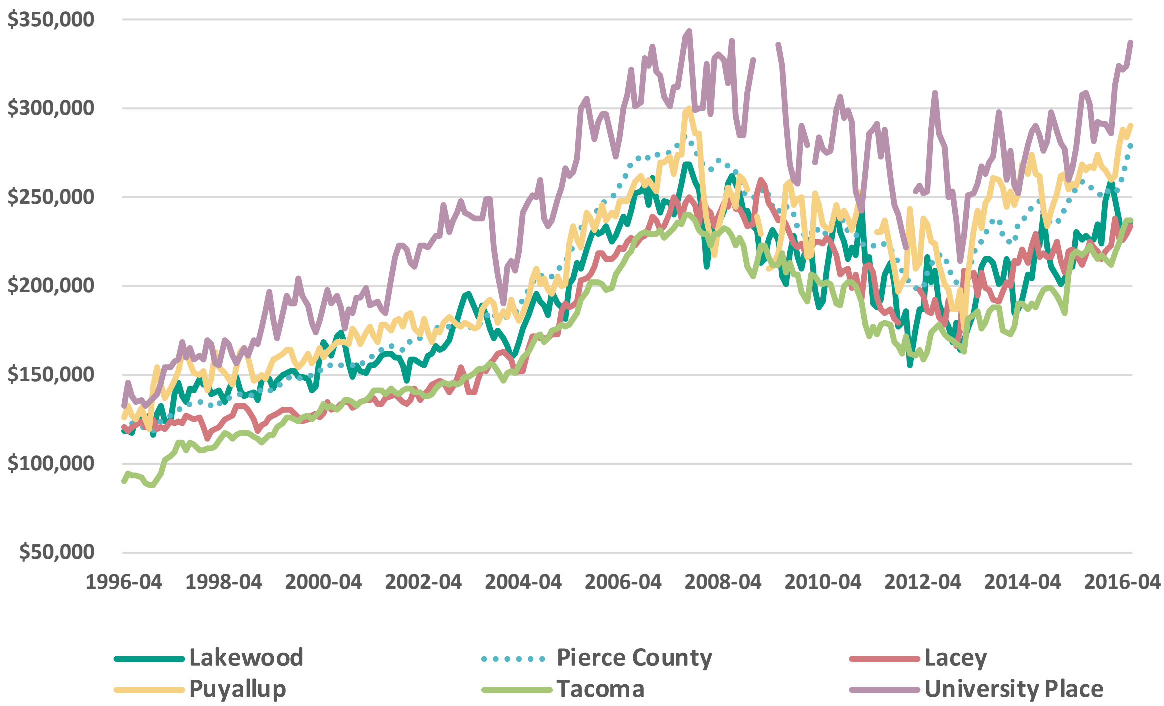
Source: ESRI 2000, 2010, 2016

- 40% of housing units in Lakewood are owner-occupied compared to 57% of Pierce County housing units.
- Within a half-mile of the CBD, nearly 60% of households are renter-occupied – the largest proportion of all studied geographies.
- Housing tenure over time has remained relatively constant for both Lakewood and Pierce County.
  - » The share of Lakewood's housing stock that is vacant has increased steadily from 6% in 2000 to 9% in 2010 and 11% in 2016. Vacant housing in the County increased from 6% to 8% over the same time period.

RESIDENTIAL MARKET

To assess the residential market in Lakewood, Zillow home value and rental indices were used to compare median sold home prices and median rental prices within Lakewood and its comparable areas.

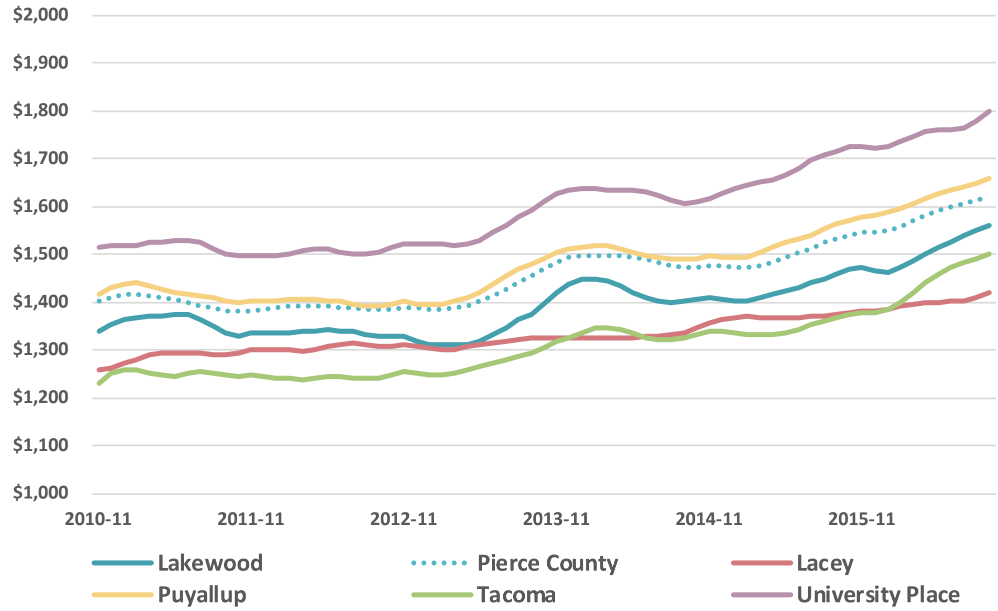
Exhibit 26. Median Sale Price, Single Family and Condo/Co-op



Source: Zillow, 2016

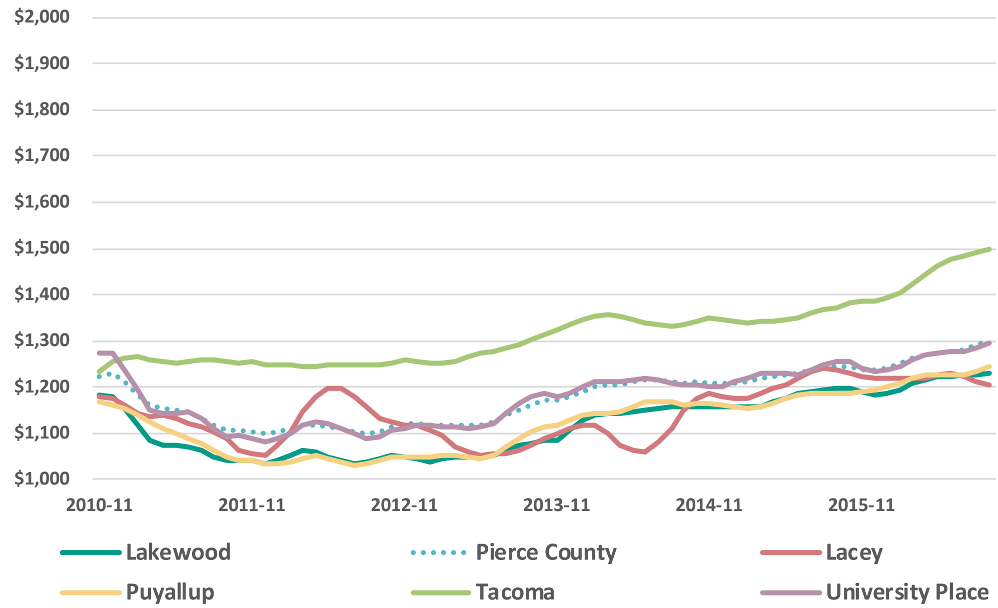
- Lakewood's median selling price for homes tracks to its comparable areas closely, and tends to move in relationship to the broader housing market in Pierce County. Lakewood home values tend to be more affordable than University Place, Puyallup, and Pierce County as a whole.

Exhibit 27. Median Rents, Single Family and Condo/Co-op



Source: Zillow, 2016

Exhibit 28. Median Rent, Multi-Family



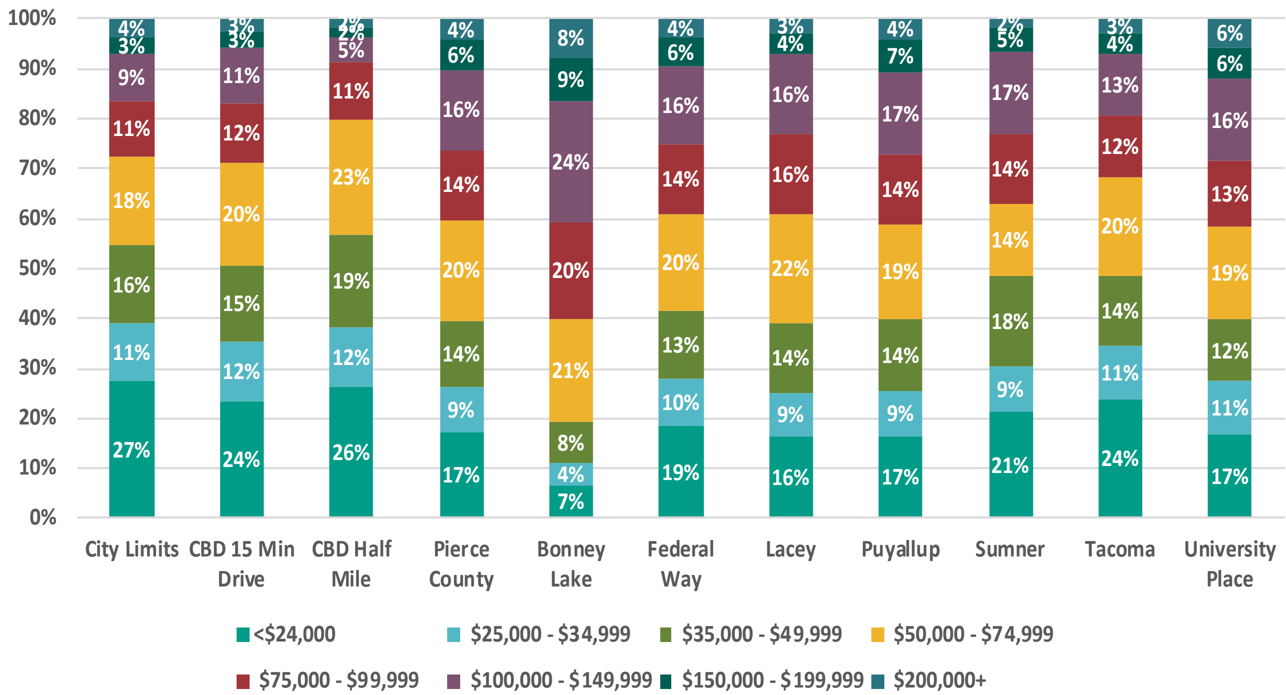
Source: Zillow, 2016

- As with the for-sale market, Lakewood's rent (for single family residences, condominiums, and co-ops, as well as multi-family housing) tracks to its comparable areas closely, and also tends to move in relationship to the housing market in Pierce County. Lakewood rents tend to be cheaper than University Place, Puyallup, and Pierce County as a whole.
- Tacoma has a notable higher median rental price for multi-family residences than other communities studied. In the multi-family market, Lakewood is more affordable than all studied communities other than Lacey.

INCOME

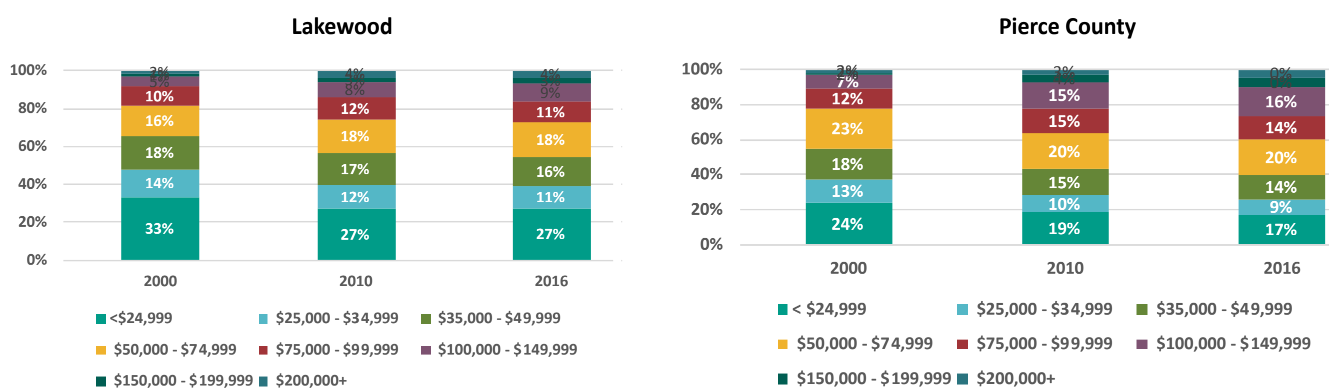
HOUSEHOLD INCOME DISTRIBUTION

Exhibit 29. Household Income by Geography, 2016



Source: ESRI, 2016

Exhibit 30. Household Income over Time, Lakewood and Pierce County, 2016

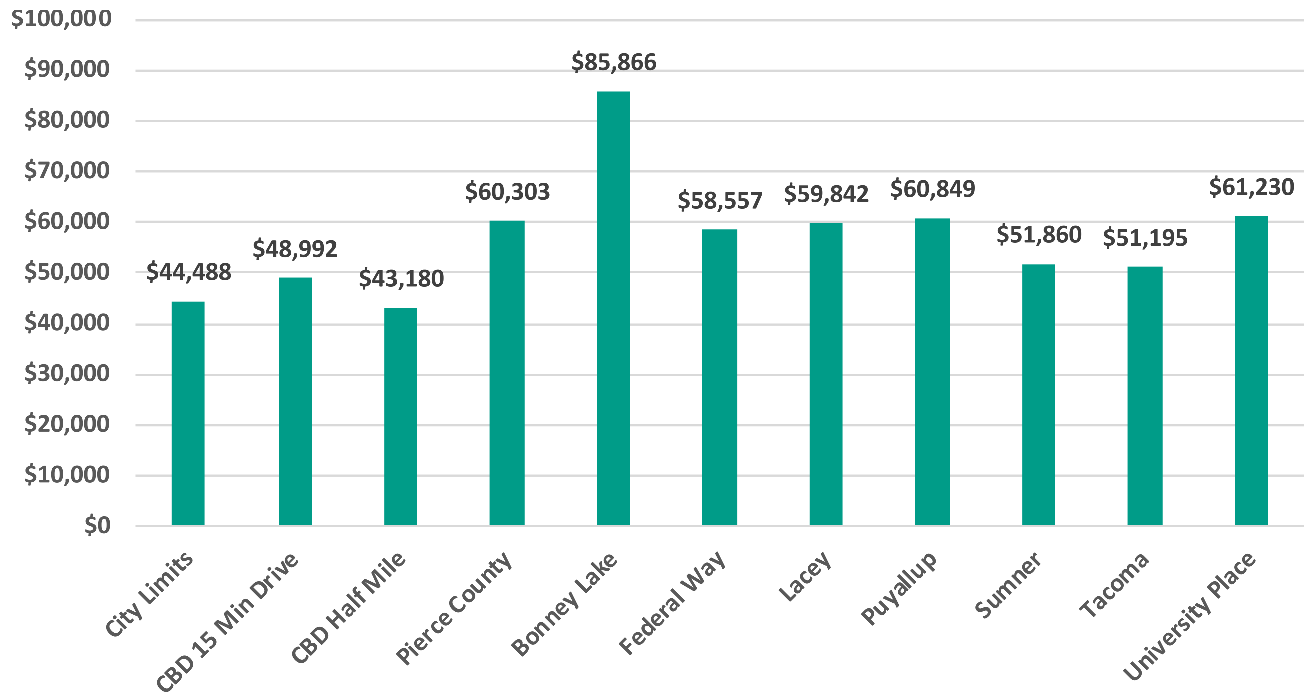


Source: U.S. Census 2000, U.S. Census ACS 5-Year Estimates 2006-2010, ESRI, 2016.

- 55% of Lakewood households earn less than $50,000, compared to 40% of Pierce County households. Percentages are similar to Lakewood for the CBD 15 Minute Drive (51%) and CBD Half Mile (57%) study areas,
- 16% of Lakewood households earn more than $100,000, compared with 26% for the County. Percentages increase slightly for the CBD 15 Minute Drive (17%) and drop for the CBD Half Mile (9%) study areas,

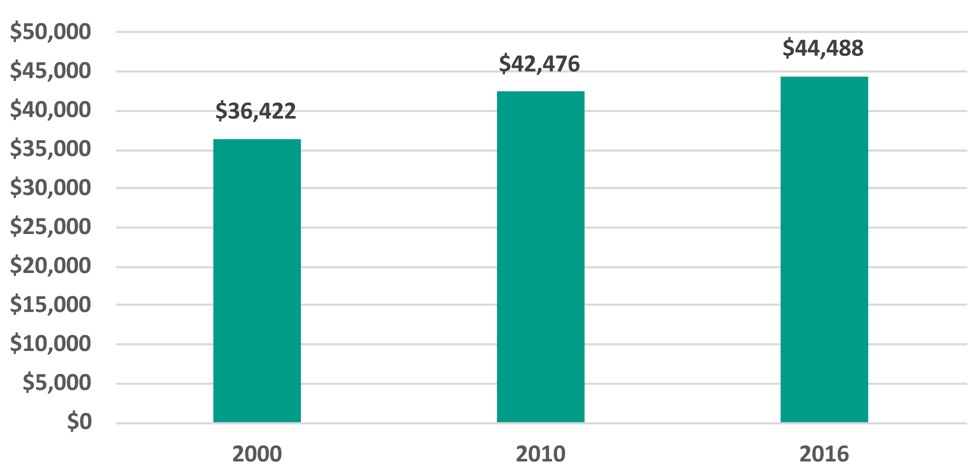
HOUSEHOLD INCOME DISTRIBUTION

Exhibit 31. Median Household Income by Geography, 2016



Source: ESRI, 2016

Exhibit 32. Median Household Income Over Time (Nominal $), Lakewood, 2016

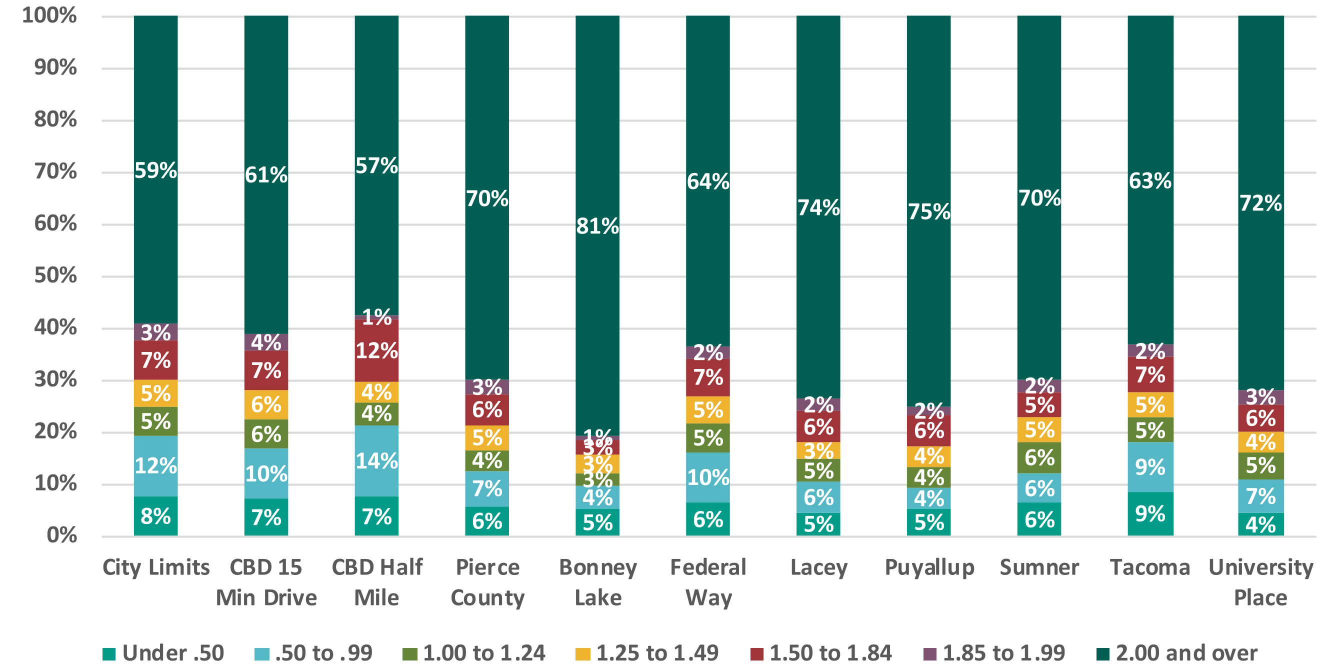


Source: U.S. Census 2000, U.S. Census ACS 5-Year Estimates 2006-2010, ESRI, 2016.

- The 2016 median household income for Lakewood is $44,488 compared to $60,303 for Pierce County.

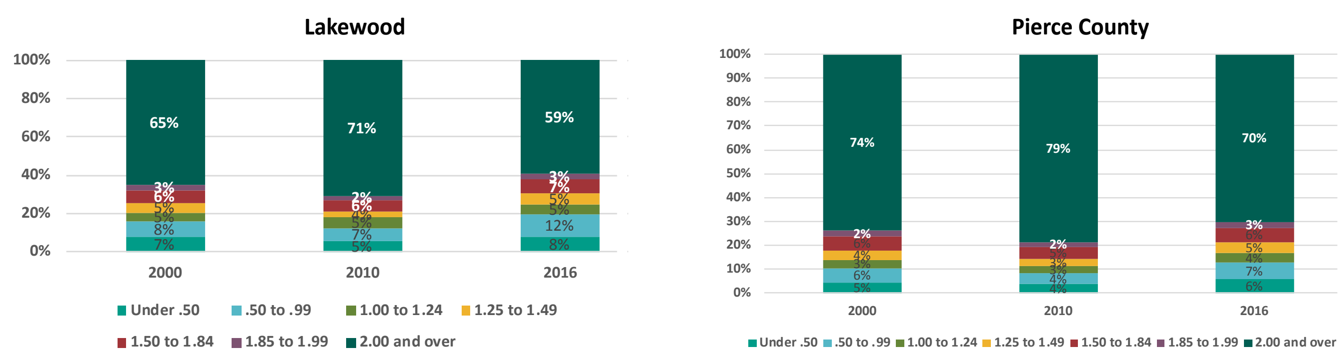
POVERTY

Exhibit 33. Ratio of Income to Poverty Level by Geography, 2016



Source: ESRI, 2016

Exhibit 34. Ratio of Income to Poverty Level Over Time, Lakewood and Pierce County, 2016



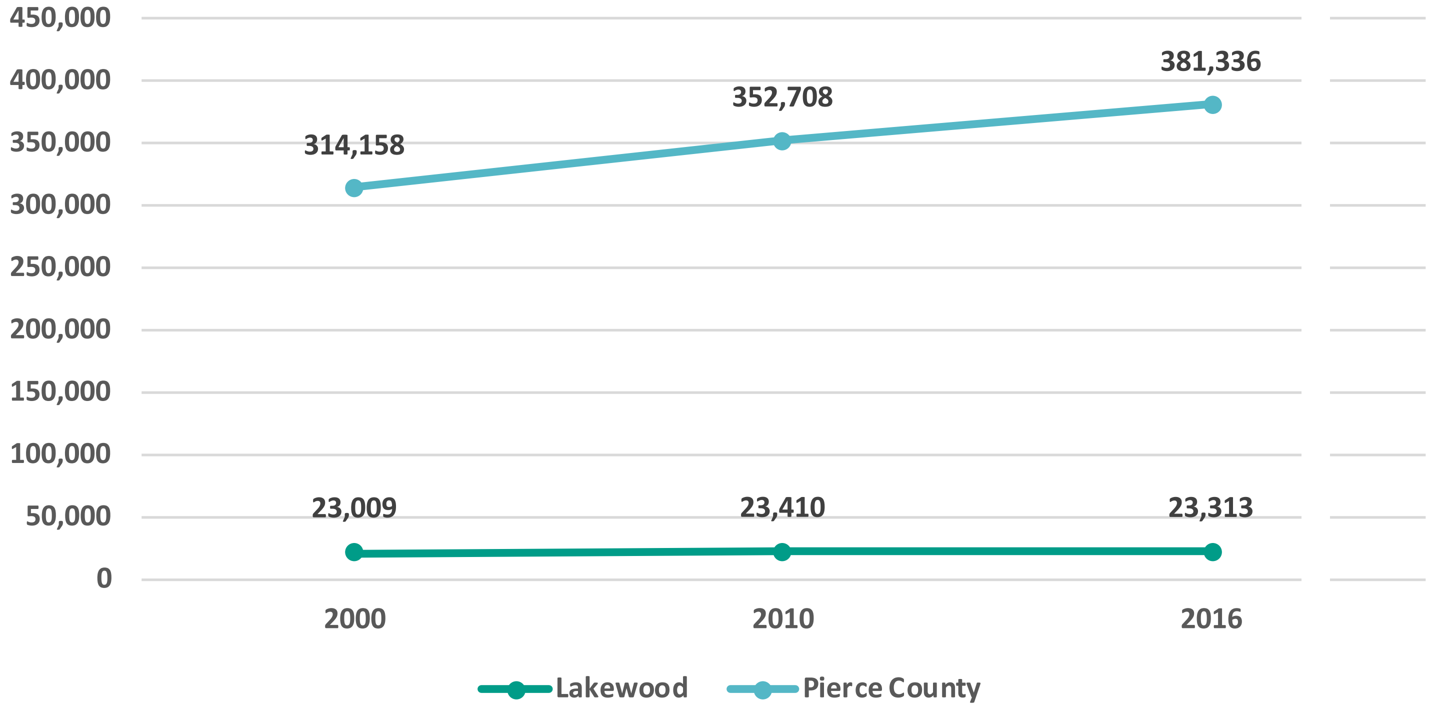
Source: U.S. Census 2000, U.S. Census ACS 5-Year Estimates 2006-2010, ESRI, 2016

- The Ratio of Income to Poverty is a Census calculation defined as income divided by the poverty threshold determined by family size. Ratios below 1.0 indicate a family is in poverty,
- In 2016, 20% of the population of Lakewood is below the federal definition of poverty, with a Ratio of Income to Poverty below 1.0, in comparison to 13% of the population of Pierce County.
- The percent of the Lakewood population living in poverty (Ratio of Income to Poverty Level below 1.0) has grown from 15% in 2000 to 20% in 2016. Over the same timeframe, the percent of the Pierce County population living in poverty has increased more moderately 11% to 13%.

EMPLOYMENT

TOTAL EMPLOYMENT

Exhibit 35. Total Employment Over Time, Lakewood and Pierce County

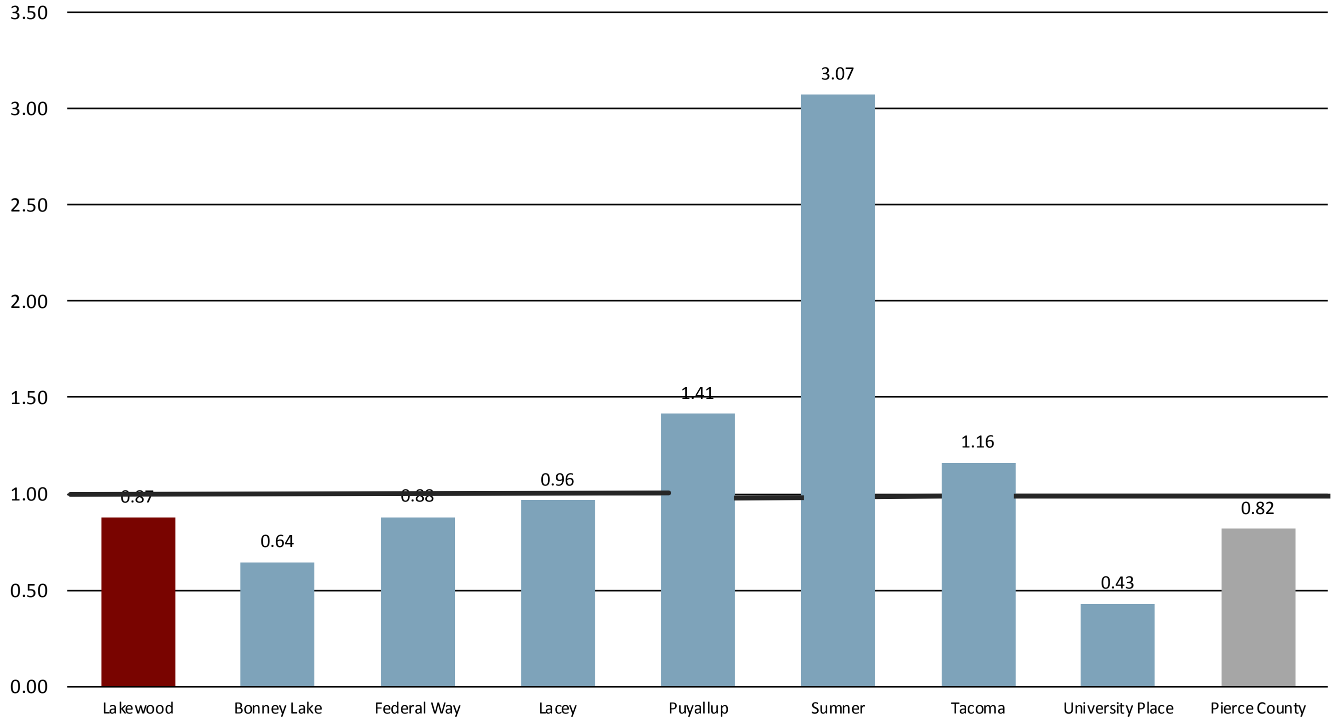


Source: U.S. Census 2000, U.S. Census ACS 5-Year Estimates 2006-2010, ESRI, 2016.

