Lakewood Station District Subarea

Situation Assessment – April 2020

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Contents

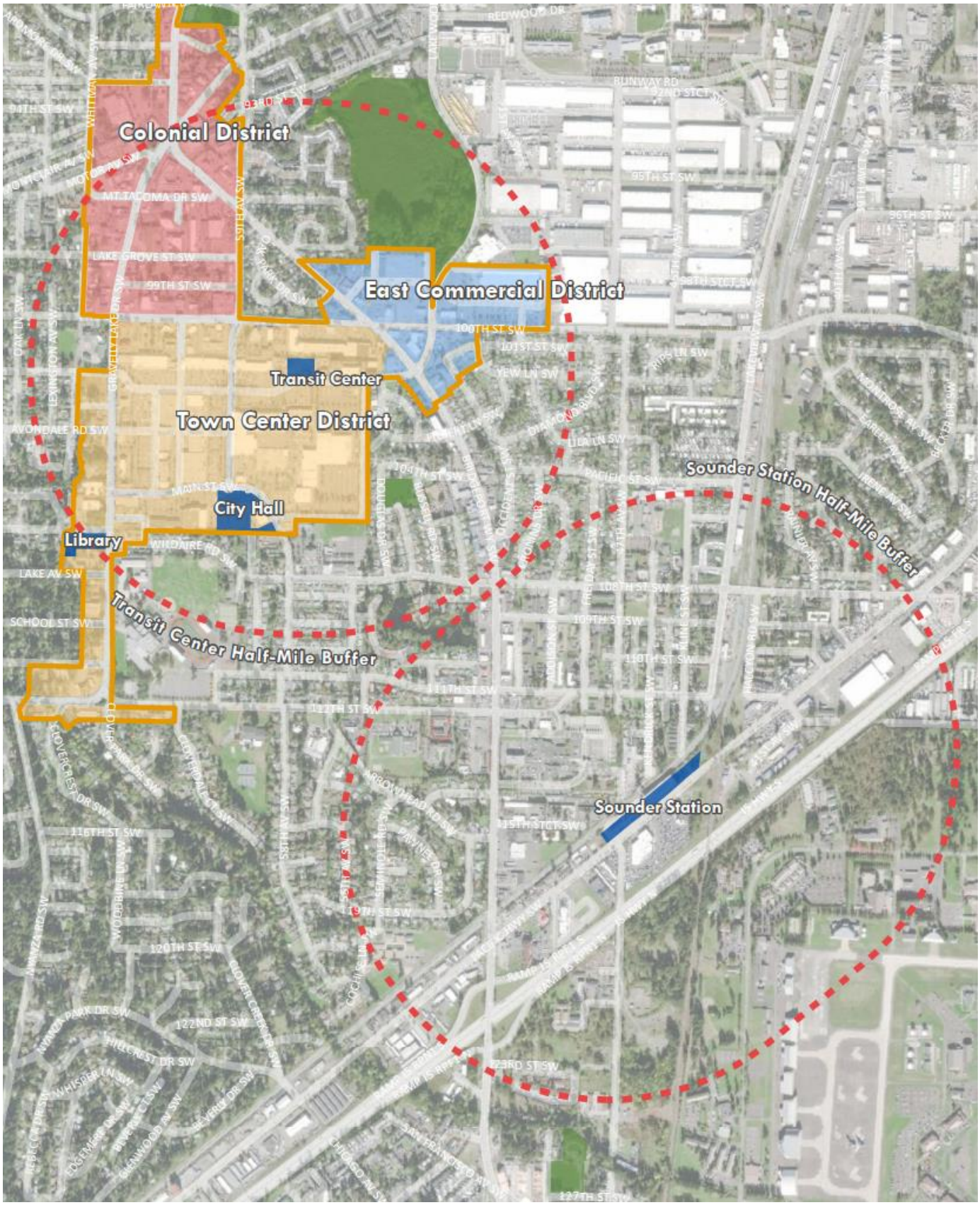
Introduction

The Lakewood Station District Subarea (LSDS) is an area of opportunity for future growth and development within Lakewood's Urban Center. A variety of conditions make the LSDS an ideal place for subarea planning. There are several neighborhoods within a half mile of the Lakewood Station with a mix of multi-family and mixed residential zones that are developed at densities lower than planned or zoned. With its proximity to I-5 and the Sounder regional commuter rail, the LSDS is a good location for employment. Since there are few environmental constraints, this is an ideal place to explore housing types and densities that take advantage of the proximity to high capacity transit. The Town Center District is also only about a mile away (Exhibit 1) so there is also an opportunity to deepen connections between the two subareas.

The City received a Department of Commerce "Increasing Residential Building Capacity" grant to develop a subarea plan for transit-oriented development near the station. It is expected that development of the subarea plan will be accompanied by a planned action and form-based code.

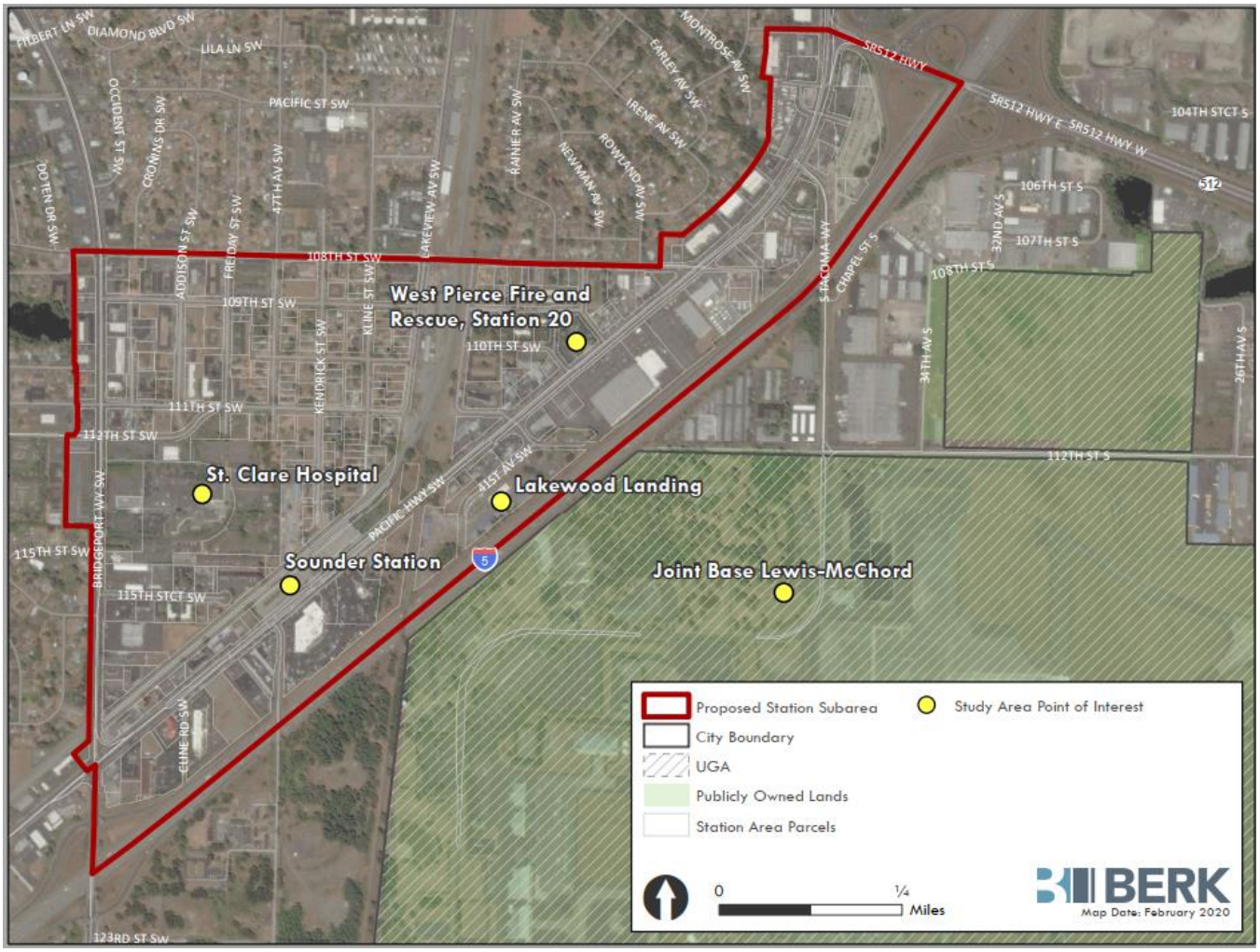
The current LSDS subarea boundary is shown in Exhibit 2. As part of the subarea planning process, this primary area will be the focus of land use and housing review. Generally, the boundary incorporates the area within a half mile of the Sounder station but does not include areas southeast of I-5, since the freeway provides a significant barrier. The subarea spans the area from the interchange with Bridgeport Way to the interchange with SR-512, to capture the full transportation corridor to the north and south of the station. In order to analyze transportation connections to Lakewood's Downtown, the transportation evaluation reviews an extended area north and west of the primary subarea (Exhibit 1). The extended study area looks at ways to enhance multi-modal transportation linkages. The extended study area does not address land use and housing beyond the LSDS.

Exhibit 1. Lakewood Station in Proximity to Downtown



Source: BERK, 2020; Pierce County Assessor, 2020.

Exhibit 2. Lakewood Station District Study Area



Source: BERK, 2020; Pierce County Assessor, 2020.

Demographics

Note: This section is based on data prior to the COVID-19 pandemic. Information about jobs and incomes reflects 2019 information.

POPULATION CHARACTERISTICS

Exhibit 3 shows a selection of demographics for the LSDS subarea, the ½ mile study area, Lakewood, and Pierce County. In the subarea there are just under 2,000 people living in 800 households. Looking within a half mile of the station, there are about 7,900 residents living in 3,200 households.[1] Median household incomes are about half of those for Pierce County as a whole and about two-thirds of Lakewood's median.

Median age in the subarea is younger than the surrounding area at 32.3 years, compared to 39.5 within the half mile area or 37.2 for Pierce County as a whole. The racial profile of the population (Exhibit 4) is more diverse than Pierce County as a whole with approximately 42% white, 20% some other race, 12% black, and less than 10% each for other racial categories. 36% of the population identifies as Latinx. Compared to Lakewood, the subarea and study area have higher proportions of those identifying as Asian, some other race, and Latinx. Lakewood's Draft Consolidated Plan[2] identifies the census tracts that comprise the subarea as racial and ethnically concentrated areas of poverty.[3]

Exhibit 3. Selected Demographics (2019)

	LSDS Subarea	½ Mile Study Area	Lakewood	Pierce County
Population	1,970	7,891	61,835	903,370
Households	800	3,211	25,445	335,998
Average Household Size	2.35	2.42	2.38	2.63
Median Age	32.3	39.5	37.5	37.2
Median Income	$34,673	$40,294	$52,002	$70,635

Source: ESRI Community Profile, 2020.

[1] Throughout this document, references to the area within one half mile refer to the area within a half-mile of the Lakewood Sounder station, but only on the same side of the freeway (northwest of I-5). Half mile radius is a commonly used distance for assessing pedestrian-oriented planning. It is useful to understand the demographics of those who live and work within the walking distance of Lakewood station even if located outside of the subarea because they are potential station users. The area on the southeast side of I-5 is not included in the half mile radius because the freeway provides a significant barrier to accessing the station by foot.

[2] Draft Lakewood Consolidated Plan, March 2020.

[3] The subarea includes parts of census tracts 718.05, 718.06, and 718.07. The full area of these census tracts are within ½ mile of the Lakewood Station area. All were identified in the 2018 5-year American Community Survey Estimates as racially and ethnically concentrated areas of poverty. This means that people of color represented more than 50% of the residents and that poverty rates are either higher than 40% or more than three times the average poverty rate of tracts in the metropolitan area.

Exhibit 4. Race and Ethnicity (2019)

	LSDS Subarea	½ Mile Study Area	Lakewood	Pierce County
White Alone	41.2%	43.6%	54.7%	70.6%
Black Alone	12.2%	11.9%	12.7%	7.4%
American Indian Alone	1.7%	1.5%	1.3%	1.4%
Asian Alone	7.8%	13.9%	9.7%	6.6%
Pacific Islander Alone	7.1%	5.1%	3.0%	1.6%
Some Other Race	20.7%	14.4%	8.6%	4.3%
Two or More Races	9.2%	9.5%	9.9%	8.0%
Latinx Origin	36.6%	26.5%	18.0%	11.4%

Source: ESRI Community Profile, 2020.

There are over 900 housing units in the subarea and 3,500 within a half mile. The majority of the housing units are renter-occupied, approximately 69% within the subarea and 53% within a half mile. Median home values range from about $165,000 in the subarea to $191,000 within a half mile. This is significantly lower than Lakewood's median value of $292,000 or Pierce County's at $333,000. It is estimated that more than 30% of the owners within about a half mile of the Lakewood Station experience cost-burden, meaning they pay more than 30% of their household income on housing costs and earn less than 80% of the area median income.[4]

The *2018 Lakewood Rental Market Survey* showed that between 2016 -2018 rents have generally increased for multi-family units in Lakewood and that cost burden among subarea renters is high. Market rate rental prices ranged from about $900 to $1,650 a month in fall 2018, depending on the unit size. Rates for affordable housing in Lakewood ranged from $600 to $1,800 a month. In comparison, Tacoma market rate rents ranged from $1,050 to $3,250 in the same period.[5] Although approximately 10% of renters within about a half mile of Lakewood Station receive housing subsidies, more than 50% experience cost burden.

Vacancy rates also influence the cost and availability of housing. Overall vacancy rates are 13% in the subarea and 8% in the half mile area as shown in Exhibit 5. While Lakewood's overall vacancy rate was 9.1% as of 2019, a 2018 study of the rental market showed lower vacancies for multi-family units of 3% or less.[6] Market rate multi-family units had a 97% occupancy rate, while affordable units had a 99% occupancy rate for an average 98% multifamily occupancy rate citywide. This citywide multi-family

[4] City of Lakewood Draft Consolidated Plan, March 2020, p.13.
[5] Rental rates in this paragraph come from: McCament & Rogers, 2018 Lakewood Rental Market Survey, October 2018.
[6] McCament & Rogers, 2018 Lakewood Rental Market Survey, October 2018.

occupancy rate was consistent with findings from a similar study done in 2016 and higher than occupancy rates for Tacoma, particularly for units outside of downtown Tacoma, which had 95% occupancy. Low rates of multi-family vacancy are particularly challenging for households that make less than 50% of the area median income, who are more likely to experience housing cost burden.[7]

Exhibit 5. Housing (2019)

	LSDS Subarea	½ Mile Study Area	Lakewood	Pierce County
Housing Units	923	3,498	28,005	359,973
Owner Occupied	17.4%	39.3%	44.5%	61.6%
Renter Occupied	69.3%	52.5%	46.3%	31.8%
Vacant Housing Units	12.8%	7.9%	9.1%	6.7%
Median Home Value	$165,541	$191,004	$291,792	$333,031
Median Income	$34,673	$40,294	$52,002	$70, 635

Source: ESRI Community Profile, 2020.

Educational attainment is lower amongst subarea residents than those in Lakewood or Pierce County as shown in Exhibit 6. Nearly 80% of residents have attained a high school diploma and about a quarter of residents have some college education. Only about 6% have a four-year college degree or higher within the subarea, but that number grows to about 13% of residents within the half mile area.

Exhibit 6. Educational Attainment (2019)

	LSDS Subarea	½ Mile Study Area	Lakewood	Pierce County
No High School Diploma	20.4%	13.9%	10%	8.1%
High School Graduate/GED	44.0%	39.5%	28.1%	27.0%
Some College	29.8%	34.0%	39.4%	37.4%
Bachelor's Degree or Higher	6.9%	12.7%	22.6%	27.5%

Source: ESRI Community Profile, 2020.

[7] City of Lakewood Draft Consolidated Plan, March 2020, p.9.

