

# LAKEWOOD DOWNTOWN·PLAN

## Existing Conditions Report

City of Lakewood – December 2017

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*Prepared for:*

City of Lakewood



*Prepared by:*

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ESA

Fehr & Peers

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# 1.0 Introduction and Executive Summary

## 1.1. PLANNING PROCESS

A major goal of the City of Lakewood is to create a Downtown focused in the Central Business District (CBD) zone, redeveloping it into a rich urban area with civic amenities, walkable streets, and a mix of uses including housing, entertainment, restaurants, and retail. However, the Downtown has significant economic and cultural assets and some challenges in achieving this goal.

The City has commissioned the preparation of a subarea plan for Downtown Lakewood. The plan will build up past planning efforts and describe a vision, land use and design, gathering places, and action strategies for Lakewood’s Central Business District or “Downtown”. New design-oriented zoning standards and upfront environmental review will be part of the plan and will help bring about desired change and development. The steps in the City’s Lakewood Downtown Plan process are shown in Exhibit 1-1.

**Exhibit 1-1. Lakewood Downtown Plan Process**



This document is part of the first stage to summarize existing conditions in the Lakewood Downtown Plan Study Area. This will inform Visioning and Downtown Plan preparation. It will also serve as a basis for the affected environment in the Environmental Impact Statement (EIS).

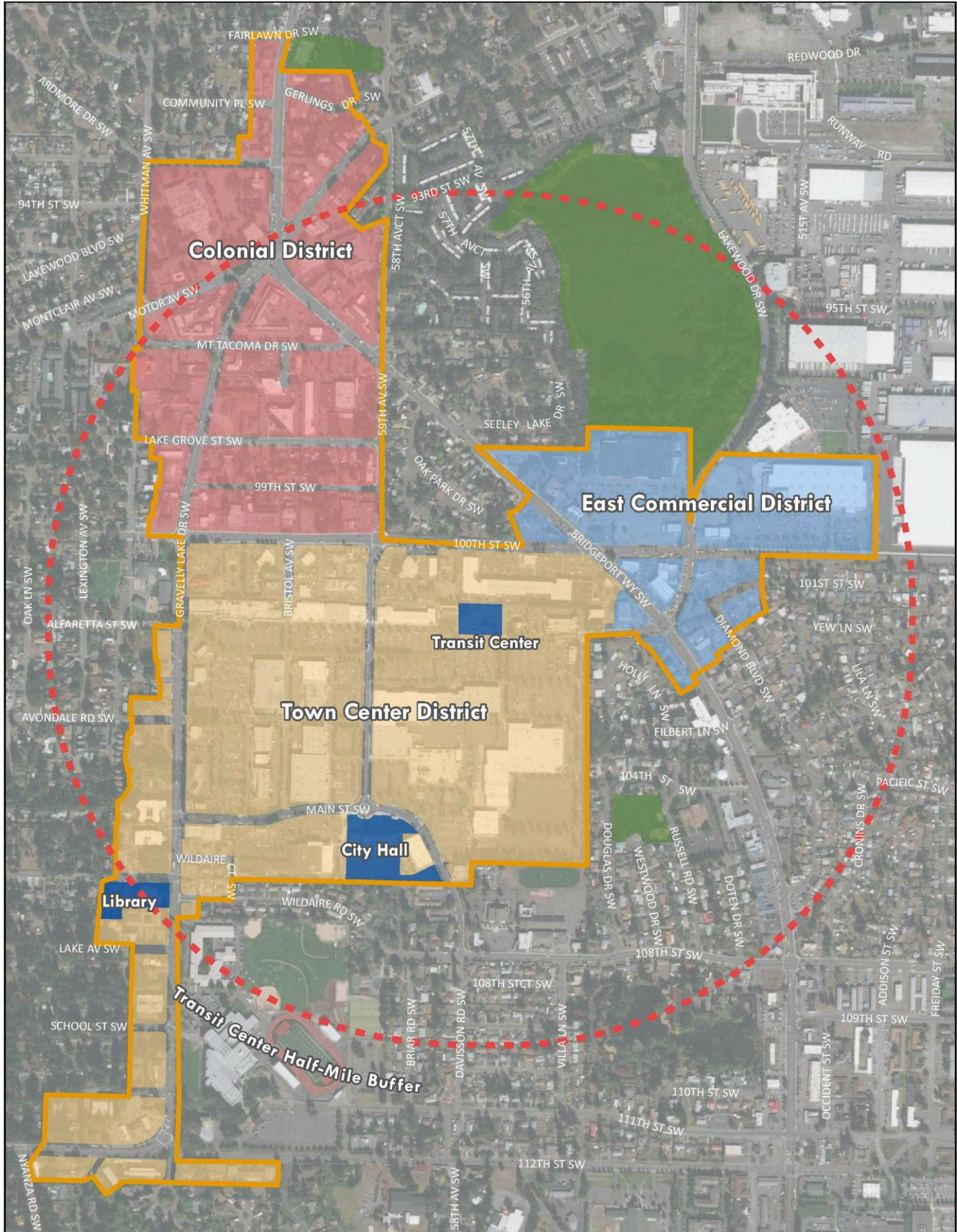
## 1.2. STUDY AREA

The Downtown Plan Study Area is approximately 315 acres (parcel area), and contains the central shopping area of the community. See Exhibit 1-2. The Study Area also contains many civic and cultural facilities such as City Hall, Lakewood Library, Transit Center, Post Office, the Lakewood Playhouse, and the Lakewood History Museum. Most of the Study Area is within a half mile of the Transit Center.

Recognizing different characteristics and conditions, the Study Area is divided into districts:

- **Colonial:** This district includes colonial-style commercial buildings. Here, in 1937, Norton Clapp built part of the Lakewood Colonial Center, one of the first suburban shopping centers in the country.
- **Town Center:** Developed in 1958 as the Villa Plaza Shopping Center, which was later renovated to become the Lakewood Mall, this district contains the upgraded Lakewood Towne Center. (Note: when referring to the mall “Towne” is used; referring to the district as a whole “Town” is used.)
- **East District:** This district at the intersection of Bridgeport Way SW and 100<sup>th</sup> Street SW has a mix of large auto-oriented commercial centers and smaller strip-commercial properties along arterials.

Exhibit 1-2. Study Area



Source: City of Lakewood, BERK Consulting 2017



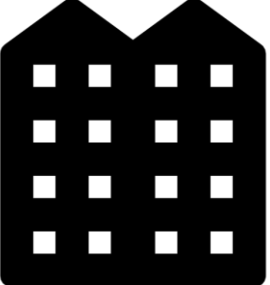
### 1.3. SUMMARY



This report addresses a range of natural and built environment subjects, describing them for the Study Area as a whole and the character areas:

- Natural Environment
- Land Use and Plans and Policies
- Population, Employment, and Housing
- Transportation
- Public Services and Utilities

The key conditions found in this report are summarized in Exhibit 1-3.

#### Exhibit 1-3. Top Takeaways – Lakewood Downtown Conditions

Topic	Summary
 <p>Natural Environment By: Artem Kovyazin</p>	<p>Streams, some fish bearing, cross the Study Area in open channels and in enclosed pipes. City policies support restoration.</p> <p>Most of the area is developed with impervious surfaces though the area is an aquifer recharge area.</p> <p>Future redevelopment would be required to meet newer stormwater regulations and that would improve water quality.</p>
 <p>Land Use</p>	<p>Current development is largely commercial, single story, with extensive parking, though the Comprehensive Plan Future Land Use Designation and Zoning authorize mixed-use buildings of much greater height. There is little housing. This is partly due to Covenants, Conditions &amp; Restrictions (CC&amp;R's) on the Lakewood Towne Center Mall site, but is also due to the auto-oriented era in which development first occurred.</p> <p>Considering the CBD zoning and vacant and redevelopable land, as well as parking lots, there is a large capacity for employment and housing uses with underbuilding parking.</p>
 <p>Population, Housing, Employment</p>	<p>The Study Area contains little housing and population. Market studies show an opportunity to add quality housing in the Study Area within the planned density of the area and with an investment in amenities such as parks.</p> <p>The Study Area is mostly in commercial use and contains nearly 3,500 jobs; the make-up of workers is mostly female and less diverse than the community as a whole. The monthly wages earned range from less than \$1,250 to over \$3,330; at the low end, it would be difficult to afford a unit at fair market rents.</p> <p>A CBD Assessment in 2017 shows a market potential of 3 million square feet of commercial growth in the City and much of that could be attracted to the Downtown through appropriate investments in amenities and infrastructure, as well as appropriate zoning and design standards.</p>

Topic	Summary
 <p data-bbox="142 537 326 569">Transportation</p>	<p data-bbox="483 222 1450 281">Auto congestion is minimal outside of several key intersections along routes leading to I-5.</p> <p data-bbox="483 327 1450 422">Pedestrian and bicycle connections in the Study Area could be improved within and between districts to make non-motorized travel a more attractive and comfortable option.</p> <p data-bbox="483 468 1450 619">Lakewood’s Transit Center acts as a hub for many Pierce Transit bus routes; this resource could be enhanced with better pedestrian and bicycle connections into the surrounding areas. Likewise, improved facilities between the Study Area and Lakewood Station could help connect the Study Area with a valuable regional transit amenity.</p>
 <p data-bbox="142 949 326 980">Public Services</p>	<p data-bbox="483 636 1406 730">The Study Area is fully served by public safety and school services. Water and sewer service is also available though some water lines in the Study Area will require replacement due to age.</p> <p data-bbox="483 777 1450 928">There are cultural facilities – a library, museum, and theater – but the primary finding in the Study Area is the lack of parks and open space. The City has developed urban design concepts for a linear park, and the CBD Assessment (BERK Consulting, 2017) has suggested placemaking as a tool to add gathering spaces and support economic development.</p>



## 2.0 Natural Environment

### 2.1. CRITICAL AREAS

Critical areas in the City of Lakewood are identified as wetlands, flood hazard areas, fish and wildlife habitat areas, aquifer recharge areas, and geologically hazardous areas (Lakewood Municipal Code [LMC] 14A.165). Wetlands and wildlife habitat conservation areas (streams) are shown in Figure 2-1.

- Flood hazard areas are lands located in floodplains which are subject to a one percent or greater chance of flooding in any given year.
- Fish and wildlife habitat areas are habitats considered to be critically important to the maintenance of fish, wildlife, and plant species, including: areas with which endangered, threatened, and sensitive species have a primary association; habitats and species of local importance lakes, ponds, stream, rivers, state natural area preserves and natural resource conservation areas. Priority Oregon White Oak Woodland are a habitat and species of local importance (LMC 14A.154.020.B.1).
- Aquifer recharge areas are areas where the prevailing geologic conditions allow infiltration rates which create a high potential for contamination of groundwater resources or contribute significantly to the replenishment of groundwater with potential to be used for potable water.
- Geologically hazardous areas are areas that because of their susceptibility to erosion, sliding, earthquake, or other geological events, may pose a risk to the siting commercial, residential, or industrial development consistent with public health or safety concerns.

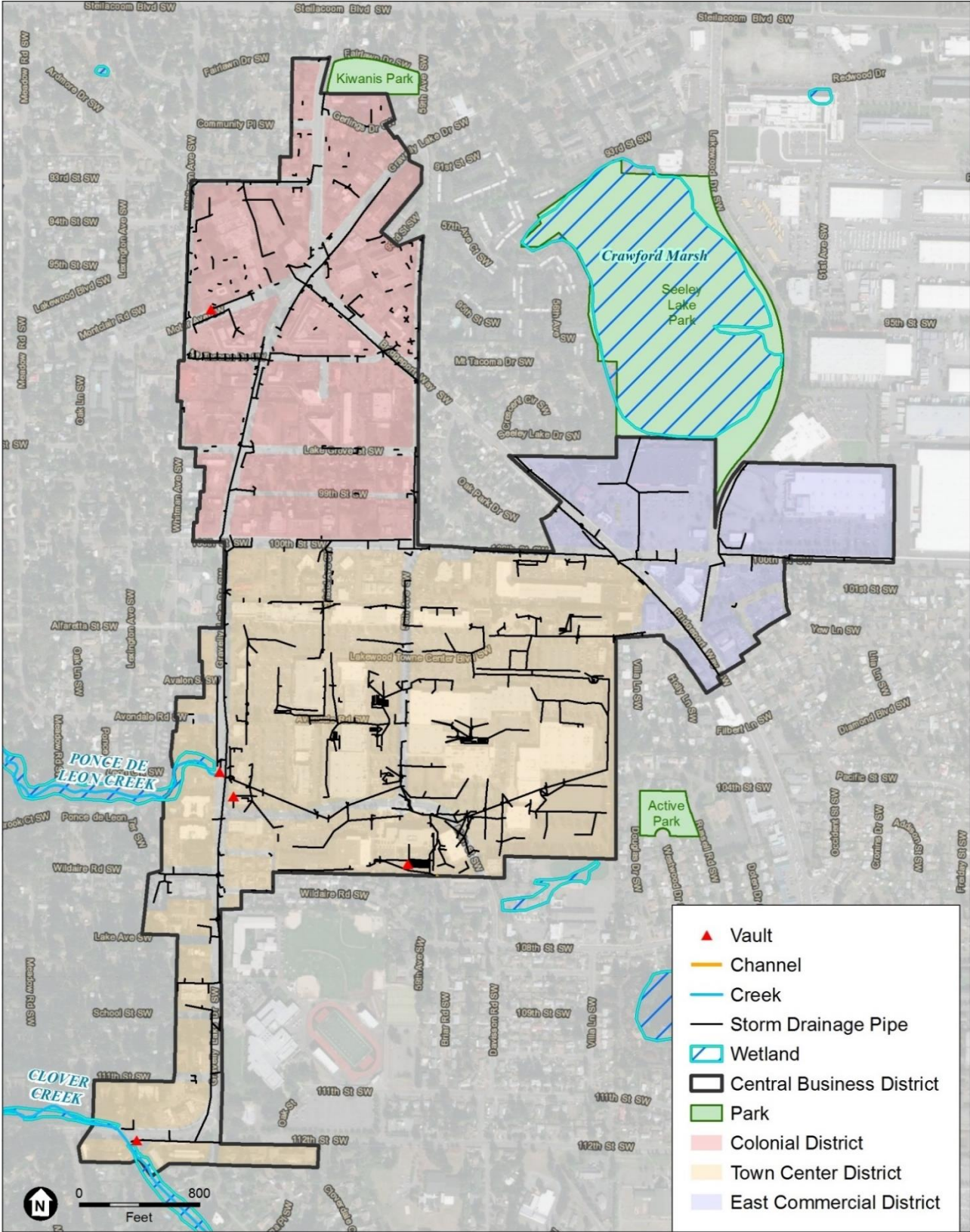
The Downtown Lakewood Study Area is in Water Resource Inventory Area (WRIA) 12 – the Chambers-Clover watershed. The Study Area is developed with greenspace limited primarily to landscaping and street trees. Figure 2-1 shows critical areas and stormwater features in the Study Area. The Study Area is located to the west and within the drainage basins of Steilacoom and Gravelly Lakes. Clover Creek flows northwest into Steilacoom Lake, crossing the southwest corner of the Town Center District. Clover Creek is a salmonid bearing stream with documented Coho salmon and presumed winter steelhead. Ponce de Leon Creek, another salmonid-bearing stream, flows to the west of the Town Center District.

There are no documented Priority Oregon White Oak Woodlands in the Study Area (WDFW, 2017b). There may be individual trees scattered throughout the Study Area, but none are documented (Pierce County, 2017).

The entire Study Area is within an aquifer recharge area; however, due to the large amount of impervious surface it is unlikely to function well as a recharge area.

There are no active faults within the Study Area, but the Tacoma fault zone is located to the north and Olympia structure to the south. The Study Area is quite flat and no geologically hazardous areas are located within the Study Area.

Exhibit 2-1. Surface Water Features



Source: DigitalGlobe, 2016, City of Lakewood, Pierce County GIS

## 2.2. STORMWATER

Stormwater is regulated through LMC 12A.11. The City of Lakewood updated their Stormwater Management Program in early 2017 in compliance with the Western Washington Phase II Municipal Stormwater Permit required by Washington State Department of Ecology (Ecology) in order to comply with the Federal Clean Water Act. The Phase II permit allows Lakewood to discharge stormwater into waters of the state, provided they meet certain practices outlined in the Stormwater Management Program. The stormwater pipes and vaults are shown on Figure 2-1. The natural surface waters have been modified over time and have been integrated into the manmade stormwater system to enable development.