- In 2016, total employment for Pierce County was 381,336 and total employment for Lakewood was 23,313.
- From 2000 to 2016, Pierce County employment grew by 21%, while employment in Lakewood grew by only 1%.

JOBS TO HOUSING RATIO

Exhibit 36. Jobs to Housing Ratio

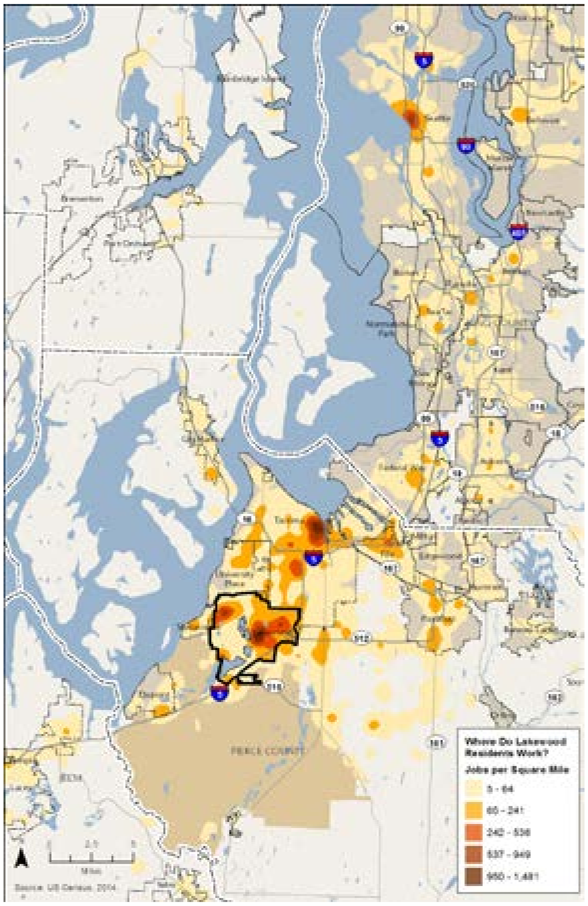


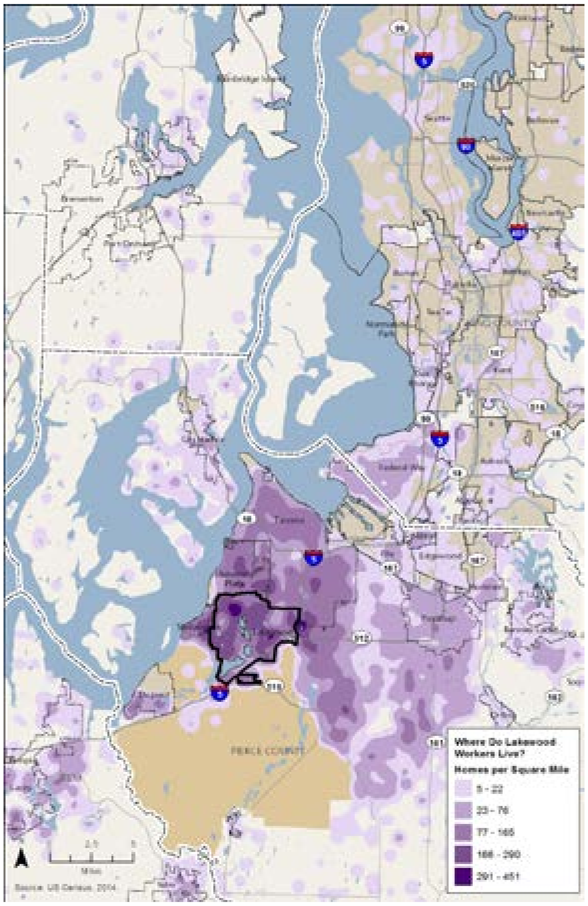
Source: ESRI, 2016

- With a jobs to housing ratio of 0.87, Lakewood is a net exporter of workers, with more people living in Lakewood than working in Lakewood. This is the case for many comparable cities as well, with the exception of Puyallup, Sumner, and Tacoma.

JOURNEY TO WORK

Exhibit 37. Where Lakewood Residents Work and Where Lakewood Workers Live, 2016



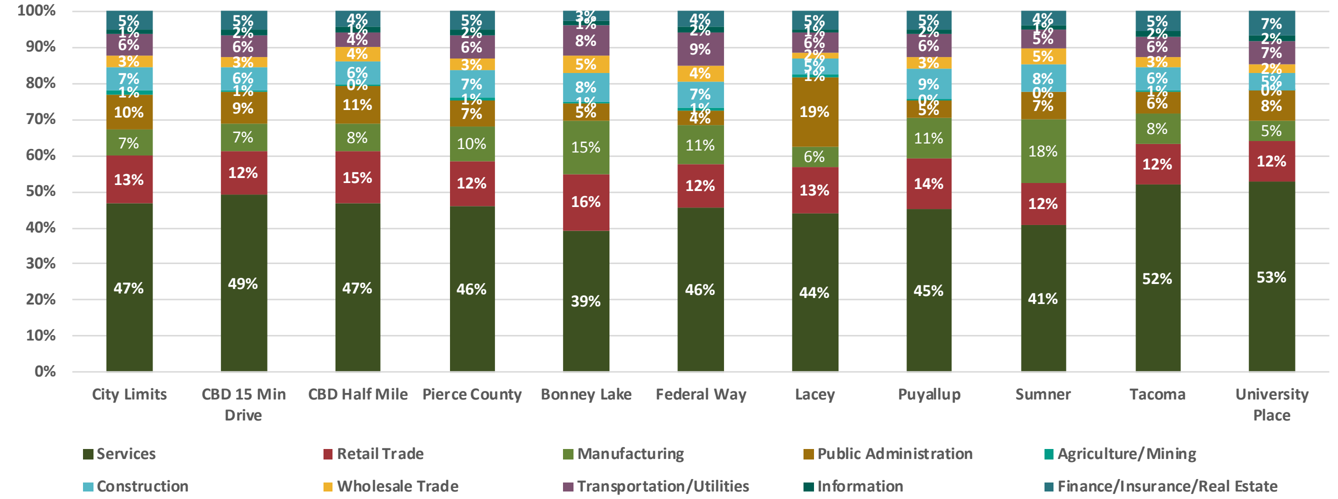


Locations Lakewood Residents Are Commuting To			Locations Lakewood Workers Are Commuting From		
Location	*Count*	*Percent*	*Locations*	*Count*	*Percent*
Tacoma	4,034	20.6%	Tacoma	4,176	16.5%
Lakewood	3,476	17.8%	Lakewood	3,476	13.7%
Seattle	1,872	9.6%	Parkland	1,100	4.3%
Puyallup	565	2.9%	University Place	1,077	4.2%
Kent	509	2.6%	South Hill	931	3.7%
Fife	495	2.5%	Spanaway	878	3.5%
Federal Way	443	2.3%	Puyallup	595	2.3%
Olympia	402	2.1%	Federal Way	527	2.1%
Auburn	393	2.0%	Lacey	415	1.6%
Bellevue	373	1.9%	Frederickson	410	1.6%
Other Locations	7,005	35.8%	Other Locations	11,785	46.5%
All Locations	19,567	100.0%	All Locations	25,370	100.0%

Source: U.S. Census Bureau, On The Map Application, 2016

EMPLOYMENT COMPOSITION

Exhibit 38. Employed Population 16 Years and Older by Industry and Geography, 2016



Source: ESRI, 2016

Lakewood Employment Over Time

	2000	2010	2016
Agriculture/Mining	124	162	229
Construction	1,199	1,851	1,516
Manufacturing	2,098	2,097	1,695
Wholesale Trade	831	756	733
Retail Trade	3,159	3,178	3,073
Transportation/Utilities	1,239	1,096	1,416
Information	583	394	232
Finance/Insurance/Real Estate	1,412	1,295	1,223
Services	10,554	10,734	10,888
Public Administration	1,810	1,847	2,308
Total	**23,009**	**23,410**	**23,313**

Pierce County Employment Over Time

	2000	2010	2016
Agriculture/Mining	3,126	2,598	3,041
Construction	24,340	30,059	28,258
Manufacturing	39,511	36,102	36,270
Wholesale Trade	13,919	13,376	12,639
Retail Trade	39,408	42,754	47,492
Transportation/Utilities	21,555	21,853	24,630
Information	7,138	5,649	6,308
Finance/Insurance/Real Estate	18,212	21,681	19,272
Services	128,586	156,252	175,766
Public Administration	18,363	22,384	27,660
Total	**314,158**	**352,708**	**381,336**

Source: ESRI, 2016

- Employment distribution within Lakewood has stayed largely the same from 2000 to 2016.
- Within the County overall, the percentages of employees in the Services industry has increased from 41% to 46%.

Exhibit 39. Lakewood Employed Population 16 Years and Older by Industry, 2000-2016

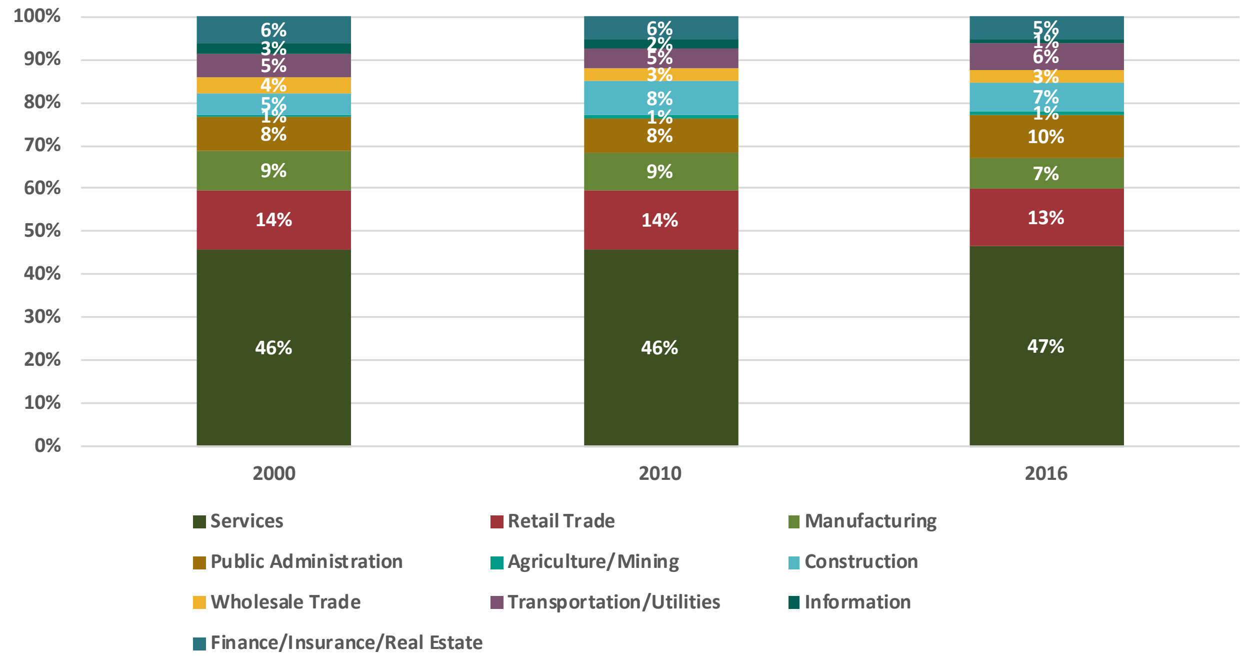
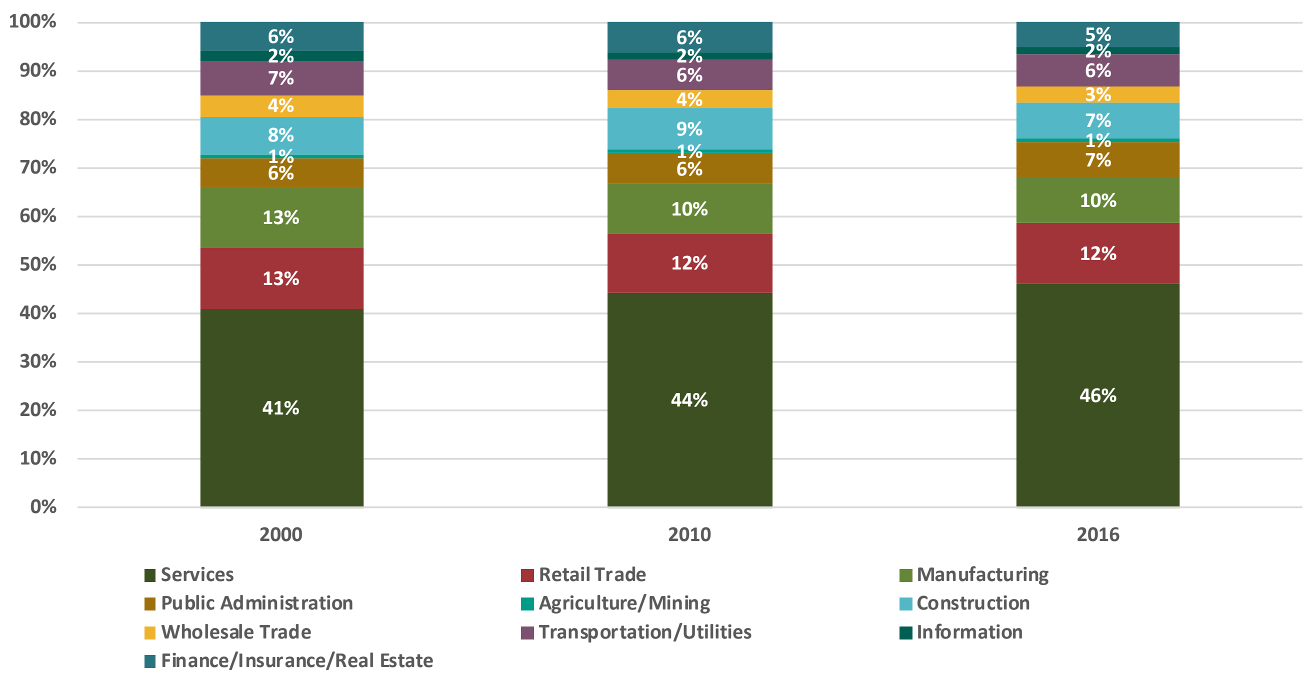


Exhibit 40. Pierce County Employed Population 16 Years and Older by Industry, 2000-2016

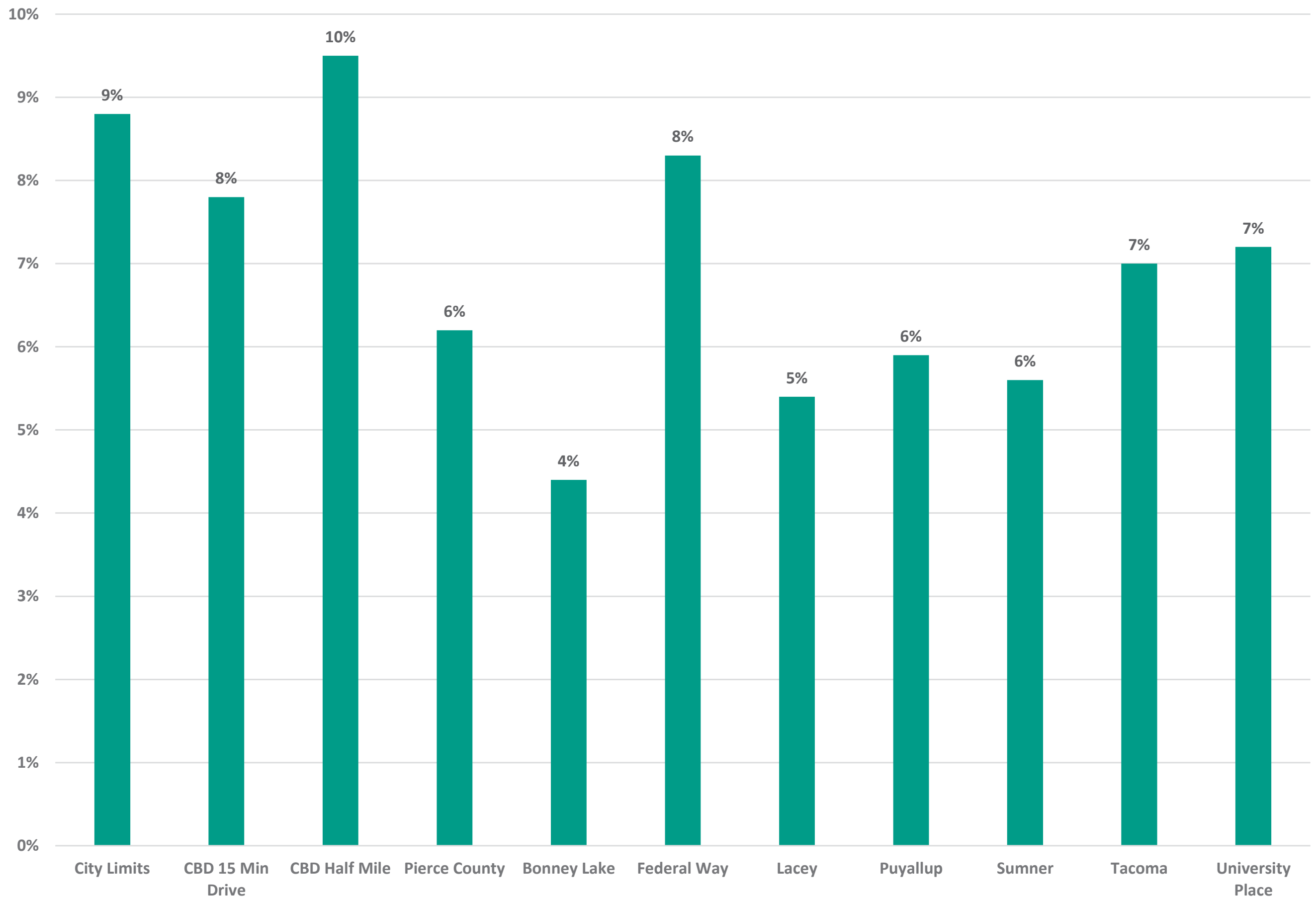


Source: ESRI, 2016

- The Services industry from 2000 to 2016 continues to employ the largest percentage of employees in both Lakewood (47% in 2016) and Pierce County (46% in 2016). Lakewood's second and third largest employment sectors are Retail and Manufacturing.

UNEMPLOYMENT

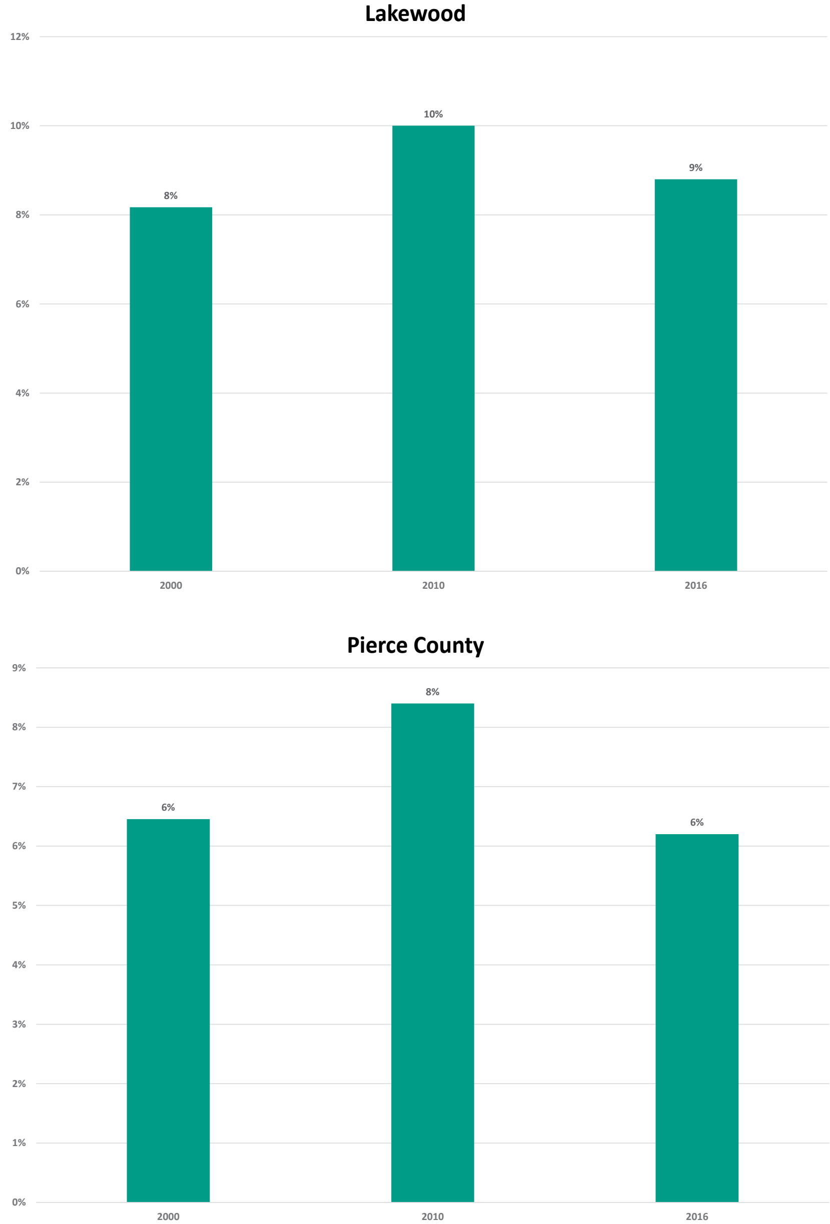
Exhibit 41. Unemployment for Civilian Population 16 Years and Older by Geography, 2016



Source: ESRI, 2016

- At 9%, Lakewood has one of the higher unemployment rates of all the shown geographies. In comparison, the Pierce County unemployment rate is 6%.

Exhibit 42. Unemployment for Lakewood and Pierce County Over Time

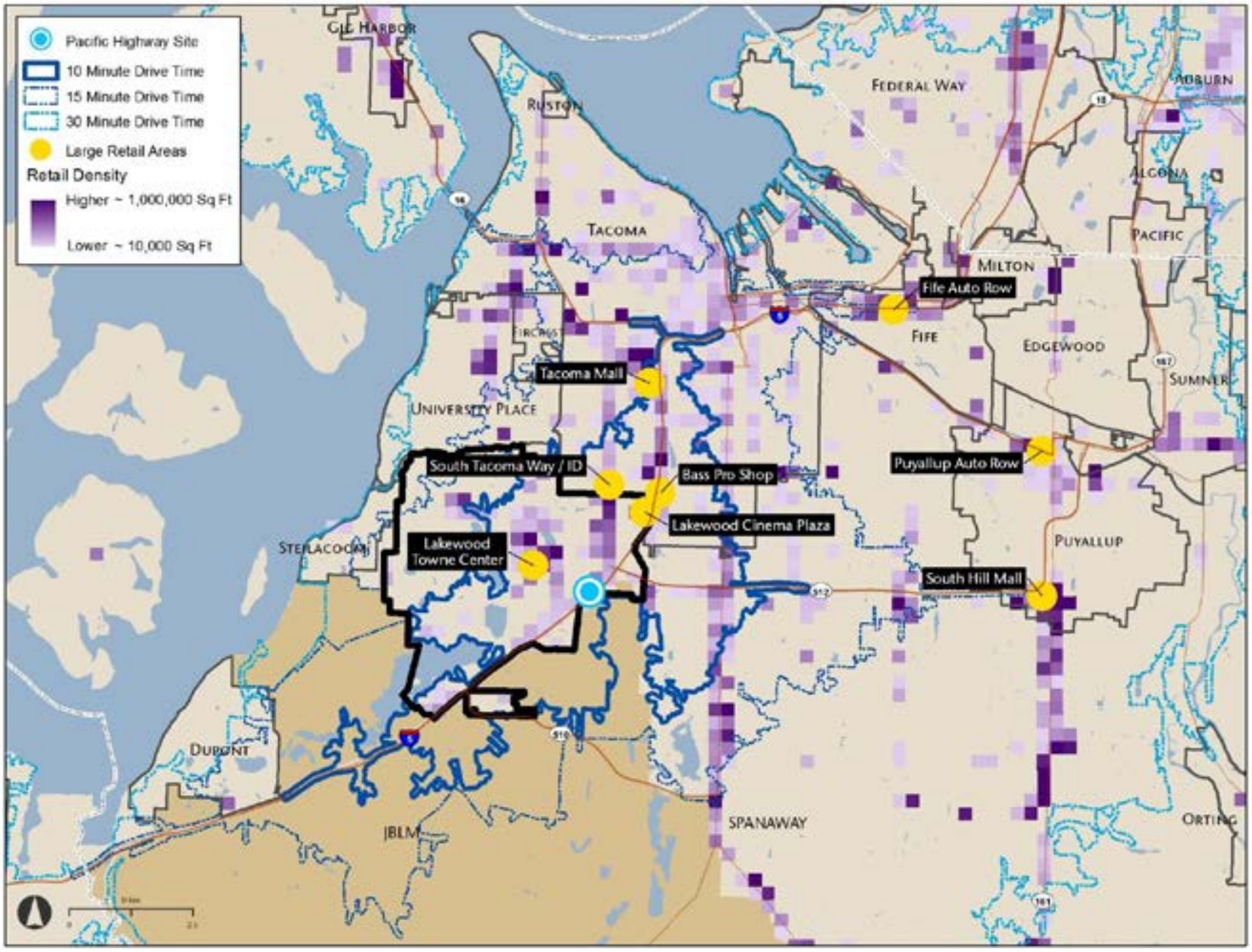


Source: U.S. Census 2000, U.S. Census ACS 5-Year Estimates 2006-2010, ESRI, 2016.

- The unemployment rates for both Lakewood and Pierce County increased during recession years and then decreased following the Recession.
  - The unemployment rate in Lakewood was 8% in 2000, increased to 10% in 2010, and then decreased to 9% in 2016.
  - The unemployment rate in Pierce County increased from 6% in 2000 to 8% in 2010 and then decreased back to 6% in 2016.

RETAIL MARKET

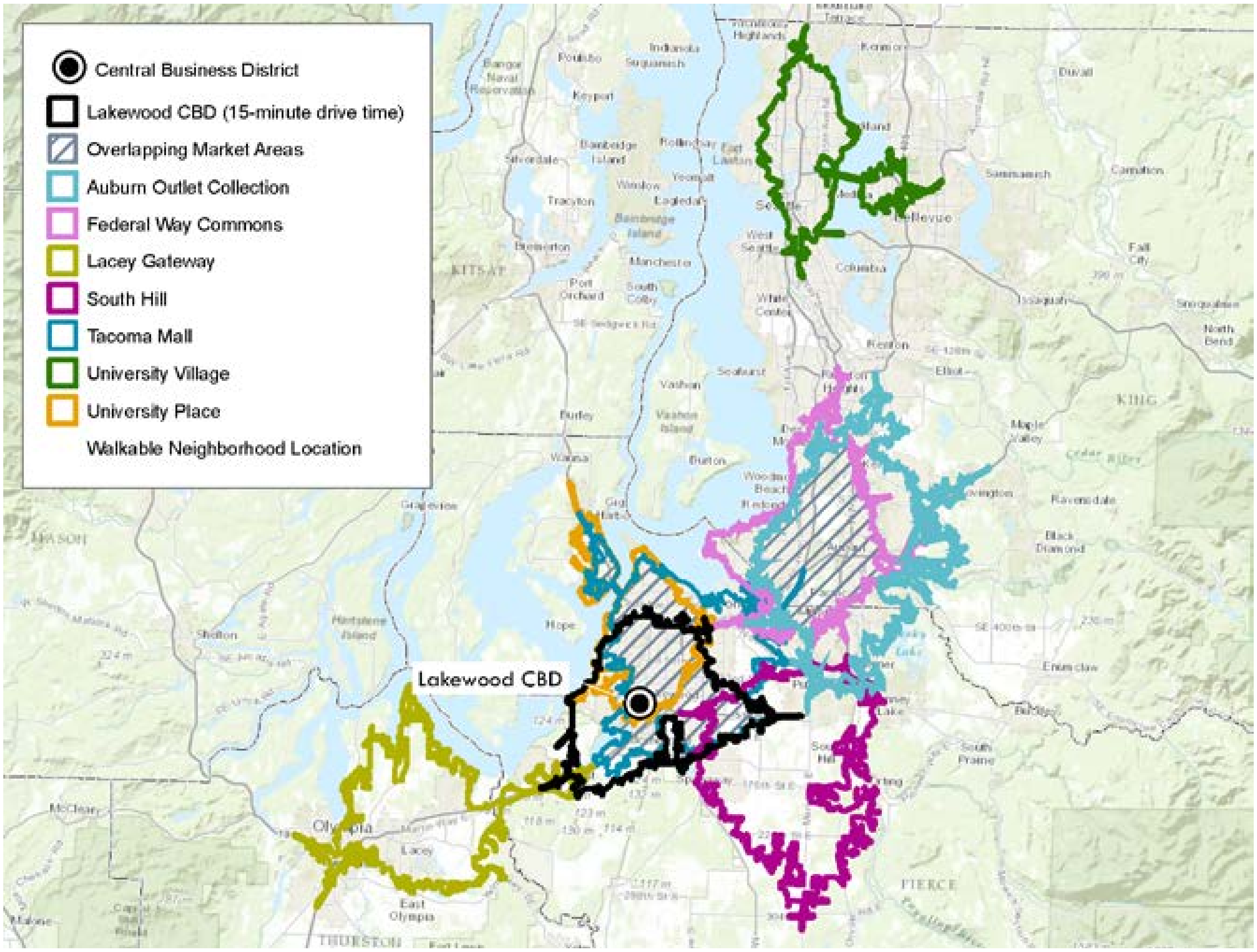
Exhibit 43. Surrounding Retail Development



Source: Pierce County Assessor, 2015; BERK Consulting, 2015.

