

# Ordinance No. 00237

[Council Meeting Minutes 00/06/19](#)

ORDINANCE NO. 237

AN ORDINANCE of the City Council of the City of Lakewood, Washington, adopting the City of Lakewood Comprehensive Plan.

WHEREAS, state law, including the Washington State Growth Management Act requires cities such as the City of Lakewood to prepare a comprehensive plan with certain required elements; and,

WHEREAS, according to the requirements for a comprehensive plan, it is to reflect the community's values and be an expression of its vision for the future, defining levels, intensity and geographic distribution of employment and residential growth; and

WHEREAS, the proposals for the Growth Management Act have been thoroughly reviewed and considered by citizen input, Planning Advisory Board Review and counsel consideration on almost 100 public hearings and meetings, and information solicited constitutes a significant volume of material so that the comprehensive planning process was able to incorporate issues and perspectives reflective of the entire community; and,

WHEREAS, in addition to the review of provisions and proposals, the comprehensive plan underwent environmental review consistent with the Washington State Environmental Policy Act, (SEPA) which review process was completed prior to the comprehensive plan's submission for final approval; and,

WHEREAS, in light of the significant participation and review received in the development of the comprehensive plan, it is appropriate that the City Council adopt its first permanent comprehensive plan.

NOW, THEREFORE, THE CITY COUNCIL OF THE CITY OF LAKEWOOD, WASHINGTON, DO ORDAIN as Follows:

Section 1. Adoption of City of Lakewood Comprehensive Plan. The Comprehensive Plan, a copy of which is attached hereto, marked as Exhibit "A" and incorporated herein by this reference, be, and the same hereby is, adopted. A copy of this Comprehensive Plan shall be on file in the Office of the City Clerk.

Section 2. Severability. If any portion of this Ordinance or its application to any person or circumstances is held invalid, the remainder of the Ordinance or the application of the provision to other persons or circumstances shall not be affected.

Section 3. Effective Date. That this Ordinance shall be in full force and effect five (5) days after publication of the Ordinance Summary.

ADOPTED by the City Council this 10th day of July, 2000.

CITY OF LAKEWOOD

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Bill Harrison, Mayor

Attest:

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Alice M. Bush, CMC, City Clerk

Approved as to Form:

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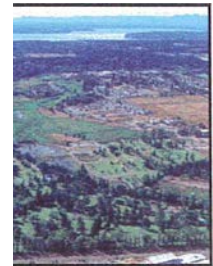
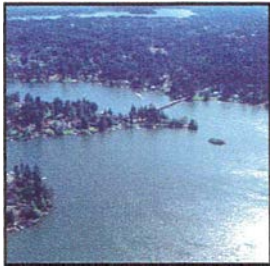
Daniel B. Heid, City Attorney

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# *City of Lakewood*



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This Comprehensive Plan was developed by the City of Lakewood, the Planning Advisory Board, and the City Council in conjunction with a team of private consultants led by the firm of EDAW, Inc., as listed below.

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The elected and appointed officials and City staff wish to acknowledge the numerous individuals who participated and contributed their valuable assistance in the preparation and production of this document.

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 ACRONYMS AND ABBREVIATIONS

AFB	Air Force Base
CBD	central business district
CIP	capital improvements plan
CPR	cardio-pulmonary resuscitation
CTR	commuter trip reduction
CWPP	County-Wide Planning Policies (Pierce County)
EIS	environmental impact statement
EMS	emergency medical services
GMA	Growth Management Act
gpm	gallons per minute
HOV	high occupancy vehicle
1-5	Interstate 5
ISO	International Standardization Organization
LOS	level-of-service
LRI	Lakewood Refuse, Inc.
MGD	million gallons per day
NEPA	National Environmental Policy Act
NPDES	National Pollutant Discharge Elimination System
PSE	Puget Sound Energy
psi	pounds per square inch
PSRC	Puget Sound Regional Council
RCW	Revised Code of Washington
ROW	right-of-way
SEPA	State Environmental Policy Act
SOV	single occupant vehicle
TDM	transportation demand management
TPU	Tacoma Public Utilities
UGA	urban growth area
v/c	volume/capacity
WSDOT	Washington State Department of Transportation

# 0 INTRODUCTION

## 1.1 What is the Purpose of this Plan?

As a newly created city, Lakewood is engaged in the process of defining itself, articulating a vision of its future, and shaping its physical substance. This process is ongoing, taking place in City Council meetings, in letters to the editor, in permit requests, in dinner-table discussions, and many other venues. The ultimate blueprint of this vision is this comprehensive plan, which will guide Lakewood's growth and development over the next 20 years.

The City of Lakewood has prepared this comprehensive plan, as required by the Washington State Growth Management Act (GMA). The plan will shape Lakewood's growth for the next two decades by:

- defining the level, intensity, and geographic distribution of employment and residential growth;
- identifying the needed improvements to public facilities, transportation, and utility infrastructure to service the projected levels of population and employment, along with proposed methods of finance;
- identifying the housing needs and requirements for the community; and
- defining the desired physical development patterns and urban design treatments.

## 1.2 How Was this Plan Created?

This comprehensive plan is a reflection of the community's values and an expression of its vision for the future.



Community-wide visioning sessions held early in the plan's development identified characteristics in Lakewood held dear by the participants, and those they thought needed to be changed. A summary of strengths and weaknesses is given in Table 1.1 below, based on the initial visioning sessions.

Aerial view east along Bridgeport Way

**Table 1.1: Lakewood's Strengths and Weaknesses.**

	Strengths	Weaknesses
1	Abundant natural beauty	Amount of crime
2	High quality of City officials and staff	Lack of high quality existing retail development
3	Good economic potential and business climate	Unattractive gateways to the city
4	Strong civic involvement	Legacy of poor land use planning
5	Good schools, libraries, and higher education opportunities	Poor quality or non-existent streets, sidewalks and bike paths

The visioning exercise went further to identify specific actions the City should take in relationship to some of the issues facing Lakewood. The principal role of these visioning sessions in the comprehensive planning process was to provide City officials and staff a sense of Lakewood's current state and where it should be headed, from the public's perspective. During the period between city incorporation and the adoption of a comprehensive plan, the following priorities have lent guidance to City officials in prioritizing public actions (Table 1.2). Throughout the lengthy comprehensive planning process, these visions have remained as a touchstone for accomplishment. They mark one standard against which the comprehensive plan and a constantly evolving city environment can be measured in years ahead.

**Table 1.2: Goals and Recommended Actions Emerging from Visioning.**

Action Area	Goal	Prioritized Actions
Capital Facilities	Lakewood has attractive, well designed civic facilities that are a source of pride to the community.	Acquire land base for civic functions Create City-run utilities Build a City Hall/Civic Center Make Lakewood Lakewood — more grass, trees, and water
Economic Base	Lakewood supports a strong, diverse employment base.	Create a broad economic base through a variety of creative tools
Environment	Lakewood continues to cherish and protect the natural environment including its lakes, woods, and natural amenities.	Cleanse stormwater entering lakes Restore Ponce de Leon Creek in the Mall Protect and make accessible the lakes and woods
Government	City government in Lakewood functions to preserve and protect the values of its diverse population.	Revise zoning code Open up the zoning process Formalize dealing with military bases
Human Services	Lakewood has paid close attention to the needs of all its citizens and provides excellent human services.	Reorganize youth services Promote neighborhood interaction
Land Use—Residential	Lakewood has preserved its existing single-family neighborhoods while creating an urban center that supports multi-family residential in planned areas with high levels of public services.	Maintain character of single-family neighborhoods Create a small urban center well served by public services

**Table 1.2: Goals and Recommended Actions Emerging from Visioning. (cont)**

<b>Action Area</b>	<b>G o a l</b>	<b>Prioritized Actions</b>
Land Use— Commercial	Lakewood has both thriving community centers and a downtown. Downtown has become not only the "heart" of the city, but a regional urban center where commerce, culture, and government flourish.	Maintain a consistent architectural design theme Encourage quality design in commercial construction
Land Use— Amenities	Lakewood is a beautiful city marked by an abundance of parks, open spaces, and attractive, landscaped corridors.	Emphasize open space and preservation of wildlife habitat Acquire Ft. Steilacoom Park as a city park
Transportation	Lakewood has an excellent, integrated transportation system that supports all modes of transportation — private vehicles, public transportation, bicycles, and walking.	Trim overgrown greenery along roads Upgrade streets with sidewalks and landscaping
Urban Design	Lakewood is now a city with a "heart." Friendly, diverse neighborhoods with distinct character are now linked to a dynamic unique city center that is truly a blending of lakes and woods.	Encourage more pleasant human environment around Mall Redevelop Ponders Corner/100th Street
Utilities	Utilities have been extended throughout the majority of the city to provide citizens with efficient and reliable services.	Not ranked

Representative photos reflecting the strengths and weaknesses that citizens observed during the visioning process are presented at the end of this chapter as Figures 1.1 and 1.2. The prioritized actions developed during the visioning sessions served as a basis for many of the policies established in Chapter 3.0. At the beginning of each chapter are additional photographs depicting the character of the city at the start of this 20-year plan. Both the citizen photos and the additional character photos serve as benchmarks documenting the city at the start of the comprehensive planning process, against which future change can be measured.

### 1.3 What Principles Guide This Plan?

Lakewood is a place where values that increase our ability to form community are honored and proclaimed: integrity, honesty, rights with responsibility, respect for law and order, mutual respect and care for all citizens, cooperation, and volunteerism.

As Lakewood enters the 21<sup>st</sup> Century, the City seeks to ensure a more successful future for Lakewood's people by working together with vision, focus, and cohesion to provide opportunities for all people to meet their needs and fulfill their aspirations.

City staff and the Planning Advisory Board, an advisory body to the City Council, used the core values expressed by those participating in the visioning process to develop the set of guiding principles for the comprehensive plan, presented on the following page. These principles were developed to serve as a framework, giving structure to and

## **GUIDING PRINCIPLES**

### **People are Lakewood's most vital asset.**

A city's livability and prosperity are found in the collective spirit of those who live and work there. Lakewood's community development goals are not merely related to buildings, roads, and such, but to people's quality of life and their pride in and individual contributions to the community.

### **A sense of place helps define the city.**

Putting Lakewood's comprehensive plan to work will help support its most functional areas and overcome the physical and social conditions that have resulted in its compromised standing in the regional eye.

### **Lakewood must be a safe community.**

A city and its neighborhoods are underpinned by caring people who watch after each other. Ensuring that there are adequate resources in place to foster public safety will help create a quality place for everybody.

### **Variety in the built environment helps sustain Lakewood.**

Combining land uses that encourage people to live, work, and play in the "new downtown" and the Lakewood Station area will help create a more vibrant life and economy in the city's dominant commercial areas.

### **Connectivity and movement are essential.**

Urban life is improved by facilitating movement, access, and connection for freight, private vehicles, pedestrians, public transportation, and bicycles. Developing a connecting network of streets, sidewalks, and land uses will keep Lakewood's people and products mobile.

### **Lakewood's urban ecology is important.**

A city's natural spaces help make it a desirable place to live. Actively identifying and pursuing opportunities to reestablish a balance between Lakewood's urban and natural systems and restore such natural spaces as creek channels, oak stands, and "rails-to-trails" possibilities will help overcome past encroachment by development.

### **New development must contribute.**

Holding new development responsible for providing functional infrastructure will offset its impacts on the community and ensure healthy neighborhoods for new residents.

### **The City must contribute.**

Lakewood's public lands and infrastructure -- streets, sidewalks, and other public areas -- set the stage for life in the city. Targeting public investments into infrastructure and other public projects will create clean, safe, inviting, and well-connected and -maintained facilities for a maximum number

of people.

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containing the process. They do not identify specific actions that should be taken, but they are a measuring device against which to gauge decisions. Ultimately, each of the goals and policies contained in the plan relates back to these guiding principles.

## **1.4 What Does this Plan Do?**

As a community, Lakewood has been around for a long time, but it was not until incorporation in 1996 that the City began the ambitious effort of charting its own destiny for the first time. The course charted by the City's plan will take Lakewood on a deliberate new direction in clear departure from the incremental approach to planning that prevailed prior to incorporation. Adoption of this plan represents the City's commitment to that new direction, allowing Lakewood to create a community that reflects the values of all its inhabitants.

Development of this plan was a long, complex effort involving the contributions and reflections of members of the community, the Planning Advisory Board, elected officials, and outside experts. The result is a cohesive policy structure to guide the innumerable decisions facing this community as it forges ahead over the next two decades. Because all City regulations are legally required to be consistent with this plan, it gives City government, for the first time, a common starting point for developing regulations, reviewing legislation and proposed projects, and making crucial spending decisions.

Every effort was made to make this plan a vital, living document that is relevant in the day-to-day activities of the City over the next 20 years. To achieve this objective, the goals and policies that comprise the foundation of the plan must be specific enough to direct real actions while remaining sufficiently far-reaching to apply to the unforeseeable future. This is no simple task. The plan's edicts vary in specificity from the details of urban design in the Lakewood Station district to the much more general, longer-range transition of American Lake Gardens from residential to industrial use.

Above all, this plan seeks to make Lakewood the kind of community where people are proud to live and work. This defining objective will be achieved through a variety of approaches, characterized into three broad themes: controlling sprawl, creating place, and protecting the environment.

### **1.4.1 Controlling Sprawl**

Land use in Lakewood is characterized by sprawl—that all too common pattern of low intensity land use, where housing, businesses, and other activities are widely scattered with no focus. Sprawl, often the result of lax land use controls, results in inefficient use of infrastructure, over automobile dependency, lack of spatial organization, and urban development that most people perceive as ugly. This plan will reverse this trend through the following:

New land use designations custom tailored to resolving Lakewood's existing land use problems.

In contrast to generic land use controls, each of the land use designations was developed to specifically address the land use issues facing Lakewood. To be applied through new zoning developed in response to this plan, the land use designations address specific types of uses as well as housing and employment densities. The mosaic of designations will direct development intensity and determine where living, working, shopping, and relaxing will occur for the next two decades.

Limiting the surplus of commercial land.

Commercial activity has traditionally been distributed throughout Lakewood in a relatively random pattern. Not only is this an extremely inefficient use of land, it contributes to a weak local economy. This plan restricts new commercial development to specialized nodes and corridors for regional commerce and neighborhood commercial areas as a service to nearby residents and businesses.

Targeted residential growth in specific neighborhoods.

A number of residential areas will be rejuvenated as high-density neighborhoods supported by public open space, neighborhood commercial centers, and other amenities. The neighborhood targeted for maximum growth is Springbrook. Along with its name change from McChord Gate, this neighborhood will undergo substantial redevelopment at land-efficient densities. With its proximity to employment opportunities at McChord AFB and the central business district (CBD) as well as excellent access via I-5 and commuter rail at Lakewood Station, Springbrook is a natural for high density residential development. Construction of new townhouses and apartments will be catalyzed through provision of amenities such as new parks, open space, and improved infrastructure. Other neighborhoods with substantial growth capacity slated for redevelopment under this plan include the Custer neighborhood in north central Lakewood, the northern portion of Tillicum, and the area around the Lakewood commuter rail station.

Focused investment.

Public investment will be focused on the areas of the city where major change is desired. Future spending will be prioritized to achieve the coherent set of goals established in this plan. As required by law, capital expenditure will be consistent with the comprehensive plan, providing a rational basis for fiscal decision-making. Specifically, public investment will be tied to growth; thus, areas targeted for increased housing and employment density will have top priority for City spending.

#### **1.4.2 Protecting the Social, Economic, and Natural Environments**

While much of the emphasis of this plan is to transform the city, preserving and enhancing its best attributes are also underlying directives. From a

broad perspective, Lakewood's environment consists of viable neighborhoods, healthy economic activity, and functioning natural systems. This plan recognizes that to be sustainable, each of these environments is interrelated:

Preserve existing neighborhoods.

One of Lakewood's greatest strengths is its established residential neighborhoods. This plan protects these valuable assets through careful management of growth, provision of adequate services, and stewardship of the physical environment.

Attracting new jobs through a variety of economic development incentives.

To balance residential growth, Lakewood needs to significantly increase its employment base. This will be achieved by protecting existing employment resources and by creating new opportunities. In addition to a host of economic development initiatives, the plan protects industrial resources through designation of an Industrial/Manufacturing Center. New jobs will be facilitated by new areas for industrial, office, and high tech growth.

Addressing public safety in a responsible manner.

Since incorporation, much of Lakewood's budget has been spent on police protection. Under this plan, crime prevention and effective response will remain the City's top priority.

Application of environmental protection measures.

Environmental protection is a major, integral theme. Environmental values and actions underlie and drive the majority of goals and policies comprising each chapter of the plan. Examples range from land use provisions such as riparian protection to transportation demand management.

Conversion of a part of American Lake Gardens to industrial use.

American Lake Gardens currently provides substandard housing served by failing septic systems. With this plan targeting residential growth in other neighborhoods, American Lake Gardens is a promising opportunity for job creation. This plan envisions a new state-of-the-art industrial park. Over the 20-year life of the plan, this assortment of aging and substandard housing and other land uses will be transformed to a major destination for manufacturing, corporate headquarters, and other employment-generating uses making use of excellent access to I-5 and the Cross-Base Highway.

### 1.4.3 Creation of Place

"There's no there, there" is a common criticism of many American localities, and Lakewood has been no exception. The traditional icon of place is a recognizable downtown. While many of the basic ingredients for a downtown are already in place in Lakewood, they currently do not work together to create an active, multi-faceted core. This plan is focused on creating a viable, functioning, and attractive community center.

#### Establishment of a Central Business District.

A CBD will become the center of commercial and cultural activity for the city. The CBD encompasses both the Lakewood Mall and Colonial Center. The area in and around the Mall is envisioned as a magnet for intensive mixed use urban development including higher density office and residential uses. At the north end of the CBD, the Colonial Center will serve as the hub of Lakewood's cultural activity. Higher quality, denser urban redevelopment will dominate the district, noticeably increasing social, cultural, and commercial activity. Streetscape and other urban design improvements will make this area more accessible and inviting to pedestrians.

#### Development of a special district around Lakewood Station.

The Lakewood Station area will become a new high density employment and residential district catalyzed by station-area development opportunities. A dense concentration of urban development with a major concentration of multi-unit housing, employment, shopping, and services will be developed within walking distance of the Lakewood commuter rail station. A significant high density, multi-unit residential presence in the center of this area will be encouraged. There will be special emphasis placed on design to enhance the pedestrian environment and create a diverse new urban neighborhood. New open space opportunities consistent with the desired urban character will be prioritized to attract development.

Increased emphasis on making Lakewood accessible and convenient for pedestrians and bicycle riders.

This plan offers transportation choice by putting walking and bicycling on an equal footing with the automobile. New linked systems of sidewalks, crosswalks, trails, and pathways will not only make alternatives to driving viable for those unable to drive, but a desirable option for those who choose to walk or ride.

New urban design approaches to raise the aesthetic standards throughout the city.

Lakewood citizens are overwhelmingly in favor of instilling a sense of place for their community by making it more attractive. This plan addresses this sentiment with an entire chapter devoted to urban design. The policies in this chapter will improve the quality of place through

specific design treatments both at the city-wide context level as well as at the level of specific targeted neighborhoods.

### 1.5 How Will this Plan Be Used?

Following adoption, the comprehensive plan will be implemented in part by a number of programs, plans, and codes. Some of these additional documents include:

- A zoning code that will ensure that the City's zoning is consistent with the comprehensive plan land use designations;

- Sub-area, corridor, and gateway plans for specific portions of Lakewood;

- A critical areas ordinance, as defined by the GMA; and

- A shoreline master program, as defined by the State Shoreline Management Act; and a 6-year capital improvement program (CIP), updated on a regular basis.

Because the GMA requires that these programs and regulations be consistent with the City's comprehensive plan, the plan is particularly important in determining the City's future capital expenditures and how they relate to specific plan goals and policies.

This plan also directs evaluation of specific development proposals in Lakewood. Development regulations that apply to development proposals are driven by the goals and policies contained in this plan. When reviewing and commenting on a proposed development project, the planning staff and the decision-making body need to be able to evaluate the proposal's conformance with specific planning goals and applicable policies. Since many planning issues, such as land use and transportation, are inextricably interrelated, the goals and policies of one element are very likely to pertain to other elements as well.

Central to the plan is an official land use map, presented in Chapter 2, that delineates the type and intensity of all land uses within the city. This map is accompanied by definitions for all land use designations it includes. Chapter 2 also includes a discussion of Lakewood's urban growth area (UGA) and identifies UGA boundaries. The remaining chapters contain the individual plan elements and their various goals and policies that guide decision-making on how Lakewood will grow, look, and function into the future.

### 1.6 How Does this Plan Relate to GMA and Other Requirements?

Comprehensive plans are intentionally broad and far-reaching. This plan does not address the specifics of individual land uses, localized urban design treatments, or specific programs. Instead, it lays the framework for how such issues will be addressed by City policies and programs in the future.

Under GMA, local comprehensive plans must address certain planning elements including land use, transportation, housing, capital facilities, and utilities. This plan contains a number of chapters that correspond to or otherwise address the GMA's required planning elements. Lakewood has also chosen to prepare several optional elements, addressing the topics of urban design, economic development, and public services.

Tables 1.3 through 1.8 identify the locations of required and optional elements under GMA within this plan. Each chapter generally contains goals and policies, accompanied by explanatory text. Information required by GMA is also contained in a background report, which documents existing conditions and trends in detail; an environmental impact statement (EIS), which analyzes potential environmental impacts as required by SEPA; and the OP, the City's prioritized list of planned capital expenditures for the next 6 years.

### 1.6.1 Land Use

The GMA land use requirements are addressed in several locations. The majority of issues related to land use are addressed in Chapters 2 and 3. Chapter 2 discusses land use designations and locations, while Chapter 3 consists of goals and policies related to the land use designations. In addition, some physical characteristics such as building intensities are addressed at greater detail in Chapter 4 (Urban Design). Future population is estimated according to a development capacity model included in Section 3.3 of the EIS.

**Table 1.3: Relationship Between GMA Requirements for Land Use and the Lakewood Comprehensive Plan.**

<u>RCW Section &amp; GMA Requirement</u>	<u>Location where Lakewood Comprehensive Plan Complies with Requirement</u>
36.70A.070(1) Population densities (land use element)	comp. plan Section 2.3: Land Use Designations
36.70A.070(1) Building intensities (land use element)	comp. plan Section 2.3: Land Use Designations comp. plan Section 4.2: Relationship Between Urban Design and Land Use Designations
36.70A.070(1) Estimates of future population growth (land use element)	EIS Section 3.2
36.70A.070(1) Protection of groundwater quality/quantity (land use element)	comp. plan Section 3.11: Environmental Quality
36.70A.070(1) Drainage/flooding/stormwater runoff (land use element)	comp. plan Section 3.11: Environmental Quality

### 1.6.2 Housing

Housing issues are addressed in the land use chapter and several other locations. The comprehensive plan land use designations and map (Chapter 2) identify areas of the city targeted for different housing types. The land

use chapter (Chapter 3) addresses goals and policies related to a variety of housing issues. Technical analysis of needs and capacity is contained in the background report and the EIS.

**Table 1.4: Relationship Between GMA Requirements for Housing and the Lakewood Comprehensive Plan.**

<u>RCW Section &amp; GMA Requirement</u>	<u>Location where Lakewood Comprehensive Plan Complies with Requirement</u>
36.70A.070(2)(a) Inventory/analysis of existing/projected housing needs (housing element)	Housing section of background report EIS Section 3.5 Housing
36.70A.070(2)(b) Statement of goals/policies/objectives/mandatory provision for the preservation/improvement/ development of sufficient land for housing (housing element)	comp. plan Section 3.2: Residential Lands and Housing
36.70A.070(2)(c) Sufficient land for housing, including government-assisted, low-income, manufactured, multi-family, group homes, & foster care (housing element)	comp. plan Section 3.2: Residential Lands and Housing comp. plan Section 2.3: Land Use Designations
36.70A.070(2)(d) Provisions for existing/projected needs for all economic segments (housing)	comp. plan Section 3.2: Residential Lands and Housing

### 1.6.3 Capital Facilities

Capital facilities are addressed in Chapter 9 of the comprehensive plan, background report, EIS, and Lakewood 1999-2004 CIP. The required capital facilities issues are addressed in the capital facilities chapter. Technical analysis of needs and capacity is contained in the background report and the EIS.

**Table 1.5: Relationship Between GMA Requirements for Capital Facilities and the Lakewood Comprehensive Plan,**

<u>RCW Section &amp; GMA Requirement</u>	<u>Location where Lakewood Comprehensive Plan Complies with Requirement</u>
36.70A.070(3)(a) Inventory of existing capital facilities owned by public entities, showing location and capacities (capital facilities element)	background report utilities section EIS Section 3.8: Public Services and Utilities
36.70A.070(3)(b) Forecast of future needs for capital facilities (capital facilities element)	background report utilities section EIS Section 3.8: Public Services and Utilities
36.70A.070(3)(c) Proposed locations and capacities of expanded/new capital facilities (capital facilities element)	Lakewood 1999-2004 CIP
36.70A.070(3)(d) At least a 6-year plan to finance capital facilities (capital facilities element)	Lakewood 1999-2004 CIP
36.70A.070(3)(e) Requirement to reassess land use element capital facilities funding falls short (capital facilities element)	comp. plan Section 9.4: General Goals and Policies

### 1.6.4 Utilities

The most detailed discussion of utility capacity, needs, and locational issues is contained in the utilities section of the background report. The utilities section of the EIS also contains relevant information, especially pertaining to impacts and proposed mitigation associated with this plan. Although the comprehensive plan chapter on utilities includes summary level review of

how the plan will accommodate land use changes, the chapter is primarily comprised of goals and policies.

**Table 1.6: Relationship Between GMA Requirements for Utilities and the Lakewood Comprehensive Plan.**

<u>RCW Section &amp; GMA Requirement</u>	<u>Location where Lakewood Comprehensive Plan Complies with Requirement</u>
36.70A.070(4) General/proposed locations of utilities (utilities element)	<ul style="list-style-type: none"> <li>background report utilities section</li> <li>EIS Section 3.8: Public Services and Utilities</li> </ul> comp. plan Chapter 7.0: Utilities Lakewood 1999-2004 CIP
36.70A.070(4) Capacity of existing/ proposed utilities (utilities element)	<ul style="list-style-type: none"> <li>background report utilities section</li> <li>EIS Section 3.8: Public Services and Utilities</li> </ul> comp. plan Chapter: 7.0 Utilities

### 1.6.5 Transportation

The transportation chapter of the comprehensive plan establishes the overall transportation framework for Lakewood's transportation planning through long-range goals and policies.

**Table 1.7: Relationship Between and GMA Requirements for Transportation and the Lakewood Comprehensive Plan.**

<u>RCW Section &amp; GMA Requirement</u>	<u>Location where Lakewood Comprehensive Plan Complies with Requirement</u>
36.70A.070(6)(a)(i) Land use assumptions used in estimating travel (transportation element)	comp. plan Section 2.3: Land Use Designations
36.70A.070(6)(ii) Estimated traffic impacts to state transportation facilities (transportation element)	EIS Section 3.6: Transportation
36.70A.070(6)(iii)(A) Inventory of air/water/ground transportation & services (transportation element)	background report transportation section
36.70A.070(6)(iii)(B) &(D) Level of service standards (LOSs) for locally owned arterials & transit routes & actions/ requirements for bringing those that don't meet LOSs into compliance (transportation element)	EIS Section 3.6: Transportation comp. plan Section 6.5: Level of Service Standards and Concurrency
36.70A.070(6)(iii)(C) Level of service standards for state highways (transportation element)	comp. plan Section 6.5: Level of Service Standards and Concurrency
36.70A.070(6)(iii)(E) Traffic forecasts for at least ten years (transportation element)	EIS Section 3.6: Transportation
36.70A.070(6)(iii)(F) Identification of state/local system needs to meet current/future demands (transportation element)	EIS Section 3.6: Transportation
36.70A.070(6)(iv)(A) Analysis of funding capability (transportation element)	Lakewood 1999-2004 CIP (transportation section)
36.70A.070(6)(iv)(B) Multi-year financing plan based on needs identified in comp. plan (transportation element)	Lakewood 1999-2004 CIP (transportation section)
36.70A.070(6)(iv)(C) Discussion of how funding shortfalls will be handled (transportation element)	EIS Section 3.6: Transportation
36.70A.070(6)(v) Intergovernmental coordination efforts (transportation element)	comp. plan Section 6.1: Introduction and Purpose (Transportation) comp. plan Section 6.1.1: General Transportation Goals and Policies
36.70A.070(6)(vi) Demand management strategies (transportation element)	comp. plan Section 6.2: Transportation Demand Management



This plan also designates arterial street classifications, identifies bicycle and pedestrian trails, and establishes level of service (LOS) standards. Analysis of traffic, safety, and LOS impacts; road improvements proposed by the state and county; and funding options are contained in the EIS. Specific transportation projects led by the City are listed in the CIP.

### 1.6.6 Optional Elements

Lakewood opted to include chapters addressing urban design, economic development, and public services, along with the five required elements discussed above. In addition, other issues such as parks and recreation and environmental quality are addressed in the land use chapter.

**Table 1.8 Relationship Between GMA Optional Elements and the Lakewood Comprehensive Plan.**

RCW Section & GMA Requirement	Location where Lakewood Comprehensive Plan Complies with Requirement
36.70A.080(1) Optional elements at City's discretion	<ul style="list-style-type: none"> <li>• comp. plan Chapter 4.0: Urban Design</li> <li>comp. plan Chapter 5.0: Economic Development</li> <li>comp. plan Chapter 8.0: Public Services</li> </ul>

### 1.6.7 Regional Planning Policies

In addition to the GMA, this plan is required to comply with VISION 2020, the multi-county policies, and Pierce County's County-Wide Planning Policies (CWPP). This plan shares many of the VISION 2020 goals, especially expanding housing choice and increasing job opportunities for community residents. Urban scale neighborhood redevelopment proposed for the Lakewood Station district, Springbrook, Tillicum, and elsewhere exemplifies the type of urban growth envisioned by these regional policies. Numerous other features, including improved pedestrian and bicycle networks, compact urban design types, and balanced employment and housing, further demonstrate this consistency. The goals and policies comprising Lakewood's comprehensive plan also reflect the emphasis of each of the major CWPP issue areas. In particular, the Future Land Use Map is based on the CWPP's land use principles. This is reiterated in the corresponding goals and policies associated with the map, which comprise the land use chapter.

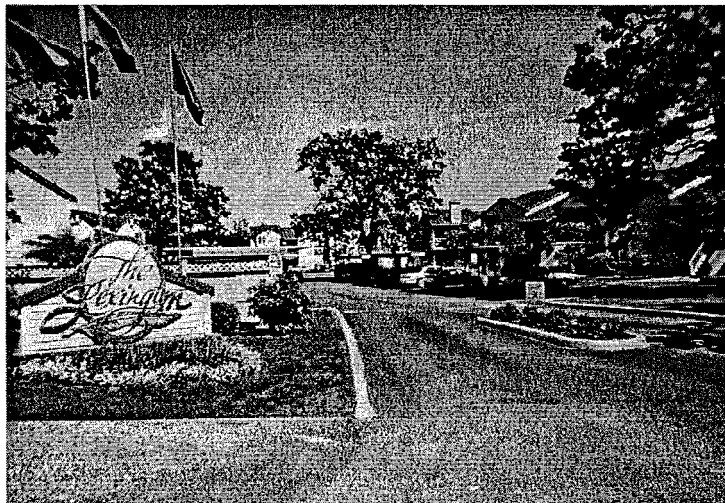




The city's abundant natural beauty was cited as the #1 strength of the community, particularly wooded areas that characterize the city.



Citizens valued important buildings as local landmarks, especially those representing the community's heritage, such as the Colonial Center.



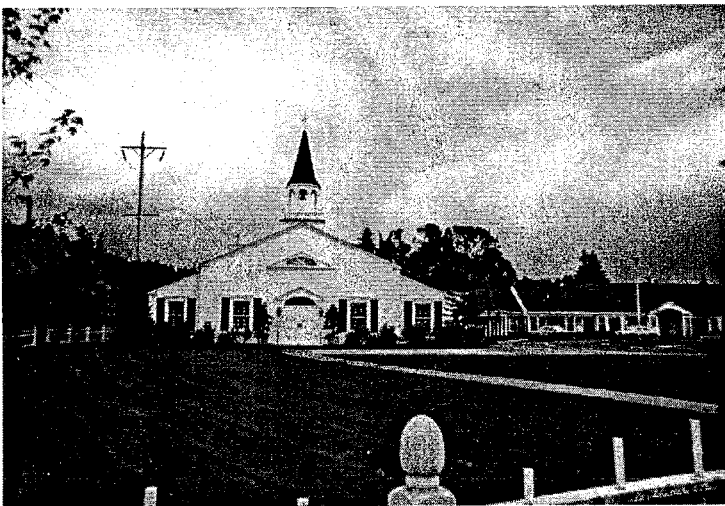
Citizens appreciated development that offers attractive entryways and saved mature trees.

**Figure 1.1**  
**Citizens' Positive Impressions of Lakewood**

Citizens commended Sealy Lake Park as the "best place to walk in Lakewood" due to the lake, specimen trees and wildlife.



Strong civic involvement, such as the food bank operated from this landmark church, was cited as city's #4 strength.

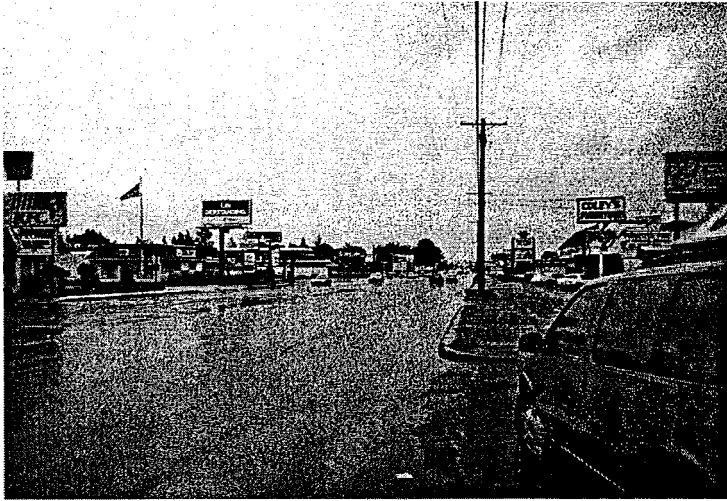


Citizens valued the city's lakes as important resources and wanted them protected for both human use and wildlife habitat.

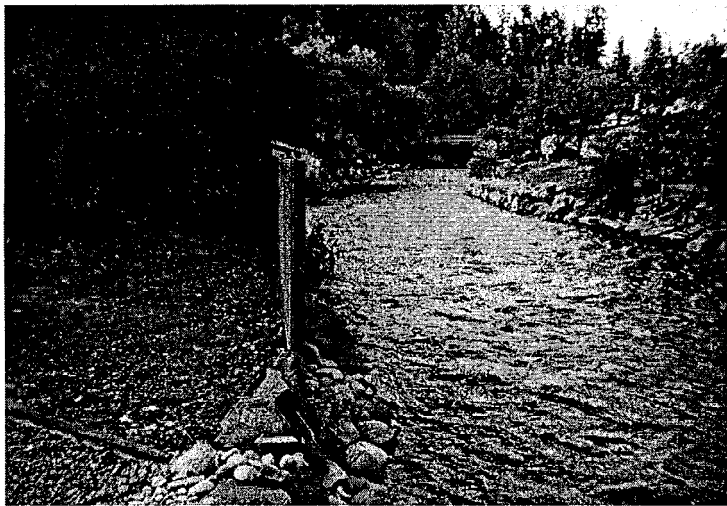


**Figure 1.1 Continued**

**Citizens' Positive Impressions of Lakewood**



Citizens recorded this photo in terms of "bill board, bad signage, pole and wire, and lack of landscape" as an example of unattractive gateways to the city.



While appreciating the natural beauty of Lakewood, citizens noted the lack of public access to lakes and streams as an existing weakness.



Citizens recorded a number of vacant buildings as community eyesores and examples of the lack of high quality retail. Vacant retail buildings also represent the city's oversupply of commercial land.



Citizens labeled this photo as: "blind corner with improper drainage", highlighting the city's weaknesses in public infrastructure.



Citizens want the city to take a stronger role in establishing design standards and requiring amenities for new construction.



**Figure 1.2 Continued**

**Citizens' Negative Impressions of Lakewood**

Source: Citizens of Lakewood  
July 2000

# 2.0

## OFFICIAL LAND USE MAPS

### 2.1 Introduction and Purpose

This chapter includes a an 11 X 17 copy of the official map designating desired general future land uses (Figure 2.1). The official land use map is the culmination of a series of conceptual plans that incorporate various features of the different alternatives developed during the comprehensive planning process. Considerations in the map's development included the general distribution and location of existing land uses, appropriate intensity and density of land uses given current development trends, protection of the quality and quantity of public water supplies, the provision of public services, control of stormwater runoff, and costs and benefits of growth. This map is the foundation of the comprehensive plan which, when properly implemented, will fulfill the vision of the guiding principles articulated in Chapter 1.

Also included in this chapter are maps delineating the urban center and the manufacturing/industrial center. These centers are delineated in response to countywide and multi-county policy criteria addressed in the land use chapter.

Finally, this chapter includes a map indicating urban growth areas (UGAs) for the City of Lakewood over the next 20 years. UGAs are areas characterized by existing urban development where future urban growth will be directed. The map indicates those areas that are likely to be incorporated into the city limits within the next 20 years. These areas bear a physical and functional relationship to the city by means of their job and/or housing base and the potential to share city services.

Together, all four of these maps graphically represent the land use element's policies and tie together the comprehensive plan's various elements.



### 2.2 Land Use Considerations

The land use considerations that guided the land use maps for the City were based on factors such as patterns of existing development and local and regional growth rates and patterns and community needs, as described below. As an officially incorporated city, Lakewood has been in existence only since 1996. However, the majority of privately held properties within the city boundaries are

developed and improved. The overall infrastructure network, including transportation, utilities, and open space, is largely in place, with several notable exceptions. The city is an extensively developed, mature community. Most future growth will occur as the result of urban infill and redevelopment of existing properties.

Both Lakewood and its neighboring jurisdictions are currently experiencing strong development pressure. The City recognizes the need to develop a land use pattern that channels growth pressures in such a way to promote economic development; provide for the housing needs of a diverse population; maximize the utility of existing infrastructure investment; and protect existing, stable neighborhoods.

Current commercial development patterns are largely representative of typical suburban sprawl, with little in the way of a recognizable downtown core that could tempt citizens to get out of the car, stroll around, and linger. Unfortunately, much of this existing sprawl has deteriorated in quality due to age and neglect. Few urban landmarks exist to impart to the city a distinct sense of character. This lack of a center makes it difficult to grasp a sense of the city's identity.

Regional growth, along with current zoning inherited from pre-incorporation planning, is placing increased development pressure on Lakewood's stable single-family neighborhoods, gradually eroding their individual qualities while causing stress on transportation and infrastructure networks. There is a need for a rational growth strategy that focuses future development where it is best served by transportation, reinforces the weak commercial sector, and provides a broad spectrum of housing types.

Recreation and open space will become increasingly prized assets needed to offset the impacts of residential growth. Public open space will become even more critical in preserving Lakewood's visual character and as recreational amenities for Lakewood's families, as well as for wildlife. Better connections are needed between these resources as well as improved access by Lakewood's citizenry to public lands and waters.

### **2.3 Land Use Designations**

The official land use map will be used in conjunction with the comprehensive plan's written policies, which define how the community wishes to implement its vision for the city, its goals and objectives for land use, and other related elements of the plan.

Under the GMA, all zoning, development regulations, and other adopted programs and policies must be consistent with communities' adopted comprehensive plans. The official land use map establishes the broad categories of land use that will be detailed into parcel-level distinctions in the zoning ordinance. It will serve as the principal guide for elected officials in making decisions about the need for, and the locations of, public services,



**INSERT FIGURE 2.1**

**FUTURE LAND USE PLAN**

**11 x 17 foldout**

**[\*NOTE: GET UPDATED VERSION OF MAP FROM CITY]**

blank back of figure 2.1

utility systems, transportation routes, and other capital facilities. The map will also be consulted by City staff, consultants, private citizens, developers, and others interested in the city's future as they make decisions about where to live, work, invest, and conduct business. Each of the distinct land use designations depicted on the official land use map is described below.

