

AGENDA
STUDY SESSION OF THE CITY COUNCIL

CITY OF LAKEWOOD, COLORADO
VIRTUAL MEETING
DECEMBER 18, 2023
7:00 PM

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ITEM 1 – CALL TO ORDER

ITEM 2 – ROLL CALL

ITEM 3 – STRATEGIC HOUSING PLAN

A. PUBLIC INPUT

ITEM 4 – ADJOURNMENT

STAFF MEMO

DATE OF MEETING: DECEMBER 18, 2023 / AGENDA ITEM NO. 3

To: Mayor and City Council
From: Travis Parker, Planning Director
Subject: **STRATEGIC HOUSING PLAN**

SUMMARY STATEMENT: Planning staff and a consultant team will present the latest draft of the Strategic Housing Plan and gather feedback before the plan is finalized for City Council adoption. The purpose of this study session is for City Council to:

- Review the draft Strategic Housing Plan;
- Provide feedback on the recommended strategies and action steps;
- Advance the plan towards City Council adoption in 2024.

BACKGROUND INFORMATION: Affordable housing is one of the city and state's biggest challenges. To date, Lakewood has few adopted policies or strategies related to affordable housing and most of the existing policy is outdated. [State House Bill 21-1271](#) established a [new program](#) to support local governments in developing affordable housing strategies; the program is administered by the Department of Local Affairs (DOLA). In March 2022, DOLA awarded Lakewood a grant to complete a housing study and strategic housing plan. The city hired Gruen Gruen + Associates in October 2022 to assist staff in developing the plan.

The Strategic Housing Plan includes a robust Lakewood-specific needs assessment, housing study and analysis, and offers a broad range of actions the city can use to respond to the need for more affordable housing options in Lakewood. City staff and the consultant team developed the Plan based on current data, input from the community, interviews with housing and service providers, and consultation with Lakewood's Housing Policy Commission.

Housing Analysis and Need

From October 2022 to March 2023, Gruen Gruen + Associates conducted a housing analysis, which included three reports detailing existing conditions and trends analysis, housing needs projection, and development economic assessment.

The housing analysis was primarily completed from November 2022 to March 2023 and used the most recent data available from the U.S. Census and American Community Survey, City of Lakewood building permit data, Jefferson County Assessor information, and Denver Metro Association of Realtors real estate market data. Most of the data in the plan was collected in October 2022. The total analysis resulted in 94 pages of technical information that has been summarized in the appendix of the plan.

A few key highlights are detailed below:

- **Housing prices have increased.** The median single-family home price increased 92 percent since 2015 to an average sales price of \$650,000 (as of November 2022). The median single-family attached (townhomes/condos) increased 114 percent since 2015, to an average sales price of \$385,000 (as of November 2022).

- **Monthly rents in Lakewood have increased.** The median monthly apartment rent in Lakewood increased by 46 percent between 2015 and 2022, to an average monthly rent of \$1,822.
- **The number of cost-burdened households has increased.** Over 58 percent of renters and 21 percent of homeowners are considered cost-burdened (paying over 30 percent of income on housing costs).
- **There is a significant need for both affordable homeownership units and rental units.** There is a 9,300-unit deficit in owner-occupied units for for-sale units priced below \$275,000 (affordable to households earning less than 100% AMI) and a 6,900-unit deficit of affordable rental units (for households earning less than 80% AMI).
- **Lakewood is estimated to grow by over 5,500 new households in the next ten years.** Of those, 3,400 units will need to be ownership units that are priced below 120% AMI and 2,400 units will need to be rental units priced below 80% AMI.
- **The development feasibility analysis revealed that current developers are being constrained by high costs related to land, labor, and construction and will be challenged to develop affordable units without significant financial subsidy.** The analysis found that a voluntary inclusionary housing could be feasible to market rate developers in Lakewood if the requirement was a 5% affordable set-aside requirement with a financial subsidy in the form of fee waivers, land donation, or offsetting utility costs.

Community Engagement

Community engagement for the plan has been ongoing since the start of the planning process and has included stakeholder interviews, a statistically-valid housing survey, project website, open house, and public comment. City staff and the project consultants presented to elected bodies throughout the year including a City Council study session in February, an update to the Planning Commission in June, and two meetings with the Housing Policy Commission to discuss the Strategic Housing Plan draft and public comments submitted through the June public comment period.