- The Lakewood CBD is surrounded by considerable retail density in the region as shown in **Exhibit 43**.
- As shown in **Exhibit 44**, the Lakewood CBD 15-minute market area overlaps nearby existing and emerging market areas, including Tacoma Mall to the north, University Place to the west, and South Hill to the east. The growing Lacey Gateway retail node is to the south.
  - » Nearly 70% of Lakewood CBD's market area is shared with Tacoma Mall's market area. The market profiles of Tacoma Mall and Lakewood CBD market areas are similar in terms of demographics (low income, racial diversity, and educational attainment). With its location on I-5, the Tacoma Mall is better positioned to capture regional and pass-through retail sales than the Lakewood CBD.

Exhibit 44. Lakewood's Position in a Competitive Regional Retail Market



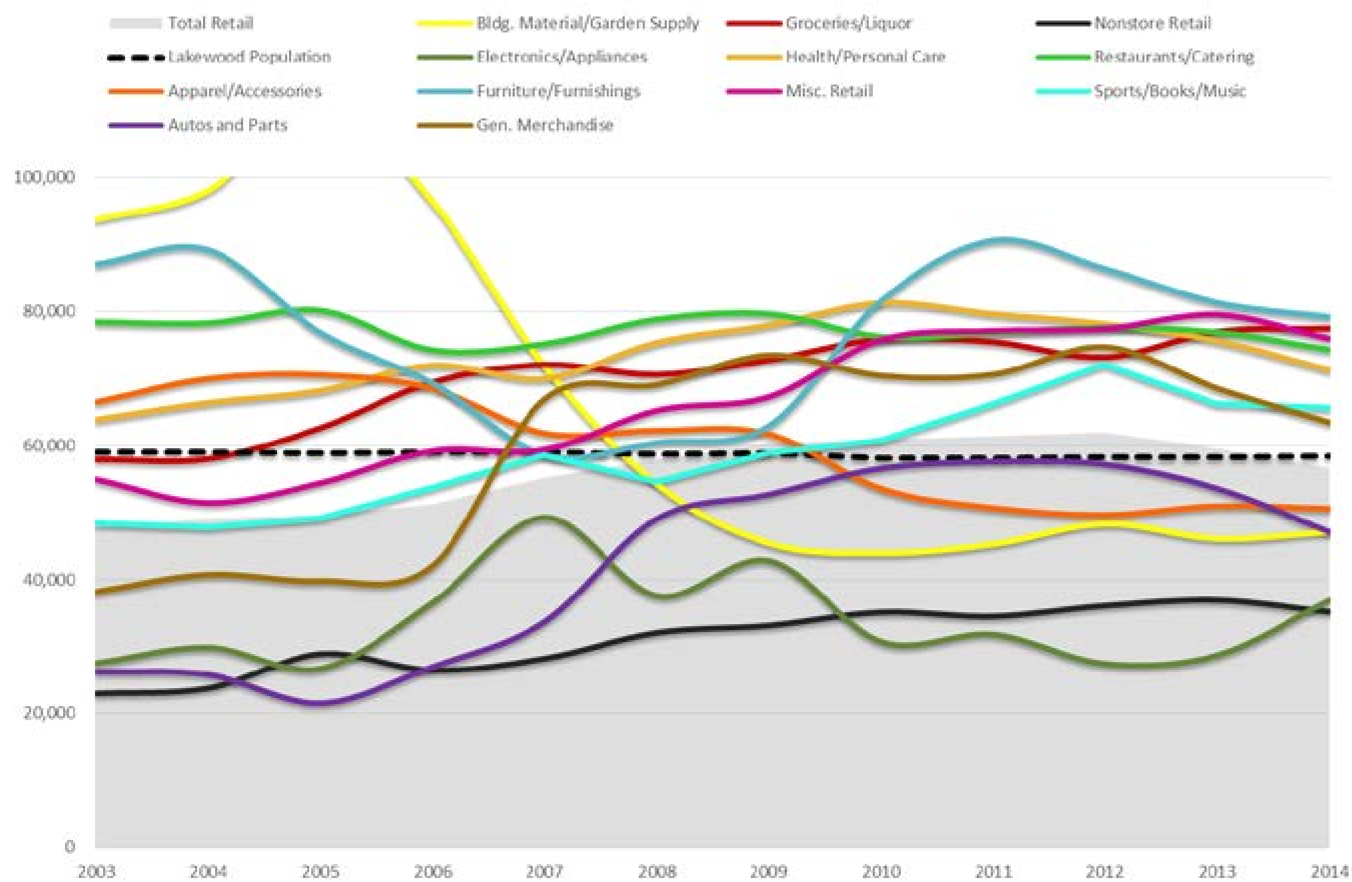
Source: BERK, 2016

- Nearly 35% of Lakewood's market area is shared with University Place's market area to the west. Although smaller in scale than the Lakewood CBD, University Place captures much of the higher end demographic customers within the shared market areas.
- South Hill, Auburn Outlet Collection, and Federal Way Commons market areas serve the more populous areas to the north and east of Lakewood CBD.
- The new, emerging Lacey Gateway retail center to the south may further delimit the geographic reach of Lakewood's CBD.

HISTORICAL RETAIL MARKET CAPTURE

Spending per capita (per person expenditures) can be used to translate spending into the number of people supported by the retail market for a good or service. When the number of people purchasing a good of service in an area is higher than its population, a "retail surplus" exists. A surplus may indicate the market is saturated, or constitute a retail opportunity as additional retailers may be attracted to a strong cluster that draws customers from a wider geography. When the number of people purchasing a good or service in an area is lower than the market area population, "retail leakage" may (or may not, depending on the availability of competing shopping options) indicate a market opportunity. **Exhibit 45** shows Lakewood's retail sales over time.

Exhibit 45. Lakewood's Historical Retail Market, 2003 to 2014



Source: Department of Revenue, 2015; BERK Consulting, 2015.

- Lakewood has historical retail surplus for groceries and liquor, restaurants and catering, health and personal care, and furniture and furnishings.
- Lakewood has historical retail leakage for electronics and appliances.
- Although non-store retail data suggests historical retail leakage in this sector, this data point is better interpreted as a reflection of less online retail sales than would be expected for Lakewood's population.
- Lakewood's market capture for apparel and accessories as well as building materials and garden supply have been decreasing over time. Building materials and garden supply prior to 2006/7 was a strong surplus for the city, while sales now are less than the base population.

PULL FACTOR ANALYSIS

Pull factor is another way to express the ability of retailers to capture the expected spending (based on population) of a given market area:

- A pull factor of 1.00 indicates that retailers in the market area are capturing the expected retail sales for that good or service.
- A pull factor less than 1.00 indicates "leakage," with retailers capturing less than the expected retail sales for that good or service.
- A pull factor greater than 1.00, indicates that retailers are capturing the spending of consumers from beyond the market area.

It is important to appreciate that identified retail "gaps" where leakage is occurring do not necessarily equate to opportunities for new retail development. For example, while Lakewood is seeing retail leakage in electronics and appliances, it is doubtful that a retailer dedicated to these goods would do well in the CBD when faced with the competition of online providers and dedicated super-stores.

Retail pull factors (inclusive of restaurant sales) for broad categories of goods and services (3-digit NAICS) in Lakewood and specific jurisdictions in Pierce County, as well as the County overall are presented in **Exhibit 46**. This exhibit demonstrates that City of Lakewood retailers, overall, capture more retail spending than the City's population as reflected in their calculated pull factor of 1.25. Pierce County as a whole has an overall retail pull factor of 1.06, meaning that collectively, retailers in incorporated and unincorporated Pierce County capture the majority of spending by Pierce County residents. Additional detail (5-digit NAICS) is presented in **Appendix C**.

Exhibit 46. Pull Factors for Retail Sales in Lakewood and Other Jurisdictions, 2014

	Lakewood	All of Pierce County	DuPont	Edgewood	Fife	Fircrest	Orting	Puyallup	Steilacoom	Sumner	Tacoma	University Place	Unincorporated Pierce County
Motor Vehicle & Parts Dealers	0.98	1.44	0.06	0.21	29.90	0.01	0.02	7.59	0.00	7.88	1.94	0.05	0.21
Furniture & Home Furnishings Stores	1.66	0.92	0.41	0.41	3.82	0.31	0.74	2.08	0.53	8.95	1.14	0.40	0.33
Electronics & Appliance Stores	0.77	0.87	0.64	0.22	1.12	0.23	0.43	2.35	0.24	1.42	1.97	0.38	0.27
Bldg Materials, Garden Equip. & Supply Stores	0.98	1.03	0.11	0.22	1.45	0.11	1.26	2.68	0.10	3.90	1.30	0.14	0.46
Food & Beverage Stores	1.62	0.96	0.03	0.18	0.11	0.27	2.13	1.24	0.07	2.38	1.34	0.87	0.52
Health & Personal Care Stores	1.49	0.94	0.09	0.81	1.29	0.09	0.19	2.44	0.05	0.28	1.51	1.07	0.39
Clothing & Clothing Accessories Stores	1.06	0.79	0.12	0.08	0.17	0.18	0.10	2.73	0.09	0.47	1.92	0.17	0.12
Sporting Goods, Hobby, Book & Music Stores	1.37	0.96	0.12	0.23	6.85	0.07	1.89	3.80	0.08	0.96	1.98	0.12	0.15
General Merchandise Stores	1.32	1.06	0.03	0.02	1.99	0.02	0.04	5.00	0.02	2.14	1.36	0.60	0.32
Miscellaneous Store Retailers	1.59	0.98	3.65	0.24	1.64	0.39	0.59	2.57	0.18	2.35	1.46	0.58	0.38
Nonstore Retailers	0.74	0.87	0.93	0.64	1.79	0.84	0.99	1.72	0.61	1.86	1.12	0.64	0.60
Food Services & Drinking Places	1.55	0.92	1.12	0.08	2.18	0.40	0.97	2.46	0.21	1.61	1.42	0.52	0.34
Total	1.25	1.06	0.59	0.20	7.48	0.20	0.63	3.83	0.17	3.36	1.56	0.40	0.33

> 1.1	jurisdiction is capturing **more than the expected** amount of retail sales based upon the population within its boundaries
0.9-1.1	jurisdiction is capturing **near the expected** amount of retail sales based upon the population within its boundaries
< 0.9	jurisdiction is capturing **less than the expected** amount of retail sales based upon the population within its boundaries

Source: Department of Revenue, 2015; BERK Consulting, 2015.

- Lakewood has a significant retail surplus in Furniture & Home Furnishings (1.66); Food & Beverage Stores (1.62); Food Services & Drinking Places (1.55); Miscellaneous Store Retailers (1.59); Health & Personal Care Stores (e.g. drugstores) (1.49); Sporting Goods, Hobby, Books and Music Stores (1.37); and General Merchandise (1.32).
- The City's retail performance is on par with its population in Motor Vehicle & Parts Dealers (0.98); Building Materials, Garden Equipment & Supply Stores (0.98) and Clothing & Clothing Accessory Stores (1.06).
- The City has sales leakage in Electronics & Appliances Stores and in its Nonstore Retail (e.g. online sales) sector.

SUMMARY OBSERVATIONS ON THE LAKEWOOD CBD'S RETAIL MARKET OPPORTUNITIES

Lakewood has a history of strong retail sales and has long served a regional population larger than its own through the Towne Center and other retailers. The City is located in an increasingly competitive retail environment, however, with many retail nodes overlapping into its market area as shown above. Competition from Gig Harbor, University Place, Tacoma, Lacey, and elsewhere is increasing at the same time that discount outlets and online retailing are challenging the ongoing existence of traditional malls and their traditional anchor tenants.

In the face of these challenges, some suburban malls and strip malls are reinventing themselves as either high-end lifestyle centers or discount-oriented outlets. Lakewood's underlying demographics do not support some of the lifestyle center reinventions being seen in some malls in more affluent communities, and the CBD's location relatively far from the I-5 corridor means that it is not well-positioned to serve as a regional retail hub for discounted goods.

These challenges point to a specific niche for Lakewood's CBD, focusing on meeting the daily needs of local residents (as opposed to drawing shoppers from around the larger region for traditional retail shopping such as apparel, appliances, or electronics). In terms of retail and services, this is the opportunity to provide:

- Daily goods and services, including groceries, personal care products, restaurants, coffee shops, and bars.
- Professional and healthcare services, including financial services, dental offices, and trend towards retail-based medical providers.

As discussed in our recommendations in Section VII, by enhancing public spaces and remaking key areas of the CBD into attractive and active pedestrian-oriented nodes, Lakewood may draw others from around the region in for pleasant dining, light shopping, and entertainment experiences. Mixed us housing (when supported by the market, as discussed elsewhere in this report), transit, and other uses will all serve to enhance the quantity and quality of retail offerings, as well as the general environment, found in the CBD.

IV. RESIDENTIAL AND COMMERCIAL GROWTH POTENTIAL

This section presents two approaches to estimating future commercial development. The two approaches rely on fundamentally different analytic methods and answer slightly different questions. We use the first method (a projection of demand for new retail development based on population growth within the City's 15-minute market area) to validate the second method, which uses employment-based projections for retail and other sectors.

FUTURE RETAIL DEMAND FROM POPULATION GROWTH IN THE CITY'S MARKET AREA

According to the U.S. Census Bureau American Community Survey, the estimated population of the Lakewood CBD's 15-minute market area in 2014 was 227,660. As described in the previous section, the CBD's market area includes all of Lakewood and portions of several surrounding jurisdictions. As described in Section III, the City of Lakewood has experienced very little population growth over the last 15-20 years, while Pierce County and the Puget Sound region as a whole have growth much more rapidly. Projections of future regional growth indicate that the region is likely to continue growing. **Even if Lakewood itself continues to experience modest growth, the CBD's market area extends into faster-growing areas, and this growth will drive increased demand for retail space.**

The rate of population growth will vary by location. To estimate population growth for the CBD market area, a combined average annual growth rate was computed from the individual annual growth rates of the jurisdictions represented in the market area, including Lakewood, University Place, Tacoma, Steilacoom, and unincorporated Pierce County. Rates were calculated for three growth scenarios:

- **Current Trend (Low):** Assumes a continuation of the average annual growth rates for the constituent jurisdictions over the 2000-2016 period.
- **GMA Target (High):** Assumes that all constituent jurisdictions will grow at an annual average rate sufficient to achieve their adopted Growth Management Act population targets by 2030 and continue growing at this rate through 2035.
- **Mid-Range (Medium):** A growth scenario in the middle of the range between Current Trend and GMA Target.

These average annual growth rates range from 1.04% (Current Trend) to

1.51% (GMA Target), so 2035 population could also vary significantly by scenario (from 283,000 to 311,825). The detailed Taxable Retail Sales (TRS) projection included here in **Exhibit 47** uses the Mid-Range growth rate, but all three scenarios are represented in the TRS Sensitivity analysis in **Exhibit 48**.

Because the City of Lakewood represents only a portion of the market area for the CBD, it is necessary to convert the retail pull factors described in the previous section to a retail capture rate that estimates what portion of the market area's population is currently served by Lakewood businesses. Pull factors greater than 1.0 indicate capture of non-resident dollars, and pull factors less than 1.0 indicate leakage of resident dollars to outside businesses. Relating the pull factors to Lakewood's 2015 baseline population makes it possible to express each sector's pull factor as population served. Dividing this population served into the total market area population provides a sector-by-sector estimate of Lakewood's Retail Capture within the market area. As shown in **Exhibit 47**, Lakewood has an aggregate retail capture rate of approximately 35%, though individual sectors vary.

Using Washington Department of Revenue estimates of per-capita spending in Pierce County, the captured retail can be used to project how much retail revenue will increase in Lakewood as a result of population growth in the market area. Dividing projected increased revenue by the average dollars spent per square foot of retail space for each sector provides an estimate of the additional retail square footage necessary to accommodate this growth (not including redevelopment of existing productive commercial spaces). **Based on the Mid-Range growth scenario, Lakewood would need slightly more than 1 million square feet of additional retail space to serve projected population growth in its market area.** This is in addition to redevelopment of existing retail space.

Exhibit 47. Taxable Retail Sales Projections

		Total Retail	Restaurants and Bars	Groceries	Other Retail
Est. Population in Lakewood Market Area, 2014	227,660				
Avg. Annual Population Growth Rate, 2015 - 2035	1.28%				
Population in Market Area, 2035	297,080				
Retail Revenue (GBI) Per Capita, 2015		$16,730	$1,568.42	$1,868.57	$13,293.15
Lakewood Trade Capture, 2014 (for categories shown)		35%	40%	42%	33%
Increase in GBI from Population Growth Alone 2035		$402,557,382	$43,551,586	$54,480,432	$304,525,364
Dollars per s.f. of Retail Space		$396	$450	$460	$380
Total Increase in Retail Space Demand, Driven by Population Growth (s.f.)		**1,016,600**	**96,800**	**118,400**	**801,400**

Source: BERK, 2016

Exhibit 48 presents a sensitivity analysis of demand for additional retail space is related to population growth and trade capture rate. The table includes a range future populations based on the three growth scenarios described above, as well as a range of potential trade capture rates. In addition to the base case, which assumes an aggregate rate of 35%, consistent with the detailed TRS projections, the table presents projected retail space demand based on capture rates plus or minus 10%. The sensitivity analysis illustrates how the potential need for retail space may increase if high levels of population growth occur in the market area, or if Lakewood captures a larger share of spending in its market area. Conversely, low population growth or loss of market share can reduce the amount of retail space needed.

Exhibit 48. TRS Sensitivity

Growth Rates		Pop. 2035	Trade Capture Rates & Additional Retail Sq. Ft.		
			-10%	**35%**	+10%
Current Trend	1.04%	283,000	575,100	**810,400**	1,045,800
Mid-Range	1.28%	297,080	721,400	**1,016,600**	1,311,800
GMA Targets	1.51%	311,825	874,600	**1,232,500**	1,590,500

Source: BERK, 2016

FUTURE SPACE NEEDS DERIVED FROM THE CITY'S PROJECTED EMPLOYMENT GROWTH

Another method for estimating future need for commercial space is based on projected employment growth citywide in retail, restaurants, and other relevant sectors. PSRC's Land Use Vision forecasts estimate employment growth for counties and cities in PSRC's planning area. According to this forecast, Lakewood is projected to gain approximately 9,857 jobs between 2010 and 2035. The Services/Finance/Real Estate sector and Retail/Restaurants sectors are anticipated to show very strong growth, while Construction/Resource and Government jobs are expected to decline, as shown in **Exhibit 49**. Based on regional averages of square footage per employee, this job growth translates to a net need for an additional 3.4 million square feet of commercial space citywide.

Comparing the results of projections for the retail sector shows that the two methods are reasonably close. The retail-specific, population-based projection presented above estimating a range of 874,600 to 1,590,500 square feet (assuming a trade capture rate gain or loss of 10%) while the employment-based projection estimates 1,661,000 square feet of retail and restaurant space.

Exhibit 49. Employment Space Need Projections

Net Citywide Employment Growth by Sector								
	Total Jobs		Additional Employment Growth					
Sector	2010		2010 - 2025		2010 - 2030		2010 - 2035	
	Jobs	Sq. Ft.	Jobs	Sq. Ft.	Jobs	Sq. Ft.	Jobs	Sq. Ft.
Services, Finance, Real Estate	9,204	2,301,000	4,430	1,107,500	5,752	1,438,000	8,089	2,022,250
Retail and Restaurants	5,182	2,591,000	860	430,000	1,688	844,000	3,302	1,651,000
Warehousing, Transportation, and Utilities	2,274	1,364,400	356	213,600	477	286,200	743	445,800
Construction/Resource	1,170	234,000	-207	-41,400	-198	-39,600	-76	-15,200
Education	1,525	457,500	-105	-31,500	-55	-16,500	48	14,400
Government	5,392	1,617,600	-2,386	-715,800	-2,348	-704,400	-2,249	-674,700
Total	**24,747**	**8,565,500**	**2,948**	**962,400**	**5,316**	**1,807,700**	**9,857**	**3,443,550**

Source: PSRC, 2014 and BERK, 2016

IMPLICATIONS FOR THE CBD IN PARTICULAR

The above analysis estimates a future citywide demand of approximately 3 million square feet of commercial development in uses that are appropriate to the CBD (retail, restaurants, education, and government). Redevelopment of existing productive commercial spaces would be in addition to this figure.

Given that this demand is citywide, the salient question becomes: what strategies and actions can the City take to concentrate this development potential in the CBD? By encouraging private development to occur in the CBD, rather than elsewhere in the city, this investment will contribute to redevelopment of the community's downtown core and advance the community's vision for the CBD. Our recommendations, presented in Section VII, address this question, which will be a focus of the coming subarea planning process as well.

V. ZONING, LAND USE, AND ASSESSED VALUATION

This section presents Lakewood's current zoning and land uses, by using Pierce County Assessor data. Zoning describes the designated uses under the City's zoning code, while land use describes the actual current use. We are reliant on Pierce County Assessor data for this analysis, which assigns a single use on parcels with multiple uses. While this may be inaccurate for individual parcels, it should give a fair representation of current uses citywide.

Exhibit 50. Current Zoning

Zoning	Acres	Percent
Single Family Residential	4,284	47%
Open Space & Recreation	1,671	18%
Commercial	**1,244**	**14%**
Multi-Family Residential	608	7%
Public Institutional	548	6%
Military Related	490	5%
Industrial	274	3%
Right of Way	43	0%
Total	**9,162**	**100%**

Source: ESRI, 2016

Exhibit 51. Current Land Uses

Current Land Use	Acres	Percent
Single Family	3,894	42%
Institutional	1,155	13%
Commercial	**920**	**10%**
Multi-Family	819	9%
Vacant or Undevelopable	793	9%
Parks/Open Space	617	7%
Industrial	360	4%
Transporation/Utilities	245	3%
Mobile Home	167	2%
Resource Lands	143	2%
Other Residential	48	1%
Group Quarters	3	0%
Unknown	-	0%
Total	**9,162**	**100%**

Source: ESRI, 2016

- 14% (1,244 acres) of the City of Lakewood is zoned for commercial use as shown in **Exhibit 50**.
- The Pierce County Assessor's Office reports that 10% of the City's land base is occupied by commercial uses per **Exhibit 51**.

Exhibit 52. Current Uses within Commercially Zoned Lands

Commercial Zoning: Current Land Use	Acres	Percent
Commercial Zoning		
Commercial	697	56%
Group Quarters	1	0%
Industrial	177	14%
Institutional	60	5%
Mobile Home	19	1%
Multi-Family	95	8%
Other Residential	4	0%
Single Family	64	5%
Transporation/Utilities	15	1%
Unknown	-	0%
Vacant or Undevelopable	112	9%
Total	**1,244**	**100%**

Source: ESRI, 2016

Exhibit 53. Commercial Uses within Commercially Zoned Lands

Current Commercial Uses	Acres	Percent
Retail	402	58%
Service	87	12%
Food Service	54	8%
Office	37	5%
Lodging	28	4%
Medical Service	27	4%
FIRE	21	3%
Entertainment	21	3%
Services	7	1%
Wholesale	6	1%
Other	6	1%
Total	**697**	**100%**

Source: ESRI, 2016

- Of the 1,244 acres zoned commercial per **Exhibit 50**, only 697 acres (56%) are reported to be of a commercial land use. 35% (436 acres) are dedicated to non-commercial uses, and 9% (112 acres) are vacant (**Exhibit 52**).
- Of the 697 acres of commercially zoned lands that are dedicated to commercial uses, the top five uses are: retail (58%), professional services (12%), food service (8%), office (5%), and lodging (4%) (**Exhibit 53**).

ASSESSED VALUATION ANALYSIS

- As shown in **Exhibit 54**, which details taxable property value by zoning designation, the Central Business District occupies less than 3% of the City's land area, but accounts for approximately 5% of Lakewood's total taxable property value. Average taxable value per square foot in the CBD zone is $23.93, second only to the Multifamily 3 zone ($25.31 per square foot).
- **Exhibit 55** shows taxable value by current use type. Most of Lakewood's taxable property value (land and improvements) is generated by residential uses. Residential land uses account for more than 76% of the City's taxable land value, though they occupy approximately 54% of Lakewood's land base. In contrast, commercial and industrial uses occupy approximately 20% of the City's land but account for only 22% of taxable land value. Citywide, residential land uses have the highest average taxable value per square foot ($16.72), followed by industrial ($14.73) and commercial uses ($12.47).

