

RESOLUTION NO. 2023-01

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF LAKEWOOD, WA, ESTABLISHING THE WORK PLAN AND PUBLIC ENGAGEMENT PLAN FOR THE 2024 PERIODIC REVIEW OF THE CITY COMPREHENSIVE PLAN, DEVELOPMENT REGULATIONS, AND CRITICAL AREA ORDINANCE

WHEREAS, the City of Lakewood, a code city under RCW authorization, adopted its most recent 20-Year Comprehensive Growth Management Plan through Ordinance 772 on August 1, 2022 to meet the goals and requirements of Chapter 36.70A RCW, the Growth Management Act (GMA); and

WHEREAS, RCW 36.70A.130 requires the City of Lakewood to conduct a periodic update of its Comprehensive Plan and development regulations to be completed no later than December 31, 2024 per (RCW 36.70A.130(1)); and

WHEREAS, the City of Lakewood must be up-to-date with the requirements of the GMA, including the 2024 periodic update requirements, to be eligible for grants and loans from certain state infrastructure programs; and

WHEREAS, the GMA calls for “early and continuous public participation in the development and amendment of comprehensive land use plans and development regulations implementing such plans” (RCW 36.70A.140); and

WHEREAS, Chapter 36.70A.140 RCW requires the City of Lakewood to “establish and broadly disseminate a public participation program identifying procedures providing for early and continuous public participation in the development and amendment of comprehensive land use plans and development regulations implementing such plans; and

WHEREAS, the 24CPPR review will include but not be limited to the following: necessary updates to the City of Lakewood Comprehensive Plan goals, policies, and objectives to comply with the GMA, Vision 2050, and the Countywide Planning Policies,

and the most recent population allocated to Lakewood from the most recent ten-year population forecast by the Office of Financial Management; a consolidated capital facilities plan for investing in transportation systems, utilities, public facilities, and services to serve the 20-year growth in Lakewood; updated regulations for critical areas based on an assessment of best available science; updated development regulations consistent with the updated Comprehensive Plan; and an updated Tillicum Neighborhood Plan; and

WHEREAS, the Washington State Environmental Policy Act ("SEPA") in Chapter 43.21C RCW requires identification and evaluation of probable significant adverse environmental impacts, alternatives, and mitigation measures during decision-making by local agencies, and

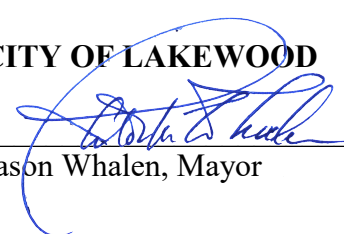
WHEREAS, the SEPA review for the 2024 update will include the development and issuance of either a SEPA Determination of Significance (DS) and an environmental impact statement ("EIS") or a Determination of Non-Significance (DNS);

NOW, THEREFORE BE IT RESOLVED by the Lakewood City Council:

The 24CPPR Work Plan, including the Public Participation Plan, as included in EXHIBIT A is hereby approved for its stated purpose.


PASSED by the City Council this 17th day of January, 2023.

CITY OF LAKEWOOD



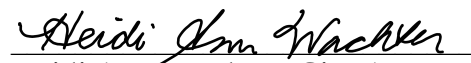
Jason Whalen, Mayor

Attest:



Briana Schumacher, City Clerk

Approved as to Form:



Heidi Ann Wachter, City Attorney

EXHIBIT A

City of Lakewood 2024 Comprehensive Plan Periodic Review Work Plan

To conduct the 24CPPR, the City received a Department of Commerce Periodic update grant and applied successfully for a Commerce Middle Housing grant and Climate Change Implementation grant. Lakewood engaged BERK Consulting to assist the City.

Overall Comprehensive Plan Periodic Review

Under direction from City staff, BERK will:

- Review of the current plan in reference to the Washington Department of Commerce Checklist and VISION 2050 checklist and prepare recommended areas of focus to guide the periodic update.
- A reader-friendly Word template for the Comprehensive Plan Elements to help share and streamline the plan.

