

STATION DISTRICT SUBAREA PLAN



City of Lakewood – May 3, 2021

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Prepared for the City of Lakewood

Prepared by: BERK, Fehr & Peers, Framework, and Skipstone



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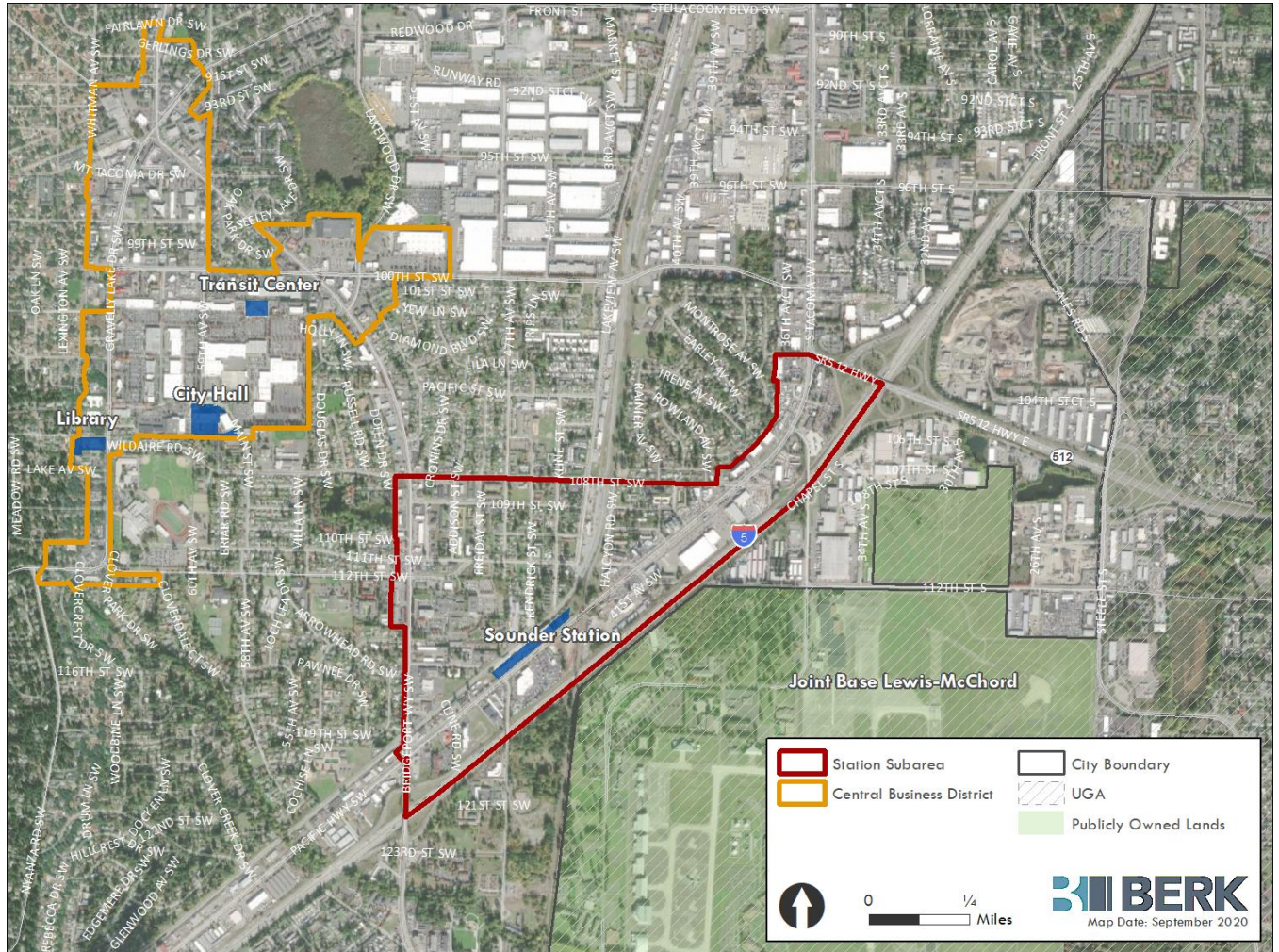


The Lakewood Station District

The Lakewood Station District Subarea (LSDS) is an area of opportunity for future growth and development within Lakewood's Urban Center. It is located adjacent to I-5 and home to the terminus of the Sounder, which provides passenger rail service to Tacoma, Seattle, and Everett and. It already has a strong employment base that provides jobs in medical services, hospitality, retail, and restaurants. Proximity to high capacity transit and employment also make this a feasible area for compact residential development that can take advantage of such amenities. These factors make this a desirable area for a portion of Lakewood's future development.

Generally, the LSDS boundary incorporates the area within a half mile of the Sounder station but does not include areas southeast of I-5, since the freeway provides a significant barrier. Exhibit 1 shows the boundaries of the planning area for the LSDS. To capture the full transportation corridor to the north and south of the station, the subarea spans the area from the interchange with Bridgeport Way to the interchange with SR-512. Just outside the LSDS is Joint Base Lewis-McChord (JBLM), which relies on retail and services within the study area boundary. Lakewood's Town Center District is also about one mile away.

Exhibit 1. Lakewood Station District Subarea and Vicinity



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

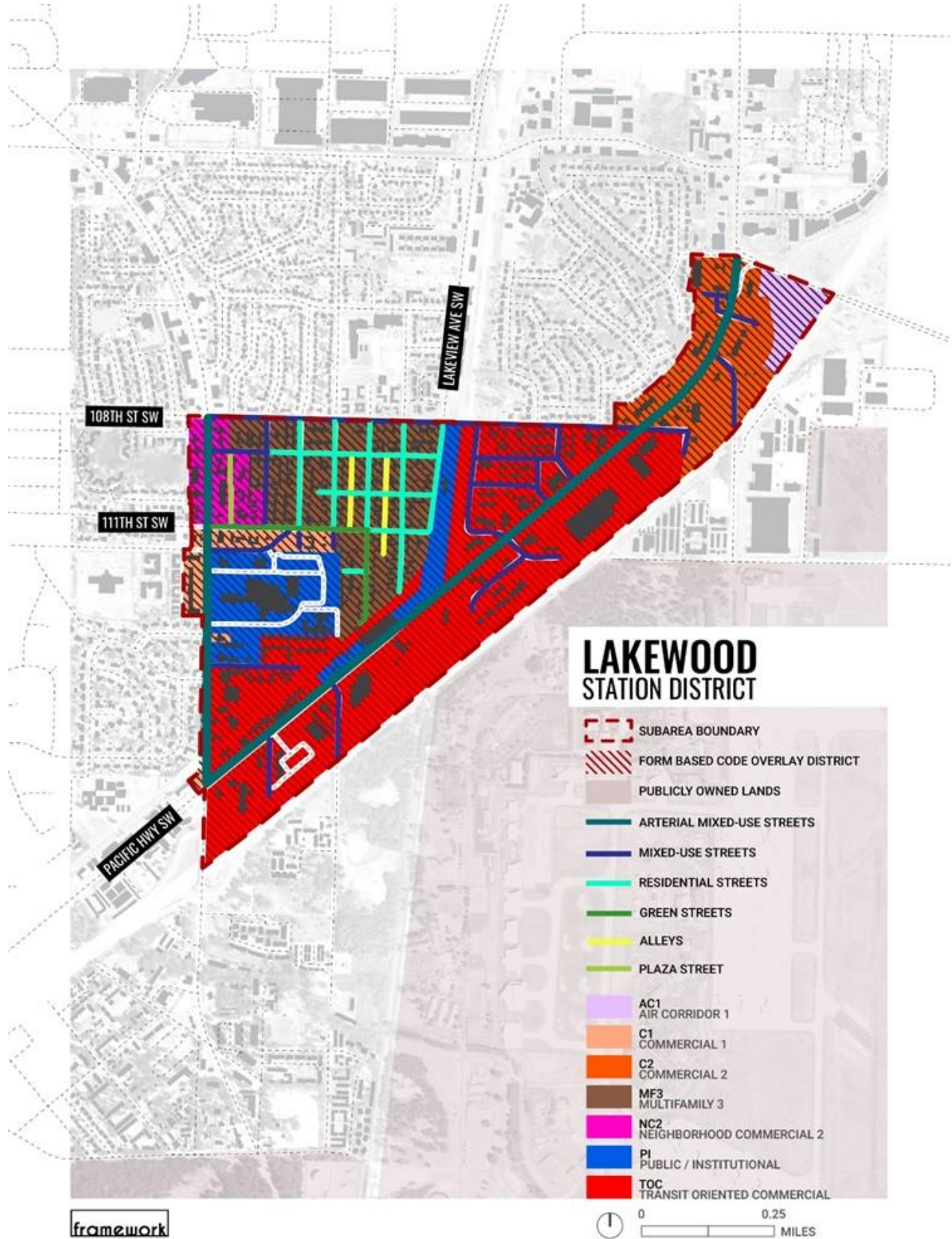
Vision and Concept

The Lakewood Station District is a multi-modal commuter hub of Lakewood and the southern terminus of Sound Transit’s commuter rail service. The Lakewood Station District provides an amenity-rich, transit-oriented development node surrounding the Lakewood Station. This District offers a mixture of intensive land uses and activities supportive of direct regional transportation access via the Lakewood commuter rail station and I-5. The District implements development standards to foster a high quality, pedestrian-oriented urban environment including incentives to encourage a dense mix of commercial and medical office, regional and local retail, services and hospitality, and high-density residential uses offering ownership and rental housing opportunities, all supported by direct regional transportation access.

Exhibit 2 shows the land use concept for the LSDS. Key features of the concept for the LSDS include:

- **Transit-Oriented Development.** Residential and employment growth can be supported here because of the proximity to local and regional transit. Residential densities would be up to 40 units per acre in the residential zone (MF3) and up to 54 units per acre in the mixed-use zone (TOC). Commercial development will add employment opportunities, retail, and restaurants to serve residents and workers. As amenities and more compact urban forms are added to the LSDS, those who live and work in this area are less likely to be auto-dependent.
- **Hybrid Form-Based Code.** Land use regulations will include a hybrid form-based code. Under such a system, zoning directs the appropriate areas for residential, commercial, and mixed-use. Building and site design is based on a series of identified streetscape typologies. This allows for the continuation of a variety of uses but with a uniformed development standard that creates an identifiable look and feel for the district.
- **Affordable Housing and Homeownership.** Current residents rely on this area for low and moderate income housing, and displacement is a concern. Residential development and preservation will target housing serving households at 65%-110% of the area median income. Rowhouse residential development allows for compact residential development at an affordable price point. Ground-related units provide private and semi-private outdoor space and the opportunity for zero-lot line platted development. This provides homeownership opportunities and the chance to build wealth and equity for moderate income households in the subarea.
- **Walkable District.** New streetscapes and sidewalk improvements will make getting around the LSDS safer and more comfortable for people on foot. As housing and other amenities are added to this area, increased walkability makes it much more feasible to live and work in the subarea and reduces automobile dependency.

Exhibit 2. Lakewood Station District Subarea



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

Exhibit 3. Lakewood Station District Location and Access



Source: Sound Transit, 2021.

Subarea Growth

Net residential growth within the LSDS is estimated to be 1,772 dwelling units over a 20-year period. Employment capacity would include 1,276 new jobs. This complements the growth anticipated for the city center in the Lakewood Downtown Subarea Plan, which plans for about 2,257 dwelling units and 7,369 jobs over roughly the same time period.

Lakewood Comprehensive Plan

Section 3.3.5 of Lakewood's Comprehensive Plan focuses on the LSDS. Goal LU-25 identifies LSDS as Lakewood's multi-modal commuter hub with supporting policies that call for a transit-oriented development district, development of a subarea plan, coordination with other agencies, and the use of bonus densities and incentives to achieve this goal. A rich mix of land uses around the station is the goal of LU-26 including regional offices, major institutions, high density residential, neighborhood businesses, and open space. The Comprehensive Plan also supports the citywide economic goal to promote a dynamic local economy with diverse housing stock and transportation options.¹ Transportation linkages between the LSDS and Downtown Subarea will connect people to the amenities of both places and to the region.² An urban design framework to guide livable and attractive development is the focus of Goal LU-27, which include design guidelines, open spaces, and pedestrian connections. Both the station itself and the I-5 interchanges are major gateways into the city that should have a distinctive look and feel that continue along Pacific Highway, Bridgeport Way, and throughout the rest of the subarea.

¹ *Lakewood Comprehensive Plan* Economic Development objectives 1.3 and 1.5.

² *Lakewood Comprehensive Plan* section 2.4.

Exhibit 4. LSDS Planning Concept

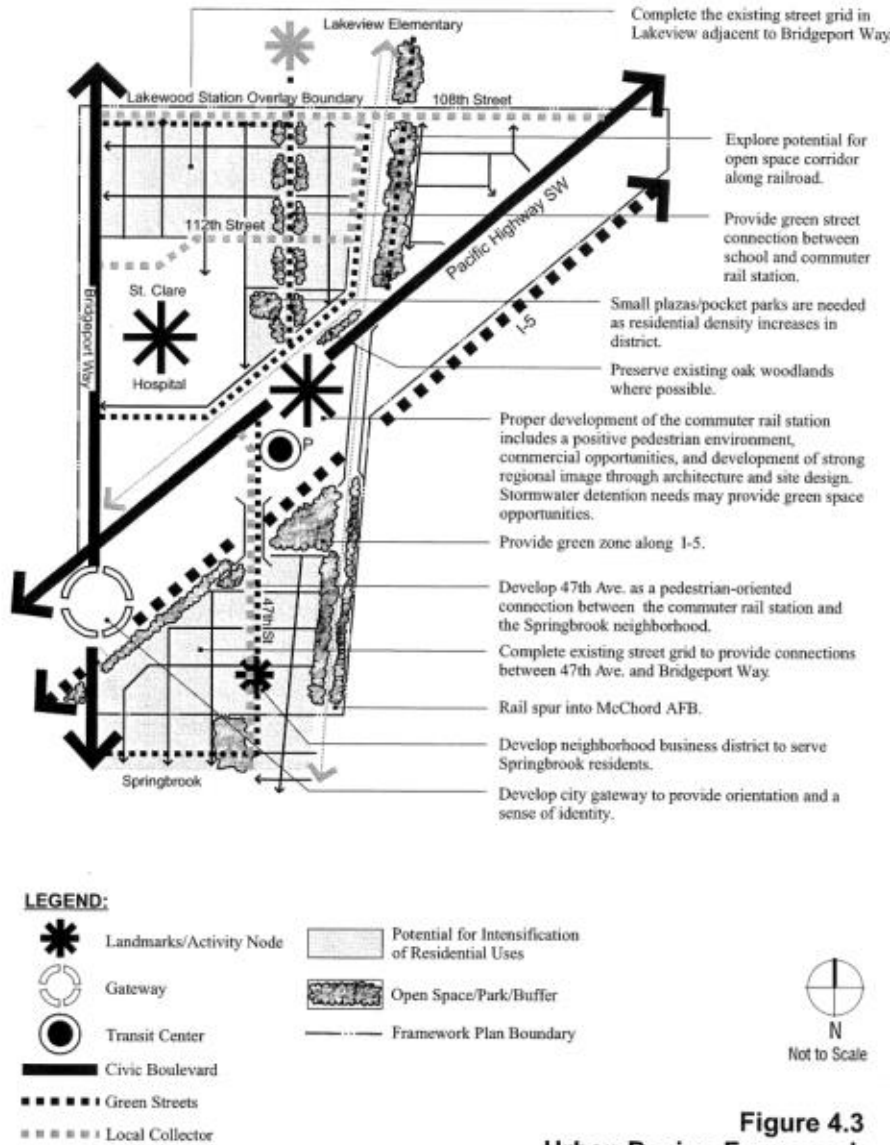


Figure 4.3
Urban Design Framework
for Lakewood Station District

SOURCE: EDAW, Inc. 1999

Source: Lakewood Comprehensive Plan, 2014.