Approximately, 94% of residents were employed, which is consistent across the comparative geographies. Looking at the top three industries that residents worked in, a bit fewer than half are employed in the service industry, about 18% in retail, and about 10% in construction. This is similar to patterns of employment in Lakewood and Pierce County. Unless essential in nature (e.g. service jobs in groceries, hospital, pharmacy) these jobs would be sensitive to the near cessation of economic activity with the COVID-19 pandemic.

Exhibit 7. Resident Industry of Employment (Selected Industries 2019)

	LSDS Subarea	½ Mile Study Area	Lakewood	Pierce County
Total Employed	93.7%	93.9%	92.3%	94.6%
Construction	8.5%	11.0%	8.0%	8.8%
Manufacturing	5.1%	5.8%	5.4%	8.9%
Retail	17.4%	18.5%	11.6%	11.9%
Finance/Insurance/Real Estate	1.9%	5.0%	5.2%	4.8%
Services	49.6%	44.4%	50.7%	45.8%
Public Administration	7.6%	5.0%	9.0%	7.1%

Source: ESRI Community Profile, 2020.

BUSINESS AND EMPLOYMENT

The LSDS supports over 170 businesses and nearly 2,300 employees.[8] These numbers grow to over 640 businesses and 6,550 employees within the half mile extended study area. Retail and services are the primary businesses sectors. Services, including lodging, health care, automotive, legal, and other service industries comprise nearly half of the businesses in the subarea (46%) and employ 65% of the workers. Retail businesses, including restaurants and the sales of merchandise, gas stations, food, and other goods, comprise 29% of the businesses in the subarea and employ 22% of the workers. Within the half mile area, retail and services are also the primary business sectors in roughly the same proportions.

With primarily service and retail industries, businesses in the study area are at risk of slow down and employees are at risk of layoffs related to the COVID-19 pandemic and the near closure of economic activity. The hotel/motel industry in Pierce County is operating at about 22-39% occupancy. Hotels within the subarea report shifting employees to one day a week because they are operating at only about 25% of their break-even point. They are also helping workers find re-employment in essential services (such as grocery or pharmacy). While this information is specific to lodging businesses, it is likely that other service and retail businesses and their employees are facing similar conditions.[9]

[8] Data in this paragraph comes from ESRI Business Summary, 2019.
[9] Information presented in the Lakewood City Manager's Report to City Council, March 27, 2020.

Based on 2017 data from the US Census Bureau Center for Economic Studies, worker profiles are very similar for those who work in the subarea and those who work within the half mile study area.[10] Over half of the workers are aged 30-54 (54%) with about 26% under age 30 and about 20% over age 55. Workers mostly identified as white (69%), Asian (15%), or Black (9%) and about 11% indicated Latinx ethnicity. For workers age 30 and older[11] about 88% attained a high school diploma or higher and 26% held a college or advanced degree. About 16% of workers commute from homes in Tacoma, 11% live in Lakewood, and the rest commute in from other sites around the region, mostly from other locations in Pierce County.

Jobs in this area provided moderate incomes. About 44% of the jobs provided an annual income above $40,000 a year. However, 18% of workers in the subarea earned under $15,000 a year. To put this into context, the 2017 median household income for Pierce County was approximately $80,000. This indicates that most workers employed in the subarea need to live in households with two or more incomes to achieve median household income and it is likely that many subarea workers live in households below median incomes.

JOINT BASE LEWIS MCCHORD

Joint Base Lewis McChord (JBLM) is not within the subarea and is mostly south east of I-5 as shown in Exhibit 2. JBLM North sits northwest of I-5 but is about four miles south of the subarea. However, growth, development, and changes at JBLM impact the local and regional economy as well as the housing market. The 2018 JBLM Regional Economic Impact Analysis shows that the base has a $9.2 billion impact on the regional economy, which includes $1.7 billion spent in retail sales in Pierce and Thurston counties and $560 million spent on rental housing.[12] The base has a 99% housing occupancy rate with 5,149 on-base housing units. 71% of the active duty workforce live off-base. When the civilian workforce is factored in, 87% of JBLM's workforce live off-base.[13]

Off-base military households get an allowance of approximately $17,000 to offset rental or purchase costs for their home. Typically, these households spend about $1,500 to $2,000 a month on housing.[14] About 60% are homeowners and 40% are renters. Each year approximately 2,500 service members at JBLM transition to civilian life and stay in the region. By mid-2021 it is estimated the base will add about 2,700 new service members and their families when the headquarters of two new brigades are transferred there. Off-base housing will be needed to accommodate this growth.

According to a survey of the JBLM workforce in 2018, only 5.6% of the JBLM workforce lives in Lakewood.[15] About 14.5% live in Lacey (which is a greater percentage than those that live on base), but Tacoma, Olympia, and DuPont are each home to between 8-10% of the JBLM workforce too. In 2011 10% of the workforce lived in Lakewood but numbers have been falling since that time, despite its proximity. This is attributed to a lack of suitable housing in good condition that is affordable to the base workforce.

[10] On the Map, US Census Bureau Center for Economic Studies, 2017.
[11] Educational attainment information is not collected for workers aged 29 or younger).
[12] South Sound Military Partnership and University of Washington Tacoma, 2018.
[13] Unless otherwise noted, references in this section come from the JBLM Public Affairs Office.
[14] 42% spend $1,501 to $2,000 on housing.
[15] South Sound Military & Communities Partnership, 2018.

KEY FINDINGS AND PLANNING IMPLICATIONS

- At the median household income, subarea residents can afford to pay about $900 a month for housing. From a statistical perspective this is well matched to the current cost of housing in the area. However, households in the subarea have high levels of housing cost burden and housing in this area is characterized by low values and low rates of homeownership. Keeping housing affordable as housing is replaced and redeveloped is an important consideration to prevent the displacement of existing residents. Also, the development of affordable housing or the addition of subsidized units to the subarea could help reduce cost burdens experienced by existing residents.
- The subarea is a racially and ethnically concentrated area of poverty. In addition to addressing concerns about economic displacement, there should be consideration of the effects of redevelopment on cultural and ethnic displacement as well. Redevelopment sometimes brings a change in the cultural and ethnic profile of a neighborhood. As these changes occur, the existing residents may experience changes in businesses and social institutions that make the subarea a less desirable place for them to live. Engagement should seek to identify existing ethnic and cultural amenities in the subarea so the plan can include policies to support these existing communities during redevelopment.
- There is a need for new housing in the subarea, particularly if developed at a price point affordable to the military workforce. Military housing allowances cover housing costs of about $1,500 per month.
- Low citywide vacancy rates indicate there is demand for multi-family housing in Lakewood that could be fulfilled in the subarea.
- Lakewood has lower cost market rate multi-family rents than Tacoma, which could be a competitive advantage if new multi-family development can be developed at a similar price point.
- The majority of subarea residents work in services and retail and the majority of businesses in the subarea are in the services and retail sectors; these sectors are sensitive to economic recessions and COVID-19 pandemic responses. However, only about one in ten subarea workers lives in Lakewood. Additional moderate income housing opportunities could provide opportunities for those working in the subarea to live there as well. Enhancing non-motorized transportation options may also make it easier to live and work in the subarea, or nearby.

Land Use

FUTURE LAND USE

Future Land Use Designations

Future land use designations are shown in Exhibit 8. They include a number of designations. Descriptions of these designations follow.

Corridor Commercial

This land use is designated along Pacific Highway SW (Pacific Highway) and just north of the Hospital. It recognizes Lakewood's pattern of existing strip commercial development and is implemented by the Transit Oriented Commercial, Commercial 1, and Commercial 2 zones.

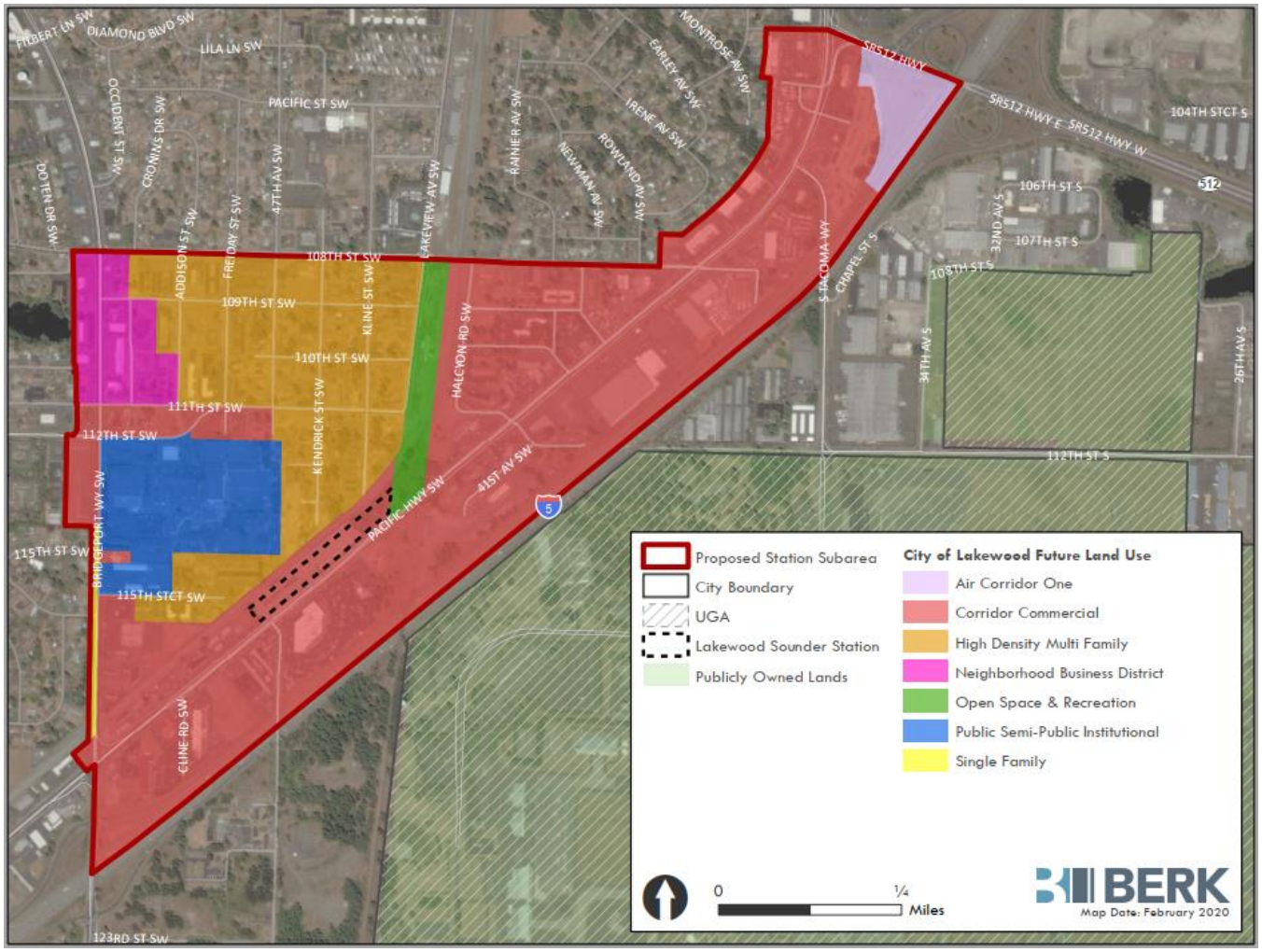
Neighborhood Business District

The Neighborhood Commercial 1 zoning along Bridgeport Way SW (Bridgeport Way) is in this future land use designation that allows for the transition of smaller or strip commercial business areas to transform into compact urban development over time. It allows commercial development that serves surrounding neighborhoods and beyond and allows for mixed-use residential development.

Public & Semi-Public Institutions

St. Clare hospital is in this land use designation that recognizes essential moderate and large scale facilities that serve all of Lakewood. As part of the 2020 Comprehensive Plan amendments, the City anticipates approving an amendment that would designate the Lakewood Sounder Station as Public & Semi-Public Institution land use and rezone it accordingly.

Exhibit 8. Future Land Use Map



Source: BERK, 2020; Pierce County Assessor, 2020.

High Density Multi Family

The existing residential areas zoned Multi-family 3 are in the High Density Multi Family future land use designation. The purpose of this designation is to integrate a variety of high density housing types into adopted subareas and business districts. Development regulations implementing this land use should emphasize integration of multi-family residential into the surrounding area through pedestrian connections and urban design.

Open Space & Recreation

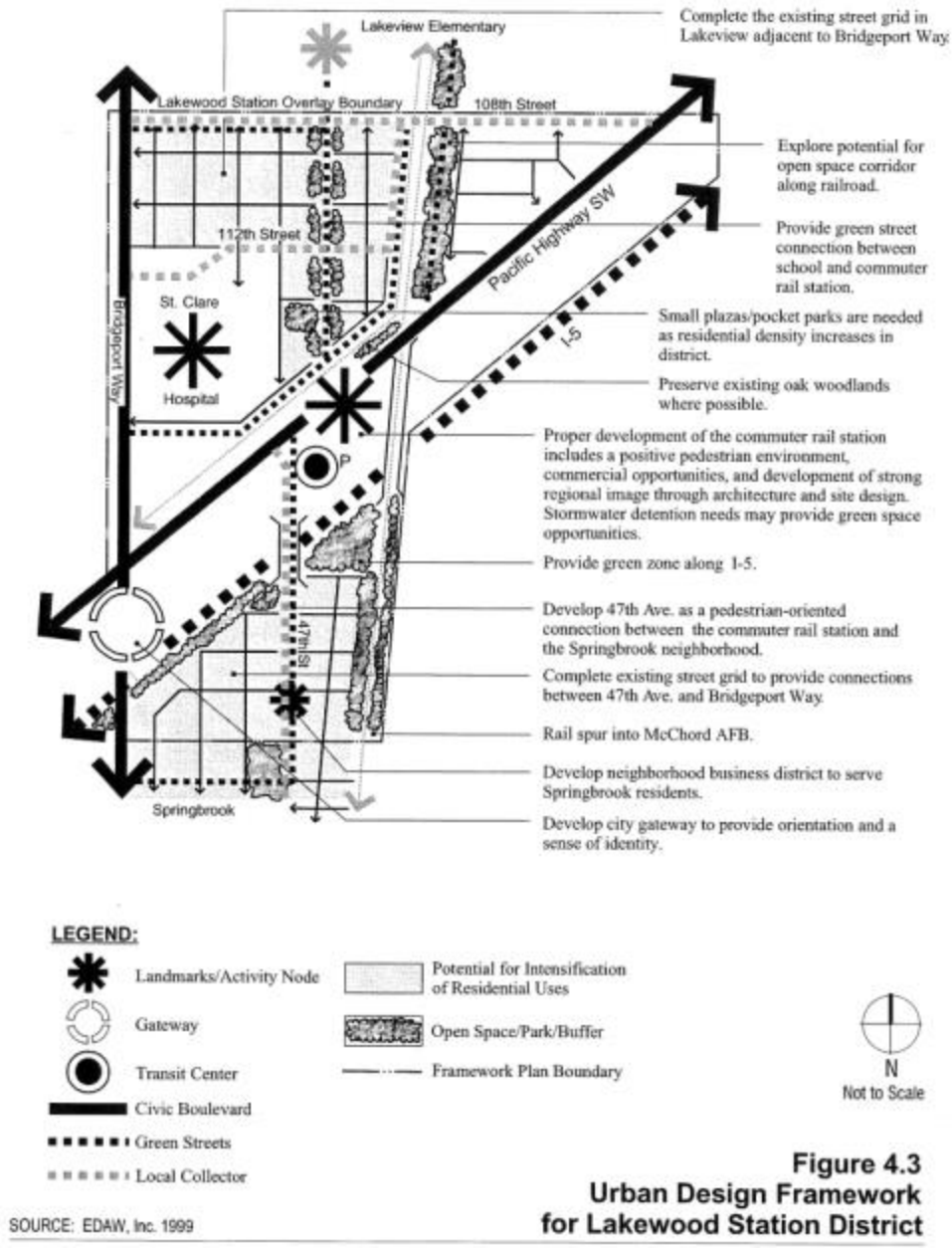
The strip of Open Space and Recreation zoning, near where Lakeview Avenue would extend to Pacific Highway, is designated as Open Space & Recreation on the future land use map. This designation recognizes the opportunity for future public use in this area that is approximately 14 acres

Lakewood Comprehensive Plan

Development of a special district around the Lakewood Station is part of the policy framework of the

Lakewood Comprehensive Plan and identified as a future community landmark.[16] Development of the LSDS is supported throughout the Comprehensive Plan and will involve engagement with both local and neighborhood groups as well as business, agency, and regional stakeholders.[17]

Exhibit 9. Lakewood Station District Subarea Concept



Source: Lakewood Comprehensive Plan, 2014.