Based on recent updates to VISION 2050 and Pierce County Countywide Planning Policies, allocated growth targets, and results of other prior tasks, BERK will prepare updated elements including inventory text and develop preliminary draft policy amendments:

- Plan Foundation: Vision & Framework, Consistency, Public Participation
- Land Use, Essential Public Facilities
- Economic Development
- Tribal Coordination
- Implementation

The City will prepare maps for the Land Use Element as well as targeted maps for other elements not otherwise created by BERK.

The Transportation Element and Appendix will be audited by The Transpo Group as a subconsultant to BERK. Depending on the findings, The Transpo Group could be engaged to develop an evaluation with the model last updated for the Downtown Plan and Station Area Plan, considering Land Use Element adjustments.

Other elements are anticipated to be prepared by City staff or other consultants and peer reviewed by BERK, including:

- Capital Facilities (BERK peer review)
- Utilities (BERK peer review)
- Element Coordination: Parks, Shorelines (City integrate other recent plans into template with BERK review)

Housing Element

BERK will also coordinate with City staff to produce an updated Housing Element that will be grounded in the statutory and policy requirements for the 2024 Periodic Review. BERK

will review the housing goals, objectives, and policies in the current Housing Element to answer the following questions:

- Are there portions of the Comprehensive Plan inconsistent with GMA, Pierce County Countywide Planning Policies, or other applicable state, regional, or local laws?
- What additional topics need to be addressed to comply with HB 1220 changes to the GMA?
- Which portions of the Housing Element need to be updated to reflect current conditions?
- Are any goals and policies too general, too specific, unclear, or inconsistent with current needs?
- Are there any updates that would make the Housing Element more effective or implementable?

BERK will summarize audit results in a report that identifies recommended revisions, consultant and staff responsibilities, and a timeline for completion.

BERK will collect and analyze data to prepare an updated housing needs assessment consistent with the updated requirements for RCW 36.70A.070 (2). This will include the following topics:

Topic	Source
Population projection	Pierce County Countywide Planning Policies
Projected housing needs by income level	Countywide projections and guidance for disaggregation will be available from WA Dept of Commerce (Commerce), expected January 2023. BERK would provide support to Lakewood as needed during any city-county process to disaggregate projected needs by city.
Existing and projected housing needs for emergency housing, shelters, and permanent supportive housing	Commerce will release data for counties by January 2023. BERK would provide support to Lakewood as needed during any city-county process to disaggregate projected needs by city.
Land capacity	BERK analysis of Pierce County Buildable Lands Report (2021) to address new requirement to determine capacity for projected needs by income level as well as emergency and permanent supportive housing and moderate density housing. Relevant guidance from Commerce forthcoming (Jan 2023).

BERK will prepare a **Racial Equity Report** by conducting the following activities:

- Identify local policies and regulations that result in racially disparate impacts, displacement, and exclusion in housing, including: zoning that may have a discriminatory effect; disinvestment; and infrastructure availability.
- Identify areas that may be at higher risk of displacement from market forces that occur with changes to zoning development regulations.
- Evaluate displacement risk of very low, low, and moderate income households.
- Evaluate displacement risk of individuals from racial, ethnic, and religious communities which have been subject to discriminatory housing policies in the past.
- Evaluate displacement risk of locally owned businesses.
- Develop policies and regulations to address and begin to undo the impacts of local policies and regulations that result in racially disparate impacts, displacement, and exclusion in housing.
- Develop anti-displacement strategies, including strategies to minimize displacement of low-income residents resulting from redevelopment.
- Develop anti-displacement policy documents that include a schedule and timeline of programs and actions to implement the anti-displacement strategies.