Development of a special district around the Lakewood Station has been a consideration since the community’s first Comprehensive Plan. It remains a part of the policy framework of Lakewood’s Comprehensive Plan and is identified as a future community landmark.³ The 1999 high-level concept for the LSDS was included in the 2014 Comprehensive Plan as shown in Exhibit 4.

³ Lakewood Comprehensive Plan section 4.4

Community Input

Since the vision and concept for the Lakewood Station District had been a longstanding part of Lakewood's Comprehensive Plan, as a starting point for developing the LSDS the City tested this direction with the community to see if updates were needed. An in-person meeting conducted in late February, before public health orders were issued, with over 24 attendees invited from 17 agency and organizational stakeholders. This meeting collected information about existing conditions and planning efforts occurring in the study area. In addition, the launch of this project coincided with the early stages of the global COVID-19 pandemic. Knowing that the residents and workers in the subarea were vulnerable to the economic effects of the pandemic⁴ the City hoped to better understand local impacts to identify potential short term and long term responses.

In compliance with public health orders to the limit the spread of COVID-19, the City used remote outreach engagement options to solicit and collect community input. Tthe City conducted an online survey during the summer of 2020. Outreach for the survey included a variety of techniques over an engagement period of about six weeks. Subarea residents received postcards and posters were hung in essential businesses and community locations to advertise the survey. Partner organizations, such as Sound Transit, shared the survey with their local mailing lists. Social media messages encouraged survey participation as well as a self-guided walkshop exercise that asked participants to walk the subarea and record their

Kid's Walkshop Response

Lakewood Station District Subarea Plan

WHAT DO YOU THINK?

KIDS ONLY

First Name: Jo Age: 12

After your adventure, write or draw answers to these questions:

What did you LIKE BEST?
how there's places with room for more people

What did you LIKE LEAST?
1. how some places look nice but they don't take care of that landscape and public park

What do you WISH FOR?
A park for kids to play at. A public were it's not a danger to get to. so probably in a neighborhood.

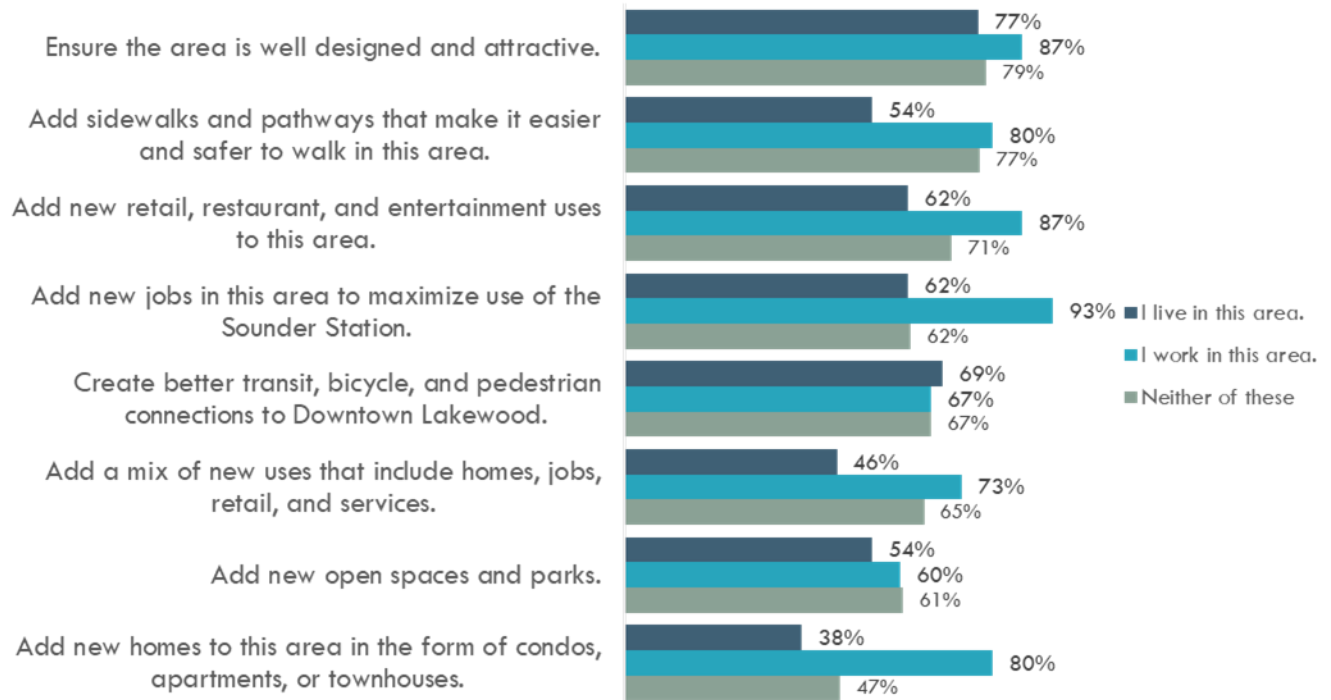
⁴ Based on socio-economic data collected in the *Situation Assessment*

impressions. The workshop materials included an opportunity for kids to submit their ideas as well, as shown in the Kid’s Workshop Response sidebar.

The survey was offered in both English and Spanish, but the City received no responses in Spanish. Responses were analyzed as a whole and also disaggregated to look for differences in opinion based on whether the respondent lived in the subarea, worked in the subarea, or identified as neither. About 31% of the 91 respondents live or work in the subarea. Of those who identified as working in the area, 20% are business owners. More than half (58%) of the respondents live in Lakewood but outside of the study area.

Exhibit 5. Survey Responses - Future LSDS Priorities

Percentage of Group Rating Priority as Important or Very Important



Source: BERK, 2020.

Survey responses summarized in Exhibit 5 confirmed the vision and concept for the LSDS from the Comprehensive Plan. The following bullets highlight key results:

- Those who work in the subarea more strongly favored adding new homes to the area (80%) than those who live in the subarea (38%).
- Respondents identified the presence of the Sounder Station as the most important asset of the area, contributing to an

easy commute for residents and employees. The station’s location was an asset for those working in the subarea because employees or customers live close by or it is easy to get there. An important asset to residents was the ability to have a home with some outdoor space.

- Changes that respondents would most like to see in the subarea included: more green space or parks, better walkability, more and new businesses, and additional housing options. More affordable housing was a desire of those who worked in the area and more community or neighborhood events were important to current residents.

Public Engagement

The LSDS plan has gone through a public engagement process to share and invite feedback on the draft vision, goals, policies, and environmental review information. This included workshops with the Lakewood Planning Commission, an online open house, and a stakeholders meeting. The City of Lakewood held a community meeting with the Planning Commission and two SEPA comment periods regarding the Planned Action. Following a public hearing on the Subarea Plan and Form-Based Code, the Planning Commission made a recommendation to the City Council. The City Council also held a public hearing on the Subarea Plan, Form-Based Code, and Planned Action prior to deciding on adoption. Comments received were used to revise the Plan and regulations.

Summary of Existing Conditions

Lakewood completed a *Situation Assessment* to identify existing conditions in the LSDS at the initiation of plan development. Information from the assessment is integrated into the analysis supporting the Planned Action and Environmental Checklist for this project. Exhibit 6 summarizes the results from the *Situation Assessment*.

Exhibit 6. Existing Conditions Summary Table

Topic	Summary
Demographics and Housing	<p>The subarea is a racially and ethnically concentrated area of poverty. There are low rates of homeownership and housing in the area is characterized by low values. These conditions place existing residents at risk of economic displacement.</p> <p>The majority of subarea residents work in service and retail industries and the majority of current employment is in these sectors. However, only about 10% of those who work in the subarea live in</p>

Topic	Summary
	<p>Lakewood. Additional moderate income housing in the subarea could provide the opportunity for some workers to live closer to work.</p> <p>In theory, the median household income in the LSDS should be able to pay the typical housing cost in the area. However, households in the subarea have high levels of housing cost burden, meaning they are paying more than 30% of their income for housing. Affordable housing and subsidized housing units could help alleviate the cost burden of existing residents.</p> <p>New multifamily housing is needed in Lakewood due to low vacancy rates. There is also demand for housing to serve military personnel and their families stationed at Joint Base Lewis McChord.</p>
Land Use	<p>Land use policies are in place to support the development of the subarea plan. Current land use patterns are auto-oriented, so transitional patterns of development will be necessary to achieve the desired land use.</p> <p>Residential and commercial land uses are in close proximity to each other. Although they are not currently integrated, this presents opportunities for mixed-use development. There are also a number of vacant and underutilized properties zoned for commercial and residential uses that provide opportunities for redevelopment.</p> <p>The subarea has few natural features and sensitive areas and does not include natural hazards that may limit future development. However, there are some environmental health hazards that will need to be addressed with future redevelopment.</p>
Zoning, Regulation, and Incentives	<p>Zoning is consistent with future land use but zoning and regulatory changes will be needed to support the transition of land use from its current condition to the desired future condition. Temporary activation of spaces in the subarea may be helpful during the transition period.</p> <p>Housing incentives may help the LSDS remain an area for households with low and moderate incomes while increasing the quality of housing through redevelopment.</p> <p>Attached residential development that can be subdivided for ownership can increase density and offer homeownership options, but parking and other development standards should be addressed.</p> <p>Proximity to Joint Base Lewis-McChord brings additional regulations to maintain safe airspace, but the City's current integrated review process minimizes complexity for applicants.</p>
Transportation	<p>Intersections currently operate at an acceptable Level of Service.</p> <p>The area is well served by two transit hubs: the Lakewood Station and the SR 512 Park and Ride.</p> <p>The City of Lakewood, Sound Transit, and Pierce Transit have plans to enhance transit connectivity and multimodal mobility in the subarea in the next decade. <i>Lost revenues due to COVID may affect these plans, but details are currently not available.</i></p>
Utilities and Public Services	<p>Infrastructure upgrades will be needed for some redevelopment plans. This includes the upgrade of water mains for capacity and fire flow, and capacity upgrades for sewer. Coordination with the Lakewood Water District and Pierce County Wastewater Utility during the update of their system plans is needed.</p> <p>Sponsoring the upfront costs of infrastructure investment may be a strategy to support new development in the LSDS.</p>



Land Use and Urban Design

The Lakewood Comprehensive Plan established land use designations based on the vision and concept for the Lakewood Station District. Implementing zoning was adopted consistent with the land use designations. These basic land use policy and regulatory structures are carried on through the LSDS Plan. In addition, the Plan applies an LSDS regulatory overlay. This overlay includes the adoption of a hybrid form-based code to direct new development according to street and building typologies. The use of these typologies will guide urban design to give the LSDS a unique feel and identity and create a thriving environment for those who live and work in the district.

Context

Existing Land Use and Design

The LSDS vision and development concepts are not reflected in the existing land use or urban design. Development intensity is lower than what is planned for the subarea, as shown in Exhibit 7. Wide streets prioritize the movement of automobiles. This can make major arterials like Bridgeport Way or Pacific Highway act as barriers for pedestrian and bicyclists. Residential streets also sport rights of way over 50 ft wide with few traffic calming measures to buffer automobile traffic.