In compliance with the Federal Clean Water Act, Washington State Department of Ecology (Ecology) maintains a 303(d) list which lists waters for which beneficial uses (drinking, recreation, aquatic habitat, and industrial use) are impaired by pollution. The purpose of this lists is to identify these waters so that their beneficial uses can be restored (Ecology, 2017).

## 2.3. CHARACTER AREA CONDITIONS

### 2.3.1. Colonial District

There are no critical areas in the Colonial District. Stormwater pipes are primarily along the major roads. This district has less impervious surface compared to the Town Center and East Commercial districts which would allow more natural infiltration (Figure 2-1).

### 2.3.2. Town Center District

Clover Creek flows northwest under Gravelly-Lake Drive in the southwest corner of the Town Central District. Clover Creek is a known salmon spawning stream with Coho documented and Winter Steelhead presumed present (WDFW, 2017). The eastern terminus of Ponce de Leon Creek is located between Avondale Road SW and Main Street SW. Coho and Kokanee are both documented to be present in Ponce de Leon Creek (WDFW, 2017a). Steelhead are Federal Threatened, Coho are Federal species of Concern, and Kokanee are not listed. Like Clover Creek, Ponce de Leon Creek flows west into Lake Steilacoom. At Gravelly Lake Drive it is piped and integrated into the storm drainage system under the Town Center District. Both Clover and Ponce de Leon Creeks have associated wetlands (USFWS, 2017). There are no other wetlands identified within the Town Center District.

Portions of Clover Creek are within a special flood hazard area (Zone AE). Special flood hazard areas are subject to flooding and have a 1% annual chance of flood (100-year food) (FEMA, 2017).

The Town Center District is almost entirely paved, with little pervious surface. The stormwater system includes areas of multiple pipes in order to store water. The stormwater system discharges to Clover Creek and Ponce de Leon Creek. The headwater (upstream portion) of Ponce de Leon Creek is piped within the Town Center District.

Clover Creek is a Category 5 on Ecology's 303(d) for temperature, bacteria, and dissolved oxygen. A Category 5 requires a Total Maximum Daily Load ([TMDL](#)) or [other water quality improvement project](#) be identified. It is a Category 2 (water of concern) for lead but this category does not require a water quality improvement project. Ponce de Leon Creek is listed as a Category 2 for temperature and

dissolved oxygen. Both creeks flow into Lake Steilacoom which is a Category 5 for total phosphorus. The study area is also within the drainage basin for Gravelly Lake thus waters (stormwater) from the study area would drain to this lake and contribute to its water quality condition. Gravelly Lake is not listed.

### 2.3.3. East Commercial District

There are no critical areas in the East Commercial District. Crawford Marsh, located within Seeley Lake Park, is a large forested, scrub-shrub wetland with areas of open water. This park and marsh is located immediately to the north of the East Commercial District, outside of the Study Area (USFWS, 2017).

The East Commercial District is almost entirely paved and stormwater pipes are primarily along the major roads. Stormwater from this district discharges directly into Crawford Marsh/Seeley Lake Park (Figure 2-1).

## 2.4. KEY FINDINGS AND IMPLICATIONS FOR PLAN

The majority of the Study Area is developed with impervious surfaces. Required compliance with Lakewood's Stormwater Management Program (2017) and Ecology's Stormwater Management Manual for Western Washington (2014) should result in improvements to water quality entering downstream critical areas. Use of biofiltration swales or other water quality treatment measures should be considered during stormwater management planning. Additionally, the City of Lakewood Comprehensive Plan (2014) lists goals related to water quality; in particular, LU-61.6, which includes a goal to support initiatives to reduce impervious surfaces and prevent contamination of stormwater runoff. The Comprehensive Plan also includes goals to facilitate restoration of streams including Clover Creek (LU-56.6) and Ponce de Leon Creek (LU-56.7). Both Steilacoom and Gravelly Lakes are also considered important receiving waters and critical areas. Clover Creek presents opportunities for water quality improvement within the study area. Additionally, improvements in stormwater quality could assist in improving the water quality of Lake Steilacoom.

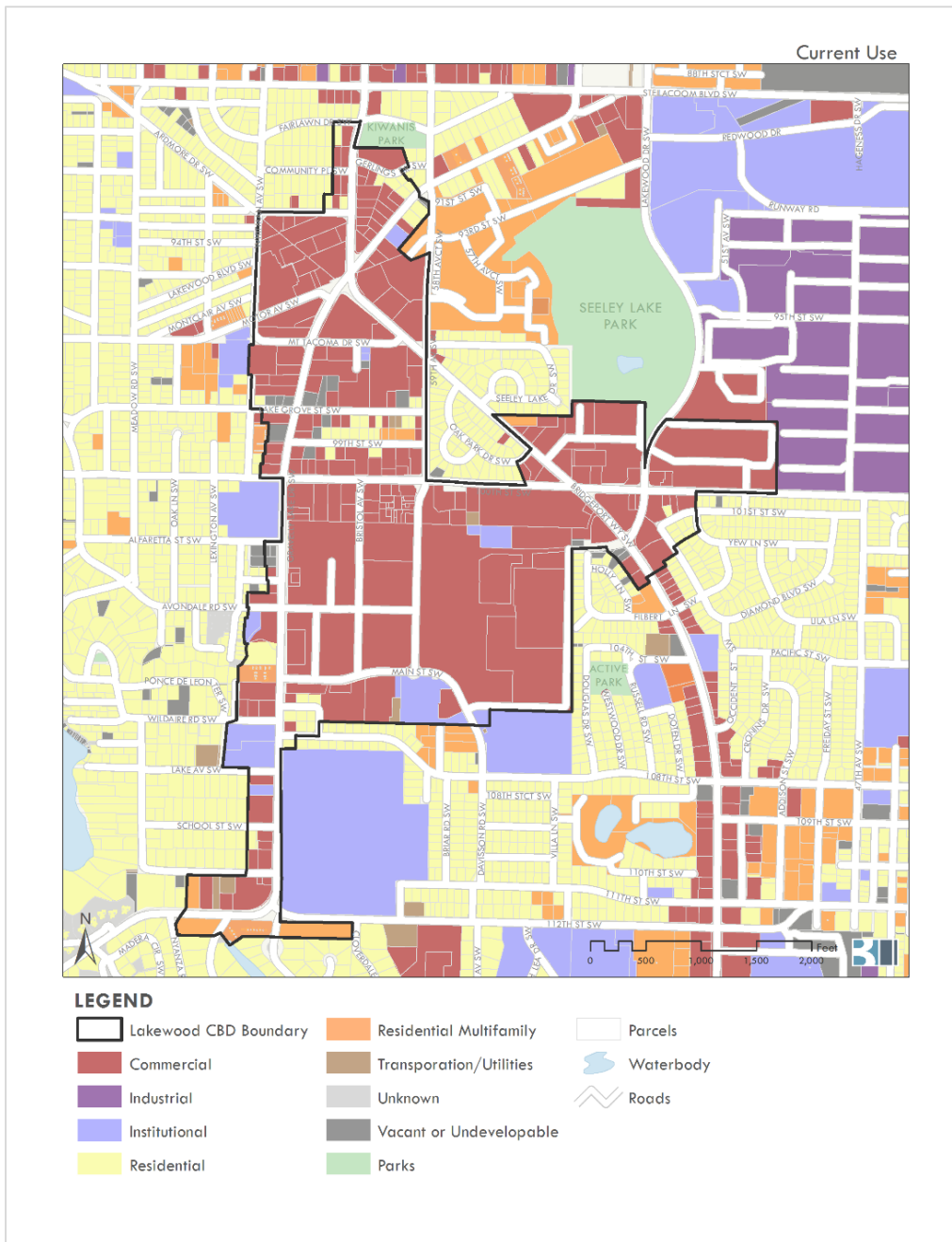
## 3.0 Land Use and Plans and Policies

### 3.1. AREAWIDE CONDITIONS

#### 3.1.1. Land Use Patterns

Most of the Study Area is in commercial use. Smaller pockets of institutional use are found clustered south. Single family and multifamily uses are rarely found in the Study Area yet about it. See Exhibit 3-1.

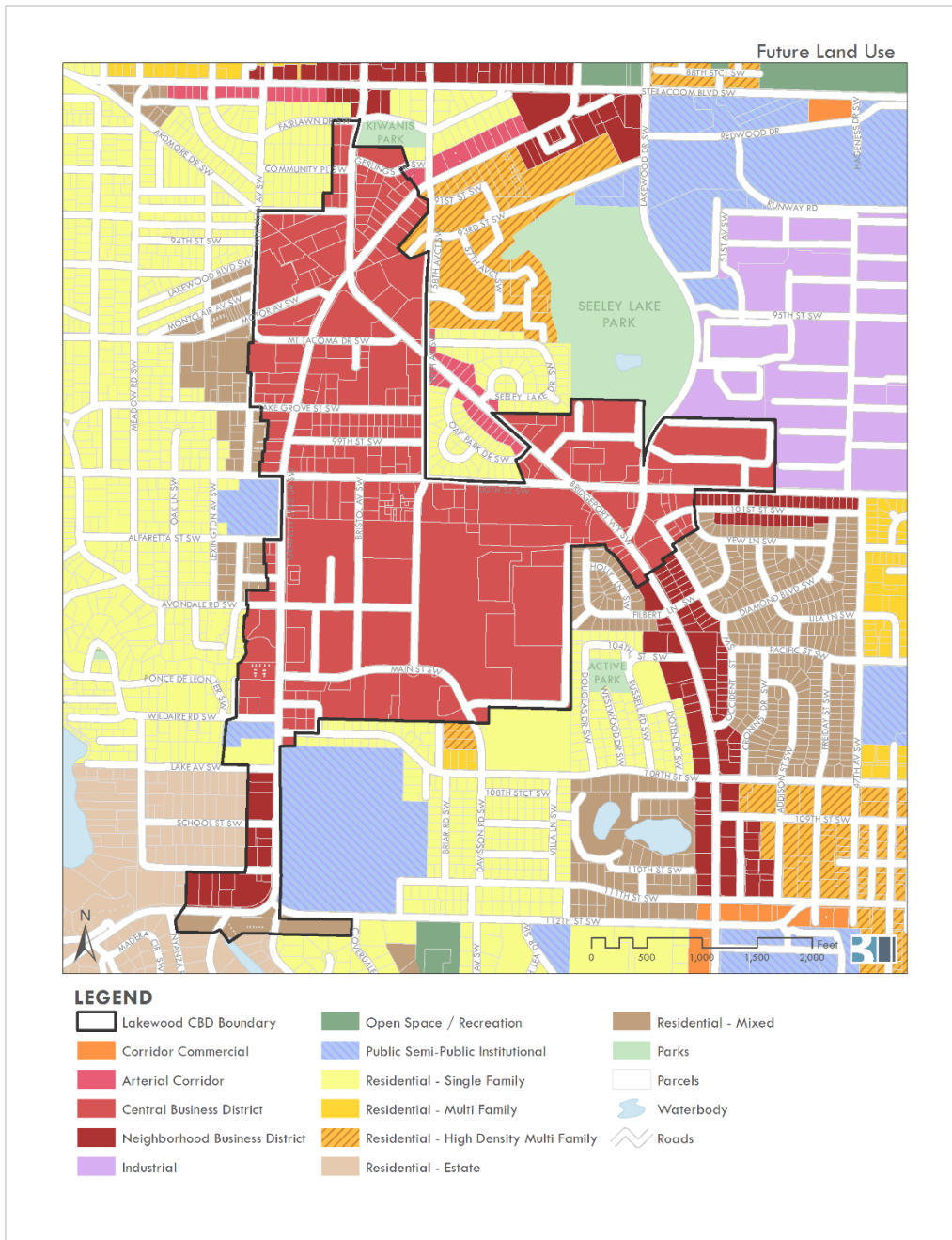
**Exhibit 3-1. Current Land Uses**



Source: Pierce County Assessor, City of Lakewood, BERK 2017

Most of the Study Area is planned as Central Business District (CBD). See Exhibit 3-2.

**Exhibit 3-2. Future Land Use Plan**



Source: Pierce County Assessor, City of Lakewood, BERK 2017

The Comprehensive Plan describes the CBD designation as:

*The CBD is the primary retail, office, social, urban residential, and government center of the City. The complementary, interactive mixture of uses and urban design provides for a regional intensity and viability with a local character. The regional focus and vitality of the district are evident in the urban intensity and composition of the uses in the district. Local character is reflected in the district’s design, people-orientation, and connectivity, which foster a sense of community. The CBD is intended to*

attract significant numbers of additional office and retail jobs as well as new high-density housing. The plan anticipates that the properties within the CBD will be developed into 75 percent commercial and 25 percent residential uses.

Other designations in the Study Area are much smaller in extent, such as Neighborhood Business District, Mixed Residential, Public Semi-Public Institutional, and Single Family. See Exhibit 3-3.

**Exhibit 3-3. Downtown Area Future Land Use Designations and Zoning Districts**

FUTURE LU	DESCRIPTION	ACRES	%	ZONE	DESCRIPTION	ACRES	%
CBD	Central Business District	290.07	92%	CBD	Central Business District	290.09	92%
INST	Public Semi-Public Institutional	3.47	1%	PI	Public Institutional	3.47	1%
MR	Mixed Residential	6.60	2%	MR2	Mixed Residential 2	6.60	2%
NBD	Neighborhood Business District	12.31	4%	NC1	Neighborhood Commercial 1	12.31	4%
OVER	Residential Estate	0.03	0%	R2	Residential 2	0.03	0%
SF	Single Family	2.66	1%	R3	Residential 3	2.64	1%
		<b>315.15</b>	<b>100%</b>			<b>315.15</b>	<b>100%</b>

Source: City of Lakewood, BERK 2017

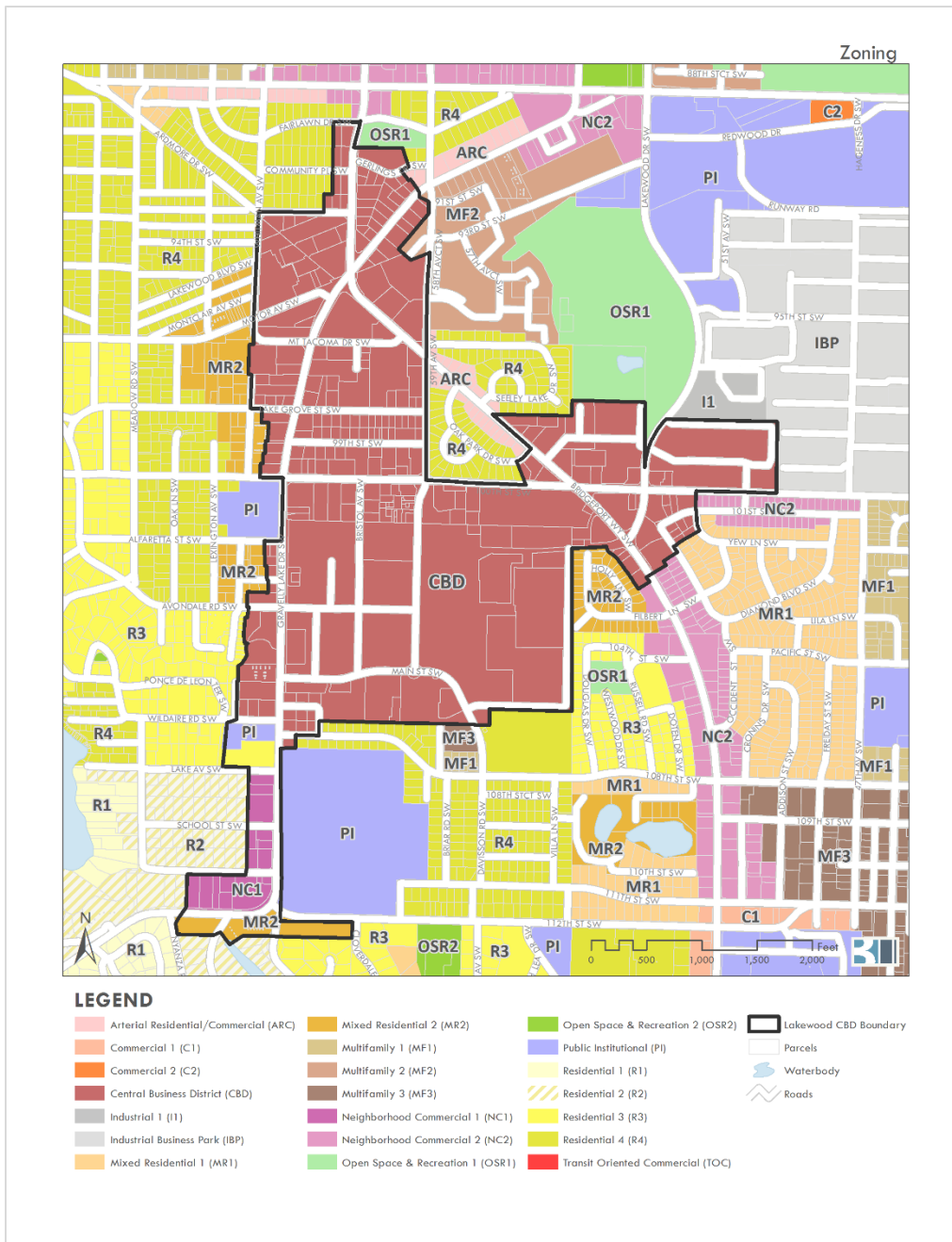
Zoning follows the Future Land Use Designations with CBD as the primary zone, and its description is similar to the Comprehensive Plan designation. The allowed density in the CBD is 54 dwelling units per acre, and a maximum height of 90 feet. Impervious area allowed is 100%. It is the most intense zone in the Study Area. See Exhibit 3-4 for a chart of standards and Exhibit 3-5 for a zoning map.