Exhibit 54. Taxable Property Value by Zone

Zoning		Parcel Acreage	Percent of City Land Base	Total Taxable Value	Percent of Total Taxable Value	Average AV per Lot Square Foot
AC1	Air Corridor 1	240.28	2.6%	$ 104,032,840	2.2%	$ 9.94
AC2	Air Corridor 2	197.72	2.2%	$ 93,855,171	2.0%	$ 10.90
ARC	Arterial Residential/Commercial	17.84	0.2%	$ 12,235,060	0.3%	$ 15.74
NC1	Neighborhood Commercial 1	23.50	0.3%	$ 17,447,900	0.4%	$ 17.05
NC2	Neighborhood Commercial 2	217.98	2.4%	$ 191,479,249	4.1%	$ 20.17
C1	Commercial 1	58.13	0.6%	$ 54,755,665	1.2%	$ 21.62
C2	Commercial 2	235.59	2.6%	$ 190,184,350	4.0%	$ 18.53
C3	Commercial 3	25.00	0.3%	$ 17,642,300	0.4%	$ 16.20
CBD	Central Business District	245.55	2.7%	$ 255,922,131	5.4%	$ 23.93
TOC	Transit Oriented Commercial	117.16	1.3%	$ 73,143,600	1.6%	$ 14.33
IBP	Industrial Business Park	303.62	3.3%	$ 139,355,340	3.0%	$ 10.54
I1	Industrial 1	237.30	2.6%	$ 98,004,700	2.1%	$ 9.48
I2	Industrial 2	37.05	0.4%	$ 8,923,200	0.2%	$ 5.53
ML	Military Lands	23.14	0.3%	$ -	0.0%	$ -
CZ	Clear Zone	28.57	0.3%	$ 11,861,700	0.3%	$ 9.53
PI	Public/Institutional	547.90	6.0%	$ 13,986,360	0.3%	$ 0.59
ROW	Right of Way	42.82	0.5%	$ -	0.0%	$ -
OSR1	Open Space & Recreation 1	1,128.45	12.3%	$ 18,307,400	0.4%	$ 0.37
OSR2	Open Space & Recreation 2	483.12	5.3%	$ 11,592,635	0.2%	$ 0.55
R1	Residential 1	369.96	4.0%	$ 247,937,367	5.3%	$ 15.38
R2	Residential 2	504.87	5.5%	$ 308,951,362	6.6%	$ 14.05
R3	Residential 3	2,329.21	25.4%	$ 1,597,673,413	34.0%	$ 15.75
R4	Residential 4	872.44	9.5%	$ 559,273,730	11.9%	$ 14.72
MR1	Mixed Residential 1	108.54	1.2%	$ 58,189,290	1.2%	$ 12.31
MR2	Mixed Residential 2	158.67	1.7%	$ 113,291,040	2.4%	$ 16.39
MF1	Multifamily 1	239.13	2.6%	$ 187,425,521	4.0%	$ 17.99
MF2	Multifamily 2	223.26	2.4%	$ 157,108,341	3.3%	$ 16.15
MF3	Multifamily 3	145.53	1.6%	$ 160,436,034	3.4%	$ 25.31
Citywide Total		**9,162.32**	**100%**	**$ 4,703,015,699**	**100%**	**$ 11.78**

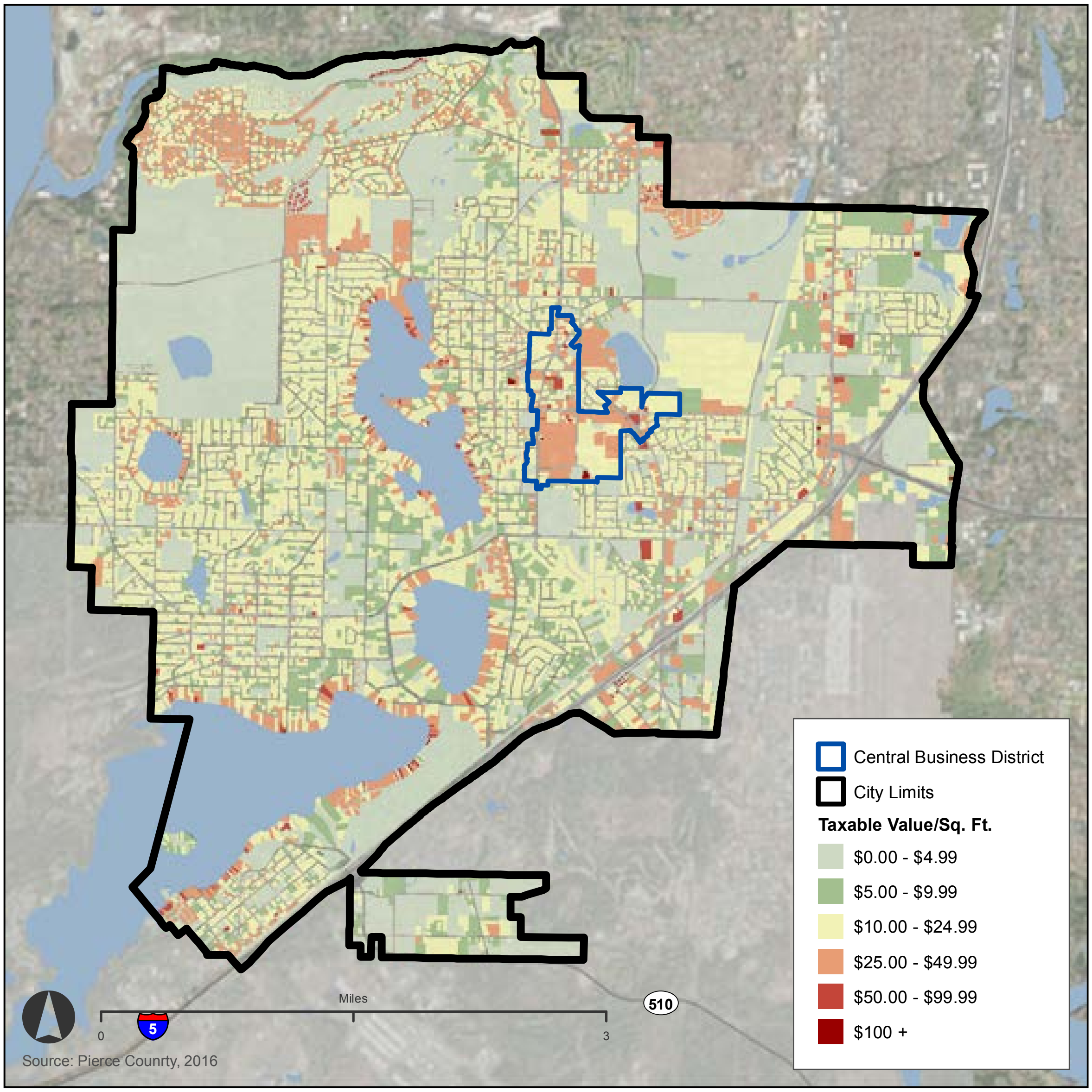
Source: Pierce County, 2016

Exhibit 55. Taxable Value by Use Type

Land Use Types	Parcel Acreage	Percent of City Land Base	Total Taxable Value	Percent of Total Taxable Value	Average AV per Lot Square Foot
Commercial	1,457.88	15.9%	$ 791,859,840	16.8%	$ 12.47
Industrial	359.68	3.9%	$ 230,863,300	4.9%	$ 14.73
Institutional	669.10	7.3%	$ 6,981,092	0.1%	$ 0.24
Parks/Open Space	564.56	6.2%	$ 11,524,307	0.2%	$ 0.47
Residential	4,930.76	53.8%	$ 3,590,994,628	76.4%	$ 16.72
Resource Lands	142.52	1.6%	$ 11,049,960	0.2%	$ 1.78
Transporation/Utilities	244.73	2.7%	$ 7,396,772	0.2%	$ 0.69
Vacant or Undevelopable	793.08	8.7%	$ 52,345,800	1.1%	$ 1.52
Citywide Total	**9,162.32**	**100%**	**$ 4,703,015,699**	**100%**	**$ 11.78**

Source: Pierce County, 2016

Exhibit 56. Lakewood Taxable Property Value



VI. PUBLIC SPACE ASSESSMENT

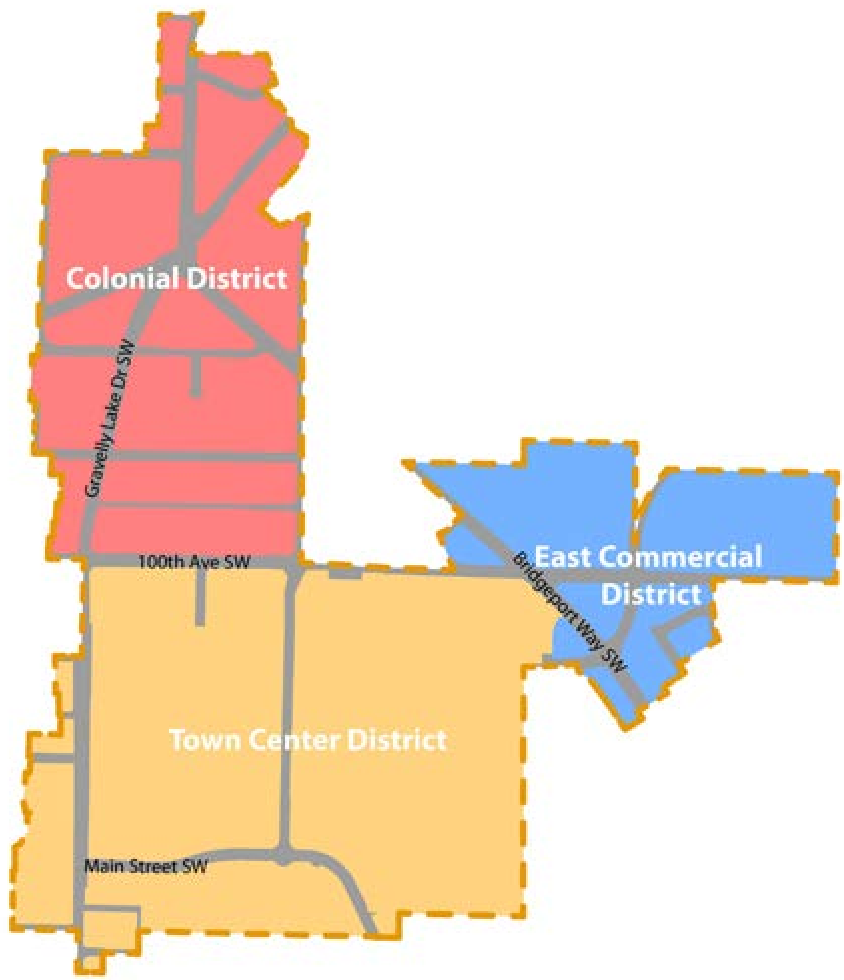
INTRODUCTION

Transitioning already developed auto-oriented areas to walkable mixed-use downtowns is very challenging, but not impossible. One of the characteristics that defines a walkable downtown is the amount and quality of public spaces. The primary public spaces in a downtown are the streets where a denser street grid supports connectivity, supports adjacent development with on-street parking, and allows for active and vibrant street life as activity transitions from buildings behind surface parking lots to activity along the streets. Other public spaces include parks, plazas, public buildings and facilities (such as City Hall, a Library, or a Community Center) and semi-private people spaces such as those for outdoor dining located on private property. The purpose of this assessment is to understand *the amount* and *quality* of public spaces within the CBD to inform the development of a plan for the area. Given the relatively large area of the CBD, this assessment will address the boundaries of the CBD and areas of focus for City investments.

Amount of Public Spaces

For the purposes of this assessment the CBD has been divided into three districts including the Towne Center, the Colonial District to the north, and the East Commercial District.

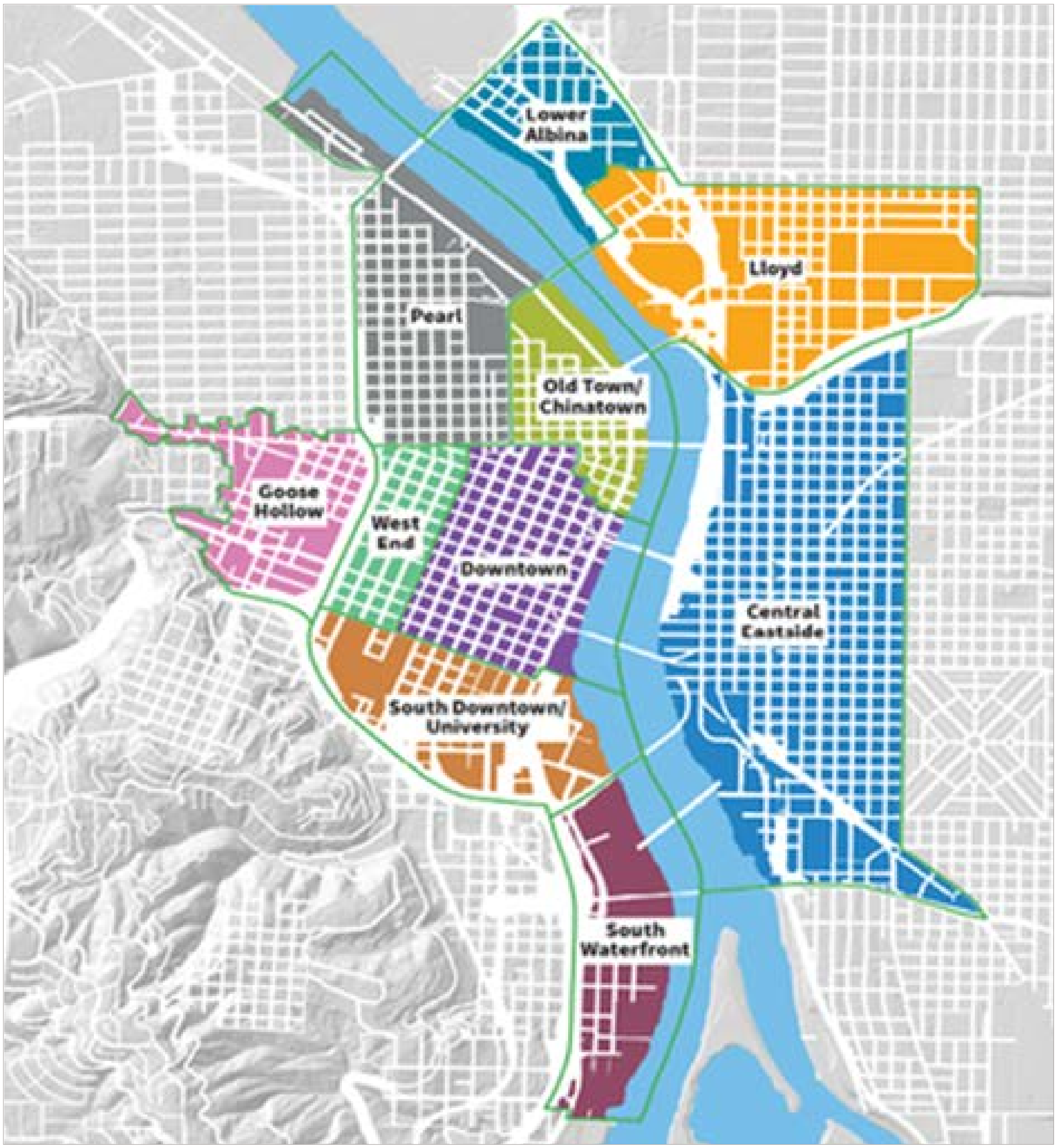
Exhibit 57. CBD Districts



Source: BERK, 2016; Pierce County, 2016

In downtowns with a dense street grid, such as Portland, OR, the streets alone can make up over 40% of the land area. Portland mostly consists of 200 foot blocks that, when connected in a grid, result in a high degree of connectivity, more street frontages for businesses, and more public space to support mobility, arts and culture, community events, and business activities.

Exhibit 58. Portland City Grid



Source: City of Portland, 2016

Overall Amount of Public Space in the CBD

In general, the CBD is lacking in all public spaces, including streets, parks, public buildings and facilities, plazas, and other public gathering spaces.

Within the 290-acre CBD in Lakewood, public streets make up approximately 15.2% of the land area with very large block sizes as shown in **Exhibit 59**. Within the Towne Center District, the amount of public right-of-way is approximately 6.9%. The high percentage of right-of-way in the East Commercial District is due to a relatively small area with two major arterials that are designed mostly to support through-traffic. The Colonial District is a larger area that is divided by Bridgeport Way SW and Gravelly Lake Dr SW, but has a larger area of parcels than in the East Commercial District so the figures are lower at 14.1%. **Overall, the CBD lacks a sufficient street grid, smaller blocks sizes, and connectivity to support a walkable downtown.**

Another notable issue is the lack of park space in the CBD. Currently there are **zero acres of park space within the CBD**. There are a few parks just outside the district as shown in **Exhibit 63**. A mixture of large and small park spaces are needed in the CBD to support recreation, community events, arts and culture, and goals for a healthy neighborhood.

Public buildings and facilities are also limited in the CBD with the exception of City Hall and the Transit Center in the Towne Center District. The City Hall site includes a large surface parking lot and associated open space that is currently used for the City's Farmers Market. City Hall's location within the CBD is an asset as is the Pierce County library, which is located near City Hall, but just outside the designated CBD boundary.

Exhibit 59. Amount of Public Space within the CBD

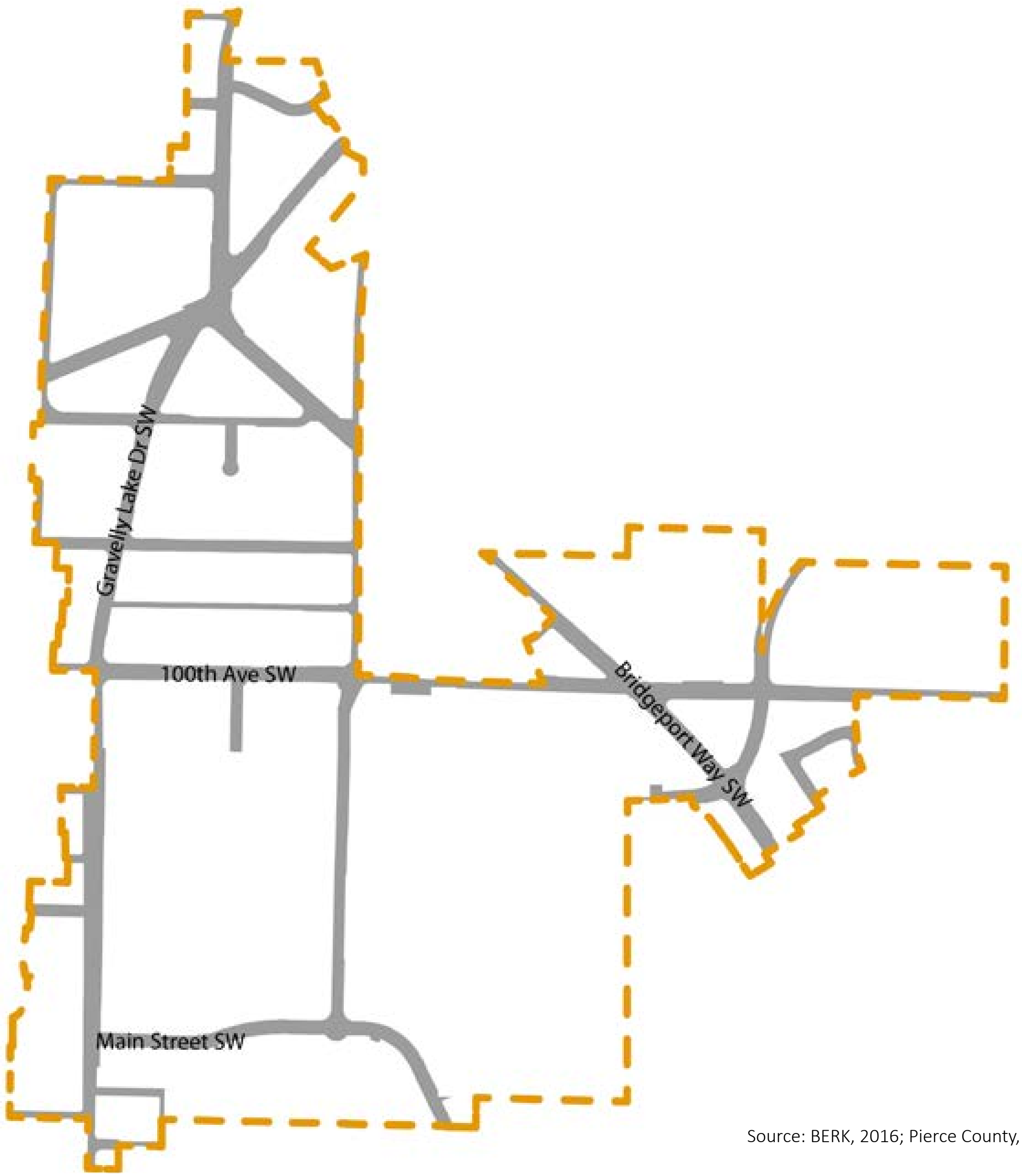
	Central Business District	Towne Center District	Colonial District	East Commercial District
Total Area (Acres)	290	138.5	88.5	63
Parcels (Acres)	246	129	76	41
Public Right-of-Way (Acres)	44	9.5	12.5	22
% of Land Area in Public Right of Way	15.2%	6.9%	14.1%	34.9%
Average Parcel Size (Acres)	0.8	1.2	0.5	1
City Owned Parcels	4.5	4.5	0	0
Parks	0	0	0	0

Source: BERK, 2016; Pierce County, 2016

Parcel Size Configuration and Street Grid

Parcel sizes and shapes are varied from very large parcels in the Towne Center to smaller parcels on single-family residential properties to the north in the Colonial District (**Exhibit 60**). Lot consolidation of vacant and underutilized parcels may be necessary to support redevelopment and to build out the street grid. **The street network is not dense enough to support a pedestrian-oriented downtown.** Additional public right-of-way and streets will be necessary to support a walkable and pedestrian-oriented environment.

Exhibit 60. Street Network and Parcels

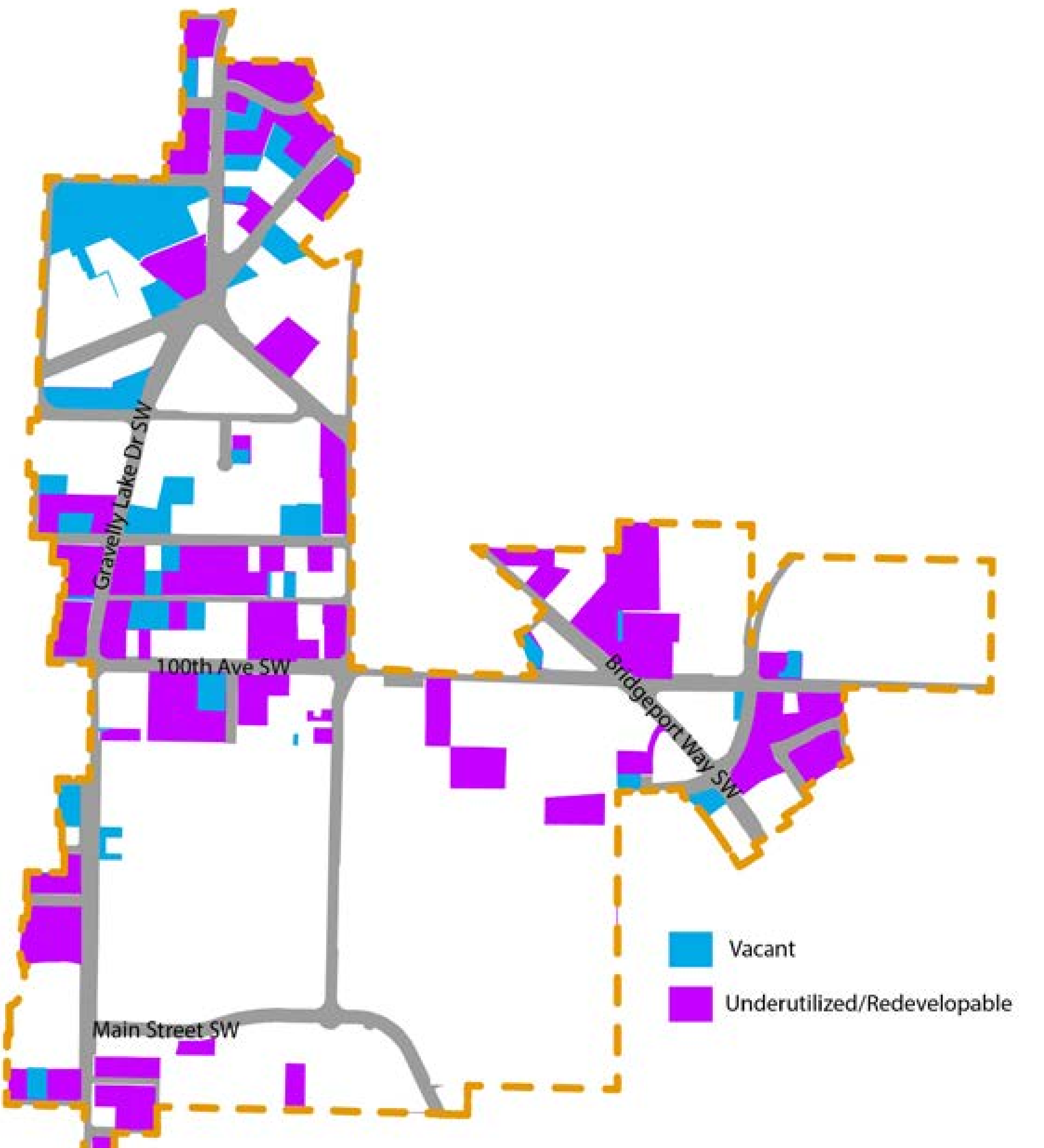


Source: BERK, 2016; Pierce County, 2016

Vacant and Underutilized/Redevelopable Parcels

Based on Pierce County buildable lands data, the CBD has many parcels identified as vacant or underutilized/redevelopable. Many of these parcels are concentrated in the Colonial District in the north of the CBD near Motor Avenue. Vacant and underutilized parcels indicate the best opportunities for new development and investment in the CBD, particularly if coordinated with further public investments such as along Motor Avenue. Areas with a high concentration of vacant and underutilized properties represent an opportunity for public/private partnerships and coordinated public and private investments. The Towne Center District has relatively few parcels identified as vacant or underutilized.

Exhibit 61. Vacant and Underutilized Properties



Source: BERK, 2016; Pierce County, 2016

Mix of Current Uses

Most of the land uses in the CBD are for commercial purposes with isolated pockets of residential development that are generally for lower intensity residential uses (**Exhibit 62**). Buildings are typically surrounded by surface parking areas and set back from the street, which is the common pattern in auto-oriented areas. Walkable areas typically have buildings co-located in a concentrated area and are built up to the street with wide sidewalks, active first floor uses, and pedestrian amenities such as seating, public art, wayfinding signage, and high-quality materials.

Exhibit 62. Building Footprints and Land Use

Source: BERK, 2016; Pierce County, 2016

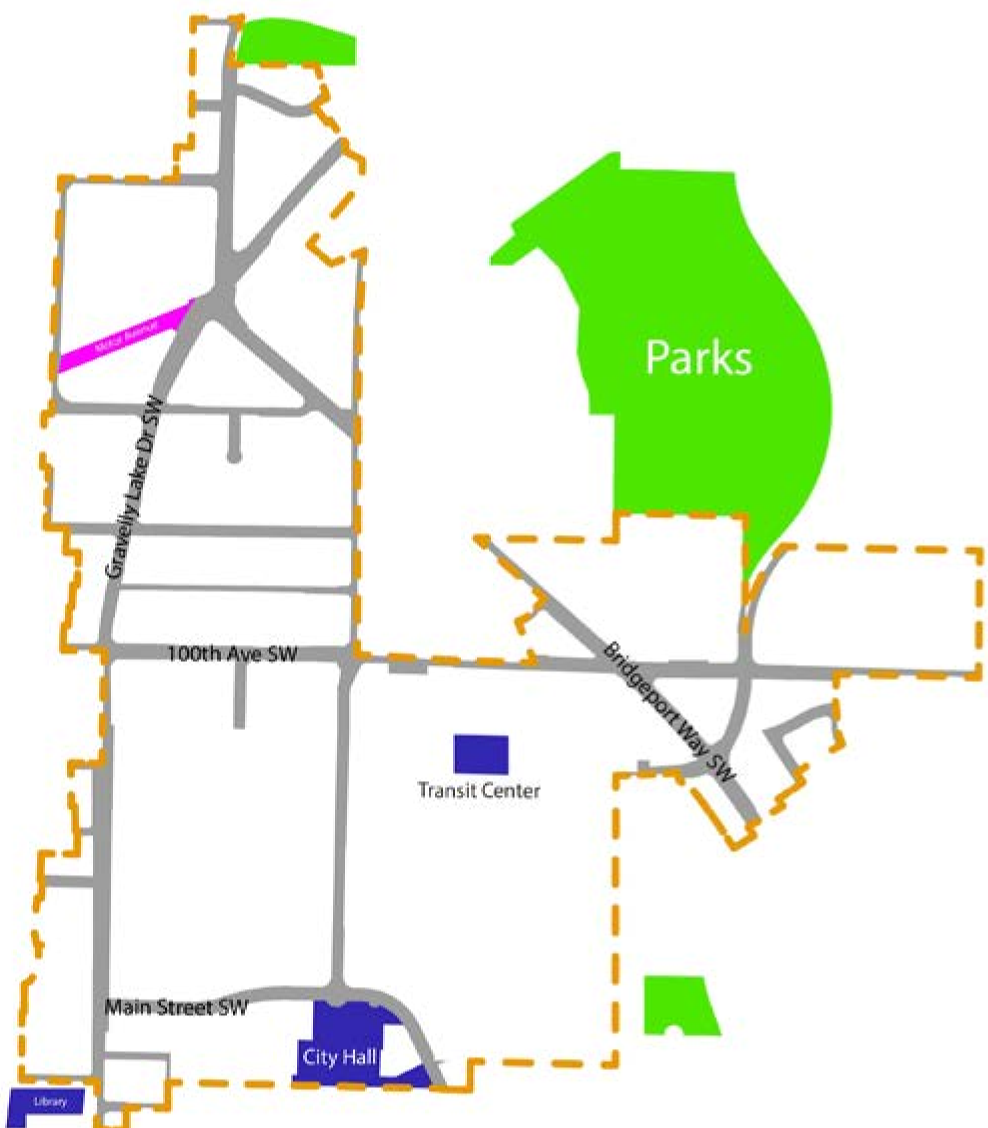
Public Buildings and Facilities

Existing public buildings and facilities such as City Hall, the Transit Center, and the Library (just outside the CBD boundary) are assets in the CBD (**Exhibit 63**). City Hall is the site of the Farmers Market that brings many people to the area when the market is in operation. City Hall has associated open space that could hold other events in addition to the Farmers Market. Pierce County is considering building a new library and the future location of that library could be near City Hall or Motor Avenue to support a concentration of public facilities to bring activity and vitality to the area and make it more walkable.

The City should focus new public facilities in the CBD. The City has discussed developing a new library with the Pierce County Library System, which should be located in the CBD. Other opportunities for public facilities in the CBD include a community center, the senior center, and similar type facilities.

There is no general use public parking in the CBD other than for visitors to city hall and the library. By taking a more active role in providing parking, the City could potentially free up space that is currently devoted to commercial parking and make it available for development.

Exhibit 63. Public Facilities



Source: BERK, 2016; Pierce County, 2016

QUALITY OF PUBLIC SPACES

Lakewood's CBD is not only lacking in the *amount* of public space as described in the previous section, but also in the *quality* of public spaces that do exist.

Pedestrian Experience

Public spaces in downtowns allocate sufficient space for pedestrians and support pedestrian mobility, comfort, and activity through high quality public spaces. As discussed in the previous section, the primary public spaces are the streets that connect destinations within the CBD. Most of the streets in the CBD have sidewalks of varied width and the level of pedestrian comfort varies throughout the CBD. Walking along the major arterials is generally an unpleasant experience as pedestrians seem out of place in the car-centric development pattern as shown along Bridgeport Way SW in **Exhibit 64**. Development along the streets also does not support a safe and active pedestrian environment as surface parking lots separate the street from adjacent buildings.