The concept for the LSDS is shown in Exhibit 9. The subarea is intended to be a high-density employment and residential district catalyzed by the development of the station as a multi-modal commuter hub and terminus of Sound Transit's commuter rail service.[18] It is envisioned as a pedestrian-oriented compact

[16] Comprehensive Plan section 4.4
[17] Transparency Objective 5.4
[18] Comprehensive Plan section 2.3.16

urban environment with high density residential growth and a mix of office, retail, and service uses.[19] With good access and visibility from I-5 it also supports regional medical service. Transportation linkages between the LSDS and Downtown subarea will connect people to the amenities of both places and to the region.[20]

Section 3.3.5 of Lakewood's Comprehensive Plan focuses on the LSDS. Goal LU-25 identifies LSDS as Lakewood's multi-modal commuter hub with supporting policies that call for a transit-oriented development district, development of a subarea plan, coordination with other agencies, and the use of bonus densities and incentives to achieve this goal. A rich mix of land uses around the station is the goal of LU-26 including regional offices, major institutions, high density residential, neighborhood businesses, and open space. It also supports the citywide economic goal to promote a dynamic local economy with diverse housing stock and transportation options.[21] An urban design framework to guide livable and attractive development is the focus of Goal LU-27, which include design guidelines, open spaces, and pedestrian connections.

Investment in the station and station area coupled with the development of the station as a multi-modal transit hub is intended to draw private investment.[22] Investments that support the hub, such as the pedestrian bridge and pedestrian amenities on Kendrick Street, improved transit access, and the park-and-ride, bring activity into this area. Strengthening and expanding nearby street grids, additional investments in pedestrian amenities and safety features, and developing convenient and safe bicycle connections will support those moving in and through the area.

Urban design is also important to ensuring a usable, attractive, and livable district.[23] Both the station itself and the interchanges with I-5 are major gateways into the City that should have a distinctive image and feel that continues along Pacific Highway, Bridgeport Way, and the rest of the subarea. Exhibit 9 shows some urban design elements for the LSDS. Early conceptions of the subarea included the development of a linear park along the railway tracks on land now owned by Sound Transit. Although there are currently no parks planned for the subarea, public and semi-private open spaces will help to balance the intensity of land use in the LSDS. This could include the development of plazas, pocket parks, courtyards, or other landscaped open spaces that would provide opportunities for gathering and passive recreation. Creative design of stormwater facilities could turn a functional necessity into a landscaped amenity.

Regional Planning Policies

Lakewood Station is regionally important since it is the terminus of the Sounder commuter rail system that connects Seattle and Tacoma. It also is bordered by JBLM, one of the largest military installations in the country.[24] Development of the LSDS is consistent with regional planning policy directions from the Puget Sound Regional Council (PSRC) and the Pierce County Countywide Planning Policies (CWPPs), as summarized below.

[19] Policy LU-17.3
[20] Comprehensive Plan section 2.4.1
[21] Economic Development objectives 1.3 and 1.5.
[22] Comprehensive Plan section 4.5.2; Goal ED-5
[23] Comprehensive Plan section 4.5.2; Goal UD-9
[24] Comprehensive Plan section 5.3.1

Vision 2050

PSRC works with its member jurisdictions in King, Pierce, and Snohomish counties to develop a regional vision and multi-county planning policies (MPPs). *"The central Puget Sound region provides an exceptional quality of life and opportunity for all, connected communities, a spectacular natural environment, and an innovative, thriving economy."*[25] This is a sustainable future where communities make use of existing resources and transit investments, provide housing and mobility options, and provide access to good jobs as it continues to grow. Lakewood is a Core City in *Vision 2050* because of its importance as a regional transportation hub and as a civic, cultural, and employment center. [26] By 2050 Lakewood and the 15 other Core Cities will accommodate 28% of regional population growth and 35% of regional employment growth by planning for new growth around transit.[27]

LSDS is a prime example of a project to implement this vision of new growth near transit.[28] New high density housing in the LSDS will increase housing choices in Lakewood and provide living options close to transit. Future commercial development supports job opportunities for Lakewood residents and beyond due to the Sounder rail station, proximity to I-5, and the creation of a local multi-modal hub. By building the LSDS into a compact urban area, Lakewood is designing a community that promotes health, lowers household transportation costs, makes efficient use of infrastructure, and curbs greenhouse gas emissions.[29] The LSDS will also provide better access to opportunity by providing an amenity rich local environment and helping to connect people to jobs using the regional transportation network.

Countywide Planning Policies

Jurisdictions in Pierce County also collaborate to develop CWPPs to direct future growth and development. The CWPPs are consistent with the Growth Management Act and the MPPs developed by the PSRC. This includes policies to encourage the development of high quality, compact communities and transportation facilities that support good health[30] as well as economic development to support employment, business retention, and business creation.[31] Planning for the LSDS is consistent with the direction of the CWPPs.

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[25] PSRC. Draft Vision 2050 (December 2019), p.1.

[26] Vision *2040* is the current adopted regional plan, but the draft *Vision 2050* is scheduled for adoption in spring 2020. *Vision 2050* is a well vetted draft with policy direction that is substantially similar to *Vision 2040* and once adopted, its policies will apply to the LSDS, so it was chosen for comparison for this review.

[27] PSRC. Draft Vision 2050 (December 2019), p. 35.

[28] PSRC. Draft Vision 2050 (December 2019), Building Urban Communities policies MPP-DP-1 through MPP-P-4.

[29] PSRC. Draft Vision 2050 (December 2019), p. 77.

[30] Pierce County CWPP (2018). Community and Urban Design Policies, pp. 30-31 and Health and Well-Being Policies, pp. 41-43.

[31] Pierce County CWPP (2018). Economic and Community Development Policies, pp. 32-36.

Projects in the Pipeline

The City of Lakewood has a handful of projects in the development pipeline just outside the subarea but within a half mile of the Lakewood Station. These projects show there is momentum for development in the area near Lakewood Station.

- A permitted kidney dialysis center located in the Springbrook area on the other side of I-5.
- WoodSpring Suites, a 128-unit hotel that is under construction just south of the subarea on Pacific Highway.
- Springhill Suites, a permitted122 unit hotel just south of the subarea on Pacific Highway.
- A gated, 208-unit market-rate apartment complex permitted in the Springbrook area.

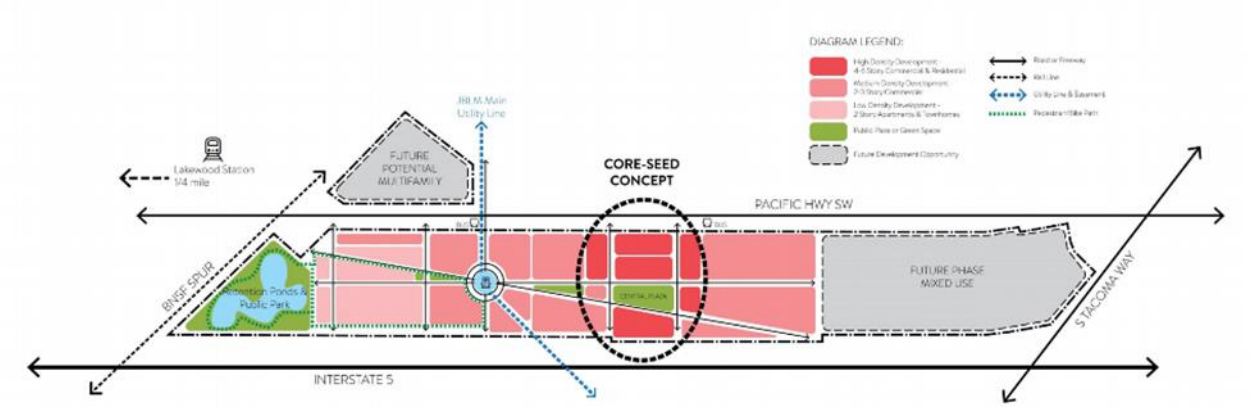
Lakewood Landing

In addition to the pipeline projects near the subarea, the City of Lakewood is helping to facilitate the development of Lakewood Landing in the subarea. Lakewood Landing is a 30-acre development site located between Pacific Highway and I-5, northeast of Lakewood Station. This site contains a maintenance facility for the Washington State Department of Transportation (WSDOT). However, WSDOT is relocating the facility and began aggregating and marketing its properties here in 2018. A 2014 study looked at the potential best uses for this location and the fiscal benefits of a change in use here.[32] The City has a signed memorandum of understanding with WSDOT to market the property, identify a new location in an industrial area, and to help seek funding for the new maintenance facility.

The vision for Lakewood Landing is one of a dynamic mixed-use urban village in the heart of an enhanced commercial Lakewood Station District. It is envisioned as an amenity-rich environment with ground floor retail and restaurants, multifamily housing, and entertainment in a walkable, park-like setting with a central courtyard. This change in use is expected to promote economic growth through transit-oriented mixed-use development. Development would occur in a series of phases. A concept for the central core of the development is shown in Exhibit 10. While carefully designed to meet market demands and community needs, the concept will evolve with the selection of a developer for the site. The City, developer, and local stakeholders will work together on concept changes and refinements.

[32] BERK, *City of Lakewood Pacific Highway Site Redevelopment Fiscal Impacts and Retail Development Options*, January 6, 2014.

Exhibit 10. Preliminary Concept for Lakewood Landing Phase I



Source: City of Lakewood, 2020.

CURRENT LAND USE

Current land use in the subarea is a mixture of residential, commercial, civic, and industrial uses. Vacant land accounts for about 17% of the parcel acreage in the subarea. Currently there are no City parks in the subarea. Source: Pierce County Assessor, 2020; BERK Consulting, 2020.

Exhibit 12 shows a map of existing land use, based Pierce County Assessor information.

Industrial development is limited to a few parcels and includes light industrial type uses such as storage, small warehouse, or shipping. Civic uses include the Sounder Station, the SR-512 Park and Ride, and a fire station. The WSDOT maintenance facility will be relocating to make space for new economic and employment growth, as discussed in the Lakewood Landing subsection above.

Commercial businesses line Pacific Highway and Bridgeport Way. Along Pacific Highway development is characterized by its variety. Retail uses range from espresso stands to strip commercial development to auto sales. There are also several motels along the corridor, mostly near the freeway interchanges. Motels serve visitors to Lakewood and Joint Base Lewis McChord (JBLM), which is just southeast of the subarea on the other side of I-5. St. Clare Hospital is in the western end of the subarea, north of Pacific Highway and east of Bridgeport Way. Structures in the Pacific Highway corridor vary in age, style, and quality. Exhibit 13 shows structure age. Commercial development along Bridgeport is mostly strip commercial with smaller scale retail, service, and restaurant uses built in the 1960s and 1970s.

Retail development is current oriented toward automobiles rather than pedestrian traffic. Retail signage is focused on large signs visible from the road, and often separate from the retail buildings. Entries are set far back from the sidewalk, with limited connectivity for pedestrians, except though the parking lot. There is also ample car parking around each retail building.

Residential development is characterized by detached single family homes (60%), attached single family (such as duplexes, and triplexes – 26%), and low rise multi-family development (14%). Mixed into these residential areas are a few churches and parks. Most of the residential structures in the subarea were built before 1975, as shown in Exhibit 13.

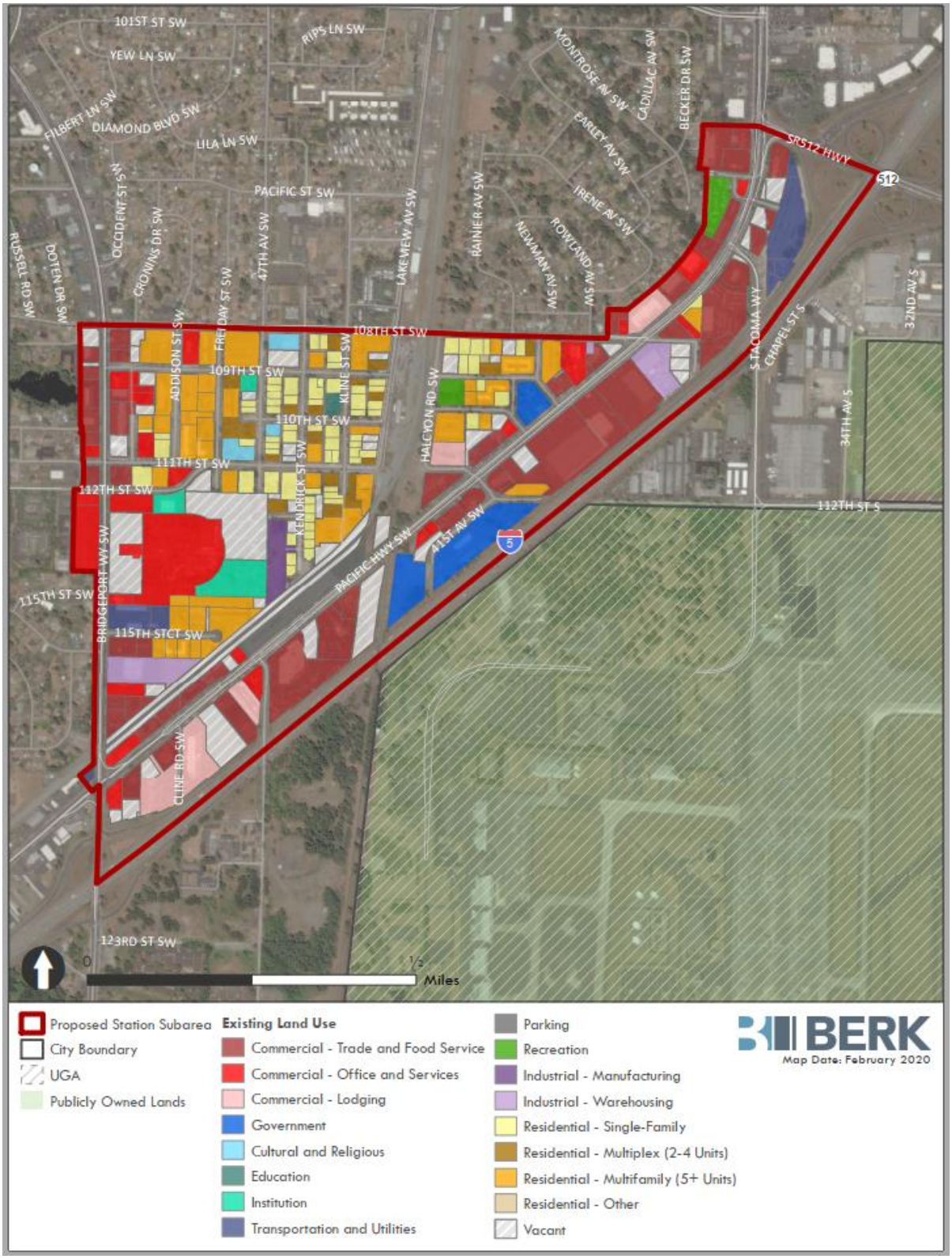
Parcel size in the subarea also displays variation, as shown in Exhibit 11. Half the parcels are a half acre or less in size, but these only account for about 40 acres in the 339 acre subarea. The 13 largest parcels account for 38% of the land in the subarea.