- Stakeholder interviews began in October 2022 and continued through the first half of the year. Staff and consultants interviewed with housing providers, developers, and community members with expertise in senior housing needs, accessibility, and Latinx barriers and needs. Staff also conducted interviews with unhoused individuals receiving services from RecoveryWorks.
- A housing survey was released in February 2023 and promoted widely throughout Lakewood. The statistically-valid survey received 500 household responses, which is the highest survey response rate for the Planning department to date. The survey needed 384 responses to be statistically-valid and the goal was exceeded with 500 responses total. Survey promotion and distribution included direct mailing to all registered neighborhood organizations, article in February Looking at Lakewood newsletter mailed to all Lakewood residents, Lakewood Together newsletter to all registered users, promotion on all social media platforms, digital information boards at Lakewood recreation centers, staff presentations at WCCA, Ward 1 and Ward 5 meetings and hard copy fliers in English and Spanish distributed by local housing, health and social service organizations.
- An open house and housing resource fair was held on April 4, 2023. Sixty-five people attended the event. One Community Connector was hired to provide direct outreach to historically underrepresented community members leading up to the event and two Spanish interpreters were hired for the event. Staff promoted the open house using the same distribution methods as the housing survey (summarized above) except for the Looking at Lakewood article, neighborhood organization post card and Ward meetings.
- The Lakewood Together project website is the main webpage for project information and community engagement. Since February, the website has attracted over 5,000 visitors, with 1,300+ active visitors.
- Staff attended three community meetings to promote the plan and survey, including the West Colfax

Community Association meeting (February and March), February Ward 1 meeting, and the March Ward 5 meeting.

- The community had the opportunity to review and comment on the first draft of the plan on the Lakewood Together website for the entire month of June. A total of 54 comments were received, with some users submitting multiple comments.
- Staff worked with several housing and service providers to help distribute key project information to clients, including the Action Center, Metro West Housing Solutions, and other organizations in Lakewood.

Plan Development

The development of the Strategic Housing Plan was based on findings from the housing analysis, housing survey, and public input received throughout the community engagement process. The first draft of the plan was discussed with the Housing Policy Commission in May 2023 to receive input on strategies and understand priorities for affordable housing. Following the Housing Policy Commission meeting, the draft plan was made available to the community for public comment through the Lakewood Together website. At the June and July Housing Policy Commission meetings, the commission discussed the public comment received and revisions to the plan.

The latest version of the plan includes feedback received from public comment and changes requested from the Housing Policy Commission.

Strategic Housing Plan Overview

The plan is divided into four parts—Introduction, Strategies, Summary of Housing Analysis and Community Engagement Findings, and Appendix.

Part 1: Introduction – details the intent and organization of the plan.

Part 2: Strategies – includes four broad strategies to strengthen and expand affordable housing policies in Lakewood over the next several years. This section lists the action steps needed for Lakewood to create and sustain affordable housing. Action Steps include a high-level analysis for policy decisions such as the timeframe, impact, complexity, and funding required for implementation. All strategies and actions steps are directly tied to data, best practices, community input and stakeholder engagement conducted throughout the planning process. The strategies and action steps recommended are summarized below.

Part 3: Summary of Housing Analysis and Community Engagement findings – a high-level summary of 94 pages of key research and engagement findings.

Part 4: Appendix – details technical research and expanded information related to the housing analysis and engagement.

Strategies and Action Steps

Strategy 1 – Invest in Affordable Housing: This strategy outlines foundational steps for Lakewood to dedicate local financial resources and additional staff capacity to implement this plan and invest in the sustainability of affordable housing initiatives over the next 5 to 10 years. Action steps of this strategy include:

- Increasing staff capacity to implement the plan. Anticipated responsibilities include program development, financial oversight/reporting, providing technical assistance, partnership building, and staying up to date on state legislation around affordable housing initiatives.
- Creating a dedicated Lakewood affordable housing fund to be able to assist in the development of affordable housing units and resources.
- Establishing a voluntary inclusionary housing program that helps the city in its goal to increase the number of affordable housing units.

Strategy 2 – Expand Overall Affordable Housing Supply: Constrained land and other real estate market factors have caused existing housing prices in Lakewood to increase. Economists argue that housing prices will continue to increase unless the supply of existing housing meets the demand. The housing analysis identified that Lakewood currently has a severe deficit of affordable housing units and will need to produce 5,700+ new units in the next 10 years to keep up with workforce demand. The action steps outlined in this strategy relate to modifying existing city codes (building, zoning, municipal) to eliminate barriers to building affordable housing and identify more opportunities to build innovative housing. Action steps in this strategy include:

- Reducing the development process timeline for affordable housing projects to ensure compliance with Proposition 123 and Low-Income Housing Tax Credits.
- Researching non-financial zoning incentives to help offset construction costs of affordable projects.
- Breaking down barriers to building an Accessory Dwelling Unit (ADU) in Lakewood.
- Broadening the Shelter use to make allowable in more mixed-use zone districts with a special use permit process, which requires neighborhood meeting and public hearing.