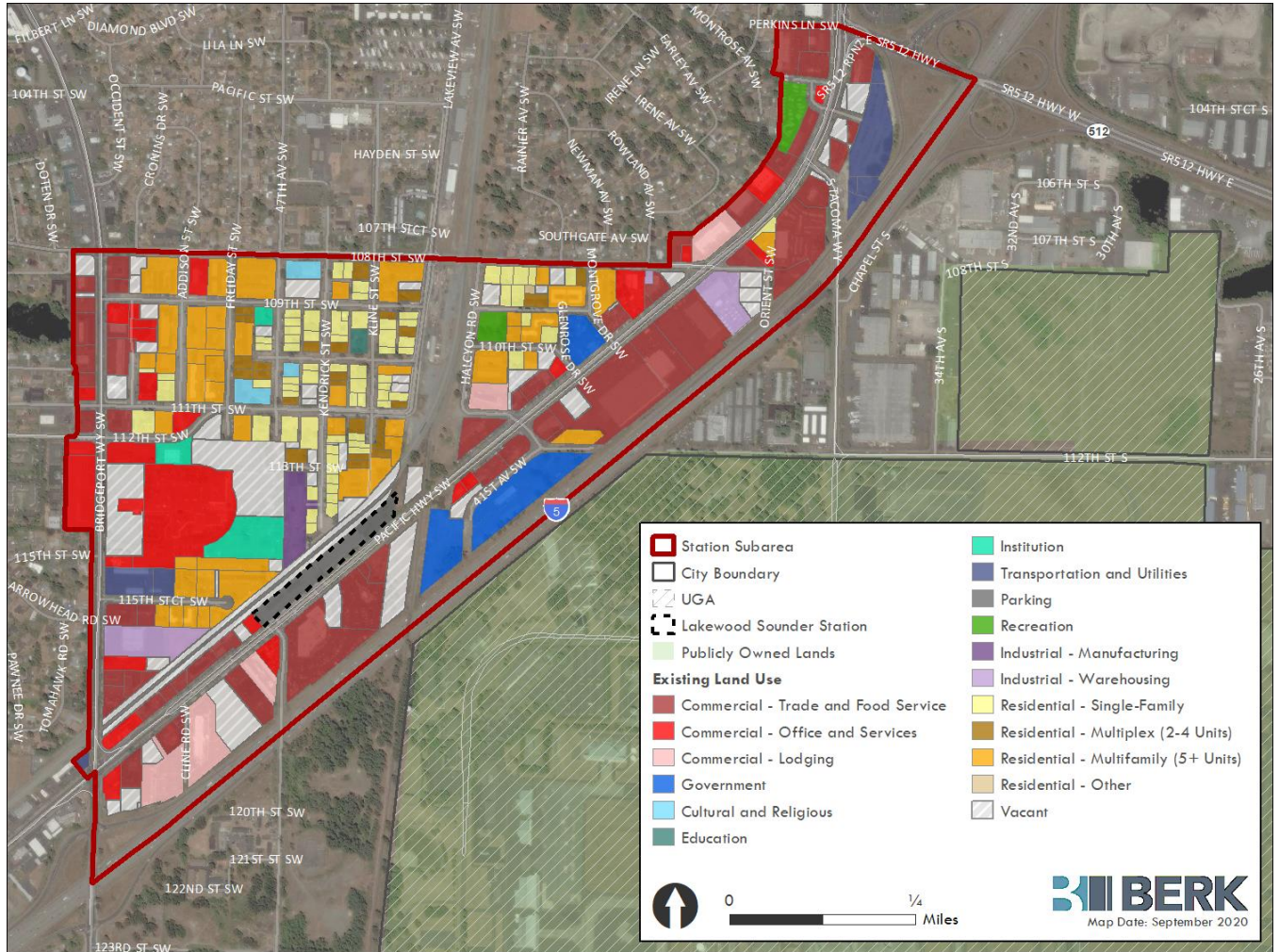


Current Urban Form in the LSDS

Sources: City of Lakewood, 2020; Google Earth, 2020.

The variety of commercial developments in the LSDS is one of its assets. Companies include a range of small unique businesses, local chains, and national companies in a range of building types that include low rise office buildings, strip commercial developments, corporate architecture, and commercial pads. Most of these building sites and adjacent streetscapes are built for auto-access with entries set far back from the sidewalk and limited pedestrian connectivity except through the parking lot. This type of streetscape and site planning is not designed at a human-scale that feels safe for walking. During public engagement walkability improvements were a top desire of residents and employees currently in the subarea.

Exhibit 7. Existing Land Use



Note: Recreation includes RV park and recreation activities.
Sources: BERK, 2020; Pierce County Assessor, 2020.

Most of the subarea is in commercial use, but there is a significant amount of residential use and some vacant lands as well. Residential uses include single-family homes (60%), small duplex or multiplex buildings (26%), and low-rise multifamily units (14%). Parcel size in the subarea is varied, as shown in Exhibit 8. Half the parcels are a half-acre or less in size, but these only account for about 40 acres in the 339-acre subarea. The 13 largest parcels account for 38% of the land in the subarea. This variety of parcels provides different types of opportunities for small and large scale redevelopment.

Exhibit 8. Parcel Size in the LSDS

Parcel Size	Parcel Count	Sum of Acreage
0.5 acre or less	169	40.25
0.5 - 1 acre	71	51.37
>1 - 5 acres	61	119.55
Greater than 5 acres	13	128.09
Total	314	339.26

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

Although residential development is allowed at up to 54 units per acre in the LSDS currently, the average density of existing development is 11.6 units per acre. Policies and strategies in this plan aim to better utilize land for housing in the area around Lakewood Station.

Environmental Conditions

The Lakewood Station District Subarea is a highly developed urban environment that contains few natural features. It is characterized by parcelized land, pavement, and existing vegetation mostly planted for ornamental purposes. A summary of environmental conditions is shown in Exhibit 9. Additional detail can be found in the *Situation Assessment* or *SEPA Environmental Checklist*.

Exhibit 9. Summary of Environmental Conditions in the LSDS

Environmental Feature	LSDS Conditions	Effects on the LSDS
Waterbodies and Shorelines	There are no significant features within the LSDS.	Not applicable.
Wetlands	There are three small, isolated areas of mapped wetlands adjacent to I-5. There is a delineated wetland outside the LSDS west of Bridgeport Way.	The isolated, mapped wetlands will need to be investigated at the time of development and follow critical areas regulations. A limited number of LSDS parcels may be subject to buffer requirements identified for the wetland outside the LSDS west of Bridgeport Way.
Floodplains	A portion of the study area is a moderate (or 500-year) flood area. This is mapped along Bridgeport Way and between Pacific Highway and I-5 west of Lakeview Avenue SW.	Areas of moderate flooding are not regulated by the City's flood hazard regulations.
Aquifer Recharge Area	All of Lakewood is within the Central Pierce County Aquifer Area. This is a sole source aquifer.	New land uses that could result in groundwater contamination are limited, including things such as storage tanks, dry cleaning, and auto repair.
Geological Hazards	There are no significant features within the LSDS.	Not applicable.
Environmental Clean-up Sites	There are eight sites identified for environmental clean-up in the LSDS, as shown in Exhibit 10.	Contamination from petroleum products, metals, solvents, and lead is the result of current or past activities on these sites. ⁵ Clean-up is started on all the sites except the Flying B #18 site. Sites are in various stages of the clean-up process and subject to Washington State's Model Toxics Control Act. ⁶

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

⁵ Specific information on each site and the clean-up efforts that are underway can be found at: <https://ecology.wa.gov/Spills-Cleanup/Contamination-cleanup/Cleanup-sites/Locate-contaminated-sites>.

⁶ RCW 70.105D.

Exhibit 10. Environmental Clean-up Sites in the LSDS



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

Future Land Use

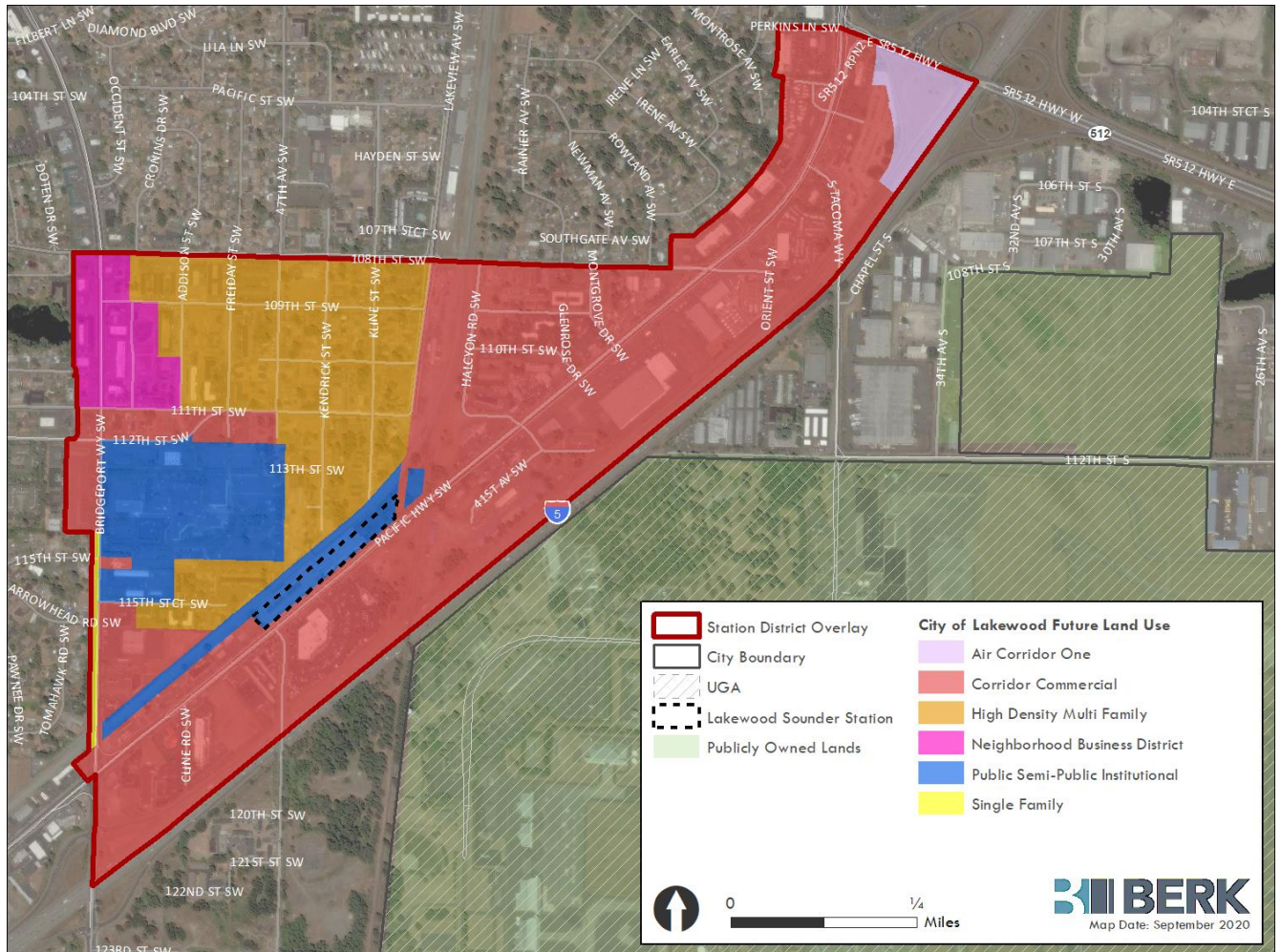
The Comprehensive Plan identifies the following land use designations in the subarea, as shown in Exhibit 11:

- **Corridor Commercial.** This land use is designated along Pacific Highway SW (Pacific Highway) and just north of the Hospital. It recognizes Lakewood’s pattern of existing strip commercial development and is implemented by the Transit-Oriented Commercial, Commercial 1, and Commercial 2 zones. Within the LSDS, this district will remain and include opportunities for mixed-use development.

- **Neighborhood Business District.** This designation is implemented through the Neighborhood Commercial 1 zoning along Bridgeport Way SW (Bridgeport Way) that allows for smaller or strip commercial business areas to transform into compact urban development over time. It allows commercial development that serves surrounding neighborhoods and beyond, and allows for mixed-use residential development.
- **Public & Semi-Public Institutions.** St. Clare Hospital and the Lakewood Station are in this land use designation that recognizes essential moderate and large scale facilities that serve all of Lakewood.
- **High Density Multi Family.** The existing residential areas zoned Multi Family 3 are in the High Density Multi Family future land use designation. The purpose of this designation is to integrate a variety of high density housing types into adopted subareas and business districts. The LSDS Plan envisions rowhouse and other residential developments that are integrated with surrounding commercial and mixed-use development through pedestrian connections and urban design.

This Subarea Plan adds the Station District Overlay to the Comprehensive Plan Future Land Use Map. The purpose of the overlay is to recognize the area in which the LSDS vision will be applied.

Exhibit 11. Future Land Use in the LSDS



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

Land Use Regulation

Land use regulation in the LSDS is driven by a hybrid form-based code. Assigned zoning identifies the types of uses allowed in each zoning and is consistent citywide. The form-based code creates a development regulation overlay that is unique to the LSDS. It regulates building forms and land use in a way that is unique to the subarea. Regulations to maintain land use compatibility with airfield operations at Joint Base Lewis-McChord remain in effect.⁷

⁷ Within the LSDS these regulations primarily implement lighting standards to prevent interference with aircraft operations. Additional detail is available in the *Situation Assessment* and the Lakewood Municipal Code 18.10.135.

Zoning

Zoning in the LSDS is shown in Exhibit 12. These zones are consistent with the Future Land Use map and include:

- **TOC – Transit-Oriented Commercial.** TOC zoning is shown along most of Pacific Highway in the subarea around Lakewood Station. This zone is unique to the LSDS. The purpose of TOC is *“an interactive mixture of uses which focus on regional transportation networks while providing for urban design, people orientation, and connectivity between uses and transportation routes.”*⁸ The mix of uses allowed in the TOC is very similar to those allowed in the Central Business District. They focus on retail and services, prohibiting space-intensive uses like auto sales, furniture and appliance stores, or industrial uses that may cause compatibility issues in a compact urban environment such as manufacturing or recycling stations. Mixed-use and multifamily residential uses are allowed at densities up to 54 units per acre.
- **C1 - Commercial One and C2 - Commercial Two.** C1 and C2 are commercial corridor districts that incorporate employment, shopping, services, offices, and light industrial uses near major arterials. A small strip of C1 is located north of the hospital, just off Bridgeport Way. Along Pacific Highway near the intersection of SR 512 is an area of C2. Both districts allow a range of businesses as permitted uses. Hotels and motels are allowed in both districts, permitted in C2, but a conditional use in C1. Commercial recreation, heavy manufacturing, shopping centers, and recycling and transfer stations characterize the type of uses that are prohibited. Residential uses are not



Lakewood Station is at the heart of the TOC zone

Source: HewittSeattle.com

⁸ Lakewood Municipal Code 18A.10.120D.5

allowed, except for allowing a caretaker's unit.

- **NC2 - Neighborhood Commercial Two.** The commercial area on Bridgeport is zoned NC2 with the intent to create a sense of urban community that serves surrounding neighborhoods that may also attract people from other areas. This zone allows a mix of residential, retail, office, and services. Residential may be multifamily or mixed-use development up to 35 units per acre. Permitted commercial uses tend to be small or mid-sized. Most light industrial and larger commercial uses are prohibited. The few that may be considered, such as auto sales or breweries, are conditional uses to help mitigate impacts and ensure district and neighborhood compatibility.
- **MF3 - Multi Family Three.** The existing residential area of attached and detached single-family homes and low rise multifamily is zoned MF3. MF3 zoning is in areas where there is both an arterial and a nearby commercial or mixed-use district. This is intended to be a high density multifamily environment with multi-story housing with densities up to 54 units per acre. The LSDS overlay will provide form-based regulations that promote densities to 30-40 units per acres and incentivize rowhouse development. Where multifamily development occurs within the LSDS, ground floor commercial use is allowed.⁹ Many of the existing uses in the LSDS are non-conforming in this zone. Non-conforming structures may be maintained but not altered or enlarged.¹⁰
- **PI - Public/ Institutional.** This zone recognizes the sites of St. Clare hospital and Lakewood Station, which are major facilities serving all of Lakewood and beyond.