Exhibit 64. Bridgeport Way SW

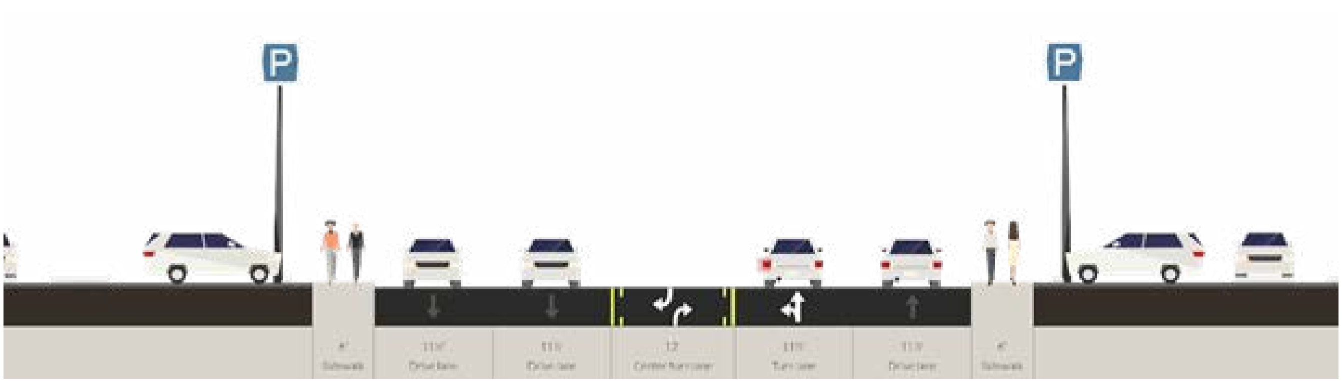
Source: BERK, 2016

Gravelly Lake Dr SW serves as a major arterial on the west side of the CBD, but most of the right-of-way is allocated for vehicles as shown in **Exhibits 65** and **66**. The right-of-way is 70’ wide, with 58’ (83%) of the right-of-way allocated to vehicles, compared to 12’ (17%) allocated to pedestrians. The high vehicle speeds, narrow sidewalks, numerous curb cuts, and lack of any buffer (i.e. on-street parking or landscaping) between the pedestrian and vehicular make walking along the street an unpleasant and potentially dangerous experience.

Exhibit 65. Pedestrian vs. Vehicle Space on Gravelly Lake Drive SW

Source: BERK, 2016

Exhibit 66. Gravelly Lake Dr SW Cross Section (70’)



Source: BERK, 2016; Streetmix.net, 2016

Development that is more supportive of a quality pedestrian environment allocates more space for pedestrians (streets and public spaces) and has land uses and building design that activates the streets. On most streets in the CBD, sidewalks are too narrow at approximately 6'. Wider sidewalks increase pedestrian comfort and provide more separation between vehicles and pedestrians, which is even more important on arterials with higher traffic and vehicle speeds.

Sidewalks in the CBD are not buffered from vehicle travel. Most of the streets in the CBD do not include a buffer between sidewalks and vehicular travel lanes. On-street parking and/or landscaping in combination with wider sidewalks are the most common pedestrian buffers.

Development along the streets does not support walking. Much of the street frontage in the CBD is lined with surface parking lots or landscaping that separates the building from the street and reduces pedestrian access and activity. Bringing buildings up to the street and putting parking in the rear or underground will make the area more walkable and less auto-oriented while still maintaining access for vehicles.

Motor Avenue in the CBD is currently allocated entirely for driving and parking with no sidewalks or other pedestrian facilities. Existing surface parking separates the historic Lakewood Theater, an iconic building, from the street.

The Motor Avenue concept plan (**Exhibit 68**) extends street improvements to the front of the Lakewood Theater with a central plaza, adds a 40' wide pedestrian promenade on the south side of the street, and a 20' sidewalk on the north side along with landscaping and other improvements. The concept plan supports Motor Avenue's transition to a people-centered and active community gathering space.

Exhibit 67. Motor Avenue Existing

Source: framework, 2016

Exhibit 68. Motor Avenue Concept

Source: framework, 2016; KPG, 2016; BERK, 2016

Events and Programming

The City's Farmers Market, held in the plaza and parking lot at City Hall, is a great example of how events and programming can have an immediate impact on adding vitality to the CBD. While these types of events benefit from well-designed and high-quality public spaces, even a vacant parking lot can become activated without major capital investment.

Exhibit 69. Lakewood Farmer's Market

Source: BERK, 2016

Existing underutilized public and private spaces in the CBD could be programmed and activated now. Like the farmer's market, ongoing or one-time events can have a significant impact on the vitality of the CBD without making major capital investments. As public spaces are acquired and improved, such as along Motor Avenue, the community can begin programming and activating these spaces.

OVERALL PUBLIC SPACE ASSESSMENT

There is much Lakewood can do to increase the amount and quality of public spaces in the CBD. This strategy, which is well within a city's realm of direct and indirect influence, is a key focus in our overall recommendations, which are presented in the following section.

VII. RECOMMENDATIONS

Given the anticipated role of Lakewood's CBD in the regional retail market (see page 57), two primary factors will affect whether and what kind of additional retail, restaurant, and service businesses will decide to locate within the Lakewood CBD:

- **The size of the market area population, determined primarily by the number of residents living within close proximity to the CBD.** Pass-through traffic can contribute to market area population, but in the case of the Lakewood CBD, its relative distance from roadways with significant pass-through traffic (such as I-5) make the size of the residential population a more important factor. The spending power of this population as determined by the demographic and economic characteristics of this population will affect the nature of the businesses that come, from relatively more affordable to high-end or higher end retailers and restaurants.
- **The quality of the built environment and the experience of visitors.** These factors are determined by the quality of public and private development, as well as factors such as perceived cleanliness and safety.

Development feasibility and rent costs will be second-tier considerations, given that the Lakewood CBD has a surplus of commercially zoned land and ample development and redevelopment opportunities.

Based on these primary drivers, our recommendations focus on **improving the quality of public spaces** and **encouraging high quality multifamily residential development** before seeking substantial growth in retail, restaurant, and service industry businesses in the CBD. By investing in public spaces, the City will help increase the attractiveness and community vitality of the CBD, strengthening its role as a center of the community, residential neighborhood, and commercial hub. By securing quality multifamily developments, as the CBD becomes more attractive for residents, the City will augment the close-in market population for CBD-based businesses and increase activity in the subarea at all times of the day and all on days of the week. These advances will in turn attract desired additional commercial development.

RECOMMENDED NEXT STEPS

1. Establish a Realistic Vision that is Appropriately Aspirational Given Lakewood's Position in the Region

As the City and the community of Lakewood move forward and develop a CBD subarea plan, it is essential to begin with a vision that is realistic and feasible based on a pragmatic appreciation for the CBD's market potential for residential and commercial uses. While the Towne Center is a retail hub, and while Lakewood as a whole benefits from strong retail sales in excess of its population, Towne Center's location and market opportunities place real constraints on the level and character of redevelopment that will occur. Aspirations for the future of the CBD must be grounded by these constraints, or the community runs the risk of establishing a vision that cannot be realized.

We recommend that the pending subarea planning process be anchored by the following Vision:

> ***Redevelopment of the CBD will strengthen its role as the center of the Lakewood community, providing daily goods, dining, entertainment, and services to the people who live nearby.***

This suggested role is in some ways more modest than a major region-serving retail hub, but it is important to note that this description aligns with expressed community interests for the CBD; namely, creating a downtown for Lakewood that is walkable and community-oriented. Subsequent planning, regulations, and public investment should focus on the following related uses:

- Active civic and community spaces.
- Local-serving retail, dining, entertainment, and services.
- Housing.

The subarea planning process described next should build on these concepts.

2. Engage Community Members and Stakeholders in a Robust Subarea Planning Process

The analytic material and direction established in this pre-planning assessment should be used to help frame a robust subarea planning process that involves community members and key stakeholders. In particular, it will be useful to:

- Communicate what the City can – and cannot – do to advance an economic/community development vision; and
- Describe the realistic constraints and opportunities facing the CBD.

This planning process will be a critical opportunity to gain agreement on the best, most practical future for the CBD, and to align public, private, and not-for-profit efforts and resources. Engaging property owners in this planning process will be important whether they are directly involved in the planning committee or involved separately. Understanding and working with their interests will be fundamental to large-scale transformation of the CBD.

The resulting Central Business District Subarea Plan should include an illustrative vision and plan. Recognizing that technical documents are not well-suited communications pieces for both public and private sector audiences, the City should develop communication materials to share the City's vision for the CBD, using this collateral and ongoing outreach to build awareness, support, and momentum for plan implementation.

3. Concentrate Public and Private Investment on Key Redevelopment Opportunities

At 290 acres, the existing CBD has significant redevelopment opportunities scattered through the district. To achieve the goal of creating a pedestrian- and place-oriented downtown, the City must focus its efforts within smaller geographic areas or sub-districts within the CBD. This is true both for public investment, which will be key to address deficiencies noted in the Public Spaces Assessment, and to spur private investment that is aligned with the community's vision.

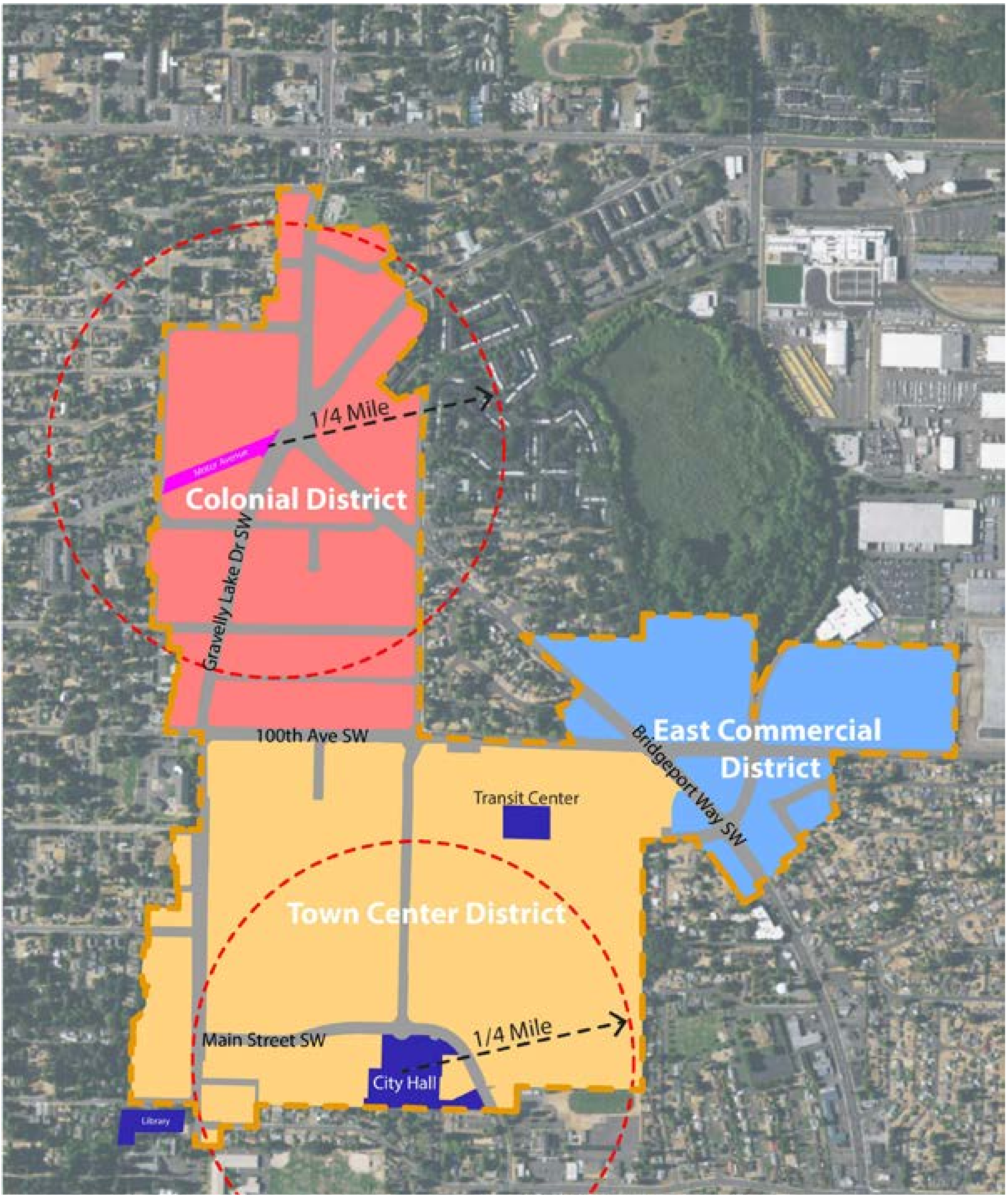
The two strongest assets and opportunities are 1) the area around City Hall that includes open space and hosts the City's successful farmers market; and 2) the Colonial District in and around Motor Avenue which has significant redevelopment potential (as shown in **Exhibit 70**) and is where the City is planning to create a festival street to serve as a primary community gathering space in the CBD. These two locations represent the best opportunities for the City to advance goals for Downtown, understanding the City has limited ownership and ability to influence change in the Towne Center District.

Several recommendations are related to this step:

Maintain the existing CBD boundary, but develop goals, policies, and strategies to focus public and private investment into sub-districts during development of the Central Business District Subarea Plan.

- As part of the subarea planning process, develop a circulation plan to connect priority investment areas in the CBD.
- Assess the relationship between existing residential density limit of 54 units/acre and the building height limit of 90'.
- Assess current parking utilization and regulations in the CBD and identify opportunities for infill, public parking, shared parking, and amendments

Exhibit 70. Priority Areas of Focus



Source: BERK, 2016

to regulations to support development.

- Use incentives, revised permitting regulations, concentrated public infrastructure and other tools to concentrate private investment in the CBD, and key areas within the CBD in particular.
- Consider establishing a form-based code to improve urban design and predictability in the development review process to support desired community outcomes.
- Evaluate commercial zoning capacity and how best to concentrate commercial redevelopment in targeted areas so more significant transformation of these prioritized nodes is seen.

Increase City ownership and public investments in the Towne Center and Colonial Districts focusing on the areas around City Hall and Motor Avenue. These big public investments have the ability to make significant impact on the function and future of the CBD and will be featured in the City's updated Capital Facilities Plan.

- Identify locations in the CBD for new parks, streets, and public spaces. Specifically, consider opportunities for a public plaza, urban or linear park, a new library, community center, and/or a senior center.
- Purchase property and leverage public investments to spur redevelopment through public/private partnerships.
- Assess redevelopment potential and feasibility on specific vacant or underutilized sites in high priority areas to assess the viability of development.
- Explore the feasibility and impact of investing in street and pedestrian infrastructure along Gravelly Lake Drive to connect the City Hall/Towne Center hub and Motor Avenue.

Focus on strengthening public spaces and place-making, addressing the four attributes of a great place identified in Exhibit 5: sociability, access/linkages, uses/activities, comfort/image.

- As the larger scale capital improvements noted in number 2, above, are planned, funded, and implemented, take advantage of opportunities for small wins and incremental improvements. Build on the farmer's market and other relatively low cost programming opportunities that will help activate the space and habituate residents coming to the CBD for community events.
    - Seek community partnerships for the programming and management of public spaces for active use.
    - Explore grant and other funding opportunities for public space improvements and programming.

Encourage residential development to increase the size of the close-in population and to help activate the CBD.

- Create mechanisms that incentive multi-family development in particular.
- Engage affordable housing organizations about opportunities and partnerships to increase housing in the CBD.
- Consider an innovating housing pilot program to provide regulatory flexibility and incentives to develop new housing in the CBD.
- Consider co-locating new housing and mixed-use development with new community facilities.

4. Establish a Phased, Long-Term Implementation Plan

Redevelopment of the CBD will take time; the community's vision will not be achieved overnight, but as opportunities arise. We recommend that Lakewood establish an ad hoc committee to guide development of the CBD Subarea Plan and implementation of the plan over time.

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APPENDIX A: CBD-RELATED GOALS AND POLICIES

The Goals and Polices below related to the CBD have been excerpted from the Lakewood Comprehensive Plan, which was updated in 2014. Among other areas of focus, the update sought to encourage redevelopment of the CBD.

GOAL LU-19: Promote redevelopment of the CBD as a mixed-use urban center that creates a downtown and bolsters Lakewood's sense of identity as a City.

Policies:

- LU-19.1: Promote the CBD as the primary center for retail, office, public services, cultural activities, urban residential, and civic facilities of Lakewood.
- LU-19.2: Encourage neighborhood businesses that provide daily goods and services in the CBD.
- LU-19.3: Promote the CBD as a daytime and nighttime center for social, entertainment, cultural, business and government activity.
- LU-19.4: Promote cultural institutions, performing arts uses, and recreational activities within the CBD.
- LU-19.5: Remove underlying deed restrictions and/or covenants that prohibit office development, open space, high density residential development and/or mixed use development in the Towne Center.
- LU-19.6: Acquire lands and construct community-gathering destinations such as plazas, open space or community facilities within the Towne Center.
- LU-19.7: Support the formation of a Towne Center association or similar organization to establish economic improvement strategies and to sponsor social and safety events.
- LU-19.8: Consider the use of the City's eminent domain powers to establish public streets and public open spaces in the Towne Center.
- LU-19.9: Revise land use and development regulations to require mixed use development within the CBD for any new development excepting standalone commercial pads and service commercial uses.

GOAL LU-20: Emphasize pedestrian and bicycle connectivity and transit use within the CBD while accommodating automobiles.

Policies:

- LU-20.1: Accommodate automobiles in balance with pedestrian, bicycle, and transit uses within the CBD and on individual sites.

- LU-20.2: Maintain the Pierce Transit Center located in the Lakewood Towne Center.
- LU-20.3: Maintain an appropriate supply of parking in the CBD as development intensifies.
- LU-20.4: Encourage shared parking agreements within the Towne Center.

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

Policies:

- ED-4.1: Where public costs will be recouped from increased revenue resulting from private investment, invest in infrastructure to stimulate and generate private investment for economic development and redevelopment projects.
- ED-4.2: Consider public financing techniques such as the use of local improvement districts, public-private partnerships, and grants in targeted areas to accomplish specific economic development needs.
- ED-5.3: Promote the concentration of commercial uses and cultural activities in the Central Business District with the intent of increasing and maintaining the vitality of the community.
- ED-5.9: Aggressively market the Central Business District as a place to live, shop, and do business.
- ED-5.10: Encourage mixed use developments within the Central Business District and Lakeview.
- ED-5.14: Consider establishing a local development government corporation and an equity investment approach for land assembly within a designated target area. Under this model, landowners contribute their land (and improvements) as "shares" to the corporation and receive a portion of the distribution from cash flow generated by redevelopment.

APPENDIX B: PROFILES OF REGIONAL RETAIL CENTERS, WALKABLE NEIGHBORHOODS

This section compares the characteristics of the Lakewood CBD with a set of regional retail centers and walkable neighborhoods chosen from around the Puget Sound Region. Key demographic data are presented for each area, as well as the center's employment mix and retail performance.

These cut sheets are intended to show how the Lakewood CDB is similar to or different than the members of this a diverse set of sites and how differences in population base and income may lead to differences in economic performance.

"Regional Retail Centers" serve as retail destinations and so are evaluated based on a 15-minute drive time. "Walkable Neighborhoods" are smaller in scale and are presented in terms of a half-mile radius.

Regional Retail Centers

(Focuses on population and retail data within the 15-minute drive time)

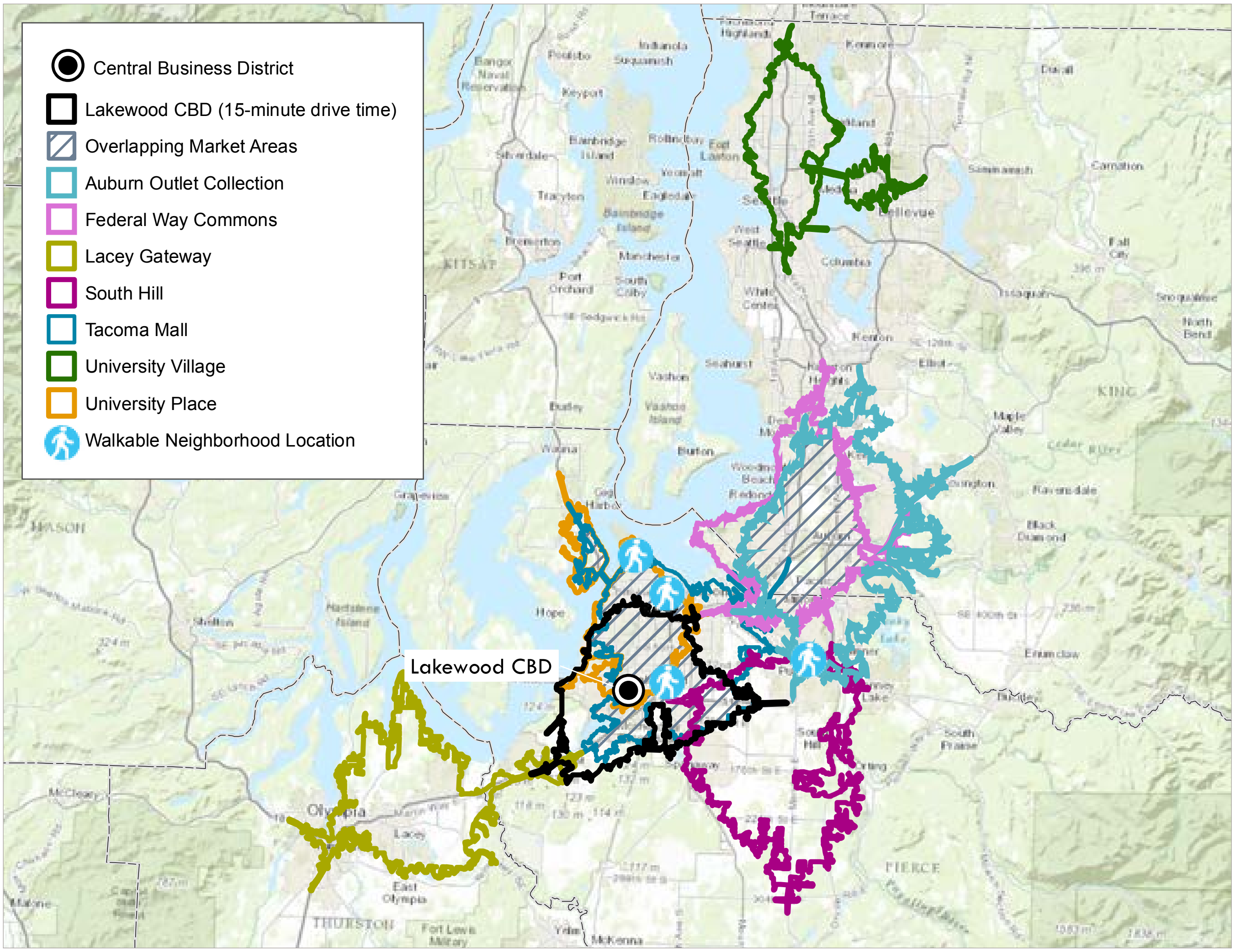
- Lakewood CBD (15-minute drive time)
- Auburn Outlet Collection
- Federal Way Commons
- Lacey Gateway
- South Hill
- Tacoma Mall
- University Place
- University Village

Walkable Neighborhoods

(Focuses on population and retail data within the half-mile walking area)

- Lakewood CBD (half-mile walking area)
- Proctor District
- Downtown Puyallup
- Point Ruston

Regional Retail Centers and Walkable Neighborhoods



The next four pages present a summary of the regional retail centers and walkable areas studies. Following these overviews, more detailed information is presented for each geography, including:

- The **Population Density Map** shows the population density within and around each regional retail centers and walkable neighborhoods. The walkable neighborhood maps have been zoomed in further than the regional retail center maps.
- The **Population to Comparable Areas** chart shows the population data for 2000, 2005, 2010, and 2016. The 2005 data was calculated using a Compound Annual Growth Rate (CAGR) formula as that information was not available via Business Analyst.
- The **Age** chart shows the age breakdown of the population within each geography. The age breakdown is provided as: 0-14 years, 15-64 years, 65 and older.

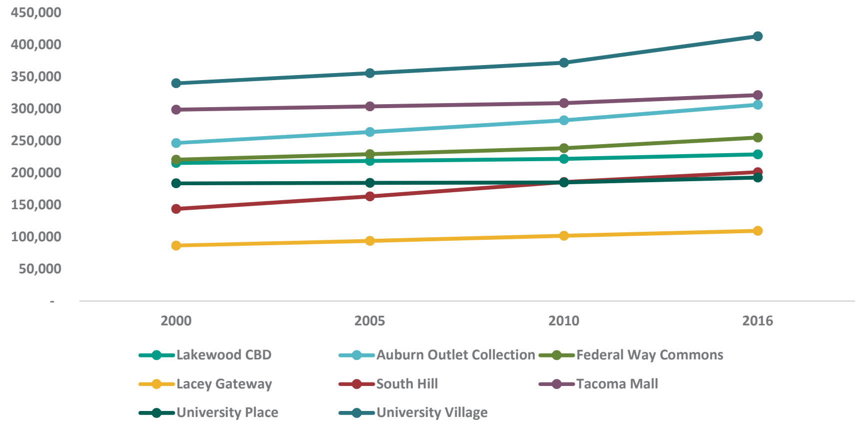
- The **Language Spoken at Home** chart shows the languages spoken at home of the population within each geography. The language breakdown is provided as: only English, Spanish, other Indo-European languages, Asian and Pacific Islander languages, and other languages.
- The **Income** chart shows the income breakdown of the population within each geography. The income breakdown is provided as: less than $49K, $50K-$99K, $100K-$149K, $150K-199K, $200K and greater.
- The **Retail Pull Factor** chart shows the same type of data as seen in the Pull Factor Analysis on page 56. A pull factor is another way to express the ability of retailers to capture the expected spending (based on population) of a given market area. "**Exhibit 46. Pull Factors for Retail Sales in Lakewood and Other Jurisdictions, 2014**" shows the pull factors for multiple cities in Pierce County, Pierce County itself, and Unincorporated Pierce County. Note that ***the retail pull factors for the City of Lakewood, the Lakewood CBD Regional Retail Center (defined by its 15-minute drive time), and the Lakewood CBD Walkable Neighborhood (defined by a half-mile radius) will be different because the study geographies are different.*** For example, the Lakewood CBD Regional Retail Center market area includes the Bass Pro Shop located along I-5, contributing to a high pull factor for the market area in Sports/Books/Music, even though the store is located outside the borders of Lakewood.
    - » A pull factor of 1.00 indicates that retailers in the market area are capturing the expected retail sales for that good or service.
    - » A pull factor less than 1.00 indicates "leakage," with retailers capturing less than the expected retail sales for that good or service.
    - » A pull factor greater than 1.00, indicates that retailers are capturing the spending of consumers from beyond the market area.
- The **Employment** chart shows the employment of the population within each geography. The employment breakdown is provided as those working in: Services, Retail Trade, Manufacturing, Public Administration, Agriculture/ Mining, Construction, Wholesale Trade, Transportation Utilities, Information, Finance

Sources. This data was compiled through ESRI Business Analyst using the following sources: U.S. Census Bureau 2010 Summary File, ESRI forecasts for 2016, and ESRI converted 2000 data into 2010 geography; U.S. Census Bureau, American Community Survey 5-Year Estimates 2014; and ESRI and Infogroup, Retail MarketPlace 2016 Release 1 (2015 data in 2016 geography).

SUMMARY OF REGIONAL RETAIL CENTERS

These two pages compare the demographic and employment characteristics of all the Regional Retail Centers.