Strategy 3 – Expand Housing Choices and Services for Residents: Currently, Lakewood is experiencing several demographic and housing shifts: a significant increase in people who are experiencing homeless, an increase in older adults' population, and unattainable home ownership opportunities. Lakewood should adopt policies and initiatives that encourage a wide range of housing options so that residents can remain in Lakewood as their housing needs change over time. Action steps in this strategy include:

- More housing choices for older adults are needed to keep up with changing housing needs, such as downsizing or modifying their existing home to offset their housing costs.
- Establishing partnerships and opportunities with affordable home ownership developers to build affordable homes.
- Establishing a down payment assistance programs to assist first-time homebuyers with purchasing a home in Lakewood.
- Broadening city policies to create more shelter and supportive housing units for people experiencing homelessness.

Strategy 4 – Keep Residents Stably Housed: Lakewood residents are directly impacted by rising housing costs and top concerns listed by residents in the housing survey were 1) not being able to afford the down payment on a home, 2) worrying that rent will increase to an amount they cannot afford, and 3) struggling to afford rent or mortgage. Existing eviction prevention programs in Lakewood have been largely funded by once-in-a-lifetime federal grants that are quickly diminishing and local support is needed to help keep these programs afloat so that residents are supported during times of crisis and need. At the same time, others are struggling to locate housing resources, find housing that is affordable (with or without a housing voucher), and feel financially secure in the home they own. Action steps in this strategy include:

- Dedicating local financial resources to existing eviction prevention programs to continue to provide these services to at-risk or struggling Lakewood residents.
- Adopting policies or initiatives to increase the acceptance of Housing Vouchers to ensure housing stability for low-income residents who have been granted these vouchers after years of being waitlisted.
- Strengthening the stability for residents living in mobile homes park. There have been several new bills added by the state legislature that establish tenant rights and protections and more research is needed to integrate these state bills into Lakewood policies.

BUDGETARY IMPACTS: None.

STAFF RECOMMENDATIONS: Refer to the proposed strategies and action steps.

ALTERNATIVES: Refer to the proposed strategies and action steps.

PUBLIC OUTREACH: This item has been promoted through the regular communication channels to be presented to the Lakewood City Council.

NEXT STEPS: The next steps for this plan include:

1. Plan Adoption: Schedule public hearing for adoption of the Strategic Housing Plan
2. Plan Implementation in 2024: Affordable Housing and Strategic Housing Plan educational workshop with new City Council and Mayor. The purpose is to inform the new city councilmembers of the strategies in the plan and get direction on implementation.

ATTACHMENTS: Lakewood Strategic Housing Plan _version 11/28/2023
Appendices-Lakewood Strategic Housing Plan_version 11/28/2023

REVIEWED BY: Kathleen E. Hodgson, City Manager
Benjamin B. Goldstein, Deputy City Manager
Alison McKenney Brown, City Attorney



Lakewood Strategic Housing Plan

NOVEMBER 28, 2023

FINAL STRATEGIC PLAN & REPORT

Inside Cover - Intentionally Blank

Lakewood Strategic Housing Plan

Acknowledgments

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COLORADO
Department of Local Affairs



GRUEN GRUEN + ASSOCIATES

STRATEGIC HOUSING PLAN OVERVIEW

Strategies & Action Items	Proposed By	Timeframe	High Impact Actions	Complexity	Funding
Strategy 1: Invest in Affordable Housing					
1.a: Expand internal staff capacity	Staff, Stakeholders	Immediate	☒	Moderate	\$\$
1.b: Establish Housing Fund	Staff, Stakeholders, Community	Immediate	☒	High	\$\$\$
1.c: Develop voluntary inclusionary housing program	Staff, Community	Short-term		High	\$\$\$
Strategy 2: Expand Overall Affordable Housing Supply					
2.a: Reduce barriers to building affordable housing	Staff, Stakeholders	Short-term	☒	High	\$\$\$
2.a.1: Create a public infrastructure program and incentive policy to waive fees					
2.a.2: Modify zoning ordinance and municipal code to create stronger incentives					
2.a.3: Create fast track review program for affordable housing					
2.b: Expand housing options	Staff, Community	Short-term	☒	Moderate	\$
2.b.1: Create more opportunities for a range of shelter and housing choices					
2.b.2: Identify locations for small-lot zoning and smaller housing units					
2.b.3: Update ADU policies to allow more ADU construction citywide					
2.c: Redevelop vacant or underutilized land for affordable housing	Staff, Stakeholders, Community	Short-term		Moderate	\$\$
Strategy 3: Expand Housing Choices and Services for Residents					
3.a: Expand senior housing options	Staff, Stakeholders, Community	Long-term		Low	None
3.b: Create affordable homeownership opportunities	Staff, Stakeholders, Community	Short-term	☒	High	\$\$\$
3.b.1: Develop down payment assistance program(s)					
3.b.2: Establish partnership with affordable for-sale housing providers					
3.c: Create trauma-informed shelter options	Staff	Immediate	☒	High	\$\$\$
3.d: Broaden supportive housing options for unhoused	Staff	Immediate	☒	Moderate	\$
Strategy 4: Keep Residents Stably Housed					
4.a: Maximize rent voucher utilization and acceptance	Staff, Community	Short-term		Moderate	\$
4.b: Support eviction prevention programs	Staff	Immediate	☒	Moderate	\$\$
4.c: Strengthen mobile home parks	Staff	Long-term		Low	None
4.d: Improve access to housing resources	Staff, Stakeholders	Long-term		Low	\$