BERK will prepare a **Missing Middle Housing Report** on changes needed to support middle housing, including recommended changes to policies, regulations, fee structures, incentives, and permitting procedures for consideration with periodic update by conducting the following activities:

- Review and evaluate the current Housing Element and other policies to support middle housing.
- Review buildable lands report and current residential land uses for potential to allow middle housing, or where station areas or higher intensity uses might be defined, or where commercial areas might be converted or residential or mixed-use development.
- Review current programs, development regulations, impact fees, system development charges, and permitting processes as to how they might encourage or discourage the development of multiunit housing.
- Consider bonus densities and incentives for affordable housing to accompany any changes in zoning that increase density.
- Gather data, analyze and review to understand the realistic potential of the various changes. Conduct financial feasibility analysis of developing new various housing typologies in various zones.

Based on the findings from the audit and needs assessment and guidance from City staff, BERK will prepare an **updated Housing Element**. BERK will also prepare a draft **zoning code text** to authorize middle housing types on at least 30% of lots currently zoned as single family or low density residential. The draft will be shared with stakeholders per the Public Participation Program.

Tillicum Neighborhood Plan

Under City staff direction, BERK will conduct the following activities to create an updated Tillicum Neighborhood Plan:

- Review & Audit Current Subarea Plan
- Summarize Subarea Trends and Conditions: Develop descriptions, graphs, and maps that address key topics, anticipated to include:
 - Housing, Equity & Displacement Evaluation
 - Environment, Shorelines
 - Land Use/Community Design
 - Services (parks/youth recreation or activities, schools, safety)
 - Circulation (bike/pedestrian connections between residential areas, Union Avenue SW, and Harry Todd Park; transit stop needs with Pierce Transit)
 - Subarea Vision & Plan Revisions: Based on engagement results and findings of the trends and conditions, develop a subarea plan vision and policies that update the current subarea plan.
 - Preliminary & Draft: Prepare a preliminary draft and public review draft subarea plan. As part of the Comprehensive Plan Update, develop a final 2024 Tillicum Subarea Plan.

Development Regulation Review

BERK will work under the direction of City staff to develop a development regulation audit based on the 2024 Comprehensive Plan proposed updates. This may be implemented over time or in conjunction with Missing Middle Housing regulatory code amendments.

A subconsultant, The Watershed Company, will be engaged to conduct an abbreviated best available science (BAS) / regulatory audit considering recent Washington State Growth Management Act rule updates (address likely Commerce GMA rule updates regarding Ecology guidance on critical aquifer recharge areas, State guidance on Fish and Wildlife Habitat Conservation Areas, and adaptive management and monitoring). Further work on policies and code would be determined based on results and City needs.

SEPA Review

It is anticipated that existing SEPA documents largely address City growth patterns through 2044, including the Downtown Subarea Planned Action EIS and Station District Subarea Planned Action expanded checklist, as well as the Puget Sound Regional Council's VISION 2050 EIS. BERK will also confirm that the citywide growth estimates in the modeling for the two subarea SEPA planned actions are similar to the expected growth targets.

Based on the prior environmental review and status of the City's transportation model, the following documents are anticipated:

- Expanded SEPA Checklist: Evaluate Housing Element, Subarea Plans, remainder of Comprehensive Plan
- Draft Determination (Determination of Significance (DS)/Notice of Adoption or Determination of Non-Significance (DNS), depending on the nature of the final proposal)

Schedule

Preliminary schedules (subject to change) for the 24CPPR work are included below. City staff work on the periodic review of the Elements and content of the Comprehensive Plan elements will occur concurrently with BERK's work in 2023 and 2024.