### **2.3.1 Residential Estate**

The Residential Estate designation provides for large single-family lots in specific areas where a historic pattern of large residential lots and extensive tree coverage exists. Although retaining these larger sized properties reduces the amount of developable land in the face of growth, it preserves the historic identity these "residential estates" contribute to the community by providing a range of housing options, preserving significant tree stands and riparian environments within stream corridors, and instilling visual open space into the urban environment.

Maintenance of these lower land use densities in certain areas west of the lakes helps maintain reduced traffic volumes in the east-west arterial corridors. These roads are among the most stressed transportation routes in the city, with expansion opportunities highly constrained due to the lakes.

### **2.3.2 Single-Family**

The Single-Family designation provides for single-family homes in support of established residential neighborhoods. This designation is the primary residential designation in the city.

### **2.3.3 Mixed Residential**

The Mixed Residential designation provides for a moderate increase in density using a variety of urban housing types and designs. This design-oriented designation promotes residential renewal to small-lot single-family homes, townhouses, duplexes, and small apartment buildings. The mix of housing may take a variety of forms, either mixed within a single site or mixed within a general area, with varied dwelling types.

### **2.3.4 Multi-Family**

The Multi-Family designation provides for a variety of medium-density housing types and designs. The designation incorporates a combination of urban design elements to enhance the living environment while integrating the housing into a neighborhood or neighborhood business district. Urban design elements such as private and public open space, pedestrian orientation and connections, and security are integrated into the housing to create a high standard of community cohesion and character.

### 2.3.5 High-Density Multi-Family

The High-Density Multi-Family designation provides for high-density housing types and designs that combine urban design elements to enhance the living environment with integration into the central or neighborhood business districts, the Lakewood Station district, or neighborhoods. Urban design elements stress pedestrian orientation and connections, security, transportation, and integration of the housing into the adjacent neighborhood.

### 2.3.6 Central Business District

The CBD is the primary retail, office, social, urban residential, and government center of the city. The complementary and interactive mixture of uses and urban design provides for a regional intensity and viability with a local character. The regional focus and vitality of the district are evident in the urban intensity and composition of the uses in the district. Local character is reflected in the district's design, people-orientation, and connectivity, which foster a sense of community. The CBD is intended to attract significant numbers of additional office and retail jobs as well as new high density housing. The plan anticipates that the properties within the CBD will be developed into 75 percent commercial and 25 percent residential uses.

### 2.3.7 Corridor Commercial

The commercial corridors along 1-5, South Tacoma Way, Pacific Highway Southwest, and Union Avenue are examples of Lakewood's dominant pattern of strip commercial development. The geographic relationship of the corridors to major road networks and the Lakewood Station promotes employment, services, retail, and business/light industrial uses linked to access to major transportation networks. While the continuous linear alignment is a unifying element, each corridor presents varying challenges and opportunities.

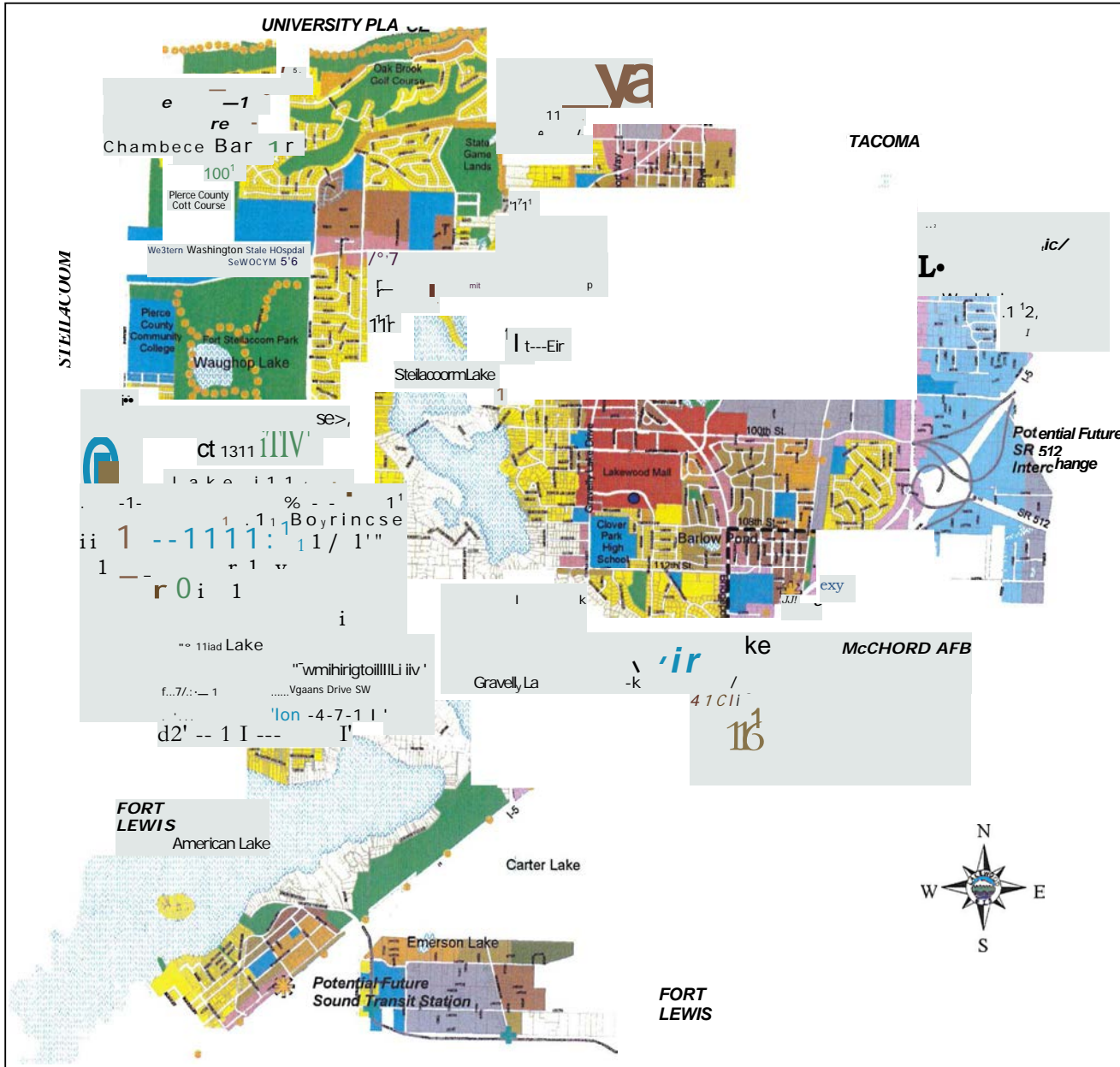
### 2.3.8 Arterial Corridor

Lakewood has several single-family neighborhoods adjoining principal and minor arterial streets. The level of existing vehicle activity adversely impacts the livability of these areas. At the same time, converting these linear neighborhood edges to commercial uses creates a pattern of low-intensity development, perpetuates commercial sprawl, and may pose traffic safety concerns. The Arterial Corridor designation provides an environment for an essentially residential neighborhood while permitting the development of low-intensity, non-nuisance business uses. This designation allows property owners the opportunity to have a small nonresidential use, primarily accommodating limited offices and certain limited manufacturing and personal services, under regulations that will not adversely impact traffic movements and which will assure maximum compatibility with surrounding residential uses.



# DRAFT LAND USE MAP

as of 7/5/2000



	Residential Estate
	Single Family
	Mixed Residential
	MultiFamily
	High-Density Multi Family
	Corridor Commercial
	Central Business District
	Neighborhood Business District
	Industrial
	Public & Semi-Public Institutional
	Air Corridor 1
	Air Corridor 2
	Open Space & Recreation
	Military Lands
	Arterial Corridor
	Lakewood Station District
	Preferred Sound Transit Station Site
	Preferred City Hall Site
	Proposed Off-Street Trails
	Potential Cross-Base Highway Interchange *
	Potential Future Highway Improvements

See the Draft Environmental Impact Statement (EIS) for the Proposed Cross-Base Highway Project for further information regarding potential alignments and interchanges.



### 2.3.9 Neighborhood Business District

Neighborhood Business Districts are intended to foster a sense of urban community in neighborhoods. They provide for a concentrated mix of activities, including retail and other local services, residential, and some office use. Over time, districts evolve and mature into distinctive compact urban environments, providing unique commercial character to neighborhoods in Lakewood. Districts may serve the surrounding neighborhood only or may serve more than one neighborhood and attract people from other areas. Districts may facilitate restoration and vitality in an existing neighborhood center or may create a new focus for a neighborhood. These districts are expected provide commercial services, as well as residential uses in the upper floors of some buildings.

### 2.3.10 Industrial

Industrial lands are the working area of Lakewood, integrated into the community economically and environmentally while maximizing a regional economic presence based on Lakewood's geographic position. Properties with an Industrial land use designation are expected to provide family wage jobs to residents and tax revenues to the City. The Industrial designation provides for regional research, manufacturing, warehousing, concentrated business/employment parks, and other major regional employment uses. Industrial lands depend on excellent transportation and utility infrastructure and freedom from encroachment by incompatible land uses.

### 2.3.11 Air Corridor 1 and 2

The Air Corridor areas are affected by McChord AFB aircraft operations. The potential risk to life and property from hazards associated with military aircraft operations within the Air Corridor necessitate control of the intensity, type, and design of land uses within the designation.

### 2.3.12 Public and Semi-Public Institutional

The Public and Semi-Public Institutional land use designation provides for large and moderate scale governmental uses, special districts, and semi-institutional uses. The designation allows for the specialized needs of providing public services to all areas of Lakewood.

### 2.3.13 Military Lands

The Military Lands land use designation applies to the portions of the federal and state military installations within the city. The autonomy associated with federal and state ownership of the military installations, in combination with the unique character of the military operations and support structures, are not typical of civilian land uses and require special consideration by the City as a host community for the installations.

### 2.3.14 Open Space and Recreation

The Open Space and Recreation designation provides for public open spaces and recreational uses such as state and municipal parks, preserves, and trails, as well as privately owned facilities such as golf courses, Lakewood Gardens, and cemeteries. Local and regional recreation opportunities are included within this designation. Local and regional recreation opportunities are included within this designation. Of special note is the Chambers Creek Properties Master Site Plan, a joint effort of Pierce County and the cities of Lakewood and University Place to develop the Chambers Creek canyon for limited, passive recreation uses. The designation promotes the conservation of public and private sensitive or critical natural resource areas and areas of local interest as open space.

### 2.3.15 Lakewood Station District

Lakewood Station is the multi-modal commuter hub of Lakewood and the southern terminus of Sound Transit's commuter rail service. The Lakewood Station district is a transit-oriented development cluster surrounding Lakewood Station, which is targeted for major urban growth. This district will provide a mixture of intensive land uses and activities supportive of direct regional transportation access via the Lakewood commuter rail station and 1-5. The district functions as an overlay providing additional development standards to foster a high quality, pedestrian-oriented urban environment. This district also provides incentives to encourage urban scale growth over the life of this plan. The district will accommodate a dense mix of office, retail, and high-density residential uses supported by direct regional transportation access.

## 2.4 Urban Center and Manufacturing/Industrial Center Designation

A key element of the urban growth strategy of the GMA and regional growth strategy is the direction of growth toward centers. Centers are focal points within urban areas intended to complement compact communities providing viable alternatives to sprawl. They are intended to be dominated by relatively compact development, where housing, shopping, and employment are in proximity. Centers are also intended to be the focal points for public investment in transit and other capital improvements.

According to the County-Wide Planning Policies (CWPPs), centers are intended to:

tj Be priority locations for accommodating growth;

Strengthen existing development patterns;

Promote housing opportunities close to employment;

Support development of an extensive transportation system which reduces dependency on automobiles; and



- Maximizes the benefit of public investment in infrastructure and services.

Pierce County identified three types of urban centers and one manufacturing/industrial center that are applicable and consistent with the Puget Sound Regional Council's (PSRC's) VISION 2020 plan. Two of these, the urban center and manufacturing/industrial center, are appropriate for Lakewood.

#### 2.4.1 Urban Center

VISION 2020 defines urban centers as relatively compact clusters of densely mixed business, commercial, and cultural activity. Urban centers are targeted for employment and residential growth with excellent transportation, including high capacity transit service and major public amenities.

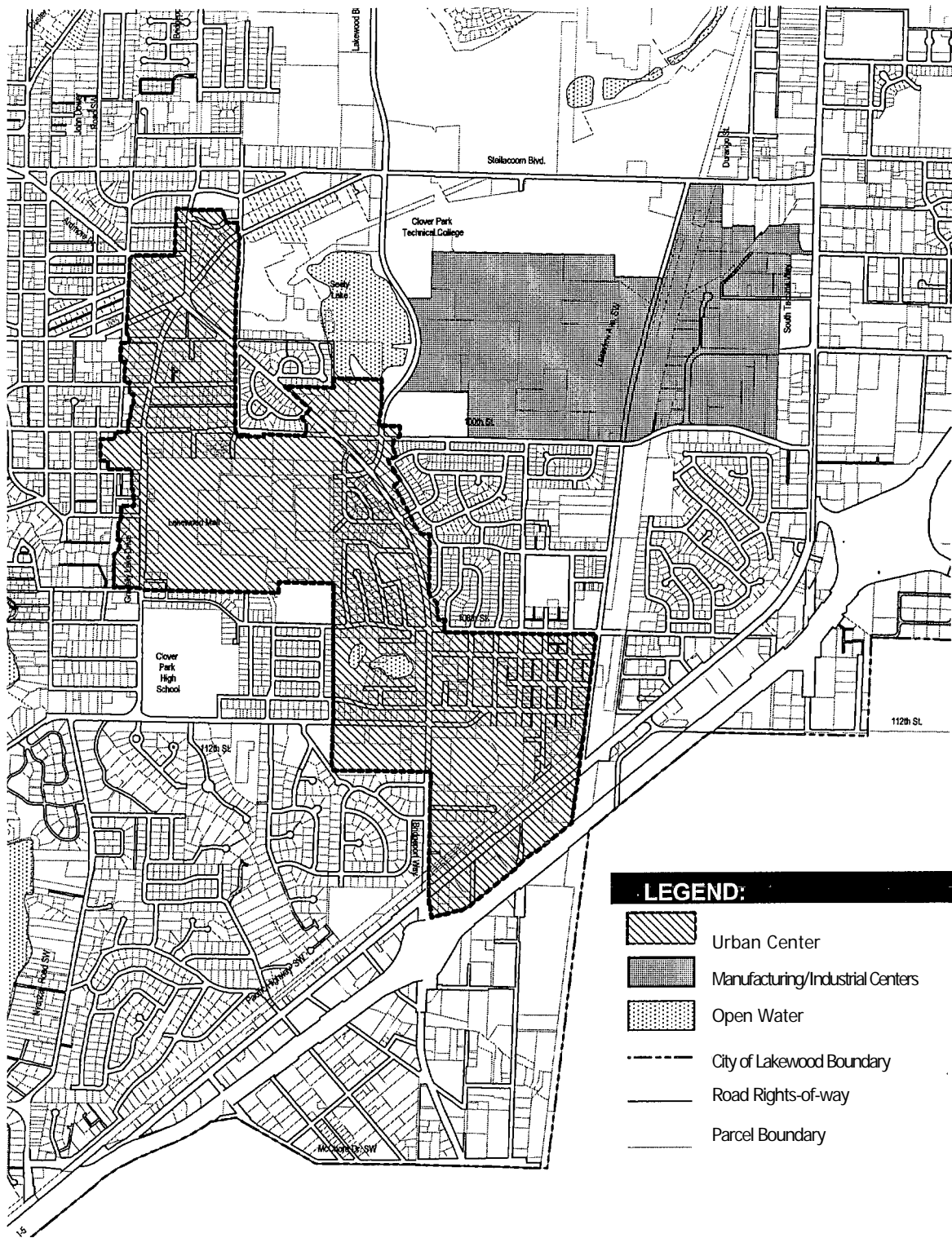
Lakewood's urban center is shown in Figure 2.2. The boundaries of the urban center were drawn to include the most appropriate balance of high-density employment and housing in the city. The urban center includes the entire CBD and the majority of the Lakewood Station district. The span of mixed residential and neighborhood commercial connecting the two ends of the Bridgeport corridor are also included. High capacity transit is provided by the existing Pierce Transit Center in LakeWood Mall and in the future by Sound Transit commuter rail at Lakewood Station. In addition to the commuter rail station, there is direct high occupancy vehicle (HOV) access to I-5 for bus service, as well as general vehicle on-ramps located nearby at the intersection of Bridgeport Way and I-5. Major public amenities will include improved pedestrian facilities such as design treatments, trails, and parks to be developed concurrent with implementation of the comprehensive plan. Policy language addressing designation of the urban center is located in Section 3.5 of this plan.

#### 2.4.2 Manufacturing/Industrial Center







VISION 2020 defines manufacturing/industrial centers as major, existing regional employment areas of intensive manufacturing and industrial land uses which cannot be easily mixed at higher densities with other uses. Land is to be preserved for manufacturing, industry, and related uses; thus, incompatible uses such as "big box" retail, unrelated offices, and residential uses are discouraged. Adequate transportation and utility infrastructure are also critical.

In keeping with the criteria outlined in VISION 2020 and the CWPPs, Lakewood has designated its existing industrial core as a manufacturing/industrial center.<sup>1</sup> The center's boundaries are delineated in Figure 2.2. This area, which consists of the Lakewood Industrial Park and several nearby areas, shares a number of features supporting this

<sup>1</sup> American Lake Gardens, despite the industrial designation shown in the plan, does not currently meet all of the CWPP manufacturing/industrial center designation policies but may meet the criteria in the future.



**LEGEND:**

-  Urban Center
-  Manufacturing/Industrial Centers
-  Open Water
-  City of Lakewood Boundary
-  Road Rights-of-way
-  Parcel Boundary



0 1000 2000 3000 4000 Feet

Source: Pierce County GIS / Lakewood Parcel Survey Database / EDAW Inc., 1999.

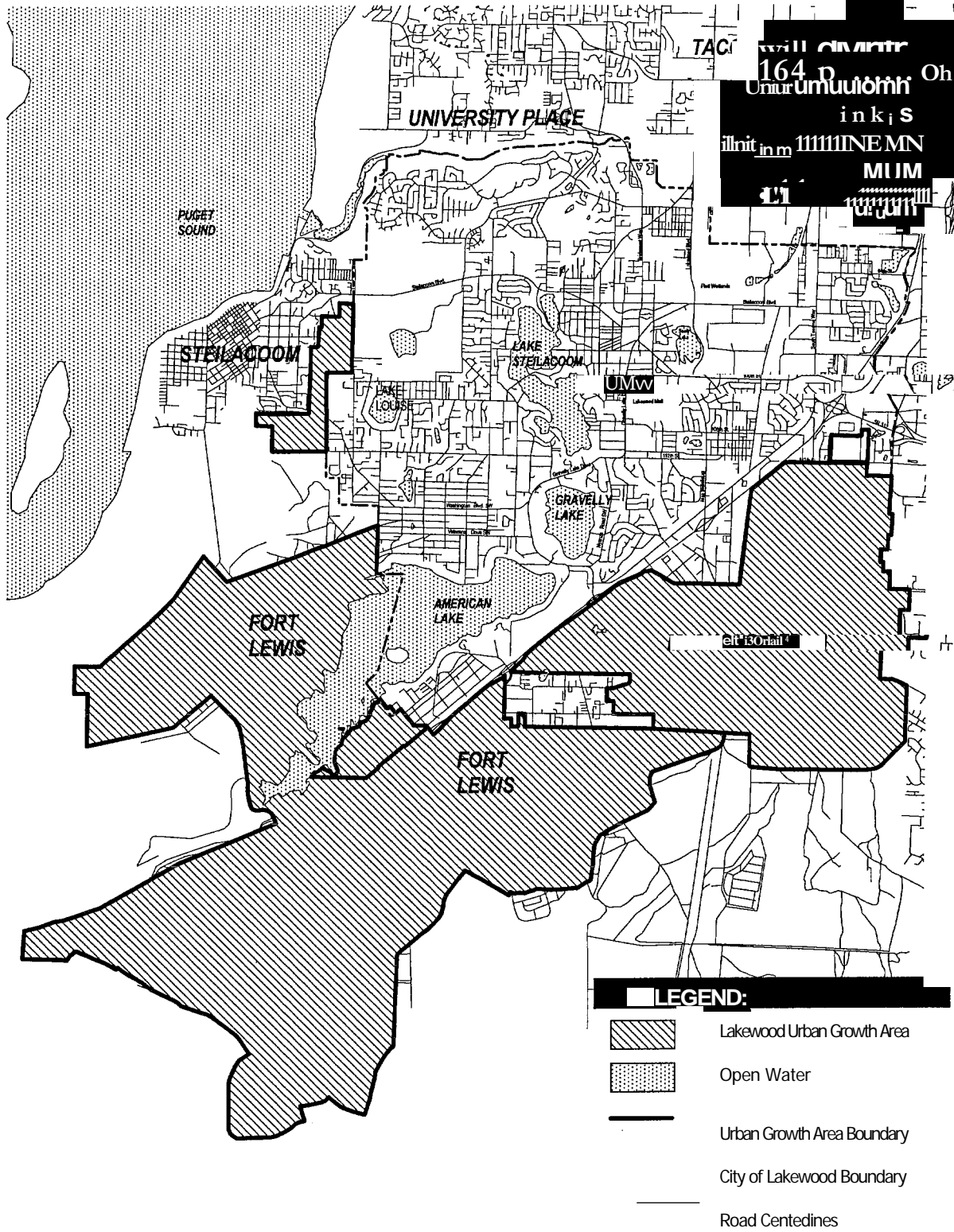
**Figure 2.2**  
**Urban Center and**  
**Manufacturing/Industrial Centers**

designation: a solid industrial employment base, adequate utilities, direct rail access, nearby freeway access, and appropriate buffers between uses.

Applicable goals and policies are contained under Section 3.4, Industrial Lands and Uses.

## **2.5 Urban Growth Areas**

The adopted UGA boundaries represent Lakewood's future city limits. They indicate the extent to which the city can expand over the next 20 years. Under the GMA, jurisdictions may not annex additional area into their corporate limits unless it falls within their UGAs and can be provided with urban levels of service for such public services and facilities as police, water, and sewer. In some cases, urban-type services may already exist in these areas and can be coordinated with existing city services. Figure 2.3 depicts Lakewood's adopted urban growth areas.



0 3000 6000 9000 12000 15000 Feet



Figure 2.3

Source: Pierce County GIS

/ Lakewood Parcel Survey Database / EDAW Inc., 1999. **Urban Growth Area (UGA) Boundary**

# 3.0 LAND USE

## 3.1 Introduction and Purpose

This chapter sets the stage for a vibrant, sustainable, family-oriented community through the balanced allocation of land for housing, commerce, industry, recreation, transportation, open space, cultural resources, and other uses. It accommodates growth, while preserving the character of established neighborhoods and protecting them from intrusion of incompatible uses by using innovative land development concepts and techniques. For example, housing and commercial development may be interwoven in some areas where they would mutually benefit one another. Elsewhere, different land uses may remain discrete to meet other goals.

The land use chapter is organized topically. Each section contains an introductory discussion describing the critical issues relating to the topic and identifying Lakewood's strategy for handling these issues. Goals and policies specific to each topic then follow. These goals and policies will be realized through the City's implementation strategies, including future subarea planning, technical area planning, design and development regulations, the process of development review, and other such methods.

## 3.2 Residential Lands and Housing

Housing is a central issue in every community, and it plays a major role in Lakewood's comprehensive plan. The community's housing

needs must be balanced with maintaining the established quality of certain neighborhoods and with achieving a variety of other goals related to transportation, utilities, and the environment. There are a number of considerations related to housing in Lakewood:

**Impact of Military Bases:** While regional housing market fluctuations impact housing rent levels and sale prices in Lakewood, the large adjacent military bases play an important role in defining the city's unique housing market. Much of the housing stock is oriented to accommodate the relatively transient needs of military families. The private sector has



Aerial view looking west across Flett Wetlands

responded to the significant demand for off-base housing by building numerous apartments. In addition, a high percentage of the single-family homes are also rentals. Long-term ownership is also impacted by the bases,

as Lakewood also serves as a retirement location for many former military families.

**Rental Housing:** The majority of occupied housing units in Lakewood are now rentals. Two trends are at work that combine to make rental housing predominant. First, increasing numbers of apartments are being built, and many single-family units have been converted from owner-occupied to rentals.

**Land Availability:** In preparing the comprehensive plan, the City analyzed the development capacity of residential land based on the official land use map. The capacity analysis considered present use, development limitations, market factors, and current land valuations. Only undeveloped (vacant) or very underdeveloped properties were considered. If actual buildout matches this analysis, the added units will meet the growth forecast level adopted by the City. There is adequate land currently planned for multi-family use. Adequacy is based on providing at least half the new units in multi-family uses, which matches the city's current renter/owner ratio. To achieve growth targets, infill development on vacant or underutilized properties will be required. In areas well-served by transportation, public transit, and neighborhood business centers, new housing at higher densities will be encouraged to expand housing choices to a variety of income levels and meet growth targets.

**Housing Affordability:** The GMA calls for jurisdictions to provide opportunities for the provision of affordable housing to all economic segments of the population. During the comprehensive plan's time horizon, the City needs to monitor housing production and costs to evaluate how it is complying with Pierce County's fair share allocation of affordable units, which will be revised based on the 2000 Census. While Lakewood housing prices and rents are currently affordable, real estate value is rising. There are some tools the City may want to employ in the future to help support housing affordability in Lakewood.

Residential lands and housing are addressed in the following goals and policies:

### **3.2.1 Housing Goals and Policies**

**GOAL LU-1:** Support quality single-family residential neighborhoods.

Policies:

- LU-1.1: Encourage new single-family development throughout existing single-family neighborhoods as redevelopment and infill construction at appropriate densities.
- LU-1.2: Provide for innovative design options that support residential neighborhoods and provide for more efficient use of single-family residential lands.

LU-1.3: To the extent possible, direct public investment toward physical improvements that foster growth, serve population concentrations, and promote targeted changes in land use densities.

**GOAL LU2:** Protect the character of existing stable single-family neighborhoods.

Policies:

LU-2.1 Preserve the range of housing options, healthy tree stands, riparian environment within stream corridors, and visual open space in the urban environment offered by already-developed "estate" properties.

LU-2.2: Minimize the impact of infill development in residential neighborhoods by incorporating, to the maximum extent possible, features that impart to each neighborhood a unique identity and sense of coherence.

**GOAL LU3:** Establish a complementary mix of residential and other land uses in business districts.

Policies:

LU-3.1: Locate housing proximate to service, social, and employment centers, especially within the central business, neighborhood business, and Lakewood Station districts.

LU-3.2: Encourage vertical integration of uses in mixed use areas.

LU-3.3: Use coordinated subarea plans to develop regulations that support the development of housing above and among commercial uses.

**GOAL LU4:** Attain a wide range of residential patterns, densities, and housing types throughout the city.

Policies:

LU-4.1: Identify a sufficient diversity of land use designations within this comprehensive plan that permit residential functions to allow development of a full range of dwelling types within Lakewood.

LU-4.2: Encourage higher density residential development as an efficient land use pattern in mixed use projects in high-density multi-family areas, and in the central business and Lakewood Station districts, consistent with infrastructure capacity, scale, character, and zoning of the receiving area.

**GOAL LU5:** Improve the quality and availability of multi-family housing choices.

Policies:

- LU-5.1: Develop regulations guiding appearance, scale, and location of new development to enable a range of dwelling types and amenities.
- LU-5.2: Improve existing multi-family housing stock by encouraging revitalization or replacement of existing apartment complexes in appropriate locations throughout the city.
- LU-5.3: Direct multi-family housing to locations that support residents by providing direct access to public transportation, employment, services, open space, and other supporting amenities.
- LU-5.4: Encourage a high quality pedestrian environment around multi-family housing sites through the provision of walkways, lighting, outdoor furniture, bicycle parking, open space, landscaping, and other amenities.
- LU-5.5: Require that on-site amenities such as walkways, trails, or bike paths be connected to adjacent public facilities.
- LU-5.6: Enact minimum density requirements in areas targeted for the most multi-family growth.
- LU-5.7: Improve the existing multi-family housing stock by encouraging, through public-private partnerships, revitalization and replacement of existing apartment complexes in appropriate locations throughout the city.

**GOAL LU6:** Accommodate special living needs in Lakewood.

Policies:

- LU-6.1: Allow a broad range of housing to accommodate persons with special needs (such as neighborhood-scale congregate care, group or assisted living facilities, or transitional housing) in all residential areas and in certain appropriate non-residential areas.
- LU-6.2: Continue allowing accessory dwelling units (ADUs) to assist people in remaining independent or in retaining a single-family lifestyle on a limited income, subject to specific regulatory standards.
- LU-6.3: Establish and administrative review process to enable detached ADUs in order to expand ADU capacity.

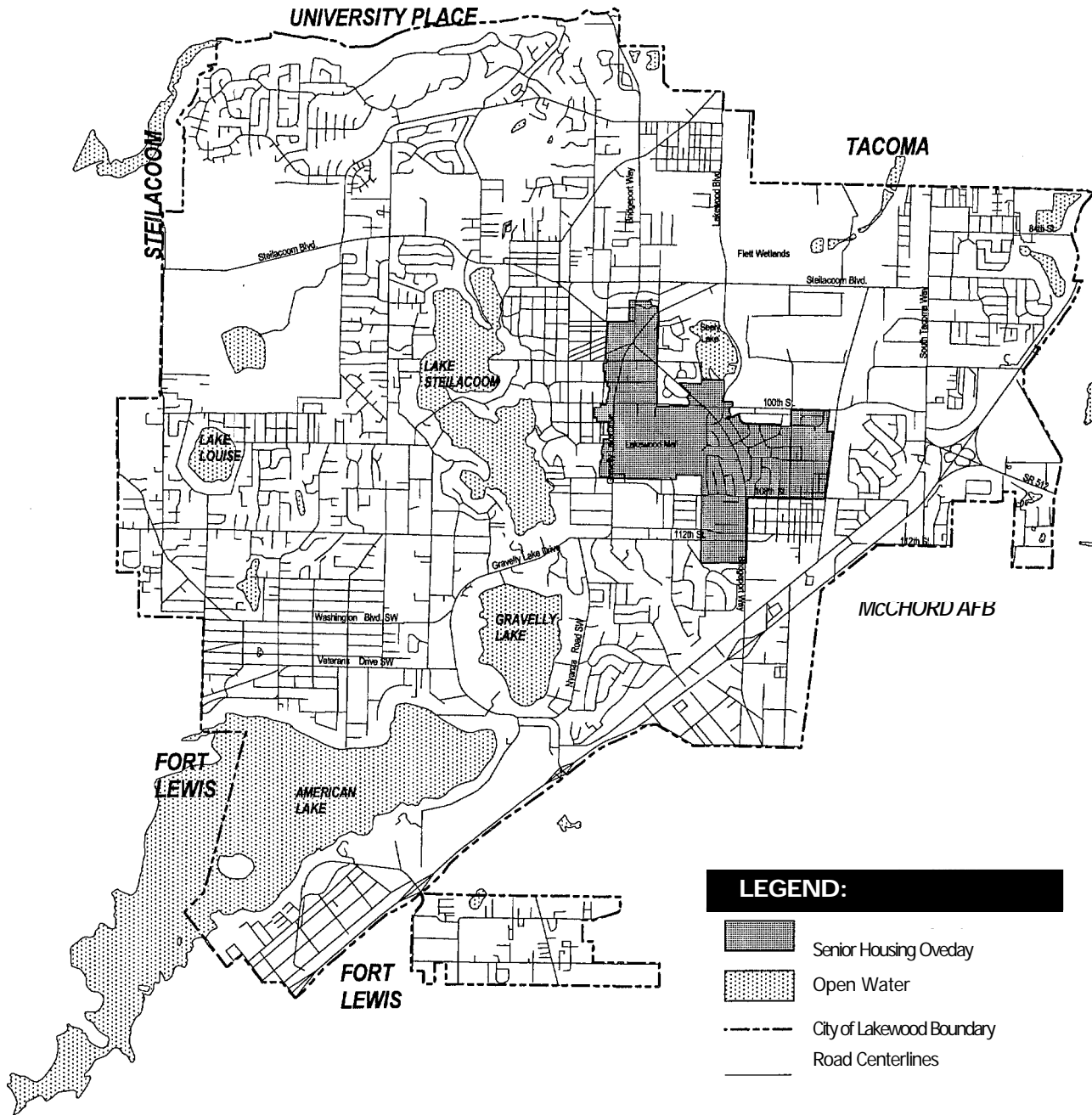


- LU-6.4: To support mobility for those with special needs, locate special needs housing in areas accessible to public transportation.
- LU-6.5: Utilize design standards to make special needs housing compatible with the character of the surrounding area.
- LU-6.6: Where appropriate, provide density bonuses and modified height restrictions to encourage the development of senior and disabled housing.
- LU-6.7: Create a senior housing overlay district consistent with Figure 3.1 that encourages the concentration of senior housing proximate to shopping and services.
- LU-6.8: Support the provision of emergency shelters and ancillary services that address homelessness and domestic violence and intervene with those at risk.
- LU-6.9: Maintain cooperative working relationships with appropriate local and regional agencies to develop and implement policies and programs relating to homelessness, domestic violence, and those at risk.

GOAL LU-7: Encourage affordable housing and home ownership opportunities.

Policies:

- LU-7.1: Substandard housing that is "affordable" by virtue of its poor condition, undesirable location, or other such physical factors is not an acceptable substitute for livable affordable housing.
- LU-7.2: Encourage a variety of affordable housing types in addition to single-family homes.
- LU-7.3: Establish public programs to assist in renovating homes and to help first-time homebuyers in establishing home ownership, particularly in neighborhoods with older single-family housing.
- LU-7.4: Encourage and support efforts to increase home ownership.
- LU-7.5: Provide density bonuses and modified height restrictions to encourage the development of affordable housing projects.
- LU-7.6: Consider policies that provide for modular housing conforming with the standards of Washington State building and energy codes, and manufactured housing built to HUD standards.



0 2000 4000 6000 8000 10000 Feet

Source: Pierce County GIS / Lakewood Parcel Survey Database! EDAW Inc., 1999.

**Figure 3.1**  
**Senior Housing Overlay**

- LU-7.7: Develop public policy strategies to modernize and/or upgrade existing mobile home parks.
- LU-7.8: Examine the viability of allowing for certain new housing developments to include a percentage of below-market-rate units, typically known as inclusionary housing.
- LU-7.9: Assist with providing short-term, zero-interest loans to cover up-front rental costs (e.g., first- and/or last-month's rent and security deposit) for qualifying households, where funds are available.
- LU-7.10: Aid developers of affordable housing in site identification and selection by maintaining a current inventory of potentially suitable sites.
- LU-7.11: Monitor creation and availability of affordable housing on an annual basis, in order to establish benchmarks to evaluate housing affordability within Lakewood for the comprehensive plan's five-year review cycle.
- LU-7.12: As part of the federal Community Reinvestment Act, establish an ongoing and cooperative partnership with local financial institutions for the purpose of developing a community lending program for affordable housing.
- LU-7.13: Work with financial institutions, underwriters of development loans and mortgages, and the Washington State House Finance Commission or successor agency to identify and implement solutions to barriers in the real estate financing process that inhibit affordable housing development.
- LU-7.14: Strive to leverage federal, state, and private resources with available local public funds to help achieve comprehensive plan affordable housing goals.
- LU-7.15: Streamline the regulatory process for affordable housing projects to reduce development costs, provide certainty in the process, and maximize the number of affordable units constructed.
- LU-7.16: Support efforts to develop affordable housing on vacant, underutilized, or blighted properties. Encourage and assist owners of vacant or blighted properties to upgrade their properties or partner with developers of affordable housing.
- LU-7.17: Support agencies and organizations that provide housing and related services to very low-, low-, and moderate-income

households, and encourage their acquisition of affordable rental housing.

LU-7.18: Maintain a high priority in utilizing available Community Development Block Grant (CDBG) or similar funds for the acquisition of new affordable housing sites and the acquisition and rehabilitation of existing housing.

LU-7.19: Seek funding on an ongoing basis from state and federal programs such as the federal HOME program and JUB Section 202 and 811 programs to support the development or rehabilitation of housing for very low-, low-, and moderate-income households.

LU-7.20: Develop programs to support the replacement of substandard affordable housing or affordable housing lost to other land uses, or rising real estate values or rent increases.

LU-7.21: Modify the Future Land Use Plan and City zoning to increase housing production if housing needs of future Lakewood residents are not being met. Use County or other appropriate benchmarking policies to measure attainment of housing targets and needs.

LU-7.22: Establish public programs and/or public-private partnerships to encourage and assist redevelopment of outdated or substandard multi-family dwellings aimed at providing opportunities for affordable housing.

LU-7.23:

Provide incentives for developers to increase the supply of affordable housing through mechanisms such as density bonuses or fee waivers.

**GOAL LU8:** Participate in regional housing initiatives and support Pierce County's Fair Share Allocation Program or successor efforts to meet a wide variety of housing needs county-wide.

Policies:

LU-8.1: Support interjurisdictional cooperation to meet housing needs and address solutions which cross jurisdictional boundaries.

LU-8.2: Cooperate with Pierce County and neighboring jurisdictions to assess housing needs, create affordable housing opportunities, and coordinate funding for housing to accommodate the City's allocation of affordable housing.

LU-8.3: Strive to increase the availability of public and private dollars on a regional level for affordable housing.

- LU-8.4: Form alliances with other jurisdictions to lobby for state and federal policies conducive to affordable housing and tenants' rights, including policies that direct funding for affordable housing.
- LU-8.5: Cooperate with the Pierce County Housing Authority or successor agency to redevelop and upgrade housing in Lakewood so that it serves the needs of Lakewood's population.
- LU-8.6: Advocate for controls on regional urban and suburban low-density development to encourage more efficient land use, reduce demands on the transportation system, and increase supplies of affordable housing.
- LU-8.7: Encourage Pierce County and other jurisdictions within Pierce County to consider inclusionary zoning practices to better distribute affordable housing throughout the county.

GOAL LU-9: Recognize the unique requirements of residences located on busy arterials and other heavily used corridors.

Policies:

- LU-9.1: Allow greater flexibility with regard to development standards for residential properties located on busy road corridors.
- LU-9.2: Examine where transportation design tools and landscaping may be used to buffer homes from adjacent traffic.

GOAL LU-10: Recognize that quasi-public uses such as neighborhood-scale religious institutions, private schools, and civic organizations have an historical association with residential neighborhoods, and provide opportunities to site these neighborhood-scale uses within residential areas to reinforce local neighborhood cohesion and stability.

Policies:

- LU-10.1: Limit the size, intensity, and scale of religious institutions, private schools, and civic organizations where necessary to protect the residential areas from negative impacts associated with uses that serve more than the immediate neighborhood.
- LU-10.2: Allow regional-scale facilities within the senior housing overlay district.
- LU-10.3: Clarify the definition of "neighborhood-scale" within the appropriate design regulations.
- LU-10.4: Review and appropriately mitigate negative impacts associated with institutional uses in residential areas.

### 3.2.2 Living Environment

GOAL LU-11: Continue enforcing aesthetic standards, life safety regulations, and crime prevention in housing design.

Policies:

LU-11.1: Continue Lakewood's active enforcement of codes aimed at improving property maintenance and building standards in residential neighborhoods to bolster neighborhood quality and the overall quality of life.

LU-11.2: Incorporate public safety considerations into land use decisions. Apply design techniques aimed at crime prevention and continue

LU-11.3: the close working relationship between land use and public safety officials to assist in reducing crime opportunities.

LU-11.4: Continue targeted efforts such as the crime-free rental housing program and seek out a variety of funding sources for this and other such outreach programs.

LU-11.5: Develop programs to provide financial assistance to low-income residents to assist them in maintaining their homes.

LU-11.6: Where public actions such as targeted crime reduction programs result in the unexpected displacement of people from their housing, coordinate the availability of social services to assist them in finding other shelter.

GOAL LU-12: Relate development of public amenities such as parks, recreation centers, libraries, and other services to densely developed neighborhoods.

Policies:

LU-12.1: Coordinate capital improvements with targeted growth and expected redevelopment.