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Introduction

Housing within Lakewood remained relatively affordable until the early-mid 2000's when rising housing costs and limited housing supply began to impact the community. Since 2015, rents have increased by 30 percent and home values have almost doubled. About 25,000 households pay more than 30 percent of their income on housing, leaving less money for other essential needs like food, medicine, and transportation. To maintain the quality of life that Lakewood values, a strategic citywide approach to housing will help the city lessen the impact for current and future residents.

High-Level Policy Document

The city of Lakewood recognizes the importance of developing a strategic approach to creating affordable housing in the community. The Strategic Housing Plan (the “Plan”) provides a framework of strategies, policies, and actions that Lakewood can implement to better meet a wide range of housing needs and increase the supply of affordably priced housing in the community.

It is estimated that Lakewood will need a minimum of 5,800 new housing units over the next 10 years based on demographic trends and economic analysis. The amount, type, and cost of housing needed in a community is influenced by three basic factors:

1. the size of its population;
2. the living arrangements of the population (i.e., households); and
3. the ability of these households to pay for existing or new housing.

The Plan is informed by an understanding of these three factors as well as the identification of housing needs that are feasible (and infeasible) for the private market to address in sufficient quantity. The Plan outlines an actionable approach to better align housing supply with needs and to mitigate or remove future barriers to housing production and accessibility.

The Plan is guided by four broad strategies that identify solutions within the city's control to address housing needs and challenges over the next 5-10 years. Each strategy is supported by a set of actions and implementation steps. The Plan represents a high-level policy document to guide and inform future decision making on housing policy in Lakewood. Additional community discussion and input will be required before some strategies contained within the Plan can be implemented.

Report Organization

The Plan document presents and summarizes the key recommendations, strategies, and findings in two primary sections:

1. Strategic Housing Plan; and
2. Housing Analysis and Community Engagement Findings.

Appendices to the Plan include the detailed results of the Housing Analysis and Community Engagement efforts, including specific reports about the:

- A. Community Housing Survey;
- B. Existing Housing Conditions and Trends;
- C. Future Housing Need Projection;
- D. Housing Development Economics; and
- E. Stakeholder Interviews and Community Engagement Comments.

A Community Informed Approach

The foundation of this Plan is to strengthen policies that 1) assist Lakewood's most vulnerable residents, including low-income households, working families and individuals, older adults, and Lakewood's unhoused population; and 2) improve the functioning of the housing market to meet a diverse range of housing needs.

Community outreach and engagement was conducted from November 2022 to June 2023. Community outreach included a project website, a community housing survey, stakeholder interviews, community meetings, and an open house and housing resource fair. The outreach resulted in the following participation and engagement:

- Staff and consultant interviews with seven affordable housing service providers or advocates, five private developers and real estate professionals, two active community members with expertise in older adult and accessible housing needs, and 13 unhoused individuals;
- The project website reached 4,000+ users;
- More than 550 participants in the community housing survey that yielded 500 valid survey responses; and
- Attendance of 65 Lakewood residents at the open house and resource fair.

Efforts to reach historically underrepresented populations were aided by housing and service providers in the community and the Community Language Co-op's Community Connectors program. Engagement and outreach methods did result in an overrepresentation of Lakewood homeowners, though direct engagement was achieved with Lakewood's Latinx community, low-income population, and unhoused population.

Community-Informed Approach

Community input was gathered from an online housing survey, a public open house (April 4th), community and ward meeting listening sessions, individual interviews (with housing providers, developers, active citizens), and Lakewood's public engagement website.