2023 & 2024 Comprehensive Plan Update Processes

PROJECT NAMES + TASK TITLES	START DATE	END DATE
Completed Housing Need Assessment	09/01/22	06/30/23
Updated Draft Housing Element	01/01/23	06/30/23
Updated Draft Housing Development Regulations	01/01/23	06/30/23
Updated Draft Critical Areas Ordinance	11/15/22	06/30/23
2024 Comprehensive Plan Periodic Review Part 2 ('23-'24)	07/01/23	12/31/24
Updated Draft Energy & Climate Change Element	05/01/23	12/31/23
Updated Draft Transportation Element	05/01/23	03/31/24
Updated Draft Tillicum Neighborhood Plan	02/01/23	06/30/24
Updated Draft Development Regulations (Other than Housing)	04/01/23	06/30/24
Recommendations to Planning Commission on 2024 Periodic Review amendments to Comprehensive Plan and Development	02/01/24	06/30/24
Delivery of draft 2024 Periodic Review Plan and Regulation updates to Commerce and PSRC for Certification Feedback	07/01/24	07/31/24
City Council adoption of 2024 Periodic Review Plan and Regulation Updates	07/01/24	09/30/24
Delivery of adopted 2024 Periodic Review Plan and Regulation updates to PSRC for Certification	07/01/24	12/01/24

BERK Consulting Preliminary Schedule

Task	Deliverable	Date
New Scope	Housing, Climate, and Comprehensive Plan	
1-5	Housing Element Engagement Plan	October-November 2022
	CBO subcontracts	November-December 2022
	Materials	January 2023
1-6	Draft housing element audit	October-November 2022
1-7	Projected housing needs assessment	Draft January 2023, Final June 2023
1-8	Draft housing element update	Draft in April 2023, Final in June 2023

2	Climate Grant Public Engagement Schedule	October 2022 (draft) November 2022 (refined)
2	Climate Grant Public Events	February 2023
2	Climate Grant Engagement Results	March 2023
3	Subarea Plan (Tillicum)	Initiate Fall 2022, Complete Fall 2024, schedule to be developed with engagement plan
3	Comprehensive Plan	Complete Critical Areas Ordinance update June 2023; Audit Fall 2022, Initiate Winter 2023, Complete Fall 2024, schedule to be developed with engagement plan

Below is a list of local plans and reports, including relevant documents from City of Lakewood that will provide input into the 24CPPR (or be incorporated by reference):

- City of Lakewood Comprehensive Plan, 2022
- Lakewood Tillicum Neighborhood Plan, 2011
- Lakewood Downtown Subarea Plan, 2018
- Lakewood Station District Subarea Plan, 2021
- Lakewood Parks, Recreation & Open Space Plan (Legacy Plan), 2020
- Lakewood Shoreline Master Program, 2019
- Lakewood 2022-2028 Capital Facilities Plan, 2022
- Lakewood City Council Vision, 2021
- Lakewood City Council 2021-2024 Goals, 2021
- Pierce County Buildable Lands Report, 2021
- Pierce County Unified Sewer Plan, 2010, and Capital Facility Plans
- Lakewood Water District Mission and Capital Facility Plans
- Puget Sound Energy Clean Energy Implementation Plan, 2022
- Tacoma Power Integrated Resource Plan, 2022 and Clean Energy Implementation Plan, 2022
- Lakewood Light & Power Capital Facility Plans
- US Census, 2020 and American Community Survey, 2021
- Other City planning documents

24CPPR Public Participation Program

The City of Lakewood is undertaking the 2024 Periodic Review of the Lakewood Comprehensive Plan (24CPPR) as required by the Washington Growth Management Act (GMA).

The GMA requires communities to develop a Public Participation Program that provides information on how the public can contribute to plan alternatives. This public participation program describes how the City and BERK will engage the public in the Comprehensive Plan update. This program will be refined over time.

In keeping with the recommendation provided in the 2022 Evans School of Public Policy & Governance’s “A Study on Climate Change Perceptions in Lakewood, WA”, namely, to

[m]inimize consultation fatigue by assessing recent and current engagement activities; treat public outreach as a limited resource and honor the time and energy needed to participate[,]

the 24CPPR public engagement efforts on various topics conducted by City staff and BERK Consulting will be coordinated and streamlined to reduce the risk of public burnout and increase participation.

Lakewood is utilizing People Speak for the 24CPPR, a public participation software that will encourage more public engagement and comment on proposals than is currently done through the City’s formal Planning Commission and City Council processes. The People Speak link is at www.lakewoodwaspeaks.org.

