

**City of Lakewood**  
**2015 Comprehensive Plan Amendments and Update**  
**Determination of Non-Significance**

**Project: 2015 Lakewood Comprehensive Plan Amendments and Update**

**Description:** The 2015 update involves Chapters 1 (Introduction), 4 (Urban Design), 6 (Transportation), 8 (Public Services), 9 (Capital Facilities), and 10 (Implementation) of the Lakewood Comprehensive Plan. The 2015 updates also include a request by the Lakewood Racquet Club to re-designate and rezone their 11.4 acre facility from *Open Space and Recreation* to *Residential* to accommodate development of the site with residential uses; and two city-sponsored proposals to “up-zone” approximately 63 acres of residentially zoned land in order to increase residential densities and provide for increased housing options in specific areas. The City adopted updates to Chapters 2, 3, 5, and 7 of the Comprehensive Plan in 2014. The 2015 update is a continuation of the 2014 update effort.

Specific elements of the 2015 update are described below:

**Comprehensive Plan Update**

Amendments to Chapter 1- Introduction. Chapter 1 is amended to acknowledge actions that have been completed since the comprehensive plan was first adopted in 2000. The Chapter is also amended to discuss a Visioning program initiated by the City in 2014. Many of the conclusions and results of the Visioning effort are outlined in the updated chapter.

Amendments to Chapter 4- Urban Design. Chapter 4 is updated to reflect actions that have been completed since the Chapter was originally written in 2000, such as construction of the Lakewood Sounder Station and extension of sewer service to Tillicum and Woodbrook, as well as projects that have emerged since that time, including the Point Defiance Rail Bypass project. This chapter also directs the City to prepare sub-area plans for the Lakewood Station District and the Central Business District.

Amendments to Chapter 6- Transportation. The City’s Transportation Element has been updated to reflect changes and improvements in the City’s transportation systems and traffic demands, and to reflect the growth forecasts of the City’s Land Use element that was updated in 2014. The City’s transportation Element consists of two parts. First, Chapter 6 of the comprehensive plan document discusses the circumstances and issues affecting the City’s transportation networks, and contains goals and policies relative to transportation systems. The comprehensive plan document also includes the Transportation Background Report. Second, the City’s Six-year Transportation Improvement Program (6-year TIP) contains prioritized lists of specific transportation system projects together with budget and funding information. Together, Chapter 6 of the comprehensive plan (including the Transportation Background Report) and the 6-year TIP comprise the City’s Transportation Element.

Amendments to Chapter 8- Public Services. Chapter 8 is updated to reflect program changes and the evolution of several agencies providing public services. A policy is added to prohibit the development of school facilities on sites that present potential hazards that may affect school functions and/or negatively impact students and others. At the present time, the Clover Park School District is proposing to close several schools that are impacted by their environments. A

new policy (PS 10-10) directs the City to work with the school district to redevelop surplus sites with appropriate uses consistent with the comprehensive plan. Updates also include more specific policies with regard to the improvement of public library services in Lakewood, establishment of goals and policies with regard to health and human services, and expansion of goals and policies regarding efforts to provide affordable housing in the community.

Amendments to Chapter 9- Capital Facilities. This chapter is updated to acknowledge changes in the City since 2000 including formation of a police force and construction of a police station facility. A new policy CF 9.3 is also added noting that the siting of essential public facilities is not categorically precluded.

Amendments to Chapter 10- Implementation. This chapter is updated to acknowledge the development of the City's regulatory framework through the adoption of implementing regulations and programs since initial adoption of the Comprehensive Plan in 2000.

### **Lakewood Racquet Club- Comprehensive Plan and Zoning Map Amendments**

The Lakewood Racquet Club is proposing to re-designate and rezone their 11.4 acre facility from *Open Space and Recreation* to *Residential* to accommodate development of the site with residential uses. The proposal involves lands within a recently delineated "Area of Special Flood Concern" (as shown on draft FEMA Flood Insurance Rate Maps) which is the potential pathway for floodwaters overflowing the Clover Creek channel in the vicinity of 58<sup>th</sup> Avenue SW. This change to the Flood Insurance Rate map has not yet been adopted.

Site specific engineering and /or biological impact analysis of the Clover Creek flood issue will be required prior to any development of the Lakewood Racquet Club property. An engineering analysis could result in identifying actions to further reduce or eliminate the flood risk. If the risk cannot be substantially reduced or eliminated, a biological assessment may be necessary to identify the impacts of a flood event on the salmon in Clover Creek, and specify mitigation measures to eliminate any such impacts.