ENGAGEMENT

15

INTERVIEWS

500

SURVEY
RESPONDENTS
(COMPLETED SURVEYS)

65

OPEN HOUSE CITIZEN
ATTENDEES

3

LISTENING SESSIONS
AND PUBLIC
MEETINGS

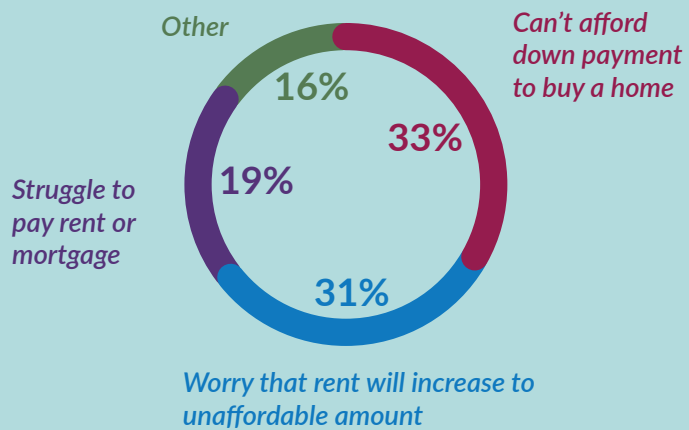
4,000+

WEBSITE USERS
LAKEWOOD TOGETHER

155

QUESTIONS OR
STRATEGY IDEAS
LAKEWOOD TOGETHER

What Housing Challenges are Top-of-Mind?



Most "Liked" Housing Strategy Ideas...

"Abolish single use zoning."

"Encourage developers to build smaller more affordable starter homes at higher density rather than just a few large luxury homes or apts."

"Continue allowing peaceful single-family zoning so people aren't packed in like rats. Many of us have spent our lives working for our homes."

"Remove parking minimums and enforce parking maximums."

Strategic Housing Plan

The Plan is organized around four broad strategies to inform future decision making and implementation efforts:

1. **Invest in affordable housing;**
2. **Expand overall affordable housing supply;**
3. **Expand housing choices and services for residents; and**
4. **Keep residents stably housed.**

Implementation of the Plan will require significant collaboration among housing policymakers, city staff, developers and property owners, and nonprofit housing partners. Each strategy is supported by a series of actions or implementation tools and are categorizedⁱ based on four different components:

- **Timeline:** An approximate implementation “timeline” is noted with each strategic action. Some actions should be completed soon (or must occur before others can be implemented), while other actions can occur as capacity expands;
- **Complexity:** The relative complexity of differing actions or policies will depend on several factors. For example, strategic actions or policies that will require a combination of legislative action, financial commitments, and outside partnerships are noted as most complex. Other recommended actions, such as those that would be administrative in nature with city staff support, are noted as less complex;
- **Funding:** Actions that will require direct fiscal support from Lakewood are identified. Larger funding requirements (noted with “\$\$\$”) are typically associated with actions or policies that would involve direct subsidies or incentives to households or housing builders; and
- **High Impact Actions:** Bold actions or policies that are likely to yield the greatest public benefits are noted as “high impact” strategies.

Legend for Action Items

TIMELINE		Immediate (1-yr), shorter term (2-3 yrs), and longer-term (> 3 yrs) action items.
COMPLEXITY		Degree of difficulty or complexity to implement an action, from least to most complex, in relation to one another.
FUNDING		Indicates actions that will require direct fiscal support from Lakewood.
IMPACT		“High Impact” action items likely to have greatest public benefits.

Strategy Overview

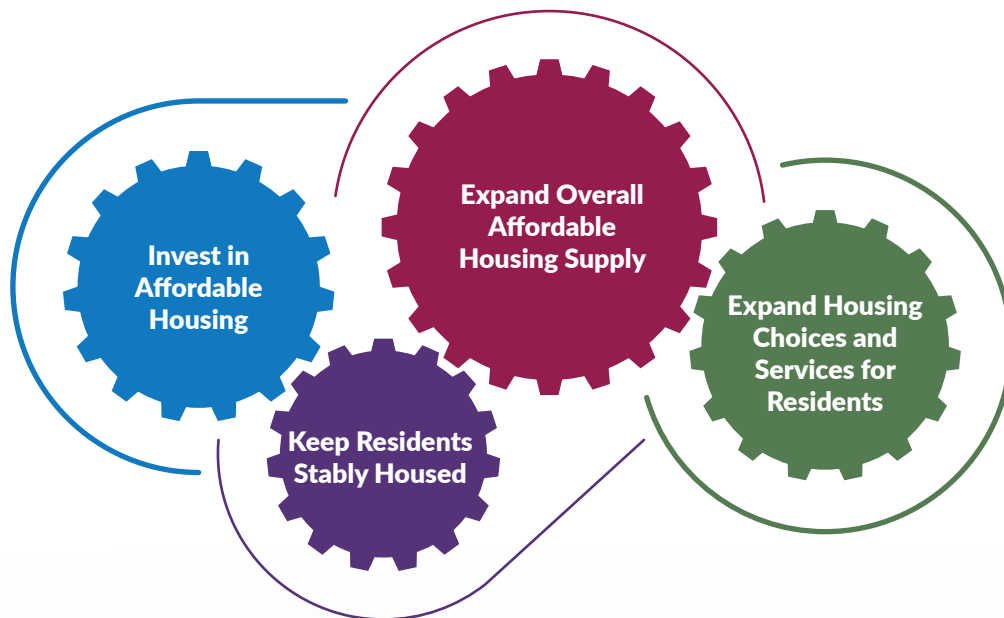
How will strategies recommended in the Plan support affordable housing for all Lakewood residents?