Exhibit 11. Parcels in the Subarea

Parcel Size	Parcel Count	Sum of Acreage
½ acre or less	169	40.25
½ - 1 acre	71	51.37
1+ - 5 acres	61	119.55
Greater than 5 acres	13	128.09
Total	314	339.26

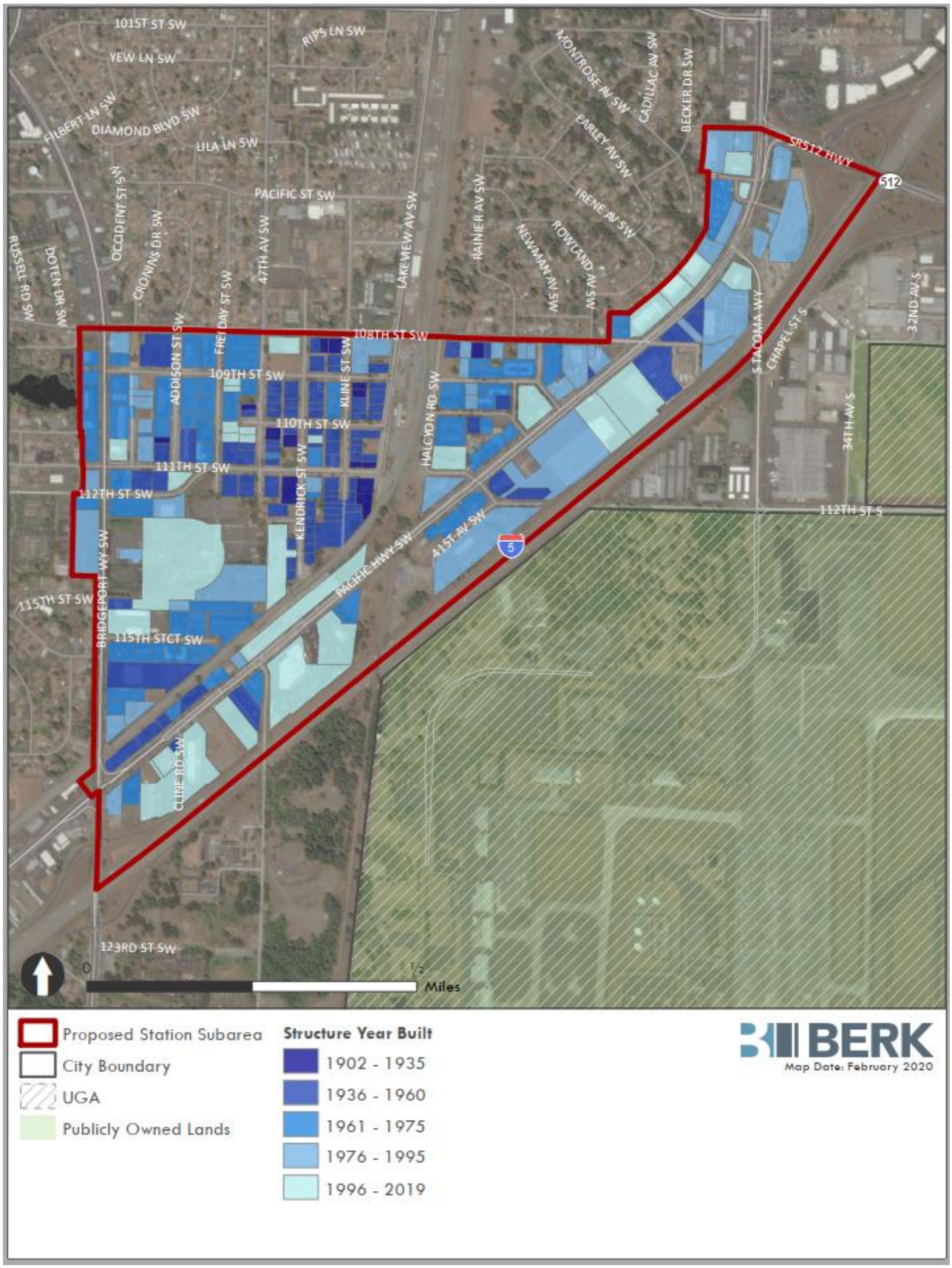
Source: Pierce County Assessor, 2020; BERK Consulting, 2020.

Exhibit 12. Existing Land Use



Source: BERK, 2020; Pierce County Assessor, 2020.

Exhibit 13. Age of Structures



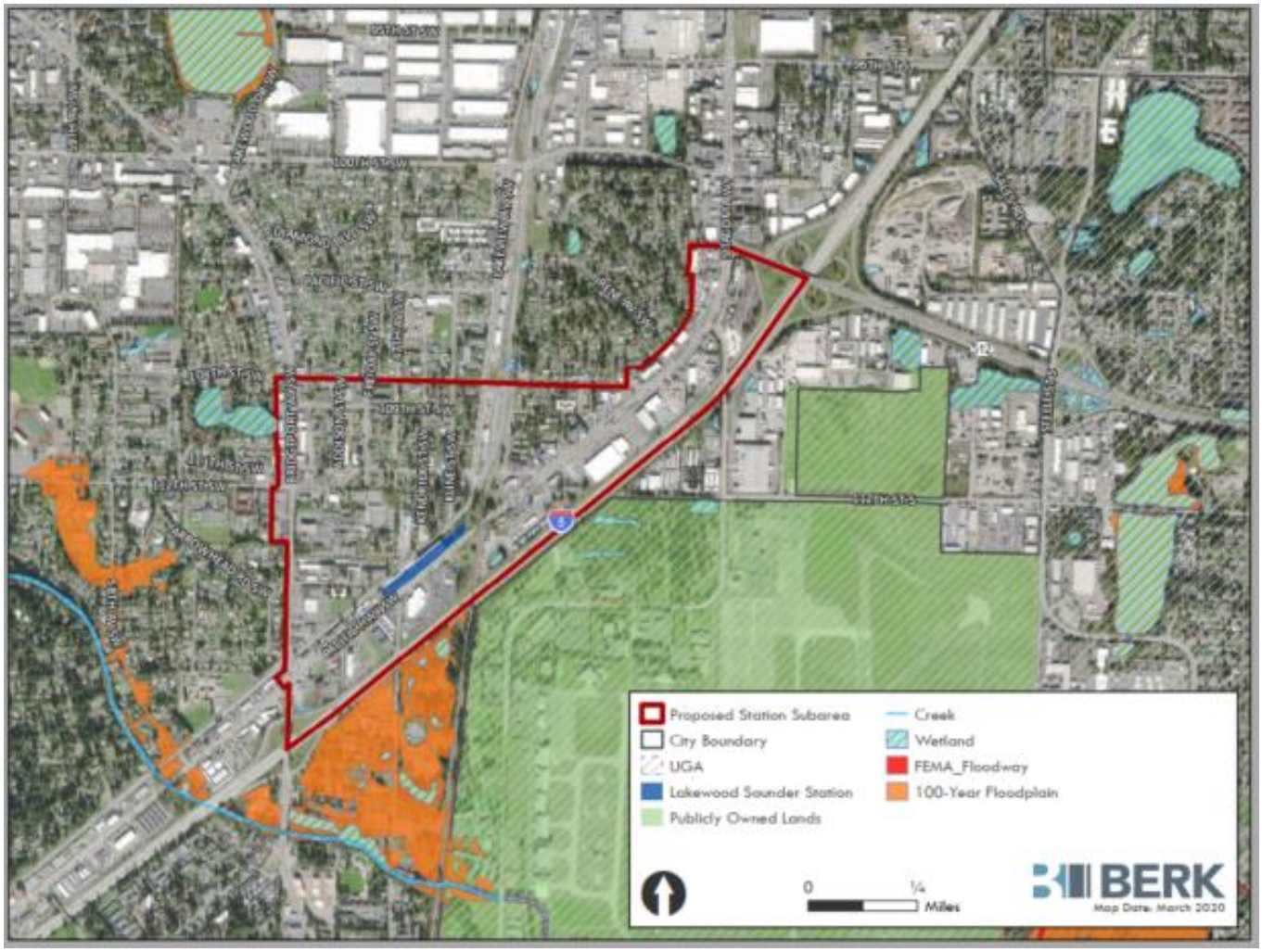
Source: BERK, 2020; Pierce County Assessor, 2020.

ENVIRONMENTAL CONDITIONS

The Lakewood Station District subarea is a highly developed urban environment that contains few natural features. It is characterized by parcelized land, pavement, and existing vegetation mostly planted for ornamental purposes.

Exhibit 14 shows the hydrology of the area. There are no significant hydrological features within the subarea, only a few spots of isolated, mapped wetlands in the area between Pacific Highway and I-5. Just outside the northwest corner of the subarea is a delineated wetland just west of Bridgeport Way, which may result in buffer requirements for a limited number of parcels in the subarea west of Bridgeport.

Exhibit 14. Hydrology in the LSDS and Surrounding Area

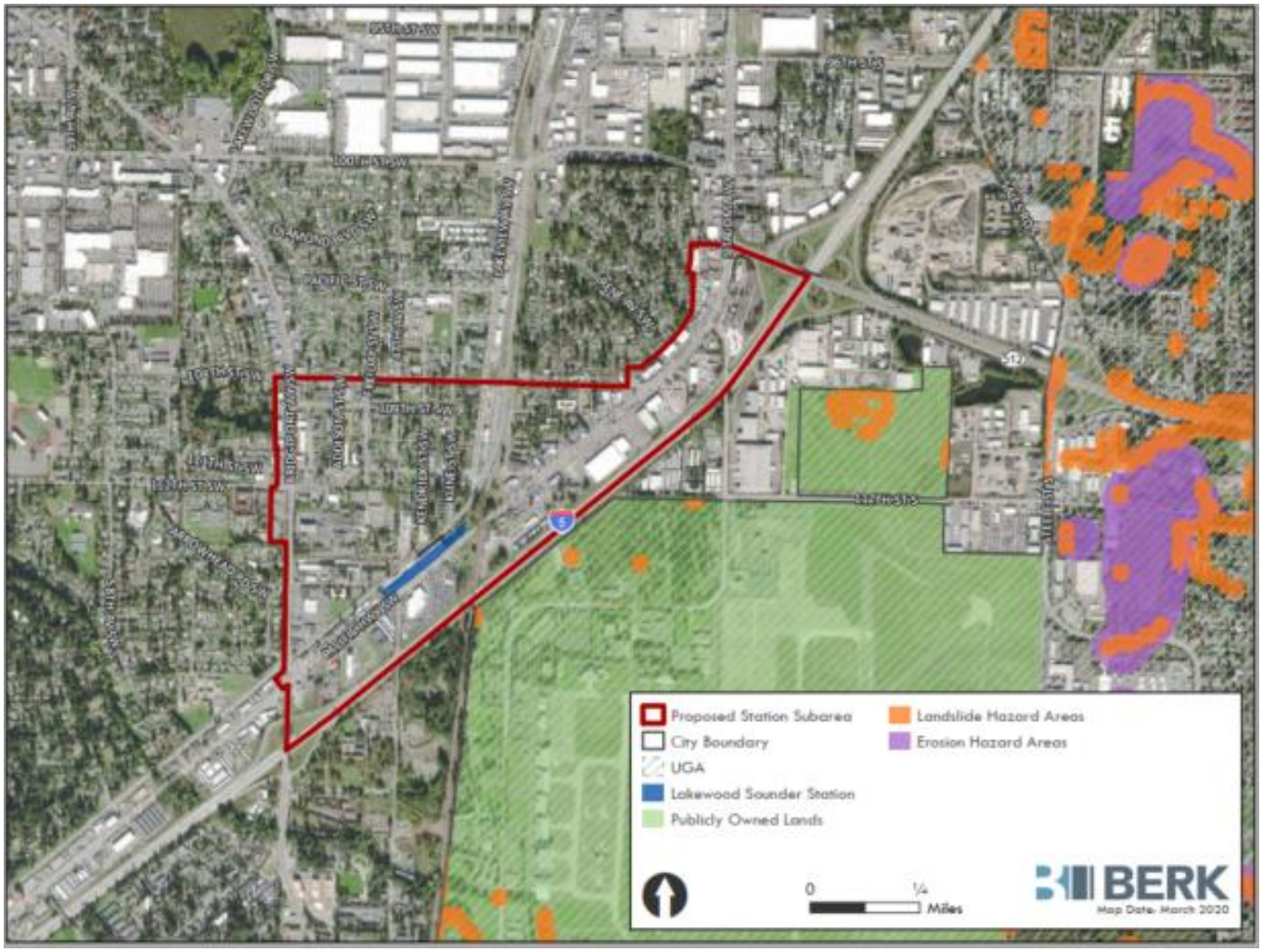


Source: BERK, 2020; Pierce County Assessor, 2020.

While Exhibit 14 shows that identified floodplains are outside the subarea, located either south of I-5 or to the west, south of Clover Park High School, this information may be changing. The City initiated a flood re-evaluation study in 2019 hoping to lower flood elevations and reduce floodplain requirements. For the LSDS area, however, the results identified several parcels that may be within the 100-year flood zone. These parcels are primarily located in the triangular shaped area defined by Bridgeport Way to the

west, 115th Street Court West to the north, and I-5 to the southeast. Lakewood sent the results of the flood re-evaluation study to the Federal Emergency Management Agency (FEMA) in January 2020. Review and approval of the study maps is likely to occur in Spring or Summer 2020.

Exhibit 15. Geological Hazards in the LSDS and Surrounding Area



Source: BERK, 2020; Pierce County Assessor, 2020.

There are no known natural hazards in the subarea, as Exhibit 15 shows. However, there are potential environmental hazards. Exhibit 16 shows sites of known contamination in the LSDS. Apart from a dry-cleaning site located north of Pacific Highway and south of St. Clare Hospital, the sites are located between Pacific Highway and I-5. Contamination from petroleum products, metals, solvents, and lead is the result of current or past activities on these sites.[33] Clean-up is started on all the sites except the Flying B #18 site. Sites are in various stages of the clean-up process and subject to Washington State's Model Toxics Control Act.[34]

[33] Specific information on each site and the clean-up efforts that are underway can be found at: https://ecology.wa.gov/Spills-Cleanup/Contamination-cleanup/Cleanup-sites/Locate-contaminated-sites.
[34] RCW 70.105D.

The presence of I-5 is also a potential environmental health risk for those living in the subarea according to the Centers for Disease Control and Prevention.[35] Those living within about 500 feet of a major highway have increased risk for exposure to carbon monoxide, nitrogen dioxide, ozone, and particulates. There are a variety of potential health impacts including increased incidences of asthma and lung disease, cardiovascular disease, cancer, and adverse birth outcomes. Children, older adults, households with low incomes, and those with underlying health conditions may be at higher risk for impacts. Potential impacts can be mitigated through site and building design and by increasing access to transit and non-motorized transportation options.

Exhibit 16. Environmental Clean-up Sites in the LSDS and Surrounding Area

Source: BERK, 2020; Pierce County Assessor, 2020.

[35] https://ephtracking.cdc.gov/showProximityToHighways.action

KEY FINDINGS AND PLANNING IMPLICATIONS

- Lakewood has anticipated the LSDS as an area of future growth since its first Comprehensive Plan. This maximizes the investment in the Lakewood Sounder station by placing some of the City's future residential and employment growth near this transit hub. Land use policies are already in place to support this goal.
- The LSDS has many of the classic challenges of transforming a neighborhood built with an auto-oriented focus into something more compact and walkable. To achieve desired future land use, zoning and regulations will need to accommodate transitional patterns of development since the rail station will remain commuter-oriented for the foreseeable future.[36]
- Vacant and underutilized lands in the subarea provide opportunities for both commercial and residential redevelopment.
- Residential and commercial land uses already exist side by side in the LSDS. Although the land uses are currently separated, the proximity of the uses means that residents are likely already accustomed to living near more intense uses. It also provides an opportunity for more integration of uses.
- The subarea has few natural features and sensitive areas and does not include natural hazards that may limit future development.
- Environmental health hazards will need to be addressed with future redevelopment. This may include clean-up of hazard sites and design to minimize air pollution exposure from I-5. Proactive planning for environmental hazards at the subarea level that reduces the amount of time and effort needed for site specific responses may simplify redevelopment efforts.