St. Clare provides regional medical service

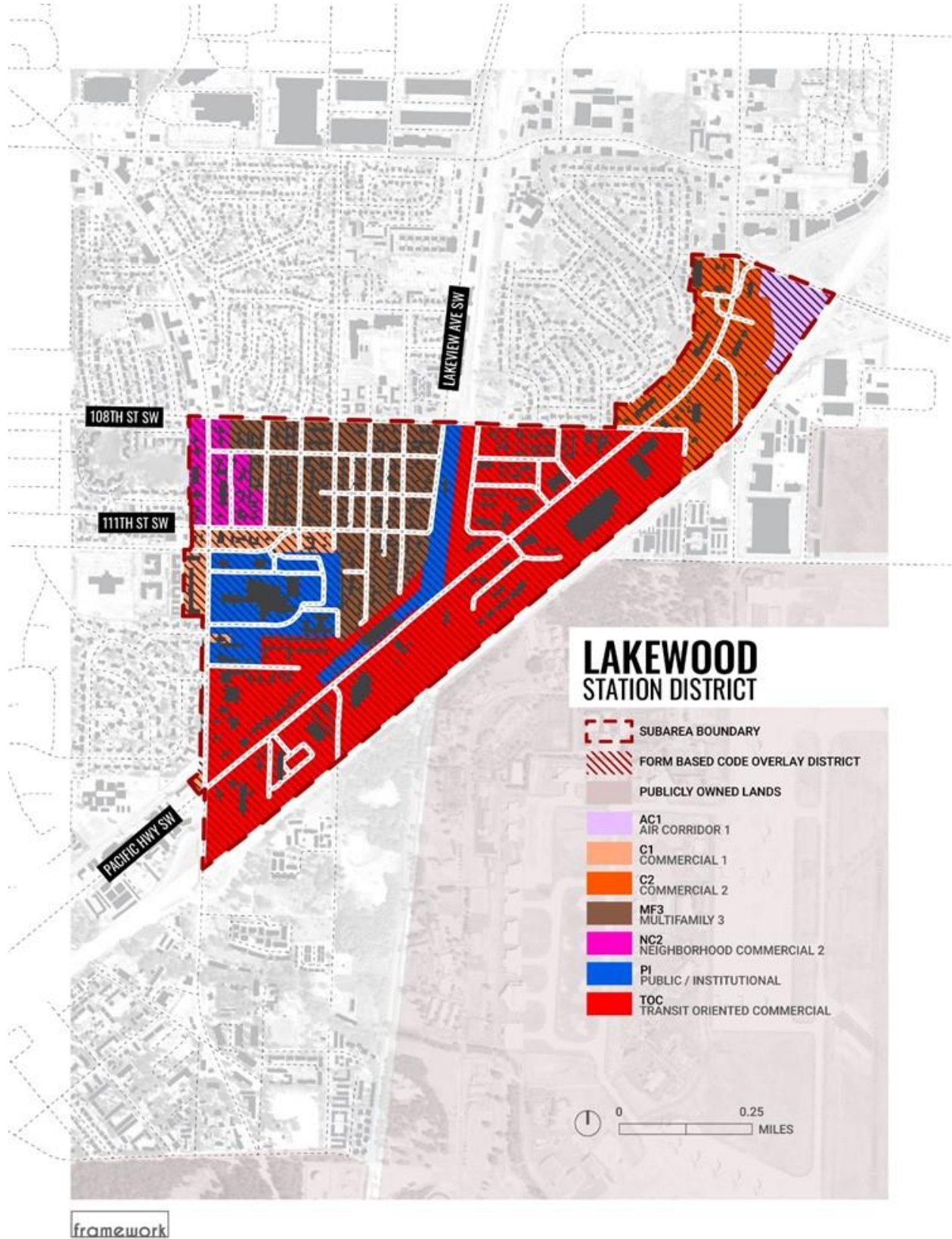
Source: CHIFranciscan.org

The zoning map adds an overlay for the Lakewood Station District (see Exhibit 12). This area links the vision to specific regulating provisions in the Lakewood Municipal Code. It allows for the implementation of a hybrid form-based code, incentive programs, and other measures within this area.

⁹ Lakewood Municipal Code 18A.40.040B.1

¹⁰ Lakewood Municipal Code 18A.20.200

Exhibit 12. Zoning in the LSDS



Sources: BERK, 2020; Pierce County Assessor, 2021.

Hybrid Form-Based Code

Form-based codes address the relationship between buildings and the public realm, the form and mass of buildings in relation to one another, and the scale and types of streets and blocks. This code type works best when applied to targeted areas that have a defined vision, such as the LSDS. Lakewood adopted a hybrid form-based code for its Downtown. The form-based code for the LSDS draws on the work done for Downtown, but is customized for the vision, goals, and conditions of the Station District.

While uses are still regulated by zone, the hybrid form-based code shapes building design to reinforce a human, neighborhood scale that feels safe and welcoming. The use of a hybrid form-based code will standardize streetscapes to provide a consistent look and feel as well as facilitate the walkability desired by the community. Off-street parking, which is necessary to support retail as the area transitions to a more compact form, will be moved behind or under buildings that are located closer to the street. New development will include 8-14' wide sidewalks and pedestrian connections between the sidewalk and the building to enhance walkability.

Transitioning from the current land use and urban form to a more compact and pedestrian-friendly environment will occur over time. The hybrid form-based code focuses retail along designated streetscapes with high traffic. This helps preserve existing retail until the area is ready for higher intensity mixed-use redevelopment with ground floor commercial.

Exhibit 13. LSDS Hybrid Form-Based Code Overlay



Sources: Lakewood Municipal Code, 2020; Framework, 2021.

The hybrid form-based code is administered through an overlay that covers the entire LSDS as shown in Exhibit 13. It overrides zoning and development regulations in the Lakewood Municipal Code if there are areas of conflict. Uses are defined by the underlying zoning designation, with some additional prohibitions intended to limit uses at a scale or impact that is incompatible with the LSDS vision. Maximum densities and height limits are also set by the underlying zoning code.

This code uses street typologies to guide the development of building types and development regulations within the subarea as shown below. The hybrid form-based code can be found in Lakewood Municipal Code Title 18C.

Street improvements in this area will work within the existing right-of-way (ROW) to ensure the safe and efficient movement of vehicles, bicycles, and pedestrians, as well as to facilitate travel by transit. As a result, street sections may vary and are subject to the approval of the Public Works Department.

Arterial Mixed-use Streets

Arterial mixed-use streets maintain the existing vehicle capacity and allow a range of land use and building frontage types and include surface parking lots. This streetscape applies to Bridgeport Way and Pacific Highway SW.

Mixed-Use Streets

Mixed-use streets support a variety of activities and functions both in the public right-of-way and development along the street edges. Street level retail is permitted, but not required, and a wider range of building frontage types are permitted, including street-level residential and office uses. Mixed-use streets also require pedestrian-oriented design and requirements may vary based on the location within Station District.

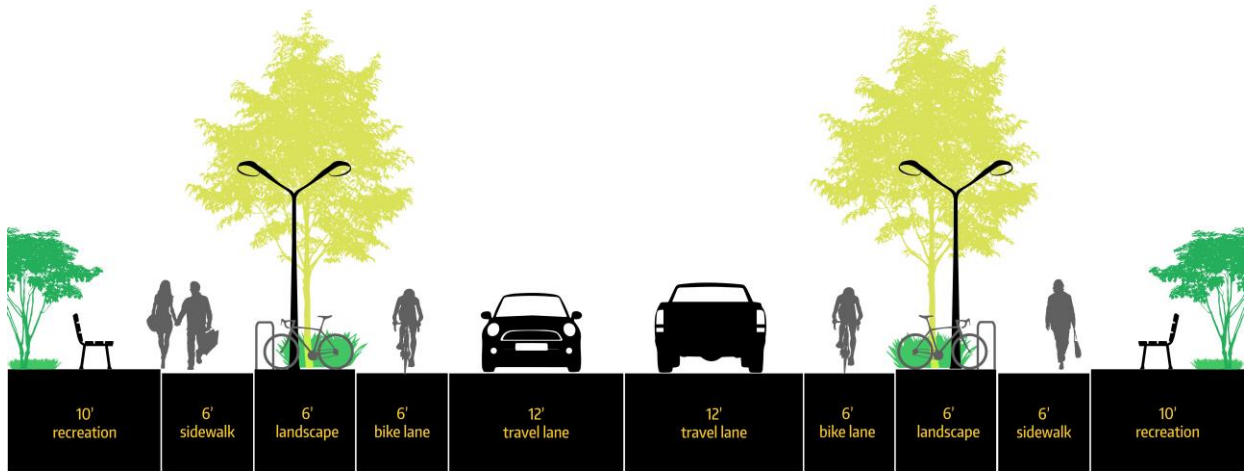
Green Streets

Green streets include vehicle travel lanes, sidewalks, bike lanes, and open space for stormwater management, landscaping, and gathering space. Green streets contribute both functional and amenity features to the streetscape to make an attractive and welcoming district as shown in Exhibit 14 and Exhibit 15. The Boulevard street in Exhibit 16 is a variety of green street that

may be carried beyond the district, highlighting connections to Downtown or other nearby areas.

Exhibit 14. Green Street Concept #1 – 80’ Right-of-Way

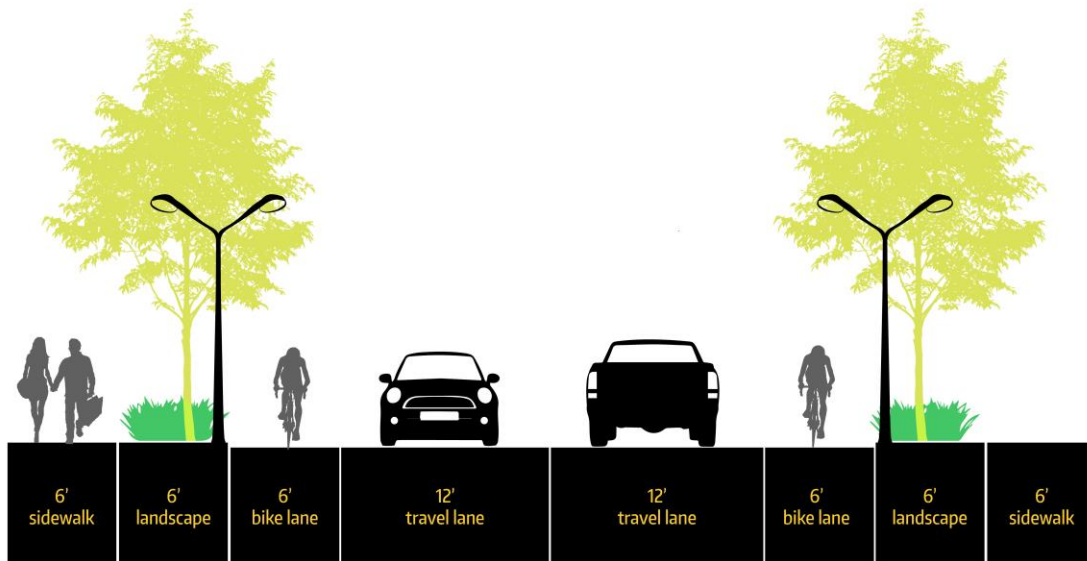
GREEN STREET CONCEPT
80’ Right-of-Way



Source: Framework, 2020.

Exhibit 15. Green Street Concept #2 – 60’ Right-of-Way

GREEN STREET CONCEPT
60’ Right-of-Way



Source: Framework, 2020.

Exhibit 16. Boulevard Street Concept – 80' Right-of-Way

BOULEVARD CONCEPT
80' Right-of-Way



Source: Framework, 2020.

Residential Streets

Residential Streets serve residential neighborhoods and include vehicle travel with sidewalks and bike lanes. Many of the current streets identified as Residential Streets do not have curbs, gutter, or sidewalks, and there is no definition between the public right-of-way and private property. Parking occurs along the street edge, often in gravel shoulders and without a consistent pattern.

The residential street ROW in the LSDS area varies between 60' and 80' based on historical platting and construction. Exhibit 17 and Exhibit 18 show a standard residential street sections with either a 60' right-of-way or 80' right-of-way that include travel lanes, sidewalks, and bike lanes, and landscaping. In the future, bike lanes could be converted to on-street parking.

Exhibit 17. Residential Street Typology – 60' Right-of-Way

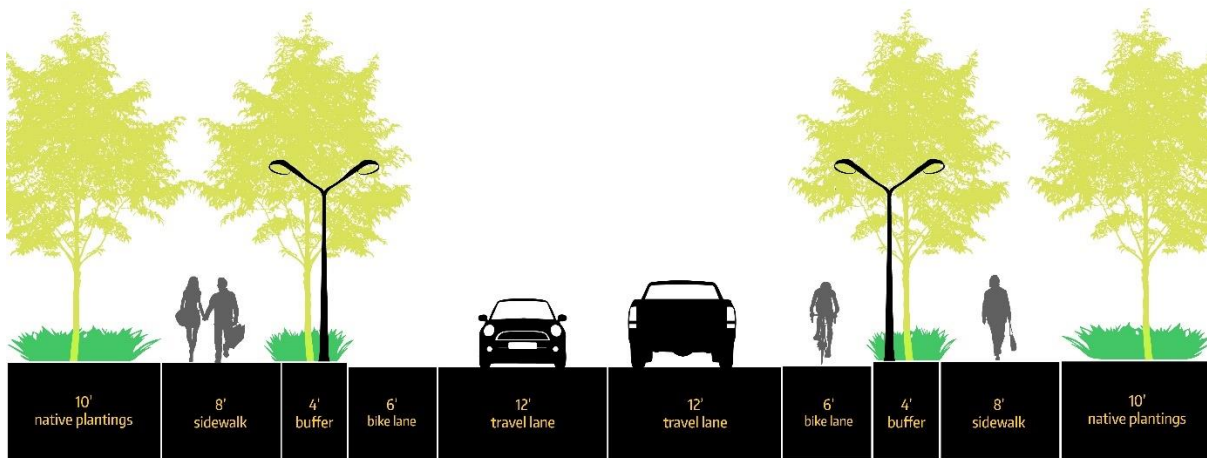
RESIDENTIAL STREET CONCEPT
60' Right-of-Way



Source: Framework, 2020.