1 Lakewood doesn't have many policies or programs that address affordable housing. Some strategies in the Plan will require local financial resources and additional staff/capacity to implement. The Plan recommends city investments to:

- ☐ Increase staff capacity
- ☐ Create a housing fund
- ☐ Incentivize inclusionary (mixed income) housing
- ☐ Expand other housing assistance (e.g., eviction prevention)

2 Existing units are an especially important source of housing for the low and middle-income workforce, and the supply of affordable housing depends on new housing production at all income levels. Some constraints on new housing production in Lakewood are regulatory in nature. The Plan recommends the city consider modifying:

- ☐ Public fees required of new affordable construction
- ☐ Zoning constraints on smaller units/lots
- ☐ Development approval process and timeline
- ☐ Accessory Dwelling Unit requirements
- ☐ Code limitations on temporary shelter



4 About one-third of Lakewood households are cost burdened (paying more than 30% of their income on housing). Rising housing costs disproportionately affect lower income households. Eviction prevention and anti-displacement programs improve housing stability and prevent homelessness. The Plan emphasizes ways the city can maximize rent vouchers; expand and continue local eviction prevention measures; and improve access to housing resources.

3 Encouraging a wider range of housing options is one way to improve mobility within Lakewood's housing market and to ensure that all residents can remain in the community as their housing needs change. The Plan recommends that the city:

- ☐ Expand senior housing choices
- ☐ Supplement downpayment assistance programs
- ☐ Participate in creation of affordable ownership units
- ☐ Continue efforts to increase shelter/service options for the unhoused

Strategy #1

Invest in Affordable Housing

Increase local funding and staff capacity to implement the Strategic Housing Plan and address affordable housing needs.

To date, Lakewood has adopted few policies addressing affordable housing and housing programs. While the Lakewood housing market has historically produced rental housing affordable to households with incomes above \$75,000 (around 80 percent of AMI and above), it has not been feasible to develop new housing units at prices affordable to lower-income households. Public funds and local development incentives are frequently required to make affordable housing projects financially feasible.

Especially in new construction housing, subsidies are needed to bridge the gap between what a lower-income household can afford to pay and the cost to produce (or acquire) a unit affordable to that household. Nearly all deed-restricted housing affordable to renters earning below 80 percent of AMI, for example, is built with public assistance. Many of the federal and state-administered resources available are allocated through a competitive process and the competition is increasingly intense. A persistent scarcity of funds is available relative to the amount of demand/need.

Local funding support and development incentives are an effective way to encourage housing production that would not otherwise occur and to leverage the scarce federal and state dollars available for affordable housing. The housing analysis well establishes the significant scale of need - about 25,000 households in Lakewood are estimated to be cost burdened. Lakewood could identify and deploy financial resources to fund incentives and increase internal capacity to support affordable housing development or preservation.



Immediate (1-yr)



Moderately complex



Direct fiscal cost

1.A: Expand Internal Staff Capacity to Manage Funding, Programs and Policies Needed to Address Affordable Housing Needs

The Plan will require additional resources and staff capacity to support new housing policies and programs. Provide for dedicated staff to address the ongoing and anticipated housing initiatives in Lakewood and continue to work with Lakewood's Public Housing Authority, Metro West Housing Solutions, and other housing and service providers to best meet the community's needs. The housing staff will establish and maintain close partnerships with Jefferson County, affordable and market-rate housing providers, service providers, and other stakeholders in the community to keep "current" on housing needs and incentives or regulatory changes that will help to increase the supply of affordable housing and associated supportive services in the community. In addition, any new programs, grant awards or policy implementation will require significant staff coordination and oversight.

1.B: Establish Housing Fund

A housing fund would provide financial support for housing programs and incentives to encourage the production of more affordable housing units.

Municipalities commonly dedicate specific revenue sources or taxes to fund public services or investments, from capital projects to economic development or tourism. Lakewood dedicates specific revenues already with the half-cent sales tax for capital improvements and the hotel accommodation tax to fund economic development. The community housing survey results indicate more public support than opposition to a dedicated local tax to fund affordable housing.ⁱⁱ

Other communities in Colorado also have dedicated taxes on other economic activities such as short-term rentals. In addition to initially seeding and periodically replenishing a housing fund, some communities make one-time contributions, commit surplus General Fund revenues, establish development-related fees, and leverage other sources like intergovernmental or philanthropic grants. The financial capacity and fiscal priorities of the city will need to be considered before establishing a housing fund and identifying the scale and scope of initiatives a fund will support.