POPULATION



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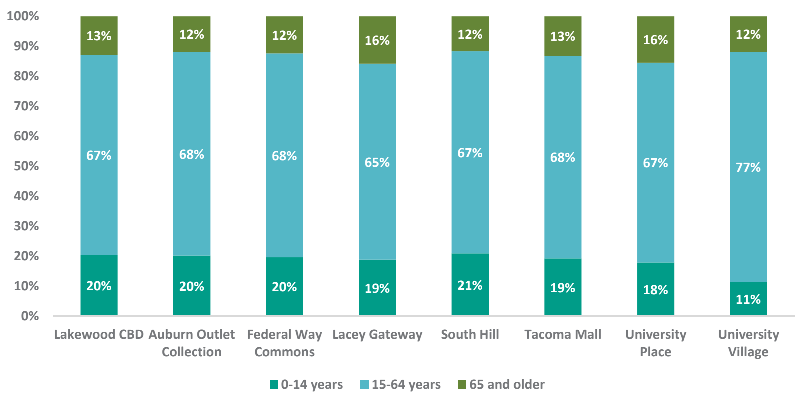
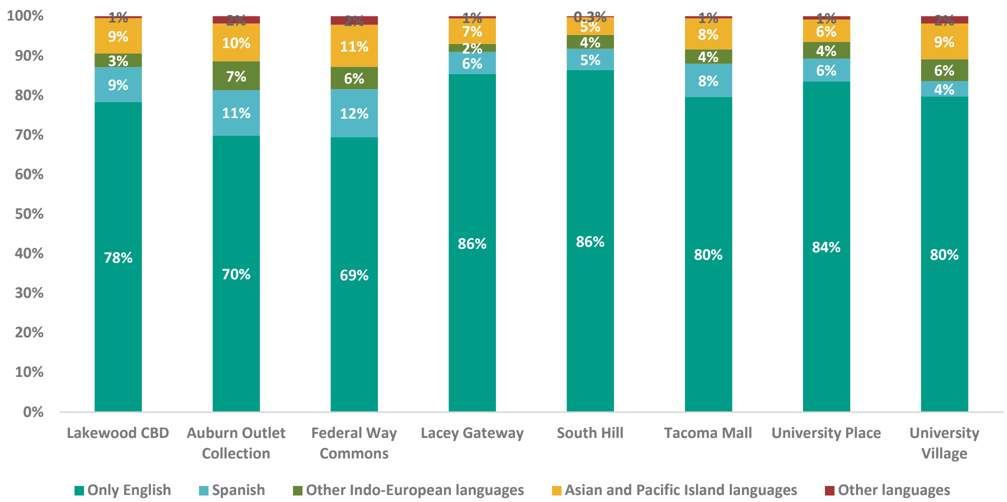
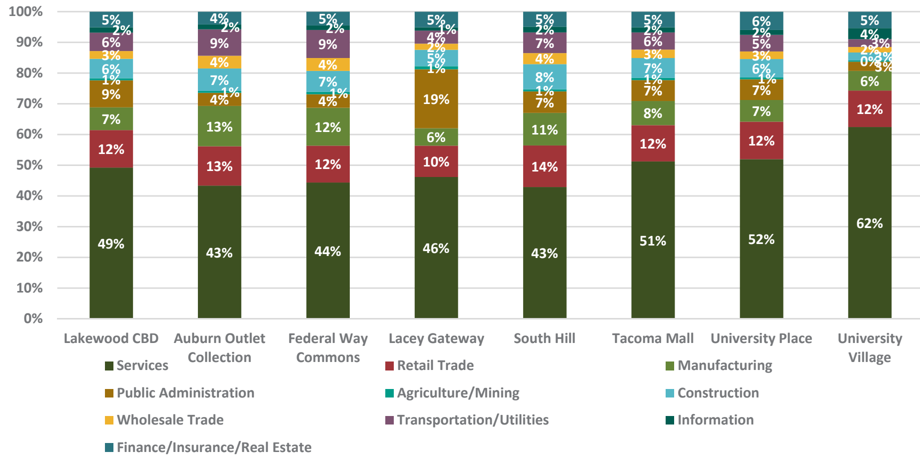


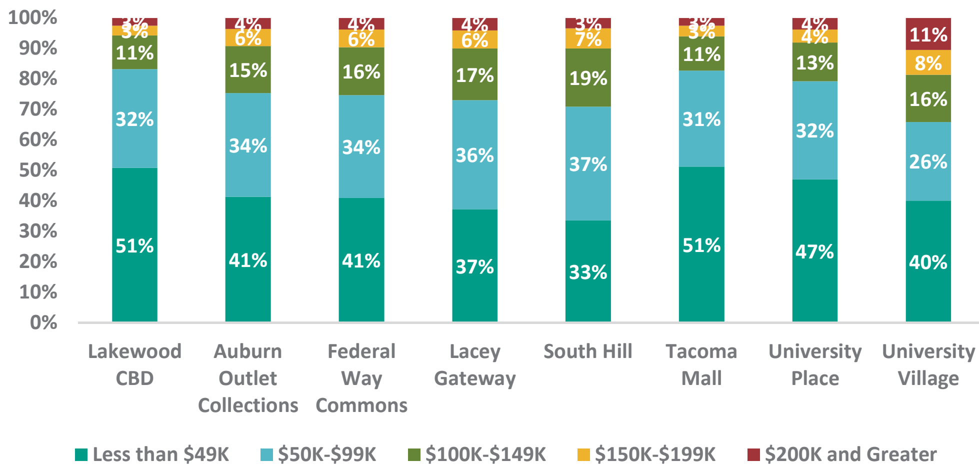
LANGUAGE



EMPLOYMENT



INCOME



RETAIL PULL FACTOR

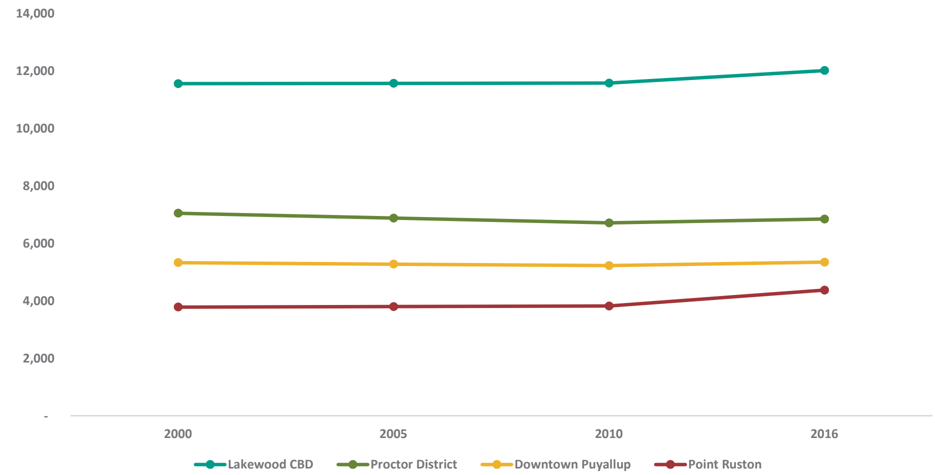
Category	Lakewood CBD	Auburn Outlet Collection	Federal Way Commons	Lacey Gateway	South Hill	Tacoma Mall	University Place	University Village
Motor Vehicle & Parts Dealers	1.91	1.70	1.83	0.63	0.77	2.08	1.73	1.19
Furniture & Home Furnishings Stores	1.18	1.74	1.46	0.52	0.40	1.60	1.13	1.22
Electronics & Appliance Stores	0.92	1.06	0.90	1.06	0.62	0.91	0.93	3.65
Bldg Materials, Garden Equip. & Supply Stores	1.49	1.80	1.62	1.28	0.87	1.33	1.27	0.65
Food & Beverage Stores	0.86	1.19	0.98	0.92	0.63	0.87	0.87	1.21
Health & Personal Care Stores	1.46	1.39	1.24	1.18	0.91	1.55	1.57	1.61
Clothing & Clothing Accessories Stores	1.71	1.46	1.26	0.38	0.80	1.41	1.86	2.37
Sporting Goods, Hobby, Book & Music Stores	4.05	2.52	2.35	3.39	1.30	3.70	3.89	3.55
General Merchandise Stores	1.38	1.66	1.53	1.90	1.29	1.52	1.95	0.98
Miscellaneous Store Retailers	0.94	1.49	1.46	0.96	0.62	1.81	1.93	1.43
Nonstore Retailers	0.27	0.42	0.35	0.20	0.14	1.51	0.75	0.98
Food Services & Drinking Places	1.22	1.19	1.06	1.12	0.72	1.36	1.29	1.45

> 1.1	Jurisdiction is capturing more than the expected amount of retail sales based upon the population within its boundaries.
0.9-1.1	Jurisdiction is capturing near the expected amount of retail sales based upon the population within its boundaries.
< 0.9	Jurisdiction is capturing less than the expected amount of retail sales based upon the population within its boundaries.

SUMMARY OF WALKABLE AREAS

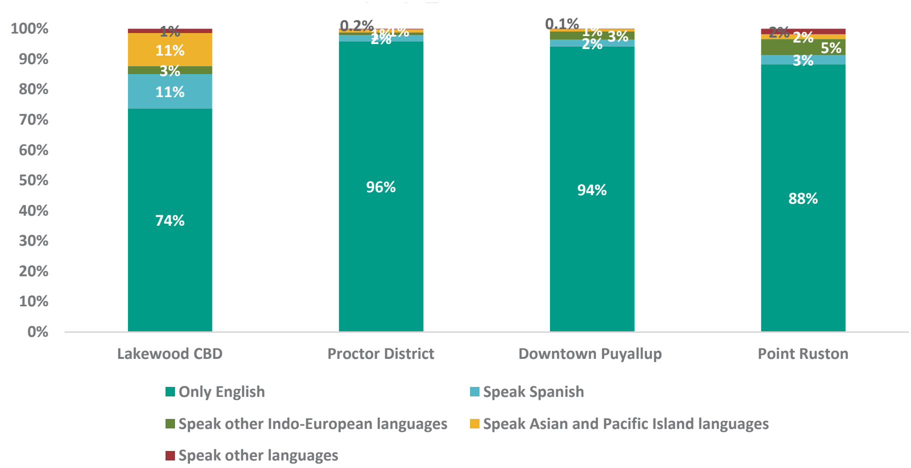
These two pages compare the demographic and employment characteristics of all the Walkable Areas.

POPULATION

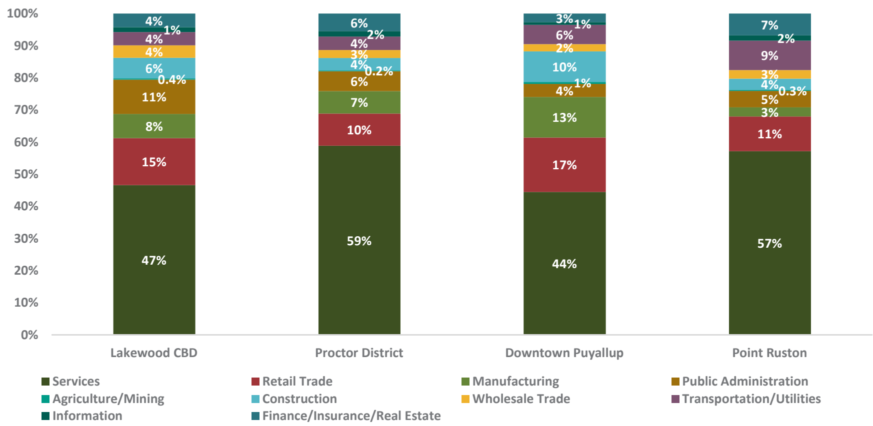


AGE

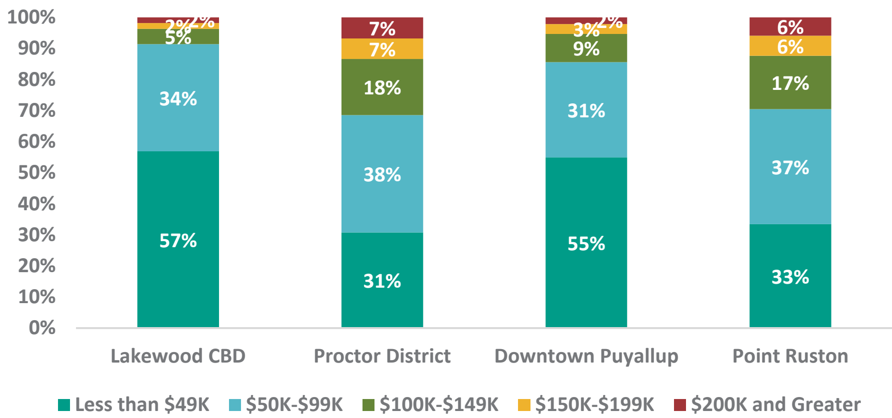
LANGUAGE



EMPLOYMENT



INCOME



RETAIL PULL FACTOR

Category	Lakewood CBD	Proctor District	Downtown Puyallup	Point Ruston
Motor Vehicle & Parts Dealers	0.64	0.00	29.08	0.01
Furniture & Home Furnishings Stores	3.12	0.15	1.29	0.00
Electronics & Appliance Stores	0.67	0.20	1.93	0.00
Bldg Materials, Garden Equip. & Supply Stores	3.92	0.27	1.63	0.03
Food & Beverage Stores	2.26	0.73	1.61	0.05
Health & Personal Care Stores	2.41	0.08	1.64	0.00
Clothing & Clothing Accessories Stores	2.58	0.41	0.71	0.06
Sporting Goods, Hobby, Book & Music Stores	9.78	0.63	3.89	0.00
General Merchandise Stores	2.89	0.00	2.15	0.00
Miscellaneous Store Retailers	3.16	1.09	2.83	0.05
Nonstore Retailers	0.42	0.07	0.39	0.00
Food Services & Drinking Places	3.62	0.58	3.74	0.71

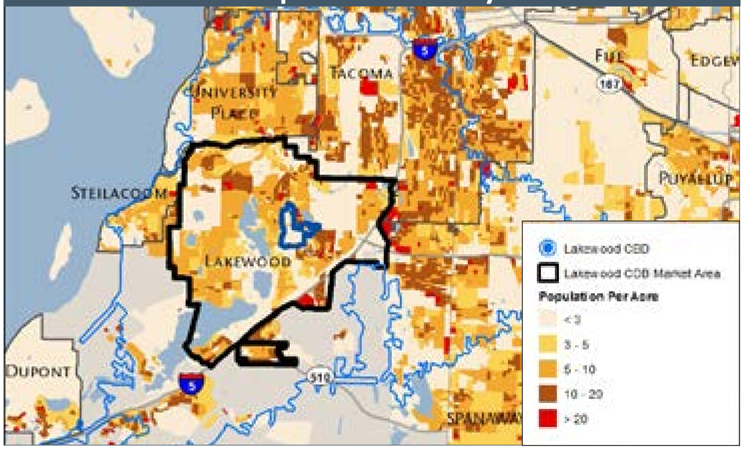
> 1.1	Jurisdiction is capturing more than the expected amount of retail sales based upon the population within its boundaries.
0.9-1.1	Jurisdiction is capturing near the expected amount of retail sales based upon the population within its boundaries.
< 0.9	Jurisdiction is capturing less than the expected amount of retail sales based upon the population within its boundaries.

LAKEWOOD CENTRAL BUSINESS DISTRICT

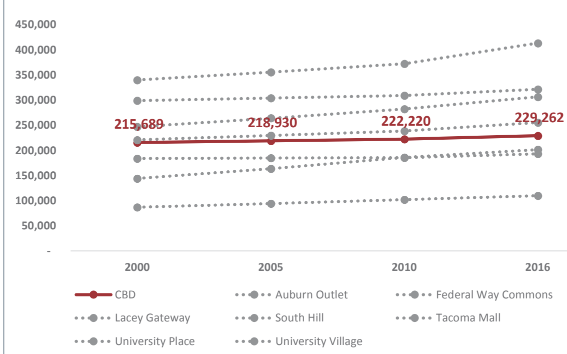
Regional Retail Center

The 15-minute drive time around the Lakewood Central Business District encompasses a large area around the City of Lakewood north of Mc-Chord Air Force Base, south of State Route 16, east of the Puget Sound, and west of Summit.

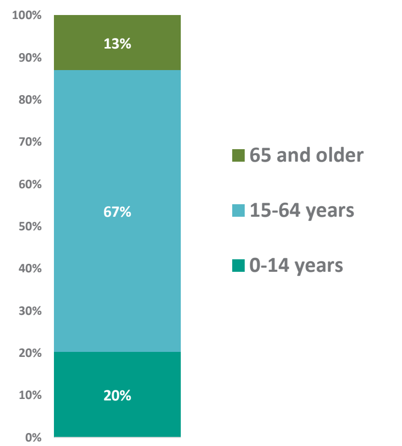
Population Density



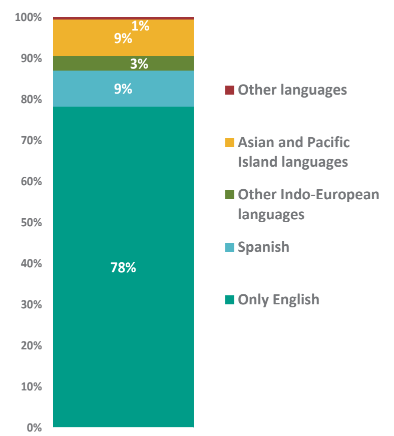
Population to Comparable Areas



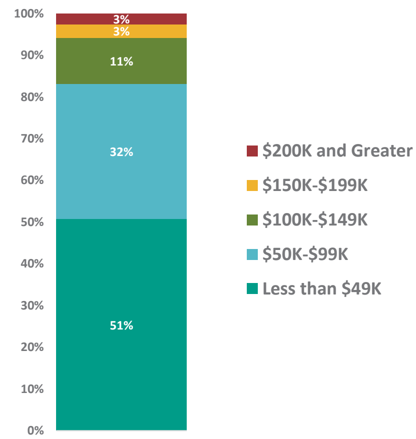
Age



Language Spoken at Home



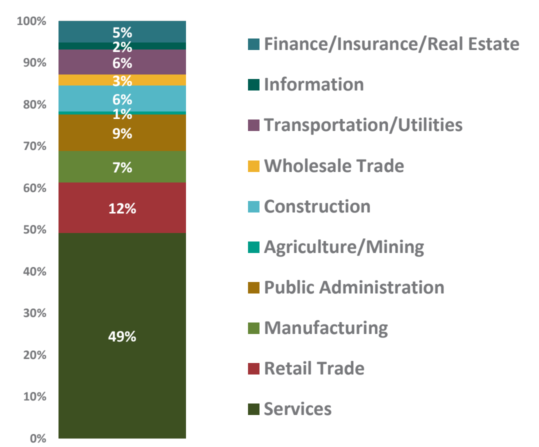
Income



Retail Pull Factor

Motor Vehicle & Parts Dealers	1.91
Furniture & Home Furnishings Stores	1.18
Electronics & Appliance Stores	0.92
Bldg Materials, Garden Equip. & Supply Stores	1.49
Food & Beverage Stores	0.86
Health & Personal Care Stores	1.46
Clothing & Clothing Accessories Stores	1.71
Sporting Goods, Hobby, Book & Music Stores	4.05
General Merchandise Stores	1.38
Miscellaneous Store Retailers	0.94
Nonstore Retailers	0.27
Food Services & Drinking Places	1.22

Employment

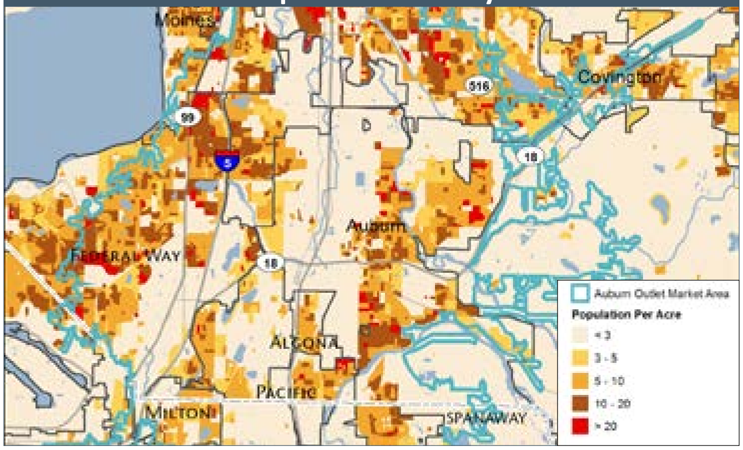


AUBURN OUTLET COLLECTION

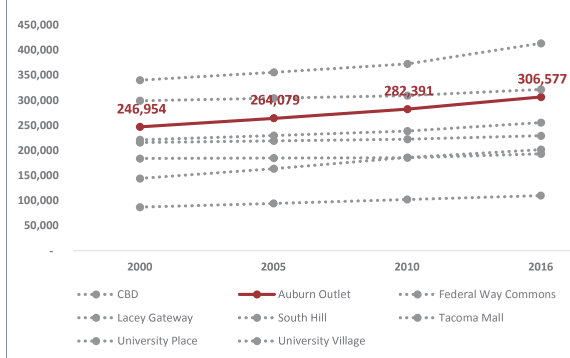
Regional Retail Center

The 15-minute drive time around the Auburn Outlet Collection encompasses a large area around the City of Auburn, including a majority of Federal Way. Within the drive time is I-5, and SR 18 and 167.

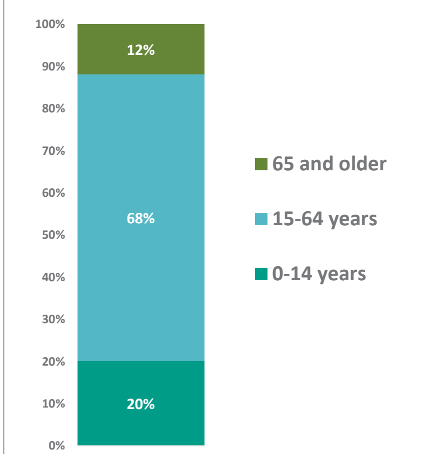
Population Density



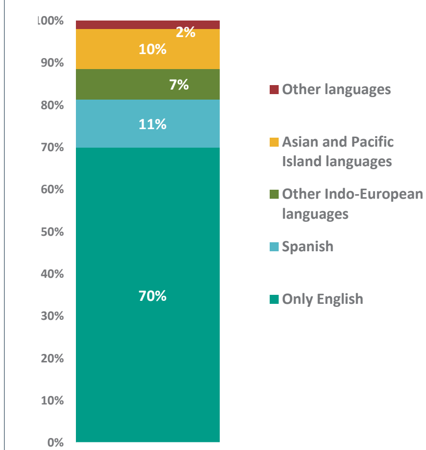
Population to Comparable Areas



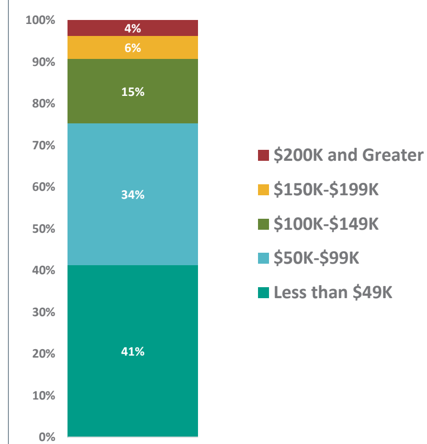
Age



Language Spoken at Home



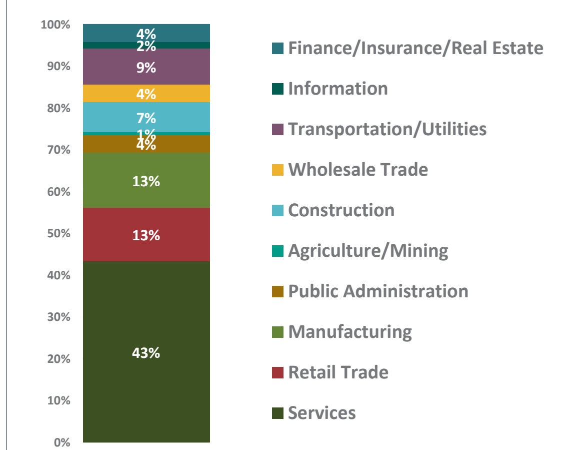
Income



Retail Pull Factor

Motor Vehicle & Parts Dealers	1.70
Furniture & Home Furnishings Stores	1.74
Electronics & Appliance Stores	1.06
Bldg Materials, Garden Equip. & Supply Stores	1.80
Food & Beverage Stores	1.19
Health & Personal Care Stores	1.39
Clothing & Clothing Accessories Stores	1.46
Sporting Goods, Hobby, Book & Music Stores	2.52
General Merchandise Stores	1.66
Miscellaneous Store Retailers	1.49
Nonstore Retailers	0.42
Food Services & Drinking Places	1.19

Employment

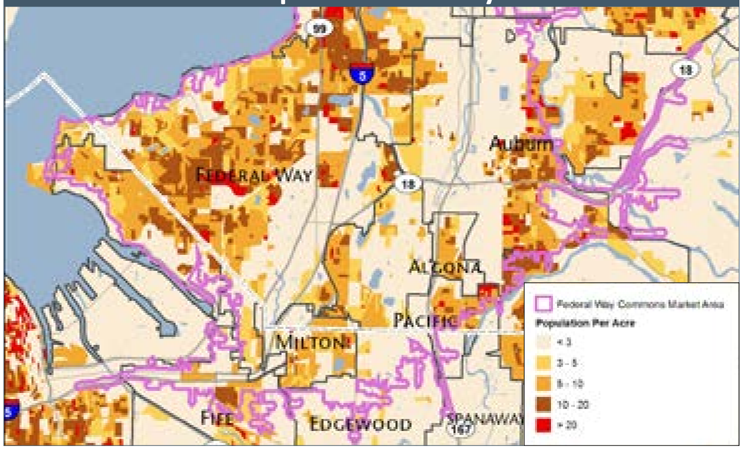


FEDERAL WAY COMMONS

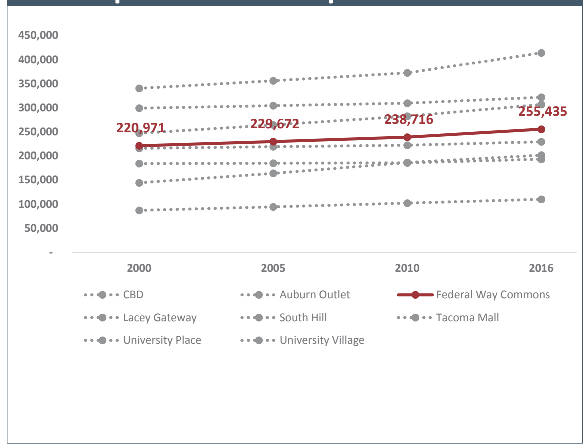
Regional Retail Center

The 15-minute drive time around the Federal Way Commons encompasses the city of Federal Way, I-5, SR 18 and 167.

Population Density



Population to Comparable Areas



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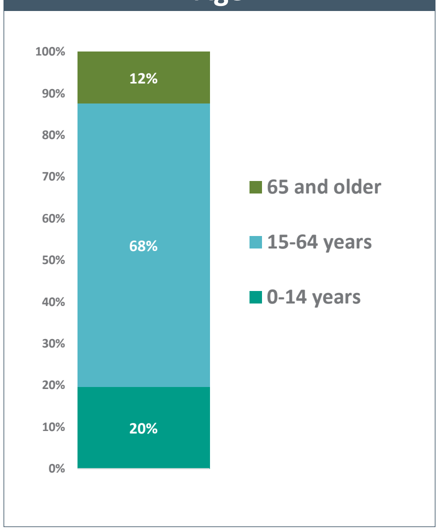

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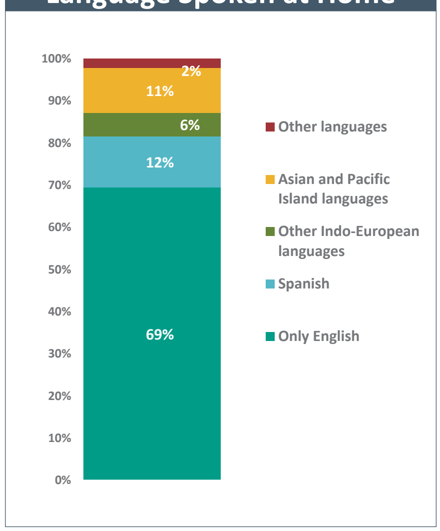
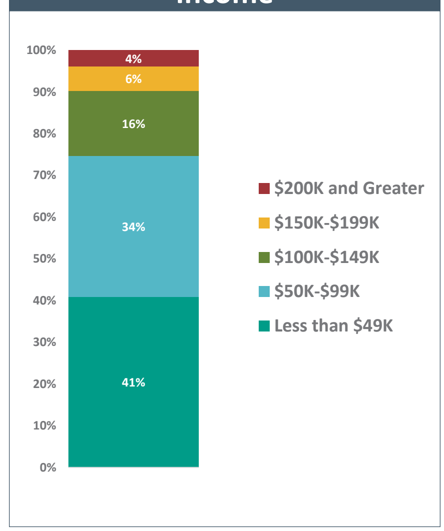


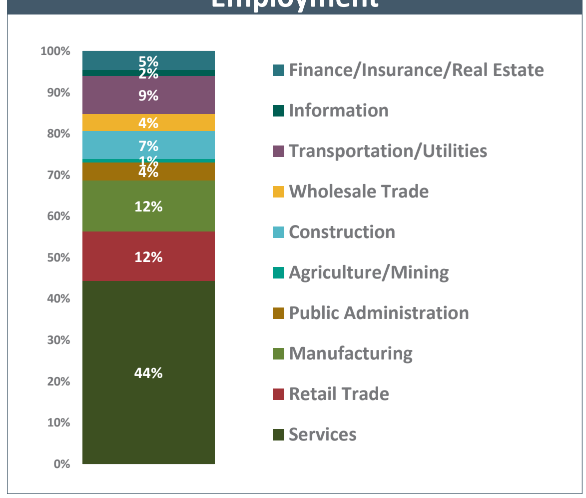
Income



Retail Pull Factor

Motor Vehicle & Parts Dealers	1.83
Furniture & Home Furnishings Stores	1.46
Electronics & Appliance Stores	0.90
Bldg Materials, Garden Equip. & Supply Stores	1.62
Food & Beverage Stores	0.98
Health & Personal Care Stores	1.24
Clothing & Clothing Accessories Stores	1.26
Sporting Goods, Hobby, Book & Music Stores	2.35
General Merchandise Stores	1.53
Miscellaneous Store Retailers	1.46
Nonstore Retailers	0.35
Food Services & Drinking Places	1.06

Employment

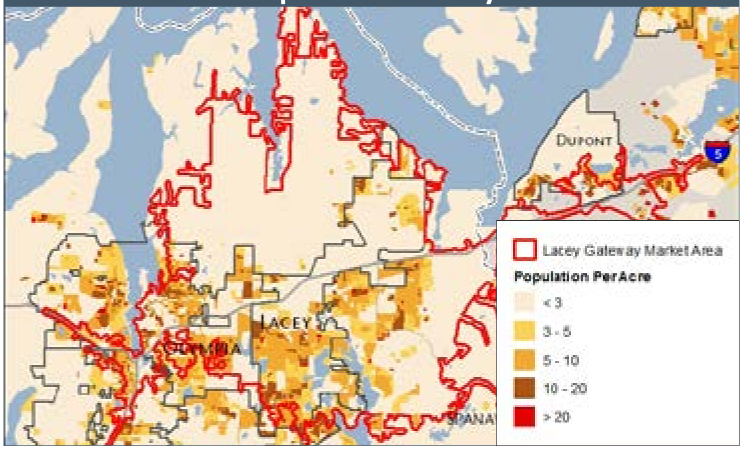


LACEY GATEWAY

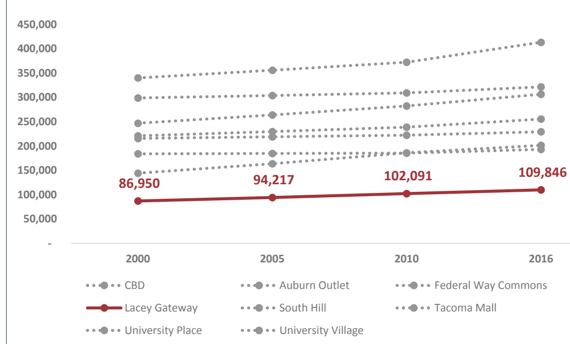
Regional Retail Center

The 15-minute drive time around Towne Center at Lacey Gateway encompasses the City of Lacey and Olympia, with connections to the site from I-5.