Zoning, Regulation, and Incentives

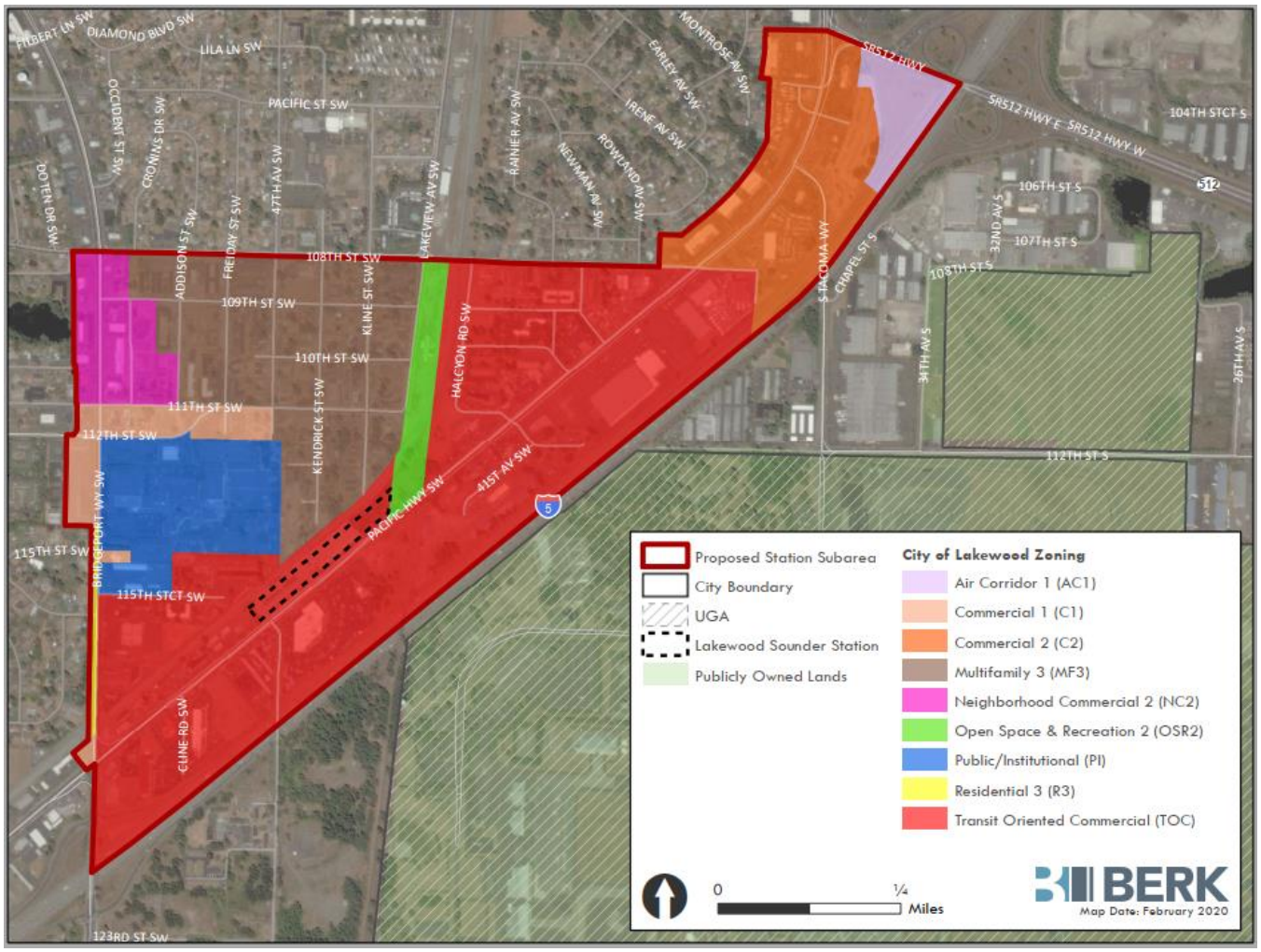
Zoning and regulations outline the processes and requirements for redevelopment of the LSDS. Incentives are regulations and programs that provide benefits to those investing in redevelopment when they provide elements that advance local goals and objectives. This section looks at current conditions and opportunities to align zoning, regulations, and incentives to support the redevelopment of the subarea.

ZONING

Zoning in the subarea generally reflects the current use, but it also anticipates future redevelopment with designations that call for more intense land uses (Exhibit 17). A summary of the zones in the LSDS subarea follows.

[36] By "commuter oriented" we mean that trains are scheduled only at peak commuting hours, with very limited off-peak and weekend service, and scheduling that is focused on meeting the needs of commuters traveling to job centers (inbound at the am peak, and outbound at the pm peak).

Exhibit 17. Zoning



Source: BERK, 2020; Pierce County Assessor, 2020.

TOC - Transit Oriented Commercial

TOC zoning is shown along most of Pacific Highway in the subarea and includes the Sounder Station and the proposed Lakewood Landing site. This zone is unique to the LSDS. The purpose of TOC is "*an interactive mixture of uses which focus on regional transportation networks while providing for urban design, people orientation, and connectivity between uses and transportation routes.*"[37] The mix of uses allowed in the TOC is very similar to those allowed in the Central Business District. They focus on retail and services, prohibiting space-intensive uses like auto sales, furniture and appliance stores, or industrial uses that may cause compatibility issues in a compact urban environment such as manufacturing or recycling stations. Mixed-use and multi-family residential uses are allowed at densities up to 54 units per acre.

[37] 18A.10.120D.5

C1 - Commercial One and C2 - Commercial Two

C1 and C2 are commercial corridor districts that incorporate employment, shopping, services, offices, and light industrial uses near major arterials. A small strip of C1 is located north of the hospital, just off Bridgeport Way. Along Pacific Highway near the intersection of SR 512 is an area of C2. Both districts allow a range of businesses as permitted uses. Hotels and motels are allowed in both districts, permitted in C2, but a conditional use in C1. Commercial recreation, heavy manufacturing, shopping centers, and recycling and transfer stations characterize the type of uses that are prohibited. Residential uses are not allowed, except for allowing a caretaker's unit.

NC2 - Neighborhood Commercial Two

The commercial area on Bridgeport is zoned NC2 with the intent to create a sense of urban community that serves surrounding neighborhoods that may also attract people from other areas. This zone allows a mix of residential, retail, office, and services. Residential may be multi-family or mixed-use development up to 35 units per acre. Permitted commercial uses tend to be small or midsized. Most light industrial and larger commercial uses are prohibited. The few that may be considered, such as auto sales or breweries, are conditional uses to help mitigate for impacts and ensure district and neighborhood compatibility.

MF3 - Multi Family Three

The existing residential area of attached and detached single family homes and low rise multi-family is zoned MF3. MF3 zoning is in areas where there is both an arterial and a nearby commercial or mixed-use district. This is intended to be a high density multi-family environment with multi-story housing with densities up to 54 units per acre. Where multi-family development occurs within the LSDS, ground floor commercial use is allowed.[38] Attached and detached single-family uses are not allowed, which means that most of the existing uses are non-conforming. Non-conforming structures may be maintained but not altered or enlarged.[39]

PI - Public/ Institutional

This zone recognizes the site of St. Clare hospital, which is a major institution serving all of Lakewood and beyond. The City is proposing to rezone the Lakewood Sounder Station to Public/Institutional Zoning as part of the 2020 Comprehensive Plan amendment process.

OSR2 - Open Space & Recreational Two

OSR2 provides for open spaces and recreational activities and is specifically intended for areas of active recreational uses. This zone is applied to an approximately 14 acre strip of land that would extend from the south end of Lakeview Avenue SW to Pacific Highway. Allowed uses include electrical, communication, and utility transmission lines, cables, and antennas as well as community gardens, passive recreation, sports fields, and protected open space. Parks, playgrounds, community or senior centers, and outdoor recreation are allowed with a conditional use permit.

[38] 18A.40.040B.1
[39] 18A.20.200

REGULATIONS

JBLM Zoning and Land Use Compatibility

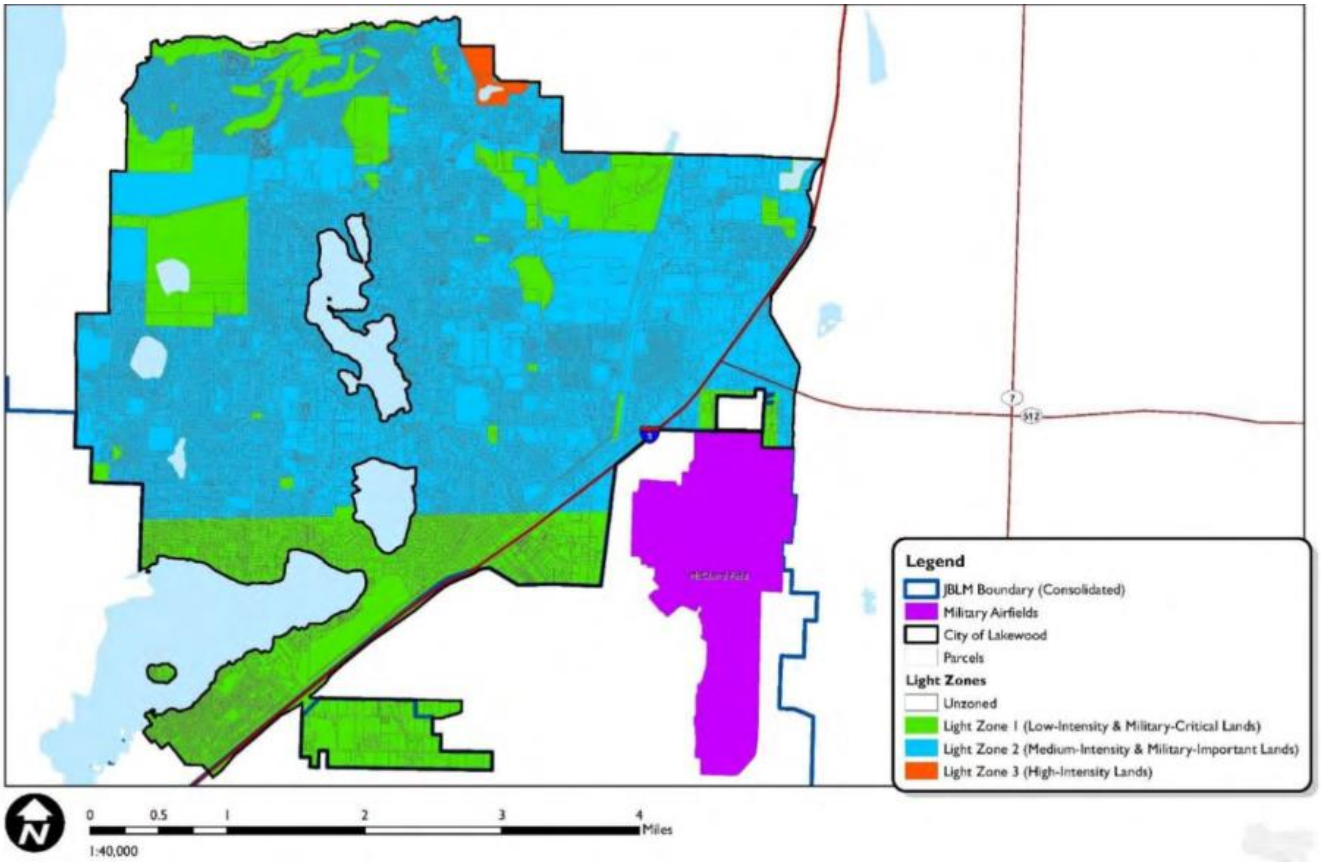
All of Lakewood, including the subarea, is within the Lakewood Military Coordination & Notice Area (MCNA).[40] Jurisdictions within the MCNA coordinate with JBLM prior to the approval of zoning and Comprehensive Plan amendments. Current zoning has already been subject to MCNA review, but the City notifies JBLM of all land use and building permits, subdivisions, and site plans to provide opportunity for comment.

Parts of Lakewood are also subject to airport compatible land use restrictions. The subarea is not within the most restrictive aircraft safety zones, but is within the Inner Horizontal Surface imaginary surface area for the safe operation of aircraft around JBLM.[41] JBLM reviews proposed development to determine if the use is prohibited or could interfere with pilot vision, communication, radar, or other elements of safe operation. Typically, uses that produce steam, dust, glare that may impair visual operation, or those that attract birds, are prohibited.

The subarea is also subject to lighting standards and requirements to prevent interference with aircraft operation at JBLM.[42] The northern portion of the subarea, near the interchange with SR-512 is part of Light Zone 2 and the rest of the subarea is in Light Zone 1(Exhibit 18). Light Zone 1 is applicable to low-intensity land uses with low levels of exterior lighting at night. Light Zone 2 applies to medium intensity uses with model levels of exterior lighting such as residential, mixed-use, and commercial areas. Lighting standards are also intended to reduce light pollution, conserve energy, and provide safety and security. Generally, the code requires lighting to be shielded to prevent light shining above the luminary and to prevent light spill over on to adjacent properties.

[40] 18A.10.135.6
[41] 18A.10.135.10B
[42] 18A.60.095

Exhibit 18. Lakewood Light Zones



Source: Lakewood Municipal Code, 18A.60.095

Design and Landscaping Standards

Lakewood requires compliance with community design standards for all new development except single-family units.[43] Performance-oriented standards for site planning, buildings, landscaping, and lighting are identified by either commercial, industrial, or multi-family use. Additional standards apply for large buildings, parking facilities, pedestrian weather protection, signs, the treatment of blank walls, public safety, transit facilities, development adjacent to a highway, large-scale commercial facilities, and outdoor vendors. The general commercial design objectives support the development of a pedestrian-friendly environment and people-oriented building and streetscapes that are safe, attractive, and inviting. Multi-family design standards focus on creating livable spaces that balance density with features such as open space, pedestrian connections, resident amenities, and high quality landscaping. Design features encourage scaling and variation to limit visual impacts and create safe, attractive neighborhoods.

Landscaping is required for all development and most types of redevelopment. Standards are prescriptive and identified by type of requirement: vegetative buffer, streetscape, open space, parking areas, solid barrier, and area screening. Each landscaping type is applied by zone, with consideration for adjacent uses. For example, neighborhood and commercial zones that abut multi-family zones are required to have a vegetative buffer and 10' landscape strip.

[43] 18A.70.010 – 18A.70.050

Lakewood applies a partial form-based code to its Downtown.[44] This code primarily regulates development standards based on type of street frontage instead of by zone or use type. Regulations cover site design, building design, frontage, landscaping, open space, and green infrastructure. Currently, this regulatory system only applies to Lakewood's Downtown subarea. However, expansion of a partial form-based code to the subarea will be considered in the development of the subarea plan.

INCENTIVES

Housing Incentives

Lakewood has a housing incentives program to encourage the development of housing for people regardless of economic means.[45] Incentives are available to support the development of rental housing in all zones that allow it.[46] Those who create units affordable to households with very low incomes receive a bonus market rate unit or one and a half bonus market rates units for each unit affordable to households with extremely low incomes. Density bonuses are capped as a percentage of the base zoning district. This includes a 20% base density increase in MF3, a 15% increase in NC2, and a 25% increase in the TOC zone. Modifications in zone development standards such as coverage, parking, and height are allowed for projects participating in the housing incentives program. There is also a reduction in permitting fees.