Immediate (1-yr)



Most complex



Direct fiscal cost



High impact

1.C: Develop a Voluntary Inclusionary Housing Program

To encourage the production of affordable housing units, other cities have adopted Inclusionary Housing (IH) programs. IH programs are typically either mandatory or voluntary. The most effective type of program is one that can produce affordable units without making all housing development infeasible. Based on an analysis of current market conditions and development economics (available in Appendix D), a mandatory inclusionary zoning policy is not recommended for Lakewood.ⁱⁱⁱ

One available option to consider is a voluntary program that encourages private developments to build affordable units by offering a range of incentives. Based on current market conditions, a five percent to 10 percent set-aside for households with incomes not exceeding 60 to 80 percent of Area Median Income could be effective with incentives attached. The incentives offered will need to exceed the financial loss from the provision of on-site units restricted by deed and priced below market. The most effective incentives are likely to be financial in nature, such as land donation or full public fee waivers/subsidies in exchange for a specified affordable housing commitment.



Short term (2-3 yrs)



Most complex



Direct fiscal cost

Because most private market-rate housing developers have limited experience income-qualifying affordable housing tenants or administering lotteries, a partnership organization such as the Public Housing Authority or similar non-profit affordable housing provider may need to assist with execution of the program.

Strategy implementation would require:

- 1) Determining a set-aside requirement that meets city goals;
- 2) Specifying development incentive(s) the city is willing to provide to offset costs of constructing affordable units; and
- 3) Developing program requirements and oversight monitoring mechanisms to ensure affordability requirements are satisfied and tracked throughout the affordability period.

Strategy #2

Expand Overall Affordable Housing Supply

Increase the supply of affordable housing over time by encouraging the production of housing at all levels and providing incentives that support the development or preservation of affordable housing.

Over time, currently affordable units are likely to increase in price due to market conditions. Many units already are unaffordable to Lakewood's low- and middle-income workforce. The supply of affordable housing depends on new housing production at all levels. An increase in the supply of all housing types will help lower the relative cost of existing housing.^{iv} Additionally, policies that encourage the production of non-traditional housing types such as Accessory Dwelling Units, Tiny Houses, and Micro- units will serve to increase the supply of affordable housing units.

2.A: Reduce Barriers to Building Affordable Housing

Reducing upfront capital costs, minimizing the time and uncertainty of the development approval process, and allowing greater housing density can be effective ways to facilitate the development of affordable housing to serve lower-income households. Implement the following actions and incentives:

- » **Create Public Infrastructure Program and Incentive Policy to Waive or Subsidize Public Fees**

The public infrastructure costs (sidewalk improvements, burying overhead utilities, etc.) and public fees paid by new housing projects in Lakewood can represent a major source of development cost. Sitework costs, planning and review fees, building permits, construction use tax, school and parkland dedication in-lieu fees^v, and utility tap fees can easily amount to more than 10 percent of development costs for a new housing unit (e.g., over \$50,000 for an attached townhome unit). Such costs are significant enough to cause the construction of some housing units to be infeasible. Lakewood's identified priorities, available funding resources, and financial impacts of providing infrastructure or incentives will influence the amount of assistance that can be provided.

- » **Modify the Zoning Ordinance and Municipal Code to Create Stronger Non-Financial Incentives**

Development incentives can help offset the costs of construction while providing public benefits if implemented thoughtfully. The city currently allows for density and height bonuses as an incentive for Low Income Housing Tax Credit (LIHTC) mixed-income housing



Short term (2-3 yrs)



Most complex



Direct fiscal cost



High impact

developments, but their effectiveness is limited because they are not sufficient to bridge feasibility gaps due to the real estate economics and the cost of construction that currently apply.

This strategy will involve evaluating the effectiveness of existing zoning incentives and providing other non-financial and financial incentives to support affordable housing production. Reducing minimum parking standards to help decrease overall development costs by minimizing land area required for on-site parking can be an effective incentive. However, a reduction in parking may not be a viable solution in areas without adequate on-street parking capacity.

» **Create Fast Track Review Program for Affordable Housing**

Uncertainty and delay in the entitlement process can significantly hinder the ability to leverage state and federal resources for affordable housing. The process to apply for Low Income Housing Tax Credit (LIHTC) allocations, for example, is an extremely time-critical and competitive process. Consider ways to implement an expedited review or “fast tracking” process that would grant priority to affordable housing developments by placing them first in the queue over other land use and development applications in the community. Depending on the volume of applications, the city may need to evaluate whether sufficient staff capacity and resources are available to expedite development reviews for affordable projects.