### **Interlaaken/Tower Road Zoning Map Amendments**

The City is proposing two comprehensive plan amendments intended to increase residential densities in specific areas with existing roadways, utilities and infrastructure as directed by the Growth Management Act. While the proposed up-zone of residential property between Interlaaken Drive and Tower Road could potentially result in the construction of up to 40 additional dwelling units if all of the properties were cleared and redeveloped at the highest level of density, staff believes that additional development over the next 10-20 years is more likely to be in the 6- 12 unit range. This equates to additional traffic of 60-120 vehicle trips per day over existing levels, with the increase spread out over a period of 10-20 years. The City Engineer does not consider this to be a significant impact on the City's transportation systems in this area.

### **Veterans Drive Comprehensive Plan and Zoning Map Amendments**

The City is also proposing to change the comprehensive plan designation on a seven (7) acre site from *Residential Estate* to *Multi-Family*, and to change the zoning from *R1* to *MF1*. The property is currently developed with two older homes, but is mostly vacant.

## **FINDINGS OF FACT:**

1. On July 10, 2000, the Lakewood City Council adopted a new Comprehensive Plan as required by the Washington State Growth Management Act of 1995. An Environmental Impact Statement was prepared pursuant to the State Environmental Policy Act (SEPA) which addresses the environmental impacts caused by changes in land use proposed by the new Plan.
2. On August 20, 2001 the City adopted a Land Use and Development Code (Chapter 18A of the Lakewood Municipal Code). The broad intent of the Code is to implement the Comprehensive Plan. The adopted Code is intended to foster harmony among land uses, preserve the qualities of desirable residential neighborhoods, improve neighborhoods whose character undermines good-quality living conditions, diminish reliance on automobile use, and promote the well-being of the city through integration of aesthetic, environmental, and economic values.
3. 2004 Update. In 2004 the City completed its first update of the comprehensive plan. Changes were minimal, however, since the plan was adopted only four years before, and few of the implementing regulations adopted in response to the initial comprehensive plan had an opportunity to be applied.
4. 2014 Update. In 2014, the Lakewood City Council adopted updates to Chapters 2 (land Use), 3 (Land Use Maps), 5 (Economic Development); and 7 (Utilities). The environmental impacts of these amendments were analyzed at that time and a Determination of Non-significance was issued on July 28, 2014. The 2015 state of updates will reference the plans, policies and determinations made in the 2014 amendments.
5. SMP adoption. On September 8, 2014, the Washington State Department of Ecology granted final approval to the City's update of its Shoreline Master Program. By statute (RCW 36.70A.480) the goals and policies of the shoreline master program are considered to be an element of the comprehensive plan.
6. Visioning program. In conjunction with the 2015 Comprehensive Plan Update, the Community Development Department has been conducting a community visioning program to solicit input from citizens regarding the policy direction of the city. Efforts have included preparation of a community profile document, interviews of select stakeholders, preparation, dissemination, and collection of results from a web-based community survey, meetings with existing community groups, and conducting a plenary Community Visioning Workshop. The principal findings of this effort are reflected in the *City of Lakewood Community Vision Plan* prepared by Tindale Oliver Associates dated June 2015.
7. Critical Areas Update. In 2015, the City has been working to update its critical areas regulations (Title 14A of the Lakewood Municipal Code). Updates include reference to the National Marine Fisheries Service (NMFS) biological opinion regarding implementation of the National Flood Insurance Program in the Puget Sound region. NMFS found that development in flood hazard areas could have detrimental effects on endangered salmon species. The City is updating its code to ensure that potential impacts to special status species are identified and avoided. Measures necessary to avoid impacts to special status species will be identified and implemented as part of the project specific environmental review of any proposed development.

8. Transportation element. As part of the 2015 update, the City Engineer, in conjunction with the City's transportation consultant, completed an inventory of existing transportation facilities and conditions, including a compilation of existing traffic volumes on City roadways, and an evaluation of traffic operations (i.e. level-of-service) at major intersections. The Background Report then provides a travel demand forecast and needs evaluation, a description of the City's transportation systems planning, and finally discussion of an implementation program including potential funding sources, regional coordination, concurrency management and development review, and a reassessment strategy if funding conditions change. The analysis identifies several specific locations where transportation LOS may fall below established levels. In most cases planned infrastructure improvements will improve LOS to acceptable levels. Five specific locations are identified where arterial segments will operate at LOS D or worse, even with planned transportation system improvements.
  
9. Conclusions regarding 2015 Update. The Environmental Official has concluded that the proposed comprehensive plan and zoning code updates, for the most part, simply update information and recognize the attainment of many of the goals of the original comprehensive plan. With regard to the three proposed map amendments, prospective impacts are speculative at this time and cannot be properly evaluated until specific development projects are proposed. No significant adverse environmental impacts are expected as a result of the proposed comprehensive plan updates, or the three proposed amendments.