Lakewood also has a multi-family property tax exemption, which exempts some types of new housing from paying ad valorem property taxes. The LSDS is one of the residential target areas where the exemption may be applied. The exemption is allowed for new residential development with at least four new units of multi-family or mixed-use development. Properties in which at least 20% of the multi-family units are affordable to households with low or moderate incomes receive the tax exemption for twelve years. Otherwise, eligible projects that do not include affordable housing receive eight years of tax exemption.

Opportunity Zone

The LSDS is part of the federally designated Lakeview/Kendrick Street Opportunity Zone. The opportunity zone includes two census tracts. These tracks overlap with portions of the LSDS including the Bridgeport Way interchange with I-5, St. Clare Hospital, the Sounder Station, the proposed Lakewood Landing site, and a portion of the residential area. Opportunity zones were created by the 2017 Tax Cuts and Jobs Act with the intention of supporting economic development and employment in distressed communities.[47] The program works to allow investors to defer capital gains tax for up to nine years by investing their gains in a Qualified Opportunity Zone. The federal program is funded through 2026 supports redevelopment in the LSDS.

[44] Title 18B
[45] 18A.090
[46] With the exception of the construction of one single-family dwelling on one lot. 18A.090.030.
[47] Department of Commerce, 2020. https://www.commerce.wa.gov/growing-the-economy/opportunity-zones/

TRANSITION OPPORTUNITIES

Changes to some of Lakewood's zoning regulations could help support the transition of the LSDS from its current land use to a more compact and transit-oriented environment. It is important to note that achieving this does not require the high rise, or even mid-rise, development patterns similar to those in Seattle or Tacoma. This section looks and the challenges and opportunities to development that are unique to the LSDS and identifies potential changes to zoning, regulatory, and incentive programs.

Retail Environments

Parking will remain important to successful retail for some period in this area. It preserves existing retail, which serves an important function for residents and commuters. Parking is currently oriented around an environment designed for automobiles that results in barriers to pedestrian traffic. Changes that would create a transition to a station area that supports more pedestrians include:

- Incentivizing six to12 foot wide sidewalks when sites redevelop.
- Incentivizing a better and safer pedestrian connection between the sidewalk and shop entries.
- Developing zoning that encourages surface parking for retail to be mostly behind the building and moving future buildings closer to the street.

Focusing retail in designated areas is also a key transition strategy. For mixed use development consider focusing any ground floor retail requirements only on certain retail-focused arterials instead of requiring floor retail everywhere. Consider maintaining existing one or two story zoning in retail areas, to keep these areas retail focused until five to seven story development is viable. Inflated land value expectation can stall retail. It is more important to keep the retail functioning, lower the expense of building food retail with Type 1 and 2 hoods, and focus retail on high traffic streets where residential would be less desirable anyway. There is plenty of land in the subarea to focus residential on lower-traffic streets.

Residential Environments

It is recommended that the City consider how to best focus compact residential density residential in existing areas of single family development and lower traffic streets. Maintaining building heights below 35 feet, and focusing on building types such as duplexes, triplexes or rowhouses is less disruptive for existing single family residents.

These product types are ground-related and can be built out of wood, which has a lower carbon footprint, and can be built relatively cheaply and quickly. Units can be platted rather than condominiumized, which makes homeownership more feasible.[48] This presents a rare opportunity to do significant infill of for-sale product which is much needed in the region. Most transit-oriented infill development across the Puget Sound has been apartments. Rental units provide needed housing, but do not offer housing security as the area redevelops and rents increase, exacerbating wealth inequality over time. Ownership units allow people to build equity and wealth as neighborhoods densify and offer additional amenities.

Rowhouses can be particularly well-suited to families who want the convenience of a yard but the advantages of a more compact, walkable neighborhood.[49] Note that this section does not recommend townhouse development, and this is an important distinction.[50] Townhouses are basically a row-house, but with a requirement for off-street parking. Eliminating the requirement for off-street parking can transform townhouses into rowhouses that are more functional for families, more beautiful, and more affordable. There is the same amount of living space in a two story building rather than losing the ground floor to parking. This form of development can be built at densities of 35-45 units per acre, such as the example show in the picture to the right.

[48] Washington State's condominium laws (originally set in place to protect buyers) have become a source of litigation that has resulted in artificially limiting condominium construction. Most condominiums that are built are high-rise luxury condominiums built out of concrete that cannot offer a lower price point for first time buyers. Recent legislation has changed some of the condominium laws to reduce risks of litigation and make them easier to build. These rules have not been in place long enough to see if they have their intended effect. Row-houses (and townhouses) touch the ground and so they are conveyed with the underlying land parcel—so they represent a more viable for-sale product at an entry-level price point.

[49] Rowhouses can scale into perimeter-block housing with a common backyard. This makes it easy to keep an eye on children while in that outdoor play space. Rowhouses do not have off-street parking requirements.

[50] Townhouse development often results in the "four pack" or "six pack" urban form that has proliferated around the region in the past few years. The ground plane is entirely taken up with driveway and indoor garages, so that before you can start to build any living space for humans in the townhouse (on the second floor), you have had to build a home for a car in the ground floor. Not only does this add cost to our urgent need for housing (humans), but it means that all of the living space in the building is disconnected from the street by one or two stories. Some townhouses have tiny fenced yards that are unusable, because they are too small, and it's impossible to reach them from the living space. It's important to realize that townhouses look this way (consistently) not because of bad developers or architects, but because the zoning requires them to be built that way.

Parking for rowhouses still needs to be accommodated. One solution is to allow cars to park on the street. Initially, this can be achieved by angle parking, which has four key benefits:

- Angle parking, like all street parking, provides a buffer between pedestrians on a sidewalk and the lanes of moving traffic. This makes them feel safer and encourages walking.
- Angle parking, on a street with no curb-cuts for driveways, can fit two vehicles in the street frontage of every row house. Typical parking spot widths are nine feet, so two cars can fit into an 18-foot house frontage.
- Angle parking reduces the width of the street, creating a traffic calming effect. A residential neighborhood street with one travel lane (and a few wider spots for cars to pass) generally functions just fine.
- As the neighborhood redevelops and densifies further, and the need for parking and car ownership drops, the parking is all still owned by the city (since it's part of the right of way) and so it can be re-purposed into travel lanes (by re-striping) if needed at some point in the future.
- Street parking is a way to use the right of way to subsidize (by using an existing City asset, and with no need for cash) the construction of new compact housing. Since these housing units are not packaged with parking or garages, they can be developed profitably by the private sector and sold at a much lower price point than townhouses.

Temporary Activation

One challenge in changing to a more walkable and compact land use pattern is helping people see the vision of what can be and changing patterns of how they move around the city. People will try new things if there are events or opportunities to support it. In the LSDS changing how people use and move around in the right of way is an important step. Temporary activation and pedestrian connection between businesses is one option. Imagine painting a pathway (or even engaging the community in painting it) that connects some key food-oriented businesses and then having a "taste of Lakewood" on every second Friday night in the summer. This could be coupled with an invitation for buskers along the pathway, and small community grants for lighting or seating outdoors near businesses. Ideas like this could help reinforce the seeds of what can continue to grow into a great and cohesive community.

KEY FINDINGS AND PLANNING IMPLICATIONS

- Zoning is consistent with the future land use in the LSDS.
- Proximity to JBLM brings additional regulations to ensure the safe operation of military aircraft. While this may add to the list of planning and review items, they are integrated into project review and do not increase the complexity of review processes.
- Housing incentives may help the LSDS remain an area for households with low and moderate incomes while increasing the quality of housing through redevelopment.
- Consider zoning and regulatory measures that support the transition of land uses within the subarea.
- Ground-related residential development can produce units at compact, walkable densities when parking and other standards are addressed.
- Review parking requirements for residential and retail uses to maximize functionality and flexibility as the area transitions.
- Temporary activation of spaces in the subarea can help people envision future patterns of land use and activity.

Transportation

EXISTING FEATURES

This section presents a multimodal transportation evaluation of current conditions in the Lakewood Station District Subarea (LSDS). Existing transportation conditions are documented for pedestrians, bicycles, automobiles, freight, transit, and parking.

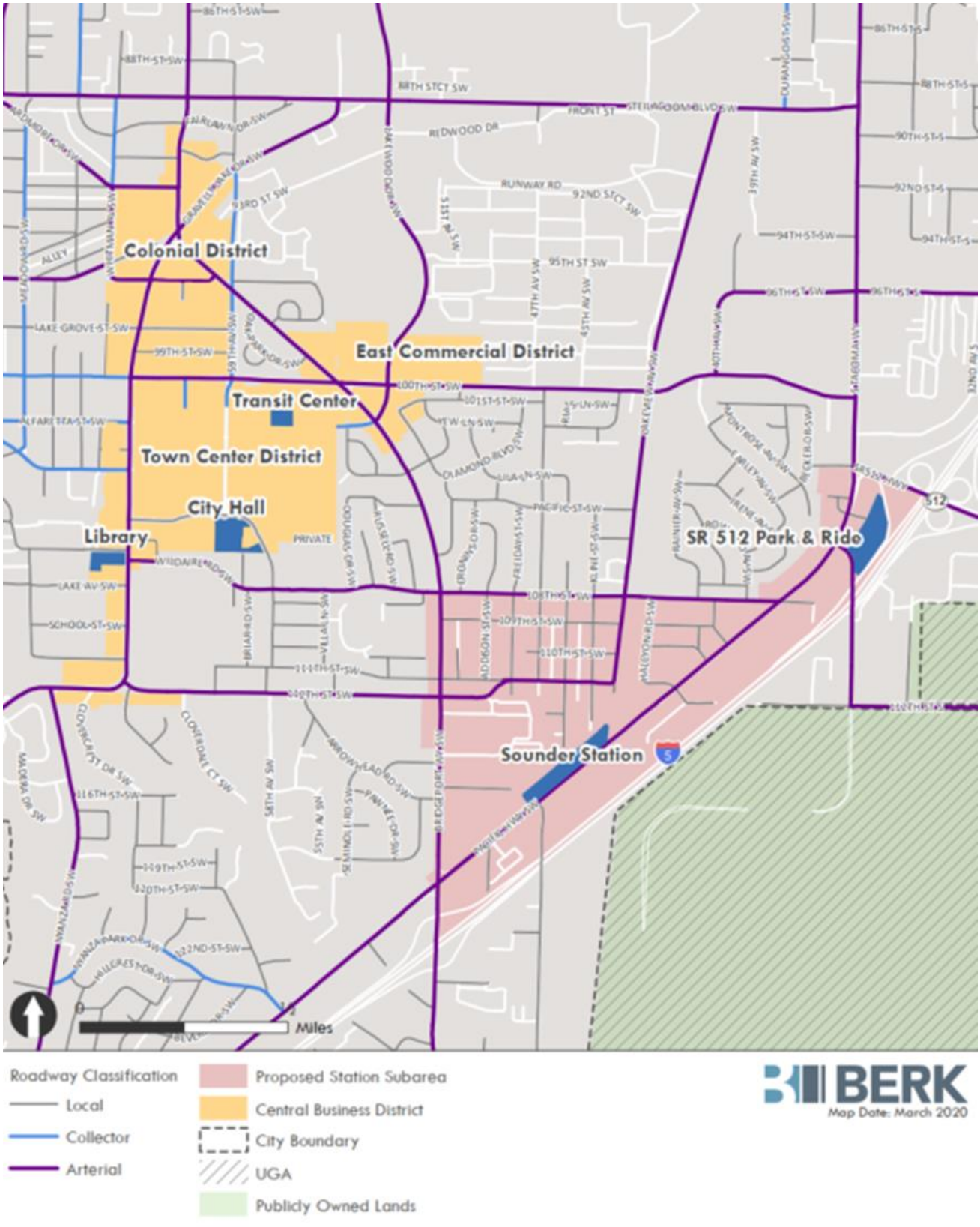
The study area is a predominantly auto-oriented environment, however the area also includes two important regional transit facilities: Lakewood Station and the SR-512 Park & Ride, shown in Exhibit 19. Major roadways in the subarea include Pacific Highway, 108th Street SW, and Bridgeport Way. These are classified as either principal or minor arterials with 35 mph posted speed limits. Pacific Highway provides a north-south connection between Tacoma and Lakewood, with access to I-5 ramps and the Lakewood Station within the subarea. Exhibit 19 shows transportation connections in and near the LSDS.

The subarea contains two key regional transportation facilities: Lakewood Station and SR 512 Park & Ride. Lakewood Station is a focal point of many regional commuter trips including service to downtown Seattle via the Sounder train in addition to bus service to local and regional cities operated by Sound Transit and Intercity Transit. The SR 512 Park & Ride provides bus connections for local and regional commuters to Lakewood Town Center, Tacoma, Puyallup, SeaTac, Dupont, and Olympia and communities throughout the South Sound. Pierce Transit, Sound Transit, and Intercity Transit provide bus service to the SR 512 Park & Ride via Pacific Highway and I-5, Bridgeport Way, and 108th Street SW. Both Lakewood Station and SR 512 Park & Ride provide vehicle parking for transit users.

The subarea is bisected by an existing rail line on which Sounder and freight operate. While the rail line is an important regional transit and freight corridor, it has also created an environment with few roadway crossing opportunities which can affect vehicle operations and bicycle and pedestrian mobility.

Roadway Network

Exhibit 19. Transportation Features in the Extended Study Area



Source: Fehr & Peers, 2020; Pierce County, 2020.

Parking

There is very little on-street parking on arterials in the study area, but on-street parking exists on several local streets. Commercial uses tend to have dedicated parking lots adjacent to their buildings, frequently buffering the building from the street. St Clare Hospital provides off-street parking at multiple lots on the hospital's campus. Parking intended for transit users is provided at the Lakewood Station garage (600 spaces) and at the SR 512 Park & Ride (493 stalls). During the daytime, the SR 512 Park & Ride is at about 90 percent capacity. Bicycle parking is provided at Lakewood Station garage via bicycle racks and lockers.

Transit Network

The Lakewood Station District Subarea is served by Pierce Transit, Intercity Transit, and Sound Transit, and includes Lakewood Station and the SR 512 Park & Ride. Exhibit 20 shows routes serving the area and their associated headways, and Exhibit 21 shows transit pathways and bus stops. Lakewood Station serves six bus routes, providing connections to Tacoma, Puyallup, Olympia, Lacey, and Seattle. The SR 512 Park & Ride serves three bus routes providing connections to Tacoma, Puyallup, and Sea-Tac Airport. Bus stops are present along many of the subarea's arterials including Bridgeport Way, 108th Street SW, and Pacific Highway SW. Bus routes run at 15 to 30 minute headways (frequencies) throughout the peak periods, with routes 592 (DuPont-Seattle) and 612 (Olympia-Tacoma Dome Station) running most frequently. Off-peak headways vary substantially, ranging between 12 and 120 minutes.

Sound Transit's commuter train, the Sounder, has a stop at Lakewood Station in the southeast portion of the subarea. The Sounder provides a regional transit connection between Lakewood, Tacoma, and Seattle during AM and PM commute times.

Exhibit 20. Existing Bus Routes

Route	Destinations	Peak Headway (minutes)	Off-Peak Headway (minutes)
Sounder	Lakewood - Seattle	20	20-45
3	Lakewood to Downtown Tacoma	30	30
4	Lakewood to South Hill Mall	30	30
574	Lakewood to Sea-Tac Airport	30	30
580	Lakewood to Puyallup Station/South Hill Park and Ride	20	20-40
592	Dupont to Seattle	15	12-15
594	Lakewood to Seattle	20	20-30
612	Olympia to Tacoma Dome Station	15	40-120
620	Olympia to Tacoma Mall	30	60-90

Source: Pierce Transit, 2020; Intercity Transit, 2020; and Sound Transit, 2020.