LU-12.2: Prepare sub-area plans for neighborhoods with the greatest capacity for growth, especially those slated for the highest density, more complex land uses, or greatest change. Priority planning areas are the Lakewood Station district, the CBD, Steilacoom Blvd., and Tillicum.

### 3.2.3 Ancillary Uses

GOAL LU-13: Support those who wish to work from home while preserving the residential character of the residentially designated areas.

Policies:

LU-13.1: Continue allowing home-based businesses that do not conflict with typical neighborhood functions.

LU-13.2: Provide opportunities for "invisible" home businesses and support appropriate independent business and trades people and service providers to use their homes as a business base.

LU-13.3: Incorporate emergent business trends and state licensure requirements into use standards for home-based businesses.

GOAL LU-14: Accommodate the siting of in-home family-oriented services, such as child and elder care facilities, in residential areas.

Policies:

LU-14.1: Avoid incompatibility of scale and use intensity between family-oriented service facilities and surrounding neighborhoods through development and performance standards.

LU-14.2: Encourage growth of family-oriented service facilities in locations supported by transit, employment, and services.

LU-14.3: Based on an emergent and growing need for round-the-clock facilities providing diverse levels of care, develop appropriate development standards to buffer neighboring land uses from noise, light pollution, and activity.

### 3.2.4 Housing Relocation

GOAL LU-15: Recognize and address relocation issues brought about by demolition or conversion to another use.

Policies:

LU-15.1: On an annual basis, provide a report to policy makers on the loss of affordable housing due to demolition or conversion, which also documents what steps have been taken to provide replacement affordable housing.

LU-15.2: Identify affordable housing resources that may be lost due to area-wide redevelopment or deteriorating housing conditions. Prior to actions that result in the major reuse or major redevelopment of residential areas into other non-residential activities, provide relocation assistance plan(s).

LU-15.3: Require housing impact studies as part of project-level environmental review for new non-residential developments

involving the major reuse or redevelopment of existing residential areas.

- LU 15.4: Enforce the *Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970*, as amended by the *Uniform Relocation Act Amendments of 1987* and any subsequent amendments, to provide financial and relocation assistance for people displaced as a result of construction and development projects using federal funds. Lakewood shall also enforce Section 104(d) of the *Housing and Community Development Act of 1974*, as amended, requiring the replacement of low- and moderate-income housing units that are demolished or converted to another use in connection with a Community Development Block Grant (CDBG) project.
- LU 15.5: Consider the use of CDBG funds for relocation payments and other relocation assistance to persons displaced as a result of demolition, conversion to another use, or public actions such as targeted crime reduction programs.

### 3.3 Commercial Lands and Uses

The amount and type of available commercial land uses are critical to the proper functioning of Lakewood. Commercial lands that provide goods and services to the residents represent a major source of employment and are a significant source of revenue for the City. Considerations related to Lakewood's commercial areas include:

Commercial Land Surplus: Lakewood has a large surplus of land in commercial use relative to the city's population and service area. In general, the official land use map provides minimal expansion of commercial lands in the city for the next 20 years to focus on redevelopment of existing commercial area. Most of the land currently in commercial use is scattered around the city in pockets or spread out along corridors such as Pacific Highway Southwest and South Tacoma Way. This pattern of dispersed commercial activity has taken the place of a traditional downtown core. This relatively large amount of strip commercial fronting on Lakewood's major arterials presents a significant land use challenge.

Competitiveness: Much of Lakewood's commercial development is older and thus vulnerable to changes in markets and competition from newer developments. The Lakewood Mall and the Colonial Center, the two principal commercial nuclei, are struggling with low market shares and resulting high vacancy rates.

Redevelopment/revitalization of the commercial areas is addressed by the following goals and policies, as well as related economic development goals and policies found in Chapter 5.



### 3.3.1 General Commercial Goals and Policies

**GOAL LU16:** Strengthen Lakewood's and the region's economy by retaining, intensifying, expanding, and reinvesting in existing businesses and by attracting new uses and businesses.

Policies:

LU-16.1: Ensure that commercial development and redevelopment contributes to Lakewood as a community and to the vitality of individual commercial areas within the city.

LU-16.2: Ensure development and redevelopment that complements adjacent land uses.

LU-16.3: Establish functional and distinct commercial districts and corridors within the city.

**GOAL LU17:** Concentrate commercial development within appropriate commercial areas and clarify the different types of commercial lands.

Policies:

LU-17.1: Address each type of commercial land with unique development standards appropriate to each.

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

LU-17.3: Promote the Lakewood Station district as the primary location for medical-related and other businesses serving a regional market, as well as neighborhood serving businesses in support of higher density housing.

LU-17.4: Promote the corridor commercial areas as the primary locations for larger scale, auto-oriented businesses serving a regional market.

LU-17.5: Promote the neighborhood business districts as limited commercial nodes supporting a concentrated mix of small scale retail, service commercial, and office development serving the daily needs of residents in the immediate neighborhood at a compatible scale with surrounding neighborhoods.

**GOAL LU18:** Promote, within commercial districts and corridors, the infill of vacant lands, redevelopment of underutilized sites, and intensification of existing sites.

## Policies:

LU-18.1: Concentrate commercial development within existing commercial areas.

LU-18.2: At the time of development or redevelopment of a site, promote the planning for future intensification of the site. Such considerations may include phased intensification of portions of a site such as parking lots and single-story buildings.

LU-18.3: Encourage assembly of lands for redevelopment, particularly where undersized parcels contribute to siting problems.

LU-18.4: Prohibit expansion of strip commercial areas, especially through conversion of land from residential to commercial uses.

LU-18.5: Limit modification of the commercial lands inventory to required periodic reviews of this plan.

LU-18.6: Establish an Urban Renewal area in accordance with the State of Washington's Urban Renewal Law, RCW Chapter 35.81, with boundaries as shown in Figure 3.2.

### 3.3.2 Central Business District

**GOAL LU-19:** Promote redevelopment of the CBD as a mixed-use urban center that creates a downtown and bolsters Lakewood's sense of identity as a city.

## Policies:

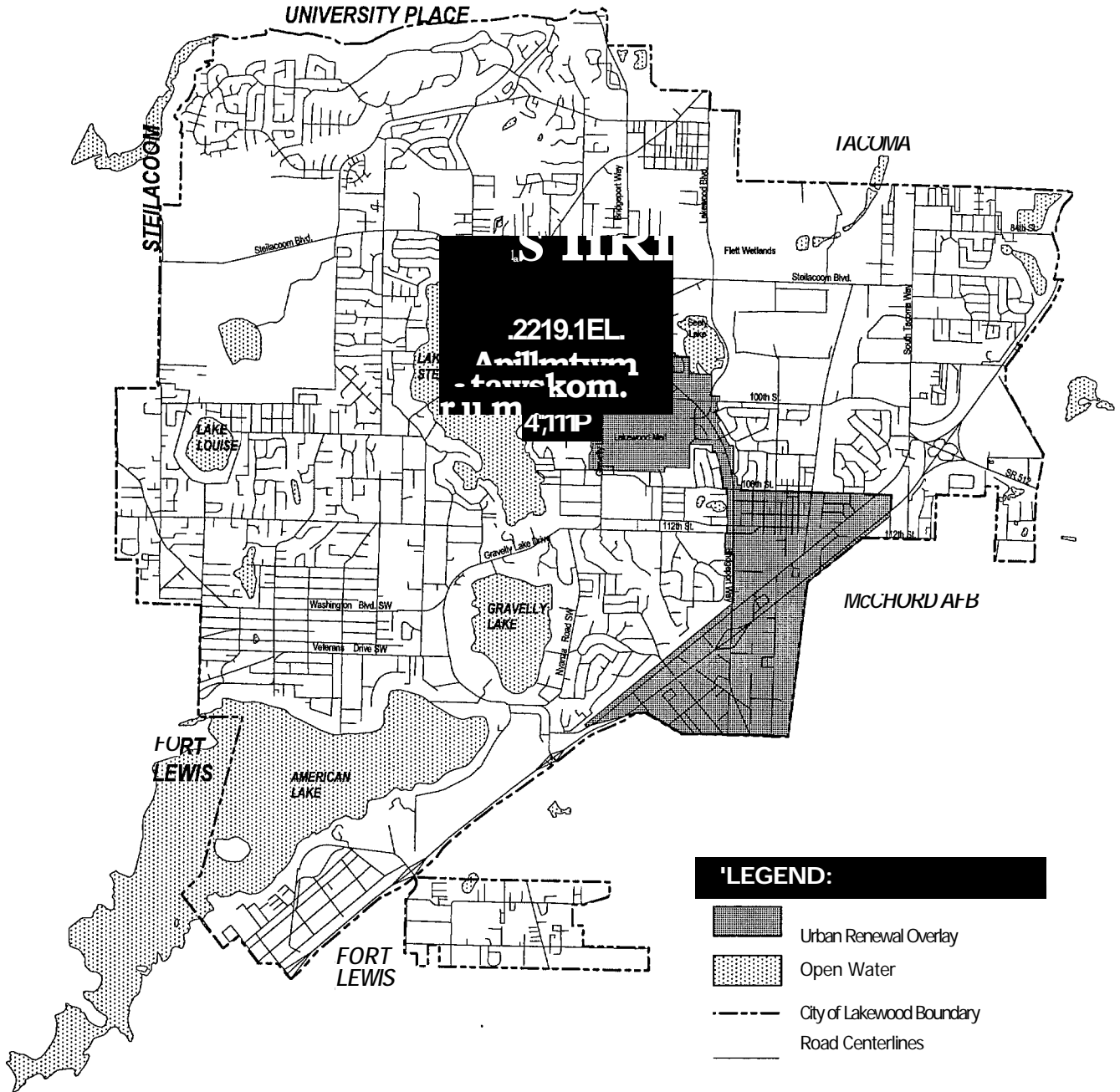
LU-19.1: Promote the CBD as the primary center for retail, office, public services, cultural activities, urban residential, and civic facilities of Lakewood.

LU-19.2: Promote an intensity of design and activity that provides for a complementary and interactive mixture of uses in the CBD and extends the hours of use beyond typical working hours.





LU-19.3: Promote a regional urban intensity of use and design that provides for a complementary and interactive mixture of uses in the CBD.

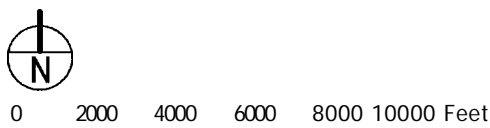
LU-19.4: Promote cultural institutions, performing arts uses, and recreational activities within the CBD.

**GOAL LU-20:** Emphasize pedestrian and bicycle connectivity and transit use within the CBD while accommodating automobiles.



**'LEGEND:**

-  Urban Renewal Overlay
-  Open Water
-  City of Lakewood Boundary
-  Road Centerlines



Source: Pierce County GIS / Lakewood Parcel Survey Database) EDAW Inc., 1999.

July 2000  
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**Figure 3.2**  
**Urban Renewal Overlay**

Policies:

LU-20.1: Accommodate automobiles in balance with pedestrian, bicycle, and transit uses within the CBD and on individual sites.

LU-20.2: Promote the CBD as a transit hub.

LU-20.3: Maintain an appropriate supply of parking in the CBD as development intensifies.

### 3.3.3 Commercial Corridors

GOAL LU-21: Emphasize the geographic relationship of the commercial corridors to major road networks and the Lakewood Station to promote employment, services, retail, and flex business/light industrial uses linked to the regional access to major transportation networks.

Policy:

LU-21.1: Provide for varying intensities and types of employment, services, retail, and business/light industrial uses along designated commercial corridors based on physical characteristics of the roadway network and adjoining land uses.

GOAL LU-22: Provide for automobile, freight, transit, and bicycle mobility within the commercial corridors while ensuring a localized pedestrian orientation.

Policies:

LU-22.1 Ensure that a high level of mobility is maintained on the major road networks within commercial corridors.

LU-22.2 Provide for localized and site-specific pedestrian orientation within the commercial corridors.

LU-22.3 Provide for the eventual reorientation of transportation emphasis away from automobiles within the commercial corridors.

LU-22.4: Examine the potential of breaking up long commercial expanses with office or other non-retail uses.

### 3.3.4 Neighborhood Business Districts

GOAL LU-23: Foster a strong sense of community through the provision of neighborhood services within neighborhood business districts.

## Policies:

- LU-23.1: Provide for a mix of activities including residential, retail, office, social, recreational, and local services in neighborhood business districts.
- LU-23.2: Encourage residential and mixed residential/commercial uses to situate in neighborhood business districts.
- LU-23.3: Provide for a unique focus or orientation of an individual neighborhood business district while ensuring that a variety of uses are emphasized to serve the neighborhood.
- LU-23.4: Foster an array of needed community services by prohibiting the domination of a neighborhood business district by any single use or type of use.
- LU-23.5: Ensure that the intensity and design of districts reflect the scale and identity of the neighborhood(s) they serve. Neighborhood business districts may serve just the surrounding neighborhood or may serve more than one neighborhood and attract people from other areas.

GOAL LU-24: Establish a compact urban character and intensity of use within neighborhood business districts.

## Policies:

- LU-24.1: Ensure a people orientation in building, site, and street design and development within neighborhood business districts.
- LU-24.2: Support public safety improvements as a key success factor in making neighborhood business districts desirable places to live, work, socialize, and shop.
- LU-24.3: Ensure a safe place to live, work, socialize, and shop within neighborhood business districts.
- LU-24.4: Promote urban amenities within the neighborhood business districts and on individual sites.
- LU-24.5: Promote neighborhood business districts as transit hubs.
- LU-24.6: Accommodate automobiles, but do not allow them to dominate the neighborhood business districts or individual sites.

### 3.3.5 Lakewood Station District

**GOAL LU-25:** Promote the Lakewood Station area as the multi-modal commuter hub of Lakewood.

Policies:

LU-25.1 Coordinate with affected agencies to facilitate the development and operation of the Lakewood Station area as a multi-modal commuter hub.

LU-25.2: Foster the Lakewood Station area's role as a transit-oriented development district.

LU-25.3: Seek ways to acquire additional public and semi-public open space including the creation of mechanisms for bonus densities in return for provision of open space and other public

LU-25.4: Provide incentives for redevelopment of the Lakewood Station area to capitalize on growth and visibility associated with the commuter rail station.

**GOAL LU-26:** Promote an interactive mixture of activities around the Lakewood Station that focus on the station's regional access.

Policy:

LU-26.1: Coordinate and promote the development of the area around the Lakewood Station to create a distinctive urban node that provides for a rich mixture of uses including regional offices, major institutions, high-density urban residences, neighborhood businesses, and open space.

**GOAL LU-27:** Develop an urban design framework to guide physical development of the Lakewood Station District.

Policies:

LU-27.1: As part of the Lakewood Station Sub-area plan, develop design guides and a detailed urban design framework plan for the Lakewood Station District, coordinating public and private development opportunities (see GOAL UD-9).

LU-27.2 Prioritize completion of existing street grid to ensure connectivity throughout the Lakewood Station District.

LU-27.3: Create additional public and semi-public open space opportunities to serve residents, employees, commuters and visitors in the Lakewood Station District.

LU-27.4: Improve pedestrian and vehicular connections across the railroad tracks, Pacific Highway Southwest, and 1-5.

### 3.3.6 Sexually Oriented Adult Businesses

Lakewood has a number of sexually oriented adult businesses located, generally, along the Pacific Highway Southwest corridor. Many of these businesses are located near "sensitive receptors," including residential lands, churches, parks and open spaces, and schools K-12 and under. The City intends to begin regulating the siting of these uses more closely to reduce their potential detrimental social effects on the community.

**GOAL LU28:** Regulate the siting and operation of sexually oriented adult businesses to reduce or eliminate the adverse secondary effects<sup>1</sup> that these uses may have on "sensitive receptors."

Policies:

- LU-28.1: Protect property zoned and/or used for residential or combined commercial/residential purposes from the secondary effects of sexually oriented adult businesses.
- LU-28.2: Protect property zoned and/or used for education sites (K through 12 and under) from the secondary effects of sexually oriented adult businesses.
- LU-28.3: Protect property zoned and/or used for public parks and recreation and open space sites, where children are likely to congregate, from the secondary effects of sexually oriented adult businesses.
- LU-28.4: Protect property zoned and/or used for religious institutions from the secondary effects of sexually oriented adult businesses.
- LU-28.5: Permit sexually oriented businesses inside incorporated city limits but outside of identified "sensitive receptor" locations and their associated buffer areas.
- LU-28.6: Establish adequate buffer areas around "sensitive receptors" to protect them from the secondary effects of sexually oriented businesses.
- LU-28.7: Apply these performance standards to non-conforming sexually oriented adult businesses.

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<sup>1</sup>

Secondary effects is the term, established through case law, that is used to describe the detrimental impacts sexually oriented businesses may have on a community. These effects include increased crime; reduction in property values; deterioration of the quality of life of the environment of neighborhoods; lessening of the suitability of certain areas for children, seniors, or other groups; and/or increased municipal expenses such as police services.

### 3.3.7 Commercial Lands Revitalization

There are a number of relatively deteriorated sections of commercially designated lands located within the City of Lakewood, specifically along the I-5 Corridor. This situation adds to the perception that these areas are undesirable. It calls into question the economic vitality of businesses currently located in these areas and of the business community in general. Consequently, there appears to be a lack of investment confidence for the redevelopment of these commercially designated lands.

GOAL LU29: Promote a healthier business investment climate by considering methods of addressing and reducing the deteriorated parts of the business community.

Policy:

LU-29.1: Work with the owners and operators of businesses throughout Lakewood, but with an emphasis on the I-5 Corridor Area, to develop plans and/or strategies that examine and identify the means to rejuvenate and revitalize the most deteriorated sections of these commercially designated areas.

## 3.4 Industrial Lands and Uses

One of the keys to effective growth management is maintaining an appropriate level of economic activity — and associated jobs — to complement an expanding residential population. Lakewood must maintain and enhance its industrial vigor through the preservation and expansion of a suitable industrial land base. Land uses that are not compatible with manufacturing, industrial, and advanced technology must be prevented in industrial areas. Direct access to I-5 and rail must be ensured. In addition to the Lakewood Industrial Park, which is designated a manufacturing/industrial center, this plan recognizes existing industrial activity in Springbrook, Flett, northeastern Lakewood, and near the SR 512/I-5 interchange. In the future American Lake Gardens is planned for conversion to a new industrial area.

### 3.4.1 General Industrial Land Use Goals and Policies

GOAL LU30: Encourage industrial development and redevelopment that strengthen the economy of Lakewood and the region through the retention, intensification, and expansion of, and reinvestment in, existing industrial uses and the attraction of new complementary uses and businesses.

Policies:

LU-30.1: Provide industrial lands for regional research, manufacturing, warehousing, concentrated business/employment parks, or other major regional employment uses.



LU-30.2: Support development and redevelopment of industrial lands that make positive contributions to the economy and physical environment of Lakewood and individual land areas.

LU-30.3: Protect prime industrial sites (especially those near rail lines) from encroachment by incompatible uses such as housing and unrelated retail activity.

LU-30.4: Expand the number and type of industrial uses in the city by more intensive use of existing industrial lands.

GOAL LU-31: Promote environmentally responsible industrial redevelopment, development, and operations.

Policies:

LU-31.1: Facilitate the integration and/or buffering of industrial development with adjacent non-industrial areas.

LU-31.2: Ensure that industrial operations are compatible with city and regional freight mobility and multi-modal transportation assets.

LU-31.3 Encourage employment densities sufficient to support alternatives to single-occupant (SOV) vehicle use.

LU-31.4 Apply design techniques aimed at crime prevention and continue the close working relationship between land use and public safety officials to reduce crime opportunities.

### 3.4.2 Manufacturing/Industrial Center

In keeping with the criteria outlined in VISION 2020 and the CWPPs, Lakewood has designated its existing industrial core, which consists of the Lakewood Industrial Park and several nearby areas, as a manufacturing/industrial center (see Figure 2.2). Criteria supporting this designation include a solid industrial employment base, adequate utilities, direct rail access, nearby freeway access, and appropriate buffers between uses.

GOAL LU-32: Protect Lakewood's existing industrial land base by designating an appropriate manufacturing/industrial center.

Policies:

LU-32.1 Designate the Lakewood Industrial Park and immediate vicinity (as shown on Figure 2.2) as a manufacturing/ industrial center.

LU-32.2 Adopt by reference the CWPPs for manufacturing/industrial centers.

### 3.4.3 American Lake Gardens and Springbrook

**GOAL LU-33:** Facilitate the development of industrial uses in American Lake Gardens.

Policies:

LU-33.1: Facilitate the planned development of the industrial area, actively seeking high employment generating land uses that can capitalize on proximity to regional transportation and markets and nearby military bases.

LU-33.2: Facilitate the provision of adequate infrastructure concurrent with redevelopment.

LU-33.3: Encourage assembly of lands for redevelopment, particularly where undersized parcels contribute to siting problems.

LU-33.4: In consultation with the Clover Park School District, state education officials, the City of Lakewood, and the Department of Defense, facilitate a plan to replace Woodbrook Middle School.

LU-33.5: Reduce land use conflicts between industrial and other land uses through the provision of industrial buffers, setbacks, and screening devices, as well as strict enforcement of noise and air quality laws.

LU-33.6: After appropriate study, designate a principal truck route through American Lake Gardens, taking into account the needs of residents and schools.

## 3.5 Urban Center

Lakewood's urban center (shown in Figure 2.2) includes the entire CBD, the majority of the Lakewood Station district, and a significant amount of residential and commercial land along the Bridgeport corridor. Designation of this urban center is consistent with the vision of this plan and the region's VISION 2020 strategy.

**GOAL LU-34:** Achieve the VISION 2020 urban center criteria

Policies:

LU-34.1 Designate the Bridgeport corridor from Lakewood Station to Colonial Center (as shown on Figure 2.2) as an urban center.

LU-34.2 Adopt by reference and implement the CWPPs for urban centers.

### 3.6 Military Lands

Military lands are the portions of the federal and state military installations within the city. The autonomy associated with federal and state ownership of the military installations, in combination with the unique character of the military operations and support structures, are not typical of civilian land uses and require special consideration by the City as a host community for the installations.

GOAL LU-35: Recognize that military installations, whether federal or state, are unique in character with operations and support structures not typical of civilian land uses.

Policies:

LU-35.1: The legislative jurisdiction, unique character of the land uses, and installation planning processes require unique consideration and coordination by the City.

LU-35.2: The Official Federal Military Installation Master Plans (established in accordance with applicable federal regulations and Joint Planning Agreements) addressing land use, infrastructure, and services for the portions of federal military installations within the city are adopted by reference to this plan as autonomous subarea plans.

LU-35.3: The Official State Military Installation Master Plans (established in accordance with applicable state regulations and Joint Planning Agreements) and administrative use permit addressing land use, infrastructure, and services for the portions of state military installations within the city are adopted by reference as subarea plans.

LU-35.4: Unanticipated short-term or permanent changes to the Official Military Installation Master Plans and operations may occur due to national and state emergencies, new military missions, or new technologies that are not addressed in the Installation Master Plans or this plan.

GOAL LU-36: Facilitate the host community relationship with the military installations through city-wide planning for the provision of housing, services, and civilian employees to support the operations on the military installations and to provide a high quality of life for military personnel and their families who live, work, shop, learn, and play in Lakewood.

Policies:

LU-36.1: Provide for a variety of housing options in the city to support the housing requirements of the military personnel and their families.

LU-36.2: Promote an active planning and funded mitigation effort to improve the isolated communities adjacent to the military installations.

### 3.7 Air Corridor

The air corridor areas extend northward from the McChord AFB runway and are subject to noise and safety impacts of military flight operations. The potential risk to life and property from the rather unique nature of hazards that may be associated with military aircraft operations, as distinguished from general/commercial aviation, corridors necessitates control of the intensity, type, and design of land uses within the designation.

GOAL LU-37: Minimize the risk to life and property from potential hazards associated with aircraft flight operations associated with McChord AFB.

Policies:

LU-37.1: Coordinate with McChord AFB to establish the extent and nature of the air corridors and potential mitigation measures to minimize the risk to life and property.

LU-37.2: Control the type, intensity, and design of uses within the air corridors to minimize risks and impacts.

LU-37.3: Identify areas restricted from development due to aircraft accident potential and promote the acquisition of the Clear Zone by McChord AFB.

LU-37.4: Coordinate with McChord AFB to maximize responsiveness of emergency services, including development of joint response teams.

GOAL LU-38: Identify appropriate land uses within the air corridors.

Policies:

LU-38.1: Promote the conversion of existing higher density housing, including mobile home parks and apartments, to less intensive land uses.

LU-38.2: Encourage the siting of warehousing, storage, open space, and other appropriate land uses within the air corridors.

GOAL LU-39: Minimize the negative impacts of aircraft noise through the manner in which buildings within the air corridors are designed and constructed.

Policies:

- LU-39.1: Work with McChord AFB to identify noise impact contours.
- LU-39.2 Establish corresponding design and construction development regulations to minimize exposure to noise for persons living and working within the air corridors.

### 3.8 Public and SemiPublic Institutional Land Uses

Lakewood is home to numerous large institutions including public and private colleges and hospitals, as well as a large number of school district properties. These resources offer citizens from Lakewood and surrounding areas vital medical and educational services, adding to the quality of life for the community. In addition, the facilities maintained by these institutions contribute to the public landscape, offering visual and usable open space, significant tree stands, educational historic resources, and a substantial architectural presence. The unique physical scale and public purpose of these institutions warrant a unique land use designation and policy framework.

**GOAL LU40:** Provide for the harmonious operation of public and semi-public institutional uses within the city.

Policies:

LU-40.1: Limit the application of the Public and Semi-Public Institutional land use designation to municipal, county, regional, state, and non-military federal uses; special districts; schools; and major semi-public institutions such as hospitals with a significant land area and employment characteristics as determined by the City.

LU-40.2: Establish administrative processes to accommodate the need for growth and change of major institutions as they respond to changing community needs and the unique operational and locational needs of large public and institutional uses while maintaining a harmonious relationship with affected neighborhoods.

LU-40.3: Establish an administrative process that addresses the development, phasing, and cumulative impacts of institutional uses and allows for the phasing of development and mitigation roughly proportionate to the impacts of the use.

**GOAL LU41.1:** Recognize the unique nature of federal patent lands at Western State Hospital and Fort Steilacoom Golf Course

Policy:

LU-41.1: At five-year intervals, review the Western State Hospital Master Plan and the appropriateness of the Public & Semi-Public Institutional and Open Space & Recreation land-use

designations for the hospital property and Fort Steilacoom Golf Course, respectively. The purpose of the review will be to determine the need for amending land-use designations to expand hospital facilities in light of its clients' changing needs.

### 3.9 Greenspaces, Recreation, and Culture

#### 3.9.1 Parks, Open Space, and Recreation

Having evolved under regionally focused parks and recreation planning, Lakewood is underserved by greenspaces (parks, open space, streetscapes, and gateways) and recreation facilities and programs (see Figure 3.3). Prior to incorporation, extensive growth occurred without concurrent attention to greenspaces and recreational needs. Many neighborhoods have no parks or other such amenities.

Given the level of existing development, acquisition of additional park and open space lands to support recreational activities is problematic.

**GOAL LU41:** Plan for parks, open space, trails, and recreational activities for the citizens of Lakewood.

Policies:

LU-42.1: Identify the recreational needs of the community and provide for those needs within the existing land use pattern and funding capacity of the City.

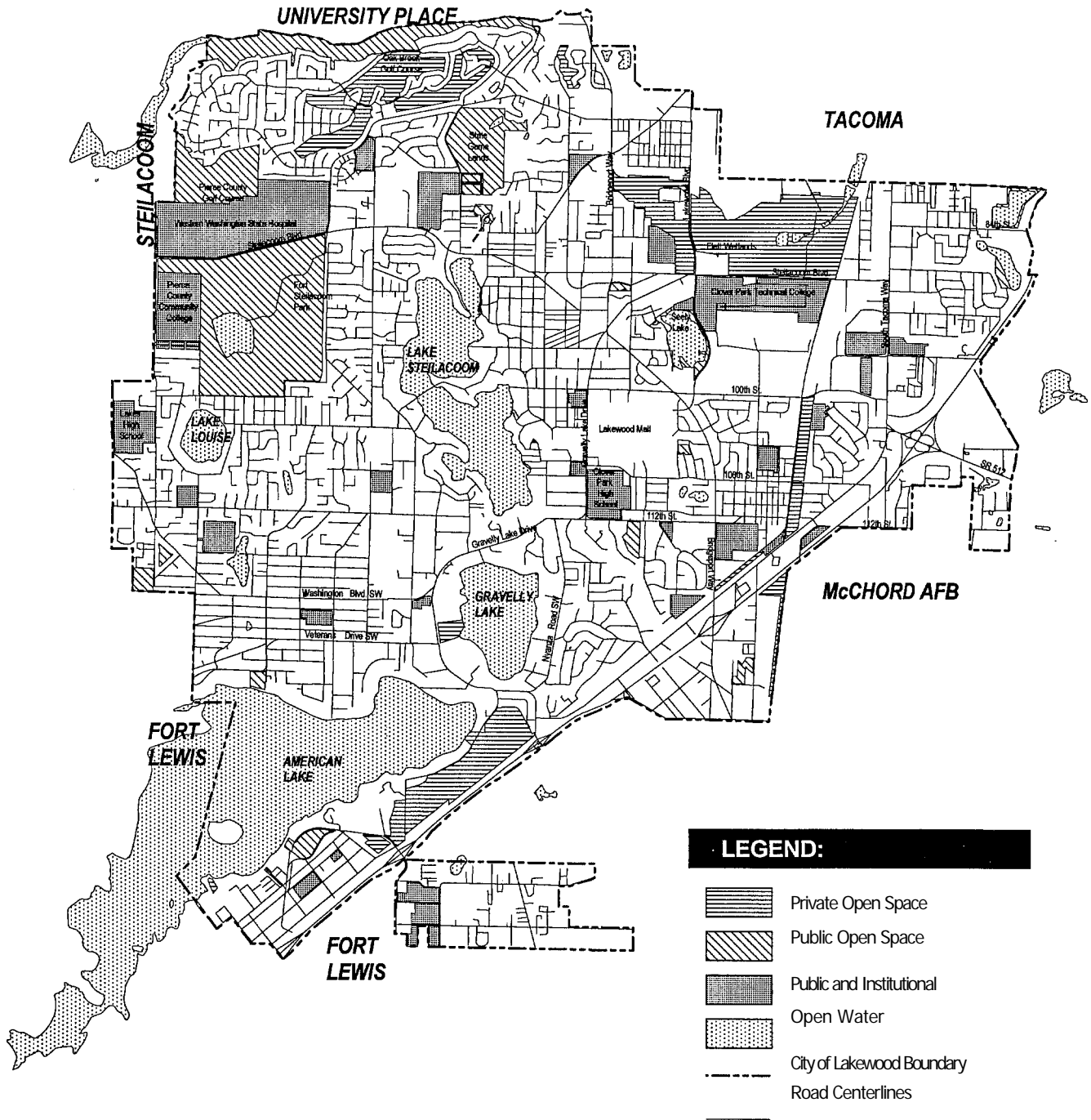
LU-42.2: Update parks, recreation, trails, and open space plan (parks plan) and map to be consistent with comprehensive plan. Maintain updated parks plan and map that set priorities for those facilities and services.

LU-42.3: Rely on the goals and objectives of the parks plan to direct new park/open space/recreation acquisition and programming and levels of service.

LU-42.4: Identify general and specific locations of potential open space and parks acquisition within the city that correspond to the needs identified in the parks plan.

LU-42.5: Link parks planning with transportation corridor (streetscape, trail, and gateway) planning to create a network of active and passive greenspaces.

LU-42.6: Examine methods to begin addressing deficiencies in park and open space resources relative to existing and planned growth through acquisition of additional resources.



0 2000 4000 6000 8000 10000 Feet

Source: Pierce County GIS / Lakewood Parcel Survey Database / EDAW Inc., 1999.

July 2000  
P:16E241011GISLAPRWINAL\_COMP.APR

**Figure 3.3 Public and Private Open Space and Recreation**

LU-42.7: Increase public shoreline access through enhancement of existing street ends and acquisition of waterfront land for development of shoreline parks.

GOAL LU-43: Provide specific consideration in the parks capital improvement program for implementation of the parks plan in areas of the city projected for growth, urban intensification, or where urban redevelopment is targeted.

Policies:

LU-43.1: Develop parks standards to provide for a variety of parks and recreation options and designs to address the difficulty of acquiring large parcels of land.

LU-43.2: Further integrate the parks plan and comprehensive plan in coming years as redirected growth patterns become apparent.

LU-43.3: Assist redevelopment and revitalization of distressed neighborhoods and areas within the city through thoughtful placement and improvements of parks and recreational activities.

GOAL LU-44: Maintain publicly owned parks, open space, and recreation facilities in a quality fashion to encourage and enhance their use.

Policies:

LU-44.1: Provide for maintenance of landscaping and structures, including graffiti removal, trash service and litter pick-up, restroom cleaning, and mowing.

LU-44.2: Provide for efficient irrigation of landscaping.

LU-44.3: Initiate an "adopt-a-park" program to enable service organizations or other groups or individuals to participate in caring for local parks.

GOAL LU-45: Promote the conservation of natural open space within the city.

Policies:

LU-45.1: Identify, protect, and conserve critical areas, natural areas, wildlife habitat, and other appropriate natural environments through the Open Space and Recreation designation.

LU-45.2: Provide a range of methods to designate, conserve, and maintain natural open space. The methods may include but are not limited to:



Ownership or acquisition by the City or other jurisdiction or public agency.

Ownership or acquisition by private or public conservation organizations.

Dedication and contribution.

Purchase of development rights or conservation easements.

Tax relief.

Development regulations.

LU-45.3: Continue to support the development of Pierce County's Chambers Creek Canyon Park in accordance with the May 1997 Chambers Creek Properties Master Site Plan.

Continue support for the Master Site Plan public process.

Work with Pierce County to develop a mutually acceptable joint procedural agreement and any related agreements needed to support the Master Site Plan.

Encourage Pierce County to complete identified Master Site Plan projects in a timely manner and in consultation with adjacent cities and neighborhoods.

GOAL LU-46: Promote the development of urban open space and amenities where there are no opportunities for natural open space.

Policies:

LU-46.1: Provide for urban open space within areas of intensive development to break up the intensity of development and to provide localized amenities.

LU-46.2: Promote a variety of natural and created open space designs based on the type and design of the development.

GOAL LU-47: Develop a community trails system composed of pedestrian/bike paths, off-street trails, and neighborhood bike routes.

Policies:

LU-47.1: Provide for implementation of trail systems in the transportation plan.

LU-47.2: Provide for connection of Lakewood's trails with adjacent jurisdictions and their facilities.

LU-47.3: Provide connections of Lakewood's trails with those identified within the Chambers Creek Properties Master Site Plan.

GOAL LU-48: Require private parks, recreation facilities, and open space in conjunction with new development.

## Policy:

- LU-48.1 Use development standards to ensure the provision and maintenance of such facilities as private open space, on-site amenities, and "pocket parks" in conjunction with new development.

**GOAL LU49:** Identify and carry out cooperative arrangements to provide and enhance parks and recreation areas.

## Policies:

- LU-49.1: Provide for joint use of school recreational and community facilities through agreements with the Clover Park School District, Pierce College, and Clover Park Technical College.
- LU-49.2: Coordinate with adjoining jurisdictions and agencies for the provision of regional parks, recreation, and open space.
- LU-49.3: Provide, through agreements with private individuals, groups, organizations, or public/private agencies, for the cooperative use of private recreational assets and activities to benefit the citizens of Lakewood.
- LU-49.4: Where possible, support private providers through formal and informal liaisons, funding opportunities (when available), and endorsement in seeking other funding and, where possible, enlist their knowledge and assistance in public projects.
- LU-49.5: Provide recreation programs, principally through partnerships with the school district, the County Parks and Recreation Department, and possibly private entities, that are keyed to existing park sites.

### 3.9.2 Arts, Culture, and History

Arts, cultural activities, and historic preservation have a tremendous potential to improve the quality of life in Lakewood. These attributes can be incorporated at the development level in a variety of ways through architecture and development amenities to enliven public and private places and make them more appealing.

**GOAL LU50:** Provide for various forms of art throughout the city.

## Policies:

- LU-50.1: Employ design standards to incorporate public art into the built environment.
- LU-50.2: Provide for art in public buildings and places.

LU-50.3: Support private individuals' and groups' arts and culture efforts through formal and informal liaisons.

GOAL LU-51: Recognize and support historically significant sites and buildings.

Policies:

- LU-51.1: Prepare an inventory of historic resources and a process for designating significant resources to guide preservation of significant properties and/or buildings.
- LU-51.2: Provide for methods such as monuments, plaques, and design motifs to recognize and/or commemorate historic structures or uses.
- LU-51.3: Support private individuals and groups working to preserve Lakewood's history through formal and informal liaisons.

### 3.10 Isolated Areas

Lakewood has three significant areas that are geographically isolated from the rest of the city: Springbrook, American Lake Gardens, and Tillicum. The first two are separated from the rest of the city by 1-5 and are bordered on several sides by fenced military installations. The third is geographically contiguous to other parts of the city, but there are no direct road connections between Tillicum and other Lakewood neighborhoods.

As a result of this isolation, all three neighborhoods exhibit signs of neglect. Both American Lake Gardens and Tillicum lack sewer systems, and most property is old, run down, and undervalued. Springbrook is dominated by a chaotic assortment of land uses arranged according to a dysfunctional street pattern. Despite relatively high-density housing, Springbrook's residents lack schools, parks, or even basic commercial services. Given the multitude of crime and health problems plaguing these areas, unique approaches are needed for each neighborhood and are presented in the goals and policies below. Additional recommendations for Tillicum are included in Chapter 4, while Chapter 5 addresses economic development in American Lake Gardens.

GOAL LU-52: Minimize the impacts of geographic isolation of the Tillicum, Springbrook, and American Lake Gardens areas and focus capital improvements there to upgrade the public environment.

Policies:

- LU-52.1: Provide for commercial and service uses for the daily needs of the residents within the neighborhoods.
- LU-52.2: Support the expansion of recreation and open space.

LU-52.3: Provide pedestrian and bicycle paths within the neighborhoods and which connect to other neighborhoods.

**GOAL LU53:** Improve the quality of life for residents of Tillicum.

Policies:

LU-53.1: Enhance the physical environment of Tillicum through improvements to sidewalks, pedestrian-oriented lighting, street trees, and other pedestrian amenities.

LU-53.2: Promote integration of Tillicum with the American Lake shoreline through improved physical connections, protected view corridors, trails, and additional designated parks and open space.

LU-53.3: Identify additional opportunities to provide public access to American Lake within Tillicum.

LU-53.4: Seek a method of providing alternate connection between Tillicum and the northern part of the city besides 1-5.

**GOAL LU54:** Improve the quality of life for residents of Springbrook.

Policies:

LU-54.1: Promote higher residential densities in those portions of Springbrook that are most convenient to Lakewood Station, designated open space, and road and transit access.

LU-54.2: Promote integration of Springbrook with Lakewood Station through improved pedestrian facilities, bicycle trails, and roadway connections, with special emphasis on 47<sup>th</sup> Avenue.

LU-54.3: Protect residential areas in Springbrook from highway impacts through additional buffering measures, including acquiring open space easements adjacent to 1-5.

LU-54.4: Protect the riparian habitat and water quality of the portions of Clover Creek flowing through Springbrook with riparian setbacks and other methods.

LU-54.5: Seek opportunities to provide public access to the portions of Clover Creek within Springbrook to better interrelate the neighborhood and natural environment.

LU-54.6: Enhance the physical environment of Springbrook through improvements to sidewalks, trails, pedestrian-scale lighting, street trees, and other pedestrian amenities.

LU-54.7: Create a neighborhood business district at the intersection of Bridgeport Way and San Francisco Avenue.

LU-54.8: Designate gateway entrances at Bridgeport Way, New York Avenue, and 47<sup>th</sup> Avenue, and implement urban design measures to establish their gateway character.

LU-54.9: During the redevelopment of portions of Springbrook from residential to industrial, facilitate relocation assistance to residents as residential lands convert to industrial uses.

GOAL LU-55: Seek a smooth and efficient transition from residential to industrial use for American Lake Gardens.

Policies:

LU-55.1: Monitor redevelopment plans and facilitate relocation assistance to residents as residential lands in American Lake Gardens convert to industrial uses in response to City-sponsored land use re-designation.