**Exhibit 3-4. Zoning Standards**

Zone	Maximum Density (dwelling units/acre)	Maximum Height (feet)	Maximum Impervious Coverage (percent)	Minimum Front Yard (feet)
CBD	54	90	100	0
PI	Per master plan	Per master plan	Per master plan	Per master plan
MR2	14.6	50	75	5
NC1	22	50	80	0
R2	2.2	35	45	25
R3	4.8	35	60	10

Source: Lakewood Municipal Code 2017

Exhibit 3-5. Downtown Area Zoning Map

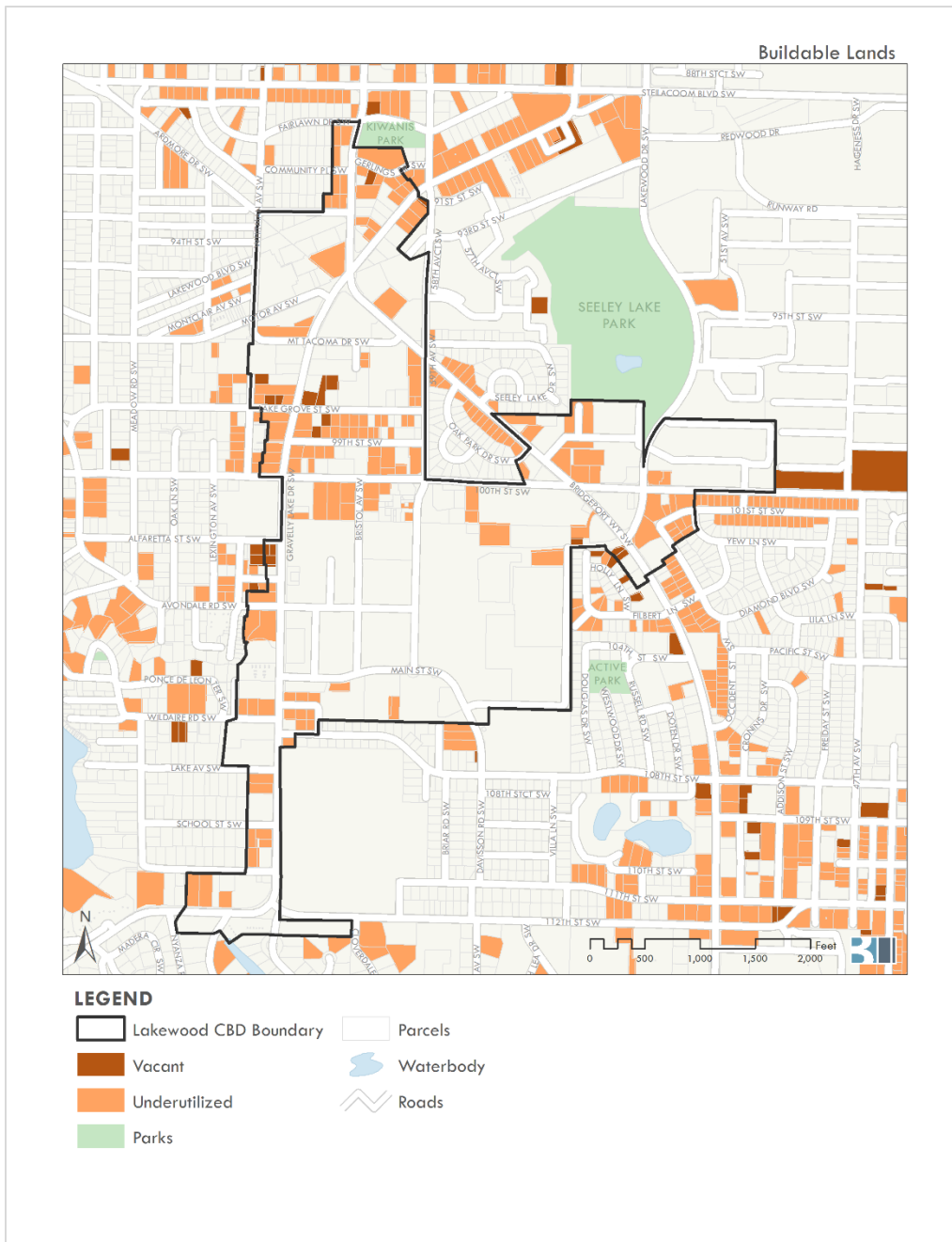


Source: City of Lakewood, BERK 2017

A land capacity analysis reviews vacant and underutilized land (including land values greater than building values). Buildable land is mapped in the central portion of the Study Area, and are smaller relative to the larger blocks in the Town Center District. See Exhibit 3-6. Not included but potentially developable are large parking lots where underbuilding parking could be constructed in association with new commercial or housing uses.



**Exhibit 3-6. Downtown Area Buildable Lands**



Source: Pierce County, BERK 2017

A citywide land capacity analysis using the current Pierce County Buildable Lands Analysis methods results in a potential for 9,284 jobs, and the CBD zone would make up only 629 jobs. Using a floor area ratio (FAR) method and employment density model approach, the citywide capacity analysis of jobs would equal 15,436 jobs with 6,927 jobs in CBD zone (BERK Consulting, 2017). Of the City’s capacity for nearly 11,000 dwelling units, only about 629 dwellings were identified in the CBD zone; if other floor-area based methods were employed, more housing could be added. Additionally, with large parking areas, portions of the Study Area could add housing or employment development where under building parking is used.

**Exhibit 3-7. Lakewood Employment Capacity – Citywide and CBD Zone**

	PIERCE COUNTY CAPACITY METHOD	FAR-BASED CAPACITY MODEL	EMPLOYMENT & HOUSING NEEDED TO MEET 20-YEAR GROWTH TARGET
Total Employment Capacity	9,284	15,436	12,907
CBD Zone Capacity	629	6,927	--
Total Housing Capacity	10,919	--	9,565
CBD Zone Capacity	613	--	--

Source: Pierce County 2014, BERK 2017

The Downtown Subarea Plan may result in changes to development standards. These changes could alter the growth capacity by the City and County in the Pierce County Buildable Land Report, and would be analyzed in the plan.

**3.1.2. Plans and Policies**

*Lakewood Vision, Goals, and Policies*

The Lakewood Comprehensive Plan sets a vision for a vibrant downtown and its place in community:

*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.*

A key strategy is a recognizable downtown through development of the Central Business District (CBD) as described in Section 1.4.3 of the Lakewood Comprehensive Plan:

*The CBD is the center of commercial and cultural activity for the city. It encompasses both the Lakewood Towne Center and Colonial Center. The area in and around the Towne Center is envisioned as a magnet for intensive mixed use urban development including higher density office and residential uses. At the north end of the CBD, the Colonial Center will serve as the hub of Lakewood's cultural activity. Higher quality, denser urban redevelopment is expected within 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. (City of Lakewood, 2016)*

Downtown goals and policies promote a multi-modal mixed use urban center with commercial, cultural, residential, and civic uses. (See sidebar.)

### *Regional Urban Center*

This section described the regional process for designating Lakewood's downtown as a regional growth center as of fall 2017 and is subject to change.

Within the four-county central Puget Sound Vision 2040 plan, Lakewood's downtown is part of a regionally designated regional growth center, also called the Lakewood Urban Center.

Lakewood's Urban Center includes the entire CBD, most of the Lakewood Station district, and a significant amount of residential and commercial land along the Bridgeport corridor. See Exhibit 3-8.

High-capacity transit is provided by the Pierce Transit Center in Lakewood Mall and by Sound Transit commuter rail at Lakewood Station. In addition to the commuter rail station, there is direct high occupancy vehicle (HOV) access to I-5 for bus service, as well as general vehicle on-ramps located nearby at the intersection of Bridgeport Way and I-5. (City of Lakewood 2016)

### **CBD GOALS AND POLICIES**

LU-17.2: Promote the CBD as the primary location for businesses serving a Citywide market.

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.

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.

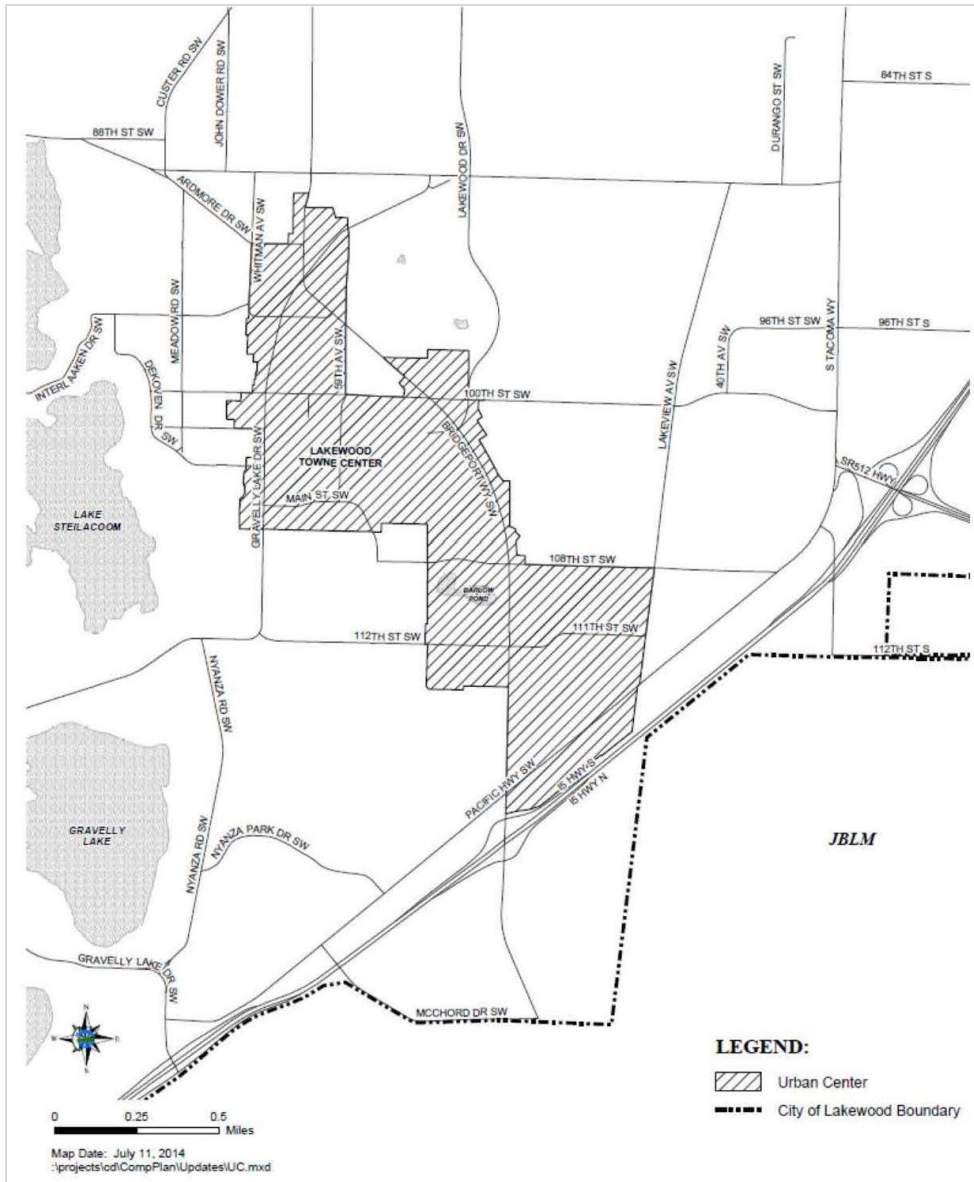
LU-19.7: Support the formation of a Towne Center association or similar organization to establish economic improvement strategies and to sponsor social and safety events.

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: [R]evise 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.

**Exhibit 3-8. Lakewood Regional Growth Center Boundaries**



Source: City of Lakewood 2016

The Lakewood Urban Center was designated in 1995 based on prior criteria. Guidance from PSRC is that center targets “must represent a significant portion of the jurisdictions’ overall housing and employment growth targets for the 20-year planning period” (PSRC 2014). The Downtown Plan is an opportunity to consider how the Downtown can contribute jobs and housing opportunities within the overall Urban Center.

The City can consider different means to set a target for the center. For example, based on 2011 criteria, new regional growth centers must have a minimum existing activity level (population + employment) of at least 18 activity units per gross acre. The future target is to have a minimum target activity level of 45 activity units per gross acre. The PSRC reported that in 2010 the 538-acre Urban Center had 3,159 people, 1,574 dwellings, and 6,025 jobs (PSRC 2013). This is just over 17 activity units per gross acre, close to the base amount. This is a possible future target currently under review.

PSRC is revisiting centers designations and criteria as of 2017. At this time, it is anticipated that new criteria would not apply to the center.

### *Lakewood Towne Center Mall CC&Rs*

The City's Comprehensive Plan includes a policy that deed restrictions or covenants preventing office, residential, mixed use, or open spaces to remove barriers to a mixed use, walkable Downtown:

*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.*

In 2016, the Lakewood City Attorney prepared a memo reviewing private covenants, codes, and restrictions (CC&Rs) recorded for the Lakewood Towne Center Mall area between 1957 and 2004. Some of the restrictions protect certain businesses from direct competition or related businesses, and there are other restrictions specific to that business. The City Attorney's memo included several recommendations and considerations:

- Including the Towne Center Mall in the CBD Subarea Plan (known here as the Downtown Plan) would help ensure development can occur in harmony with other parts of the CBD.
- Physical considerations include that the property has some space for development and is generally flat, although there is a creek running beneath portions of the property. Other considerations are the size of the property in relation to large scale developments. The proximity of the property to freeway access should also be considered.
- Legal constraints include CC&Rs as well as existing zoning and what action can be taken to change these conditions.
- Financial considerations and sufficient market demand.

The Downtown Plan now underway is intended to incorporate recent market information in the CBD Assessment (BERK Consulting, 2017) and state a vision, plan, and development regulations to bolster current businesses but also add other employment, housing, and park and transportation uses and amenities.

### 3.1.3. Site Contamination and Cleanup

Several sites in the Downtown CBD zone have been used for auto-oriented businesses and have underground storage tanks or other sources of hazardous materials contamination. Sites have a status of awaiting clean-up or clean up started. Addressing contaminated sites provides a tool for strategic redevelopment in an increasingly developed city-scape that can act as a catalyst for economic development.

**Exhibit 3-9. Clean-Up Sites in Downtown Study Area**

SITE NAME	ADDRESS	CONTAMINANTS	SITE STATUS
BG Olson NW LLC	9152 Gravelly Lake Dr	Petroleum-Diesel	Awaiting Cleanup
Ken's Tire Service (UST)	9601 Gravelly Lake Dr SW	Petroleum-Other	Awaiting Cleanup
Chevron USA (UST)	10202 Gravelly Lake Dr SW	Arsenic, Metals Priority Pollutants, Non-Halogenated Solvents, Petroleum Products-Unspecified, Petroleum-Other, Polycyclic Aromatic Hydrocarbons	Cleanup Started
Lakewood Towne Center Mall	Main St & 59th Ave	Halogenated Organics, Petroleum Products-Unspecified	Cleanup Started

Source: City of Lakewood 2017

The State Model Toxics Control Act (MTCA) sets standards for cleanup of lower levels of contaminants that are incorporated into new development and redevelopment parcels noted to have contamination potential. The City applies relevant standards regarding hazardous materials handling in the International Fire Code and Zoning Codes.