Exhibit 18. Residential Street Typology - 80' Right-of-Way

RESIDENTIAL STREET CONCEPT
80' Right-of-Way



Source: Framework, 2020.

Alleys and Plazas

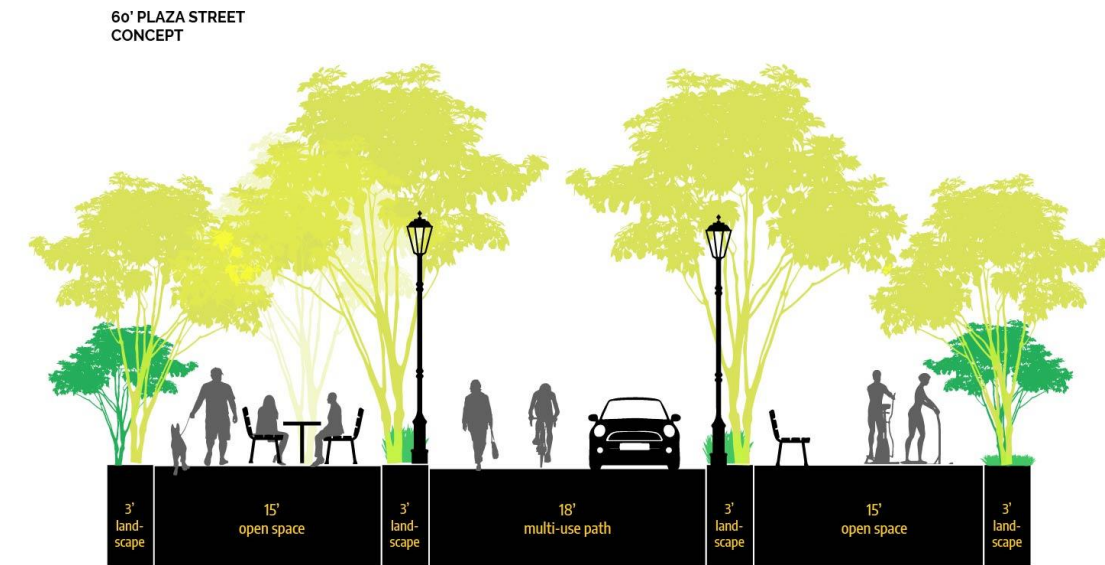
Alleys are encouraged to provide secondary access to properties, de-emphasize parking lots, and to promote continuous building frontages. Alleys would meet Public Works engineering standards. Along Occidental, a special Plaza designation identifies acceptable development frontages similar to Mixed Use Streets. The Plaza street concept is shared below.

Exhibit 19. Plaza Street Concept – 80’ Right-of-Way



Framework, 2020

Exhibit 20. Plaza Street Concept – 60’ Right-of-Way



Framework, 2020

Public Spaces

Green spaces and public open spaces should be located throughout the LSDS. This will result in an attractive district, provides gathering or recreation space, and is a desire of the community. The *Legacy Plan 2020*, Lakewood's plan for parks, recreation, and open space, aims to provide a public park or open space facility within a 10-minute walk of each resident.¹¹ Most of the LSDS is outside of a 10-minute walkshed from a City facility.¹²

Land consolidation would be needed to create a public park or open space in this area. While that opportunity is being explored, there are options to create linear open spaces and green corridors using available ROW. Such opportunities include:

- A linear park along Kendrick Street south of 111th Avenue SW that would bring green space to the heart of the district's residential area. This would better define the pedestrian connection between Lakewood Station and the Lakeview Hope Academy and facilitate the use of the playground there as a neighborhood park as envisioned in the *Legacy Plan 2020*.
- Green corridors with enhanced landscaping in areas with planned pedestrian and bicycle improvements such as 111th /112th Avenue SW.
- A pocket of open space in the alley near Occidental Street would be a plaza street as shown in Exhibit 21.
- A linear park connecting Lakewood Station to the Springbrook Area through improvements along 47th Avenue as envisioned in the *Legacy Plan 2020*.

Development standards will require street frontage improvements and landscaping that will increase greenery in the public realm. Mixed-use development standards will include provisions for public spaces and open spaces.

¹¹ *Legacy Plan 2020*, Goal 2, Action Strategy 2.

¹² *Legacy Plan 2020*, Figure 3-14.

Exhibit 21. Green Space Opportunities in the LSDS



Source: Framework, 2021.

Policies and Strategies

Policies

- Support transit-oriented development in the LSDS to capitalize on access to regional transit and proximity to Lakewood Station.
- Support and incentivize mixed-use development near Lakewood Station and in the commercial areas along Pacific Highway and Bridgeport Way where there is capacity for increased intensity of development.
- Integrate public open spaces into new development to create opportunities for public gathering and green spaces in the LSDS.
- Maintain land use and zoning designations that support high density residential development as part of mixed-use developments and residential redevelopment.
- Apply a hybrid-form based code to create an identifiable look and feel for the LSDS and to support safe pedestrian spaces.
- Adopt standards, uses and incentives that allow the subarea to transition from its present condition to its desired vision.
- Consider the designation of new Green Streets as opportunities arise, in coordination with public input.

Strategies

- Pursue opportunities to enhance landscaping or add linear parks within the public right-of-way to integrate green spaces and open spaces into the LSDS.
- Work through the *Legacy Plan 2020* to identify opportunities for public parks facilities within a 10-minute walk of subarea residents.
- Identify standards and guidelines that support transitional parking arrangements so space used for parking can be transitioned to other uses as the area becomes less auto-dependent.
- Monitor the impact of the Lakewood Station District

Overlay and amend the Plan as needed to improve outcomes.



Housing

Context

There are approximately 900 housing units in the LSDS. The majority (69%) of the units are renter-occupied.¹³ Vacancy rates are 13%. However, a 2018 study of the citywide Lakewood rental market showed lower vacancies for multifamily units of 3% or less.¹⁴ Market rate multifamily units had a 97% occupancy rate, while affordable units had a 99% occupancy rate citywide. Low multifamily vacancy had the effect of increasing the average costs of rent.

Market rate rental prices ranged from about \$900 to \$1,650 a month in fall 2018, depending on the unit size. Rates for affordable housing in Lakewood ranged from \$600 to \$1,800 a month. Although approximately 10% of renters within about a half mile of Lakewood Station receive housing subsidies, more than 50% experience cost burden, meaning they pay more than 30% of their household income on housing costs and earn less than 80% of the area median income.¹⁵

Median home values are about \$165,000, which is significantly lower than Lakewood's median value of \$292,000 or Pierce County's \$333,000. It is estimated that more than 30% of local homeowners experience cost-burden.

¹³ Estimated by ESRI Business Analyst (2019). This source makes estimates based on proportions of census blocks.

¹⁴ McCament & Rogers, 2018 Lakewood Rental Market Survey, October 2018.

¹⁵ City of Lakewood Draft Consolidated Plan, March 2020, p.13.

About 94% of subarea residents were employed with about half working in service industries, 18% in retail, and 10% in construction.¹⁶ Median income in the LSDS is \$34,673, which is lower than the \$52,002 median for Lakewood or the \$70,635 median for Pierce County.¹⁷ A household making the LSDS median income could afford to pay about \$900 in housing costs based on the housing burden definition.

Joint Base Lewis-McChord has a 99% housing occupancy rate for more than 5,000 housing units. The 70% of military households that live off-base receive a subsidy to offset rental or purchase costs. Typically, these households spend about \$1,500 to \$2,000 a month on housing.¹⁸ Despite its proximity, less than 10% of the base's workforce lived in Lakewood. This is attributed to a lack of suitable housing in good condition that is affordable to the base workforce.

Low rates of vacancy, rising rental costs, and a steady demand for off-base housing all indicate a need for low and moderate income housing in Lakewood. The LSDS is well suited to provide such housing because there is ample space for redevelopment.¹⁹ Proximity to local and regional transit resources and areas of employment in the LSDS and Downtown would also allow households to manage transportation costs.

Existing housing stock in the LSDS already includes a variety of housing types, as shown in Exhibit 22.

Rental Housing Safety Program

Lakewood has a rental housing safety program (RHSP) to ensure that existing rental stock is safe and maintained and to prevent deterioration and blight. It is codified in Chapter 5.60 of the Lakewood Municipal Code (LMC). This program requires rental units more than ten years old to pass a compliance inspection every five years as a condition of receiving a business license. If deficiencies are found, the property owner must reimburse the City for tenant costs related to relocation or transitional housing. This provision prevents displacement and reduces the financial burden tenants may experience.

¹⁶ This information came from the ESRI Community Profile in February 2020, which uses 2019 data. Unless deemed essential, these top three employment sectors for subarea residents would be sensitive to the significant slowdown in economic activity due to the COVID-19 pandemic.

¹⁷ ESRI Community Profile, 2020.

¹⁸ 42% spend \$1,501 to \$2,000 on housing.

¹⁹ In 2019 the density of existing development in the LSDS is only about 11.6 units per acre, far below the maximum density of 54 units per acre allowed under the zone.

Exhibit 22. Existing Residential Structures in the LSDS

Type of Residential Structures	Sum of Units
1 1/2 Story (finished space in attic or basement is the 1/2 story)	14
1 Story	68
2 Story	4
Apartment <= 3 Stories	20
Duplex 1 1/2 Story	2
Duplex One Story	20
Duplex Two Story	10
Home for the Elderly	5
Mixed Retail w/ Res Units	15
Multiple - Residential	662
Triplex One Story	3
Triplex Two Story	3
RV Park: 1 Apartment, 11 Mobile Homes & 26 RV Spaces	38
Grand Total	864

Sources: Pierce County Assessor, BERK 2020.

Footnote: Data is based Pierce County Assessor Built-As information that the County relates to Marshall and Swift cost and depreciation tables. Thus, the unit type distinctions are more detailed and some categories may overlap traditional planning level unit type definitions (e.g. Apartment < 3 Stories and Multiple-Residential.)

Housing Concepts

Lifecycle Housing

A variety of housing types is needed to meet the needs of people throughout their lifecycle. Housing needs also can vary based on factors such as household size, income, cultural traditions, interests, and preferences. All people need to have access to housing choices that are affordable to them. A family with children may have different housing needs and desires than an elderly couple or a military service person. Even within these categories, there are differences. Some families may desire a larger home to accommodate grandparents or other extended family members; other families may desire an efficient space close to civic amenities. An older couple may prefer a home with minimal maintenance to spend time on other

pursuits;. another couple may enjoy access to and outdoor space for gardening.

A variety of housing types allows people to find homes that meet their needs and desires at a level that they can afford. It contributes to quality of life and the flexibility to change their housing as needed. Lifecycle housing not only includes the single-family housing, apartment buildings present in the LSDS area, but also “missing middle” housing such as duplexes, triplexes, rowhouses, and smaller apartment buildings.

Exhibit 22 shows that the LSDS already includes a mix of housing types. During engagement, residents acknowledged the importance of having access to ground-related outdoor space, such as a private yard or semi-private shared courtyard. Many housing types can include ground-related outdoor space associated with individual units or incorporated as common space. They also can be built efficiently and affordably. By providing missing middle housing types, the LSDS will continue to provide important options for lifecycle housing, including small units, housing diversity, outdoor space, and affordability to those with moderate incomes.

Rowhouses

The LSDS encourages the development of rowhouses for residential areas. This type of development can successfully blend into the existing neighborhood as infill and redevelopment occurs because it is ground-related, has modest building heights, and is made of wood. It is also a compact development type that achieves densities of 30-40 units per acre. Units can be platted to offer homeownership opportunities that help local residents build wealth and equity as the neighborhood transforms and offers additional amenities.



Example Rowhouse Style Development

Sources: CGAArchitects.com, 2020 (left); Dwell.com, 2020 (middle); TheTownhouseGuy.ca, 2020 (right).

Rowhouses have minimal off-street parking requirements, which makes them functional and affordable for families. Rather than losing the ground floor to parking, they get additional ground floor living space. They are particularly well-suited for families who want the convenience of a yard, but the advantages of a more compact, walkable neighborhood, and access to transit. Where lots can be consolidated, rowhouses can scale into perimeter block housing with access to an interior common space. Parking for rowhouses is provided in collective lots on the development site and can be reconfigured or redeveloped as the area becomes less auto-dependent.

Apartments and Mixed-Use Residential Development

Apartments, whether stand-alone stacked-flats or part of a mixed-use development, are allowed in the LSDS commercial zones located along Pacific Highway and Bridgeport Way. Placing high intensity residential development in commercial areas gives residents easy access to goods, services, and entertainment. The highest density residential development is identified for the Transit-Oriented Commercial zone due to its proximity to Lakewood Station.

Larger lot sizes near the station also support larger scale development options that improve the financial feasibility of mixed-use or apartment development. Mixed-use developments like provide housing, make an efficient use of land, and bring in amenities that reduce auto-dependence.

Mobile Home Park

The study area also contains the Oaknoll Trailer Park, located near the SR 512 interchange, but west of Pacific Highway/South Tacoma Way. Oaknoll rents about two dozen spaces that accommodate mobile homes and RVs. Some of these units are offered for rent and others are individually owned and lease a space only. Currently a non-conforming use



Oaknoll Trailer Park

Source: Google Earth, 2020.

in the C2 zone, state law protects the park from removal based on its non-conforming status.²⁰

The City could consider adding incentives to improve the trailer park while retaining it as a source of affordable housing. This may include incentives for landscaping and private streetscape or allowing for tiny homes on wheels to replace standard RV or obsolete manufactured homes (e.g. units built before 1976). State law allows tiny house villages in mobile home parks.²¹

Affordability

There is sufficient land capacity to replace existing housing units as well as absorb additional units as redevelopment occurs in the LSDS. Supplementary policies and programs to support existing residents as the area transitions could reduce involuntary displacement. Other communities have used notice of intent to sell ordinances, right of first refusal incentives²², and housing navigator programs²³ to support neighborhoods in transition. A citywide just cause eviction protection ordinance would target reductions in arbitrary evictions.²⁴ A policy review of these types of measures, in consideration of existing policies and programs, is a recommended strategy for the LSDS.