LU-55.2: Protect adjacent residential uses outside the city, including those associated with McChord AFB, from the impacts of industrial redevelopment through appropriate buffering measures.

### 3.11 Environmental Quality

As Lakewood developed into an urban environment, much of the natural quality of the area was degraded and, in some instances, lost. In the future, enhancement and protection of the remaining natural environment will contribute significantly to the quality of life of Lakewood's citizens and deter the image of a "paved-over" urban environment.

#### 3.11.1 Environmental Critical Areas

GOAL LU-56: Provide appropriate protections for recognized Environmental Critical Areas.

Policies:

LU-56.1: Develop Critical Area Regulations to protect the full spectrum of environmentally sensitive resources.

LU-56.2: Establish specific science-based Citywide criteria as standards for identification of environmentally sensitive resources.

LU-56.3: Map recognized environmental critical areas using the City's geographic information system (GIS) database.

LU-56.4: Develop a Natural Resources program adequate to provide education, project review, code interpretation, and enforcement capabilities.

### 3.11.2 Habitat Protection

**GOAL LU-57:** Provide for the protection, conservation, and enhancement of habitat areas for fish and wildlife.

Policies:

LU-57.1: Integrate environmental considerations into all planning efforts and comply with all state and federally mandated environmental legislation.

LU-57.2: Identify endangered or threatened species occurring within the city and preserve their habitat.

LU-57.3: Provide fish and wildlife habitat of sufficient diversity and abundance to sustain existing indigenous fish and wildlife populations.

LU-57.4: Provide for identification and protection of wildlife habitats with an emphasis on protection of wildlife corridors and linking remaining habitat pockets within the city.

LU-57.5: Promote the restoration of riparian (streamside) areas to preserve and enhance their natural function of providing fish and wildlife habitat and protecting water quality.

LU-57.6: Preserve and protect native vegetation in riparian habitats and integrate suitable native vegetation in residential and commercial landscapes.

LU-57.7: Identify specific programs of stream restoration for Chambers, Clover, and Flett creeks.

LU-57.8: Identify the potential for restoring additional stretches of Ponce de Leon Creek.

### 3.11.3 Shorelines

**GOAL LU58:** Preserve the natural character and ecology of shorelines while balancing public access and recreational opportunities.

Policies:

LU-58.1: Preserve the ecology and wildlife habitat characteristics of shorelines.

- LU-58.2: Expand public ownership of shorelines and opportunities for access to lakes.
- LU-58.3: Post all lake public access points to help ensure safe use of the lakes during reasonable hours.
- LU-58.4: Update the City's Shoreline Master Program (SMP) in compliance with the State's Shoreline Management Act (90.58 RCW Shoreline Management Act of 1971) and Pierce County Shoreline Management Regulations (Ord. 97-84) to address regulated shorelines, including all major lake and stream shores.
- LU-58.5: Update the City's Shoreline Master Program to reflect the need to comply with the recent Endangered Species Act listing of Puget Sound Chinook Salmon and other anadromous fish species listings and the related 4(d) rules promulgated by the National Marine Fisheries Service (NMFS).
- LU-58.6: Participate in Watershed Resource Inventory Area (WRIA)-12 watershed cooperative planning efforts in compliance with the State's non-point source pollution prevention program (WAC 173-512).

#### 3.11.4 Flood Management

**GOAL LU-59:** Preserve the natural flood storage function of floodplains.

Policies:

- LU-59.1 Promote non-structural methods in planning for flood prevention and damage reduction.
- LU-59.2 Protect life and property by restricting development within the 100-year floodplain.
- LU-59.3: Minimize fill of 100-year floodplains and require the retention of flood water storage capacity.
- LU-59.4: Acquire vacant lands for the development of detention basins upland of flood-prone areas such as northeast Lakewood and elsewhere.

#### 3.11.5 Wetland Protection

**GOAL LU-60:** Preserve and protect wetlands in the city.

## Policies:

- LU-60.1: Regulate development to protect the functions and values associated with wetland areas.
- LU-60.2: Avoid impacts and mitigate wetland impacts consistent with federal and state laws.
- LU-60.3: Provide for long-term protection and "no net loss" of wetlands by function and values.
- LU-60.4: Consider wetlands banking as a method to mitigate the potential loss of wetland functions.
- LU-60.5: Revise the City's Interim development regulations to comprehensively address the need to protect wetland areas and functions from impacts associated with development.

**3.11.6 Urban Forestry.**

**GOAL LU61:** Institute an urban forestry program to preserve significant trees, promote healthy and safe trees, and expand tree coverage throughout the city.

## Policies:

- LU-61.1: Establish an urban forestry program for the city.
- LU-61.2: Promote planting and maintenance of street trees.
- LU-61.3: Provide for the retention of significant tree stands and the restoration of tree stands within the city.

**3.11.7 Water Quality**

**GOAL LU62:** Enhance and protect water quality.

## Policies:

- LU-62.1: Preserve the amenity and ecological functions of water features through planning and innovative land development.
- LU-62.2: Manage water resources for the multiple uses of fish and wildlife habitat, recreation, flood management, water supply, and open space.
- LU-62.3: Maintain and protect surface water quality as defined by federal and state standards and rehabilitate degraded surface water.



LU-62.4: Monitor quality of water draining into all public water bodies. Coordinate with the data needs of lake management (see Policy LU-62.7).

LU-62.5: Work cooperatively with development interests to protect aquifers and surface water by the gradual extension of sanitary sewers to unsewered areas of Lakewood with priority for those areas bordering or hydrologically related to American Lake.

LU-62.6: Support initiatives to reduce impervious surfaces, prevent surface erosion, decrease the use of fertilizer and pesticides, and prevent contamination of stormwater runoff.

LU-62.7: Prepare lake management studies for Lake Louise, Gravelly Lake and Lake Steilacoom to determine pollutant sources.

LU-62.8: Work with local water districts and Pierce County to establish development review procedures to notify the entities of all development applications within Wellhead Protection Areas that require hydrologic assessment or SEPA response.

LU-62.9: Work cooperatively with local water districts to maximize protection of wellheads and aquifers. Support ongoing efforts to:

Educate citizens and employers about Lakewood's dependency on groundwater.

Establish and maintain public awareness signs delineating the boundaries and key access points to the Lakewood Water District's Wellhead Protection Areas.

Maintain groundwater monitoring programs.

Implement a well decommissioning program for all unused wells.

Coordinate planning and review of drainage, detention, and treatment programs within Wellhead Protection Areas.

LU-62.10: Modify development regulations to limit impervious surfaces in aquifer recharge areas.

LU-62.11: Cooperate with local water districts, adjoining jurisdictions, and military bases to:

Develop and implement a common system to reflect land use risks across all Wellhead Protection Areas.

Establish and maintain an integrated regional wellhead protection data mapping, analysis, and updating system.

- Enhance stormwater drainage, detention, and treatment programs.

### 3.11.8 Geological Risk Management

**GOAL LU-63:** Protect the natural topographic, geologic, and hydrological function and features within the city.

Policies:

LU-63.1: Protect life and property from seismic hazards.

LU-63.2: Minimize cut and fill modification of topography or hydrological features and functions.

LU-63.3: Allow clearing, grading, or other land alteration of property only for approved development proposals.

LU-63.4: Minimize land erosion through best management practices.

LU-63.5: Prohibit development of steep or unstable slopes.

### 3.11.9 Air Quality

**GOAL LU-64:** Meet federal, state, regional, and local air quality standards through coordinated, long-term strategies that address the many contributors to air pollution.

Policies:

LU-64.1: Promote land use and transportation practices and strategies that reduce the levels of air-polluting emissions.

LU-64.2: Ensure the retention and planting of trees and other vegetation to promote air quality.

LU-64.3: Limit wood burning generated air pollution through restrictions of wood burning fireplaces in new and replacement construction.

### 3.11.10 Noise

**GOAL LU-65:** Control the level of noise pollution in a manner that promotes the use, value, and enjoyment of property; sleep and repose; and a quality urban environment.

Policies:

LU-65.1: Protect residential neighborhoods from exposure to noise levels that interfere with sleep and repose through development regulations, noise attenuation programs, and code enforcement.

- LU-65.2: Work with McChord AFB to minimize noise exposure and development of noise attenuation programs within the air corridors.
- LU-65.3: Require new development along arterial streets, 1-5, SR 512, and within the air corridors to include noise attenuation design and materials where necessary to minimize noise impacts from roadways and aircraft.
- LU-65.4: Work with the Washington State Department of Transportation or successor agency to mitigate freeway and highway noise, while addressing aesthetic concerns.
- LU-65.5: Integrate natural vegetation and design considerations in noise mitigation and attenuation projects to promote aesthetic concerns.

### 3.11.11 Hazardous and Toxic Materials Management

GOAL LU-66: Minimize the danger of use, storage, and transportation of hazardous and toxic materials within the city.

Policies:

- LU-66.1: Provide for the declaration and analysis of the use, storage, and transportation of hazardous and toxic materials within the city. Identify specific routes for the transportation of hazardous materials in the city.
- LU-66.2: Protect life, property, and the environment from exposure to hazardous and toxic materials.
- LU-66.3: Enforce fire codes and work with businesses to make sure that proper inventories of hazardous materials are provided.

## 3.12 Nonconformities

Lakewood is a largely built-out urban area. The historic pattern of land use has occurred in a haphazard manner in many portions of the community. As the City institutes its plan for the future, some existing development will no longer conform to this plan and regulations. Existing development may fail to conform in terms of the way the land is being used, compared to uses allowed under the area's zoning ("nonconforming uses"), or it may fail to conform to specific development standards such as setbacks, height, bulk, signage, or other regulatory aspects ("other nonconformities"). This section outlines the City's intent in addressing nonconformities of both types.

### 3.12.1 Conversion of Nonconforming Uses

**GOAL LU67:** Facilitate the conversion of nonconforming uses to the identified land use designation.

Policies:

LU-67.1: Provide for the continued operation, maintenance, and minor repair of nonconforming uses that were legally established but are no longer in compliance with the comprehensive plan or development regulations.

LU-67.2: Restrict nonconforming uses from increasing their scale or the intensity of the nonconformity.

LU-67.3: Require that parcels containing nonconforming uses be brought into compliance at the time these nonconforming uses cease to operate or are significantly damaged.

### 3.12.2 Compliance

**GOAL LU-68:** Facilitate the compliance of other nonconformities with current development standards.

Policies:

LU-68.1: Provide for the continued operation, maintenance, and minor repair of other nonconformities that were legally established but are no longer in compliance with development standards.

LU-68.2: Restrict other nonconformities from increasing the scale or the intensity of the nonconformity.

LU-68.3: Require that other nonconformities be brought into compliance at the time they are significantly damaged or replaced.

LU-68.4: Allow for replacement, or reduction without meeting current standards, of other nonconformities if bringing the nonconformity into compliance would effectively prohibit that use of the property (e.g., lot size or dimensions are such that standard setbacks could not be achieved, etc.)

LU-68.5: Encourage the assembly of substandard lots whose platted size do not realistically allow them to meet contemporary development standards.

### 3.12.3 Other Considerations

**GOAL LU69:** In targeted areas, consider the continuation of nonconforming uses that support other specified goals such as economic development, housing, etc. on a flexible basis.

## Policies:

- LU-69.1: Identify specific areas where strict abatement of nonconforming uses could be contrary to other City goals and policies that are determined to be of a higher immediate priority.
- LU-69.2: Identify and implement a process to enable targeted nonconforming uses to persist, which addresses the manner of the nonconformity and how bringing it into compliance would deter higher priority goals and policies, and the extent to which the nonconformity may be allowed to remain.
- LU-69.3: Utilize siting standards specifically relating to sexually oriented adult businesses in lieu of these standards when dealing with such nonconformities.



# 4.

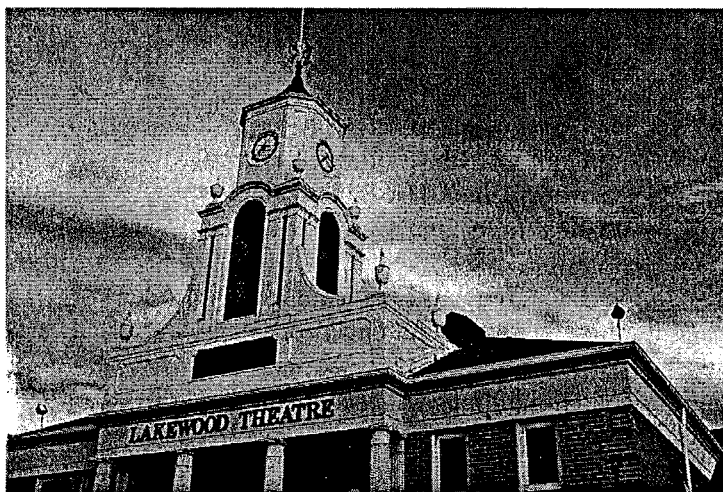
## URBAN DESIGN AND COMMUNITY CHARACTER

### 4.1 Introduction

This chapter describes the community's vision for the development of Lakewood's physical environment. It presents a framework of priority roads, gateways, open space connections, and focus areas, followed by the goals and policies to achieve the vision.

Upon incorporation, Lakewood ceased to be a small part of a larger entity and instead became its own place. With the status of cityhood has come a need for identity and sense of place. Lakewood's citizens have strongly expressed the need for the community to take control of its image, to grow into a recognizable city with a strong civic center, and to eliminate the negative aspects of its past.

In the citizens' visioning sessions that took place at the beginning of the comprehensive planning process, urban design was identified as the most urgent planning issue before the City. This was a significant occurrence, as it is somewhat unusual for urban design to achieve such a high profile when compared to other pressing civic issues such as transportation, public safety, and human services. Participants expressed a desire for a plan that develops a foundation for building a "heart of the city," creates beautiful entrances to the city ("gateways"), creates a legacy of interconnected parks and green spaces, and identifies and preserves the best natural and built features that Lakewood has to offer. They wanted a more pedestrian-oriented city with attractive streets and an environment that helps orient and guide visitors.



This chapter begins the process of fulfilling a community vision of Lakewood as a fully evolved city that combines a defined sense of place and a collective unity of spirit as evidenced by an appealing, functional environment. Five major urban design building blocks are defined in this chapter to work toward this goal. First, urban design needs related to specific land use categories are discussed. Secondly, the relationship of urban

Cupola of the Lakewood Theatre in the Colonial Center

design to transportation planning is presented, and some street classifications related to urban design are presented. Next, a physical framework plan identifies the key elements that define the city's physical structure in terms of its open space network, civic boulevards, and major gateways. Urban design strategies for specific focus areas are presented, along with specific actions for implementation. Finally, overall urban planning goals and policies are identified to guide development of Lakewood's physical environment.

The three urban design focus areas that are singled out for special attention are: the CBD, Lakewood Station district, and Tillicum. These three focus areas are crucial to the city's image and are parts of the city where substantial change is planned that will create a rich mixture of land uses in a pedestrian-oriented environment. To achieve this level of change, substantial public investment and standards for private development will be needed.

There are limitations as to how urban design can be addressed at the comprehensive planning level. For this reason, this chapter recommends the future preparation of subarea plans to address priority areas at a scale allowing for the necessary attention to detail. Pending these detailed studies, adherence to the goals and policies shown here will assist the City in carrying out some of its most pressing development priorities such as City Hall construction, redevelopment of the Lakewood Mall, development of the Sound Transit commuter rail station, and preservation of strong single-family neighborhoods.

## 4.2 Relationship Between Urban Design and Land Use Designations

Particularly desirable urban design features accompany many of the land use designations discussed in Chapter 2. These features are identified here in relationship to the specific land use designations, except the CBD and Lakewood Station district, which are presented separately.

### 4.2.1 Residential Lands

Urban design is especially important in multi-family residential areas to create satisfying and aesthetic places for residents. The following factors should be considered in developing multi-family properties:

Mixed Residential and Multi-Family: Encourage infill development along key pedestrian streets and in proximity to public transit routes or centers. Use design to create a pedestrian scale along key pedestrian streets. Locate parking behind residential buildings with access off alleys, where possible, and limit driveways and curb cuts along key pedestrian streets. Building faces should typically be oriented parallel to the street with setbacks aligned with adjacent buildings. Architectural variety should be encouraged, as should building modulation, emphasis on semi-public, semi-private, and private open space. Building scale,



especially in mixed residential areas, should respect physical context. Above all, livability over the long term should be a prime consideration during the project review process.

High-Density Multi-Family: Encourage the development of high-density multi-family residential neighborhoods in proximity to public transit and the commuter rail station. Neighborhood character should reinforce a pedestrian orientation along key pedestrian streets and linkages to commuter rail or public transit. Below grade parking or garages behind buildings, with access from alleys where possible, should be encouraged. Driveways and curb cuts along key pedestrian streets should be limited. Encourage the incorporation of design elements characteristic of older single-family residential areas such as pitched roofs, roof dormers, modulation of building facades, articulated building materials and finishes, and human-scale massing. The result should be an attractive, urban residential neighborhood with wide sidewalks, street trees, and numerous public seating/gathering spots in a combination of private and open space.

#### 4.2.2 Commercial Lands

Urban design is particularly important in commercial areas to create vibrant and interesting places for people to shop, dine, and meet. The following factors should be considered in developing commercial areas:

Corridor Commercial: New commercial development within this designation is likely to continue to be predominantly auto-oriented. Encourage the redevelopment of streets, bicycle paths, transit stops, street trees, and sidewalks along these commercial corridors, and reduce the number of curb cuts and surface parking lots fronting onto streets. Establish building design and signage standards and guidelines to provide a unified, attractive character to these commercial corridors. Visually, these areas are to appear dedicated to commerce but should not be unduly cluttered or chaotic looking. Individual character in areas such as the International District should be promoted.

Neighborhood Business District: Development within this designation serves the immediate surrounding neighborhood with goods and services. These are pedestrian-scaled business districts within close walking distance to medium and high-density residential areas. New development should have a strong pedestrian orientation with improved sidewalks along key pedestrian streets. On-street parking should be provided to assist in slowing traffic through the business district and providing a sense of pedestrian safety. The design of the neighborhood business district should reflect the scale of adjacent residential areas. Streetscape design may emphasize a special neighborhood character and a richer palette of materials, including public artworks. Green street connections emphasizing pedestrian safety should link neighborhood business districts to surrounding residential neighborhoods. These

districts should have the feel of a small village hub which serves as the focus of community life.

#### 4.2.3 Industrial Lands

Industrial areas require less extensive urban amenities, but urban design is still important to create economically viable and attractive industrial sites. The following factors should be considered in developing industrial properties:

Emphasis is on employment-generating uses, including light manufacturing, warehousing and distribution, and business park activities. Perimeter buffer areas should clearly define the site's geographic boundaries, minimizing visual, acoustic, or other impacts to adjacent users, reducing the nuisance potential of these land uses. Sources of noise, dust, light, or other potential nuisances should be sited properly to shield adjacent land uses. Entryways to industrial sites should be visually attractive, as they tend to be the only public expression of design for these uses.

Way-finding is also critical due to the transient nature of those making pickups and deliveries at industrial sites. Consequently, signage should clearly identify principal entrances and loading docks for each business. Resistance to theft, vandalism, and personal crimes should also be a prime design consideration. Freight traffic must be accommodated through use of proper turning radii, consolidated access points, adequate turning lanes, turning pockets and sight distances, and clear freeway access routes. The needs of rail access should be accounted for, and conflicts with pedestrians and vehicles minimized. Minimum landscaping standards adequate to prevent large areas of parking from dominating the landscape should be required. Stormwater detention basins should be developed as attractive features of the natural landscape, with attention to appearance, landscaping, biofiltration, and potential for wildlife or open space values.

### 4.3 Relationship Between Urban Design and Transportation

Transportation networks, together with open space, typically form a framework of public lands that set the stage for city life. While private lands arrayed within this framework account for the bulk of human activity, it is the public networks which often form our deepest image of a city. These networks also typically contain much of the lands in public ownership, giving the city a measure of control over how they appear, how they are used, and what functions they perform. These networks can help fulfill the citizens' desire for a better regional image, more attractive gateways and entrances into the city, better accommodations for foot and bicycle traffic, and increased access to natural and recreation areas.

To help implement the City's aspirations for an attractive and well-ordered streetscape environment, urban design classifications have been identified related to the transportation network. The intent is to identify key features in the city for improvement with regards to civic image, orientation, and pedestrian functioning, rather than create an universal system into which all public rights-of-way fit. The principal urban design concepts related to transportation are shown in Table 4.1. Only certain critical streets and intersections have been selected for special attention. These civic boulevards, green streets, and gateways are discussed in the following section.

Table 4.1: Urban Design Street Classifications.

Urban Design Classification	Primary Function	Design Characteristics
Civic Boulevards	To provide a positive civic image and sense of identity along key arterials functioning as entranceways into the city or key commercial areas of the city while maintaining adequate levels of service for high traffic volumes.	Should include full sidewalks or sidewalks with planting strips; curb ramps, crosswalks, and traffic control at all intersections; street trees; attractive street furniture; special attention to bus shelter areas; and decorative lighting. May include planted medians, decorative pavements, on-street parking, and special signal mounting. Should be considered an opportunity for public art,
Green Streets	To provide for a high level of pedestrian function, protect pedestrians from conflicts with vehicles, and provide pedestrian amenities.	Full sidewalks or sidewalks with planting strips; curb ramps, crosswalks, and traffic control at all intersections; street trees; street furniture including seating in appropriate locations; and pedestrian-oriented lighting.
Internal Gateways	To create a positive sense of entry into a district, create a sense of neighborhood identity, and provide wayfinding and orientation functions.	Significant landscaping, way-finding and orientation devices, public art, special pavements, street furnishings. Finer scale, greater emphasis on pedestrians than with external gateways.
External Gateways	To create a positive sense of entry into the city, as well as providing wayfinding and orientation functions.	Significant landscaping, way-finding and orientation devices, public art, special pavements, street furnishings. Larger scale, greater emphasis on vehicular experience than with internal gateways.

Civic Boulevards: These are the key vehicular routes people use to travel through or to districts and neighborhoods. These road corridors should be a priority for improvements to vehicular and pedestrian functioning and safety, and for general streetscape improvements such as street trees, street lighting, landscaping, signage and pedestrian sidewalks, building orientation, and the location of on-street parking. They have been identified as civic boulevards due to the prominent role they play in carrying people into the city and therefore creating an image of the city. The urban design framework plan identifies the following arterials as civic boulevards: Bridgeport Way from 1-5 to Steilacoom Boulevard, Gravelly Lake Drive from Nyanza Boulevard to Steilacoom Boulevard, 100<sup>th</sup> Street from South Tacoma Way to Gravelly Lake Drive, and the entirety of S. Tacoma Way and Pacific Highway Southwest, as well as Thorne Lane, Union Avenue, and Spruce Street in Tillicum (Table 4.2).

Table 4.2: Civic Boulevards.

Civic Boulevards	L o c a t i o n s
Bridgeport Way	1-5 to Steilacoom Boulevard,
Gravelly Lake Drive	from Nyanza Boulevard to Steilacoom Boulevard
100th Street	from South. Tacoma Way to Gravelly Lake Drive
S. Tacoma Way and Pacific Highway Southwest	All
Thorne Lane	from 1-510 Union Avenue
Union Avenue	from W. Thorne Lane to Spruce Street
Spruce Street	from Union Street to N. Thorne Lane

Key Pedestrian Streets or Trails ("Green Streets"): This term identifies streets that function as preferred pedestrian routes between nodes of activity, trails that link open space areas, or streets with a distinctive pedestrian-oriented character, such as a shopping street. Key pedestrian streets should have wide sidewalks; streetscape features such as street trees, benches, wayfinding signage, and pedestrian-oriented street lighting; and safe street crossings. The framework plan identifies pedestrian-friendly green streets in several areas including the CBD where they are important to create a downtown atmosphere. Lastly, Lakewood's parks plan identifies a system of off-street trails to be developed that link the city's major open spaces.

Table 4.3: Key Pedestrian Routes.

Green Streets	Neighborhood	E x t e n t s
83rd Ave.	Oakbrook	Steilacoom Blvd. to Garnett
Thunderbird pedestrian link	Oakbrook	Private corridor through Thunderbird Oakbrook Plaza
Phillips Road	Oakbrook	Steilacoom Blvd. to 813 <sup>rd</sup> St
Lakewood Mall	ØBD	Various pedestrian links within Mall property
Lakewood Drive	ØBD	Bridgeport Way to Steilacoom Blvd.
Steilacoom Blvd	ØBD	Lakeview Drive to 63rd Ave.
63rd Ave.	ØBD	Steilacoom Blvd. to Motor Ave.
Mt Tacoma Drive	ØBD	Seeley Lake to Silver St.
72nd Ave.	Lakewood Center	Steilacoom Blvd. to Waverley Dr.
Waverley Drive	Lakewood Center	72nd Ave. to Hill Grove Lane
Hill Grove Lane	Lakewood Center	Waverley Drive to Mt. Tacoma Drive
108th St	Lakeview	Kendrick to Davisson Rd.
Kendrick St.	Lakeview	Entire length
San Francisco Ave.	Springbrook	Bridgeport Way to 49th Ave.
49th Ave	Springbrook	San Francisco Ave. to 127th St
127th St.	Springbrook	49th Ave. to 47th Ave.
Bridgeport Way	Springbrook	123rd St to McChord Gate
123rd St.	Springbrook	Entire length
47th Ave.	Springbrook	From Pacific Hwy. SW to 127th St
Washington Ave.	Tillicum	W. Thorne Lane to N. Thorne Lane
Maple Street	Tillicum	Entire length
Custer Road	Flett	Bridgeport Way to Lakeview Boulevard
75th Street West	Flett	Bridgeport Way to Dean Street
79th Street West	Flett	59th Avenue to Dean Street
59th Avenue	Flett	79th Street to 75th Street
Burgess Street	Flett	79th Street to 75th Street
Douglas Street	Flett	79th Street to Custer Street
Cody Street	Flett	79th Street to 75th Street
Dean Street	Flett	78th Street to 75th Street

Gateways: Gateways are the major access points and entrances to a city. They contribute to the public's mental image of a city and provide

people with clues to wayfinding and orientation. This function can be strengthened by making them more memorable and identifiable through special design features such as landscaping, signage, lighting, paving patterns, and architectural treatment. A summary of proposed internal and external gateways is identified in Table 4.4. Most external gateways in the plan are along 1-5, with several located at the city's northern and western boundaries. Three internal gateways are recognized in the area of the CBD: the intersections of 100<sup>th</sup> Street and Lakewood Boulevard at Bridgeport Way; 100<sup>th</sup> Street at Gravelly Lake Boulevard; and most importantly, Gravelly Lake Boulevard at Bridgeport Way.

**Table 4.4: Gateways.**

<u>Internal Gateways</u>	<u>L o c a t i o n s</u>
Gravelly Lake Boulevard	at Bridgeport Way
Intersections of 100th Street and Lakewood Boulevard	at Bridgeport Way
100th Street	at Gravelly Lake Boulevard
<b>External Gateways</b>	
Union Ave	Fort Lewis Gate
Union Ave	Thorne Lane
Bridgeport Way	Pacific Highway SW
South Tacoma Way/Pacific Highway SW	SR-512 interchange
84th Street	1-5 Interchange
Bridgeport Way	Leach Creek (University Place border)
Stellacoom Blvd.	Town of Stellacoom border
South Tacoma Way	80th Street (Tacoma border)
Nyanza Boulevard	1-5 Interchange

**4.4 Citywide Urban Design Framework Plan**

With incorporation, Lakewood inherited an established system of transportation and open space networks. With improvement, they can help fulfill the citizens' desire for a better regional image, more attractive gateways into the city, better pedestrian and bicycle accommodations, and better access to natural and recreation areas. A citywide urban design framework plan illustrating these design components is shown in Figure 4.1. This framework plan focuses on the following main elements.

Landmarks: Landmarks are reference points in or outside the city. They help orient people and create the city's identity. Lakewood landmarks identified in this plan include:

- |                         |                        |
|-------------------------|------------------------|
| Colonial Center         | Thornewood Manor House |
| Flett House             | Lakewood Mall          |
| Boatman-Ainsworth House | Lakewold Gardens       |
| Settlers Cemetery       | Lake Stellacoom Bridge |
| Fort Stellacoom         | City Hall*             |
|                         | Lakewood Station*      |

\* potential future landmarks

Although they have no official protected status at this time, landmarks serve as important catalysts for neighborhood building. The plan also

shows the opportunity to create several new landmarks with careful development of the City Hall and Lakewood Station.

Activity Nodes: Activity nodes are key destinations that attract human activity such as employment, shopping, civic functions, and public open spaces such as parks. These areas are usually memorable places in the minds of residents. No attempt was made to identify activity nodes in the framework plan, as they are widespread and varied in nature. However, among the most prominent are the three identified as urban design focus areas, which are discussed in depth in Section 4.5.

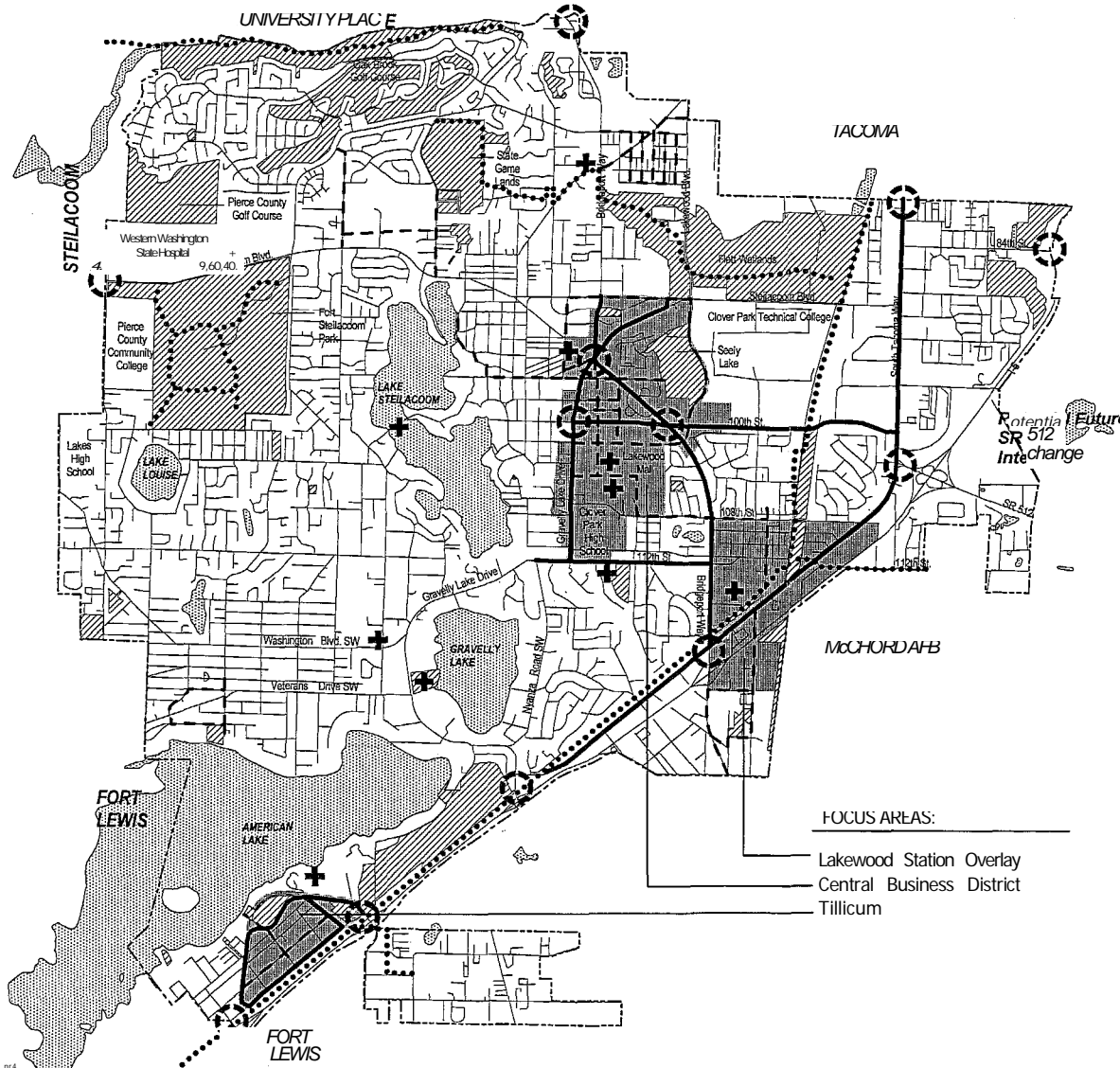
Open Space/Parks/Landscape Buffers: Open spaces, parks, and landscaped buffers contribute to a city's image, provide a public amenity, and offer visual relief from the built environment. Major open spaces such as Seeley Lake, the Flett Wetlands, or the beach park at Harry Todd Park in Tillicum are existing open space areas that contribute to the quality of Lakewood's urban environment. New open space amenities should be developed as part of new commercial development and public facilities to add to the network of parks and open spaces within the city. These may be small pocket parks, civic plazas, green corridors, buffers, or habitat restoration.

## 4.5 Focus Area Urban Design Plans

Three areas of the city were selected for a focused review of urban design needs: the CBD, the Lakewood Station district, and Tillicum. These areas were singled out for their prominence, for the degree of anticipated change, and for the rich mixture of land uses within a limited space, calling for a higher level of urban design treatment. Each area is discussed in terms of a vision for that area, its needs, and proposed actions to fulfill those needs and realize the vision. A graphic that places those identified needs and proposed actions in context accompanies the discussion.

### 4.5.1 Central Business District

A major goal of this comprehensive plan is to create a downtown in the CBD, redeveloping it into a rich urban area with civic amenities, walkable streets, and a mix of uses including housing, entertainment, restaurants, and retail. The CBD has significant economic assets such as the Lakewood Mall, historic and cultural assets such as the Colonial Center, nearby open space assets such as Seeley Lake, civic assets such as Clover Park High School and the future City Hall, and other major retail and entertainment assets. There is a strong street pattern, including the intersection of three of the city's major civic boulevards: Bridgeport Way, Gravelly Lake Drive, and 100<sup>th</sup> Street.



**LEG, ND:**

Open Space and Recreation Areas

Urban Design Focus Areas

- Civic Boulevards

dots 'Green Streets

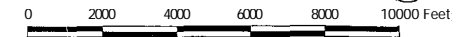
| City Gateways

..... Proposed Off-Street Trails \*

+ City Landmarks

Potential Future Highway Improvements

\* See Parks Master Plan



**FOCUS AREAS:**

Lakewood Station Overlay

Central Business District

Tillicum

Source: Pierce County GIS / Lakewood Parcel Survey Database EDAW Inc.  
 July 2000  
 R16E241011GISMAPFINAL\_COMPARR

**Figure 4.1**  
**Urban Design Framework Plan**





To create a downtown atmosphere, a number of land use and infrastructure changes will be needed, including:

intensification of land use within the CBD, including some higher density residential infill;

development of more urban civic amenities, including park space, civic plazas, and recreation opportunities;

establishment of pedestrian linkages between the Colonial Center and the Mall; and

creation of an urban streetscape with pedestrian-oriented spaces, buildings that define street edges, and high quality design in the streetscape.

Key to this vision for the CBD is the successful and creative evolution of the Lakewood Mall. Specific actions the CitY can take in support of Mall redevelopment include appropriate design of the new City Hall within the Mall site; assistance with strengthening the street grid within the CBD, including specific streetscape improvements along major civic boulevards; good transportation planning, including a strong transit link between the CBD and the new commuter rail station; and good land use planning, working with the development community to promote residential growth within the CBD where it is close to available jobs and services.

The urban design framework plan depicting some of the potential land use and urban design changes in the CBD is shown in Figure 4.2. Some of the specific urban design actions shown in that figure that may occur as the CBD develops are as follows:

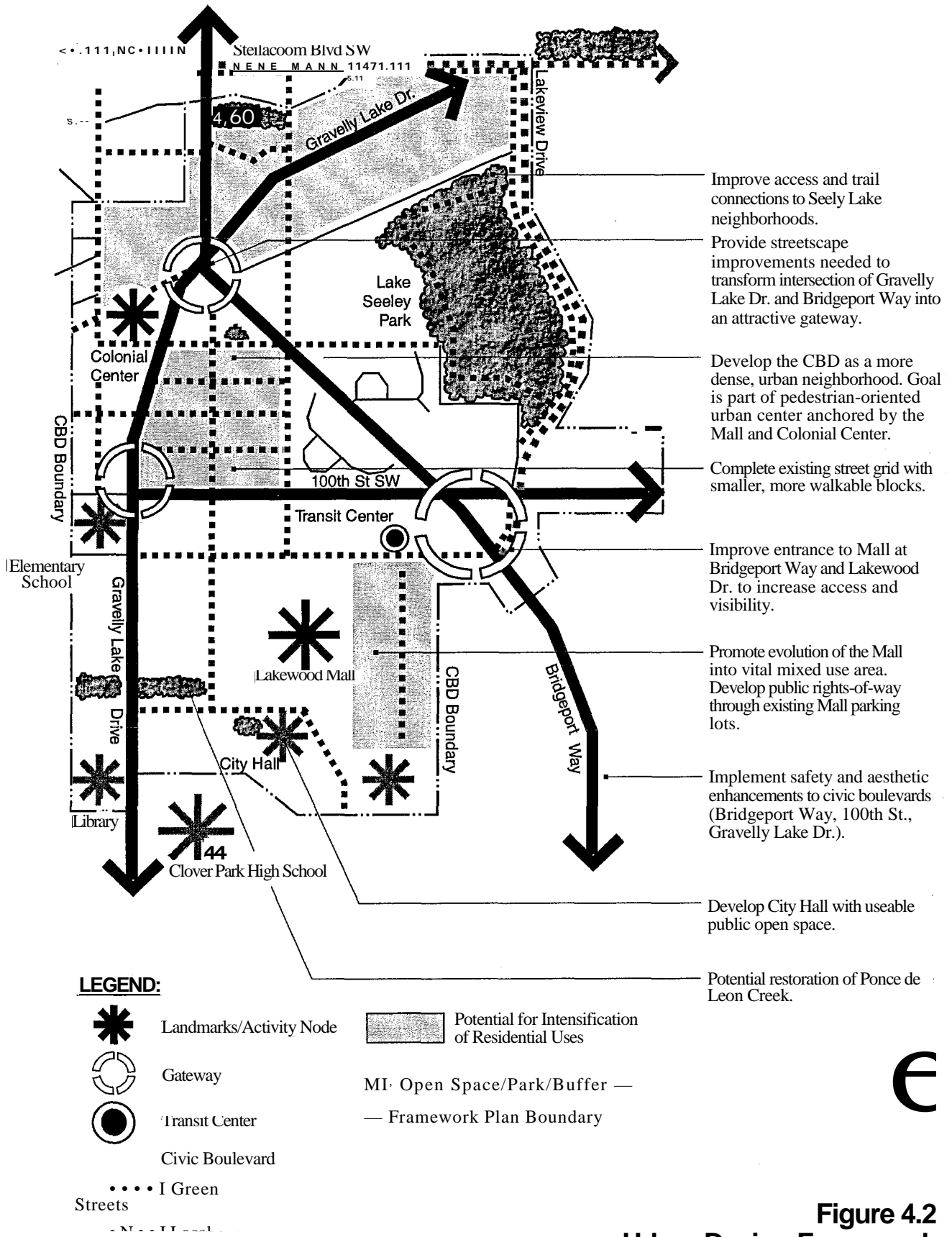
Landmarks/Activity Nodes: Streetscape enhancements to the intersection of Gravelly Lake Drive and Bridgeport Way would create a positive image of the city, with new landscaping, crosswalks, signal poles, central Island, signage, and other treatments. The new City Hall could include an integrated park/plaza with useable performance space.

Civic Boulevards: The framework plan identifies various safety and image-oriented streetscape improvements to Bridgeport Way, Gravelly Lake Drive, and 100<sup>th</sup> Street, including the use of landscaped medians in the current turning lanes, crosswalks, undergrounding of utilities, and general aesthetic improvements. Improvements to the intersection of Bridgeport Way with Lakewood Boulevard and 100<sup>th</sup> Street would improve visibility and access to the Mall.

Green Streets: For the network of pedestrian-oriented streets identified in between the Colonial Center and the Lakewood Mall, improvements would be made to increase pedestrian interest and safety, such as curb ramps, street trees, crosswalks, and lighting.