### 3.2. CHARACTER AREA CONDITIONS

#### 3.2.1. Colonial District

The Colonial District lies north of 100<sup>th</sup> Street SW and has a relatively smaller lot pattern and commercial uses. A few residential lots are located between Lake Grove Street SW and 99<sup>th</sup> Street SW. The Comprehensive Plan designation and zoning is CBD designed to promote commercial mixed uses. Building footprints are larger around the Bridgeport Way SW and Gravelly Lake Drive SW.

Recent permit activity includes a new teriyaki restaurant on the north side of 100<sup>th</sup> Street SW, an apartment complex at the northwest corner of Lake Grove Street and 59<sup>th</sup> Street, and a pharmacy (CVS) at the intersection of Gravelly Lake Drive and Bridgeport Way SW (City of Lakewood August 2017).

#### 3.2.2. East Commercial District

This area has larger lots and auto-oriented commercial centers with larger building footprints north of 100<sup>th</sup> Street SW and smaller lots south of the corridor with strip

**Exhibit 3-10. Building Footprints**



Source: City of Lakewood, BERK 2017

commercial properties. The Comprehensive Plan designation and zoning is CBD designed to promote commercial mixed uses.

A new fast food restaurant (Chick-fil-A) is under construction in the northwest part of the district (City of Lakewood August 2017).

### 3.2.3. Town Center District

The Town Center District contains commercial businesses mostly in the Towne Center Mall. Institutional uses include the Transit Center, City Hall, and Library. Small areas of residential uses are west of Gravelly Lake Drive SW and 112<sup>th</sup> Street SW. Large building footprints are associated with the Towne Center Mall and smaller footprints along 100<sup>th</sup> Street SW and Gravelly Lake Drive SW.

Recent permit activity includes new chain restaurants locating within the center including Chipotle Grill, Hop Jacks, and MOD Pizza. (City of Lakewood August 2017)

## 3.3. KEY FINDINGS AND IMPLICATIONS FOR PLAN

Most of the area is commercial use and the Future Land Use Designation and Zoning reflect this with CBD zoning. The zoning authorizes a mix of land uses including housing, and offers the densest development and greatest height, yet the development pattern is generally single-story and does not incorporate housing. This is partly due to Covenants, Conditions & Restrictions (CC&R's) on the Lakewood Towne Center Mall site, but is also due to the auto-oriented era in which development first occurred.

Considering the CBD zoning and vacant and redevelopable land, as well as parking lots that could have intensified land uses, there is a large capacity for employment and housing uses.

## 4.0 Population, Employment, and Housing

### 4.1. AREAWIDE CONDITIONS

This section provides demographic data at three scales: citywide, the area within a 15-minute drive of the Central Business District (CBD) zone, which is the most extensive zone in the Downtown Lakewood Study Area, and census tract block group containing the majority of the Study Area.

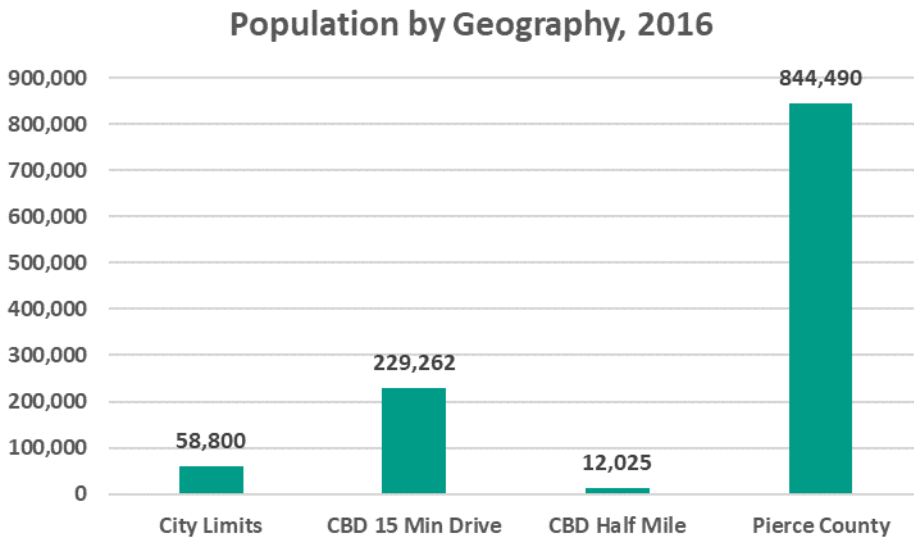
#### 4.1.1. Population

##### *Population Figures*

Lakewood’s population is approximately 58,800 as of 2016, but 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%. Lakewood is the second largest incorporated city in Pierce County. Its population is 7% of the county’s total population.

The population of the CBD 15-minute drive geography is almost four times the population of Lakewood. However, within a half-mile, the population is only about 12,025. See Exhibit 4-1.

**Exhibit 4-1. Lakewood and Pierce County Population**

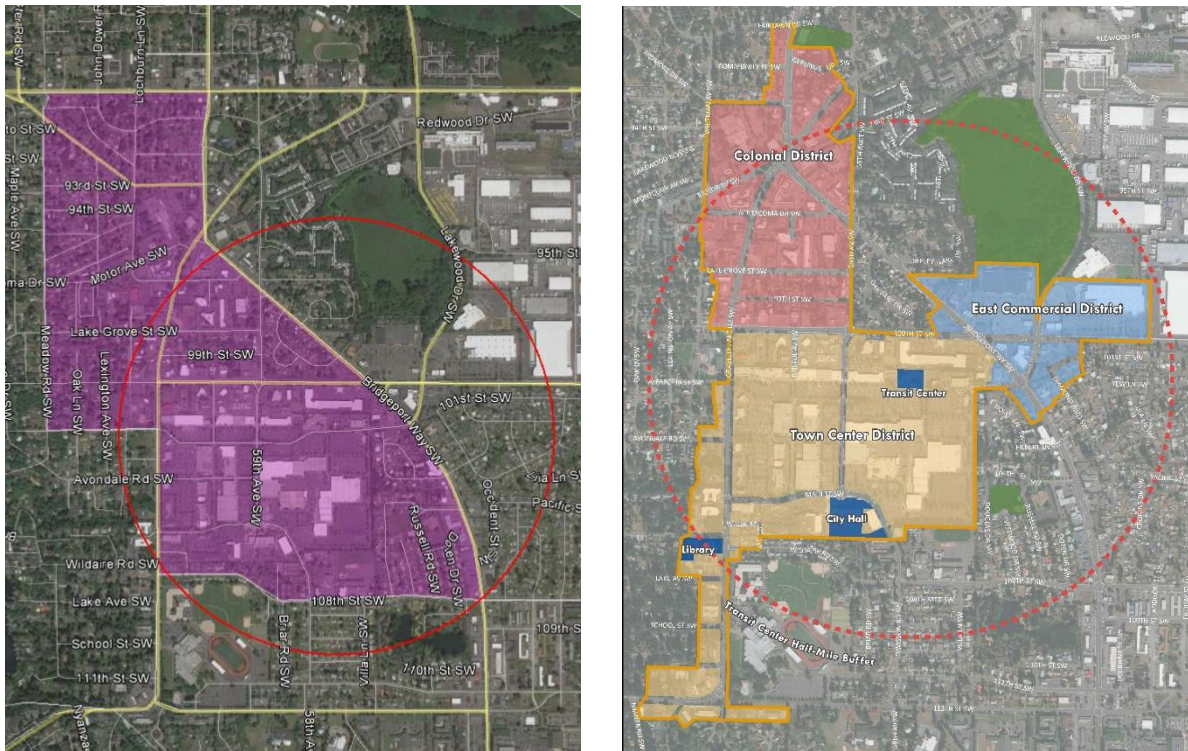


Source: OFM, 2016; ESRI, 2016.

Considering Census Tract 719.01 Block Group 1, which contains most of the Town Center District (see Exhibit 4-2), there is a population of about 1,663 in the year 2016. Some of this population lies outside the Study Area but within the Census Block Group boundary.



**Exhibit 4-2. Downtown Study Area and Relationship to Census Tract 719.01 Block Group 1**



Note: Block Group 1 is the area north of 112<sup>th</sup> Street SW

Source: Washington State Office of Financial Management, Small Area Estimates, Census Tracts, 2017

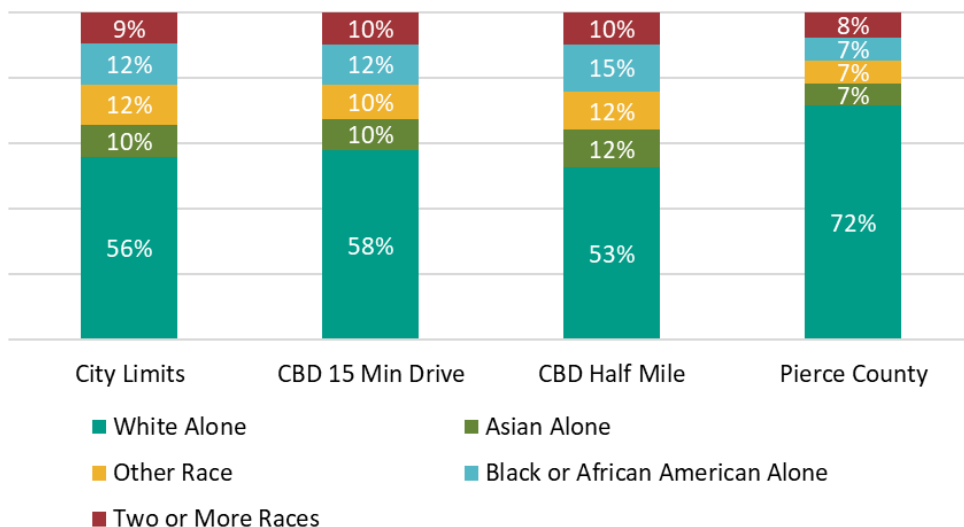
*Population Characteristics*

Summarizing the February 2017 CBD Assessment (BERK Consulting, 2017) Lakewood’s population characteristics are as follows:

- **Age:** Similar to Pierce County, about 48% of the city’s population is under the age of 35. The city has gotten older as it has seen its share of persons aged 65 years and older increase.
- **Education:** Lakewood residents are less educated than the population of Pierce County as a whole.
- **Racial and Ethnic Diversity:** Lakewood and Pierce County are becoming more racially diverse, with Lakewood being more diverse than the county overall. See Exhibit 4-3.
- **Language:** Lakewood is more diverse than the county in terms of languages spoken. 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.
- **Income:** Lakewood residents earn less than county households. 55% of Lakewood households earn less than \$50,000, compared to 40% of Pierce County households. 16% of Lakewood households earn more than \$100,000, compared with 26% for the County. The percent of the Lakewood population living in poverty has grown from 15% in 2000 to 20% in 2016, whereas Pierce County’s population living in poverty has increased more moderately 11% to 13%.

**Exhibit 4-3. Race and Ethnicity: Lakewood, Town Center District Vicinity (CBD), and Pierce County**

**Race and Ethnicity by Geography, 2016**



Source: ESRI, 2016

**4.1.2. Housing**

*City and Study Area Housing*

Approximately, 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. According to US Census sources compiled by ESRI and State OFM estimates, 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. In contrast, estimates by US Housing and Urban Development (HUD) show a tighter market for the Tacoma-Lakewood area, with single-family homes vacancy at 1.4% and apartments vacancy 2.9% as of July 1, 2017 (US Department of Housing and Urban Development, Office of Policy Development and Research, July 1, 2017).

**Exhibit 4-4. Housing Tenure**

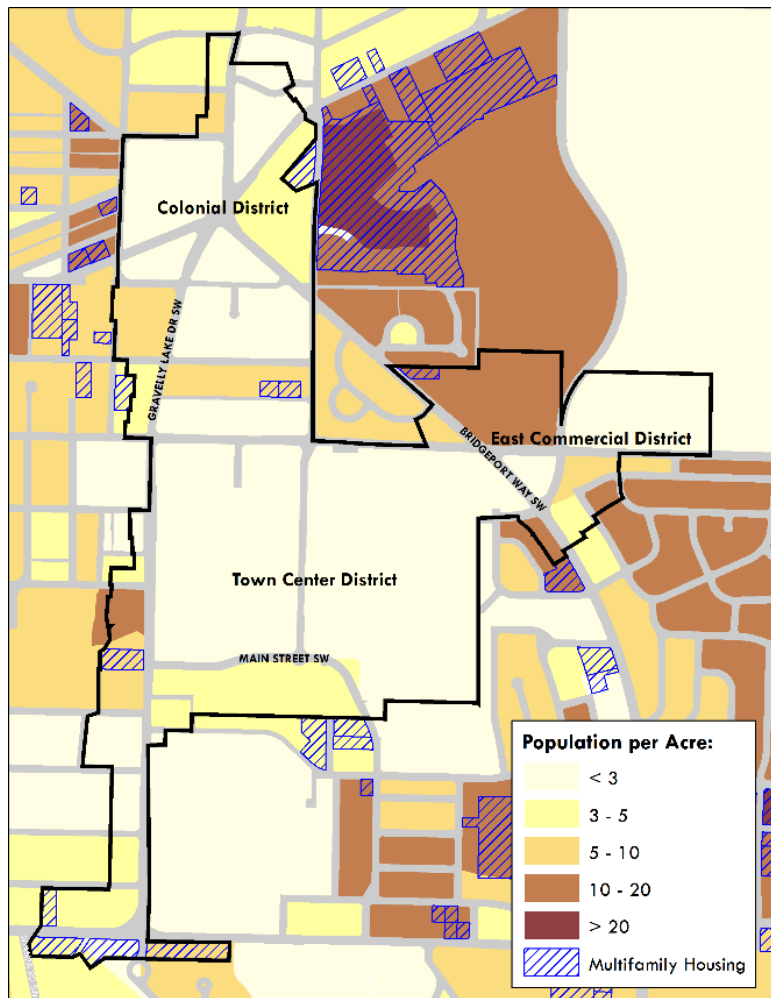
HOUSING (2016)	CITY LIMITS	CBD 15 MIN DRIVE	CBD HALF MILE	PIERCE COUNTY
Housing Units	27,539	96,771	5,866	345,963
Owner Occupied Housing Units	40%	43%	31%	57%
Renter Occupied Housing Units	49%	47%	58%	35%
Vacant Housing Units	11%	9%	11%	8%

Source: OFM, 2016; ESRI, 2016.

Within the Census Tract Block Group containing the majority of the Study Area (Exhibit 4-2), there are approximately 811 dwellings, though that likely overstates housing given the difference in the Block

Group and Study Area boundaries. The population density and location of multi-family dwellings illustrate most of the residential dwellings about the Town Center Study Area. See Exhibit 4-5.

**Exhibit 4-5. Town Center Vicinity: Population Density and Multifamily Housing**



Source: US Census and City of Lakewood 2017

*Potential for New Housing*

The City commissioned a report of the potential for housing at Lakewood Towne Center Mall (McCament & Rogers 2014). A market survey and site planning effort examined the potential for garden style apartments, townhomes, and live-work units. Additionally, in addition to high-density urban housing, a hotel with an associated executive business center, was considered. The review noted that Lakewood is perceived as a suburban residential market rather than urban location. While the zoning code allowed for greater height and density, the existing development regulations did not provide information on building form in relation to market conditions, and construction standards. The report concluded that two to three story buildings with tuck-under and/or surface parking combinations would best suited for this market area. Such a design would lower construction costs lower and provide opportunities for streetscapes.

The CBD Assessment (BERK 2017) encouraged residential development to increase the size of the close-in population and to help activate the Downtown. Some of the ideas included:

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

### *Military Housing Preferences*

Per a recent on-base military survey given to both service members and DOD civilians, there were a total of 3,061 respondents; of these 3,000+ respondents, 42% were service members, 38% were DOD civilians, and 18% military retirees.

The survey reports that 12.5% live on JBLM, while 87.5% reside off base. 38% of the respondents reported renting while 60% reported home ownership. The following cities reported the highest survey response counts: 14.12% reside in Lacey, 12.55% JBLM, 8.93% Olympia, 8.87% Tacoma, 8.3% DuPont, 7.93% Spanaway, and 7.8% Lakewood.

The top three reasons given for where respondents reside include ease of commute to the base, crime and safety within their communities, and adequate education for their children. Of the respondents, the highest percentages of children are located within the North Thurston School District, showing the strongest growth of military population residing near Lacey area.