**CONCLUSIONS OF RESPONSIBLE OFFICIAL:**

The Responsible Official concludes that the proposed amendments and update to the City's comprehensive plan will not have a probable significant adverse impact to the environment. Pursuant to WAC 197-11-350 (3), a DNS may be issued. This conclusion is based on staff review of the proposed comprehensive plan update and the environmental checklist. The environmental effects of specific projects allowed under the plan will be analyzed on a case-by-case basis, as required by the State Environmental Policy Act.

Agency: City of Lakewood  
 Community Development Department  
 6000 Main Street SW  
 Lakewood, WA 98499

Date of Issue: July 30, 2015

Comment Deadline: August 14, 2015

Date of Final Determination: \_\_\_\_ [August 15, 2015] \_\_\_\_\_

\_\_\_\_\_/s/\_\_\_\_\_  
 David Bugher, Responsible Official

NOTE: Pursuant to Lakewood Municipal Code Section 14.02.200, decisions of the Responsible Official regarding Process V Legislative Actions are final and are not subject to administrative appeal.

**CITY OF LAKEWOOD**  
DEPARTMENT OF COMMUNITY DEVELOPMENT

**ENVIRONMENTAL CHECKLIST APPLICATION FORM**

**A. BACKGROUND INFORMATION**

Name of Project: 2015 Lakewood Comprehensive Plan Update and Amendments

Name of Applicant: City of Lakewood

Contact Person: Dan Catron, Principal Planner  
(253) 983-7730

Mailing Address: 6000 Main Street SW  
Lakewood, WA 98499

**DESCRIPTION OF PROPOSED AMENDMENTS:**

The 2015 update involves Chapters 1 (Introduction), 4 (Urban Design), 6 (Transportation), 8 (Public Services), 9 (Capital Facilities), and 10 (Implementation) of the Lakewood Comprehensive Plan. The 2015 comprehensive plan updates will apply city-wide.

Three separate comprehensive plan amendments are also proposed:

- The Lakewood Racquet Club is proposing to re-designate and rezone their 11.4 acre facility from *Open Space and Recreation* to *Residential* to accommodate development of the site with residential uses. The Lakewood Racquet Club is located at 5820 112<sup>th</sup> Street SW (Pierce County Assessor's Parcels 0219111038, 0219111040, and 3097000312).
- The City is proposing to "up-zone" approximately 56 acres of developed large-lot residential land comprising approximately 75 parcels located between Interlaaken Drive SW and Tower Road SW, north of Washington Blvd. SW. The amendment would rezone the land from R1 to R2 in order to reflect the existing mix of lot sizes and provide for increased in-fill housing options; and
- The City is proposing to re-designate and rezone approximately 7 acres of mostly vacant land located on the southwest corner of Gravelly Lake Drive SW and Veterans Drive SW (Pierce County Assessor's Parcels 4585000042 and 4725003074). The property would be re-designated from *Residential Estate* to *Multifamily*, and rezoned from R1 to MF1.

**C. SIGNATURE**

The above answers are true and complete to the best of my knowledge. I understand that the lead agency is relying on them to make its decision.

Signature: \_\_\_\_\_  
Name of signee: Dan Catron  
Position and Agency/Organization: Planning Manager, City of Lakewood  
Date Submitted: July 13, 2015

#### **D. SUPPLEMENTAL SHEET FOR NONPROJECT ACTIONS**

Because these questions are very general, it may be helpful to read them in conjunction with the list of the elements of the environment.

When answering these questions, be aware of the extent the proposal, or the types of activities likely to result from the proposal, would affect the item at a greater intensity or at a faster rate than if the proposal were not implemented. Respond briefly and in general terms.

1. *How would the proposal be likely to increase discharge to water; emission to air; production, storage, or release of toxic or hazardous substances; or production of noise?*

The proposed comprehensive plan updates are primarily administrative in nature and are intended to achieve consistency with the Puget Sound Regional Council's Vision 2040 document, the Washington State Growth Management Act, other applicable State laws, and the Pierce County Countywide Planning Policies. The proposed city-initiated comprehensive plan amendments are intended to increase residential densities in specific areas with existing roadways, utilities and infrastructure as directed by the Growth Management Act. The proposal by the Lakewood Racquet Club is intended to allow the development of vacant property with medium density residential uses. None of these amendments are expected to result in increased discharges to air or water, involve the production, storage or release of toxic substances, or to produce significant amounts of noise.

*Proposed measures to avoid or reduce such increases are:*

(Not applicable)

2. *How would the proposal be likely to affect plants, animals, fish, or marine life?*

The proposed comprehensive plan updates are not expected to affect plants animals, fish, or marine life.

The City –initiated amendments may result in the elimination of on-site trees and vegetation when the properties in question are developed, but significant impacts to critical habitat resources are not expected. All new development will be required to comply with City regulations related to habitat protection, stormwater discharge, and tree removal.