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**Figure 4.2**  
**Urban Design Framework**  
**for Central Business District (CBD)**

SOURCE: EDAW, Inc. 1999.

July 2000  
File path: p:\6e24101\graphics\UrbanDsgn2.cdr

Open Space: Improved access and recreational opportunities are shown for Seeley Lake Park. A new park/plaza could be developed in conjunction with City Hall, providing new open space in the CBD. The development of smaller urban parks within the CBD could occur through density bonuses to private developers in exchange for development of public open space.

#### 4.5.2 Lakewood Station District

Development of the Sound Transit commuter rail station on Pacific Highway Southwest represents a major investment of public funds in Lakewood. It also presents the potential for major land use change as the private market responds to the opportunities presented by increased transportation options. The comprehensive plan defines the Lakewood Station district as a transit-oriented neighborhood with higher density residential uses, medically oriented businesses, and other commercial uses responding to increased transportation access in the area.

The commuter rail station will combine a Pierce Transit park-and-ride lot and transit transfer center along with the rail station to create a multi-modal transportation hub. The station's design must be harmonious with development of an adjacent high-density residential neighborhood separated by only the railroad tracks and a minor street. The design should include an attractive streetscape and incorporate features that make it a good neighbor. Parking for a large number of vehicles, as well as improved transit and pedestrian access, will assist in the transformation and redevelopment potential for the commercial corridor along Pacific Highway Southwest. Design features should include such elements as street-level commercial uses integrated into the façade of the parking structure, safe pedestrian connections across the tracks, as well as through the extensive parking lots associated with the rail station, and attractive open spaces containing significant landscaping. Features such as wet stormwater detention ponds for parking lot runoff and preservation of the existing Garry oak stands north of the planned station location can become part of the public open space structure. New sidewalks and streetscape elements such as lighting and landscaping will improve the visual quality and public safety of the area around the station.

Other changes envisioned within the Lakewood Station district include:

the strengthening and completion of the street grid north of St. Clare Hospital and east of Bridgeport Way;

development of an open space corridor adjacent to the railroad tracks as part of a greater citywide system; and

expansion of the street grid in Springbrook to allow for connections between 47<sup>th</sup> Street and Bridgeport Way.

The urban design framework plan graphic depicting some of the potential land use and urban design changes in the Lakewood Station area is shown in Figure 4.3. Some of the specific urban design actions shown which may occur as the Lakewood Station district develops over the next 20 years are as follows:

**Landmarks/Activity Nodes:** The Bridgeport Way intersection with 1-5, arguably the most important and visible access point into the city, would be redeveloped and landscaped into a graceful entrance on both sides of Pacific Highway Southwest. The commuter rail station and related architecture, including the garage structure, could present a memorable regional image, while simultaneously functioning to mediate the transition in scale between the station and the neighborhood to the north.

**Civic Boulevards:** Bridgeport Way, Pacific Highway Southwest, and 112<sup>th</sup> Street would receive various safety and image-oriented streetscape improvements, including the use of landscaped medians in the current turning lanes, improved crosswalks, undergrounding of utilities, and general aesthetic improvements. The intersection of Bridgeport Way with Pacific Highway Southwest in particular is suited for potential improvements related to creating a positive gateway image for Lakewood.

**Green Streets:** Several important pedestrian connections would be made along existing streets to increase pedestrian interest and safety, including curb ramps, street trees, crosswalks, lighting, and other improvements. A pedestrian connection along Kendrick Street, which acts as a spine connecting the commuter rail station to Lakeview School, would facilitate use of the playground as a neighborhood park. Another important connection between the station area and Springbrook could be made through improvements along 47<sup>th</sup> Avenue, including the bridge, which could become a significant second access point to Springbrook.

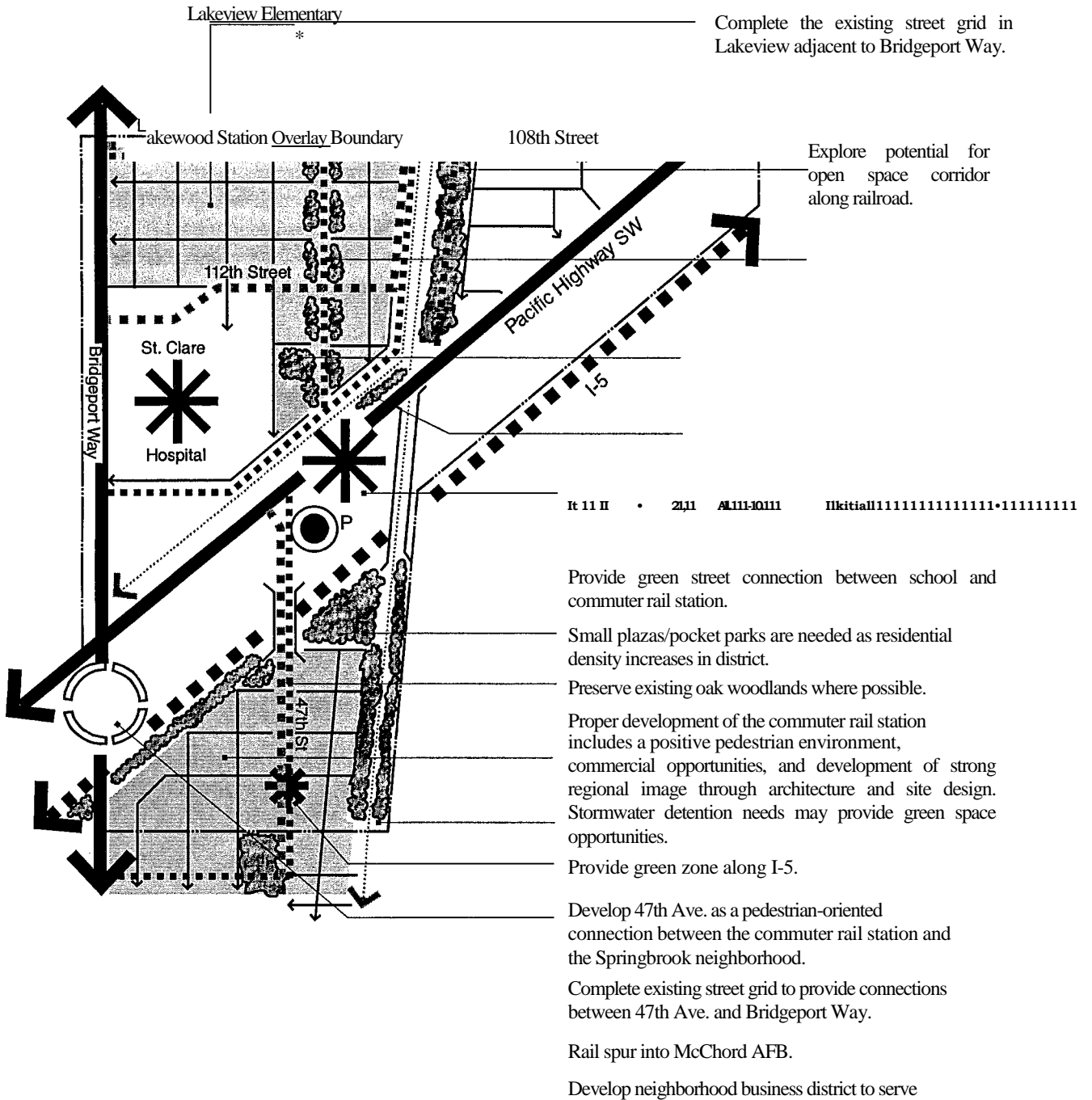
**Open Space:** A number of significant public open space opportunities could be realized in the course of station area development. Stormwater retention facilities developed in conjunction with station park-and-ride lots would provide open space, as would the proposed linear park developed adjacent the Burlington Northern right-of-way. One or more small pocket parks could be developed in conjunction with future development. Freeway buffers along the 1-5, primarily on the east side, would create additional green space.

### **4.5.3 Tillicum**

The Tillicum neighborhood functions as a separate small village within Lakewood. Accessible only by freeway ramps at the north and south end of the area, it has its own commercial sector; moderately dense residential development; and an elementary school, library, and park. Tillicum is a very walkable neighborhood with a tight street grid and relatively low speed traffic. Harry Todd Park is one of the largest City-

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Springbrook residents.  
Develop city gateway to provide orientation and a sense of identity.

**LEGEND:**

Springbrook



Landmarks/Activity Node

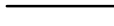


Gateway

Transit Center  
Civic Boulevard

•••• I Green Streets

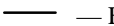
•••• I Local Collector



Potential for Intensification  
of Residential Uses



Open Space/Park/Buffer



— Framework Plan Boundary



Not to Scale

**Figure 4.3**  
**Urban Design Framework**  
**for Lakewood Station District**

SOURCE: EDAW, Inc. 1999

July 2000

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Chapter 4:page15



owned parks, and Tillicum is one of the few neighborhoods in the city with public waterfront access.

In public meetings discussing alternative plans for the city, Tillicum emerged as a neighborhood viewed as having significant potential for residential growth over the next 20 years. With a traditional street grid, significant public open space and lake access, and strong regional transportation connections, there is a major opportunity for Tillicum to evolve into a more urban, pedestrian-oriented community. This is further enhanced by the long-range potential for a commuter rail station and new highway connection to the east.

A significant constraint to realizing this vision is the lack of sewers in Tillicum. Extension of the sewer to Tillicum would be very expensive, with the cost of the distribution system through the streets being the most costly aspect. The City is committed to the sewerage of Tillicum by 2017; however, sewer extension is dependent on the successful redevelopment of American Lake Gardens as an industrial area, including private development of sewers east of I-5. The development of multi-family housing in Tillicum will not be possible until sewer hookups are available. In addition to sewer development, there are other actions the City can take in support of the development of multi-family housing in Tillicum including:

- development of a long-range plan for Harry Todd Park and implementation of specific improvements to expand its capacity;

- development of a pedestrian connection between the park and commercial district along Maple Street, with sidewalks, curb ramps, crosswalks, lighting, and other improvements;

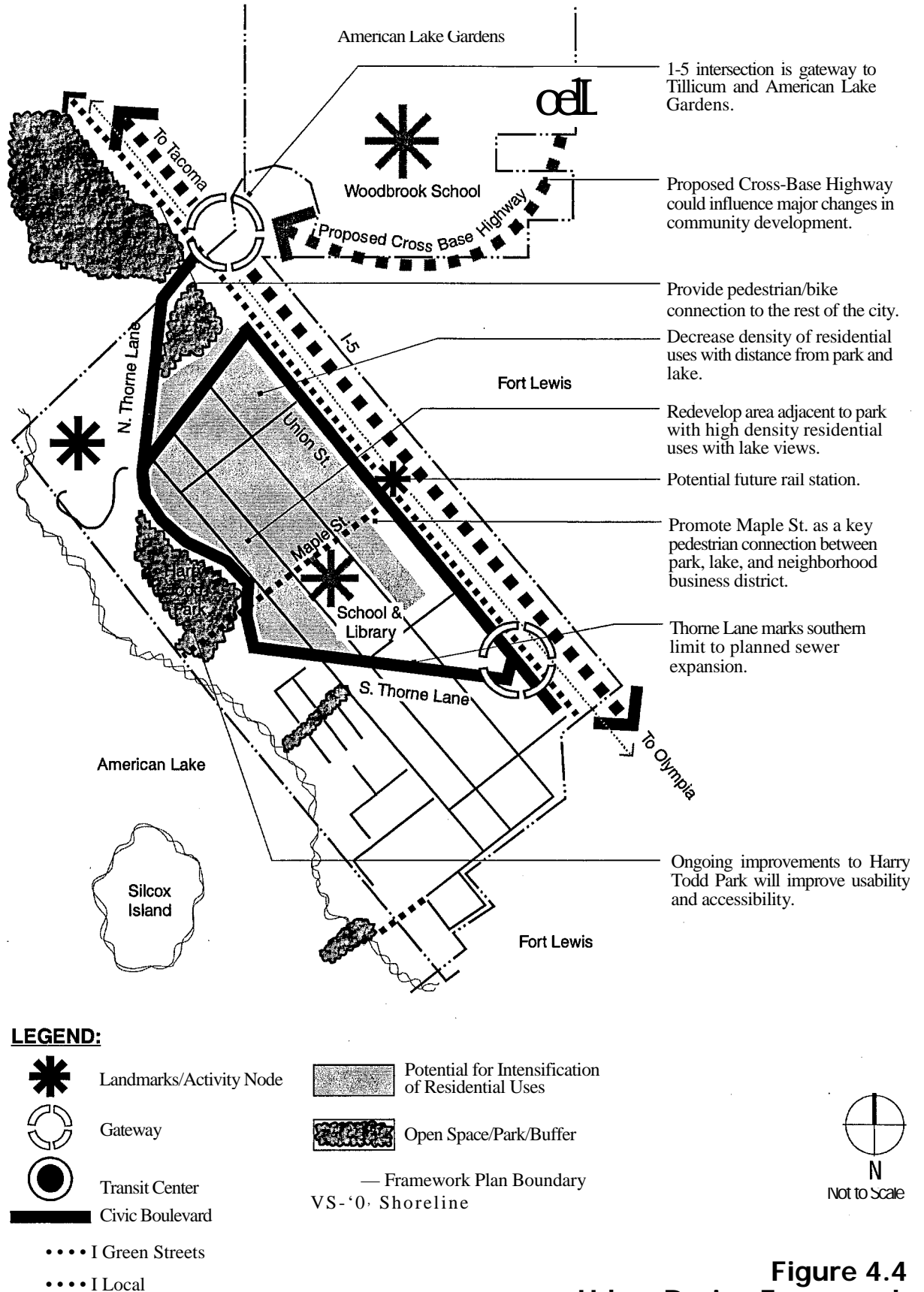
- improvements at the 1-5 interchanges to create attractive, welcoming gateways; and

- a pedestrian/bikeway easement north along the railroad or through the country club to other portions of Lakewood.

The urban design framework plan for Tillicum is shown in Figure 4.4. Some of the specific urban design actions which could be undertaken in Tillicum include:

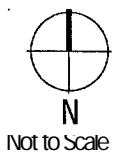
**Landmark/Activity Nodes:** The northern entrance into Tillicum, as well as the only entrance into American Lake Gardens, is at the Thorne Lane overpass and 1-5. It would be improved as a civic gateway, with landscaping, road improvements, signage, and other elements as needed.

**Civic Boulevards:** As the main entrance road into Tillicum and the perimeter road embracing multi-family development, Thorne Lane would be improved as a civic boulevard. Development intensification in Tillicum would occur east of Thorne Lane, with W. Thome Lane



**LEGEND:**

- Landmarks/Activity Node
- Gateway
- Transit Center
- Civic Boulevard
- I Green Streets
- I Local
- Potential for Intensification of Residential Uses
- Open Space/Park/Buffer
- Framework Plan Boundary
- VS-'0' Shoreline



**Figure 4.4**  
**Urban Design Framework**  
**for Tillicum**

SOURCE: EDAW, Inc. 1999.

July 2000  
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marking the initial southern boundary of the sewer extension to keep costs in check. Potential improvements of Union Street in support of commercial functions would include such elements as pedestrian improvements, parking, landscaping, lighting, and other functional items. Long-range planning would also identify site requirements for the potential future commuter rail stop and proposes strategies to fulfill these needs.

Green Streets: Maple Street would be improved as a green street to provide a pedestrian-oriented connection between the lake and Harry Todd Park at one end, and the commercial district/future rail station at the other. In between, it would also serve the school and the library. It would serve as a natural spine, gathering pedestrian traffic from the surrounding blocks of multi-family housing and providing safe access to recreation, shopping, and public transportation.

Open Space: Harry Todd Park would be improved by upgrading existing recreation facilities and constructing additional day use facilities such as picnic shelters and restrooms. A regional biking/hiking trail connecting Tillicum to the Ponders Corner area could be built along an easement granted by various landowners, principally the Tacoma Country and Golf Club and Burlington Northern Railroad.

#### 4.6 Goals and Policies

GOAL UD1: Design streets and associated amenities so that they are an asset to the city.

Policies:

- UD-1.1: Provide attractive streetscapes with street trees and sidewalks, planting strips, shelters, benches, and pedestrian-scale lighting in appropriate locations.
- UD-1.2: Clearly define and consistently apply a reasonable threshold for requiring developer improvements in development regulations.
- UD-1.3: Require sidewalks on both sides of all new streets, except local access streets in industrially designated areas that are not on existing or planned transit routes and where there is a low projected level of pedestrian traffic.
- UD-1.4: Design intersections to safely accommodate both pedestrian and vehicular traffic. Construct intersections with the minimum dimensions necessary to maintain levels of service (LOS) and to meet emergency services needs, discouraging the construction of turning lanes where they would deter pedestrians.

100<sup>th</sup> Street at Gravelly Lake Drive; and  
 100<sup>th</sup> Street at Bridgeport Way.

**GOAL UD6:** Create distinct districts for commercial activity and promote character and improved aesthetic standards.

Policies:

- UD-6.1: Establish design standards for commercial districts implemented through a design review process and design guidelines to reinforce a distinct character for individual commercial districts.
- UD-6.2: Develop and enforce parking lot design standards, identifying requirements for landscaping, walkways, runoff treatment, parking area ratios, and other elements as

**GOAL UD7:** Promote pedestrian-oriented development patterns within designated mixed-use commercial districts.

Policies:

- UD-7.1: Foster pedestrian-oriented site design measures including items such as pedestrian amenities, pedestrian-oriented lighting, traffic calming devices, signage, and related measures.
- UD-7.2: Encourage the development of office and housing uses above retail in appropriate land use designations to permit living and working in the same neighborhood.
- UD-7.3: Encourage the development of appropriately scaled commercial development that creates consistent street walls and limits parking on the primary street frontage.
- UD-7.4: Encourage pedestrian connections between buildings and across streets to public open space, and to adjoining areas.
- UD-7.5: Promote pedestrian linkages between mixed use districts and related neighborhoods through development of a green streets program.
- UD-7.6: Promote pedestrian linkages between mixed use districts and the existing open space network.

**GOAL UD8:** Develop the design of the CBD to support its role as Lakewood's downtown.

Policies:

- UD-8.1: Develop a partnership arrangement with the Lakewood Mall to reestablish its viability, in recognition of its importance to the city and its economy.
- UD-8.2: Foster transformation of the mall to provide better public visibility; create additional public rights-of-way; and potentially develop entertainment, housing, visitor serving, and open space uses.
- UD-8.3: Promote design elements that reinforce and enhance the

distinctive character of the Colonial Center and CBD.

UD-8.4: Maintain a pedestrian-orientation in building, site, and street

design and development in the CBD.

UD-8.5: Promote urban amenities throughout the CBD and on individual sites.

**GOAL UD-9:** Create a livable, transit-oriented community within the Lakewood Station district through application of urban design principles.



Policies:

UD-9.1: Provide for pedestrian and bicycle connectivity within the

Lakewood Station district to the commuter rail station.

- UD-9.2: Identify the opportunities for additional public/semi-public green space in the Lakewood Station district. (see Policy LU-25.3 regarding bonus densities).
- UD-9.3: Improve identified civic boulevards, gateways, and green streets within the Lakewood Station district to provide a unifying and distinctive character.
- UD-9.4: Establish the intersection of Pacific Highway Southwest and Bridgeport Way as a major gateway into the city and develop a landscaping treatment to enhance the city's image at this gateway.
- UD-9.5: Develop a sub-area plan to serve as the framework plan for

developing the Lakewood Station District. Incorporate site and architectural design measures to coordinate consistency of private and public development.

**GOAL UD-10:** Promote the evolution of Tillicum into a vital higher density pedestrian-oriented neighborhood through application of urban design principles.

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wheelchairs, strollers, and cyclists.

**GOAL UD2:** Establish a system of gateways and civic boulevards to provide identity to the city, foster appropriate commercial uses, and enhance the aesthetic character of the city.

Policies:

UD-2.1: Identify streets to be treated as civic boulevards and provide

appropriate design improvements.

UD-2.2:

Identify intersections to be treated as major gateways and

**provide appropriate design improvements.**

**GOAL UD3:** Employ design standards to ease the transition of scale and intensity between abutting residential uses and between residential areas and other uses.

Policies:

UD-3.1:

Use buffers, landscaping, and building design and placement

**to ease the transition of scale and intensity between abutting residential uses of different densities**

**and between**

**residential areas and other uses.**

UD-32

Work with WSDOT to identify solutions to buffering the visual and acoustic impacts of I-5 on sensitive neighborhoods.

**GOAL 1JD4:** Employ design standards to improve the auto-dominant atmosphere that dominates commercial corridors.

UD-4.1

Encourage the redevelopment of streets, bicycle paths,

**transit stops, street trees, and sidewalks along commercial corridors.**

UD-4.2

Reduce the number and width of curb cuts and surface



parking lots fronting on commercial streets.

UD-4.3

Establish building design and signage standards and guidelines to provide a unified, attractive character to commercial corridors.

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UD-4.4 Promote individual neighborhood character in areas such as the International District.

**GOAL UD-5:** Establish a system of gateways and civic boulevards to provide identity to the city, foster appropriate commercial uses, and enhance the aesthetic character of the city.

Policies:

UD-5.1: Provide appropriate design improvements to treat the following streets as civic boulevards:

**Bridgeport Way from 1-5 to Steilacoom Boulevard;**

Gravelly Lake Drive from Nyanza Road to Steilacoom Boulevard;

**100th Street from Gravelly Lake Drive to S. Tacoma Way;**

S. Tacoma Way and Pacific Highway Southwest from the Tacoma city limits to Ponders Corner;

112<sup>th</sup> Street from Nyanza Road to Bridgeport Way;

N. Thorne Lane from 1-5 to Portland Street;

W. Thorne Lane between Portland Street and Union Avenue;

Portland Street between N. Thorne Lane and W. Thorne Lane;

Union Avenue from Berkeley Avenue to Spruce Street; and Spruce Street from Union Avenue to Portland Avenue.

UD-5.2: Provide appropriate design improvements to treat the following intersections as major gateways:

**South Tacoma Way at Tacoma city limits;**

**84<sup>th</sup> Street at 1-5;**

**SR 512/1-5 at South Tacoma Way;**

**Bridgeport Way at South Tacoma Way/1-5;**

**Nyanza Boulevard at 1-5;**

**N. Thorne Lane at 1-5;**

**Steilacoom Boulevard at city limits;**

**Berkeley Avenue SW at 1-5;**

**Bridgeport Way at University Place city limits;**

Bridgeport Way at Gravelly Lake Drive;

Policies:

**UD-10.1: Identify opportunities for additional public/semi-public green space in Tillicum.**

UD-10.2: Provide opportunities for pedestrian and bicycle connections from Tillicum to other portions of Lakewood.

UD-10.3: Improve identified civic boulevards, gateways, and green streets within Tillicum to provide a unifying and distinctive character.

**GOAL UD11: Reduce crime and improve public safety through site**

design and urban design.

Policies:

UD-11.1: Reduce crime opportunities through the application of crime prevention through environmental design (CPTED) principles.

UD-11.2: Consolidate parking lot access onto major arterials where appropriate to promote public safety.

**GOAL UD12:** Facilitate implementation of gateway enhancement programs in Tillicum, Springbrook, and American Lake Gardens.

Policies:

UD-12.1: Establish a program to design and implement a gateway enhancement plan at the entrances to each neighborhood.

UD-12.2: Work with private and public property owners and organizations to create and implement the gateway plans.

UD-12.3: Work with the Washington State Department of Transportation or successor

agency to facilitate the future incorporation of sound barriers adjacent to these communities along **15** to reduce noise impacts to residential areas.

**GOAL UD13:** Provide funding for urban design and open space improvements necessary for maintenance and improvement the quality-of-life.

Policies:

UD-13.1: Identify and seek potential outside funding sources such as grants, regional and state partnerships, and others to implement identified urban design and open space improvements.

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- UD-13.2: Develop a strategy to partially fund urban design and open space improvements from local sources, which may include sources such as Local Improvement Districts, developer impact fees, bond measures, and others.

GOAL UD.14: Recognize the value of scenic views and visual resources as contributors to Lakewood's character and the quality of life.

Policies:

- UD-14.1: Develop a program to identify and protect sensitive views, view corridors, and/or visual resources.
- UD-14.2: Make views of Mt. Rainier, the lakes, wetlands and creeks, Ft. Steilacoom, Flett Wetlands, and historic landmarks from public sites a priority for protection.

# 50

## 5.1 Introduction

Even though Lakewood is a relatively new city, it is also a mature suburb whose basic land use pattern of suburban sprawl has shaped its uncertain economy. That pattern has resulted in an abundance of commercial zoning, while at the same time inadequate commercial concentrations have resulted in some very spread-out, linear commercial areas. The layout of older businesses along arterials is problematic because of the lack of non-vehicular amenities and parking, and is further complicated by access difficulties and a competing need to increase right-of-way width for improvements. Unlike other cities of its size, even older suburban incorporations such as Bellevue, it does not have an established downtown. These forces have undoubtedly shaped Lakewood's existing economy.

The city's position as a bedroom community means that often people are leaving or returning to the city, or may be driving through the city as they travel to an adjacent community, but the lack of a central core or sense of place leaves them without a focused destination point within the city. In capitalizing on Lakewood's existing concentration of commercial assets, the creation of a downtown will help people connect with local businesses.

Lakewood competes in a regional market that includes Tacoma, South Hill, and even Olympia and Federal Way. National chains are well represented in this market as a whole, to the extent that some find they are "competing with themselves" in the various malls. Cutbacks in locations have often focused on

Lakewood rather than other areas where not only commercial development is strong, but the housing market is vibrant and median incomes are greater. As a result, numerous retailers have left or are leaving the city.

Lakewood's unique blend of residents is another factor that contributes to its economic status. The many military families and retirees who live in Lakewood tend to take their business on-base because of the savings they enjoy there. In addition to the other cities in the regional market, this serves as a major competitor for Lakewood's retailers. Because Lakewood is rather landlocked by the military bases and is largely built out, it is unlikely



Entrance to the Lakewood Mall

to experience much expansion to the east of I-5; therefore, revitalization will occur as redevelopment of existing lands. Lakewood's economic focus rests with establishing strong redevelopment strategies.

Economic development encompasses jobs as well as spending. Because the majority of jobs in the area lie with the military, it is important to capitalize on the growth plans of existing private sector employers such as St. Clare Hospital and Lakewood Industrial Park to stimulate job creation, as well as marketing the community for new business location. Industrial redevelopment opportunities in American Lake Gardens are intended to act

as a stimulus for this.

To establish a more stable and diverse economic base, Lakewood must focus on coordinating and establishing partnerships, implementing capital facilities funding programs that support redevelopment, developing market strategies for specific industries, and redeveloping vacant and underutilized

commercial/industrial properties.

By its nature, economic revitalization is a long-term, incremental effort. Together with complementary land use and transportation goals and policies, an economic development program will help redefine Lakewood's image; provide a basis for relationships with developers, business operators, and

lenders to invest in the community; and create a foundation for the city's future economy.

## **5.2 Goals and Policies**

GOAL ED-1: Support job creation and the development of business

opportunities compatible with the City's other goals.

Policies:

ED-1.1: Work with economic development agencies, other local



agencies, and private interests to implement economic development policies.

ED-1.2: To the extent that it does not conflict with City goals, work with

agencies to carry out county-wide economic development policies.

ED-1.3: Seek out opportunities to work with other public agencies at the

city, county, and state level to further Lakewood's economic development interests.

ED-1.4: Promote economic activities that are consistent with the values

expressed in Lakewood's comprehensive plan.

ED-1.5: Focus on attracting industries that capitalize on Lakewood's

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strengths such as local colleges and proximity to military

installations.

ED-1.6: Identify and implement a variety of financial incentives to

leverage the attraction and/or expansion of targeted business sectors.

ED-1.7: Develop and administer comprehensive business development,

expansion, and retention and business recruitment programs for the city.

ED-1.8: Work with the Chamber of Commerce and other entities to

support patronage of local businesses.

ED-1.9: Implement regulations that support redevelopment and adaptive



reuse of existing sites to revitalize commercial areas.

ED-1.10: Emphasize environmentally responsible industrial and business activities.

ED-1.11: Seek leveraged resources to support economic development through federal and other grants and assistance programs.

GOAL ED-2: Seek a diversified employment base.

Policies:

ED-2.1: Encourage an industrial base of balanced diversification and

maximum employment opportunity rather than relying on a single, large employer or proximity to military installations.

ED-2.2: Target recruitment efforts toward businesses and industries that

will strengthen and broaden the city's economy and provide living-wage jobs.

ED-2.3: Examine the potential of a small business incubator as a means

of shepherding start-up businesses to fruition.

ED-2.4: Periodically review and amend economic development priorities

and strategies to respond to changes in market trends.

GOAL ED-3: Capitalize on public infrastructure.

Policies:

ED-3.1: Where public costs will be recouped from increased revenue

resulting from private investment, invest in infrastructure to stimulate and generate private investment for economic development/redevelopment projects.

ED3.2: Prioritize public infrastructure projects that focus coordinated capital investments into specific areas to encourage private investment.

ED-3.3: Dedicate funding to encourage redevelopment, infill, land

assembly, and environmental remediation in the central business and Lakewood Station districts.

ED-3.4: Identify and pursue the extension and upgrading of utilities and



transportation facilities, including rail where appropriate, to serve industrially and commercially designated areas.

ED-3.5: Consider public financing techniques such as the use of local

improvement districts, public-private partnerships, and grants in targeted areas to accomplish specific economic development needs.

ED-3.6: Create flexible development regulations that are responsive to

the potential for regulatory practices to undermine economic development purposes, particularly in the areas of signage and frontage improvements.

**GOAL ED4:** Ensure a responsive and efficient licensing and permitting process.

Policies:

ED-4.1: Seek ways to expedite and refine licensing, permitting, and

problem-solving processes to create more predictability and to minimize processing time in the application of development standards while still achieving regulatory intent.

ED-4.2: Provide pre-application reviews to assist applicants in

understanding, and to identify and resolve problems early in the development review process.

ED-4.3: Provide targeted assistance/ombudsmanship to businesses that

may be unsophisticated in permitting and licensing requirements.

ED-4.4: Where specialized industry requirements call for the

involvement of other public agency oversight or permitting/licensure, work with those agencies to eliminate duplication of efforts and streamline review.

ED-4.5: When possible, conduct broad environmental analyses during



planning processes to promote the ease of development review and site development later.

**GOAL ED5:** Develop a program to attract visitors to the community.

Policies:

ED-5.1: Provide services, support special events, and work cooperatively

to develop facilities that appeal to visitors and provide economic  
benefit to Lakewood.

ED-5.2: Work with a broad base of community stakeholders to create

public-private partnerships to develop visitor potential.

ED-5.3: Develop a strategic plan, marketing plan, and organizational

model to institutionalize visitor attraction efforts.

GOAL ED6: Establish economic development/redevelopment priorities through further planning.

Policies:

ED-6.1: Utilize appointed citizen committees in developing and

maintaining an economic development plan that sets priorities for economic development and redevelopment activities.

ED-6.2: Rely on the goals and objectives of the economic development

plan to direct programming and implementation.

ED-6.3: Support economic development efforts to attract high quality



development and tenants as well as residential uses to the downtown area.



# 6.0

## TRANSPORTATION

### 6.1 Introduction and Purpose

By the year 2020, traffic congestion on freeways and arterial roadways within the region is projected to be far more extensive, resulting in longer travel delays. Lakewood shares the region's transportation woes since it is part of the regional transportation system and integrally connected to systems of adjacent jurisdictions. Lakewood currently experiences traffic congestion around its freeway interchanges and some principal arterial streets.

There are many causes of increased traffic congestion within Lakewood, including:

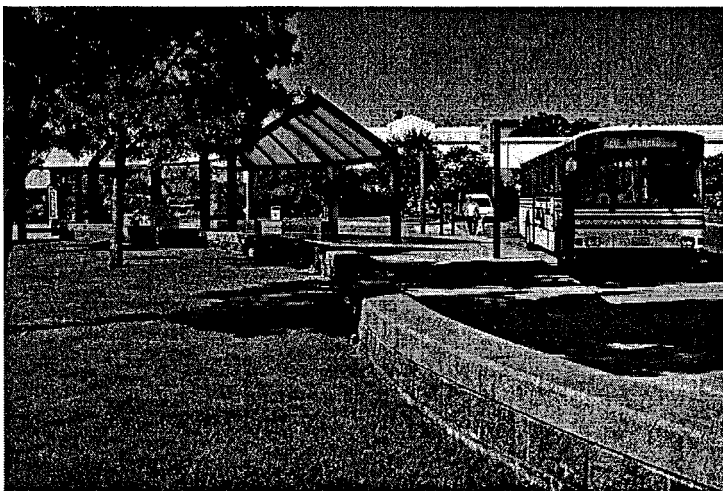
Annual vehicle miles traveled growing at a faster rate than population or employment growth.

An increase in the number of two-wage-earner households.

An historical decline in transit use as a percentage of overall trips.

Road improvements have not kept pace with traffic volume for environmental, financial, and community character reasons.

To correct some of the problems contributing to these conditions, Lakewood must develop and maintain a balanced multimodal transportation system that integrates the local transportation network with the regional transportation system and supports land use goals and policies.



Lakewood Transit Center in the Lakewood Mall

This chapter addresses the connection between transportation and land use; establishes means to increase travel options; describes desirable characteristics of transportation facility and design; and addresses connectivity, access, traffic management, maintenance, and amenities for transportation improvements. The general principles underlying the transportation chapter include:

Promote safe, efficient, and convenient access to transportation systems for all people.

**Recognize transit, bicycling, and walking as fundamental modes of transportation of equal importance compared to driving when making transportation decisions.**

**Create a transportation system that contributes to quality of life and civic identity in Lakewood.**

**Reduce mobile source emissions to improve air quality.**

**Integrate transportation-oriented uses and facilities with land uses in a way that supports the City's land use as well as transportation goals.**

**Increase mobility options by actions that diminish dependency on SOVs.**

**Focus on the movement of both people and goods.**

This chapter covers all areas within Lakewood's city limits and will be expanded to ensure that consideration is given to urban growth areas as they are brought into the city. The transportation goals and policies included here are based on local priorities but are also coordinated with the comprehensive plans of neighboring cities such as University Place and Tacoma, and that of Pierce County. The proposals within this transportation chapter are consistent with neighboring jurisdiction plans and will positively contribute to the region's transportation system.

The challenge of developing Lakewood's future transportation system will be to strike a balance between accommodating increased traffic demand and maintaining community character. Developing a transportation system that enhances Lakewood's neighborhoods while providing effective mobility for people, goods, and services through multiple travel modes is a primary focus of this chapter. There are a number of considerations related to

transportation in Lakewood:

Physical Features. Natural obstacles, especially American Lake, Gravelly Lake, and Lake Steilacoom, constrict traffic flow between the east and west halves of the city to a few arterial connections.

Existing Patterns. Lakewood's road network has evolved in a pattern typical of suburban sprawl. A few principal roadways connect a network largely composed of otherwise unconnected cul-de-sacs.

Because of the city's geographic location and presence of natural features and military reservations, 1-5 and SR 512 form primary connections with the rest of the region.

Alternative Modes. There are few realistic alternatives to driving for most people in Lakewood. The City's incomplete bicycle and pedestrian network does not provide safe links between most commercial areas, schools, community facilities, and residential neighborhoods. Alternative motorized modes include local and regional transit connections provided by Pierce

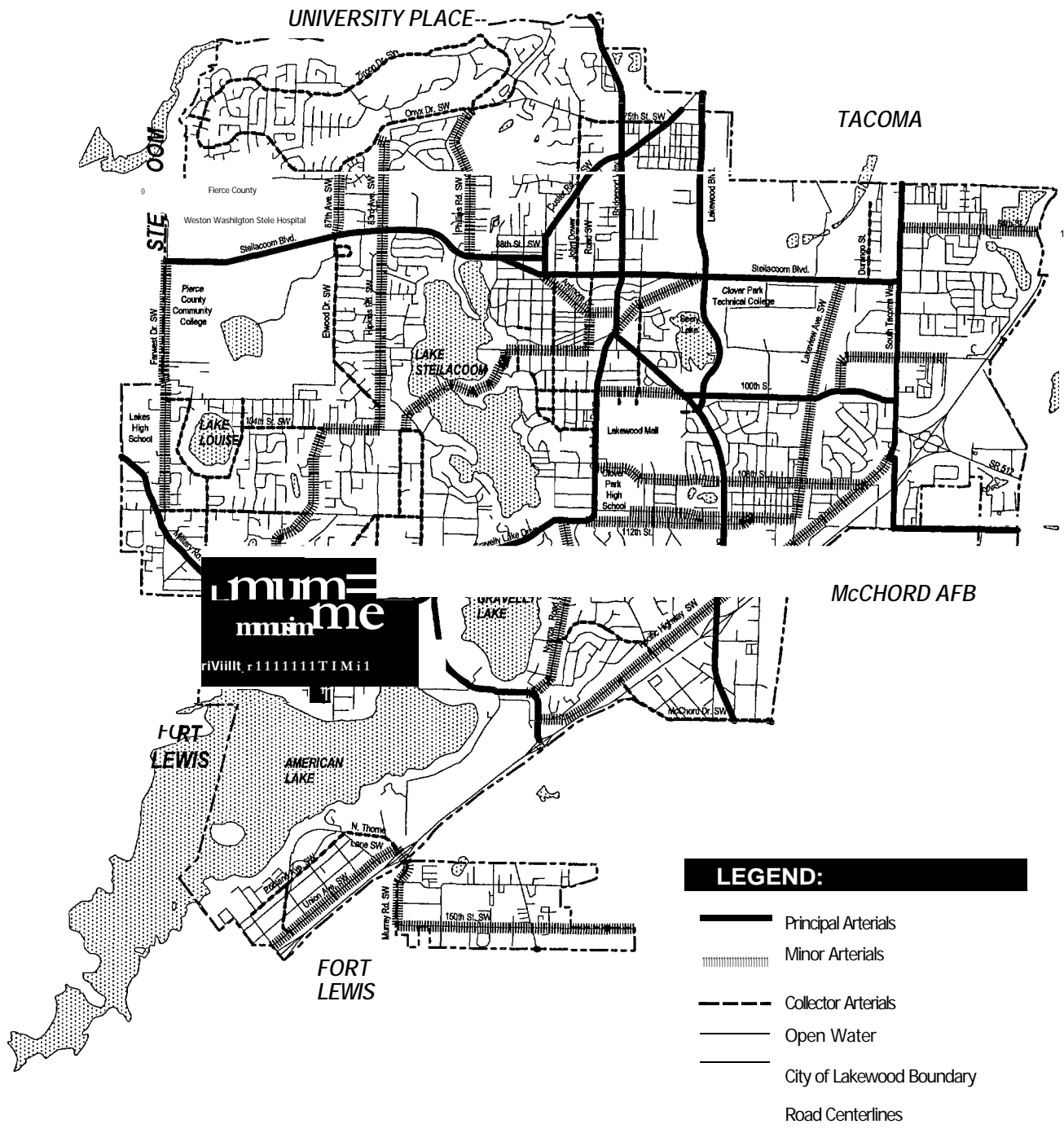
Transit. Intercity Transit and Sound Transit systems will improve connectivity as commuter rail service is established.

6.1.1 Arterial Street Classifications







Street classifications are defined in Table 6.1 and illustrated geographically in Figure 6.1.

Table 6.1: Street Classification.

Principal Arterial	Inter-community roadways that provide access to principal centers of activity.	Over 15,000 vehicles per day.	S. Tacoma Way Bridgeport Way Steilacoom Blvd.  Gravelly Lake Drive Milton Road
Minor Arterial			Lakeview Ave. Nyanza Road Hipkins Road Veterans Drive 84th Street SW 96th Street SW 112th Street SW (section)  100th Street SW (section) Murray Road Northgate Road 108th Street SW Phillips Road 83rd Avenue SW 87th Avenue SW Interlaaken Drive SW Mount Tacoma Drive SW Butte Drive SW 89th Avenue SW Far West Drive Union Ave.
Collector Arterial	Connect residential neighborhoods with smaller community centers and facilities as well as access to	2,000 to 8,000 vehicles per day.	75th Street  Onyx Drive Zircon Drive Portland Ave. Elwood Drive Meadow Road
Local Access Road	Include all non-arterial public city roads and private roads used for providing direct access to individual residential or commercial properties.	N/A	Diamond Blvd. Whisper Lane Lucerne Road Addison Ave. Deepwood Drive Columbia Circle Blackhawk Court



**LEGEND:**

-  Principal Arterials
-  Minor Arterials
-  Collector Arterials
-  Open Water
-  City of Lakewood Boundary
-  Road Centerlines



0 2000 4000 6000 8000 10000 Feet

Source: Pierce County GIS / Lakewood Parcel Survey Database / EDAW Inc., 1999.