Exhibit 21. Transit in the Extended Study Area

Source: Fehr & Peers, 2020; Sound Transit; Pierce Transit; Intercity Transit

Non-Motorized Network

Marked bicycle lanes are located on Pacific Highway from Lakewood Station south to Gravelly Lake Drive SW and north from Sharondale Street SW to the South Tacoma Way/SR 512 interchange. Bicycle lanes are also located on 108th Street SW from Bridgeport Way to Pacific Highway. While sidewalks are generally located on all major streets in the project area, the residential neighborhood north of Pacific Highway lacks sidewalks on most roadways. Due to the train tracks and lack of dedicated facilities, direct non-motorized connection from neighborhoods to Pacific Highway is limited. As a result, accessing Lakewood Station via bicycle or walking can also be challenging. Crossing opportunities are limited to the Lakewood Station pedestrian walkway, Bridgeport Way, and 108th Street SW. Although there is sidewalk infrastructure on Pacific Highway and Bridgeport Way, these roadways are high volume and high speed within the subarea. This creates a more uncomfortable pedestrian experience that may discourage non-motorized use on these roadways.

Freight Network

The City's 2016 Comprehensive Plan identifies designated truck routes for freight as a transportation goal. Designated major truck streets are primary routes for goods movement throughout the City. Designation as a major truck street helps Lakewood's Public Works Transportation division determine street design, traffic management plans, and pavement improvement projects that allow and facilitate the movement of larger vehicles along the designated Way. Bridgeport Way and South Tacoma Way are designated as truck routes in WSDOT's Freight and Good Transportation System (FGTS) 2019 update, as shown in Exhibit 22.[51] In addition to the designated routes, 108th Street SW serves as a de facto freight route for trucks heading northbound on I-5 due to the limited height of the railroad bridge crossing I-5 at JBLM. These trucks exit the freeway at Bridgeport, take 108th to Pacific Highway, and then reenter I-5 at SR-512.

[51] https://www.wsdot.wa.gov/sites/default/files/2006/02/13/washington-freight-and-goods-transportation-system-2019.pdf

Exhibit 22. Freight and Good Transportation System Routes

Source: WSDOT, 2019; Fehr & Peers, 2020; City of Lakewood, 2020.

TRAFFIC OPERATIONS

Study Intersections

Within the project study area, traffic operations at ten locations were analyzed, as shown in Exhibit 23. At Lakewood Station, the garage entrance and north and south bus driveways were also analyzed, bringing the total number of study intersections to 12. These intersections are located on key roadway connections, including Pacific Highway, Bridgeport Way SW, and 108th Street SW and are most likely to be affected by potential land use changes.

Intersection Level of Service

The City uses PM peak hour average delay to evaluate traffic operations level of service (LOS) at its intersections. Traffic operations were analyzed using the Synchro software package. The Synchro network reflects the study area's existing roadway network including segment and intersection geometry, signal timings, and recent traffic counts (2018-2020). For signalized, roundabout, and all-way stop controlled intersections, the LOS is based on the average delay for all approaches. For minor street stop controlled intersections, the LOS is based on the movement with the highest delay. Exhibit 24 summarizes the LOS and delay thresholds specified in the Sixth Edition of the Highway Capacity Manual (HCM), which is a standard methodology for measuring intersection performance.

The Transportation Element designates level of service guidelines for the city's arterial streets and intersections. Within the study area, that City sets a standard of LOS D during the weekday PM peak hour at all arterial street intersections. However, according to Policy T-20.5, the City may allow minor street stop-controlled intersections to operate below that LOS standard if those instances are thoroughly analyzed from an operational and safety perspective.

Exhibit 23. Study Area Intersections

Source: Fehr & Peers, 2020.

Exhibit 24. LOS/Delay Thresholds for Signalized and Unsignalized Intersections

LOS	Signalized Intersections (delay in seconds)	Unsignalized Intersections (delay in seconds)
A	≤ 10	≤ 10
B	> 10 to 20	> 10 to 15
C	> 20 to 35	> 15 to 25
D	> 35 to 55	> 25 to 35
E	> 55 to 80	> 35 to 50
F	> 80	> 50

Source: Highway Capacity Manual (Transportation Research Board, 2017).

This study considers 12 intersections, 11 of which are signalized.

Exhibit 25 summarizes the existing intersection LOS at the study intersections. The level of service analysis suggests that automobiles generally move through the study area with acceptable levels of delay during the PM peak period. All study intersections operate at the City's LOS D standard or better, although some approaches may operate with higher delay. Most intersections operate at LOS C or higher, which represents stable conditions with moderate congestion levels for an urban area. South Tacoma Way / SR 512 operates at LOS D during the PM peak period, which indicates traffic conditions are approaching unstable flow. This intersection operates with split phasing for the eastbound and westbound approaches to accommodate traffic entering and exiting SR 512 and/or I-5. Most of the delay experienced at this intersection stems from the eastbound approach delay caused by this split phasing, as well as the northbound left and right-turn movements.

As mentioned above, these are intersections that are affected by regional travel patterns, such as afternoon commute congestion stemming from I-5. According to local stakeholders, during certain congestion events on I-5 roadway users may be using Pacific Highway to bypass interstate traffic.

Exhibit 25. Existing PM Peak Hour Intersection Level of Service and Delay.

ID	Intersection	Traffic Control	LOS/Delay
1	South Tacoma Way / SR 512[1]	Signal	D/54
2	Pacific Highway / South Tacoma Way[1]	Signal	C/32
3	Pacific Highway / 108th Street[1]	Signal	C/27
4	Pacific Highway / Halcyon Road	TWSC	C/23
5	Pacific Highway / Sounder Station Garage Entrance[1]	Signal	A/6
6	Pacific Highway / Sounder Station North Transit Access[1]	Signal	B/15
7	Pacific Highway / Sounder Station South Transit Access[1]	Signal	C/27
8	Pacific Highway / Bridgeport Way	Signal	C/28
9	108th Street / Lakeview Drive	Signal	B/14
10	Bridgeport Way / 112th Street	Signal	C/34
11	Bridgeport Way / SB I-5 Ramp[1]	Signal	B/17
12	Bridgeport Way / NB I-5 Ramp[1]	Signal	B/15

1. *This intersection required the use of HCM 2000 methodology, due to non-standard traffic signal phasing*
Source: Fehr & Peers, 2020.

FUTURE PLANS

Transportation Improvements

This section describes existing local area plans and planned improvements to the transportation network. Some long-range plans identify strategies for the development of the subarea, and others provide specific roadway improvements such as bicycle and pedestrian facilities. Future transportation improvements will be incorporated into No Action and Planned Action alternatives developed as part of this project.

Transportation Element of the Comprehensive Plan (2019)

The transportation element of the Comprehensive Plan provides policy direction to address local and regional mobility. The transportation element acknowledges the increase of traffic congestion within Lakewood and seeks to mitigate it by developing a balanced multimodal system that effectively moves people, goods, and services without compromising community character. The plan specifically strategizes for the incorporated of non-motorized facilities, enhanced illumination, and other pedestrian amenities into new development designs.

Six-Year Transportation Improvement Program 2020-2025

The Six-Year comprehensive Transportation Improvement Program (TIP) for 2020-2025 was approved by the Lakewood City Council in June 2019. This document outlines short and long-term road projects, including the addition of new sidewalks, curb, gutter, stormwater improvements and road overlays, throughout the city. The following projects are identified in the TIP:

- Lakewood Station Non-Motorized Access Improvements – sidewalks and street lighting per the Non-Motorized Plan and Sound Transit Access Improvement Study.
- Kendrick Street SW from 111th Street SW to 108th Street SW – sidewalks, street lighting, bicycle facilities.

Sound Transit System Access Fund (2019)

The Sound Transit Board of Directors awarded System Access Funds in September 2019 for various non-motorized improvements intended to facilitate connection to transit services. Some of these projects have also been included on the City's TIP. Among these projects are proposed improvements on 111th Street SW and 112th Street SW in the subarea. These improvements include curb, gutter, sidewalks, bicycle lanes, street lighting, pavement overlay, and associated storm drainage on both sides of these two streets between Bridgeport Way and Kendrick Street. Kendrick Street provides direct access to the Lakewood Sounder station via a pedestrian bridge. Although this project will not have a direct impact on traffic operations at the study intersections, it represents a substantial improvement to the non-motorized network within the subarea.

Destination 2040: Pierce Transit Long Range Plan Update

Destination 2040 is Pierce Transit's first Long Range Plan. This plan was originally adopted in 2016 and is currently being updated with the most recent available draft released in February 2020. Under this plan, two new Bus Rapid Transit (BRT) routes are being proposed that include services within the subarea in 2026 and in 2030.

- **Downtown Tacoma to Lakewood BRT Line**: This BRT line would run from Downtown Tacoma, through the South Tacoma Sounder Station and along South Tacoma Way/Pacific Highway to the SR 512 Park & Ride. The line would then run along 108th Street SW toward the Lakewood Town Center Transit Center. It is anticipated that this line would begin service in 2026.
- **Lakewood to South Hill BRT Line**: This BRT line would replace the existing Route 4, which currently runs along South Tacoma Way south of the SR 512 Park & Ride before running east/west along 112th Street SW towards the South Hill Mall Transit Center in Puyallup. It is anticipated that this line would begin service in 2030.

KEY FINDINGS AND PLANNING IMPLICATIONS

- All intersections operate at LOS D or better in current conditions.
- Planning for multimodal improvements connecting to Lakewood Station is programmed for implementation within the next 6 years.
- The area is well-served by transit with two existing hubs at Lakewood Station and the SR 512 Park & Ride. Both Sound Transit and Pierce Transit are enhancing transit connectivity and mobility at Lakewood Station over the next decade.

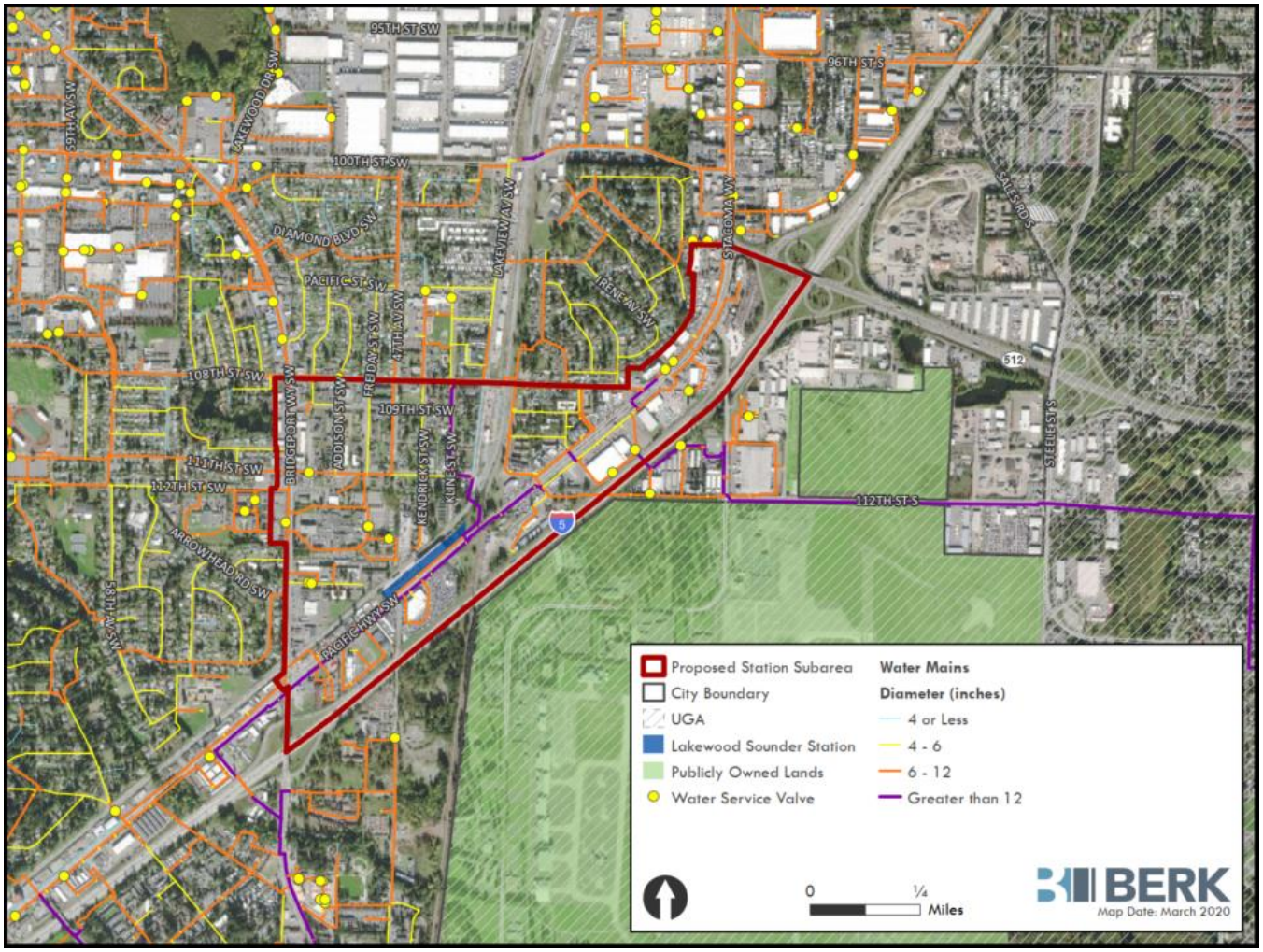
Utilities and Public Services

WATER

Exhibit 26 shows the current water utility infrastructure in the subarea. Water service is provided by Lakewood Water District. The largest water mains primarily run along Pacific Highway, but a main larger than 12 inches does run roughly under Kline Street SW into the residential area. There is also a main larger than 12 inches that runs into the subarea from the southeast side of I-5. Mains six to 12 inches in size are well distributed throughout the subarea, running under several streets, including Bridgeport Way. These midsized mains serve St. Clare hospital and the existing commercial development in the subarea.

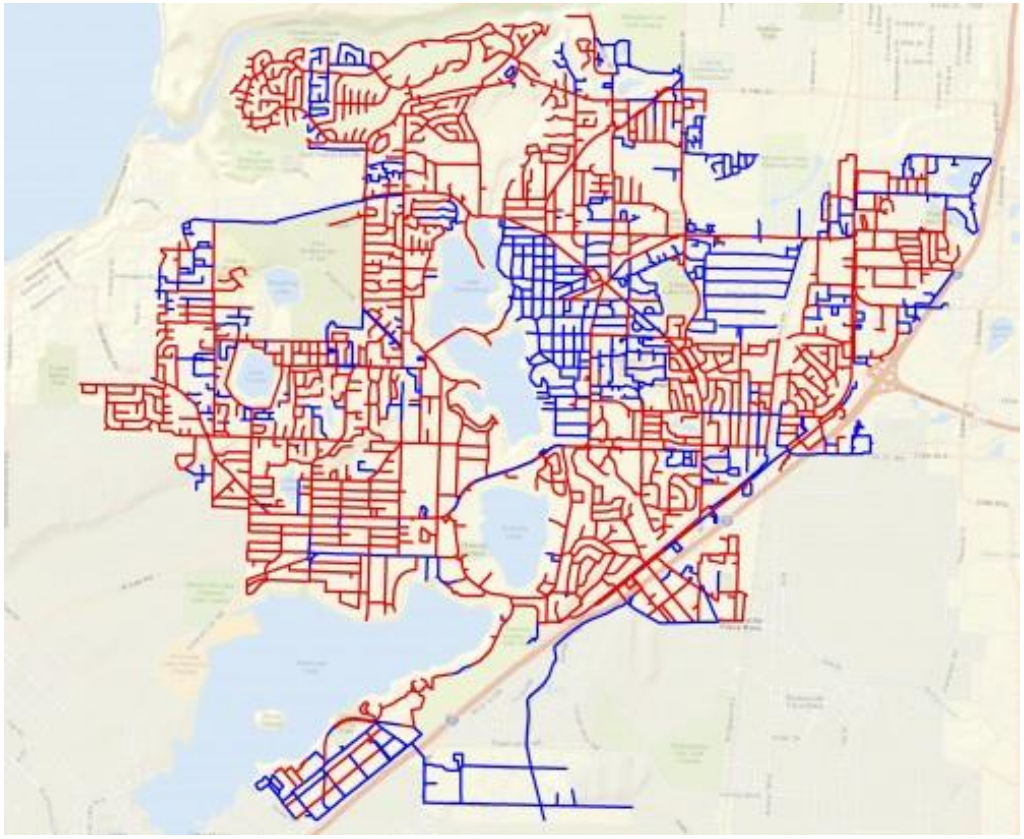
The Lakewood Water District initiated a 50-year repair and replacement plan in 2014 to replace 181 miles of aging water mains. See Exhibit 27. Some replacements have already occurred in the subarea, including replacements along Bridgeport Way. The repair and replacement plan focuses on the replacement of facilities that are nearing the end of their useful life and does not account for upgrades or extensions to support new development. District policy requires the developer to pay for system improvements related to new development. Depending on the location and intensity of new development in the subarea this may include water main upgrades or line extensions to provide additional capacity or fire flow. Coordination of upgrades with the 50-year repair and replacement program could provide cost and timing efficiency for redevelopment projects in the subarea.