Other important factors regarding the analysis of the respondent's surveys include, 77% of the total respondents reported their marital status as married. 77% respondents reported shopping mostly off base and at grocery/retail stores located near their home communities.

Providing attractive retail offerings and quality housing close to services could help draw military to live and shop in Lakewood more.

## 4.1.3. Employment

### *Job Mix and Employment*

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%. 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).

With a job to housing ratio of 0.87, Lakewood is a net exporter of workers, with more people living in Lakewood than working in Lakewood. Lakewood's second and third largest employment sectors are Retail and Manufacturing. At 9%, Lakewood has one of the higher unemployment rates of all the shown geographies. In comparison, the Pierce County unemployment rate is 6% (BERK Consulting, 2017).

Per Census “On the Map” job information for 2015 (Census Tract 719.01 Block Group 1), there are approximately 3,451 jobs. About 30% are retail trade, 35% are accommodations and food services, and 42% in other service sectors.

Workers in the Study Area tend to be less diverse than city residents and have more women as employees. The percentage of Latino workers is slightly lower than the percentage share of City residents who speak Spanish at home at 9%.

**Exhibit 4-6. Jobs by Worker Race, Ethnicity, and Sex 2015 Town Center Vicinity**

	COUNT	SHARE	DENSITY OF JOBS
Total Primary Jobs	3,451	100.0%	
<b>Race</b>			
White Alone	2,731	79.1%	
Black or African American Alone	266	7.7%	
American Indian or Alaska Native Alone	46	1.3%	
Asian Alone	227	6.6%	
Native Hawaiian or Other Pacific Islander Alone	24	0.7%	
Two or More Race Groups	157	4.5%	
<b>Hispanic or Latino Ethnicity</b>			
Not Hispanic or Latino	3,137	90.9%	
Hispanic or Latino	314	9.1%	
<b>Sex</b>			
Male	1,319	38.2%	
Female	2,132	61.8%	

Note: Boundaries include Census Tract 719.01 Block Group 1  
 Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics (Beginning of Quarter Employment, 2nd Quarter of 2015).

Jobs by earnings show one-third of workers earn \$1,250 or less, over one-third earn \$1,251 to \$3,333, and the balance earn more than \$3,333.

**Exhibit 4-7. Jobs by Monthly Earnings 2015 – Census Tract 719.01 Block Group 1**

	COUNT	SHARE
\$1,250 per month or less	1,150	33.3%
\$1,251 to \$3,333 per month	1,346	39.0%
More than \$3,333 per month	955	27.7%

Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics (Beginning of Quarter Employment, 2nd Quarter of 2015).

Fair market rents for Pierce County show that the wages at \$1,250 alone would not support fair market rents for 2017, when factoring in taxes, utilities, and food. Higher wages could support fair market rents.

**Fiscal Year 2017 Fair Market Rents by Bedrooms**

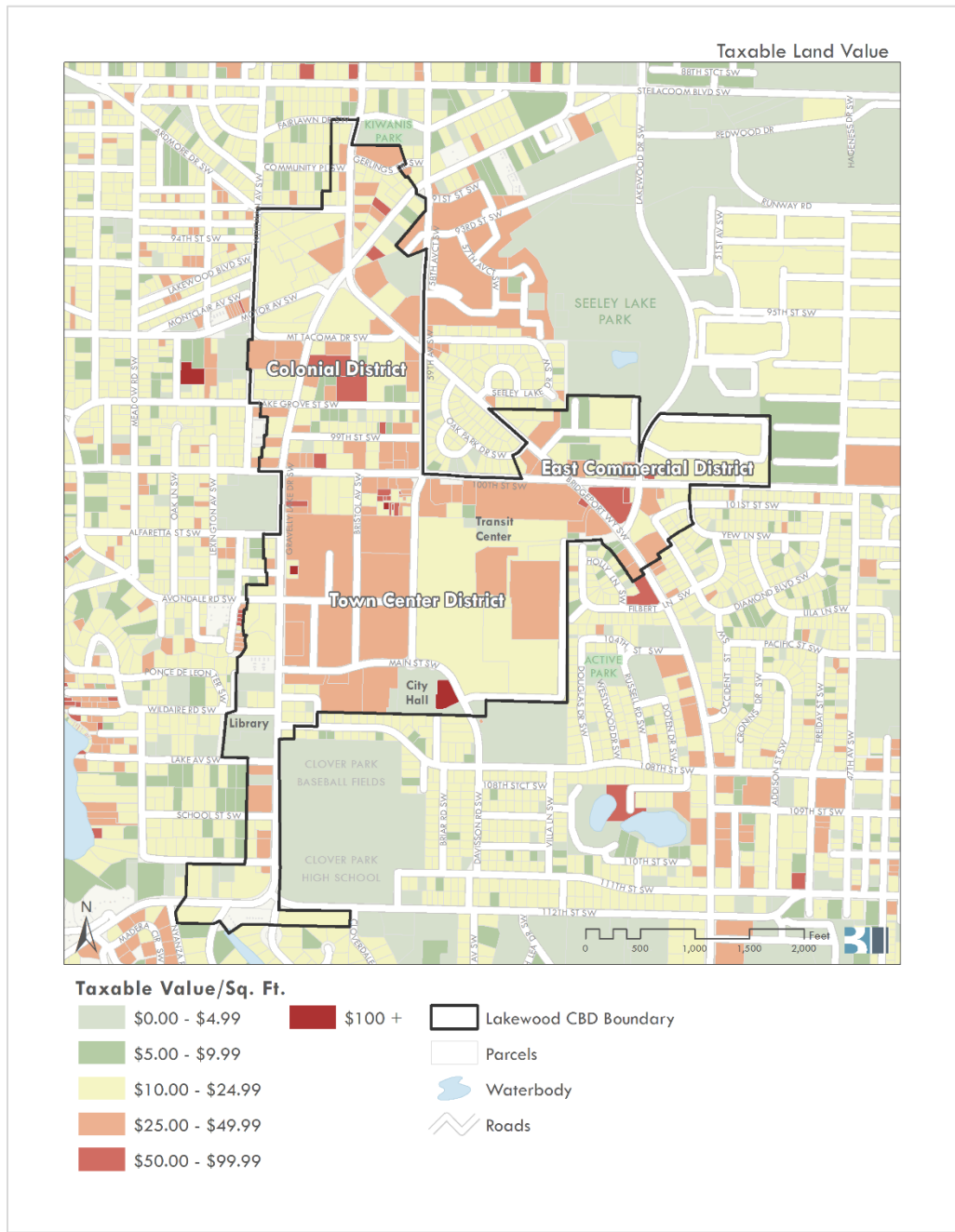
Efficiency	One-Bedroom	Two-Bedroom	Three-Bedroom	Four-Bedroom
	\$766	\$885	\$1,142	\$1,662
				\$2,012

Source: (US Housing and Urban Development, 2017)

Assessed Value

The CBD zone occupies less than 3% of the City’s land area, but accounts for about 5% of Lakewood’s total taxable property value (BERK Consulting, 2017). Some lower value properties are parking lots in the Towne Center Mall, and properties at the intersection of Bridgeport Way and Gravelly Lake Drive in the Colonial District.

Exhibit 4-8. Taxable Land Value



Source: Pierce County Assessor, BERK 2017

### Commercial Uses

Lakewood has a history of strong retail sales and has long served a regional population larger than its own through the Towne Center Mall and other retailers. Year to date as of August 2017, the City has reviewed permits valued at \$4.2 million in the CBD. The City is located in an increasingly competitive retail environment, however, with many retail nodes overlapping into its market area.

The CBD Assessment found that the primary niche for Lakewood's Downtown area, would be to focus 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) given the underlying demographics do not support some of the lifestyle center reinventions and its position away from the freeway (BERK Consulting, 2017).

The kinds of sectors that would be consistent with that niche include:

- 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 (BERK Consulting, 2017)

The CBD Assessment suggests that even if Lakewood itself continues to experience modest growth, the CBD's 15-minute market area extends into faster-growing areas, and this growth will drive increased demand for retail space. The CBD Assessment estimates a future citywide demand of approximately 3 million square feet of commercial development in uses that are appropriate to the Downtown (services, retail, restaurants, education). Redevelopment of existing productive commercial spaces would be in addition to this figure (BERK Consulting, 2017).

## 4.2. CHARACTER AREA CONDITIONS

The Colonial, Town Center, and East Commercial Districts have very little housing, and therefore little population. Most of the Study Area is in commercial use, with some institutions. The greatest concentration of jobs is in the Town Center District.

## 4.3. KEY FINDINGS AND IMPLICATIONS FOR PLAN

The City's population growth has been flat over the last decade. The Study Area contains little housing and relatively small population of fewer than 1,700 residents. Though there has been little population growth in numbers that has been a change in the racial and ethnic makeup of the community which is more diverse. There is an opportunity to add quality housing in the Study Area within the planned density of the area and with an investment in amenities such as parks.

The Study Area is mostly in commercial use and contains nearly 3,500 jobs; the make-up of workers is mostly female and less diverse than the community. The wages earned monthly range from less than \$1,250 to over \$3,330; at the low end, it would be difficult to support a unit at fair market rents. A CBD Assessment in 2017 shows a market potential of 3 million square feet of commercial growth in the City and much of that could be attracted to the Downtown through appropriate investments in amenities and infrastructure as well as appropriate zoning and design standards.

## 5.0 Transportation

### 5.1. AREAWIDE CONDITIONS

The Lakewood Downtown Study Area includes facilities for pedestrians, bicycles, automobiles, and transit. This section describes the existing types and locations of those transportation facilities.

#### 5.1.1. Roadway Network

The Lakewood Downtown Study Area is a predominantly auto-oriented environment. Bridgeport Way SW, 108<sup>th</sup> Street SW, and 100<sup>th</sup> Street SW are key access routes to Interstate 5 (I-5), so much of the traffic along the Study Area arterials is destined for I-5 rather than the Downtown itself. The arterials do not follow a typical grid pattern, and blocks vary in size considerably with smaller blocks in the Colonial District and East Commercial District and larger blocks in the Town Center District.

This study considers 22 intersections, 18 of which are signalized. See Exhibit 5-1. Based upon the City's Synchro network with intersection volume data from 2015, the level of service analysis shows that automobiles move through the Study Area with relatively little delay during the PM peak period. Most intersections operate at LOS C or higher, which represents stable conditions.

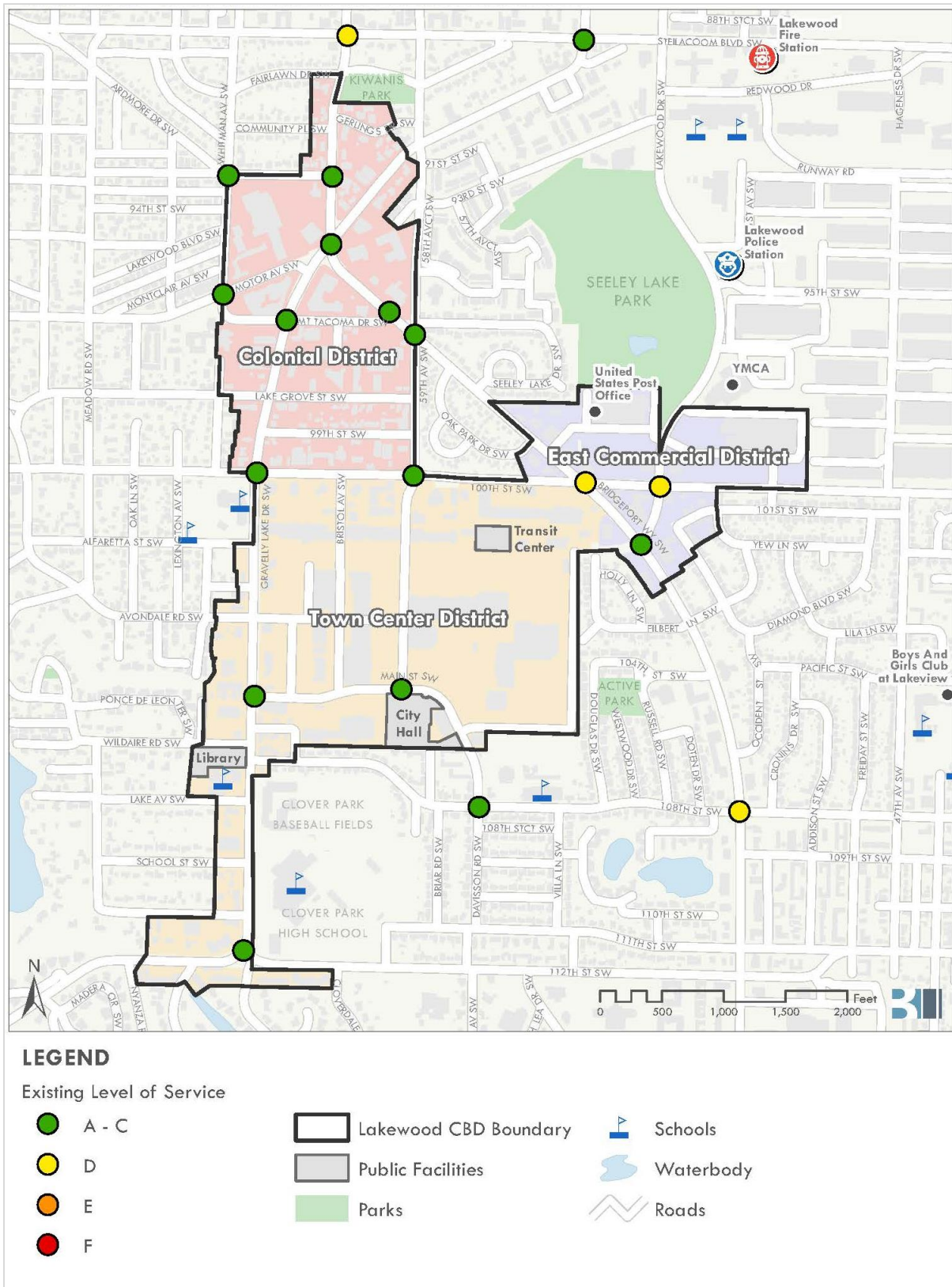
Four intersections operate at LOS D during the PM peak period, which indicates traffic conditions are approaching unstable flow:

- Bridgeport Way SW/Steilacoom Boulevard SW
- Bridgeport Way SW/100<sup>th</sup> Street SW
- Bridgeport Way SW/108<sup>th</sup> Street SW
- Lakewood Drive SW/100<sup>th</sup> Street SW

As mentioned above, these are intersections that are affected by regional travel patterns, such as afternoon commute congestion stemming from I-5. The City maintains a level of service standard of LOS D for the intersections and arterials within the Study Area.



Exhibit 5-1. Intersection Levels of Service – Current



Source: City of Lakewood, Fehr & Peers

### 5.1.2. Pedestrian Network

Sidewalks are provided on most arterials within the Study Area, although there are some gaps, particularly along Gravelly Lake Drive at the north end of the Study Area. See Exhibit 5-2. Most sidewalks are relatively narrow and do not have buffers, so pedestrians are walking alongside vehicle traffic, which can be uncomfortable for pedestrians on high speed and/or high-volume streets. Recently completed improvements, such as along Main Street SW, include more pedestrian friendly amenities such as buffered sidewalks and mid-block crossings.