July 2000  
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**Figure 6.1**  
**Arterial Street Classifications**

## 6.2 General Transportation Goals and Policies

**GOAL T1:** Apply a standardized set of street classifications to roadways within Lakewood.

Policy:

T-1.1: Define all streets as principal arterials, minor arterials, collector arterials, or local access roads according to the following criteria:

Principal arterials as those roadways that provide access to principal centers of activity. These roadways serve as corridors between principal suburban centers, larger communities, and between major trip generators inside and outside the plan area. The principal transportation corridors within Lakewood are principal arterials.

Principal arterials typically carry 15,000 or more vehicles per day. Generally, 75 percent or more of this traffic utilizes the arterial to pass through an area rather than leaving from or coming to that area.

Minor arterials are those inter-community roadways that connect community centers with principal arterials. They provide service to medium-size trip generators, such as commercial developments, high schools and some junior high/grade schools, warehousing areas, active parks and ballfields, and other land uses with similar trip generation potential. In general, minor arterials serve trips of moderate length and have a daily volume of 5,000 to 20,000 vehicles. Approximately 50 percent of this traffic utilizes the arterial to pass through an area, while the remaining half uses it to leave from or come to the area.

Collector arterials are roadways that connect residential neighborhoods with smaller community centers and facilities, as well as provide access to the minor and principal arterial system. They typically carry between 2,000 to 8,000 vehicles per day. Some portion of this traffic uses the arterial to pass through an area, while the majority is leaving or coming to that area.

Local access roads are all non-arterial public city roads and private roads used for providing direct access to individual residential or commercial properties.

**GOAL T2:** Maintain maximum consistency with state, regional, and local plans and projects.

Policies:



T-2.1: Coordinate with the state, county, adjacent jurisdictions, and

transit providers to ensure consistency between street improvements, land use plans, and decisions of the City and other entities.

T-2.2: Continue to participate in regional transportation planning to

develop and upgrade long-range transportation plans.

T-2.3: Periodically review the street classification system with adjacent

jurisdictions to ensure consistency.

T-2.4: Support construction of the proposed Cross-Base Highway and

pursue workable connections with the local community.

T-2.5: Support construction and permanent alignment for the 1-5/SR

512 interchange and pursue workable connections with the local business community.

**GOAL T3:** Maximize road connections without negatively impacting

residential areas.

Policies:

T-3.1: Delineate key street connections through undeveloped parcels to

ensure that connections are made as development occurs.

T-3.2: Where practical, connect public streets to enable local traffic to

progress smoothly and to prevent overloads elsewhere in the transportation network.

T-3.3: Where practical, require new development to "stub out" access



to adjacent undeveloped parcels to ensure future connectivity, indicating the future connection on the face of the plat, and (when possible) connect with existing road ends.

T-3.4: Accommodate pedestrian and bicycle connections where grades,

right-of-way widths, or other natural or built environment constraints have precluded street connections from being implemented.

**GOAL T4:** Balance the need for property access with traffic safety considerations.

Policies:

T-4.1: Limit access as necessary to maintain safe and efficient

operation of the existing street system while allowing reasonable access to individual parcels.



T-4.3: Provide for full access to parcels abutting local residential

streets, except where adequate alley access exists to individual lots.

T-4.4: Discourage abandonment of alleys.

T-45: Work with adjacent jurisdictions to establish consistent access

limitations to arterials and highways of regional transportation  
importance.

**GOAL T5:** Manage traffic to minimize its impact on neighborhoods, mobility, and enterprise.

Policies:

T-5.1: Maintain optimal traffic signal timing and synchronization along

arterials and other principal transportation routes to ensure smooth traffic flow as well as pedestrian safety at crossings.



T-5.2: Prior to any street reclassifications, conduct an analysis of

existing street configurations, land uses, subdivision patterns,  
location(s) of structure(s), impact on neighborhoods, and  
transportation network needs.

T-5.3: Upgrading residential streets to collector and arterial

classifications will be discouraged and will occur only when a significant community-wide need can be identified.

**GOAL T6:** Reduce the impact of freight routing on residential and other sensitive land uses.

**Policies:**

T-6.1: Designate haul-routes for freight and construction trucks on

appropriate roads

T-6.2: Require new development and redevelopment to provide for

freight loading and unloading on-site or in designated service alleys  
rather than in the public rights-of-way.

**GOAL T7:** Sustain and protect the City's investment in the existing road network.

Policies:

T-7.1: Maintain streets at the lowest life cycle cost (the optimum level

of street preservation required to protect the surfaces).

T-7.2: Maintain sidewalks to ensure continuous and safe connections.



properties and other users.

Policies:

T-8.1: Create and apply standards for planting strips, including street

trees, between road edges and sidewalks to be applied to various road classifications.

T-8.2: Create and apply standards for landscaped islands and medians

to break up linear expanses.

**GOAL T9:** Ensure the provision of lighting along city streets.

Policy:

T-9.1: Adopt a street light placement policy that establishes the level

and type of lighting that must be provided in conjunction with new development and redevelopment, including pedestrian-oriented lighting in targeted areas.

### **6.3 Transportation Demand and Systems Management**

Transportation demand management (TDM) techniques include various mechanisms intended to influence people's choices about how they get from one place to another, with the goal of reducing vehicular travel demand on the road network. Within Washington state, there is a statewide commute trip reduction (CTR) program that was initiated in 1991 to work with and assist employers in instituting TDM programs for their employees. These programs include measures such as parking management (making parking more difficult or expensive to obtain) ridesharing, telecommuting, and alternative work schedules. **In** addition, local governments can establish land use regulations that foster the use of bike/pedestrian and transit modes.

Transportation systems management (TSM) refers to strategies that improve facility operations, traffic flow, or safety without adding lanes to increase capacity. TSM strategies are generally lower-cost improvements that do not typically involve major construction of new or expanded capital facilities.

**GOAL T10:** Minimize the growth of traffic congestion to meet state, regional, and local goals.

Policies:

T-10.1: Require TDM improvements serving pedestrians, bicyclists, and

transit riders as impact mitigation for new development.

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T-10.2:       Where practical, retrofit existing streets to link neighborhoods

---

and disperse neighborhood access to services.



T-10-3: Explore interconnecting traffic signals to provide green light

progressions through high-volume corridors to maximize traffic flow efficiency during peak commute periods.

**GOAL T11:** Reduce dependence on SOV use during peak commute hours.

While the WSDOT, the State Department of General Administration, and

Pierce Transit have shared responsibility for implementing and managing the

state and regional CTR programs, the City of Lakewood can actively support and promote these programs. Beyond supporting the state's and Pierce Transit's work to implement CTR programs, the City of Lakewood should work closely with Pierce Transit, Pierce County and/or the state Department of General Administration to cooperatively implement CTR programs.

Policies:

T-11.1: Establish CTR programs within major employer worksites as

required by state law.

T-11.2: Work with major employers and institutions to coordinate and

publicize CTR efforts.

T-11.3: Encourage employers not affected by the CTR law (less than

100 employees) to offer CTR programs to their employees on a voluntary basis and assist these employers with tapping into larger employers' ridematching/ridesharing and other high-occupancy vehicle (HOV)/transit incentive programs, where possible.

T-11.4 Encourage large employers to institute flex-hour or staggered-

hour scheduling and compressed work weeks to reduce localized congestion during peak commute times.

T-11.5 Implement a local public awareness and education program



designed to promote the environmental and social benefits of  
TDM strategies.

T-11.6 Work with local high schools to educate students about the

social benefits of carpooling and riding transit to school.

T-11.7 Plan and implement arterial BOY improvements such as BOY

lanes or transit-signal priority improvements at intersections to connect high-density employment centers with bus transit centers and commuter rail stations.

**GOAL T-12: Decrease dependence on single-occupant vehicles (SOVs) as a primary means of transportation.**

Policies:

T-12.1: Prevent automobiles from dominating neighborhood and central

business districts, while still accommodating their use.

T-12.2: Maximize the availability of non-SOY transportation options to

encourage people to use different modes.

T-12.3: Work with Pierce Transit to implement transit signal-priority

systems that enhance the reliability of transit as an alternative transportation mode.

GOAL T.13: Develop and maintain collaborative working relationships with outside agencies to achieve specific transportation purposes.

Policies:



T-13.1: Involve appropriate agencies in the early review of development

proposals to assess opportunities for transit-oriented design and amenities.T-13.2: Support regional transit structures that connect local transit to other fixed or flexible route systems (e.g., buses and rail).

T-13.3: Coordinate with transit agencies to provide facilities and

services supportive of HOV use such as ridematching, provision of vanpool vehicles, on-demand services, shuttles, etc.

T-13.4: Coordinate with transit agencies to determine and respond to

emerging routing and frequency needs, particularly in residential neighborhoods.

T-13.5: Work with transit agencies to develop design and placement

criteria for shelters so that they best meet the needs of users and are a positive amenity.

T-13.6: Work with the Washington State Department of Transportation

or Successor agency to pursue HOV lanes on state facilities (I-5, SR 512) serving the city and/or Sound Transit operations.

T-13.7      Allocate staff resources to work with other transportation

government agencies in drafting and submitting joint applications for state and federal transportation grants to support projects that benefit multiple jurisdictions.

T-13.8: Work with the Burlington Northern Santa Fe Railway, Sound

Transit and other appropriate agencies to pursue funding for a grade separation at the 100th Street SW  
rail crossing.

T-13.9: Explore local shuttle service between high density areas within

the urban center such as the Lakewood Station district,

Lakewood Mall, the planned Sound Transit commuter rail station, the Colonial Center, and other high-density developments with high transit ridership potential.

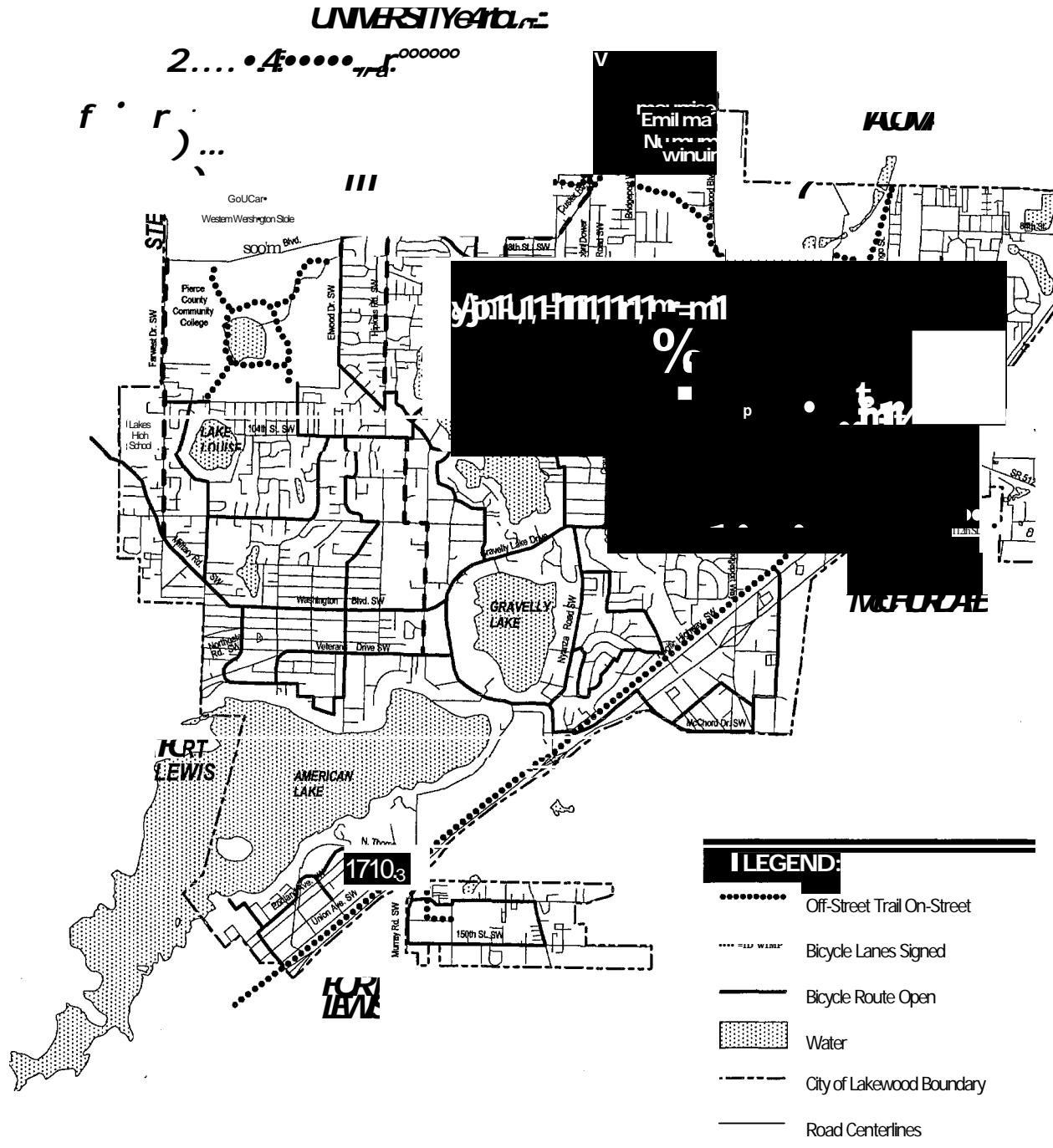
- T-13.10: Encourage ridesharing through requirements for parking reserved for carpool and vanpool vehicles in the zoning code. Coordinate with service providers and other utilities using rights-of-way on the timing of improvements to reduce impacts to communities and to lower the cost of improvements.
- T-13.11: Work with Sound Transit and the Washington State Department of Transportation to pursue expansion of the existing SR-512 park-and-ride facility.
- T-13.12: Work with Pierce Transit to monitor transit service performance standards and to focus service expansion along high-volume corridors connecting high-density development centers with intermodal transfer points.

**GOAL T-14:** Provide safe, convenient, inviting routes for bicyclists and pedestrians (see Figure 6.2).

Policies:

- T-14.1: Identify key routes serving high density areas, major employers, schools, parks, shopping areas, and other popular destinations as high priorities for public improvements that will serve bicyclists and pedestrians such as sidewalks, bike lanes, and urban trails.
- T-14.2: Identify areas where streets cannot be connected but that could be retrofitted with public bike and pedestrian connections to achieve connectivity.
- T-14.3: Balance the desirability of breaking up large blocks with mid-block crossings with the safety needs of pedestrians.
- T-14.4: Require the incorporation of non-motorized facilities including bicycle parking, pedestrian-scale lighting, benches, and trash receptacles into new development designs.
- T-14.5: Work with transit providers to provide bike racks and/or lockers at key transit stops and require them as condition of new development.
- T-14.6: Coordinate with adjacent jurisdictions to design for coherent bike and pedestrian corridors.
- T-14.7: Develop a non-motorized transportation plan for the city that would guide Lakewood in establishing bicycle and pedestrian





**Figure 62**  
**Existing and Proposed**  
**Bicycle Facilities**

Source: Pierce County GIS | Lakewood Parcel Survey Database / EDAW Inc., 1999.

facilities. This plan should establish policies and implementation strategies and suggest preferred design and maintenance standards to best provide for user safety.

## 6.4 Parking

Parking in Lakewood primarily exists in surface parking lots to support commercial, office, light industrial, and multi-family residential areas. There is an abundant supply of parking in most of these areas. While adequate parking is critical to any type of development, an oversupply of parking wastes resources and encourages a continuation of auto-oriented travel. Therefore, the parking goals and policies balance these two conflicting outcomes.

**GOAL T15:** Provide adequate parking that serves Lakewood's needs but does not encourage a continuation of auto-oriented development and travel patterns.

Policies:

- T-15.1: Develop and implement reasonable and flexible parking standards for various types of land uses that balance the need for providing sufficient parking with the desirability of reducing commute traffic.
- T-15.2: Consider parking standards that support TDM efforts.  
T-15.3: Allow adjacent or nearby uses that have different peak parking demands such as employment and housing to facilitate shared parking spaces.
- T-15.4: Recognize the capacity of transit service in establishing parking standards.
- T-15.5: Develop and enforce parking lot design standards, identifying requirements for landscaping, walkways, runoff treatment, parking area ratios, lighting, and other elements as needed.

**GOAL T16:** Foster the evolution of a central business district that is compact and walkable and not defined by large expanses of parking lots.

Policies:

- T-16.1: Consider maximum parking requirements for higher density areas to encourage alternative transportation modes.  
T-16.2: Confine the location of parking areas to the rear of properties to increase pedestrian safety and minimize visual impact.

T-16.3: Identify places where on-street parking can be added adjacent to

street-facing retail to encourage shopping and buffer sidewalks.

T-16.4: Encourage the use of structured or underground parking to use

land more efficiently.

**GOAL T17:** Expand park-and-ride capacity to serve rail as well as other transit uses and accommodate growth.

Policies:

T-17.1: Work with transit providers to establish additional park-and-ride

facilities to serve Sound Transit operations and to facilitate  
ridesharing and express bus connections.

T-17.2: Encourage commercial development on major transit routes to

dedicate unused parking area to park-and-ride facilities where feasible.

## **6.5 Freight Mobility**

Movement of goods is critical to Lakewood's economic activity. Supplies and products must be able to move into, out of, and throughout the commercial parts of the city. The following goals and policies address the specific needs of freight mobility in Lakewood.



**GOAL T18:** Plan for location of freight routing in conjunction with placement of industrial, commercial, and other land uses to maintain and improve commercial transportation and mobility access.

Policies:

T-18.1: Install directional signage for truck routes through key areas of

the city.

T-18.2: Consider potential freight movement needs of new development

as part of SEPA review.

T-18.3: Create development standards for freight access to commercial

uses likely to possess such needs.

T-18.4: Examine the potential of unused or underutilized rail lines in

Lakewood for freight rail.

T-18.5: As industrial uses concentrate into certain areas, identify ways to

eliminate the conflict among freight users this may tend to create.

T-18.6: Promote the continued operation of existing rail lines to serve

the transportation needs of Lakewood businesses.

- T-18.7: Support reconstruction of the I-5/SR 512 interchange to improve access to the Lakewood Industrial Park.
- T-18.8 Support new access improvements to American Lake Gardens that facilitate industrial development.
- T-18.9: Explore future opportunities to grade separate rail traffic from street arterials where significant safety hazards or traffic congestion warrant.

## 6.6 Level-of-Service Standards and Concurrency

### 6.6.1 Definitions

The GMA requires the adoption of LOS standards for arterial streets to serve as a gauge to judge the quality and performance of the transportation system. The LOS standards for arterial streets selected for Lakewood are based on the peak hour LOS for special roadway links designated on Figure 6.3.

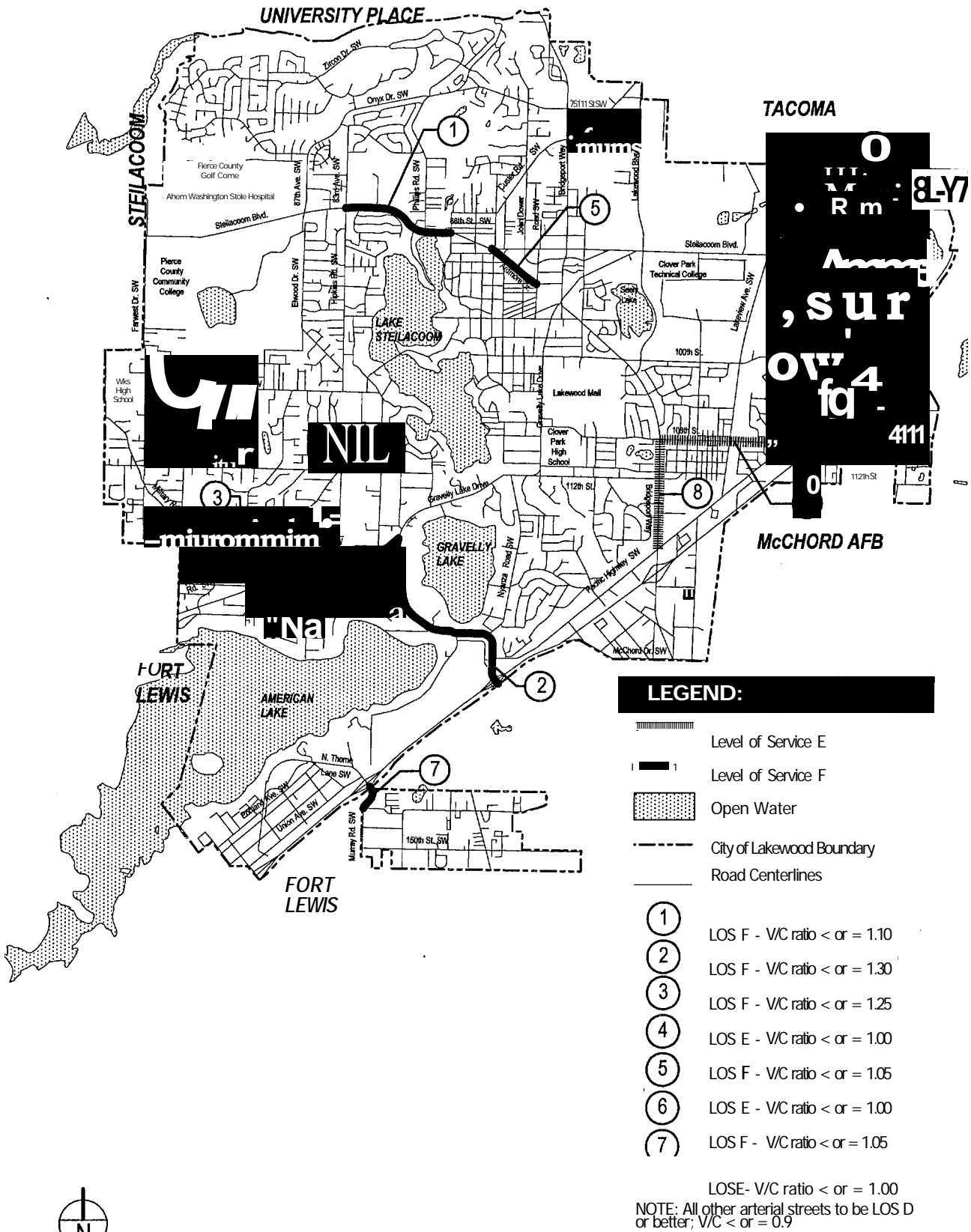
Level-of-service standards required by the GMA are closely related to the issue of concurrency. The GMA requires transportation improvements to be made concurrent with development. Once a street exceeds its LOS standard, improvements must be planned within 6 years to improve the street's performance to a level that does not violate the standard. If planned improvements were to exceed the 6-year time frame, new development that would add traffic to the street could not be approved.

The most common approach to LOS for roads is the ratio of traffic volume to the design capacity of a facility. The measurement can be taken at intersections or on roadway segments. It can be measured during the peak hour of travel or for total traffic throughout the day. These volume-to-capacity (v/c) ratios are typically converted to letter grades "A" through "F," as described in the Transportation Research Board's *Highway Capacity Manual*. The letter "A" represents the least amount of congestion, while the letter "F" represents the highest level of congestion.

Level-of-service standards can be chosen for different arterials within a city. Levels-of-service should desirably be the same on both sides of a city/county boundary; however, different goals on either side of a boundary can be legitimate reasons for two jurisdictions to establish different standards.

### 6.6.2 Goals and Policies

GOAL T-19: Apply standardized performance measurement criteria to monitor transportation LOS.



0 2000 4000 6000 8000 10000 Feet

Source: Pierce County GIS, Lakewood Parcel Survey Database / EDAW Inc, 1000

July 2000  
 P:\6E24101\GIS\APR\FINAL\_COMP.APR

**Figure 6.3**  
**Designated Level of Service Thresholds**



## Policies:

T-19.1: Monitor road performance using the *Highway Capacity Manual's* standardized A-F LOS measures:

LOS A is defined as representing a free flow condition. Travel speeds are typically at or near the speed limit and little to no delay exists. Drivers have the freedom to select their desired speeds and to make turns and maneuver within the traffic stream.

LOS B is defined as representing stable flow. Drivers still have some freedom to select their travel speed. Average delays of 5 to 15 seconds per vehicle are experienced at signalized intersections.

LOS C is defined as falling within the range of stable flow, but vehicle travel speeds and maneuverability are more closely controlled by higher traffic volumes. The selection of speed is not affected by the presence of others, and maneuvering within the traffic stream requires vigilance on the part of the driver. Longer average delays of 15 to 25 seconds per vehicle are experienced at signalized intersections.

LOS D is defined as 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.

LOS E is defined as representing operating conditions at or near the capacity of the roadway. Low speeds (approaching 50 percent of normal) and average intersection delays of 40 to 60 seconds per vehicle are common. Freedom to maneuver within the traffic stream is extremely difficult. Any incident can be expected to produce a breakdown in traffic flow with extensive queuing.

LOS F is defined as forced flow operation at very low speeds. Operations are characterized by stop-and-go traffic. Vehicles may progress at reasonable speeds for several hundred feet or more, then be required to stop in a cyclic fashion. Long typical delays of over 60 seconds per vehicle occur at signalized intersections.

T-19.2: Collaborate with adjacent jurisdictions to develop appropriate LOS standards where roadway centerlines serve as a jurisdictional boundary.

T-19.3: Work toward developing a multi-modal LOS standard.

**GOAL T-20:** Adopt the following arterial LOS thresholds for maintaining transportation concurrency on arterial streets in Lakewood (These level of service thresholds were used in the impacts analysis described in Chapter 3 of the SEPA EIS).

Policies:

T-20.1: Maintain LOS F with a volume/capacity (v/c) ratio threshold of **1.10 in the Steilacoom Boulevard corridor between 88<sup>th</sup> Street SW and 83<sup>rd</sup> Avenue SW.**

T-20.2: Maintain LOS F with a v/c ratio threshold of 1.30 on Gravelly

**Lake Drive between 1-5 and Washington Blvd. SW.**

T-20.3:

Maintain LOS F with a v/c ratio threshold of 1.25 on  
Washington Boulevard SW, west of Gravelly Lake Drive.

T-20.4

Maintain LOS F with a v/c ratio threshold of 1.05 on Ardmore  
**Drive SW between Steilacoom Blvd. SW and Whitman Avenue SW.**

T-205

Maintain LOS F with a v/c ratio threshold of 1.05 on Murray

**Road SW north of 146<sup>th</sup> Street SW.**

T-206:

Maintain LOS E with a v/c ratio threshold of 1.00 on South

**Tacoma Way between 84<sup>th</sup> Street S and Steilacoom Boulevard SW.**

- T-20.7: Maintain LOS E with a v/c ratio threshold of 1.00 on 108<sup>th</sup> Street SW between Pacific Highway SW and Bridgeport Way W.
- T-20.8: Maintain LOS E with a V/C ratio threshold of 1.00 on **Bridgeport Way SW between Pacific Highway SW and 108<sup>th</sup> Street SW.**

- T-20.9: Maintain LOS D with a v/c ratio threshold of 0.90 on all other

**arterial streets in the city, including state highways of statewide significance.**

(The traffic conditions at these locations have high congestion levels. Improving existing LOS would require road improvements beyond the funding capacity of the City's capital facilities plan. The above-listed policies acknowledge the City's inability to fund the road improvements necessary to lower the LOS.)

**GOAL T-21:** Use traffic management strategies and land use regulations to protect street and network LOS standards.

Policies:

T-21.1: Establish mitigation requirements for new development where

LOS is expected to fall below acceptable standards as a result of that development.



T-21.2: Limit new development to areas where LOS standards can be

maintained and restrict development in areas where they cannot be maintained.

T-21.3: Use road widening only as a last resort to address LOS

deficiencies, except in areas where roadways are substandard and improving them to standards would increase their contribution to overall LOS.

T-21.4: Ensure that comprehensive plan amendments, rezones, master

plans, conditional uses, and other significant land use proposals are reviewed with consideration of the proposal's impact on street LOS standards.

## **6.7 Reassessment Strategy**

The arterial level of service thresholds established above will be monitored over time. For locations that may exceed the level of service threshold in the future, a different threshold would need to be established or a specific facility improvement would need to be identified and programmed for funding within six years.

While the future of transportation financing from state and federal sources remains uncertain at present, there are mechanisms available to municipalities to generate revenue for, or otherwise encourage private investment in, transportation facilities. If the above proactive policies fail to maintain future levels of service within the established LOS thresholds, the City of Lakewood will resort to some combination of the following TDM/TSM and land use strategies to bring any LOS deficiencies back into compliance under GMA concurrency requirements:

Coordinate timing of new development in LOS-deficient areas with fully-funded improvements identified in the required 6-year transportation improvement plan.

Provide for routing traffic to other roads with under-used capacity to relieve LOS standard deficiencies, but taking into consideration the impact of additional traffic on the safety and comfort of existing neighborhoods.

Aggressively pursue the following TDM strategies, including parking management actions in dense commercial centers:

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Install parking meters on streets within and adjacent to commercial centers;

Develop public parking facilities and use cost pricing to discourage SOV commuting;

Institute a municipal parking tax;

Set maximum parking space development standards and reduce over time to further constrain parking supply;

Support charging for employee parking and providing monetary incentives for car and vanpooling;

Partner with Pierce Transit to identify public and/or private funding for expanded transit service during peak and off-peak times along LOS-deficient corridors.

Aggressively pursue federal and state grants for specific transportation improvements on LOS deficient roadway segments.

Make development density bonuses available to developers who provide additional transit, bicycle, and pedestrian-friendly amenities beyond the minimum requirements.

Reassess commercial and residential development targets by planning area and make adjustments to channel development away from LOS-deficient corridors.

Adjust LOS standards to accept higher levels of traffic congestion in corridors where none of the previous strategies are feasible, or where LOS deficiencies still occur after all feasible strategies have been implemented.

# 7.0 UTILITIES

## 7.1 Introduction

Utilities are critical to ensuring Lakewood's viability as a place to live, work, and conduct business and pleasure. Utilities in Lakewood supply drinking water, electricity, and communications and rid homes and businesses of sewage, solid waste, and excess stormwater. The purpose of this chapter is to ensure that adequate utilities will be available, maintain an equitable level of service, guarantee public health and safety, promote efficiencies and economies of scale, and foster coordination with regional and independent utility systems.

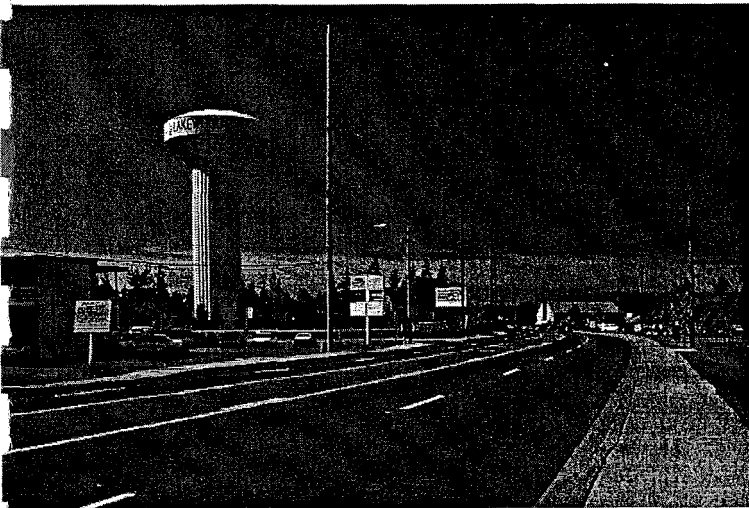
Utilities addressed in this chapter include stormwater, sanitary sewer, water, electricity, gas, communications, solid waste, and natural gas. Background data used in the development of these goals and policies and specific capital programs to implement them are included in the Background Report. Analysis demonstrating the ability of each utility system to meet the demands of growth projected by this plan are discussed in Section 3.11 of the EIS. This chapter is primarily concerned with goals and policies pertaining to each utility category.

### 7.1.1 General Goals and Policies

**GOAL U1:** Provide an adequate level of public utilities in response to and consistent with land use, environmental protection, and redevelopment.

Policies:

- U-1.1: Utility services and facilities must be consistent with the growth and development concepts directed by the comprehensive plan.
- U-1.2: Where appropriate, encourage conservation in coordination with other utility providers and jurisdictions.
- U-1.3: Encourage the appropriate siting, construction, operation, and decommissioning of all utility systems in a manner that reasonably minimizes impacts on adjacent land uses.





**GOAL U2:** Provide and maintain safe, reliable, and adequate utility facilities and services for the city's current and future service area to meet anticipated peak demands in an efficient, economically, and environmentally

responsible manner.

Policies:

U-2.1: Condition development approval on capacity of utility systems

to serve the development without decreasing established LOS, or on a financial commitment to provide service within a specified time frame.

U-2.2: Coordinate the extension of utility services with expected

growth and development.

U-2.3: Coordinate with service providers and other utilities using

rights-of-way on the timing of improvements to reduce impacts to communities and to lower the cost of improvements.

## **7.2 Stormwater**

The City of Lakewood provides stormwater service to the entire city. The City maintains close working relationships with adjacent stormwater utilities, including the City of Tacoma and Pierce County Department of Utilities. These working relationships are essential because stormwater conveyed from portions of Tacoma and portions of unincorporated Pierce County ultimately reaches, and is conveyed through, City-owned facilities.

The City will ensure that adequate storm drainage facilities exist to accommodate growth by finding existing deficiencies, regularly updating its stormwater planning, and adopting a set of development standards that require developers to fund and install appropriate storm drainage facilities. Additional information is contained in the background report and Section 3.11 of the EIS.

**GOAL U3:** Provide efficient, cost-effective, and environmentally sound surface water and flood control facilities to protect existing and future land uses to preserve public safety and protect surface and groundwater quality.

Policies:

U-3.1: Ensure that adequate storm drain and flood-control facilities are

provided and properly maintained to alleviate surface flooding during storm events.

U-3.2: Undertake a stormwater management program that meets or



exceeds the standards of the National Pollutant Discharge  
Elimination System (NPDES).

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- U-3.3: Provide for maintenance and upgrade of existing public storm drainage systems and flood-control facilities and for construction of expanded public storm drain systems and flood-control facilities to protect existing and future development.
- U-3.4: Implement flood-control improvements that maintain the integrity of significant riparian and other environmental habitats.
- U-3.5: Develop public works policies and design standards which encourage minimizing the development of impervious surfaces.
- U-3.6: Seek land acquisition opportunities in areas of the city targeted for future growth and increasing density for stormwater storage functions to compensate for increasing impervious surface.
- U-3.7: Support lake management studies for Lake Steilacoom, Gravelly Lake, and Lake Louise to determine pollutant sources (coordinate with Policy LU-62.7).
- U-3.8: Participate in ongoing water quality monitoring programs for all public drainage systems that discharge into lakes and streams.
- U-3.9: Develop and implement a state-approved Comprehensive Storm Water Management Program.
- U-3.10: Cooperate with the Pierce County Conservation District Stream Team Program to provide water quality education to the community.

GOAL U4: Ensure that the costs of improvements to the storm drain and flood-control system are borne by those who both contribute and benefit.

Policies:

- U-4.1: Require that on-site treatment of stormwater generated by new development is adequate to meet the requirements of the City's stormwater management and site development manual and that such facilities are constructed coincident with new development.
- U-4.2: Costs for improvements to existing storm drain and flood-control facilities associated with a new development shall be borne by the developer through payment of fees or by actual construction of the improvements.
- U-4.3: Consider formation of benefit assessment districts and community facilities districts, where appropriate, in which those who benefit from specific local storm drain and flood-control improvements pay a proportionate share of the costs.

**GOAL U5:** Minimize the impact of poor storm drain performance upon transportation infrastructure.

U-5.1: Ensure the timely removal of debris from storm drains during

storm events.

U-5.2: Consider and seek funding for public projects to resolve

roadway flooding problems in areas that are poorly served by storm drains.

U-5.3: Require adequate storm drainage in conjunction with new

development.

### **7.3 Sanitary Sewers**

Sewer service in the City of Lakewood is almost entirely provided by the Pierce County Department of Utilities. In its 1991 General Sewerage Plan Update, Pierce County planned for a projected increase in service to serve an area population of approximately 400,000 before the year 2040. The County will continue to update its planning documents on a 5-year basis.

The Town of Steilacoom provides sewer service to Western State Hospital. Steilacoom has indicated that its facilities serving the Western State Hospital currently have additional growth capacity.

As shown on Figure 7.1, the Tillicum and American Lake Gardens



neighborhoods do not have sewer service and rely on individual septic systems. The area immediately north of Pierce College and north of 101' SW, as well as the area along Clover Creek near Cochise Lane, are unsewered as well. To increase residential density in Tillicum and convert American Lake Gardens to the industrial use directed in this plan, both neighborhoods will require sewer systems. (A discussion of these systems is included in Section 3.11 of the EIS.)

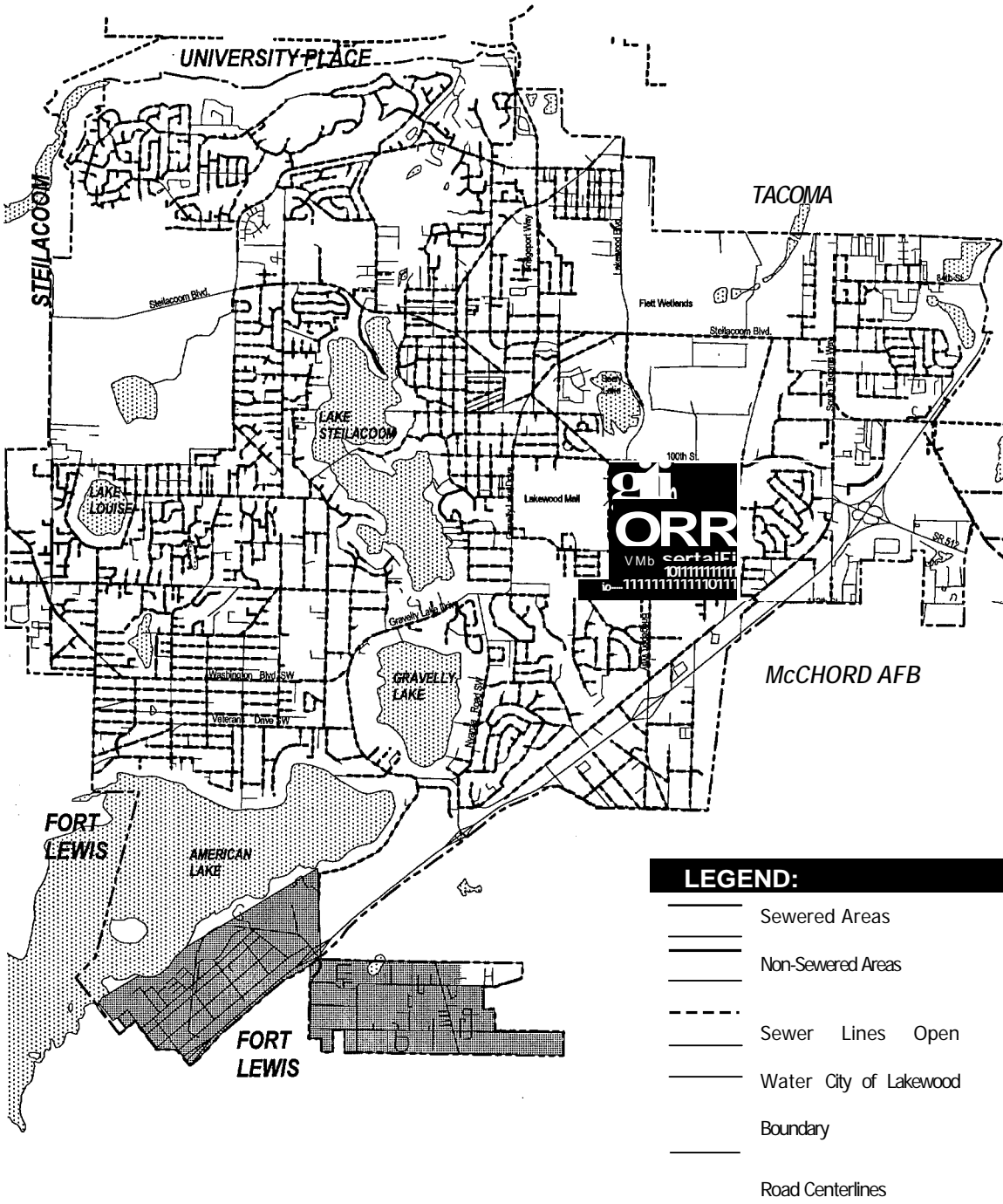
**GOAL U6:** Ensure efficient, cost-effective, and environmentally sound sewage collection and treatment to protect public health and maintain safe and high quality groundwater reserves and protect riparian and other wildlife habitat.