Exhibit 26. Water Utility Infrastructure in LSDS and Surrounding Area



Source: BERK, 2020; Pierce County Assessor, 2020.

Exhibit 27. Map of Water Mains to be Replaced

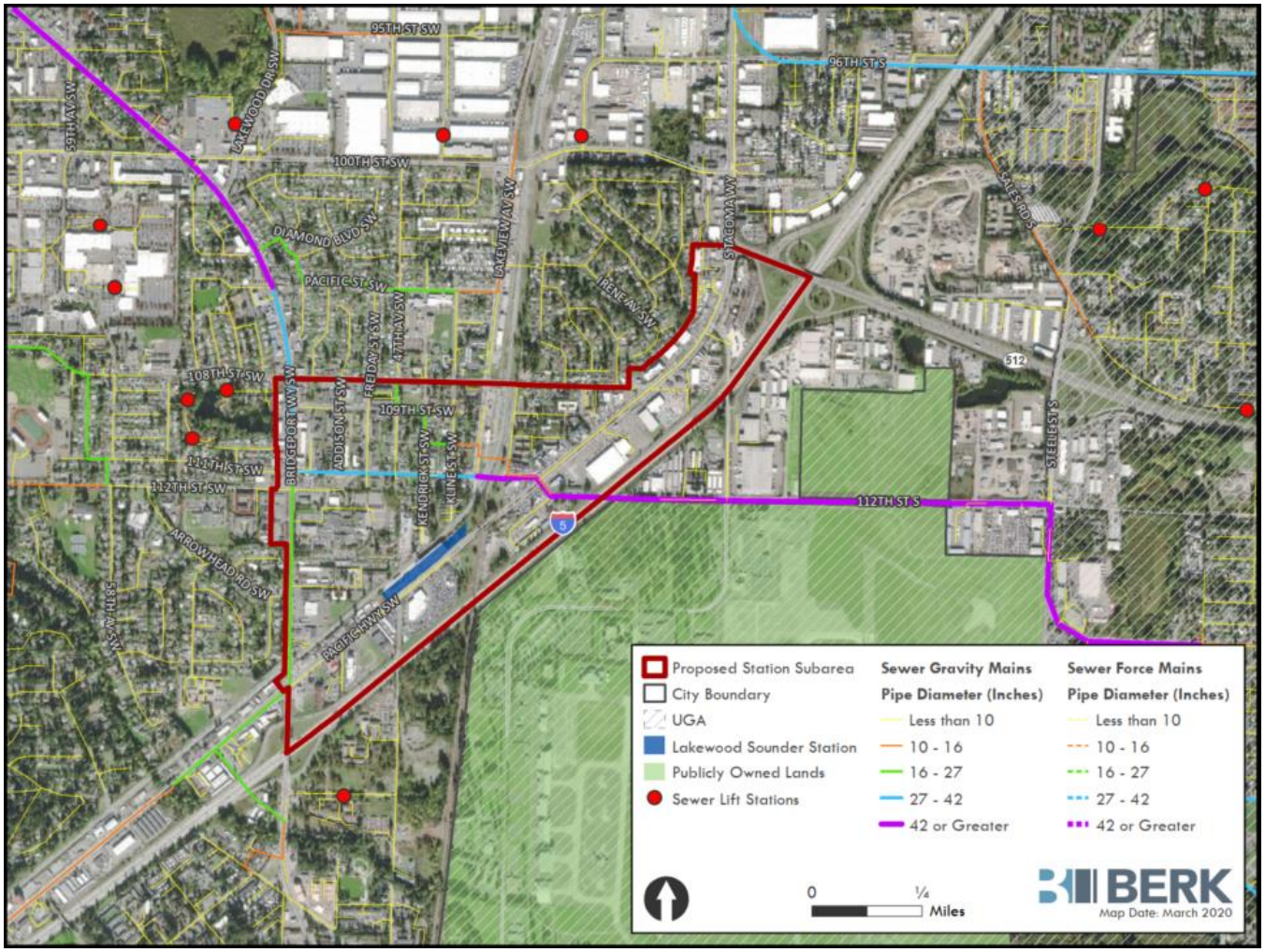


RED = Pipe in need of replacement *BLUE = Replaced pipe*
Source: (Lakewood Water District, 2017)

WASTEWATER

Wastewater service in Lakewood is provided by Pierce County Public Works. Facilities within the subarea are shown in Exhibit 28. Most of the sewer pipes were installed in the 1980's (some later) and are primarily 30 inch diameter PVC pipes, which have a 100-year lifetime. Larger interceptors are typically made of concrete, which has a service life of 50 to 100 years. This range is impacted by exposure to chemicals or high concentrations of hydrogen sulfide gas (H_2S). Pierce County regularly inspects and cleans the lines to keep them maintained and to identify needed replacements and upgrades. Generally, the sewer infrastructure is considered in good condition with plenty of remaining service life and no current need for large scale line replacements or upgrades.

Exhibit 28. Wastewater Infrastructure in the LSDS and Surrounding Area



Source: BERK, 2020; Pierce County Public Works, 2020; Pierce County Assessor, 2020.

Pierce County coordinates quarterly with the City of Lakewood to discuss upcoming and future projects. A Sewer Improvement Plan was adopted in September 2019, addressing capital facility planning from 2020-2040 and identifying funding for the next six years of capital facility improvements. There are no listed projects within or near the subarea identified in this plan.

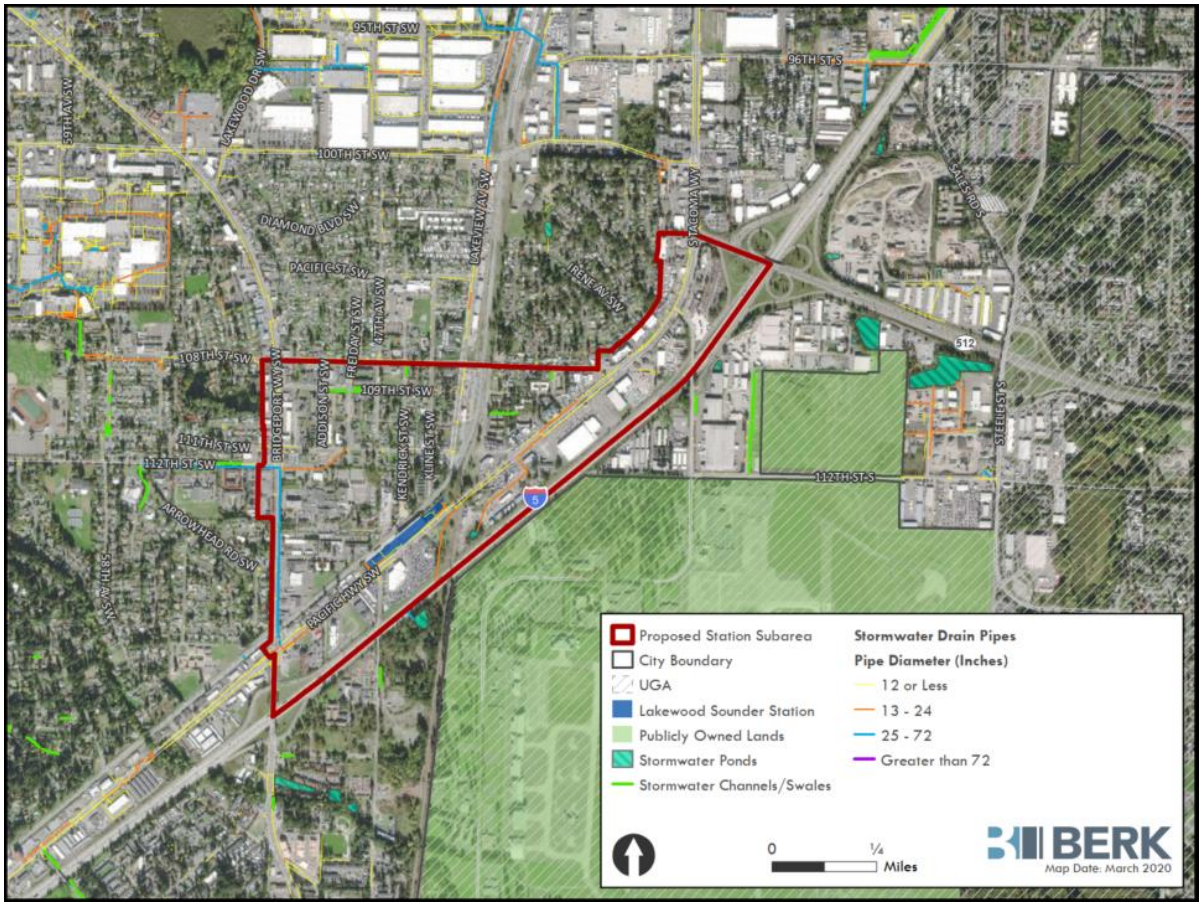
The most recent system plan is the 2010 Unified Sewer Plan, adopted in 2012. Pierce County is scheduled to begin an update to this plan later this year. The plan accounted for zoning densities in place today, e.g. up to 54 units per acre. Development that occurs at a higher intensity than the existing conditions may require wastewater system capacity upgrades. New development or redevelopment at the levels envisioned by the future land use plan will require larger collection lines. Update of the Unified Sewer Plan provides an opportunity to plan for future development in the LSDS.

STORMWATER

Exhibit 29 shows existing stormwater facilities in the subarea. It shows stormwater drainpipes mostly located in the vicinity of Pacific Highway and Bridgeport Way and a few channels and swales in residential portions of the subarea. The City of Lakewood Public Works Department manages the Stormwater Utility. It applies the 2005 DOE Stormwater Manual for Western Washington as well as the 2008 Pierce County Stormwater Management and Site Development Manual to support Lakewood's Stormwater Regulations in Chapter 12.11 of the Lakewood Municipal Code. These manuals provide design guidelines and support the implementation of low impact development (LID) best management practices in stormwater design and implementation.

The City of Lakewood updated its Stormwater Management Plan in 2019 in compliance with its Phase II Permit under the National Pollution Discharge and Elimination System (NPDES). The plan describes the policies, regulations, and programs that the City uses to control and prevent pollution discharge in stormwater runoff. Implementation actions are monitored through an annual report to the Washington State Department of Ecology. For the most part, stormwater facilities are developed on a site by site basis, but some proposals may tie into existing systems where there is capacity. All development requiring a City permit is subject to drainage review to ensure compliance with the stormwater requirements in chapter 12.11 of the Lakewood Municipal Code.

Exhibit 29. Stormwater Infrastructure in the LSDS and Surrounding Area



Source: BERK, 2020; Pierce County Assessor, 2020.

ENERGY

Lakeview Light and Power provides electrical service to the subarea and Puget Sound Energy provides natural gas service. Maps showing the locations of the lines providing natural gas service are not available and most facilities are located underground. Puget Sound Energy is working on an updated Integrated Resource Plan to ensure continued delivery of service to its existing service areas in the region and to address opportunities for enhanced conservation and reduced environmental impacts.

Lakeview Light and Power is working on increased system capacity and flexibility. There is a five year capital budget for repowering the substation at Pacific Highway and Bridgeport Way. Improvements to the substation will allow Lakeview Light and Power to rebalance loads as needed to accommodate fluctuations is usage. Increased demand for electrical service should be possible to accommodate, but specific plans may be needed to address any heavy commercial users and electric vehicle charging capacity. Line infrastructure is located mostly above ground within the subarea. As redevelopment occurs taller buildings will likely require undergrounding for safety, but Lakewood does not have a policy or regulation requiring undergrounding with new development.

EMERGENCY RESPONSE

Emergency response services in Lakewood are provided by West Pierce Fire and Rescue and the Lakewood Police Department. St. Clare hospital also supports a range of medical services including a 24 hour emergency room.

The Lakewood Police Department is one of the largest departments in the state. It operates six patrol districts as well as specialized units in criminal investigation, K9, traffic, and marine response. The subarea is part of the Pacific patrol district, which is authorized for up to 28 sworn personnel.[52] All patrol districts, including the Pacific District, are operated out of the police station in the civic campus in Downtown, less than a mile from the subarea.

Crime statistics for Lakewood overall have been steadily falling since the City incorporated in 1996. Information for the Pacific District shows that in 2019 this area had 916 crimes, which accounted for about 15% of all crimes in the City.[53] Property crimes (such as fraud, theft, vandalism, robbery, burglary) represented 59% of the crimes in the Pacific District in 2019. 32% were person crimes (such as assault, sexual crimes, or homicide). 9% were society crimes (such as drugs, prostitution, or weapons law violations). These proportions between types of crime are consistent with citywide patterns.

Emergency management functions for Lakewood are part of the Police Department. The mission of emergency management is to assist with mitigation, preparation, response, and recovery from natural disasters and other community emergencies. This includes a variety of trainings and informational materials to help residents and businesses prepare for major emergency events.

[52] Lakewood Police Department 2018 Annual Report, updated in 2019.
[53] Lakewood Police Department Quarterly Crime Reports (Q1, Q2, Q3, Q4), 2019.

West Pierce Fire and Rescue provides fire and emergency medical response to Lakewood, University Place, and Steilacomb. Station 20 is located within the subarea along Pacific Highway. Services offered by West Pierce Fire and Rescue include emergency medical response, fire suppression, fire prevention, and community education. In 2019 West Pierce Fire and Rescue responded to 10,931 calls in Lakewood, 741 (or about 7%) of which were in the LSDS area.[54]

West Pierce Fire and Rescue also sponsors Community Emergency Response Team (CERT) trainings that prepare residents to be the first line of response in their neighborhoods following a disaster prior to the arrival of emergency responders.

KEY FINDINGS AND PLANNING IMPLICATIONS

- Upgrades to infrastructure are likely to be needed to support some redevelopment plans. Requiring developers to pay for upgrades, and not just connection or extension, can significantly reduce the likelihood of development in areas where market rents (or housing sale prices) have not yet increased substantially. Hard construction costs are the same across the region. Lakewood's advantage is less expensive land, but that advantage is quickly nullified if the cost of infrastructure upgrades is high. This is an important variable to look at when developing public works improvement codes (as part of building codes) or impact fees. Consider keeping fees and costs low as an incentive to spur early development, until a market is more proven.
- Water mains may need to be upgraded for capacity or fire flow to support redevelopment. This may be done efficiently and at lower cost if strategic upgrades are coordinated with the Lakewood Water District's 50-year repair and replacement plan.
- Participation in the update of Pierce County's Unified Sewer Plan will help to identify future capacity challenges, needed upgrades to collection lines, and funding options for replacement.
- Lakewood may consider sponsoring the upfront costs of upgraded infrastructure in coordination with utility replacement plans, with a plan for cost recovery in order to support new development in the LSDS.

[54] West Pierce Fire and Rescue, Custom GIS Data Pull, 2020.