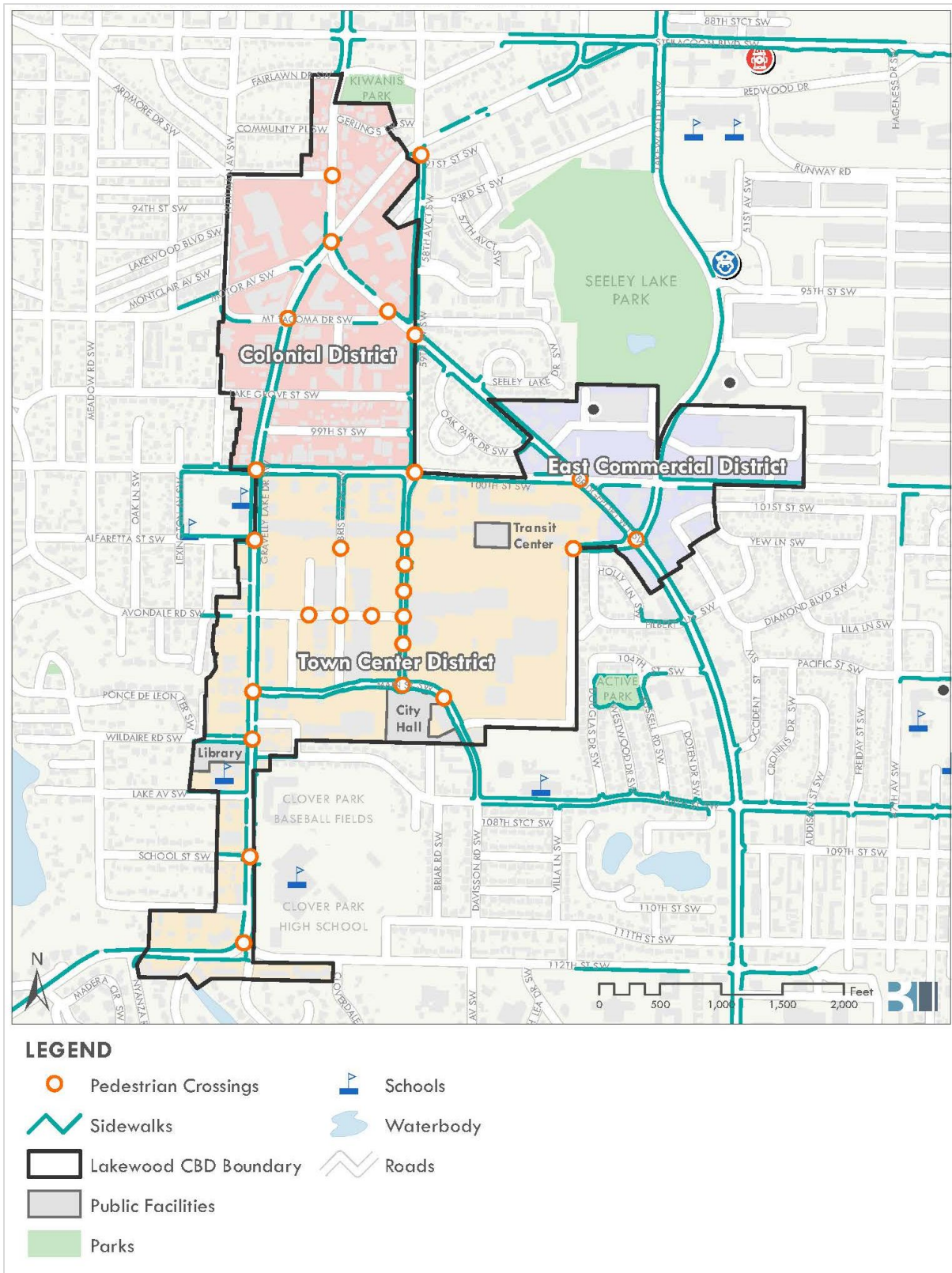
While the arterial network has consistent sidewalk coverage, the adjacent residential areas generally lack sidewalks. The density of arterial connections is also a challenge for pedestrians who may have to complete out-of-direction travel to reach their destination. The Lakewood Towne Center Mall at the heart of the Study Area includes wide swaths of surface parking lots. Some segments of the interior roadway network include sidewalks, but the pedestrian environment is not conducive to traveling between destinations on foot.

### 5.1.3. Bicycle Network

Shared lane markings, also called “sharrows”, are painted along key arterials through the Study Area including Gravelly Lake Drive, Bridgeport Way, Main Street SW, and portions of 100<sup>th</sup> Street SE and 59<sup>th</sup> Avenue SW. See Exhibit 5-3.

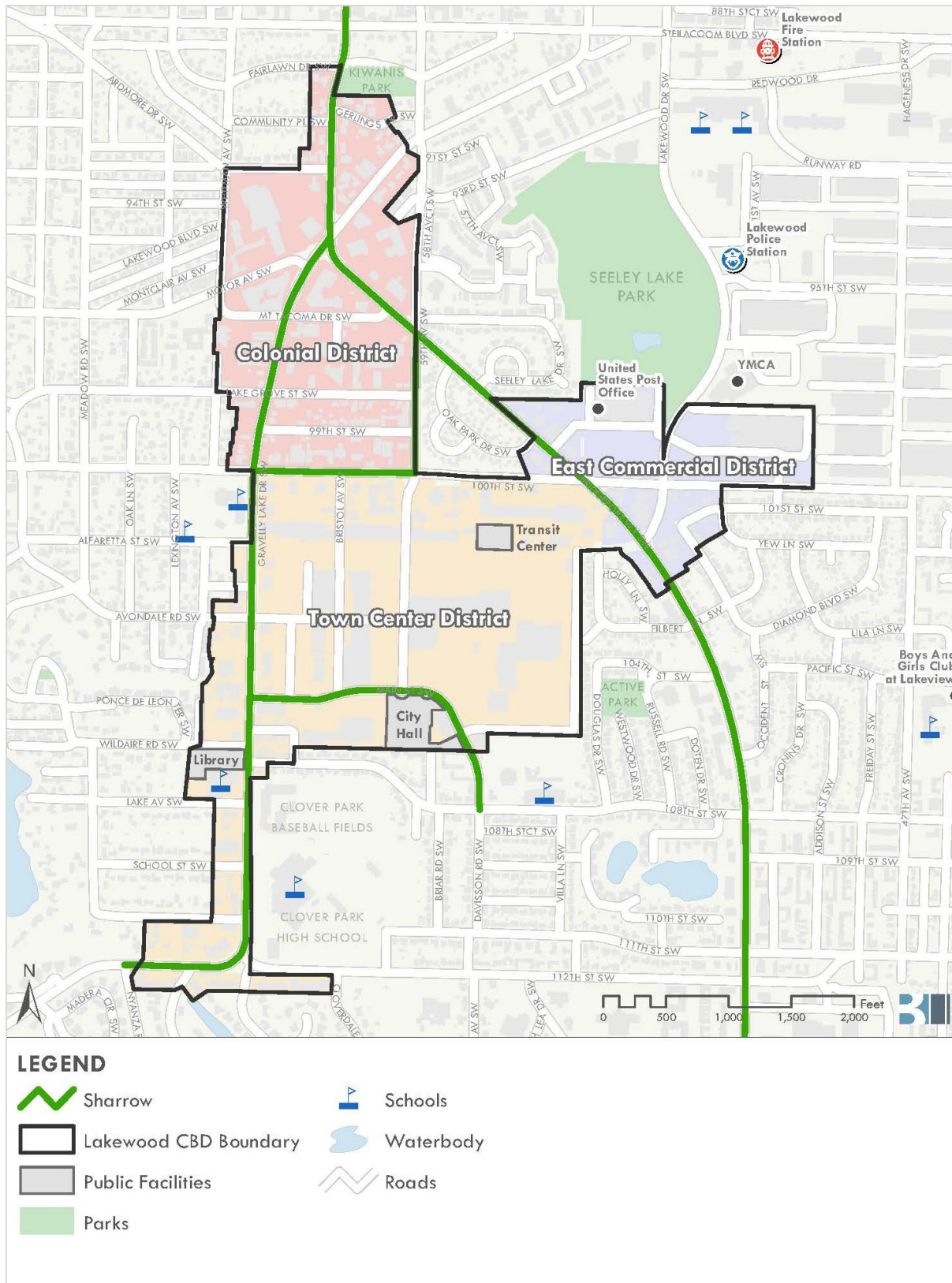
Sharrows are used to remind drivers that they must share the road, but do not provide dedicated space for bicycles. Because many of the arterials in the Study Area carry large amounts of vehicular traffic, bicycling within auto traffic is uncomfortable for many cyclists, particularly along higher speed stretches of roadway. Striped shoulders are also provided on several roadways on the southern end of the Study Area. Outside of the shared arterial facilities, the adjacent residential neighborhoods do not provide dedicated bicycle facilities. However, due to their low-volume and low-speed character, some of those streets may be more comfortable for bicycle users.

Exhibit 5-2. Sidewalks – Downtown Study Area



Source: City of Lakewood, Fehr & Peers 2017

Exhibit 5-3. Bike Facilities – Downtown Study Area



Source; City of Lakewood, Fehr & Peers 2017

#### 5.1.4. Transit

The Lakewood Study Area is served by Pierce Transit and includes the Lakewood Transit Center in the northeast corner of the Town Center District. The Lakewood Transit Center is the terminus for eight routes. Bus stops are present along many of the Study Area's arterials including Gravelly Lake Drive, Bridgeport Way, 100<sup>th</sup> Street SE, 108<sup>th</sup> Street SEW, and Lakewood Drive SE.

Most bus routes run at 30 minute headways (frequencies) throughout the peak periods, with Route 2 running at 20 minute headways. Off-peak headways range between 30 and 60 minutes. See Exhibit 5-4 and Exhibit 5-5.

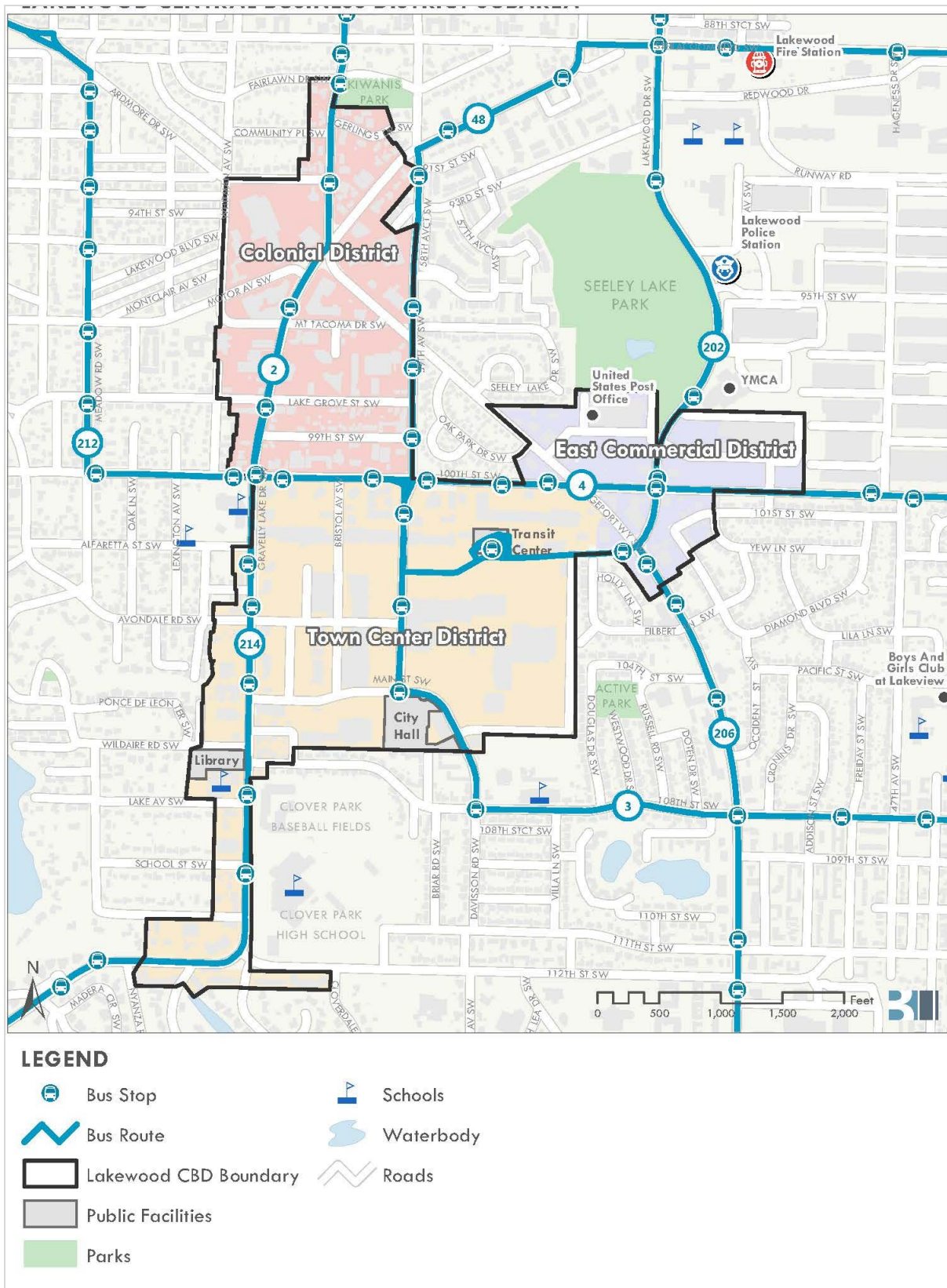
##### Exhibit 5-4. Existing Transit Service.

ROUTE	DESTINATIONS	PEAK HEADWAY (IN MINUTES)	OFF-PEAK HEADWAY (IN MINUTES)
2	Downtown Tacoma – 10 <sup>th</sup> & Commerce Transit Center via University Place	20	30-60
3	Downtown Tacoma – 10 <sup>th</sup> & Commerce Transit Center via Tacoma Mall	30	30-60
4	Pierce College – Puyallup	30	30
48	Downtown Tacoma – 10 <sup>th</sup> & Commerce Transit Center	30	60
202	Tacoma – 72 <sup>nd</sup> Street Transit Center	30	60
206	Pacific Hwy, Tillicum, JBLM	30	60
212	Steilacoom	30	60
214	Pierce College - Steilacoom	30	60

Source: Pierce Transit, 2017

Sound Transit's commuter train, the Sounder, has a stop at Lakewood Station to the southeast of the Study Area. The Sounder provides a regional transit connection between Lakewood, Tacoma, Seattle, and Everett. Although this is an excellent regional transit service, the station is roughly a mile away from the Study Area, providing a challenge for travelers to make the final connection into the Study Area. Lakewood Station is also served by regional bus routes operated by Sound Transit and Intercity Transit.

Exhibit 5-5. Transit in Lakewood Downtown Area

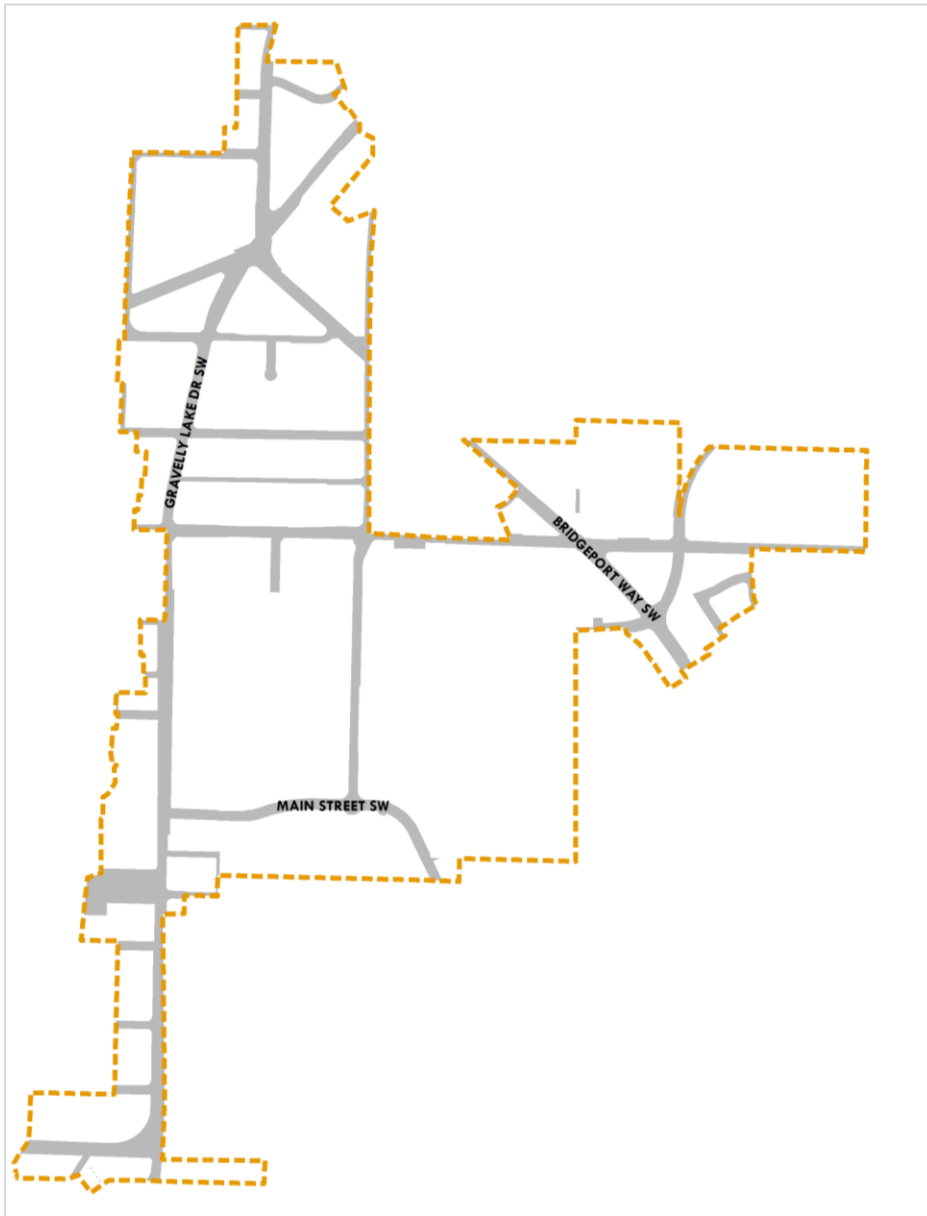


Source: City of Lakewood, Fehr & Peers 2017

## 5.2. CHARACTER AREA CONDITIONS

Traffic congestion findings are similar for each character area. Blocks are large through most of the Study Area, particularly in the Towne Center Mall area, which includes wide swaths of surface parking lots that can be challenging for pedestrians. See Exhibit 5-6. Better pedestrian and bicycle connections to the Transit Center in the Town Center District could improve transit use across the Study Area.