Policies:

U-6.1: Provide leadership to Pierce County to ensure that sewer

connection fees and monthly charges are adequate to fund maintenance of existing facilities, and collect monies toward operation, maintenance, repair and replacement of existing

facilities.



Source: Pierce County GIS / Lakewood Parcel Survey Database / EDAW Inc., 1999.

**Figure 7.1**  
**Sewered Areas**  
**and Non-Sewered Areas**

U-6.2: Provide leadership to Pierce County in evaluating and

accommodating increased demand by upgrading existing facilities and/or constructing new collection and treatment improvements.

**GOAL U7:** Ensure that new growth is served by sewers, and pursue a citywide system to eliminate current service deficits.

Policies:

U-7.1: Ensure that public sewage treatment and collection systems are



installed and available for use coincident with new development.

U-72: Work with Pierce County to establish a priority for sewerage

bypassed urban areas located within the city (American Lake

Gardens and Tillicum).

U-7.3: Require projects located beyond {he reasonable reach of existing

sewer service construct dryline sewers within roadways and adopt covenants requiring that they connect to sewers when

available.

U-7.4: Issue building permits in sewerred areas only when sewer

capacity is available.

U-7.5: Enable existing uses to continue utilizing individual and/or

community septic systems, provided that soil conditions will support their use, until sewers are available.

U-7.6: Ensure that sewer permits are processed in a timely manner by

Pierce County.

U-7.7: Encourage extension of sewer service to American Lake

Gardens and portions of Tillicum slated for density increases  
(see Policy LU-62.5).

U-7.8: Solicit private industrial developers willing and able to finance

the extension of sanitary sewers to American Lake Gardens.

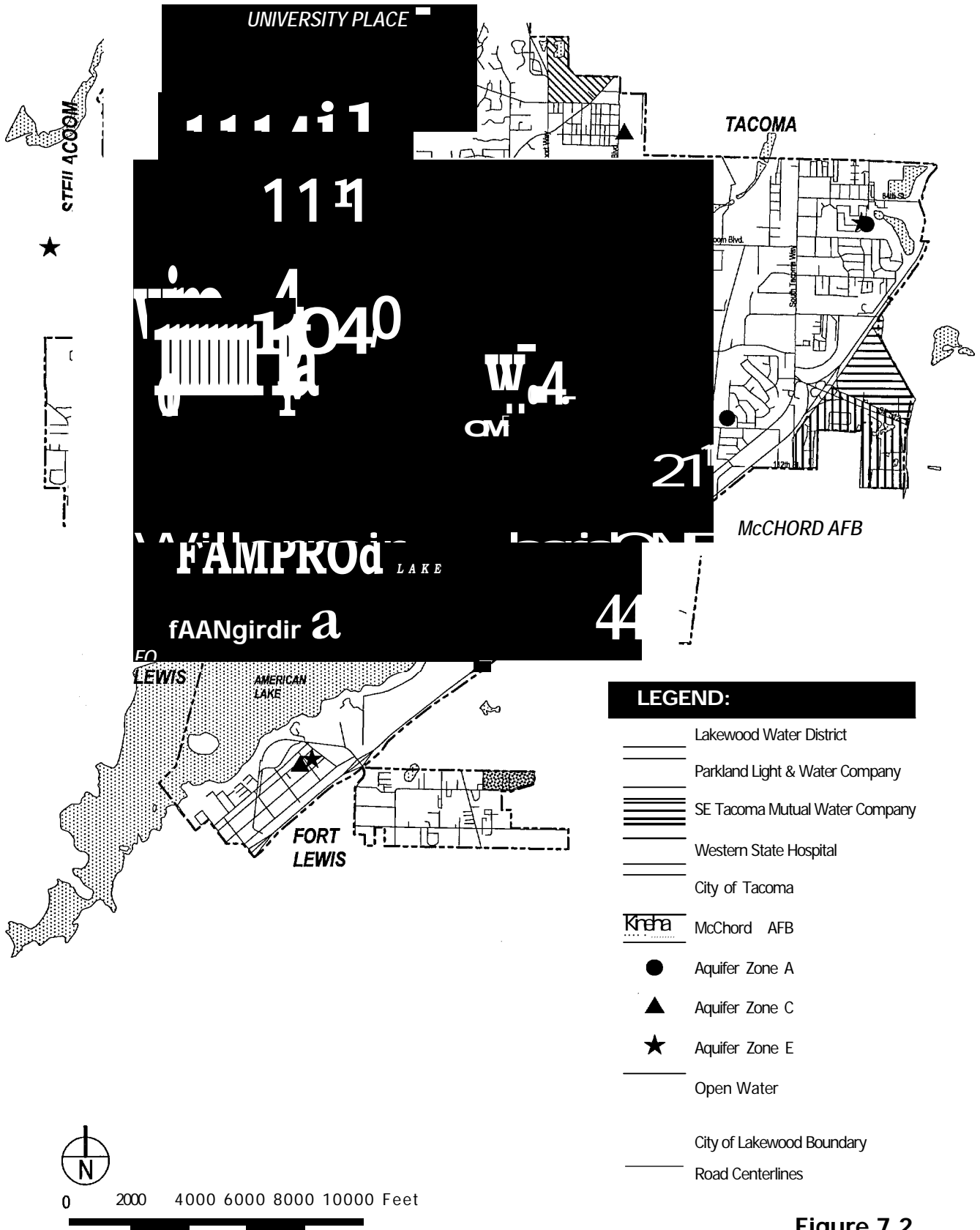
## **7.4 Water**

Water service in the City of Lakewood is almost entirely provided by the Lakewood Water District. Small portions of the north and northeast sections of the city are served by the City of Tacoma, Parkland Light and Water Company, and Southeast Tacoma Mutual Water Company. Water system service areas are illustrated on Figure 7.2.

The Lakewood Water District recently completed a water system plan, which contains a system analysis for projected demands through 2017. Each

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**LEGEND:**

- Lakewood Water District
- Parkland Light & Water Company
- SE Tacoma Mutual Water Company
- Western State Hospital
- City of Tacoma
- McChord AFB
- Aquifer Zone A
- Aquifer Zone C
- Aquifer Zone E
- Open Water
- City of Lakewood Boundary
- Road Centerlines



0 2000 4000 6000 8000 10000 Feet

Source: Pierce County GIS / Lakewood Parcel Survey Database! EDAAW Inc.,

**Figure 7.2**  
**Water System Service Areas**

of the other water purveyors has current water system plans, approved by the Washington State Department of Health. Approval requires planning to meet 20-year projections for the purveyors' entire service areas, of which only a small fraction is within the City of Lakewood. State law requires that water system plans be consistent with local land use plans and that they be updated every 6 years. Additional information and supporting analysis is contained in the background report and in Section 3.11 of the EIS.

#### 7.4.1 Lakewood Water District

The Lakewood Water District provided an analysis of source, storage, and booster pump station adequacy to meet projected future demands. The District indicates that its 44.9 million gallons per day (MGD) of source capacity will meet future supply needs, that its 26.8 million gallons of storage will meet future storage needs, and that booster pumping capacity is adequate. The District has also provided projected capital improvements

through 2003.

Construction of new water system facilities in the Tillicum area is planned to ensure that both fire flow and supply needs are met as growth occurs. These planned improvements include replacement of the Tillicum Reservoir, construction of a 12-inch main along Union Avenue, and installation of other

8-inch water mains in the neighborhood. Additional discussion of water

supply issues is contained in the background report.

#### 7.4.2 Other Water Purveyors

Minor portions of the city are served by the Southeast Tacoma Mutual Water Company, the Parkland Light and Water Company, and the City of Tacoma. Continued service to these areas is expected to be adequate for the 20-year planning period.

### 7.4.3 Goals and Policies

**GOAL U8:** Ensure a safe and adequate water supply for the citizens of Lakewood with adequate storage and distribution treatment facilities to support projected growth in demand.

Policies:

U-8.1: Ensure that new growth does not exceed adequate water supply

and appropriate infrastructure levels. Appropriate water pressure shall require a minimum of 40 pounds per square inch (psi) and a maximum of 85-90 psi, and fire flows of 1,500 gallons per minute (gpm).

U-8.2: Coordinate with other entities to conduct studies to evaluate the

aquifer and its long-term capabilities.



U-8.3: Coordinate with private water providers and appropriate

**governmental agencies prior to approval of new development  
entitlements.**

U-8.4: Coordinate the construction of interties with adjoining water

**purveyors to enhance the City's water supply and fire flow  
capacity.**

**GOAL U-9:** Minimize water consumption through site design, the use of efficient systems, and other techniques.

Policies:

U-9.1: Require incorporation of water conservation features such as

**low-flow toilets, showerheads, and faucets in the design of all**

**new construction.**

U-9.2: Promote drought-tolerant landscaping (xeriscaping) through

**development standards.**

U-9.3: Encourage industrial and commercial users to incorporate

**appropriate water conservation measures such as recycling into  
their operations.**

**GOAL U-10:** Ensure that the costs of new water facilities are borne by those who benefit.

**Policy:**  
U-10.1: Work with private water purveyors and the City of Tacoma to

ensure that new developments pay the cost of construction of capital facilities needed to serve new development.

## **7.5 Electricity**

Lakewood is served by three electric utilities. In general, Tacoma Public Utilities (TPU) serves the northern sections of the city, Lakeview Light and Power serves the eastern sections, and Puget Sound Energy (PSE) serves the western sections. Approximate electric service areas are illustrated in Figure 7.3. Additional information is contained in the background report and in Section 3.11 of the EIS.

### **7.5.1 Lakeview Light and Power**

Lakeview Light and Power serves a large portion of eastern Lakewood, including most areas south of Steilacoom Boulevard and east of Bridgeport

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Each utility was contacted in the preparation of this document and has provided information regarding its ability to

provide electric utility service for projected growth within its individual service area.

Way. Lakeview Light and Power's service area also includes the Springbrook neighborhood, most of the area south of 112th Street SW and east of Nyanza Road SW, and some areas between Gravelly Lake Drive and

Bridgeport Way SW.

Approximately one-third of the projected population growth and two-thirds of the projected employment growth will occur in the Lakeview Light and Power service area. Lakeview Light and Power does not anticipate requiring



any new facilities to accommodate this projected population and employment growth, provided that the future commercial and/or industrial development is not substantially more energy intensive on a per-job basis than existing commercial and industrial development in the city.

## 7.5.2 Tacoma Public Utilities

Tacoma Public Utilities serves most areas north of Steilacoom Boulevard. South of Steilacoom Boulevard, TPU provides service to Pierce College, Lakes High School, the Lakewood Mall, and other areas east of Lake Steilacoom and west of the Lakeview Light and Power service area. Tacoma Public Utilities has indicated that additional substation and feeder facilities will be needed to meet projected 20-year growth, and that it continues to monitor municipal growth projections and update its utility planning accordingly.

### 7.5.3 Puget Sound Energy

Puget Sound Energy serves most areas south of Steilacoom Boulevard that are west of Lake Steilacoom and Gravelly Lake. Additionally, PSE serves the Tillicum and American Lake Gardens neighborhoods. Its Operations Planning Department is responsible for identifying future facility needs and uses information provided by Lakewood and other jurisdictions, monitoring of residential development permits, and commercial/industrial land use applications as tools to maintain a system-wide long range plan for electric facilities. The purveyor has indicated that facilities exist to accommodate proposed residential development, as well as proposed industrial development in the American Lake Gardens area, provided that industrial development would not create certain above average industrial load demand on the existing system, on either an average or peak demand basis.

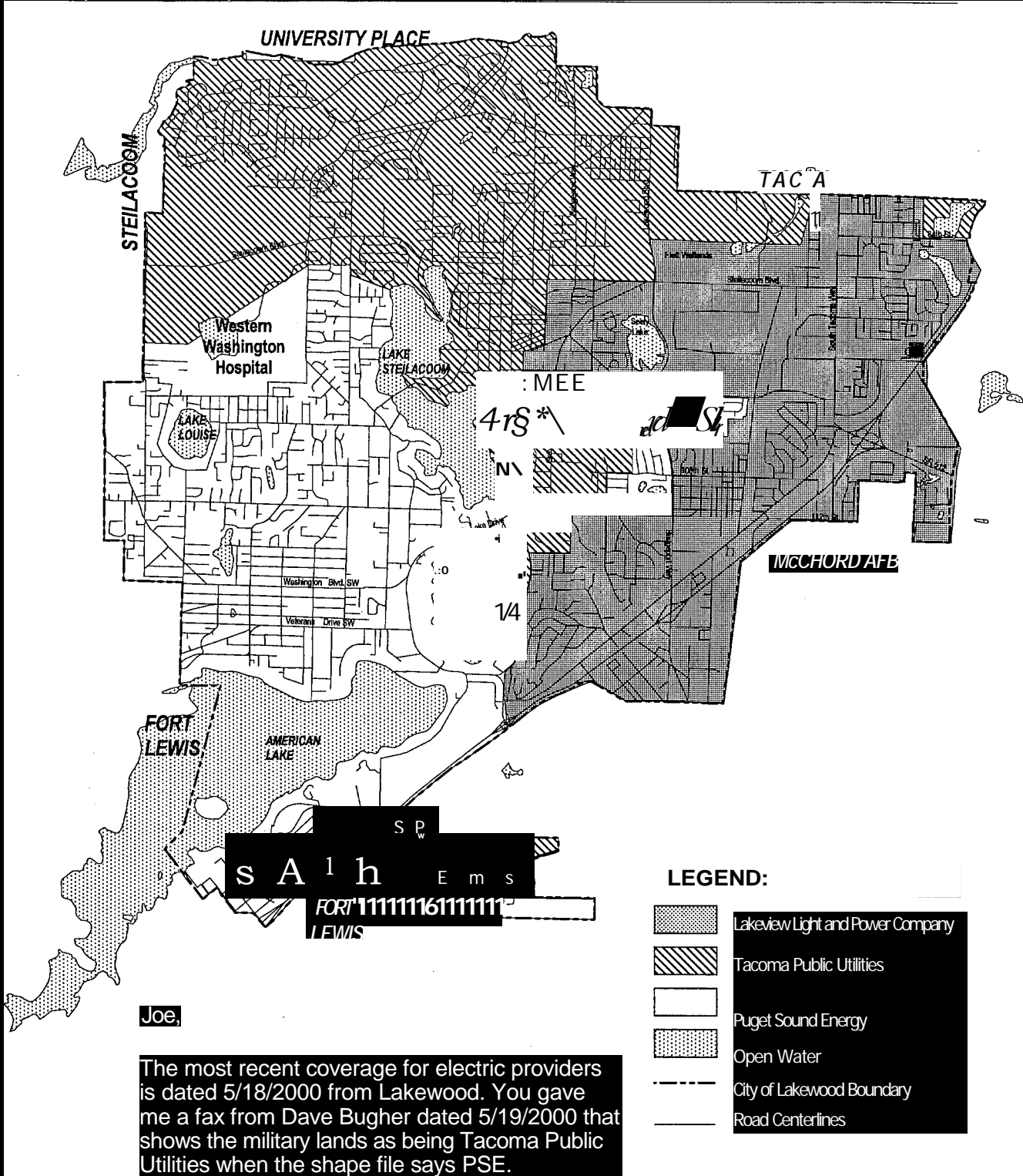
#### 7.5.4 Goals and Policies

**Goal U.11:** Ensure that an adequate electrical supply at a fair and reasonable cost is available to support existing and future land uses in the city.

Policies:

U-11.1: Require that new development be contingent on the ability to be

served with adequate electrical facilities and service.



The most recent coverage for electric providers is dated 5/18/2000 from Lakewood. You gave me a fax from Dave Bugher dated 5/19/2000 that shows the military lands as being Tacoma Public Utilities when the shape file says PSE.



Any resolution necessary?

Mary

0 2000 4000 6000 8000 10000 Feet

**Figure 7.3 Electric Utilities Approximate Service Areas**

Source: Pierce County GIS / Lakewood Parcel Survey Database / EDAW Inc., 1999.

July 2)00  
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U-11.2: When advantageous, seek a single purveyor of service to



standardize rates throughout the city.

**GOAL U-12: Provide appropriate locations for electrical service lines and facilities while protecting public health and safety from associated hazards.**

Policies:

U-12.1 Prevent encroachment of housing and other incompatible uses

under power lines and into electrical utility corridors.

U-12.2: Regulate development to protect public health and welfare in

areas containing electrical facilities that generate significant

electro-magnetic fields.

U-12.3: Coordinate with local purveyors to develop future facility maps

for the location of transmission lines, high-voltage distribution

lines, and substations.

U-12.4: Work with local purveyors to ensure that existing electrical

facilities are protected from encroachment, that electrical

facilities do not cause negative aesthetic or health impacts on the community, and that adequate electrical facilities are available to meet the needs of future development.

U-12.5: Pursue the undergrounding of existing above-ground electrical

facilities and ensure the undergrounding of new electrical facilities.

GOAL U-13: Coordinate utilities undergrounding with street projects.

U-13.1      Where feasible, time undergrounding of utilities to coincide with

major street projects.

U-13.2: Seek financing for utilities undergrounding in conjunction with

road improvement financing.



U-13.3: Where feasible, require undergrounding of utilities in

conjunction with new development.

## 7.6 Communications

U.S. West Communications provides local standard telephone service and local long distance service to the city. U.S. West is currently in the process of merging with Q West and is expected to become Q West Communications International, Inc. by the end of the second quarter of the year 2000. Long distance providers include AT&T and MCI, as well as other long distance providers that primarily use the "10-10" phone numbers. U.S. West Cellular, AT&T Cellular, and Western Wireless provide cellular phone

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coverage to the city. AT&T will also provide high speed internet services to Lakewood in the near future. Cable service is provided throughout the city by AT&T Cable Services, while many apartment complexes are also served by satellite master antenna systems.

**GOAL U14:** Accommodate ongoing improvements in communications systems and promote state-of-the-art facilities.

Policies:

U-14.1: Support new advances in telecommunications systems that will

create a better informed public, foster economic vitality, and  
reduce demand on the region's street system.

U-14.2: Ensure that zoning regulations do not unnecessarily hinder

establishment of in-home offices and businesses that take advantage of electronic communications.

U-14.3: Promote creation of facilities such as "telework stations" in

convenient locations where individuals may lease or buy space for business use without physically commuting to farther away businesses.

U-14.4: Promote teleworking options for employees involved in citywide

programs.

U-14.5: Ensure that new buildings and structures do not block existing

access to radio and microwaves.



U-14.6: Ensure that new cellular towers, public and private satellite

dishes, and other similar facilities are appropriately located  
and/or screened to minimize visual impacts.

U-14.7: Develop programs to protect communications facilities during

disasters or emergencies.

U-14.8: Require undergrounding and, where feasible, joint trenching for

any new telephone, cable television, and/or fiber optic lines.

U-14.9: Promulgate regulations to meet federal requirements yet protect

the community from undesirable impacts of cell towers, public and private satellites dishes; and other similar facilities.

## **7.7 Solid Waste**

Solid waste removal in Lakewood is provided by a City-contracted certified solid waste company, Harold LeMay Enterprises. Harold LeMay incorporates two operating services within the City of Lakewood. Lakewood Refuse Service, Inc. (LRI) serves a majority of the city, while Pierce County Refuse Company serves a portion of the area west of Far

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West Drive and east of South Tacoma Way. Each operating service offers discounts to customers who enter their recycling program.

The Lakewood transfer station, located in the Lakewood Industrial Park, is owned by Lakewood Refuse Service, Inc. From the transfer station, solid waste is currently hauled to the Roosevelt Regional Landfill. The former Hidden Valley landfill site is available for disposing organic, compostable debris.

The 1997 Tacoma-Pierce County Solid Waste Management Plan states that its own goals and policies must be in compliance with and coordinated with the goals and policies of the Pierce County Comprehensive Land Use Plan, as well as coordinated with the goals and policies of other jurisdictions.

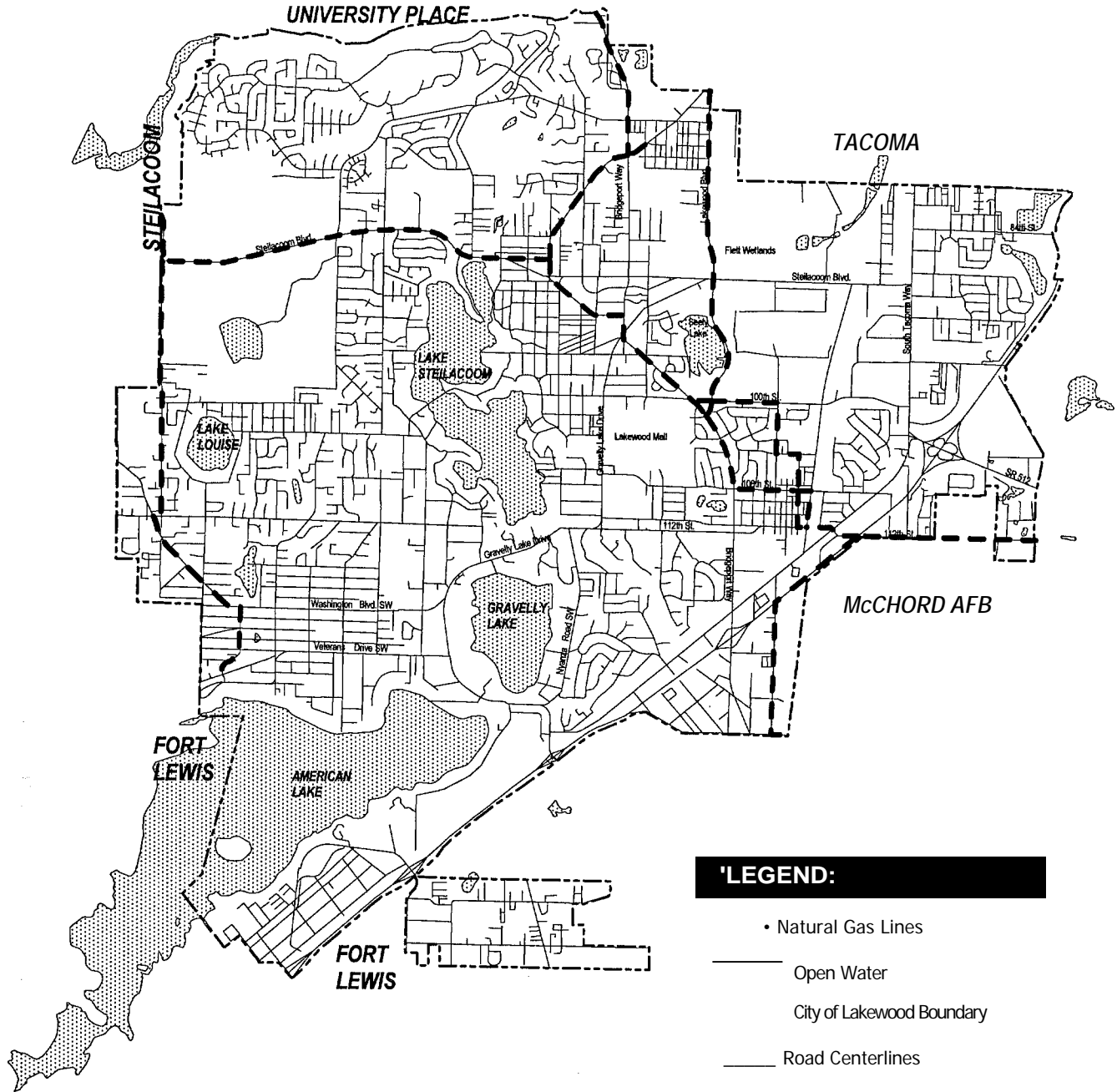
**GOAL U15:** Provide for an economical, convenient, environmentally balanced, and integrated solid waste reduction, recycling, and disposal system.

Policies:

- U-15.1: Develop and implement comprehensive residential and commercial recycling and composting programs that are convenient and efficient, and that divert the broadest possible range of materials from the landfill.
- U-15.2: Promote public and private recycling efforts and organizations.
- U-15.3: Support and participate in interagency cooperative efforts with governments, businesses, and institutions in planning and implementing solid waste management programs.
- U-15.4: Develop and implement a safe, convenient, and environmentally sound residential hazardous waste collection, recycling, and disposal program.

## 7.8 Natural Gas

Puget Sound Energy is the sole natural gas provider for the City of Lakewood. Its Operations Planning Department is responsible for identifying future facility needs (based on information provided by municipalities), monitoring residential development permits, and implementing commercial/industrial land use applications using these tools to maintain a system-wide long range plan for natural gas facilities. The purveyor has indicated that facilities exist to accommodate proposed residential development, as well as proposed industrial development in the American Lake Gardens area, provided that industrial development would not create certain above average industrial load demand on the existing system, either on an average or peak demand basis. Natural gas lines are illustrated in Figure 7.4.



**'LEGEND:**

- Natural Gas Lines
- Open Water
- - - City of Lakewood Boundary
- Road Centerlines



2000 4000 6000 8000 10000 Feet

Source: Pierce County GIS / Lakewood Parcel Survey Database / EDAAW Inc., 1999.

**Figure 7.4  
Natural Gas Lines**

GOAL U16: Ensure an adequate, safe, and orderly supply of gas energy to support existing and future land issues in the city.

Policies:

U-16.1: Work with the purveyor to ensure that adequate natural gas facilities are available to meet the demands of existing and new development.

U-16.2: Work with the purveyor to ensure that facilities are designed and sited to be compatible with adjacent land uses in the City of Lakewood.

U-16.3: Prepare land use ordinances to protect gas line utility corridors.

U-16.4: Encourage joint trenching among gas and other utility purveyors.

# 8.0 PUBLIC SERVICES

## 8.1 Introduction

As a new city with many start-up responsibilities, the City has not taken on direct provision of the majority of public services within Lakewood. Police and fire services are provided by contract with the Pierce County Sheriff's Office and Lakewood Fire District #2, respectively, while other services traditionally held by other entities continue to be provided in that fashion.

Nonetheless, the City recognizes the importance of planning for these functions in conjunction with required GMA elements to ensure that growth in the city is coordinated with growth in these services. This is particularly important for schools, both K-12 and post-secondary education, whose enrollment numbers, student populations, and sometimes even course emphases are strongly tied to local growth but where "disconnects" may easily occur if planning is not coordinated. This chapter interrelates Lakewood's comprehensive plan to the functions of Clover Park School District, Pierce College, Clover Park Technical College, the Pierce County Library System, and various providers and community members who comprise the Lakewood Human Services Collaboration. Locations of local schools and fire stations are shown in Figure 8.1.

In setting goals and policies related to this final group, this chapter also sets forth the City's commitment to its citizens' well being through its participation in community-based strategic planning efforts for health and human services.



South Tacoma Way features many ethnic stores.

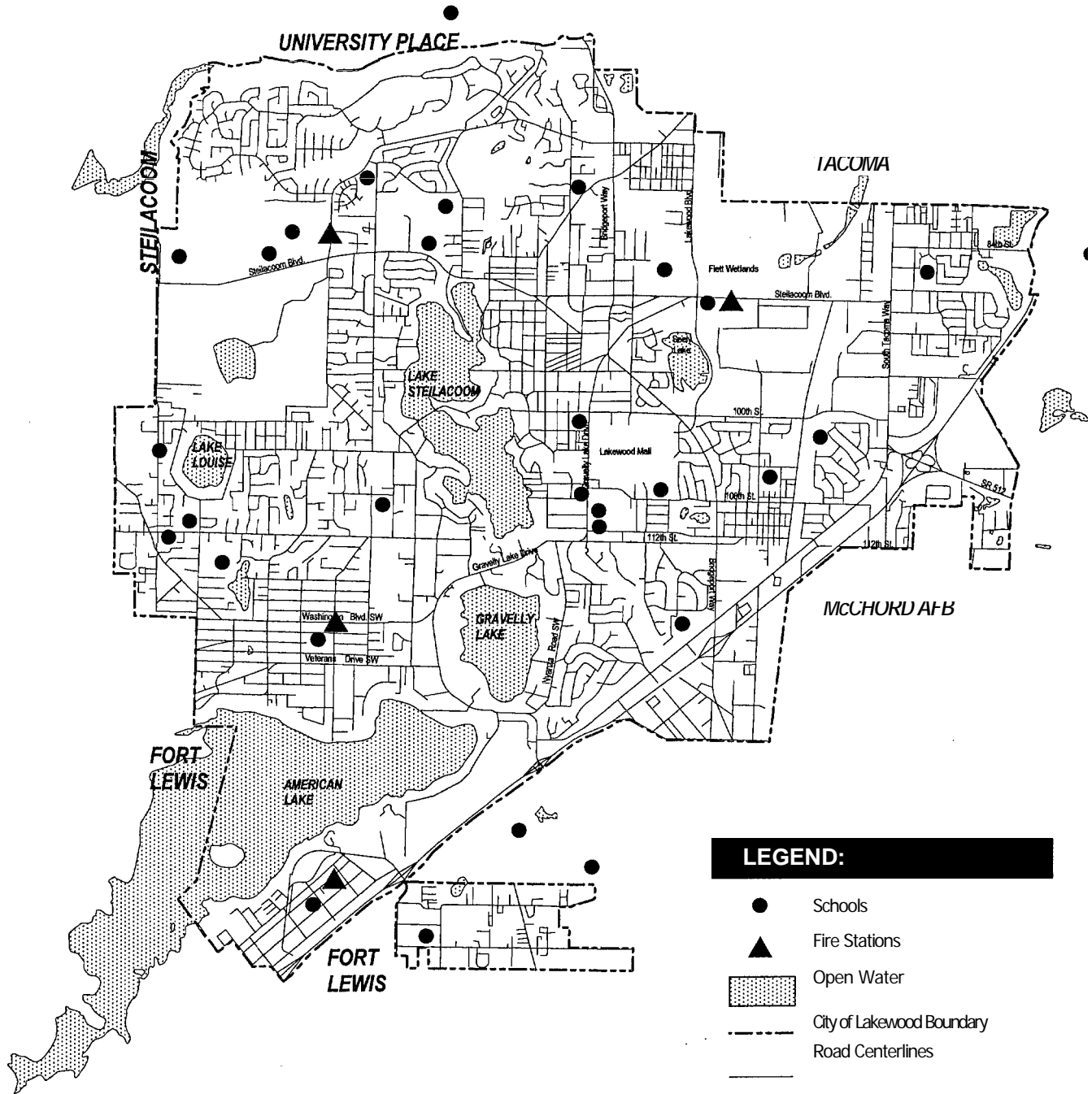
## 8.2 Fire Protection

**GOAL PS-1:** Support Fire District efforts to protect the community through a comprehensive fire and life safety program.

**Policies:**

**PS-1.1:** Achieve standards necessary to maintain a Washington Surveying and Rating Bureau (or successor agency) rating of International Standardization Organization (ISO) Class 3 or better,





**LEGEND:**

- Schools
- ▲ Fire Stations
- ▨ Open Water
- - - City of Lakewood Boundary
- Road Centerlines



0 2000 4000 6000 8000 10000 Feet

Source: Pierce County GIS / Lakewood Parcel Survey Database / EDAW Inc., 1999

July 2000  
[P:\6E24101\GIS\APR\FINAL\\_COMP.APR](P:\6E24101\GIS\APR\FINAL_COMP.APR)

**Figure 8.1  
 Schools and Fire Stations**

including response distance standards, apparatus, staffing levels, training, water delivery system, and the communication/dispatch system.

**PS1.2:** Install traffic signal control devices responsive to emergency

vehicles.

PS-1.3: Where possible, coordinate land acquisition for emergency

services facilities with other departments (e.g., Parks, Public Works, Police) to maximize benefits to the city.

PS-1.4: Examine the potential of utilizing joint fire stations and

operation agreements with fire departments of adjoining districts and other emergency responders where  
and when operationally and fiscally advantageous.

PS-1.5: Continue the fire inspection program as a means of identifying

and remedying potential fire hazards before fires occur.

PS-1.6: Educate and inform the public on fire safety and hazardous

materials to further protect the community and the environment from unnecessary hazards.

**GOAL PS2:** Coordinate with Lakewood Fire District to ensure that fire

facilities and protective services are provided in conjunction with growth and development.

Policies:



PS-2.1: Periodically evaluate population growth, LOS (response time

and staffing), and fire hazards to identify increased service and facilities needs.

PS-2.2: Maintain phasing and funding standards based on population,

specific time projections, and buildout percentages.

PS-2.3: Incorporate fire department input in evaluation of proposed

annexations to determine the impact on response standards.

PS-2.4: Provide fire station locations that comply with the 1.5-mile

response distance standard and/or 4-minute response standard, as provided in the Lakewood Fire Department Master Siting Plan.

PS-2.5: Facilitate construction of new fire stations to serve underserved

high growth areas such as Springbrook and Lakewood Station neighborhoods and equip and staff with fire apparatus and firefighters appropriate to the land uses served.

PS-2.6: Identify a need to provide Station # 2-3 with special capacity for

industrial response, such as a medical unit.

GOAL PS-3: Ensure built-in fire protection for new development and

changes or additions to existing construction.

Policies:

PS-3.1: Require all new development to provide minimum fire flow

requirements as prescribed in the Uniform Building and Fire Codes.

PS-3.2: Continue to require that all structures and facilities under City

jurisdiction adhere to City, state, and national regulatory standards such as the Uniform Building and



Fire Codes and any other applicable fire safety guidelines.

PS-3.3: Require developers to install emergency access control devices

to gated communities.

PS-3.4: Require building sprinklering or other approved measures for

new development in areas where response standards cannot be met.

PS-3.5: Consider requiring assessment of a hazardous material impact

fee for industrial uses.

### **8.3 Emergency Medical Services (EMS)**

GOAL PS-4: Protect citizens through a comprehensive EMS program that maximizes available resources.

Policies:

PS-4.1: The fire depai \_txiient will serve as the primary and lead Basic

Life Support and Advanced Life Support provider within the city.

PS-4.2: Provide a 4-minute initial response time standard for EMS calls.

PS-4.3: Provide fire station/EMT locations that meet a 1.5-mile response

distance standard.

PS-4.4: Develop agreements among service providers to determine the

role of first provider.

PS-4.5: Maintain a criteria-based dispatch system for determining

appropriate levels of response.

- PS-4.6: Implement citizen cardio-pulmonary resuscitation (CPR) training programs with existing personnel and resources.
- PS-4.7: Implement a physician control program or integrate with the Pierce County EMS physician control program to ensure the medical quality of emergency medical services.

## 8.4 Police Service

**GOAL PS5:** Protect community members from criminal activity and reduce the incidence of crime in Lakewood.

Policies:

- PS-5.1: Provide police protection with a 3-minute response time for life-threatening emergencies (Priority 1), a 6-minute response time for crimes in progress or just completed (Priority 2), and a routine/non-emergency response time of 20 minutes (Priority 3).
- PS-5.2: Maintain a level of police staffing, services, and administration effective to serve Lakewood's current needs and future growth.
- PS-5.3: Where appropriate, participate in innovative programs and funding strategies to reduce community crime.

**GOAL PS6:** Enhance the ability of citizens and the Police Department to minimize crime and provide security for all developed properties and open spaces.

Policies:

- PS-6.1: Support and encourage community-based crime-prevention efforts through interaction and coordination with existing neighborhood watch groups, assistance in the formation of new neighborhood watch groups, and regular communication with neighborhood and civic organizations.
- PS-6.2: Increase participation in the crime-free rental housing program as a means of controlling crime related to rental properties.
- PS-6.3: Implement a crime prevention through environmental design program that results in the creation of well-defined and defensible spaces by reviewing such things as proposed developments' demographic settings; intended uses; and landscaping, lighting, and building layout as a means of access control.
- PS-6.4: Seek ways to involve police with youth education, such as bike safety training, anti-drug courses, "cop in school" program, etc.



## 8.5 Emergency Management

**GOAL PS7:** Protect the community through a comprehensive emergency management program.

Policies:

- PS-7.1: Continue to fund and support the emergency management program, ensuring that emergency management plans, equipment, and services are sufficient for potential disaster response.
- PS-7.2: Provide personnel and resources in Lakewood's Fire, Police, Public Works, Community Development, and Parks and Recreation departments for participation in the preparation or amendment of any emergency management disaster response plans.
- PS-7.3: Maintain the personnel, resources, and training necessary within all appropriate City departments to provide the disaster response called for in the emergency management disaster response plans.
- PS-7.4: Provide for a unified emergency operations center where all City public service departments will be coordinated in the event of a disaster in accordance with the disaster plan.
- PS-7.5: Coordinate with appropriate state agencies when preparing disaster response plans and when considering floodplain or seismic ordinance standards.
- PS-7.6: Develop an interagency communications network incorporating all public service agencies within the city for use during disasters.
- PS-7.7: Maintain and enhance rescue capabilities that include extrication, trench rescue, water rescue, high-angle rescue, and urban rescue.
- PS-7.8: Develop and implement additional public education activities that promote water safety.

## 8.6 Schools

**GOAL PS8:** Support the maintenance and enhancement of the public education system, placing a strong emphasis on providing quality school facilities that function as focal points for family and community activity.

Policies:

PS-8.1: Support efforts of the school district to ensure that adequate

school sites are provided and that the functional capacity of schools is not exceeded.

PS-8.2: Work with the school district to prepare a master plan for all its

facilities and a capital improvement plan.

PS-8.3: Consider the impact on school enrollment and capacities when

reviewing new development proposals, higher density infill projects, zoning changes, and comprehensive plan amendments.

PS-8.4: Require that developers assist in donating or purchasing school

sites identified on the facilities map in correlation to the demand that their developments will create.

PS-8.5: Ensure that new school sites include room for future expansion

if needed.

PS-8.6: Request student generation factors from the school district for

the City's use in analyzing the impact of project proposals on schools.



PS-8.7: Coordinate planning efforts with the Clover Park School

District.

PS-8.8: Work with the Clover Park School District to authorize exaction

of development impact fees to finance new school facilities.

**GOAL PS9:** Accommodate the maintenance and enhancement of private school opportunities for area students and residents.

Policies:

PS-9.1: Subject to specific regulatory standards, allow existing private

schools to expand and new private schools to develop.

PS-9.2: Ensure that the comprehensive plan and development standards

provide sufficient accommodation for the operation and expansion of private school opportunities.

PS-9.3: Monitor travel demand at private schools and consider special

bus programs to facilitate student and faculty transportation.

**GOAL PS10:** Ensure that both public and private schools are safe and accessible to students, generate a minimal need for busing, and are

compatible with and complementary to surrounding neighborhoods.

## Policies:

- PS-10.1: Prohibit development of schools on sites that present hazards, nuisances, or other limitations on the normal functions of schools that are unable to be mitigated.
- PS-10.2: Follow standardized locational criteria for placement of schools.
- PS-10.3: Work with schools and neighborhoods to explore options for access to elementary and secondary schools via local streets and/or paths.
- PS-10.4: Develop specific regulatory standards to ensure that new residential development located near public schools provides adequate pedestrian and bicycle connections, signage, and traffic control measures where needed to ensure the safety of students traveling between the development and the school.
- PS-10.5: Require school districts or private schools to meet public improvement responsibilities consistent with other types of developments when developing school sites.
- PS-10.6: Retrofit existing neighborhoods with sidewalks, crosswalks, special signage, and other traffic control measures near schools as funding becomes available or as land uses are redeveloped.
- PS-10.7: Co-locate public school grounds and public parks whenever possible.
- PS-10.8: Encourage the school district or private school operator to reduce high school student generated traffic impacts by implementing transportation demand management mechanisms such as limited student parking, public bus routes, and other appropriate tools.
- PS-10.9: Encourage the school district to continue to make schools available for civic functions when classes are not in session.
- PS-10.10: Establish limited parking zones around schools where parking capacity problems exist.
- PS-10.11: Encourage appropriate setbacks, buffers, design measures and truck routing adjacent to the Woodbrook Middle School to buffer the school from excessive noise and air pollution due to industrial development.