The City's Housing Incentives Program encourages the development of housing for people regardless of economic means.²⁵ Inclusionary density bonuses, development standard flexibility and fee reductions for affordable housing are described in LMC Chapter 18A.90. Incentives are available to support the development of rental housing in all zones that

²⁰ State law indicates that cities and counties may not order the removal or phased elimination of an existing manufactured housing community because of it being a nonconforming use. Cities also cannot prohibit the entry or require the removal of a manufactured/mobile home, park model, or recreational vehicle authorized in a manufactured housing community because the community is a nonconforming use. (See RCW 35.63.160-161, RCW 35A.63.145-146, and RCW 36.70.493.)

²¹ State Law (SB 5383) also expanded the subdivision statute (RCW 58.17.040(5)) to allow the creation of tiny house villages and stops cities from prohibiting tiny houses in manufactured/mobile home parks.

²² Notice of intent to sell or right of first refusal programs provide opportunities for existing tenants to reserve units when the property they live in is redeveloped.

²³ Housing navigator programs provide customized assistance to households in redevelopment areas.

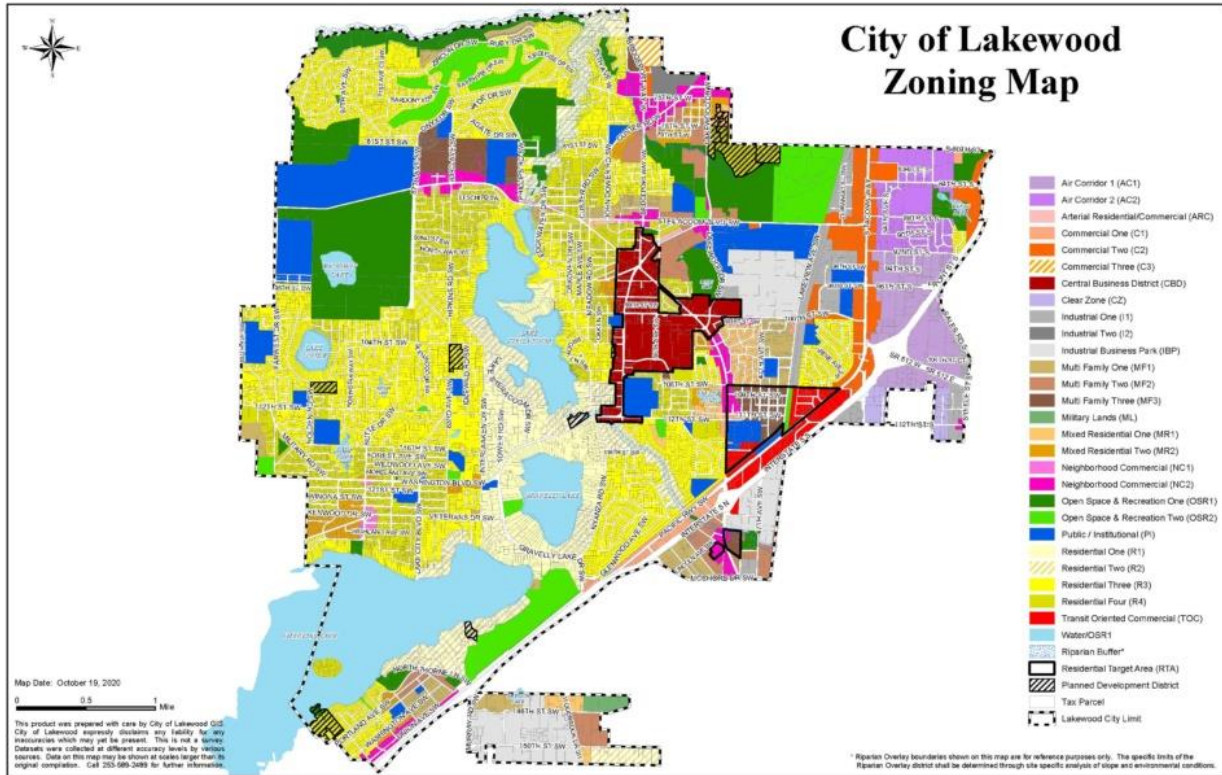
²⁴ Adoption would require consideration of citywide applicability and impacts.

²⁵ Lakewood Municipal Code 18A.090

allow it.²⁶ Those who create units affordable to households with very low incomes receive a bonus market rate unit or one and a half bonus market rates units for each unit affordable to households with extremely low incomes. Density bonuses are capped as a percentage of the base zoning district. This includes a 20% base density increase in MF3, a 15% increase in NC2, and a 25% increase in the TOC zone. Modifications in zone development standards such as coverage, parking, and height are allowed for projects participating in the housing incentives program. There is also a reduction in permitting fees.

Lakewood also has a multifamily property tax exemption, which exempts some types of new housing from paying ad valorem property taxes. Currently, most of the LSDS is within one of the residential target areas where the exemption may be applied. The current boundary is outlined in black as a Residential Target Area in Exhibit 23. This offers an incentive to support the types of housing envisioned for the subarea.

²⁶ With the exception of the construction of one single-family dwelling on one lot. 18A.090.030.

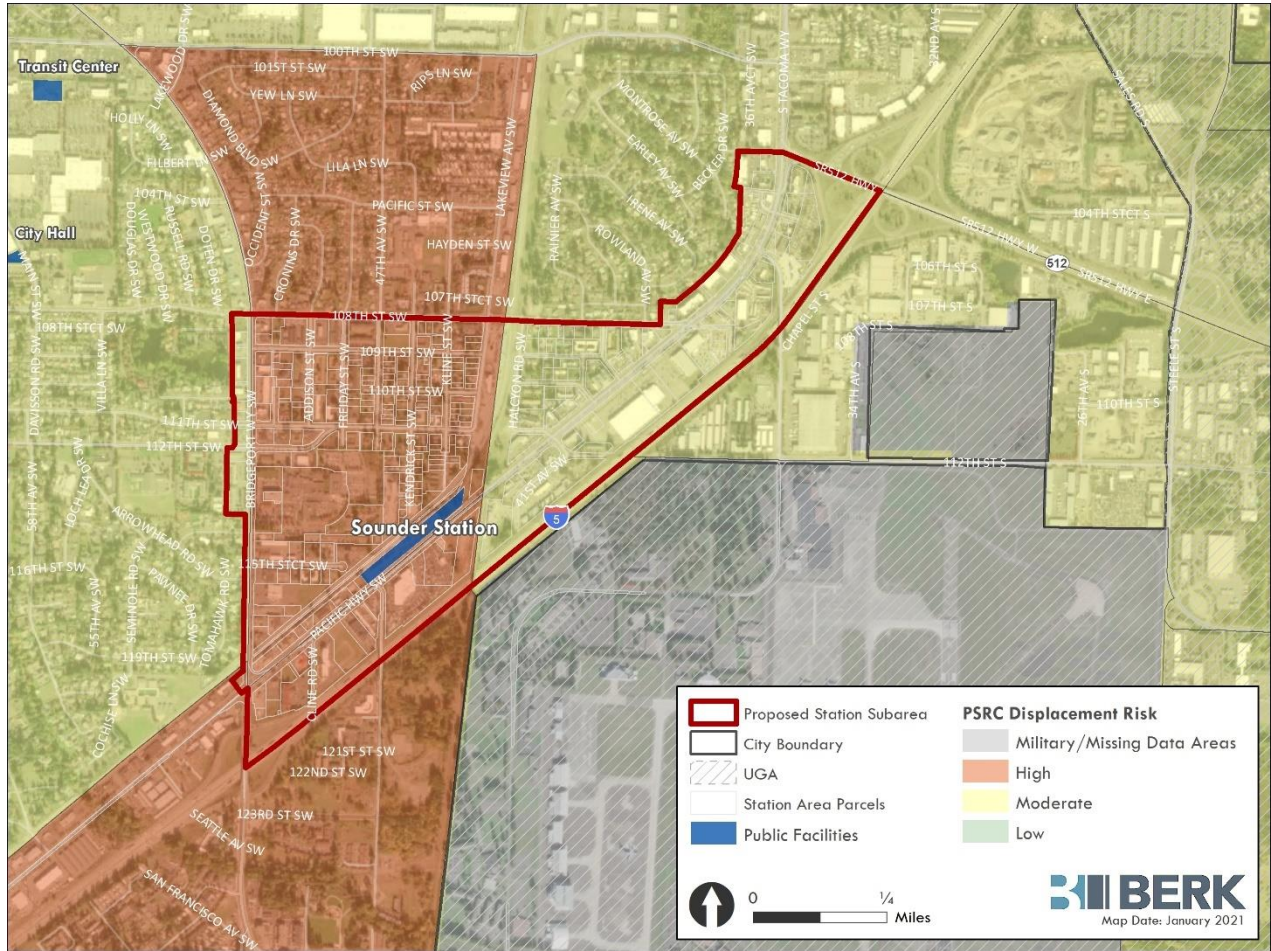
Exhibit 23. Residential Target Areas

Source: City of Lakewood, 2020.

Preventing Displacement

Current residents in the LSDS may be vulnerable to displacement with redevelopment in this area due to high rates of cost burden, low household incomes, and other factors. Exhibit 24 shows high and moderate risks of displacement in the subarea based on an analysis done by the Puget Sound Regional Council in 2017. Existing low density housing is anticipated to be replaced through small or moderate-scale redevelopment projects over the next 20 years that will increase the number of available units in the area. The focus of this plan is support additional options for low and moderate income housing, as well as a variety of housing types, is one way to prevent economic displacement.

Exhibit 24. Estimated Displacement Risk



Source: Puget Sound Regional Council, 2017; BERK, 2021.

The City of Lakewood leads or participates in plans and programs to support, create, and maintain affordable housing options for its residents. In addition, the policies and strategies in the Housing section of this plan aim to incentivize new affordable housing creation, support increased rates of homeownership, and assist residents at risk of displacement.

The following **programs support the creation of new affordable housing** in the City and study area:

- Housing Incentive Program (LMC 18.90) provides inclusionary density bonuses, development standard flexibility, and fee reductions for affordable housing development.
- Multi-family Property Tax Exemption (MFTE) gives a tax break for affordable housing development in most of the Lakewood Station District.

- Community Development Block Group (CDBG)/HOME funds from the federal government are used to support affordable housing development.
- Affordable Housing Initiative (2060) and Homeless Housing Act (2163) Programs that are joint with Pierce County and distribute funds to support affordable housing and homelessness.
- SHB 1406 Program applies a portion of the sales and use tax to use for supportive and affordable housing.

The following **programs support residents** in obtaining and maintaining high quality housing they can afford:

- Down payment assistance program by City of Lakewood and Pierce County.
- Pierce County property tax exemption for seniors and disabled.
- On-going partnership with Habitat for Humanity.
- Rental Housing Safety Program: ensures all housing units meet a consistent, minimum level of safety for tenants.

Policies and Strategies

Policies

- Encourage a variety of housing types to ensure choice for current and future residents, workers, military families, and to strengthen commercial areas.
- Support housing affordable to current LSDS residents though preservation where possible, as well as redevelopment activities.
- Incentivize the development of market rate and affordable housing options for households with incomes at 60-120% of the area median income to preserve affordability in the LSDS and avoid displacement of existing residents.
- Encourage homeownership options that allow local residents to invest in the community to gain equity and wealth.
- Attract a mix of large and small builders that can provide new housing options at a variety of scales and levels of

affordability.

Strategies

- Allow the highest density housing in mixed-use areas and in the Transit-Oriented Commercial zone where the availability of amenities within walking distance will encourage non-motorized transportation alternatives.
- Encourage and support missing middle housing types such as duplexes, triplexes, and small-scale multifamily as infill development in the residential area to improve housing choice and preserve affordability.
- Support the development of ground-related rowhouses as an affordable home ownership option for LSDS residents.
- Support the development of housing that meets the needs of military households.
- Partner with affordable housing organizations to support the expansion of subsidized housing in the LSDS by building new projects or by purchasing and rehabilitating existing housing.
- Work with the Washington Homeownership Center to find opportunities for investment in the LSDS.
- Periodically review the existing and new affordable housing incentive programs in the LSDS, including the potential modification of the applicability area for the multi-family property tax exemption (MFTE) program.
- Consider programs to support residents in the LSDS as the area redevelops and reduce involuntary displacement such as a housing navigator program.
- Develop community benefit agreements with large investors in the LSDS.
- Provide information and support to help investors navigate affordable housing financing programs.
- Identify partners to support funding and a program that will rehabilitate existing homes such as a home repair program.



Economic Development, Business, & Employment

The LSDS is an area ripe for new investment due to its location near I-5 and the availability of local and regional transit options. Proximity to Joint Base Lewis-McChord (JBLM) provides a unique and regional market opportunity. A 2018 JBLM Regional Economic Impact Analysis shows that the base has a \$9.2 billion impact on the regional economy.²⁷ The LSDS also has the opportunity to become a health care hub with proximity to Madigan Hospital on JBLM as well as to St. Clare Hospital and Western State Hospital. Business development in the subarea could attract a greater portion of regional investment to Lakewood.

Context

The LSDS supports over 170 businesses and nearly 2,300 employees.²⁸ These numbers grow to over 640 businesses and 6,550 employees within the half mile extended study area.

²⁷ South Sound Military Partnership and University of Washington Tacoma, 2018.

²⁸ Data in this paragraph comes from ESRI Business Summary, 2019.

Retail and services are the primary businesses sectors. Services, including lodging, health care, automotive, legal, and other service industries comprise nearly half of the businesses in the subarea (46%) and employ 65% of the workers. Retail businesses, including restaurants and the sales of merchandise, gas stations, food, and other goods, comprise 29% of the businesses in the subarea and employ 22% of the workers.

Local businesses and small businesses serve the LSDS by providing opportunities for shopping, employment, and entrepreneurship. Stakeholders and public participants acknowledged the importance of small and local businesses in the LSDS visioning survey. Some provide service in Korean or Spanish to support the local community and create spaces of belonging. As the area transitions and grows, measures that prevent residential displacement and support small business will help avoid business displacement by maintaining local customer base and providing resources for continued business development.

Jobs in this area provide moderate incomes: about 44% provide an annual income above \$40,000 a year, approximately half of the median household income for Pierce County. Almost one-fifth (18%) of the workers in the subarea earned under \$15,000 a year.