**Exhibit 5-6. Block Sizes**



Source; City of Lakewood, BERK 2017

## 5.3. KEY FINDINGS AND IMPLICATIONS FOR PLAN

Key findings from the existing conditions evaluation include:

- Auto congestion is minimal outside of several key intersections along routes leading to I-5.

- Pedestrian and bicycle connections in the Study Area could be improved within and between districts to make non-motorized travel a more attractive and comfortable option.
- Lakewood's Transit Center acts as a hub for many Pierce Transit bus routes; this resource could be enhanced with better pedestrian and bicycle connections into the surrounding areas. Likewise, improved facilities between the Study Area and Lakewood Station could help connect the Study Area with a valuable regional transit amenity.



## 6.0 Public Services and Utilities

### 6.1. AREAWIDE CONDITIONS

#### 6.1.1. Police

The City of Lakewood provides police services to the city limits including the Downtown Study Area, and its headquarters are located at 9401 Lakewood Dr SW northeast of the Study Area across from Seeley Lake Park. Comprehensive Plan Policy P-5.1 establishes response time objectives:

*PS-5.1: Provide police protection with a three-minute response time for life-threatening emergencies (Priority 1), a six-minute response time for crimes in progress or just completed (Priority 2), and a routine/non-emergency response time of 20 minutes (Priority 3).*

In 2015 citywide total crime incidents totaled 6,738, and a nearly similar 6,752 in 2016 (City of Lakewood 2017).<sup>1</sup>

Annual incidents are not readily available for the Study Area, but 6-month statistics are for the most recent months. Within the Town Center and East Districts in the period of May 8 to November 4, 2017 there were about 348 incidents in the area: 41 violent (assault and robbery), 397 property (theft, theft from vehicle, breaking and entering), and 10 quality of life (drugs). Most reported incidents are within the Town Center District given its size compared to the East District.

In the Colonial District, there were about 54 incidents within the six-month period of May 8 to November 4, 2017: 6 violent, 47 property, and 1 quality of life. (CrimeReports.com)

#### 6.1.2. Fire Protection and Emergency Medical Service

West Pierce Fire & Rescue provides fire services and emergency medical services to the city and Study Area, including fire marshal duties with annual inspection of commercial businesses. The District also serves University District. The City has a policy to retain a rating common to urban areas reflecting a combination of fire protection services, location of stations, fire flow, etc.:

*PS-1.1: Maintain a Washington Surveying and Rating Bureau (or successor agency) rating of ISO Class 3 or better.*

Another policy has a response time for emergency medical services calls:

*PS-4.2: Provide a four-minute initial time standard for EMS calls.*

The district has six stations, and two stations lie close to the Study Area north east of Seeley Lake Park at 5000 Steilacoom Blvd SW (Station 21) and 10928 Pacific Highway SW (Station 20).

The Department made 15,477 responses in 2015. Responses at the two stations by apparatus include:

- Station 20: B20-836, E20-3,255, Medic 20-2,364 incidents

<sup>1</sup> An "incident" is defined as one or more offenses committed by the same offender, or group of offenders acting in concert, at the same time and place.

- Station 21: E21-138, Ladder 21-3,274, Medic 21-2,655 incidents

### 6.1.3. Parks and Recreation

#### *Public Space and Amenity Plans and Policies*

The Land Use Element supports public spaces and amenities in the CBD and performing arts facilities:

*LU-43.1: Create public spaces and amenities in the CBD to support downtown businesses and residents.*

*LU-49.6: Support the development of performing arts facilities in or near the CBD.*

Through its Urban Design and Community Character Element, the City has identified several urban design improvements to the Study Area intended to create a unified image, green space, and urban public space amenities called for in the City's Land Use Element policies.

**Green Streets:** Green streets are meant to be preferred pedestrian routes with link nodes such as open spaces or shopping areas. These streets are supposed to have wider sidewalks, street trees, benches, signage, pedestrian-oriented lighting and safe street crossings. Within the Study Area, the City has identified green streets to help create a downtown atmosphere.

- Lakewood Town Center CBD Various pedestrian links within LTC property
- Lakewood Drive CBD Bridgeport Way to Steilacoom Blvd.
- Steilacoom Blvd. CBD Lakeview Drive to 63rd Ave.
- 63rd Ave. CBD Steilacoom Blvd. to Motor Ave.
- Motor Avenue CBD Gravelly Lake Dr. to Whitman

**Gateways:** Three internal gateways are recognized in the area of the CBD: the intersections of 100th Street and Lakewood Boulevard at Bridgeport Way; 100<sup>th</sup> Street at Gravelly Lake Boulevard; and most importantly, Gravelly Lake Boulevard at Bridgeport Way. Gateways serve as access points and entrances to a city or center such as the downtown. They create an image and help with wayfinding and orientation. Gateways are often distinguished with landscaping, signage, lighting, paving patterns, and architectural treatments.

**Parks and Open Space:** Per Section 4.5 of the Lakewood Comprehensive Plan, parks and open space concepts within the CBD include smaller urban parks through density bonuses for redevelopment:

*Open Space: Improved access and recreational opportunities are shown for Seeley Lake Park. The development of smaller urban parks within the CBD could occur through density bonuses to private developers in exchange for development of public open space. Integrated park/plaza spaces are a priority in the CBD, particularly in the Town Center and Colonial Center areas. Such spaces should provide for the display of public art, other cultural and festive celebration, and for visitors and workers to relax and enjoy (City of Lakewood, 2016).*

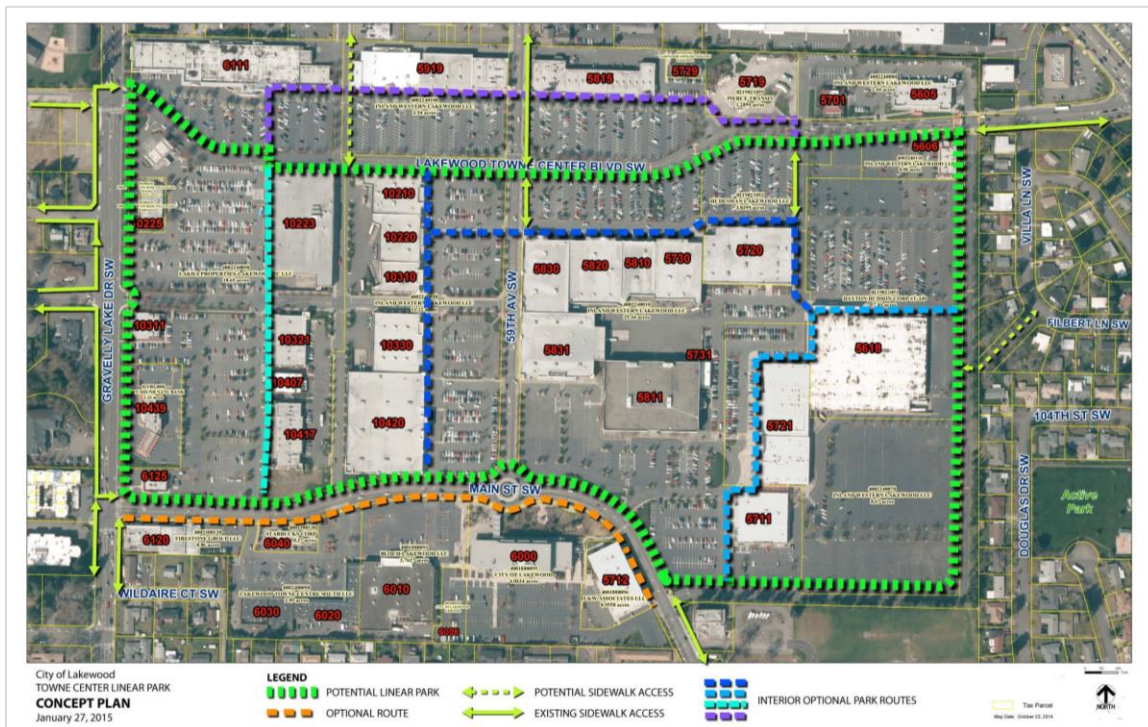
### Downtown Park Concepts

In 2014, the City asked development experts to review site plans for a public park that could be located in the Town Center District. (McCament & Rogers LLC 2014) Recommendations suggested a linear park:

*We are suggesting either an alternative park configuration or a new element to be added to a more traditional public park design -- a linear park, one mile in length, with a hard surface and attractive landscaping that would serve as a walking-running track for the general public, employees in and around Town Center, and the residents of the proposed for-rent development. The proposed one-mile walkway or 'track' would be 15 feet in width when physical conditions permit and meet ADA requirements. The 'Center Mile' would be marked at quarter-mile intervals, preferably with a different color of concrete or an attractive marker imbedded in the sidewalk. A distinctive tree / shrub landscaping design would be selected to provide an easily identifiable visual indication of the track. Wayfinding for the Lakewood Town Center could be incorporated into the linear park. Naming of the track and the design for the ¼ mile markers could be public art projects that would generate civic pride and enthusiasm. Lakewood Town Center is large enough to allow tracks to be built on both the east and west sides of the mall and that 'interlock' with one another on 59th Street.*

The City then explored a linear park in the Town Center in 2015. See Exhibit 6-1 and Exhibit 6-2 Exhibit 6-1

**Exhibit 6-1. Linear Park Map**



Source: City of Lakewood 2015

**Exhibit 6-2. Linear Park Photo Montages**

Source: City of Lakewood 2015

*CBD Public Space Assessment*

The CBD Assessment noted there are no public park spaces, and the Study Area lacks a sufficient street grid, smaller blocks sizes, and connectivity to support a walkable downtown. The CBD Assessment recommended place-making as 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 Downtown as Lakewood's community hub and draw people in, contributing to a retail and services marketplace that is attractive to private investment (BERK Consulting, 2017).

*Parks Levels of Service*

Again, there are no public parks in the Study Area. The City manages the Kiwanis Park abutting the Colonial District, which is 3 acres and contains a skate park. The County's Seeley Lake Park abuts the Study Area to the northeast near the East Commercial District. It is about 47-acres and has a loop trail, woods, and wetlands.

The Downtown Study Area is included in two park planning areas 6 and 7. There are no specific Lakewood capital projects planned to the parks abutting the Study Area.

The City's level of service is 0.75-mile walking distance to neighborhood parks equipped with playground facilities. This level of service is met near portions of the Study Area in the northern Colonial District, but most of the Study Area would not meet this standard.

**6.1.4. Schools**

Clover Park School District serves the city, and schools serving the Study Area include:

- Lakeview Hope Academy: 10501 47th Avenue SW
- Park Lodge: 6300 100th Street SW
- Lochburn Middle School 5431 Steilacoom Blvd. SW
- Clover Park High School 11023 Gravelly Lake Dr. SW; which abuts the Study Area to the south.

The City recognizes the Clover Park Capital Facilities Master Plan, and school sizes in the City's Capital Facilities Element as a level of service. See Exhibit 6-3.

**Exhibit 6-3. Clover Park Public School Size**

SCHOOL SIZE	# STUDENTS
K-5	450-475
Middle	650-700
High	1,500- 1,600

Source: City of Lakewood 2016

St. Francis Cabrini also provides private school education to grades K-8; the school abuts the Study Area to the south at 5621 108th Street SW.

### 6.1.5. Stormwater Utility

Lakewood manages manmade and natural surface water systems; the current condition of the stormwater system as it relates to the natural environment and application of standards to development is covered in Chapter 2. This section describes operations of the City's municipal stormwater utility.

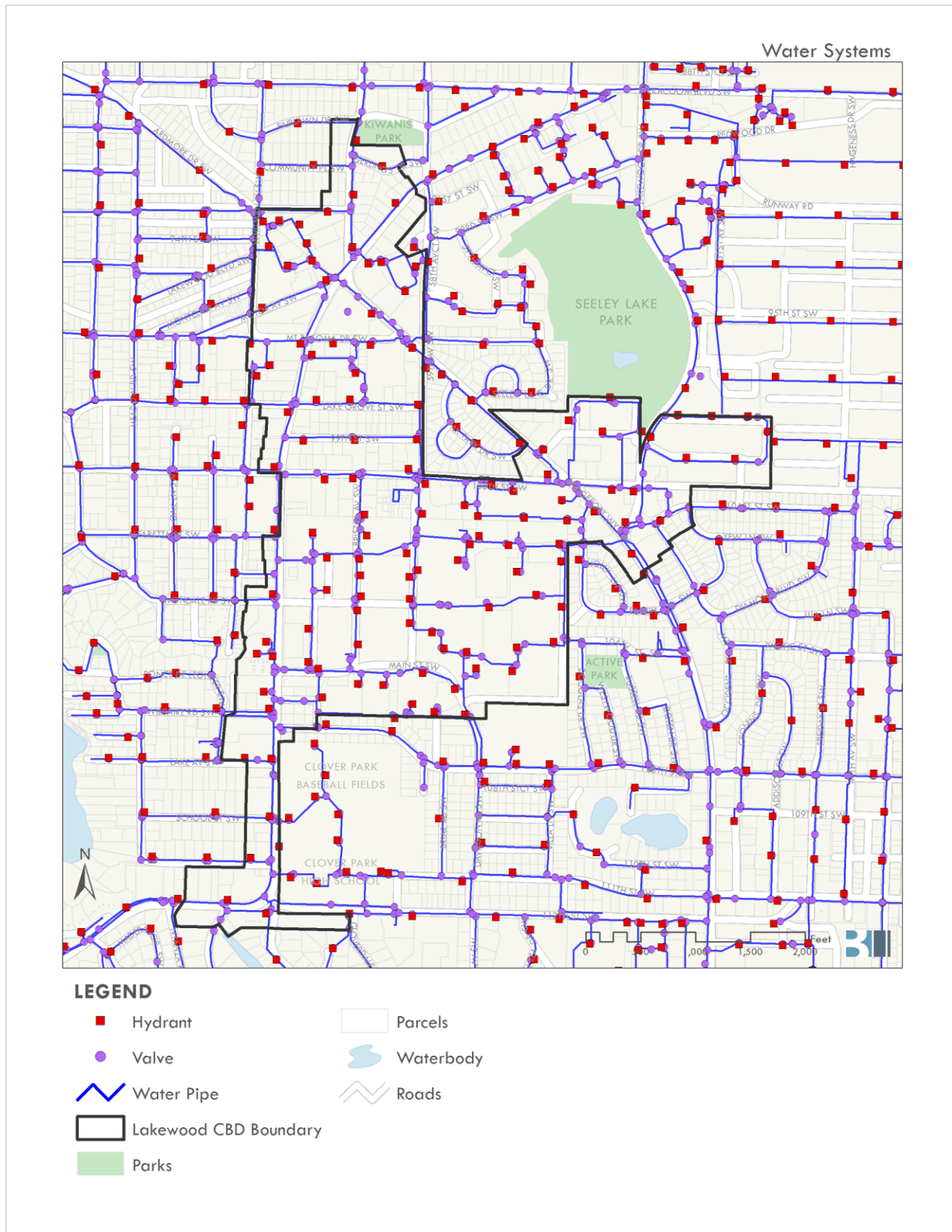
The City implements a stormwater operations and maintenance program addressing the stormwater system mapped in Exhibit 2-1. Activities include:

- All City-owned catch basins are inspected and cleaned as needed once every two years. The City has responsibility for numerous water quality vaults; these are inspected annually and cleaned as needed.
- The City contracts for vactoring and street sweeping. Vactoring and street sweeping are done by private contractors. The vactor contractor inspects storm lines and structures.
- The City performs spot checks of stormwater facilities after major storm events.
- Work performed by City maintenance staff includes shoulder, ditch, and pond maintenance, vegetation management, infiltration system installation, sidewalk maintenance, asphalt patching, and snow and ice removal. (City of Lakewood, 2017)