## 8.7 Higher Education

**GOAL PS-11:** Maintain and enhance top-quality institutions of higher education that will meet the changing needs of Lakewood's residents and business community.

Policies:

- PS-11.1: Work with colleges to prepare a master plan and policy guide addressing the location of existing and proposed on- and off-site campus structures and uses.
- PS-11.2: Require new construction to be subject to requirements of the City's development standards, including adequate fire protection and emergency access, and generally consistent with the master plan.
- PS-11.3: Work with colleges to enhance area infrastructure to better serve college facilities, such as improved pedestrian, bike, and bus connections, and more student housing and support services in the surrounding area.

**GOAL PS12:** Maximize the ability of higher educational institutions to provide quality services while minimizing impacts on area residents and businesses.

Policy:

- PS-12.1: Participate with institutions of higher education in master planning efforts, transit programs, neighborhood plans, and other programs intended to facilitate the provision of quality education in a manner compatible with surrounding uses.

## 8.8 Library Services

**GOAL PS13:** Ensure that high quality library services are available to Lakewood residents.

Policies:

- PS-13.1: Support the efforts of the Pierce County Library System to ensure that adequate library service is available, meeting community needs and responsive to growth and development.
- PS-13.2: Work with the Library System to ensure that its facilities are located and designed to effectively serve the community.
- PS-13.3: Maintain or exceed Pierce County's LOS standard for library facilities.



- PS-13.4: Provide opportunities for the Library System's review and comment on the impact of proposed annexations on LOS.
- PS-13.5: Establish a 3- to 5-mile service radius for library coverage.
- PS-13.6: Work with the Library System to identify non-capital alternatives such as specialized programs, new technologies, and other alternatives to achieve the library facilities LOS.

## 8.9 Health and Human Services

**GOAL PS14:** Improve the delivery and outcome of health and human services efforts in Lakewood.

Policies:

- PS-14.1: Foster and utilize the individual and combined strengths of the Lakewood Human Services Collaboration or successor affiliations.
- PS-14.2: Maintain a strategic plan to direct collaborative services efforts.
- PS-14.3: Create a process to disburse funds to programs serving City priorities as recommended by a citizen advisory group to the City Council.
- PS-14.4: Support the development of a central database of partner agencies and other pertinent information to improve communication among and between providers and consumers.
- PS-14.5: Coordinate with other funding sources to apply consistent funding requirements based on best practices and evaluated outcomes.
- PS-14.6: Leverage funding by promoting collaboration among agencies with complementary program objectives.

**GOAL PS15:** Encourage the provision of collaborative, neighborhood-based services using collective resources.

Policies:

- PS-15.1: Create service hubs at schools and other neighborhood centers.
- PS-15.2: Encourage linkages and working relationships among businesses, community-based organizations, the military, religious institutions, educational entities, other partners, and the neighborhood service hubs.

PS-15.3: Utilize educational institutions as points for information

**exchange.**

PS-15.4: Seek ways to enlist the community in marketing the availability

of services.

GOAL PS-16: Give a broad range of Lakewood citizens a voice in decision-making about how we can create a safer, healthier community.

Policies:

PS-16.1: Ensure the representation of culturally and economically diverse groups, including youth, seniors, and the disabled, in publicly appointed committees working on human service needs.

PS-16.2: Seek ways of including non-English speakers in decision-making.

PS-16.3: Develop decision-making processes that include regular feedback from the community and health/human services consumers.

PS-16.4:

Conduct public relations efforts to enlist the broader community

in preparing to meet human services needs in Lakewood.

GOAL PS-17: Create conditions that contribute to a safe community and enable all citizens to access needed resources and take responsibility for their own success.

Policies:

PS-17.1: Focus on the prevention of all forms of community violence.

PS-17.2: Partner with youth, neighborhoods, and service providers to pursue the availability of safe places for both structured and unstructured extra-curricular activities for youth of all ages.

PS-17.3: Develop a means of outreach to seniors, particularly those who might otherwise feel disenfranchised within the community, to bring them together and form supportive structures.

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# 9.

## CAPITAL FACILITIES AND IMPROVEMENTS

### 9.1 Introduction

The City of Lakewood is typical of most newly incorporated cities in Washington in that many urban services and utilities in the city are provided by special districts, other jurisdictions, or private companies. A key function of this comprehensive plan is to coordinate the provision of these services and utilities to fulfill Lakewood's vision. However, the City has varying levels of actual control over the urban services and utilities provided within the city. This chapter directs how the City manages and finances capital improvements for the services and utilities directly provided by the City and establishes the City's relationship to other services and utility providers.

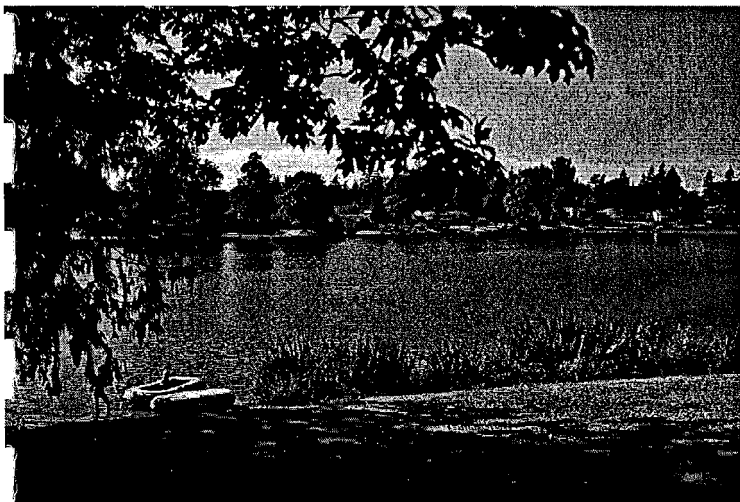
The terminology important to this element is defined below.

*Capacity.* The maximum amount of service or utility that can be provided with existing capital facilities.

*Capital facilities.* The physical facilities and systems used to provide a service or utility.

*Concurrency.* The ability and financial commitment of the service provider to expand capacity or maintain the level of service for new development through capital improvements within a 6-year period.

*Level of service (LOS).* The minimum acceptable standard of service provision.



Public park at north end of Lake Steilacoom.

- *Regulatory authority.* The jurisdiction, district, or company with basic control of the service or utility. The authority can be vested in the state, county, City, or special district. Sometimes federal or state regulations place specific limitations on the local jurisdiction's authority to regulate a service or utility.
- *Special district.* An independent, quasi-governmental organization that provides a public service or utility and operates under specific state regulations.

## 9.2 Urban Services and Utilities

Utilities and services in Lakewood are provided by the City, other jurisdictions, special districts, and private companies. The responsibilities of these providers are described below in terms of four types of service.

### 9.2.1 Type 1: City-Provided Services and Utilities

The services and utilities shown below are provided directly to the resident by the City or City-contracted provider.

**Table 9.1: Type 1 Services & Utilities.**

Service Or Utility	City Regula	Plannin	Funding	Who Sets LOS?	Project Review
City Facilities	total	City	City	n/a	City
Parks & Transportation	total	City	City	n/a	City
Stormwater	total	City	City	City	City
Solid Waste	total	provider	provider	City	provider
Police	joint	joint	joint	n/a	joint

Source: City of Lakewood

### 9.2.2 Type 2: Independent Special District-Provided Services

The services detailed below are provided directly to the resident by a special district with independent taxing and regulatory authority. The City has land use regulatory authority; thus, the provider must coordinate with the City for the provision of the services to support development and administration of this plan.

**Table 9.2: Type 2 Services.**

Service	City Regulatory Authority	Plannin	Fundin	Who Sets LOS?	Project Review
Public Schools	land use	provider	provider	provider	provider
Fire & Medical	land use	provider	provider	provider	provider
Libraries	land use	provider	provider	provider	provider

Source: City of Lakewood

### 9.2.3 Type 3: Special District, Pierce County, or Private Utilities

A utility is provided directly to the resident by a special district, county, or company. The City has land use, right-of-way (ROW), and franchise regulatory authority; thus, the districts, county, and private companies must provide the service or utility to support development and administration of this plan. The City may also require additional considerations from the provider for use of the ROWs.



**Table 9.3: Type 3 Utilities.**

Utility	City Regulatory Authority	Planning Responsibility	Funding Responsibility	Who Sets LOS?	Project Review
Sanitary Sewer	land use, DOM/fee	joint	provider	joint	provider
Water	land use, DOM/fee	joint	provider	joint	provider
Electric	land use, DOM/fee	provider	provider	joint	provider
Communications	land use, DOM/fee	provider	provider	joint	provider/ City
Natural Gas	land use, DOM/fee	provider	provider	joint	provider

Source: City of Lakewood

### 9.2.4 Type 4: Federal Service

Utilities and services provided to federal military lands and utilities and services provided by the federal government to non-federal lands are listed below.

**Table 9.4: Type 4 Utilities & Services.**

	City Regulatory Authority	Planning Responsibility	Funding Responsibility	Who Sets LOS	Project Review
Federal Lands	none	federal	federal	federal	federal NEPAI
Federal Services to Federal	total	provider	provider	City	City

Source: City of Lakewood

Notes: 1. The City retains the right of comment on federal projects through the National Environmental Policy Act.

## 9.3 Service and Utility Goals and Policies

Specific goals and policies for Type 1 services and utilities are found in other chapters of this comprehensive plan or in plans developed by the providers. The locations of these goals and policies are identified in Table 9.5.

The following documents contain information supplemental to this plan.

*Environmental Impact Statement (EIS).* Through the EIS process, existing capacities are documented and a forecast of future capital improvements in services and utilities is projected. Based on the EIS analysis, capacity and locational policies for each Type 1, Type 2, Type 3, and Type 4 service and utility are incorporated in the respective service, utility, transportation, and land use chapters of this plan. The background report includes an inventory of existing capital facilities.

*Capital Improvement Plan (CIP).* The OP lists the planned capital investments for each Type 1 service and utility and identifies dedicated funding sources for the projects anticipated within 6 years.

Table 9.5: Location of Utility and Public Service Goals and Policies.

Type 1	Subheading Addressing Primary Policies	Level of Service	Capital Improvements
Parks & Recreation <sup>2</sup>	3.9	n/a	Cityl
Transportation <sup>2</sup>	6.0	Chapter 6	Cityl
Stormwater Management <sup>2</sup>	7.2	Chapter 7	Cityl
Solid Waste	7.7	provider plans	Cityl
Police	8.4	provider plans	provider CIP
City Facilities	9.6	n/a	Cityl
<b>Type 2</b>			
Public	8.6	provider plans <sup>4</sup>	provider CIP <sup>3</sup>
Schools <sup>4</sup>	8.2	provider plans	provider CIP <sup>3</sup>
	8.3		
Fire	8.8	provider plans	provider CIP <sup>3</sup>
Sewer <sup>4</sup>	7.3	provider plans <sup>4</sup>	City & provider CIP <sup>3</sup>
Water <sup>4</sup>	7.4	provider plane	City & provider CIP <sup>3</sup>
Electric	7.5	provider plans	provider CIP <sup>3</sup>
Communications	7.6	provider plans	provider CIP <sup>3</sup>
Natural Gas	7.8	provider plans	provider CIP <sup>3</sup>
<b>Location of Type 4 References</b>			
Federal Military Lands	Installation plans	Installation plans	Federal
Federal Utilities &	Varies by utility & service	Varies by utility & service	City & provider CIPs

Source: City of Lakewood

Notes:

- 1: City capital improvement plan (CIP)
- 2: Technical plans (parks plan, stormwater management plan, transportation plan)
- 3: CIPs are included as an appendix to this plan.
- 4: Provider plans will be reviewed and approved by the City to the extent permitted under the law, and thereafter, adopted as technical plans.

### 9.4 General Goals and Policies

**GOAL CF 1:** Provide services and utilities that the City can most effectively deliver, and contract or franchise for those services and utilities that the City determines can best be provided by a special district, other jurisdiction, or the private sector.

Policies:

- CF-1.1: Periodically review the provision of services and utilities within the city to ensure that service is being provided in accordance with this plan.
- CF-1.2: Require the provider to correct deficiencies where deficiencies in service or utility provision are identified. If the City determines that the provider is not responsive to the service needs of city residents, the City shall consider all remedies within its authority to ensure the adequate provision of service.
- CF-1.3: All services and utilities shall be provided in accordance with

this plan.



GOAL CF-2: Provide and maintain adequate Type 1 capital facilities to meet the needs of existing and new development as envisioned in this plan.

Policies:

CF-2.1: Deny land use and/or development permit requests when

capacity to serve the project is projected to be inadequate, and/or  
LOS is projected to be unmet, at the time of occupancy.

CF-2.2: Require new development to fund a fair share of costs to provide

service and utility needs generated by that development.

CF-2.3: At the City's discretion, capital improvements shall be provided

by the developer to ensure that capacity is available or LOS standards are met at the time of occupancy.

CF-2.4: Concurrency may be utilized for determining transportation



capacity and LOS.

CF-2.5: Provide City facilities and parks and recreation capital

improvements in accordance with this plan and the parks plan.

CF-2.6: Review proposed land use permits and/or development permits

or approvals for impacts to parks and recreation capacity.

CF-2.7: Require new development to fund a fair share of costs to provide

parks and recreation needs generated by that development.

CF-2.8: The City may consider public, on-site open space and

recreational facilities provided at the developer's expense that are substantially in excess of those required by the City, or that provide a unique attribute to the city, as a full or partial

substitute for a development's fair share funding for parks and recreation.

CF-2.9: Coordinate with public schools for jointly funded parks and

recreation capital improvements and inclusion of jointly funded projects in the parks and recreation CIP.

GOAL CF-3: Require Type 2 providers to provide adequate service and capital facilities to meet the needs of existing and new development as envisioned in this plan.

Policies:

CF-3.1: Where land use and/or development permits or approvals must

be reviewed by a Type 2 provider, the provider shall conduct such reviews in a timely manner concurrently with the City.

CF-3.2: Coordinate with fire and medical service providers for inclusion

**of necessary health and safety development standards into City development regulations and building codes, and support the providers' enforcement of the adopted standards.**

CF-3.3: Coordinate with public school providers for the provision of



capital improvements.

CF-3.4: Incorporate the public school CIPs as appendices to the City CIP

**following review for consistency with this plan.**

CF-3.5: Following review and adoption of a District master plan and

**CIP, coordinate with public schools for the collection, if applicable, of school impact fees as part of the project review process.**

**GOAL CF4:** Require Type 3 utilities to provide adequate service and capital facilities to meet the needs of existing and new development as envisioned in this plan.

Policies:

CF-4.1: Type 3 utilities shall expedite the provision of services and

capital facilities necessary to support this plan.

CF-4.2

Where land use and/or development permits or approvals must

**be reviewed by a Type 3 provider, the provider shall conduct such reviews in a timely manner  
concurrently with the City.**

- CF-4.3: Coordinate with providers for inclusion of necessary development standards into City development regulations and building codes, and support the providers' enforcement of the adopted standards.
- CF-4.4: Deny land use and/or development permit applications unless sufficient water, sewer, and electrical capacity or LOS are available to the development at time of occupancy.
- CF-4.5: At the City's discretion, the developer shall provide the

**necessary capital improvements to ensure that water, sewer, and electrical capacity will be available or levels of service met at the time of occupancy.**

- CF-4.6: Require new development to fund a fair share of costs to provide water and sewer utilities needs generated by that development.

CF-4.7:

Incorporate sewer and water provider CWs as appendices to the City CIP, following review for consistency with this plan.

GOAL CF-5: Coordinate with Type 4 utilities and services for the provision of services to non-federal lands.

Policies:

- CF-5.1: Coordinate with Type 4 providers on a case-by-case basis for the provision of services on non-federal land.
- CF-5.2: Coordinate with Type 4 providers for monitoring and maintenance of provider facilities located on non-federal land.

## 9.5 Capital Improvement Plans

GOAL CF-6: Establish a City C1P consisting of separate CIPs for each service or utility that lists planned capital improvements and establishes a priority and dedicated funding source for the capital improvements for a 6-year period.

Policies:

- CF-6.1: Evaluate each service or utility CIP priority and funding sources at least once every 2 years, but not more than twice a year. Any amendment to the C1P must analyze the impacts the amendment will have on permits issued by the City based on concurrency.
- CF-6.2: Provide necessary Type 1 capital improvements within the City's ability to fund or within the City's authority to require others to provide.
- CF-6.3: Evaluate concurrency for transportation based on only those capital improvements identified in the C1P as fully funded within the 6-year period.
- CF-6.4: The City shall not provide a capital improvement, nor shall it accept the provision of a capital improvement by others, if the City or the provider is unable to pay for subsequent annual operating and maintenance costs of the improvement.
- CF-6.5: The City CIP shall constitute an adopted appendix to this plan.

## 9.6 City Facilities

GOAL CF-7: Provide, maintain, and improve City facilities to ensure efficiency safety, and to provide the best possible service to residents, employees, and the city while enhancing the physical landscape and quality of life.

Policies:

CF-7.1 Provide a City Hall and other city facilities that are safe;

functional; conducive to the provision of local governance, service provision, and operations; and provide a positive model of the type of development desired in the city.

CF-7.2 To the extent possible, direct public investment toward

residential areas targeted for high density residential growth, especially those with existing substandard public environment, characterized by a lack of sidewalks, street lighting, open space,



and other public amenities.

CF-7.3 Prioritize the acquisition and development of parks and

recreation facilities to eliminate deficiencies in densely populated areas of the city and provide amenities in areas designated for growth.

CF-7.4 Acquire properties and/or conservation easements in support of

critical lands protection, salmon recovery, and floodplain management.

## **9.7 Essential Public Facilities Siting**

GOAL CF-8: Provide for the siting of identified essential public facilities.

Policies:

CF-8.1: Identify and classify a list of statewide, countywide, and

citywide essential public facilities.

CF-8.2: Identify facilities of a statewide nature consistent with those of

the Washington State Office of Financial Management or  
successor agency.

CF-8.3: Identify countywide essential public facilities following a

cooperative inter-jurisdictional agreement pursuant to GMA  
requirements and consistent with the guidance of the Pierce  
County County-Wide Planning Policies.

CF-8.4: Identify city essential public facilities pursuant to the

requirements of GMA.

**GOAL CF-9:** Administer a process, through design and development regulations, to site essential public facilities that adequately consider impacts of specific uses.



Policy:

CF-9.1: The proposal process for siting an essential public facility is as follows:

The proposal must be identified on the City's essential public facilities list.

In the siting of a statewide or countywide essential public facility, the applicant is required to provide a justifiable need for the public facility and for its location in Lakewood based upon forecasted needs and logical service area, including an analysis of alternative sites within and outside of the city.

In the siting of a statewide or countywide essential public facility, the applicant is required to establish a public process by which the residents of the city and the affected neighborhoods have a reasonable opportunity to participate in the site selection process.

Proposals must be consistent with this comprehensive plan and the City's design and development regulations.

If a proposal is not specifically addressed by use (or intensity of the use) in the comprehensive plan or design and development regulations, the City will make an administrative use determination in accordance with City regulations. In such cases, proposals requesting siting as an essential public facility shall be subject to a conditional use permit or public facilities permit unless otherwise determined by the City.

The proposal [will be](#) analyzed for impacts and mitigation in accordance with City design and development regulations.

Analysis and mitigation may include fiscal impacts of the proposal to the City.

## 9.8 Servicing Urban Growth Areas

GOAL CF-10: Coordinate with other jurisdictions, agencies, and service and utility providers for the provision of urban services and utilities within the UGA.

Policy:

CF-10.1: Coordinate with other jurisdictions and agencies for the provision of services and utilities in accordance with the appropriate Type 1, 2, 3, or 4 goals and policies.

**GOAL CF-11:** Provide urban services and utilities to annexed areas that the City can most effectively deliver, and contract or franchise for those services and utilities that the City determines can best be provided by a special district, other jurisdiction, or the private sector.

Policy:

CF-11.1: Determine which service and utility providers are best suited to provide for annexed areas on a case-by-case basis prior to annexation.



# 1 0 0 IMPLEMENTATION

## 10.1 Introduction and Purpose

The adoption of a comprehensive plan does not complete the land-use planning process. Planning is an ongoing process, and the comprehensive plan is a living document that must respond to changing circumstances and evolving community values. The success of Lakewood's comprehensive planning effort will be measured in the end by the degree to which the plan is implemented; to ensure successful implementation, mechanisms must be in place to provide for ongoing administration, monitoring, and amendments.

This chapter has been included to assist the City and others toward that end by identifying a programmatic framework of comprehensive plan implementation. It differs in format from other chapters because it establishes specific mechanisms for responding to implementation needs. The purpose of the implementation approaches contained in this chapter is three-fold:

To ensure effective, fair, and impartial administration and enforcement of the comprehensive plan and its implementing ordinances and programs;

To ensure that the comprehensive plan continues to reflect the needs and desires of the Lakewood community; and

To ensure that the comprehensive plan is regularly reviewed and amended consistent with state law.

## 10.2 Interpretation of Goals and Policies

The comprehensive plan provides a guide and general regulatory framework for development in Lakewood that reflects community desires. The goals and policies contained in the plan will guide public and private investments in development but, by themselves, will not ensure that Lakewood becomes the community it wants to be. The plan will be used by the City of Lakewood to help make decisions about proposed ordinances, policies, and programs. Although the plan will be used to direct the development of regulations governing land use and development, the plan will not be relied upon in reviewing applications for specific development projects, except when reference to the comprehensive plan is expressly required by an applicable development regulation.

Goals included in the plan represent the results that the City hopes to realize over time; however, it should be kept in mind that they are neither guarantees nor mandates. Accompanying policies help guide the creation or change of specific rules or strategies such as development regulations, budgets, or strategic plans. Rather than referring directly to the comprehensive plan policies, decisions on specific City actions will typically follow ordinances, resolutions, budgets, or strategic plans that, themselves, reflect relevant plan policies. Implementation of most policies involves a number of City actions over time, so often a specific action or project cannot

be looked to as fulfilling a particular plan policy.

Some policies use the words "shall" or "should," "ensure" or "encourage," and so forth. In general, such words should be read to describe the relative degree of emphasis that the policy imparts, but not necessarily to establish a

specific legal duty to perform a particular act, to undertake a particular program or project, or to achieve a specific result. Whether such result is intended must be determined by reading the policy in question in the context of all related policies in the plan.

Although policies are intended to be mutually supportive, a conflict may sometimes appear to arise between policies, particularly in the context of a specific situation, or as viewed from the differing perspectives of opposing interests. Because policies do not exist in isolation, it is the responsibility of City officials and policy makers to reconcile and balance the various interests represented by the policies.

The Future Land-Use Map (Figure 2.1), and any amendments that are made to that that map in the coming years, should reflect and be based on goals and policies included in the text. If conflicts arise between the Future Land-Use Map and the plan goals and policies, the map shall prevail.

Any strategies which are suggested are not intended to be directive but are included to exemplify a means of carrying out the plan. Other strategies to carry out the plan may also be available and, in some cases, may be preferred. The plan should not be construed as compelling the City to undertake a particular work program; rather, decision makers should use the plan to evaluate potential courses of action to satisfy plan goals and policies.

### **10.3 Administration**

This chapter includes a series of 4 tables that link implementation mechanisms or programs to specific Comprehensive Plan goal areas that they are responsible for implementing. These tables are categorized according to the program or party responsible for goal implementation: current City of Lakewood programs; current City regulations; other government agencies; or private sector entities. Many goal areas are implemented by more than one mechanism, and some mechanisms implement multiple goal areas. In order to avoid redundancy, no attempt has been made to cross-reference the two.

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While these tables are not a complete inventory of either available implementation mechanisms or comprehensive plan goal areas, they establish an initial implementation framework for the major issues addressed by this plan. Additional mechanisms will be made available or identified in the years ahead that will also play an important role in implementing the Comprehensive Plan.

### 10.3.1 City-Run Programs

The City of Lakewood administers a number of current ongoing programs whose missions are consistent with the purposes of the Comprehensive Plan, which are summarized in Table 10.1. These programs are administered by a variety of City departments and focus on a range of objectives. Their ongoing activities will gradually allow the City to achieve many of the goals identified by the Plan.

Table 10.1: City-Run programs and Goal Implementation.

Principal Implementation Mechanisms	Primary Comprehensive Plan Goal Areas to be Implemented
Street Tree Program	3.10 Isolated Areas
Sidewalk Program	4.5 Focus Area Urban Design Plans
	3.2 Residential Lands and Housing
Significant Tree Ordinance	3.3 Commercial Lands and Uses
	3.10 Isolated Areas
	4.3 Relationship between Urban Design and Transportation
	3.2 Residential Lands and Housing
	3.10 Isolated Areas
Crime-free Rental Housing Program	3.11 Environmental Quality
	4.5 Focus Area Urban Design Plans
Street Lighting Program	3.2 Residential Lands and Housing
	3.2 Residential Lands and Housing
Economic Development/ Redevelopment Program	3.3 Commercial Lands and Uses
	4.5 Focus Area Urban Design Plans
	3.4 Industrial Lands and uses
Urban Trails Program	5.0 Economic Development Goals and Policies
	3.9 Greenspaces, Recreation, and Culture
Strategic Budgeting (CIP, TIP) Stormwater and Surface Water Management Program	3.10 Isolated Areas
	4.4 Citywide Urban Design Framework Plan
	3.2 Residential Lands and Housing
	7.2 Stormwater

Source: City of Lakewood Department of Community Development.

### 10.3.2 City Regulation

The City's zoning, land use, and development codes are the primary regulatory vehicles for implementing many aspects of the Comprehensive Plan. These codes are the main translation mechanisms between the land use designations and actual physical development (Table 10.2). To be consistent with this plan, these codes will have to be amended. In particular, new zoning designations will be developed to achieve the densities and development standards outlined in the Comprehensive Plan.

Table 10.2: City Land Use Regulations and Goal Implementation

<u>Principal Implementation Mechanisms</u>	<u>Primary Comprehensive Plan Goal Areas to be Implemented</u>
Design Standards for Business Districts	3.3 Commercial Lands and Uses 3.3
Sign Ordinance	Commercial Lands and Uses 3.2
Subarea Plans for Applicable Districts	Residential Lands and Housing 3.3
	Commercial Lands and Uses 3.9
	Greenspaces, Recreation, and Culture
	<b>3.10 Isolated Areas</b>

Development Code

Land Use and Zoning Code

Uniform Building, Fire, Mechanical, and Plumbing Codes

Critical Areas Ordinance  
Shoreline Master Program  
Impact Fees

SEPA Impacts Analysis and Mitigation

NEPA Impacts Analysis and Mitigation

### 3.12 Nonconformities

4.5 Focus Area Urban Design Plans  
3.3 Commercial Lands and Uses

3.2 Residential Lands and Housing 3.3  
Commercial Lands and Uses 3.7 Air  
Corridor Lands and Uses 3.9  
Greenspaces, Recreation, and Culture

### 3.10 Isolated Areas

### 3.11 Environmental Quality

### 3.12 Nonconformities

3.2 Residential Lands and Housing

3.3 Commercial Lands and Uses

3.4 Industrial Lands and uses

**3.6 Military Lands**

### 3.7 Air Corridor Lands and Uses



3.8 Public and Semi-Public  
Institutional Land Uses 3.10  
Isolated Areas

### 3.11 Environmental Quality

### 3.12 Nonconformities

## 4.2 Relationship between Urban Design and Land-Use Designations

3.2 Residential Lands and Housing

3.3 Commercial Lands and Uses

3.12 Nonconformities

**3.11 Environmental Quality**

### 3.11 Environmental Quality

3.2 Residential Lands and Housing

3.11 Environmental Quality

**3.3 Commercial Lands and Uses**

### 3.9 Greenspaces, Recreation, and Culture



### 3.11 Environmental Quality

### 3.5 Military Lands

## 3.11 Environmental Quality

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Source: City of Lakewood Department of Community Development

### 10.3.3 Other Government Agencies and Special Districts

Much of the public infrastructure essential to Lakewood is owned and operated by other agencies. Because the city's schools, colleges, libraries, and public transit are not controlled by the City, this plan includes policy language addressing coordination with these agencies. Table 10.3 identifies the relationship between these agencies and Comprehensive Plan goal areas.

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**Table 10.3: Non-City Agencies and Goal Implementation.**

<b>Principal Implementation Mechanisms</b>	<b>Primary Comprehensive Plan Goal Areas to be Implemented</b>
U. S. Department of Defense Clover Park School District	3.6 Military Lands
Clover Park Technical College	8.6 Schools
Pierce College	3.8 Public and Semi-Public Institutional Land Uses
Pierce County Library System	8.7 Higher Education
Tacoma Pierce County Housing Authority	3.8 Public and Semi-Public Institutional Land Uses
Pierce Transit	8.7 Higher Education
	3.8 Public and Semi-Public Institutional Land Uses
Sound Transit	8.8 Library System
WSDOT	3.2 Residential Lands and Housing
	6.2 General Transportation Goals and Policies
	6.3 Transportation Demand Management (park and ride)
	6.2 General Transportation Goals and Policies (rail station development)
	6.2 General Transportation Goals and Policies
	6.3 Transportation Demand Management
	6.5 Level of Service Standards (LOS) and Concurrency (New SR 512 interchange)
Pierce County Department of Parks and Recreation	3.8 Greenspaces, Recreation, and Culture
Pierce County Department of Public Works and Utilities	7.3 Sanitary Sewers
Town of Steilacoom	7.7 Solid Waste
Lakewood Water District	7.3 Sanitary Sewers
Tacoma Public Utilities	7.4 Water
Puget Sound Energy	7.4 Water
Pierce County Sheriff's Office	7.4 Water
Lakewood Fire District #2	7.5 Electricity
	8.4 Police Service
	8.2 Fire Protection
	8.3 Emergency Medical Services (EMS)

Source: City of Lakewood Department of Community Development.

### 10.3.4 Private Sector

Implementing the comprehensive plan will be the responsibility of the entire community throughout the life of the plan. Both for-profit enterprises, such as developers and other businesses, as well as non-profit organizations will play major roles in this effort. Private contributions will range from voluntary to regulatory compliance and payment of impact fees. Table 10.4 identifies some of the most important private sector responsibilities for Comprehensive Plan implementation.

**Table 10.4: Private Sector Roles in Goal Implementation.**

<b>Principal Implementation Mechanisms</b>	
St. Clare Hospital	Lakewood Human Services
Developer agreements	Collaboration strategic

plan  
Tahoma Nature Conservancy  
Lakewood Gardens  
Other non-profits  
Private utility purveyors

**Primary Comprehensive Plan Goal Areas**

**t o b e**  
**I m p l e m e n t e d** 8.9

Health and Human Services

3.8 Public and Semi-Public Institutional  
Land Uses 3.9 Greenspaces,  
Recreation, and Culture

3.11 Environmental Quality

8.9 Health and Human Services

3.8 Greenspaces, Recreation, and  
Culture

7.0 Utilities

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Source: City of Lakewood Department of Community Development.

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### 10.3.5 Initial Implementation Strategies

The following strategies exemplify how some of the central comprehensive plan elements can be implemented. These are not intended to be exhaustive, but form a critical link between policy-making and programming. They begin to translate the Comprehensive Plan into guidance for City's everyday work functions.

#### Land Use Implementation Strategies

Target redevelopment of obsolete one-bedroom apartment complexes.

Recognize existing programs and regulatory mechanisms such as the City's street lighting program, street tree program, sign ordinance, sidewalk program, significant tree ordinance as ongoing means of achieving land-use goals.

Develop subarea plans for Tillicum, American Lake Gardens, the Lakewood Station district, Springbrook, the CBD, the Pacific Highway SW corridor, and selected residential arterials.

Examine the potential for employing density bonuses in return for private development of public open space.

Develop and adopt a Sensitive Areas Ordinance and related plans as required by GMA.

Develop and adopt a Shoreline Master Program consistent with GMA and the state Shoreline Management Act, including salmon recovery provisions.

Capitalize on historical sites in the area such as Fort Steilacoom, Lakewood Gardens, and the Lakewood Theater, as well as other local amenities like the lakes and parks.

Work to maintain an adequate variety of land uses within the city to support development.

Create and use simplified applications for development projects and sign permits. Where possible, coordinate application forms with other jurisdictions to streamline the overall development process.

Streamline the permit processing system wherever possible to make it easier to understand and to minimize the review time and costs.

Develop redevelopment plans for the Lakewood Station area, the Central Business District, and the Pacific Highway SW corridor.

#### Urban Design and Community Character Implementation Strategies

Develop and implement design standards for business districts to help create high quality living and working environments in compact and walkable areas of focused activity.

**Develop development standards and site review policies in residential neighborhoods which take into account impacts to immediately adjacent residences.**

**Include design considerations in developing subarea plans.**

**Study the feasibility of creating a local improvement district in the CBD to help fund local improvements.**

Encourage ongoing development of an individual identity for the International Business District.

**Develop an urban design manual for commercial and industrial development to provide information to developers regarding the architectural and landscape standards that would be applied to a project in an effort to streamline the project review and application process.**

### **Economic Development Implementation Strategies**

Develop a policy to clarify the types of economic development incentives that could be offered by the City, and work with the Enterprise Consortium to take advantage of the incentive programs available to designated areas of Lakewood.

**Maintain an active relationship with the Tacoma-Pierce County Economic Development Board and work with them to attract businesses to Lakewood.**

**Identify those industries best suited to Lakewood such as military or transportation related, high-tech, or biotechnology, and actively pursue new corporations to relocate or expand in Lakewood.**

**Develop neighborhood business alliances which would focus the energy and resources of the local business community to create a sense of identity and improve communications between business owners and the City, as well as facilitate the use of business assistance resources.**

**Develop and carry out periodic surveys of the business community to identify issues effecting the business community and to ensure retention efforts are focused appropriately.**

**Implement a business visit program.**

**Encourage home-based business which have outgrown the home to stay in Lakewood.**

**Create systems for information exchange between the City, real estate brokers, the development community, and the financial organizations to inform the City of new development, vacancies, and economic development inquiries.**

Take advantage of existing business assistance programs offered by partner organizations.

**In coordination with partner organizations, develop new assistance programs to fill unmet business training needs.**

**Partner with educational institutions to take advantage of workforce training opportunities.**

Seek grant opportunities to support business development loan programs.

**Support existing business development loan programs to ensure their continued success.**

**Devise cooperative ways to encourage small business development by working with local lending institutions.**

**Develop and maintain an economic development component for the City website.**

Prepare profiles of successful Lakewood businesses to be used in marketing packets.

**Research and develop a demographic and economic profile as part of a marketing packet.**

Develop a promotional community brochure highlighting the special attributes of the community.

**Develop a marketing campaign targeted at regional business publications designed to attract business and promote a positive business image for Lakewood, while developing a publication and database of land available for development.**

**Develop a "buy local" campaign to promote local business and decrease sales tax leakage.**

**Create opportunities for Lakewood residents to learn how business contributes to the services and amenities enjoyed by those living in the Lakewood community.**

**Create opportunities to showcase local businesses to draw attention to Lakewood's diverse business community.**

Create opportunities for the City to express support of the business community and express appreciation of their importance to the community.



**Develop relationships with other public and private organizations to capitalize on existing resources. Such partners include the Lakewood Chamber of Commerce, Pierce County, City of Tacoma, Port of Tacoma, The Empowerment Consortium, Pierce College, Clover Park Technical College, Tacoma-Pierce County Economic Development Board as well as others.**

**Explore the development of an annual "economic summit" to be conducted in association with our partner organizations and the business community in order to exchange information.**

**Enhance communication linkages between the City, business community, property owners, the Korean Business Association, and other business organizations.**

**Facilitate and support community events that attract visitors to the community such as LakeFolk Fest, SummerFest, and Fort Steilacoom Days.**

**Continue to work with the Tacoma-Pierce County Visitor and Convention Bureau and the Lakewood Chamber of Commerce to promote tourism.**

**Create a tourism development strategy in conjunction with the Tacoma-Pierce County Visitor and Convention Bureau and Lakewood Chamber of Commerce.**

**Establish a Lakewood Lodging Tax Advisory Board and lodging tax funding program.**

#### **Transportation Implementation Strategies**

**Develop pedestrian overlay zones for the CBD and Lakewood Station district.**

**Explore funding methods and implementation of reconstruction of the Pacific Highway Southwest corridor to add curb, gutter and sidewalks as well as add landscaping elements and improve signage.**

**Provide local support for the reconstruction of the 1-5/SR 512 interchange and grade separation at 100<sup>th</sup> Street SW and Lakeview Drive.**

**Provide local support for the construction of the Lakewood Station.**

**Identify the gateways to Lakewood and construct entry signage and install landscaping.**

## Capital Facilities Implementation Strategies

As part of the capital facilities plan, develop public policies that assign public dollars to areas targeted for redevelopment. Use the capital facilities plan to identify funding strategies including the use of public bonds, local improvement districts, public-private partnerships, and grants to focus the phased construction of public facilities and infrastructure. This policy also includes regularly updating the capital facility plan to reflect any changes in financing strategies.

Develop an equitable process for siting essential public facilities that balances developer certainty with the public interest.

### **10.4 Public Involvement**

The City values the involvement and input of all its citizens in planning issues. Considerable public involvement and input has been sought and offered with regard to the Comprehensive Plan. As work programs evolve to support the plan's implementation, additional targeted public involvement processes may be used to gain further insight as to how the community might wish to achieve Comprehensive Plan goals and policies. For example, review of the zoning and development regulations will undoubtedly employ additional public workshops, hearings, and the like. As the Comprehensive Plan unfolds, the City should remain mindful of creating meaningful opportunities for public involvement in the creation and institution of

programs and practices geared toward plan implementation.

Responsibility for citizen involvement in shaping the City's activities lies not only at the City's level in creating opportunities, but also at the citizens' level in availing themselves of those opportunities. The City will make every

effort to inform people of involvement and input processes; but in order to be truly effective, citizens must accept personal responsibility for informing themselves of the issues and responding to the City. The highest potential for contribution lies in early and continuous involvement.

## **10.5 Enforcement**

Enforcement of the Comprehensive Plan shall occur through the activities of the City's code enforcement staff in ensuring that the provisions of ordinances adopted pursuant to the plan are met.

## **10.6 Amendments**

The Comprehensive Plan can be amended only once yearly, except as provided in state law. Changes to the comprehensive plan may occur only after analysis, full public participation, notice, and environmental review.

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Proposed amendments each calendar year shall be considered not only on their own merits, but concurrently so that the cumulative effect of the proposals can be determined. To begin the process of entertaining amendments to either the plan's goals and policies or the Future Land-Use Map, staff shall promulgate an application process that involves, at minimum, the following information:

A detailed statement of what is proposed to be changed and why;

**A statement of anticipated impacts of the change, including geographic area affected and issues presented;**

**A demonstration of why the existing Comprehensive Plan guidance should not continue or is no longer relevant;**

**A statement of how the proposed amendment complies with the state Growth Management Act's goals and specific requirements;**

**A statement of how the proposed amendment complies with the Countywide Planning Policies; and**

**Identification of any changes to zoning or development regulations, other plans, or capital improvement programs that will be necessary to support the change, together with identification of funding sources if capital change is involved.**

Details for review of amendments will be set forth in the Lakewood Municipal Code and shall detail the type and level of information to be required for each type of amendment (policy or map), public notice and participation, environmental review, and methods for cumulative impact analysis of separate proposals. As with any application and review process, the City may charge fees for plan amendments, to be set forth in the City's approved fee schedule.

## 10.7 Periodic Review

The comprehensive plan, in accordance with state law, shall be formally reviewed in its entirety every five years. The review should include an analysis of the effect on various plan elements of recent demographic trends and projections, land-use trends and demand, economic trends, and any other data that is deemed relevant at the time. At least every second periodic review shall also involve specific interjurisdictional coordination to determine the efficacy of, and any changes that may be sought to, growth boundaries.

To effectively and flexibly respond to changing conditions, the specific review approach and process is to be developed administratively and may vary from one periodic review to the next.

**Monitoring to what degree the Comprehensive Plan is being met will be an integral part of the periodic review process. This will enable the City to make mid-course corrections to accomplish or refine goals and policies to more capably respond to local needs. The City may wish to consider intermediate benchmarking practices to quantifiably measure the Comprehensive Plan's outcomes and to identify trends that may indicate needed changes. For example, measuring the amount of vacant land used for new development each year and how dense the growth is on this land offers a picture of how quickly and efficiently that vacant land supply is being used.**

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