The privately initiated amendment for the Lakewood Racquet Club involves lands within a recently delineated "Area of Special Flood Concern" (as shown on draft FEMA Flood Insurance Rate Maps

issued 9/28/2007) which is the potential pathway for floodwaters overflowing the Clover Creek channel in the vicinity of 58<sup>th</sup> Avenue SW. Overflow from Clover Creek may result in impacts to sensitive salmon species. This change to the Flood Insurance Rate map has not yet been adopted.

*Proposed measures to protect or conserve plants, animals, fish, or marine life?*

A site specific engineering and /or biological impact analysis of the Clover Creek flood issue for the Lakewood Racquet Club property will be required prior to any development. The concern is that Clover Creek could overtop its banks in a major flood event and result in the impound of flood waters along 58<sup>th</sup> Avenue and onto the Racquet Club property. An engineering analysis could result in identifying actions that could be taken to reduce the flood risk. If the risk cannot be substantially reduced or eliminated, a biological assessment may be necessary to identify the impacts of a flood event on the salmon in Clover Creek, and specify mitigation measures to eliminate any such impacts.

3. *How would the proposal be likely to deplete energy or natural resources?*

The proposed updates and amendments are not expected to have any significant impact on energy or natural resources.

*Proposed measures to protect or conserve energy and natural resources are:*

New development facilitated by the proposed comprehensive plan amendments will be subject to the International Energy Conservation Code (IECC). Any new development will be located within an urban area with existing utilities and infrastructure which will also help minimize energy use over the life of the development.

4. *How would the proposal be likely to use or affect environmentally sensitive areas or areas designated (or eligible or under study) for governmental protection; such as parks, wilderness, wild and scenic rivers, threatened or endangered species habitat, historic or cultural sites, wetlands, floodplains, or prime farmlands?*

Under draft updated FEMA Flood Insurance Rate Maps (FIRM) issued in September 2007, the Lakewood Racquet Club property is re-designated from Zone C (Areas of Minimal Flood Concern) to Zone AE- Area of Special Flood Hazard, Elevations Determined, based on more detailed mapping of the topography of the area. The new map identifies the LRC property as being within the pathway of the "Clover Creek Lakewood Overflow". The re-designation of the property from *Open Space* to *Residential* could result in increased exposure of structures and development to flood hazard risks.

*Proposed measures to protect such resources or to avoid or reduce impacts are:*

Further detailed engineering analysis of the Clover Creek Lakewood Overflow is necessary to determine the extent of the flood risk and potential measures to reduce or eliminate that threat. It is not known at this time if engineering actions are available to eliminate or reduce the flood risk.

5. *How would the proposal be likely to affect land and shoreline use, including whether it would allow or encourage land or shoreline uses incompatible with existing plans?*

The proposed comprehensive plan updates and amendments would have only minimal impacts on land and shoreline use- the proposed updates are mostly administrative in nature. The proposed city-initiated amendments and the Lakewood Racquet Club amendments will affect land use. The proposed land use changes would not, however, be clearly incompatible with existing plans. In both instances, the proposed amendments would provide for residential development in an existing residential area.

*Proposed measures to avoid or reduce shoreline and land use impacts are:*

Future development would be subject to the development standards of the City's Land Use and Development Code which includes provisions intended to foster compatibility between adjacent land uses.

6. *How would the proposal be likely to increase demands on transportation or public services and utilities?*

The proposed comprehensive plan updates re-emphasize the strategy of focusing new growth in areas with good transit access such as the *Central Business District* and the *Lakewood Station District*.

While the proposed up-zone of residential property between Interlaaken Drive and Tower Road could potentially result in the construction of up to 40 additional dwelling units if all of the properties were cleared and redeveloped at the highest level of density, Staff believes that additional development over the next 10-20 years is more likely to be in the 6- 12 unit range. This equates to additional traffic of 60-120 vehicle trips per day over existing levels, with the increase spread out over a period of 10-20 years. The City Engineer does not consider this to be a significant impact on the City's transportation systems.

*Proposed measures to reduce or respond to such demand(s) are:*

The City hopes to *increase* demands on public transit systems. All of the proposed comprehensive plan map amendments propose to increase residential densities in areas with existing excess roadway capacity.

7. *Identify, if possible, whether the proposal may conflict with local, state, or federal laws or requirements for the protection of the environment.*

The most significant environmental issue identified for the 2015 Comprehensive Plan Amendments/Update is the Flood/Endangered Species issue at the Lakewood Racquet Club. This issue was the subject of a Biological Opinion (BiOp) issued by the National Marine Fisheries Service (NMFS) on September 22, 2008. Federal law requires that effects on floodplain features and functions must be identified and avoided or mitigated to prevent harm to ESA listed fish species and killer whales that feed on those fish. All potential impacts must be avoided or fully mitigated.