Population Density



Population to Comparable Areas



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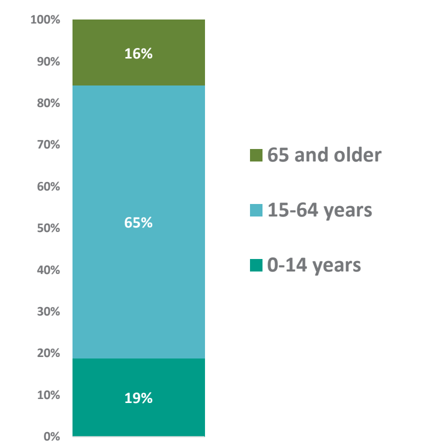
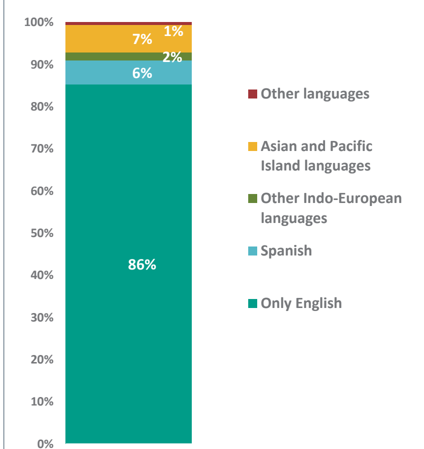
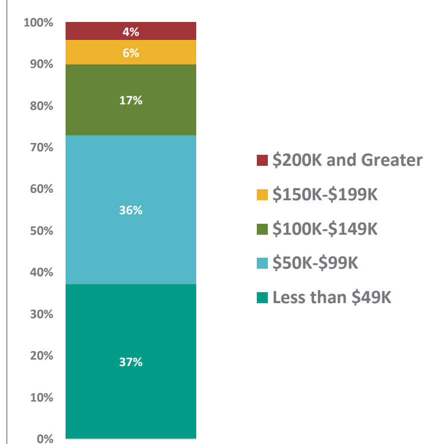


Language Spoken at Home



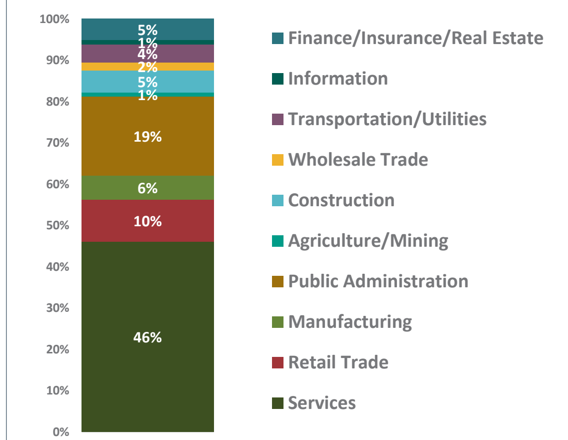
Income



Retail Pull Factor

Motor Vehicle & Parts Dealers	0.63
Furniture & Home Furnishings Stores	0.52
Electronics & Appliance Stores	1.06
Bldg Materials, Garden Equip. & Supply Stores	1.28
Food & Beverage Stores	0.92
Health & Personal Care Stores	1.18
Clothing & Clothing Accessories Stores	0.38
Sporting Goods, Hobby, Book & Music Stores	3.39
General Merchandise Stores	1.90
Miscellaneous Store Retailers	0.96
Nonstore Retailers	0.20
Food Services & Drinking Places	1.12

Employment

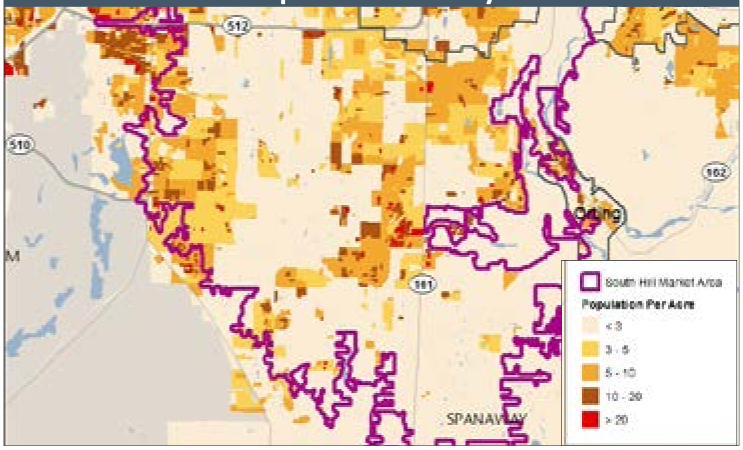


SOUTH HILL

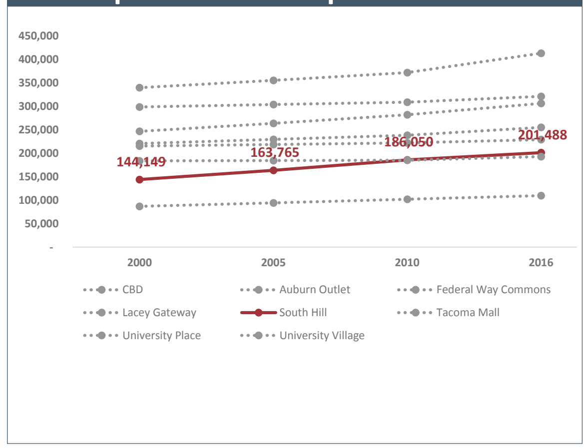
Regional Retail Center

The 15-minute drive time around South Hill encompasses a portion of Downtown Puyallup, and is accessible by Highway 161 and State Route 512.

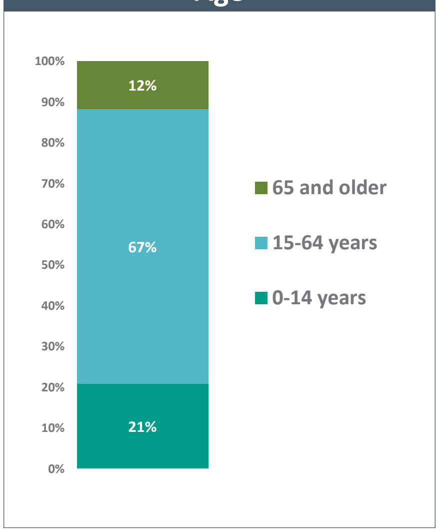
Population Density



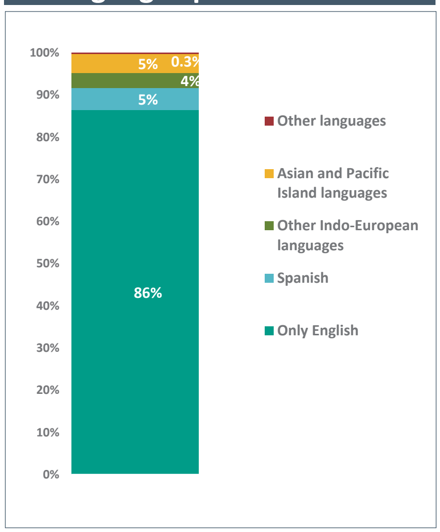
Population to Comparable Areas



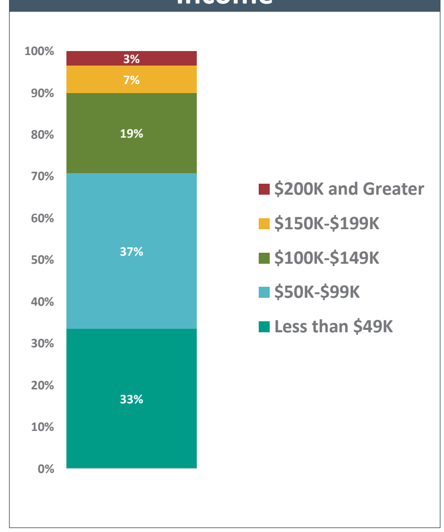
Age



Language Spoken at Home



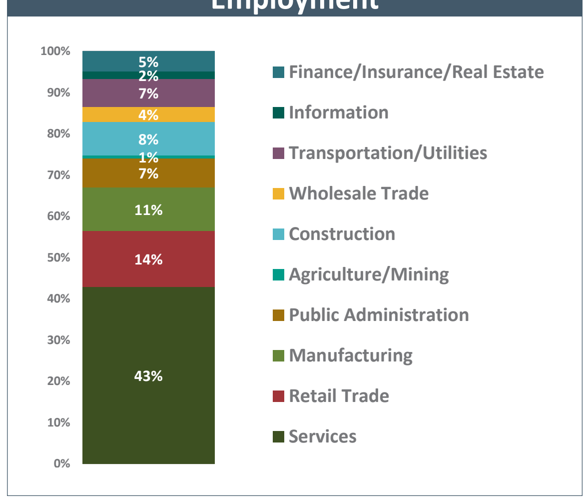
Income



Retail Pull Factor

Motor Vehicle & Parts Dealers	0.77
Furniture & Home Furnishings Stores	0.40
Electronics & Appliance Stores	0.62
Bldg Materials, Garden Equip. & Supply Stores	0.87
Food & Beverage Stores	0.63
Health & Personal Care Stores	0.91
Clothing & Clothing Accessories Stores	0.80
Sporting Goods, Hobby, Book & Music Stores	1.30
General Merchandise Stores	1.29
Miscellaneous Store Retailers	0.62
Nonstore Retailers	0.14
Food Services & Drinking Places	0.72

Employment

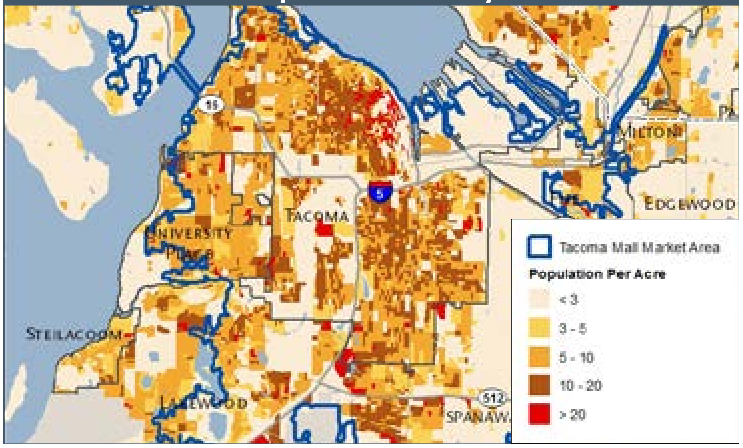


TACOMA MALL

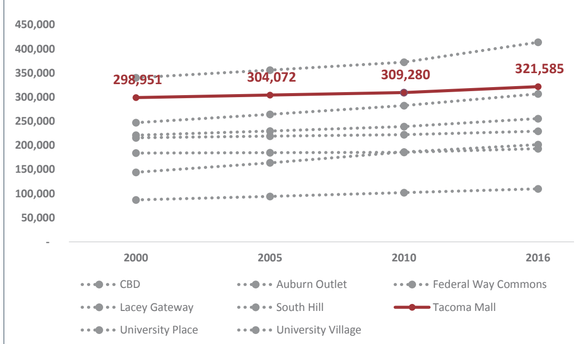
Regional Retail Center

The 15-minute drive time around the Tacoma Mall captures all of Tacoma and some areas of other cities around Tacoma, including areas of Lakewood. The drive time is within I-5, SR-512, and SR-16.

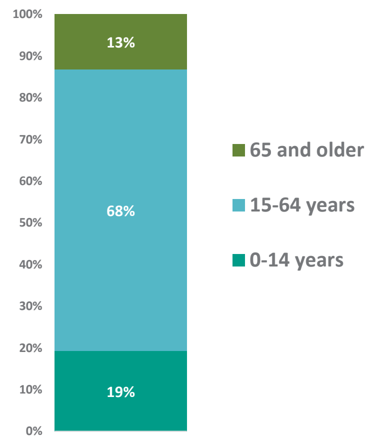
Population Density



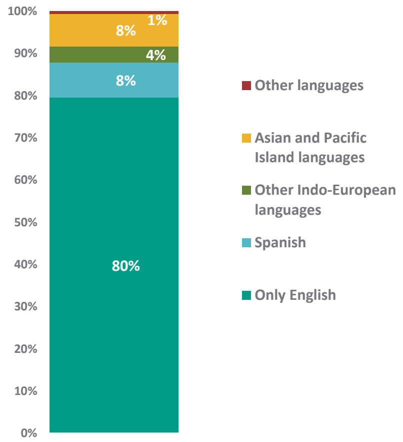
Population to Comparable Areas



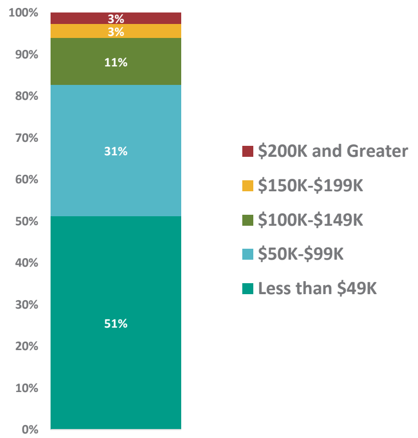
Age



Language Spoken at Home



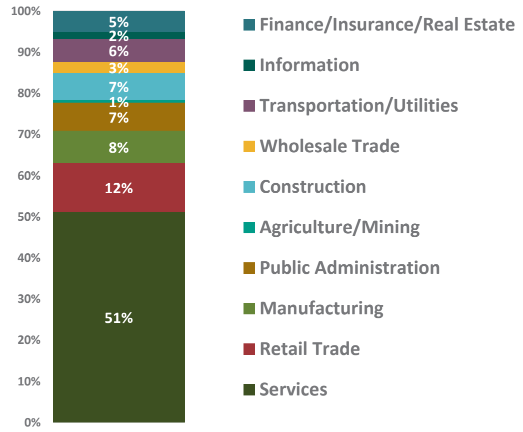
Income



Retail Pull Factor

Motor Vehicle & Parts Dealers	2.08
Furniture & Home Furnishings Stores	1.60
Electronics & Appliance Stores	0.91
Bldg Materials, Garden Equip. & Supply Stores	1.33
Food & Beverage Stores	0.87
Health & Personal Care Stores	1.55
Clothing & Clothing Accessories Stores	1.41
Sporting Goods, Hobby, Book & Music Stores	3.70
General Merchandise Stores	1.52
Miscellaneous Store Retailers	1.81
Nonstore Retailers	1.51
Food Services & Drinking Places	1.36

Employment

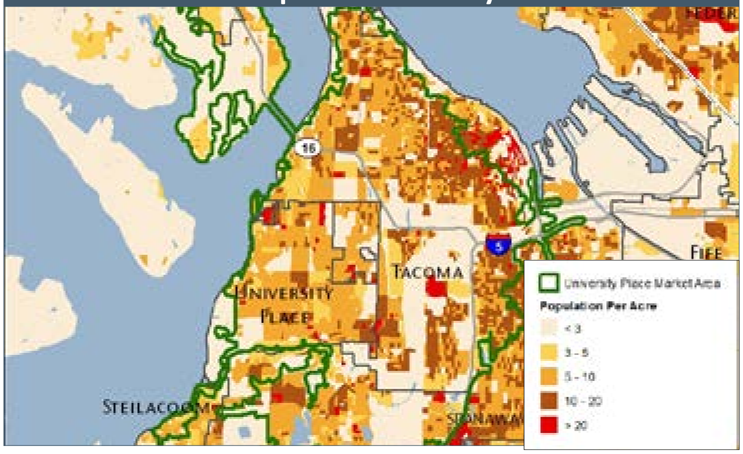


UNIVERSITY PLACE

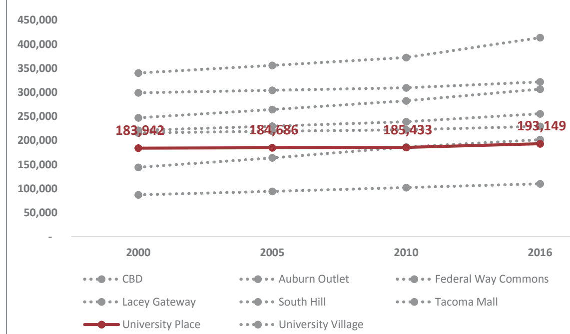
Regional Retail Center

The 15-minute drive time around University Place covers most of Tacoma and some of the surrounding cities, including areas of Lakewood. The drive time is within I-5, SR-512, and SR-16.

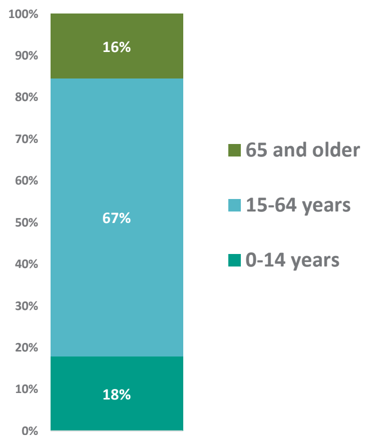
Population Density



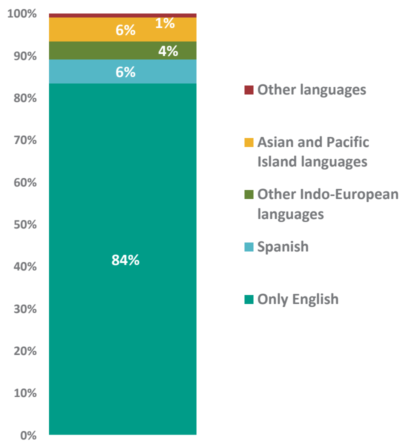
Population to Comparable Areas



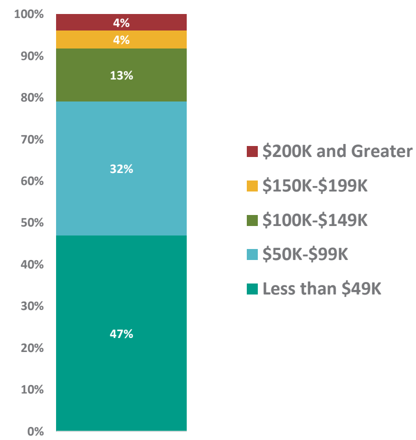
Age



Language Spoken at Home



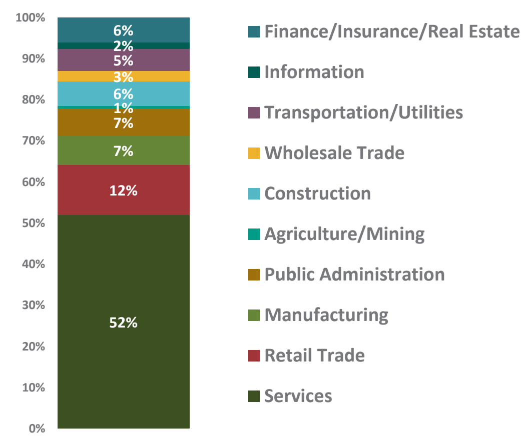
Income



Retail Pull Factor

Motor Vehicle & Parts Dealers	1.73
Furniture & Home Furnishings Stores	1.13
Electronics & Appliance Stores	0.93
Bldg Materials, Garden Equip. & Supply Stores	1.27
Food & Beverage Stores	0.87
Health & Personal Care Stores	1.57
Clothing & Clothing Accessories Stores	1.86
Sporting Goods, Hobby, Book & Music Stores	3.89
General Merchandise Stores	1.95
Miscellaneous Store Retailers	1.93
Nonstore Retailers	0.75
Food Services & Drinking Places	1.29

Employment

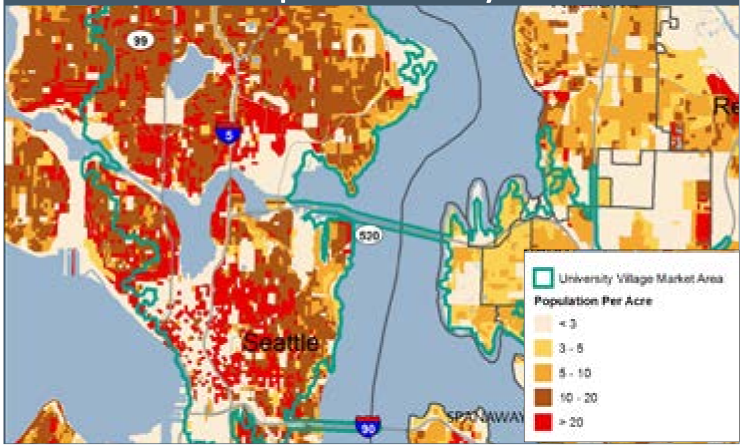


UNIVERSITY VILLAGE

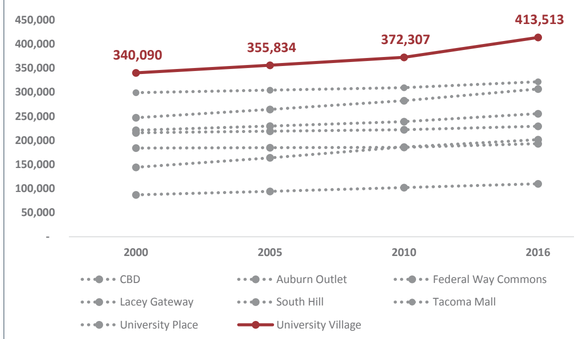
Regional Retail Center

The 15-minute drive time around University Village covers a significant portion of Seattle, and a smaller portion of Bellevue. It also captures segments of I-5, I-90, and SR-520.

Population Density



Population to Comparable Areas



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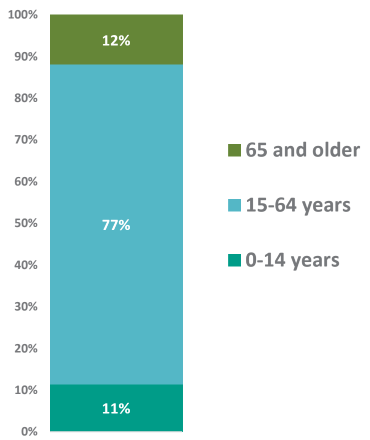
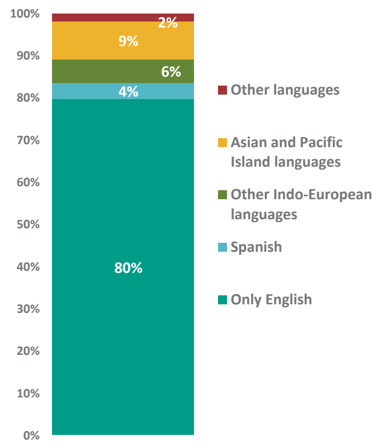
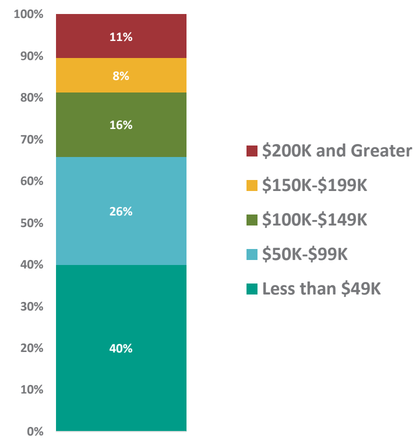


Language Spoken at Home



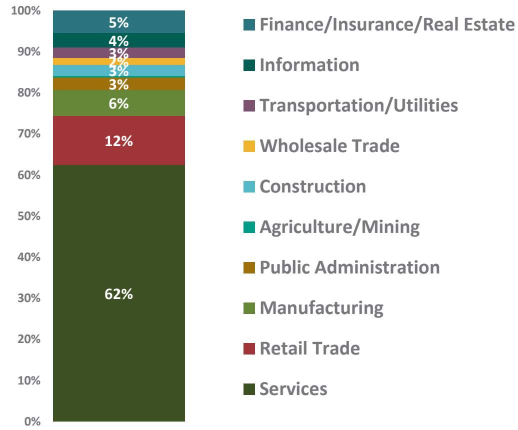
Income



Retail Pull Factor

Motor Vehicle & Parts Dealers	1.19
Furniture & Home Furnishings Stores	1.22
Electronics & Appliance Stores	3.65
Bldg Materials, Garden Equip. & Supply Stores	0.65
Food & Beverage Stores	1.21
Health & Personal Care Stores	1.61
Clothing & Clothing Accessories Stores	2.37
Sporting Goods, Hobby, Book & Music Stores	3.55
General Merchandise Stores	0.98
Miscellaneous Store Retailers	1.43
Nonstore Retailers	0.98
Food Services & Drinking Places	1.45

Employment

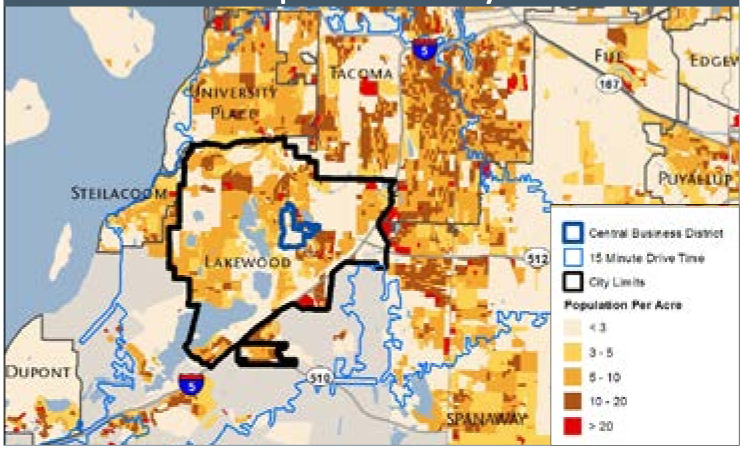


LAKEWOOD CENTRAL BUSINESS DISTRICT

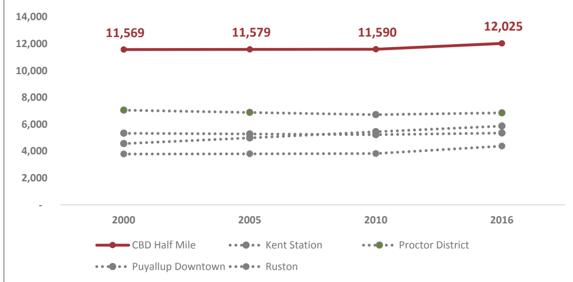
Walkable Neighborhood

The Lakewood Central Business District and half-mile surrounding area includes the Lakewood Towne Center, Clover Park Technical College, Lakewood Pierce County Library, eateries, and retail and services.