### 6.1.6. Water

Water service is provided by the Lakewood Water District, and the Study Area is fully served. See Exhibit 6-4

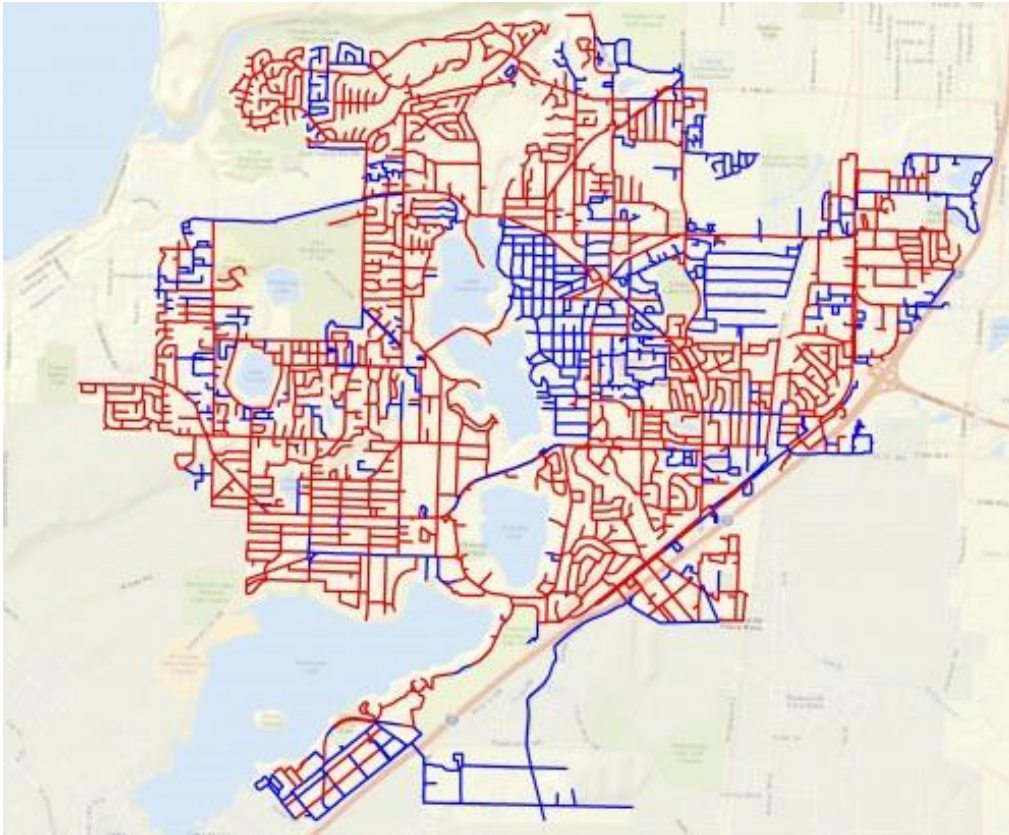
Exhibit 6-4. Water System in Downtown Study Area



Source: Lakewood Water District 2017

The District began a 35-year program of replacement and rehabilitation in 1995. Some of the lines are mapped as needing replacement in the Study Area. See Exhibit 6-5.

**Exhibit 6-5. Map of Water Mains to be Replaced**



RED = Pipe in need of replacement    BLUE = Replaced pipe

Source: (Lakewood Water District, 2017)

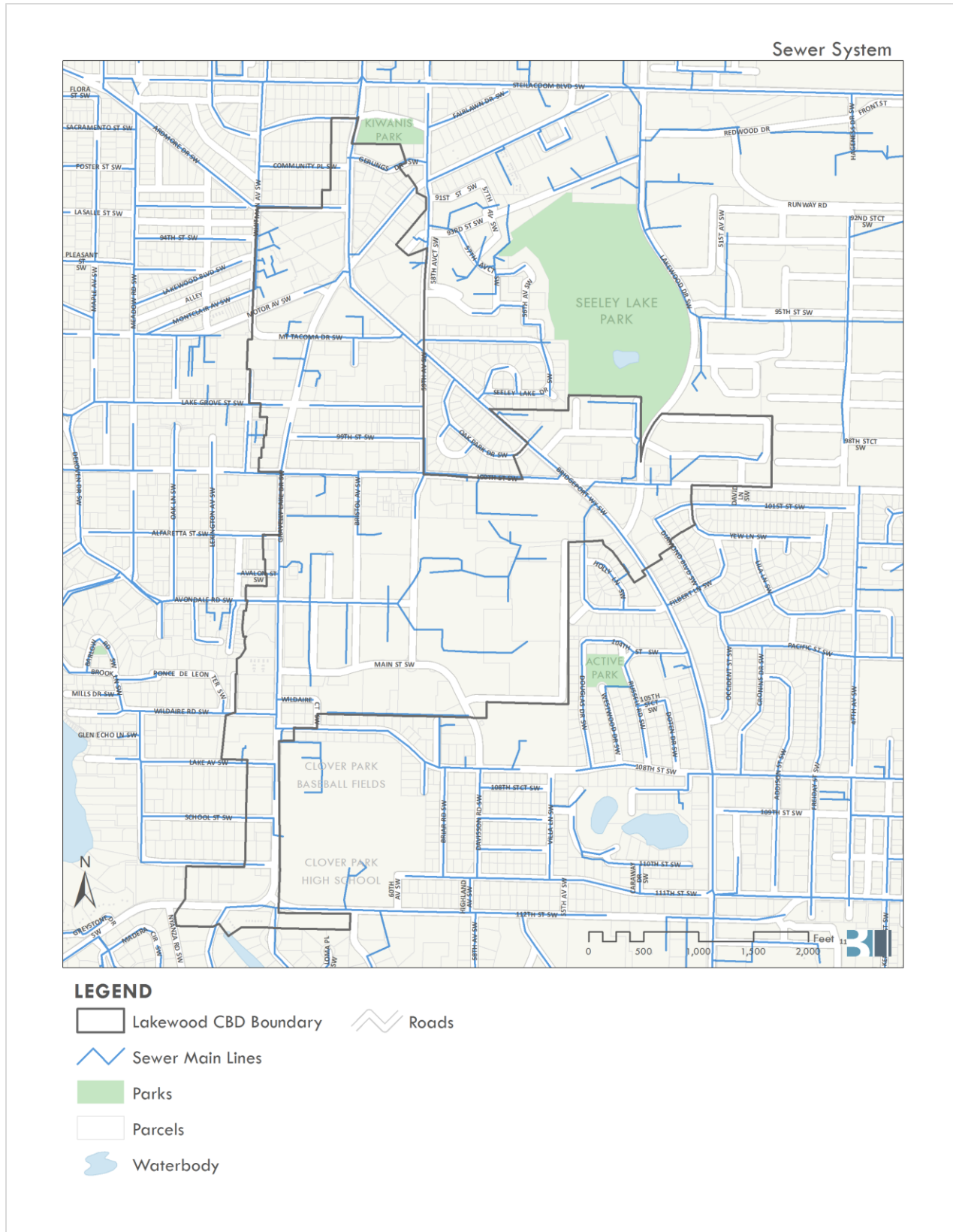
The City's level of service is related to sufficient fire flow and current usage per capita: "Min. pressure- 40 psi. Fire flow- 1,500 gpm. Current usage: 139 gal/person/day. LWD Capital Improvement Program." (City of Lakewood, 2016)

### 6.1.7. Sewer

Sewer service is provided by Pierce County Public Works and Utilities. The Study Area is in the County's Lakewood East Sewerage Sub-basin and is fully served; see Exhibit 6-6. The City's level of service is:

- 220 gallons per day equals one residential equivalent. Flow projections assume 0.83 RE for multifamily units. Pierce County Consolidated Sewer Plan Section 2.6.3. (City of Lakewood, 2016)

Exhibit 6-6. Sewer System in Downtown Study Area



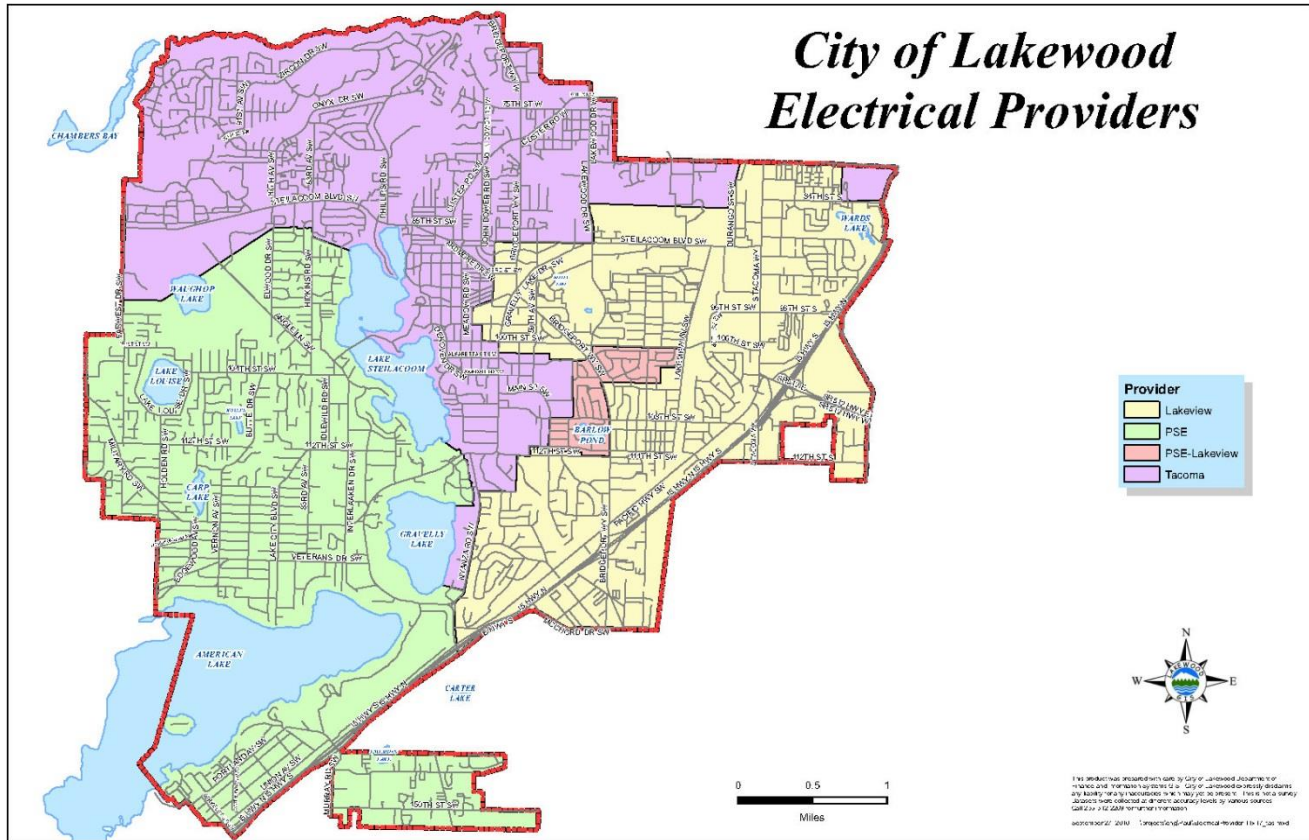
Source: City of Lakewood, Pierce County 2017



### 6.1.8. Power

Electrical power providers vary in the city limits and in the Town Center District. Providers in the Town Center include Lakeview and Tacoma. See Exhibit.

**Exhibit 6-7. City of Lakewood Electrical Providers**



Source: City of Lakewood 2017

### 6.1.9. Other Cultural Facilities

Other cultural facilities in the Study Area include the Lakewood Library, Lakewood Players Theater, and Lakewood History Museum in the Colonial and Town Center Districts. See Exhibit 6-8.

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 (City of Lakewood August 2017).

## 6.2. CHARACTER AREA CONDITIONS

All of the Study Area districts are served by the same providers of public services and utilities.

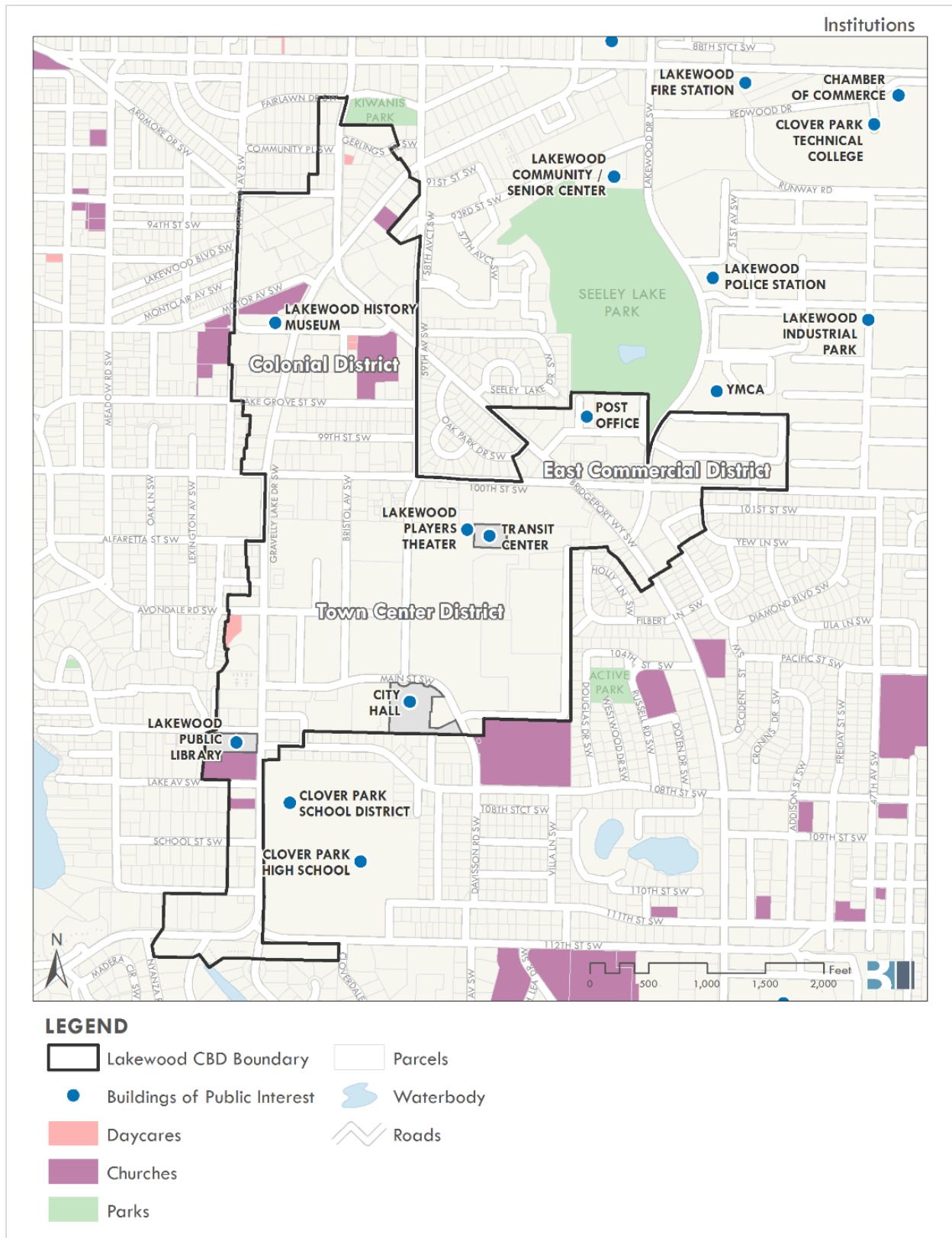
There appear to be greater reported incidents of crime in the Town Center District in the last six months than for other districts.

### 6.3. KEY FINDINGS AND IMPLICATIONS FOR PLAN

The Study Area is fully served by public safety and school services. Water and sewer infrastructure is also available, though some water lines in the Study Area will require replacement due to age.

There are cultural facilities – library, museum, and theater – but the primary finding in the Study Area is the lack of parks and open space. The City has developed urban design concepts for a linear park, and the CBD Assessment has suggested placemaking as a tool to add gathering spaces and support economic development (BERK Consulting, 2017).

Exhibit 6-8. Cultural Facilities



Source: City of Lakewood, BERK 2017

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