The LSDS is part of the federally designated Lakeview/Kendrick Street Opportunity Zone. The opportunity zone includes two census tracts. These tracks overlap with portions of the LSDS including the Bridgeport Way interchange with I-5, St. Clare Hospital, the Sounder Station, and a portion of the residential area. Opportunity zones were created by the 2017 Tax Cuts and Jobs Act with the intention of supporting economic development and employment in distressed communities.²⁹ The program allows investors to defer capital gains tax for up to nine years by investing their gains in a Qualified Opportunity Zone. The federal program is funded through 2026 and supports redevelopment in the LSDS.



Local businesses serve residents and provide entrepreneurship opportunities

Source: El Mercado Latino

²⁹ Department of Commerce, 2020.

<https://www.commerce.wa.gov/growing-the-economy/opportunity-zones/>

Policies and Strategies

Policies

- Support medical office and commercial office opportunities.
- Encourage mixed-use development to expand opportunities for business and employment in the LSDS.
- Support small business development to build on the diverse offering of goods and services to residents and workers in the LSDS.

Strategies

- Promote St. Clare Hospital and satellite medical office and supportive commercial uses. Connect the residential neighborhood to the hospital with improved pedestrian and linear park opportunities.
- Partner with developers to identify projects eligible for participation in the Lakeview/Kendrick Street Opportunity Zone.
- Provide resources for entrepreneurs and small businesses, such as grant/loan programs, to support and recruit small, local businesses in the LSDS.
- Encourage micro-retail, or businesses that cater to specific demographic segments of the community, with business development resources and support available in other languages and flexibility in the design of cultural spaces.
- Invest in infrastructure and civic amenities consistent with this plan to attract business owners and investors.



Transportation

Context

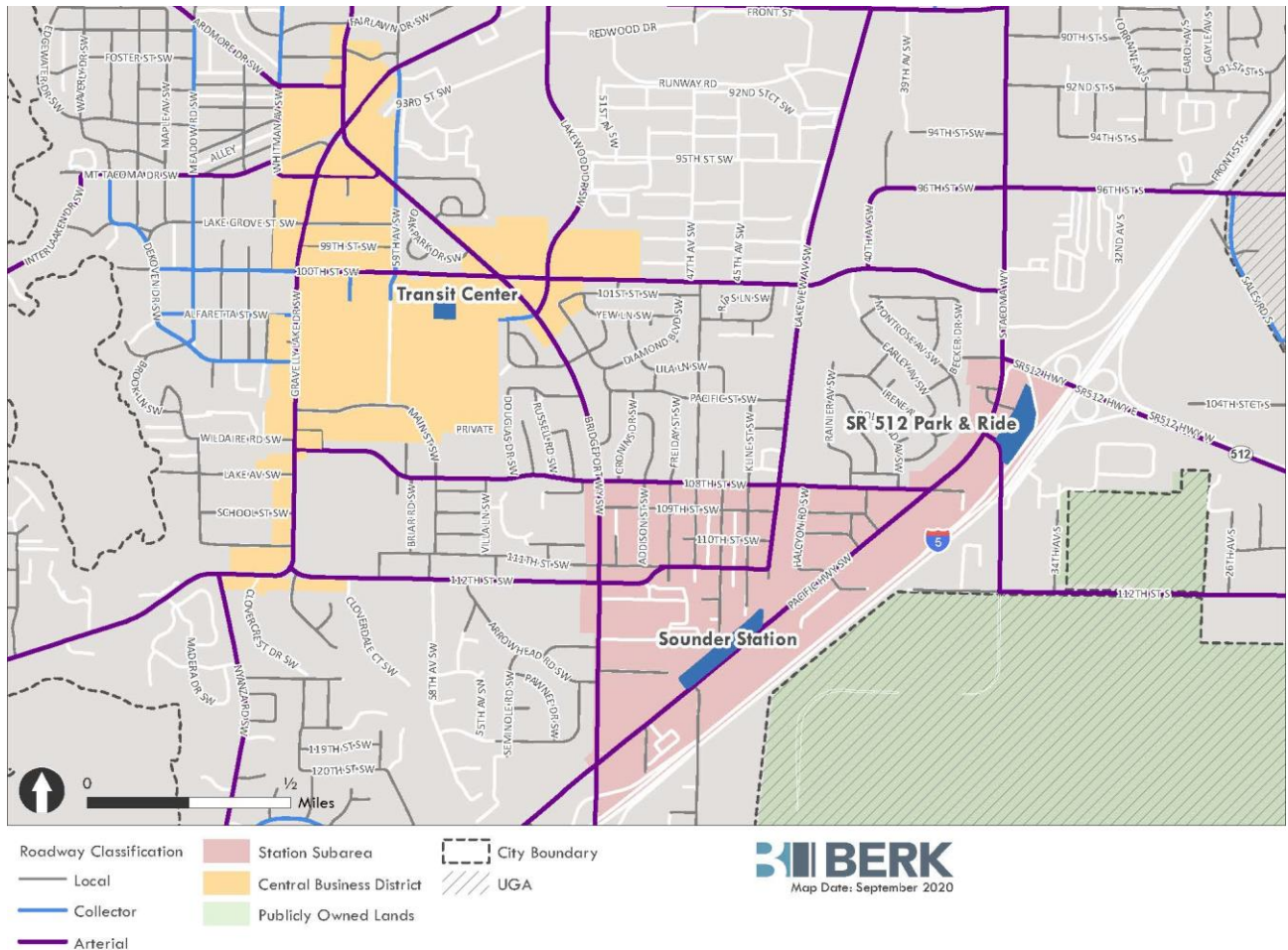
The LSDS is a predominantly auto-oriented environment framed by access to I-5 to the north at the SR 512 interchange and at the Bridgeport Way interchange to the south. It is also served by major arterials such as Pacific Highway SW, Bridgeport Way, and 108th Avenue SW and a network of local access streets (see Exhibit 25).

There are two key regional transit facilities: Lakewood Station and SR 512 Park & Ride. Both Lakewood Station and SR 512 Park & Ride provide vehicle parking for transit users. The Downtown Transit Center is only about a mile away from the study area along Bridgeport Way. Enhanced streetscapes could provide better bike and pedestrian accessibility to transit resources within and nearby the LSDS.

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

Marked bicycle lanes are located in the LSDS on Pacific Highway and 108th Street SW. While sidewalks are generally located on all major streets in the project area, the residential area lacks sidewalks on most roadways. In addition to adding sidewalks and bike lanes, there is an opportunity to enhance existing street facilities. Adding landscaping that buffers non-motorized travelers from automobile traffic flows could improve safety and comfort.

Exhibit 25. Transportation Features in the LSDS and Vicinity



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

Level of Service

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

The City uses PM peak hour average delay to evaluate traffic operations level of service (LOS) at its intersections. The transportation element designates LOS guidelines for the city’s

arterial streets and intersections. Within the study area, the City sets a LOS standard of LOS D³⁰ during the weekday PM peak hour at all arterial street intersections. However, according to Policy T-20.5, the City may allow minor street stop-controlled intersections to operate below that LOS standard if those instances are thoroughly analyzed from an operational and safety perspective.

Redevelopment in the LSDS is expected to increase roadway volumes that will impact the movement of automobiles, freight, and transit. The areas where LOS may be affected, without mitigation interventions (mitigations are discussed on the following pages), include the following intersections:

- Pacific Highway / Sharondale Street SW – Increase in delay, LOS F to LOS F
- Pacific Highway / Bridgeport Way – from LOS D to LOS E
- Bridgeport Way / SB I-5 Ramp – from LOS D to LOS E

Improvements

Planned Improvements

The Six-Year Comprehensive Transportation Improvement Program (TIP) for 2021-2026 was approved by the Lakewood City Council in June 2020. This document outlines short and long term road projects, including the addition of new sidewalks, curb, gutter, stormwater improvements and road overlays, throughout the city. The following projects within the LSDS are identified in the TIP as long term improvements:

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



111th and 112th Street Corridors

Source: City of Lakewood.

³⁰ LOS D is defined in the Lakewood Comprehensive Plan as a level of traffic that is approaching unstable flow. Travel speed and freedom to maneuver are somewhat restricted, with average delays of 25 to 40 seconds per vehicle at signalized intersections. Small increases in traffic flow can cause operational difficulties at this level.

Street SW – sidewalks, street lighting, bicycle facilities.

- 112th/111th – Bridgeport to Kendrick – sidewalks, bicycle facilities, street lighting.
- 108th – Bridgeport Way to Pacific Highway – roadway patching and overlay.

Sound Transit and Pierce Transit have also identified improvements for the LSDS in their plans. The Sound Transit System Access Fund awarded funds in 2019 to support non-motorized access to Lakewood Station. These include a variety of improvements to support pedestrian and bicycle access on 11th Street SW and 112th Street SW. Pierce Transit's *Destination 2040* plan identifies two new Bus Rapid Transit (BRT) routes that will bring additional transit service to the subarea. A new line in 2026 would connect to Downtown Tacoma. In 2030 a BRT line would replace an existing transit line connecting Lakewood to Puyallup's South Hill.

General Mitigation Measures

Managing demand for auto travel is an important part of mitigating the traffic congestion impacts.

Transportation demand management (TDM) strategies could include subsidies or discounts for non-auto travel, education and assistance to help travelers identify non-auto commute options, rideshare and ridematch promotion, and local incentive and reward programs.



Transit near employment helps reduce auto demand

Source: City of Lakewood.

Washington state Commute Trip

Reduction (CTR) law focuses on employers with 100 or more employees whose shifts begin during the typical AM commute. This law requires employers to develop commute trip reduction plans and work toward meeting their mode share targets through internal programs and monitoring.

The City of Lakewood included policies aimed at managing auto travel demand in its Comprehensive Plan. The policies call for the City to encourage and assist employers who are not affected by the CTR law to offer TDM programs on a voluntary basis, encourage large employers to offer flexible or compressed work schedules to reduce localized congestion, and

implement a public awareness and educational program to promote transportation demand management (TDM) strategies. With a robust TDM program in place, it is expected that actual trip generation in the Study Area could be lowered beyond the levels analyzed as part of the Subarea Plan.

Specific Mitigation Measures

The City could make signal timing improvements to increase the efficiency of impacted intersections and roadways in the subarea. Exhibit 26 describes potential improvements to the impacted study intersections. Improvements generally involve changes that will not require right-of-way acquisition or widening, rather only changes to signal timing. The exception is intersection of Pacific Highway and Sharondale Street, which is currently all-way stop controlled, where a signal could improve operations if the volumes meet a signal warrant. With the proposed mitigation measures all intersections are expected to operate at LOS D or better.

Exhibit 26. Proposed Mitigation Measures

INTERSECTION	IMPROVEMENT
Pacific Highway / Sharondale Street	Install signal using existing channelization and signal length consistent with adjacent intersections
Pacific Highway / Bridgeport Way	Signal timing revisions, including optimizing cycle lengths and coordination offsets on Bridgeport Way from 108th to the NB I-5 Ramp. Change signal phasing for the northbound right turn to include an overlap with the eastbound left turn phase.
Bridgeport Way / SB I-5 Ramp	Signal timing revisions, including optimizing cycle lengths and coordination offsets on Bridgeport Way from 108th to the NB I-5 Ramp.

Source: Fehr & Peers, 2020.

With implementation of the potential signal timing mitigation measures outlined in the previous section and future improvements at the Bridgeport Way/I-5 ramps, the magnitude of the impacts could be mitigated such that auto, freight, and transit are not significantly impacted.

Street Standards

As noted in Land Use & Urban Design, new street standards are an important tool in the transformation of the LSDS according to its vision. New development brings the opportunity to modify frontages to improve safety and comfort for pedestrians and bicyclists. It also provides opportunities to increase green space and open space. By adopting new street standards, the LSDS will improve travel conditions across all modes.

The City of Lakewood hopes to offset the costs of complying with street standards. It will identify programs and funding sources aimed at sharing or minimizing the cost of street improvements in the LSDS.

Policies and Strategies

Policies

- Provide multi-modal transportation options to improve the flow of people and goods in the LSDS and to reduce auto-dependence.
- Support pedestrians in the LSDS with sidewalk and infrastructure improvements that enhance safety and provide a more comfortable travel experience.
- Enhance non-motorized connections to Lakewood Station and Pierce Transit facilities to encourage the use of regional and local transit.
- Connect the LSDS to Downtown with enhanced pedestrian and bicycle facilities.
- Publicly invest in the development and construction of streetscapes to support redevelopment in the LSDS.

Strategies

- Apply a hybrid form-based code to support improved streetscapes that accommodate pedestrian travel.
- Add signalization improvements at Pacific Highway and Sharondale Street to prevent traffic delays and at Bridgeport Way and the I-5 northbound/southbound off ramps to prevent queuing that extends onto the freeway.
- Work with Sound Transit and Pierce Transit on the timing and location of non-motorized improvements to avoid gaps and overlaps in the system.
- Require street frontage improvements that enhance walkability and support economically viable and quality residential development.
- Identify funds, funding mechanisms, grants, and programs that allow the City of Lakewood to develop and build streetscapes in the LSDS.