Population Density



Population to Comparable Areas



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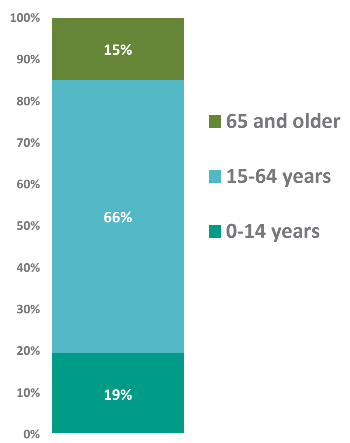
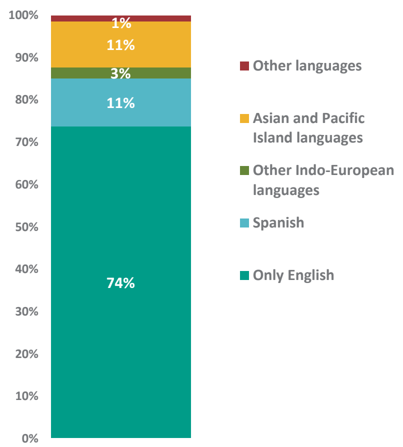


Language Spoken at Home



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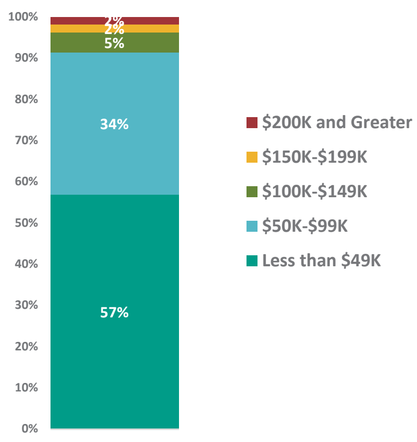
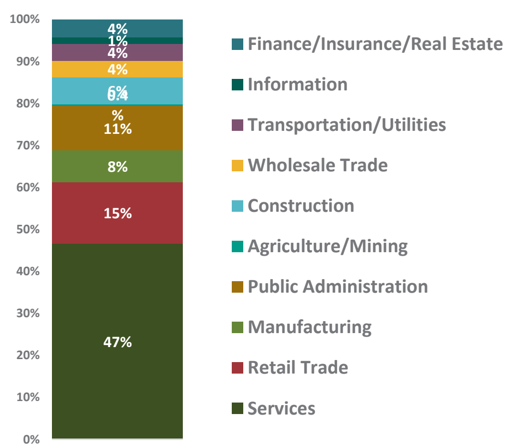


Retail Pull Factor

Motor Vehicle & Parts Dealers	0.64
Furniture & Home Furnishings Stores	3.12
Electronics & Appliance Stores	0.67
Bldg Materials, Garden Equip. & Supply Stores	3.92
Food & Beverage Stores	2.26
Health & Personal Care Stores	2.41
Clothing & Clothing Accessories Stores	2.58
Sporting Goods, Hobby, Book & Music Stores	9.78
General Merchandise Stores	2.89
Miscellaneous Store Retailers	3.16
Nonstore Retailers	0.42
Food Services & Drinking Places	3.62

Employment

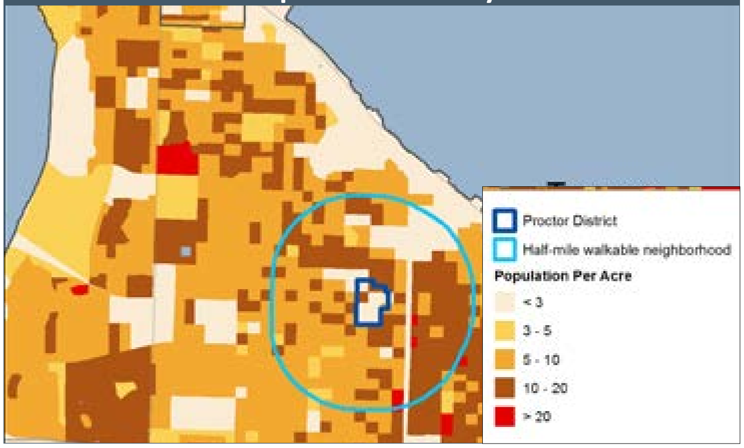


PROCTOR DISTRICT

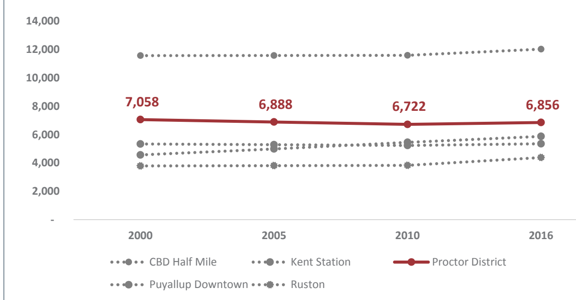
Walkable Neighborhood

The walkable half-mile area around the Proctor District mixed use area in Tacoma has multiple schools and a library in its boundaries, green space areas, multi-family housing, and retail and services.

Population Density



Population to Comparable Areas



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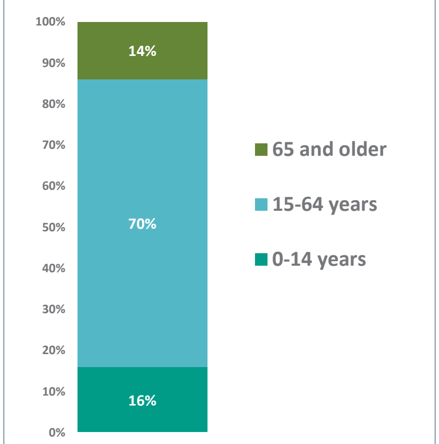
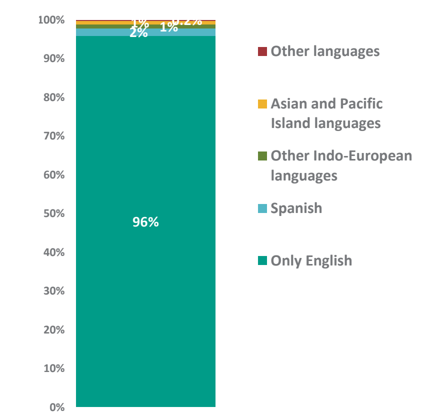
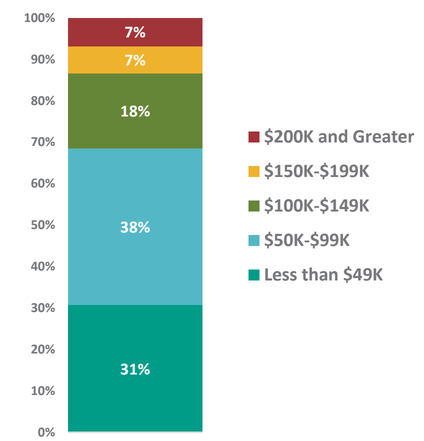


Language Spoken at Home



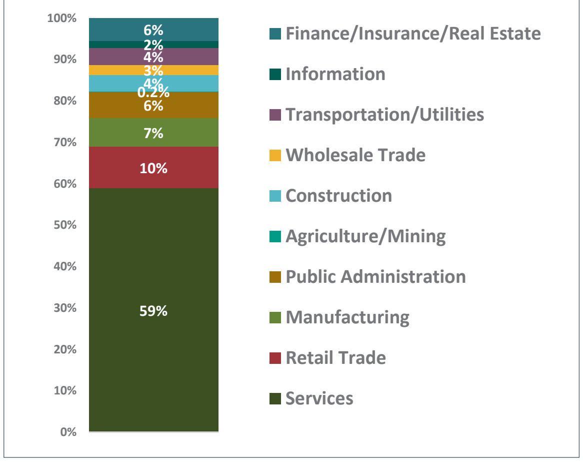
Income



Retail Pull Factor

Motor Vehicle & Parts Dealers	0.00
Furniture & Home Furnishings Stores	0.15
Electronics & Appliance Stores	0.20
Bldg Materials, Garden Equip. & Supply Stores	0.27
Food & Beverage Stores	0.73
Health & Personal Care Stores	0.08
Clothing & Clothing Accessories Stores	0.41
Sporting Goods, Hobby, Book & Music Stores	0.63
General Merchandise Stores	0.00
Miscellaneous Store Retailers	1.09
Nonstore Retailers	0.07
Food Services & Drinking Places	0.58

Employment

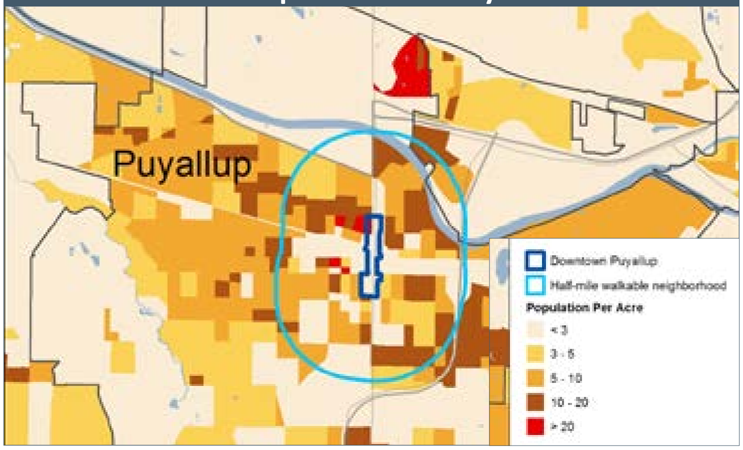


DOWNTOWN PUYALLUP

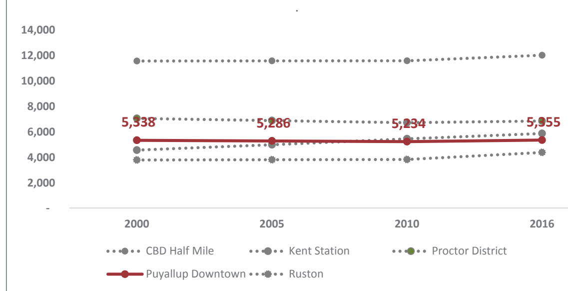
Walkable Neighborhood

The walkable half-mile area around the Downtown Puyallup mixed use includes multi-family housing, city hall, the public library, eateries, and retail and services.

Population Density



Population to Comparable Areas



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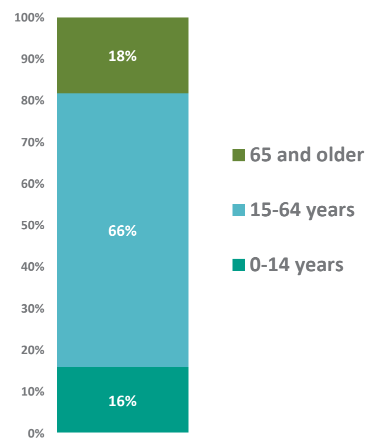
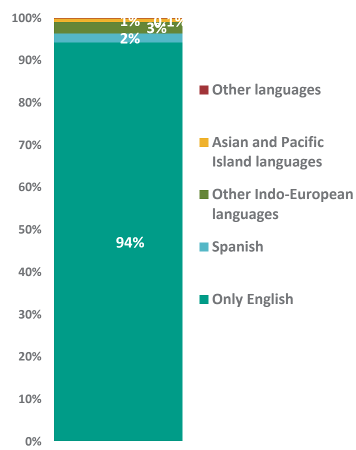
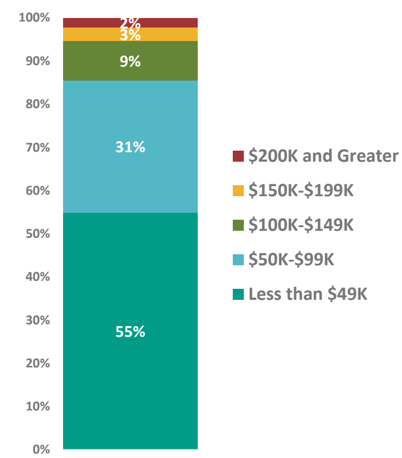


Language Spoken at Home



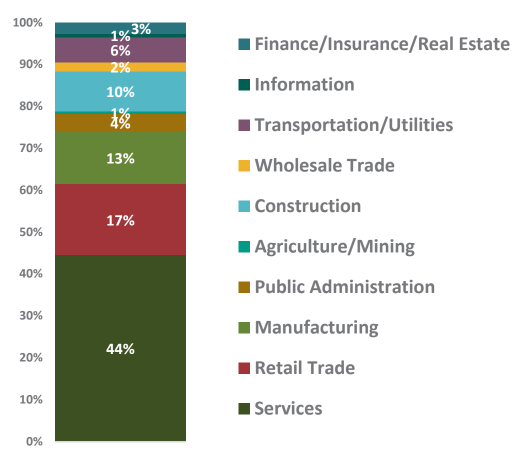
Income



Retail Pull Factor

Motor Vehicle & Parts Dealers	29.08
Furniture & Home Furnishings Stores	1.29
Electronics & Appliance Stores	1.93
Bldg Materials, Garden Equip. & Supply Stores	1.63
Food & Beverage Stores	1.61
Health & Personal Care Stores	1.64
Clothing & Clothing Accessories Stores	0.71
Sporting Goods, Hobby, Book & Music Stores	3.89
General Merchandise Stores	2.15
Miscellaneous Store Retailers	2.83
Nonstore Retailers	0.39
Food Services & Drinking Places	3.74

Employment

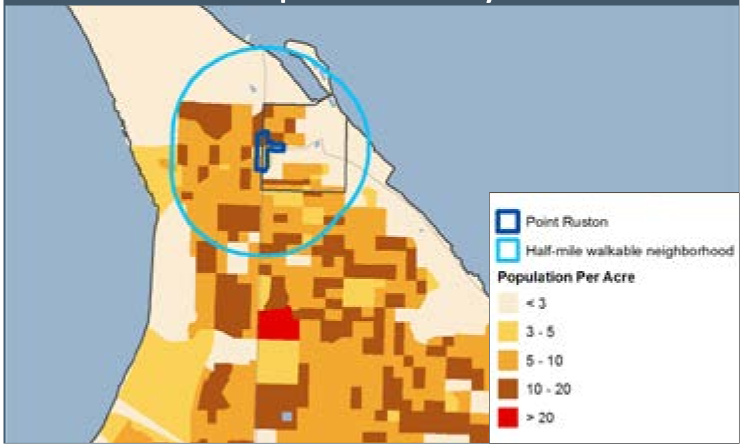


POINT RUSTON

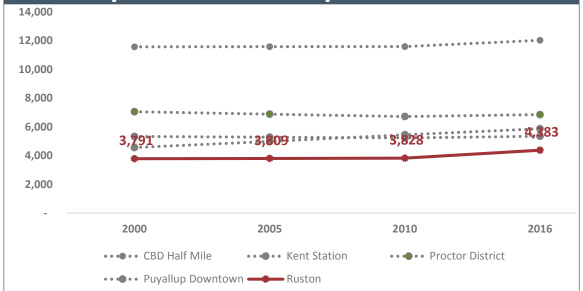
Walkable Neighborhood

The walkable half-mile area around the Kent Station mixed use district includes a public transit center, multi-family housing, a public school, a public library, a town plaza, eateries, and retail and services.

Population Density



Population to Comparable Areas



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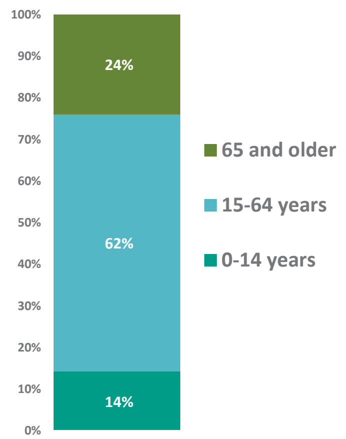
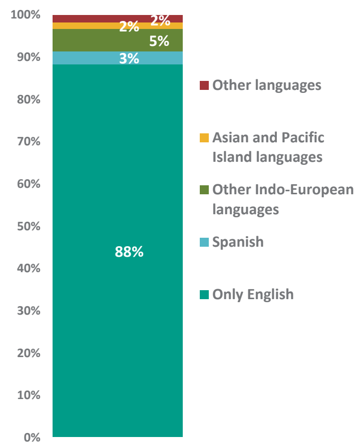


Language Spoken at Home



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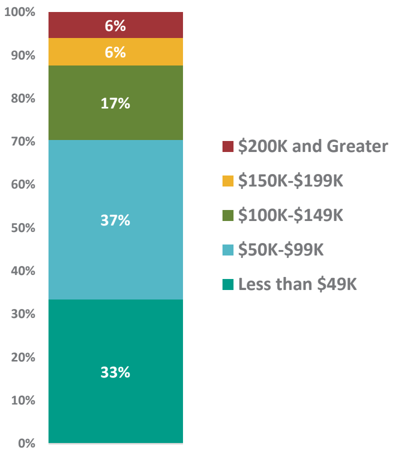
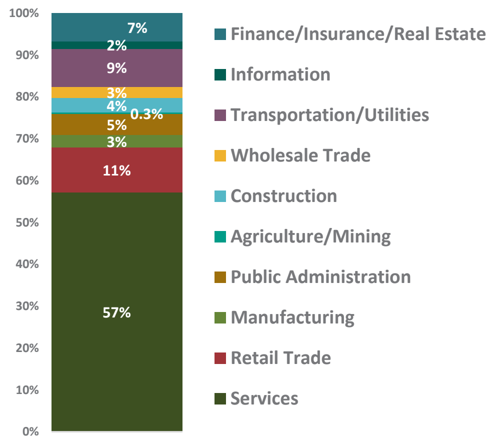


Retail Pull Factor

Motor Vehicle & Parts Dealers	0.01
Furniture & Home Furnishings Stores	0.00
Electronics & Appliance Stores	0.00
Bldg Materials, Garden Equip. & Supply Stores	0.03
Food & Beverage Stores	0.05
Health & Personal Care Stores	0.00
Clothing & Clothing Accessories Stores	0.06
Sporting Goods, Hobby, Book & Music Stores	0.00
General Merchandise Stores	0.00
Miscellaneous Store Retailers	0.05
Nonstore Retailers	0.00
Food Services & Drinking Places	0.71

Employment



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APPENDIX C: DETAILED PULL FACTOR ANALYSIS

The tables on the following pages present a more detailed pull factor analysis than was presented in the main body of this report and in Appendix B. The tables that follow show detail at the 5-digit NAICS code level.

These tables were produced using ESRI Business Analyst.

NAICS Category & Description	Lakewood Potential Retail Sales (2014)	Lakewood Actual Retail Sales (2014)	Pull Factor
441 Motor Vehicle and Parts Dealers	**$ 92,971,389**	**$ 91,524,847**	**0.98**
4411 Automobile Dealers	$ 73,909,551	$ 50,779,519	0.69
44111 New Car Dealers	$ 62,968,926	$ 35,222,547	0.56
44112 Used Car Dealers	$ 10,940,625	$ 15,556,972	1.42
4412 Other Motor Vehicle Dealers	$ 7,673,798	$ 7,435,638	0.97
44121 Recreational Vehicle Dealers	$ 2,627,413	D	-
44122 Motorcycle, Boat, and Other Motor Vehicle Dealers	$ 5,046,385	$ 7,423,997	1.47
4413 Automotive Parts, Accessories, and Tire Stores	$ 11,388,040	$ 33,309,690	2.92
44131 Automotive Parts and Accessories Stores	$ 5,695,022	$ 22,307,777	3.92
44132 Tire Dealers	$ 5,693,019	$ 11,001,913	1.93
442 Furniture and Home Furnishings Stores	**$ 14,860,928**	**$ 24,598,927**	**1.66**
4421 Furniture Stores	$ 8,246,350	$ 12,744,194	1.55
44211 Furniture Stores	$ 8,246,350	$ 12,744,194	1.55
4422 Home Furnishings Stores	$ 6,614,578	$ 11,854,733	1.79
44221 Floor Covering Stores	$ 2,920,068	$ 3,963,730	1.36
44229 Other Home Furnishings Stores	$ 3,694,510	$ 7,891,003	2.14
443 Electronics and Appliance Stores	**$ 22,338,988**	**$ 17,193,153**	**0.77**
4431 Electronics and Appliance Stores	$ 22,338,988	$ 17,193,153	0.77
44314 Electronics and Appliance Stores	$ 22,338,988	$ 17,193,153	0.77
444 Building Material and Garden Equipment and Supplies Dealers	**$ 36,723,839**	**$ 36,118,701**	**0.98**
4441 Building Material and Supplies Dealers	$ 32,709,027	$ 35,920,821	1.10
44411 Home Centers	$ 19,133,747	$ 23,538,755	1.23
44412 Paint and Wallpaper Stores	$ 1,131,229	$ 342,163	0.30
44413 Hardware Stores	$ 5,240,235	$ 7,206,217	1.38
44419 Other Building Material Dealers	$ 7,203,816	$ 4,833,686	0.67
4442 Lawn and Garden Equipment and Supplies Stores	$ 4,014,812	$ 197,880	0.05
44421 Outdoor Power Equipment Stores	$ 824,672	$ 33,660	0.04
44422 Nursery, Garden Center, and Farm Supply Stores	$ 3,190,140	$ 164,220	0.05
445 Food and Beverage Stores	**$ 25,485,474**	**$ 41,250,773**	**1.62**
4451 Grocery Stores	$ 22,989,577	$ 36,400,599	1.58
44511 Supermarkets and Other Grocery (except Convenience) S	$ 19,618,099	$ 25,083,945	1.28
44512 Convenience Stores	$ 3,371,478	$ 11,316,654	3.36
4452 Specialty Food Stores	$ 1,128,840	$ 3,764,772	3.34
44521 Meat Markets	$ 88,198	D	-
44522 Fish and Seafood Markets	$ 32,351	D	-
44523 Fruit and Vegetable Markets	$ 76,758	$ 668,919	8.71
44529 Other Specialty Food Stores	$ 931,532	$ 3,037,829	3.26
4453 Beer, Wine, and Liquor Stores	$ 1,367,058	$ 1,085,402	0.79
44531 Beer, Wine, and Liquor Stores	$ 1,367,058	$ 1,085,402	0.79
446 Health and Personal Care Stores	**$ 12,443,704**	**$ 18,540,379**	**1.49**
4461 Health and Personal Care Stores	$ 12,443,704	$ 18,540,379	1.49
44611 Pharmacies and Drug Stores	$ 6,201,738	$ 9,621,842	1.55
44612 Cosmetics, Beauty Supplies, and Perfume Stores	$ 1,796,830	$ 3,606,244	2.01
44613 Optical Goods Stores	$ 140,047	$ 4,955	0.04
44619 Other Health and Personal Care Stores	$ 4,305,088	$ 5,307,338	1.23
447 Gasoline Stations	**$ 11,093,743**	**$ 13,921,043**	**1.25**
4471 Gasoline Stations	$ 11,093,743	$ 13,921,043	1.25
44711 Gasoline Stations with Convenience Stores	$ 9,105,826	$ 10,716,302	1.18
44719 Other Gasoline Stations	$ 1,987,917	$ 3,204,741	1.61
448 Clothing and Clothing Accessories Stores	**$ 28,153,304**	**$ 29,785,368**	**1.06**
4481 Clothing Stores	$ 22,400,473	$ 23,579,014	1.05
44811 Men's Clothing Stores	$ 688,579	$ 108,821	0.16
44812 Women's Clothing Stores	$ 2,384,129	$ 4,481,005	1.88
44813 Children's and Infants' Clothing Stores	$ 576,551	$ 1,389	0.00
44814 Family Clothing Stores	$ 15,501,543	$ 17,537,667	1.13

NAICS Category & Description		Lakewood Potential Retail Sales (2014)		Lakewood Actual Retail Sales (2014)	Pull Factor
44815 Clothing Accessories Stores	$	1,376,853	$	247,654	0.18
44819 Other Clothing Stores	$	1,872,818	$	1,202,478	0.64
4482 Shoe Stores	$	2,338,184	$	3,423,739	1.46
44821 Shoe Stores	$	2,338,184	$	3,423,739	1.46
4483 Jewelry, Luggage, and Leather Goods Stores	$	3,414,647	$	2,782,615	0.81
44831 Jewelry Stores	$	2,774,379	$	778,336	0.28
44832 Luggage and Leather Goods Stores	$	640,268	$	2,004,279	3.13
451 Sporting Goods, Hobby, Book, and Music Stores	**$**	**15,942,768**	**$**	**21,877,601**	**1.37**
4511 Sporting Goods, Hobby, and Musical Instrument Stores	$	13,914,050	$	13,574,766	0.98
45111 Sporting Goods Stores	$	9,676,840	$	3,792,627	0.39
45112 Hobby, Toy, and Game Stores	$	2,467,054	$	9,025,166	3.66
45113 Sewing, Needlework, and Piece Goods Stores	$	957,005	$	135,286	0.14
45114 Musical Instrument and Supplies Stores	$	813,151	$	621,687	0.76
4512 Book Stores and News Dealers	$	2,028,718	$	8,302,835	4.09
45121 Book Stores and News Dealers	$	2,028,718	$	8,302,835	4.09
452 General Merchandise Stores	**$**	**73,550,558**	**$**	**97,416,920**	**1.32**
4521 Department Stores	$	20,343,656	$	43,089,193	2.12
45211 Department Stores	$	20,343,656	$	43,089,193	2.12
4529 Other General Merchandise Stores	$	53,206,902	$	54,327,727	1.02
45291 Warehouse Clubs and Supercenters	$	49,552,368	$	50,647,087	1.02
45299 All Other General Merchandise Stores	$	3,654,534	$	3,680,640	1.01
453 Miscellaneous Store Retailers	**$**	**31,321,922**	**$**	**49,706,999**	**1.59**
4531 Florists	$	560,196	$	596,218	1.06
45311 Florists	$	560,196	$	596,218	1.06
4532 Office Supplies, Stationery, and Gift Stores	$	5,843,184	$	7,826,795	1.34
45321 Office Supplies and Stationery Stores	$	4,242,428	$	6,721,291	1.58
45322 Gift, Novelty, and Souvenir Stores	$	1,600,756	$	1,105,504	0.69
4533 Used Merchandise Stores	$	2,385,948	$	3,579,666	1.50
45331 Used Merchandise Stores	$	2,385,948	$	3,579,666	1.50
4539 Other Miscellaneous Store Retailers	$	22,532,594	$	37,704,320	1.67
45391 Pet and Pet Supplies Stores	$	2,978,102	$	8,059,107	2.71
45392 Art Dealers	$	359,406	$	83,084	0.23
45393 Manufactured (Mobile) Home Dealers	$	360,573	D		-
45399 All Other Miscellaneous Store Retailers	$	18,834,514	$	29,115,503	1.55
454 Nonstore Retailers	**$**	**21,867,431**	**$**	**16,082,977**	**0.74**
4541 Electronic Shopping and Mail-Order Houses	$	14,379,020	$	8,915,859	0.62
45411 Electronic Shopping and Mail-Order Houses	$	14,379,020	$	8,915,859	0.62
4542 Vending Machine Operators	$	173,107	$	137,699	0.80
45421 Vending Machine Operators	$	173,107	$	137,699	0.80
4543 Direct Selling Establishments	$	7,315,304	$	7,029,419	0.96
45431 Fuel Dealers	$	1,598,848	$	570,901	0.36
45439 Other Direct Selling Establishments	$	5,716,456	$	6,458,518	1.13
721 Accommodation	**$**	**19,723,768**	**$**	**8,393,273**	**0.43**
7211 Traveler Accommodation	$	19,356,595	$	8,393,273	0.43
72111 Hotels (except Casino Hotels) and Motels	$	18,425,752	$	7,515,370	0.41
72112 Casino Hotels	$	13,971	$	-	-
72119 Other Traveler Accommodation	$	916,871	$	877,903	0.96
7212 RV (Recreational Vehicle) Parks and Recreational Camps	$	271,233	$	-	-
72121 RV (Recreational Vehicle) Parks and Recreational Camps	$	271,233	$	-	-
7213 Rooming and Boarding Houses	$	95,940	$	-	-
72131 Rooming and Boarding Houses	$	95,940	$	-	-
722 Food Services and Drinking Places	**$**	**78,912,044**	**$**	**122,486,100**	**1.55**
7223 Special Food Services	$	3,960,969	$	818,101	0.21
72231 Food Service Contractors	$	2,613,916	$	119,722	0.05
72232 Caterers	$	1,079,777	$	619,385	0.57
72233 Mobile Food Services	$	267,277	$	78,994	0.30
7224 Drinking Places (Alcoholic Beverages)	$	4,956,751	$	5,607,364	1.13
72241 Drinking Places (Alcoholic Beverages)	$	4,956,751	$	5,607,364	1.13
7225 Restaurants and Other Eating Places	$	69,994,323	$	116,060,635	1.66
72251 Restaurants and Other Eating Places	$	69,994,323	$	116,060,635	1.66