At a minimum, public engagement will also include utilizing the following:

- Lakewood’s website;
- Coordination with Community Based Organizations (CBOs);
- Lakewood 311 distribution list, website, social media, and magazine;
- Direct mail;
- In-person neighborhood meetings;
- Online sessions;
- Outreach to Lakewood groups/associations;
- Periodic Planning Commission and City Council study sessions and public hearings in 2023 and 2024; and
- City Boards & Commissions presentations & requests for input

The Community & Economic Development Department (CED) will also be convening a “24CPPR task force” comprised of internal and external subject matter experts to assist the department in drafting the amendments to the Comprehensive Plan and development regulations at key points during the process. In addition, the CED will meet with, and present to, many of the City’s Boards and Commissions to solicit feedback from a broad range of perspectives, experience and expertise. Interest groups identified so far include:

- Community Services Advisory Board
- Lakewood Arts Commission
- Lakewood's Promise Advisory Board
- Landmarks and Heritage Advisory Board
- Parks and Recreation Advisory Board
- Planning Commission
- Public Safety Advisory Board
- Youth Council
- Utilities and public agencies (e.g., sewer, power, water, K-12 and higher education, and health services)
- Community-Based Organizations
- Cultural Organizations
- Environmental Community
- Business and Development Communities

Under direction by City staff, BERK Consulting will conduct public and stakeholder engagement efforts to comply with statutory requirements, but more importantly, to ensure that the 24CPPR process incorporates input from the City's residents, businesses and partners. BERK will develop and implement an overall Comprehensive Plan Update engagement plan to coordinate:

- Foundation/Visioning: BERK will affirm the current Comprehensive Plan Vision and adapt it to reflect more recent community trends and visions drawn from the public engagement. BERK will integrate Missing Middle engagement results and Climate implementation engagement results. The vision will be vetted by the City's relevant Boards & Commissions (e.g., Youth Council and Planning Commission.)
- Draft Plan: With the issuance of the Draft Comprehensive Plan, a combination of online and in-person engagement may include a project website, survey, story map, and open house.
- Legislative Workshops & Hearings: In-person workshop(s) for the draft Comprehensive Plan and providing materials and virtual support for City staff handling other meetings.
- Tribal Coordination: Interviews and invitation to participate consistent with the tribal-City consultation protocols and per recent Growth Management Act updates.

BERK will complete each listed step below in conjunction with City staff:

- Conduct 6-8 pre-engagement interviews with local community-based organizations (CBOs) to identify engagement capacity, best practices for community outreach, and feedback on housing needs within Lakewood.
- Develop initial community engagement plan based off pre-engagement findings and mitigating identified barriers for participation.

- In partnership with CBOs, refine community engagement plan as needed, prepare informational material for the public, and conduct public outreach efforts.
- Activities may be amended over time as the process progresses.

Following City staff direction, BERK will also conduct public engagement for the City's Missing Middle Housing and Climate Change Implementation Plan:

- Review the Energy & Climate Change Chapter (ECCC) Implementation Plan and prior engagement.
- Establish a schedule for public engagement (e.g., creating and convening advisory committee meetings, developing, and managing a project website, holding open houses and pop-up events, and briefing policymakers, the Youth Commission, and the Planning Commission).
- Conduct public engagement efforts, anticipated to include the following:
 - Facilitating an anticipated three meetings the 24CPPR task force and/or convening a focus group of interested stakeholders.
 - Creating engagement material for a project website and two pop-up events.
 - Attending two briefings of City Boards & Commissions.

The 24CPPR will also include an update of the 2011 Tillicum Neighborhood Plan, one of the City's subarea plans. Stages of Tillicum Plan public engagement are anticipated to include:

- Visioning Engagement (e.g., informal interviews or focus groups with community leaders such as the Tillicum Leadership Team; postcards/survey; pop-ups and workshops for each area.)
- Plan Engagement (a story map or brochure and open house/workshop to share the draft plan is anticipated.)