Utilities & Public Services

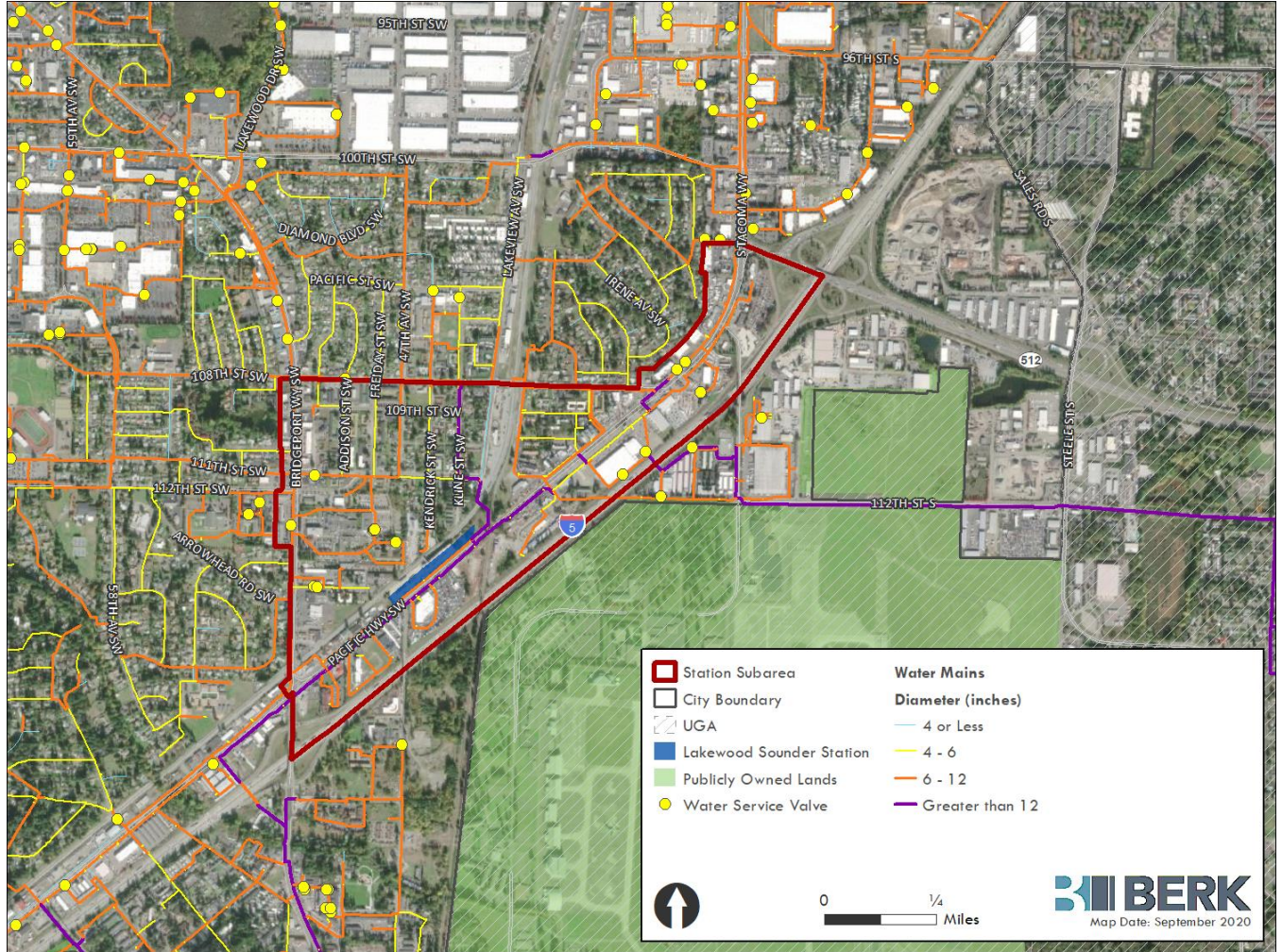
A variety of providers serve the LSDS with utility infrastructure and public services. Infrastructure updates and capacity changes related to the subarea plan will need to be coordinated with these providers. This should be done through participation in the updates of long-range system plans as well as shorter term capital facility improvement plans and project specific planning and permitting.

Context

Water

Water is provided by the Lakewood Water District and the subarea is fully served. As shown in Exhibit 27, the largest water mains primarily run along Pacific Highway, but a main larger than 12 inches runs roughly under Kline Street SW into the residential area. There is also a main larger than 12 inches that runs into the subarea from the southeast side of I-5. Mains 6 to 12 inches in size are well distributed throughout the subarea, running under several streets, including Bridgeport Way. These midsized mains serve St. Clare Hospital and the existing commercial development in the subarea.

Exhibit 27. Water Utility Infrastructure in LDS and Surrounding Area



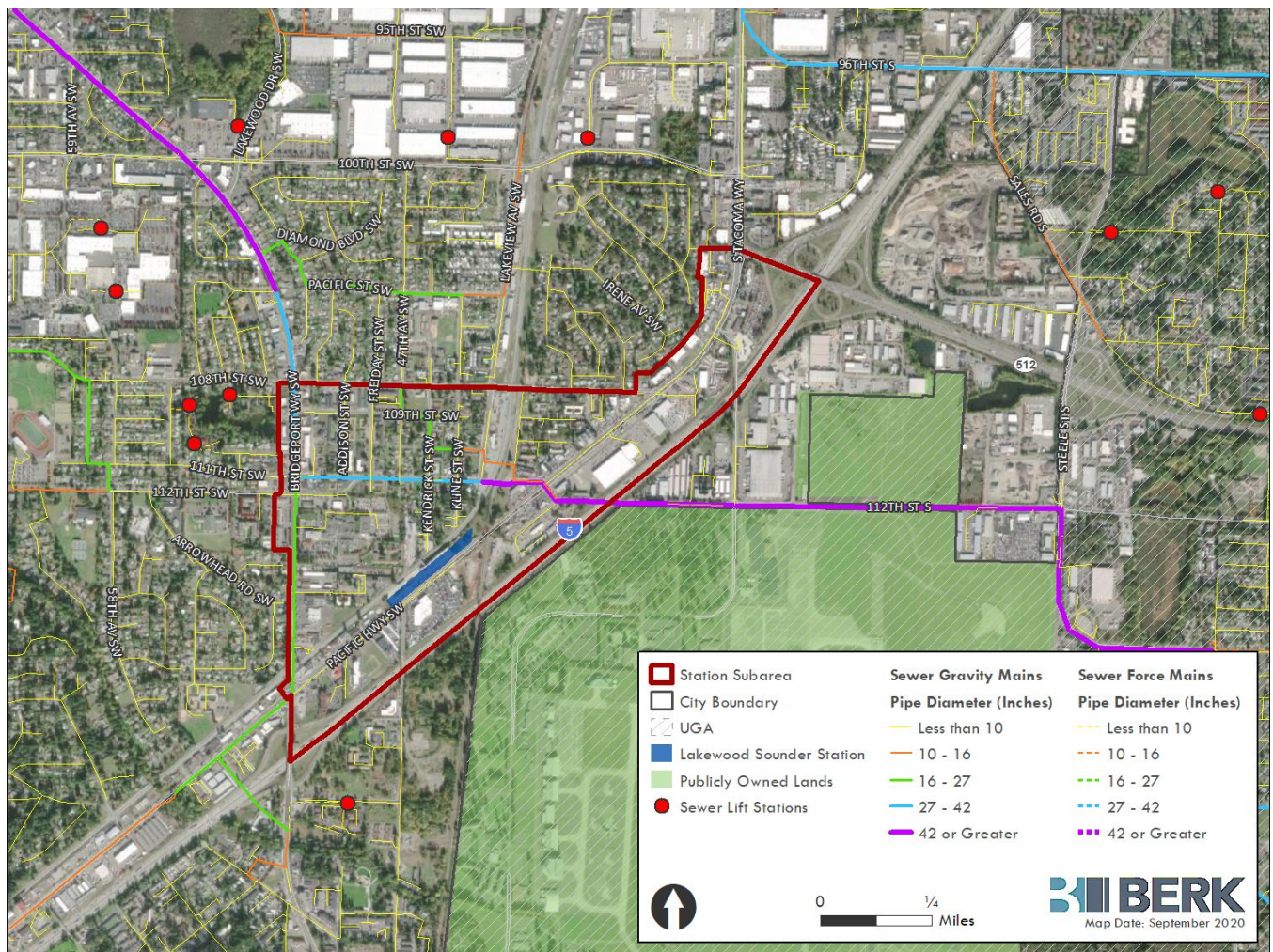
Sources: BERK, 2020; Pierce County Assessor, 2020.

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

Wastewater

Wastewater service in Lakewood is provided by Pierce County Planning and Public Works. Most of the sewer pipes shown in Exhibit 28 were installed in the 1980s (some later) and are primarily 8-inch diameter PVC pipes, which have a 100-year lifetime. Larger interceptors are typically made of concrete, which has a service life of 50 to 100 years. Generally, the sewer infrastructure is considered in good condition with plenty of remaining service life and no current need for large scale line replacements or upgrades.

Exhibit 28. Wastewater Infrastructure in the LSDS and Surrounding Area



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

The most recent system plan is the 2010 Unified Sewer Plan, adopted in 2012. Pierce County was scheduled to begin an update in late 2020. The Plan accounted for zoning densities up to 54 units per acre, which should be adequate for most development within the LSDS. Master planned development at

The 2025 update of the Pierce County Unified Sewer Plan provides an opportunity to plan for future development at in the subarea.

Pierce County coordinates quarterly with the City of Lakewood to discuss upcoming and future projects. A Sewer Improvement Plan (SIP) was adopted in September 2019, addressing capital facility planning from 2020-2040 and identifying funding for the next six years of capital facility improvements. Reviewing the SIP in light of the LSDS development is recommended.

Energy

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

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

Emergency Response

Emergency response services in Lakewood are provided by West Pierce Fire and Rescue and the Lakewood Police Department.

The Lakewood Police Department is one of the largest departments in the state. It operates six patrol districts as well as specialized units in criminal investigation, K9, traffic, and marine response. The subarea is part of the Pacific Patrol District, which is authorized for up to 28 sworn personnel.³¹ All patrol districts, including the Pacific District, are operated out of the police station in the civic campus in Downtown, less than a mile from the subarea.

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

West Pierce Fire and Rescue provides fire and emergency medical response to Lakewood, University Place, and Steilacoom. Station 20 is located within the subarea along Pacific Highway. Services offered by West Pierce Fire and Rescue include emergency medical response, fire suppression, fire prevention, and community education. They also sponsor Community Emergency Response Team (CERT) trainings that prepare residents to be the first line of response in their neighborhoods following a disaster prior to the arrival of emergency responders.



Emergency response is readily available

Source: West Pierce Fire and Rescue.

³¹ *Lakewood Police Department 2018 Annual Report*, updated in 2019.

Policies and Strategies

Policies

- Ensure there is adequate utilities infrastructure to support redevelopment of the LSDS according to the vision.
- Consider future agreements to support infrastructure development in the LSDS such as development agreements, latecomers agreements, fee assessments, improvement districts, and other tools.

Strategies

- Coordinate with public service and utility providers during the update and development of long-range plans and system improvement plans to ensure there is adequate support for anticipated growth and development of the LSDS subarea.
- Work with public service and utility providers to ensure that capital improvement plans include the projects necessary to support development in the LSDS subarea.



Implementation Plan

The following table identifies responsibilities for implementing the vision for the LSDS. It outlines the direction, responsible entity, and timeline for plan actions. The timelines include ongoing, short term (up to three years), midterm (three to five years), or long term (more than five years).

	Direction	Timeline	Department
Land Use & Design	Pursue opportunities for enhancing landscaping or adding linear parks within the public right-of-way to integrate green spaces and open spaces into the LSDS.	Long term	Community Development and Parks and Recreation
	Work through the <i>Legacy Plan 2020</i> to identify opportunities for public parks facilities within a 10-minute walk of subarea residents.	Midterm	Parks and Recreation
	Identify standards and guidelines that support transitional parking arrangements so space used for parking can be transitioned to other uses as the area becomes less auto-dependent.	Short term	Community Development
	Monitor the impact of the Lakewood Station District Overlay and amend the Plan as needed to improve outcomes.	Ongoing	Community Development
	Allow the highest density housing in mixed-use areas and in the Transit-Oriented Commercial zone where the availability of amenities within walking distance will encourage non-motorized transportation alternatives.	Ongoing	Community Development
Housing	Encourage and support missing middle housing types such as duplexes, triplexes, and small-scale multifamily	Ongoing	Community Development

	Direction	Timeline	Department
	as infill development in the residential area to improve housing choice and preserve affordability.		
	Support the development of ground-related rowhouses as an affordable home ownership option for LSDS residents.	Ongoing	Community Development
	Support the development of housing that meets the needs of military households.	Ongoing	Community Development
	Partner with affordable housing organizations to support the expansion of subsidized housing in the LSDS by building new projects or by purchasing and rehabilitating existing housing.	Ongoing	Community Development
	Work with the Washington Homeownership Center to find opportunities for investment in the LSDS.	Ongoing	Community Development
	Periodically review the existing and new affordable housing incentive programs in the LSDS, including the potential modification of the applicability area for the multi-family property tax exemption (MFTE) program.	Ongoing	Community Development
	Consider programs to support residents in the LSDS as the area redevelops and reduce involuntary displacement such as a housing navigator program.	Short term	Community Development
	Develop community benefit agreements with large investors in the LSDS.	Ongoing	Community Development
	Provide information and support to help investors navigate affordable housing financing programs.	Short term	Community Development and Economic Development
	Identify partners to support funding and a program that will rehabilitate existing homes such as a home repair program.	Short term	Community Development
Housing, continued	Promote St. Clare Hospital and satellite medical office and supportive commercial uses. Connect the residential neighborhood to the hospital with improved pedestrian and linear park opportunities.	Short term	Community Development and Economic Development

	Direction	Timeline	Department
Economic Development, Business, & Employment	Partner with developers to identify projects eligible for participation in the Lakeview/Kendrick Street Opportunity Zone.	Midterm	Community Development and Economic Development
	Provide resources for entrepreneurs and small businesses, such as grant/loan programs, to support and recruit small, local businesses in the LSDS.	Ongoing	Economic Development
	Encourage micro-retail, or businesses that cater to specific demographic segments of the community, with business development resources and support available in other languages and flexibility in the design of cultural spaces	Ongoing	Economic Development
	Invest in infrastructure and civic amenities consistent with this Plan to attract business owners and investors.	Long term	Public Works
	Apply a hybrid form-based code to support improved streetscapes that accommodate pedestrian travel.	Ongoing	Community Development
Transportation	Add signalization improvements at Pacific Highway and Sharondale Street to prevent traffic delays, and at Bridgeport Way and the I-5 northbound/southbound off ramps to prevent queuing that extends onto the freeway.	Long term	Public Works
	Work with Sound Transit and Pierce Transit on the timing and location of non-motorized improvements to avoid gaps and overlaps in the system.	Ongoing	Public Works
	Require street frontage improvements that enhance walkability and support economically viable and quality residential development.	Ongoing	Community Development and Public Works
	Publicly invest in the development and construction of streetscapes to support redevelopment in the LSDS.	Ongoing	Community Development and Public Works
	Coordinate with public service and utility providers during the update and development of long-range plans and system improvement plans to ensure there is adequate support for anticipated growth and development of the LSDS subarea.	Midterm	Public Works
Utilities	Work with public service and utility providers to ensure that capital improvement plans include the	Midterm	Public Works

Direction	Timeline	Department
projects necessary to support development in the LSDS subarea.		