Short term (2-3 yrs)



Moderately complex



Direct fiscal cost



High impact

2.B: Expand Housing Options

» **Create More Opportunities for a Range of Shelter and Housing Choices**

A growing need exists to provide temporary shelter and services to those unhoused. Regulations that restrict the use of temporary shelter options are an opportunity for immediate action. Shelters for unhoused people are only allowed in the Commercial-Regional and Mixed-Use General zone districts with a special use permit. This significantly limits the ability to locate a shelter in most areas within Lakewood. Currently, Lakewood has no overnight shelter facilities even though it is the greatest unmet need for people experiencing homelessness in Jefferson County. Permitting shelter as an allowed use with a special use permit in more mixed-use zone districts would provide more location options while still requiring community notification/oversight through the special use permit process which includes a neighborhood meeting and Planning Commission hearing before approval of the shelter use.

Currently, few city policies allow for non-traditional housing options, which include tiny homes and Pallet Shelters. The municipal code currently prohibits any structure without a permanent foundation and the existing building code prevents the construction of “temporary” structures including tiny homes and Pallet Shelters that require certain snow and wind-load standards in select locations in the city.

Strategy implementation includes identifying select instances and locations where an exception can be codified. Similarly, make reasonable amendments to the local building code and zoning ordinance that will permit institutional facilities (churches, municipal buildings, etc.) to accommodate temporary sheltering needs without significant modifications to public health, safety, and welfare requirements. Local and regional organizations can be conferred with to identify a responsive program model, identify resources, and select supportive service partners to implement the model program.

» **Identify Locations for Small-Lot Zoning and Smaller Housing Units**

Existing single-family homes in Lakewood are being sold at a median price of \$650,000 and only affordable to households earning 165 percent of the Area Median Income. If more housing units are not constructed, over time land and housing prices will continue to increase from the excess housing demand over supply. Smaller homes are one way to better address the need for more affordable housing. Reducing minimum lot size and width requirements in select zone districts or creating a new smaller lot zone district would reduce per-unit land costs and allow development of lower cost units.

Lakewood residents have expressed the desire to preserve existing single-family character. Other cities have enacted small lot zone districts, paired with updated subdivision and design guidelines, to encourage sensitive integration of smaller lot homes within or near established single-family neighborhoods.

Future community engagement can be employed to determine the right fit for Lakewood that integrates open space and design with respect to existing neighborhood character. The creation of a new zone district and any modifications to the zoning ordinance would require a legislative process, including community input and public hearing with Lakewood Planning Commission and City Council.

» **Update ADU Policies to Allow More ADU Construction Citywide**

Adding an Accessory Dwelling Unit (“ADU”) to a single-family lot is a modest way to increase housing density. ADUs can help accommodate an extended or multi-generational family and provide additional income for older adult households or for a caregiver to be able to live on site. However, very few ADUs have been permitted and built in Lakewood. Limited resources exist to help homeowners navigate building an ADU in Lakewood. Zoning changes and other actions would help to encourage and promote more extensive construction and use of ADUs.

Produce educational materials to assist with the building permit process:

Implementing the following would make constructing ADUs more accessible to residents:

- Create materials to help navigate the building permit process;
- Create or sponsor pre-approved architectural plans (for detached ADUs) and provide them at no cost to interested property owners;
- Host informational workshops about ADUs;
- Promote and participate in ADU tours; and
- Coordinate with applicants building new single-family units to inform them of the option of creating ADUs in new construction.

Reduce or eliminate minimum lot size requirements:

Forty percent of all detached single-family home lots in Lakewood are smaller than 9,000 square feet in size, meaning a legal ADU would not be currently permitted on these lots. Reducing or eliminating the minimum ADU lot size requirement in the zoning ordinance would require a legislative process with community input and public hearing with the Lakewood Planning Commission and City Council.

Subsidize or reduce utility connection fees:

A new utility connection for an ADU can add significantly to the total project cost. Appropriate representatives of the city should confer with local utilities to clarify water and sewer service requirements and allow joint utility meters for attached or internal ADU construction.

The city could also collaborate with utility districts in Lakewood, including the city's own utility, to lower the high cost of water and sewer service connection fees that apply to ADUs when separate service is required or preferred. Another action available to the city is to create a utility tap program for affordable housing developments or low-income homeowners.

2.C: Redevelop Vacant or Underutilized Land for Affordable Housing

Lakewood is a primarily built-out community and most future housing production will require redevelopment or conversion of property to more productive use. Support the post-Covid adaptive reuse of existing commercial buildings or properties that have seen a reduction in demand for their current use (e.g., significantly vacant, or low rent producing motels, office buildings, or shopping centers) into affordable housing.

Strategy implementation includes developing an initial inventory of surplus municipal-owned land and real estate; assessing suitability of land for infill residential uses or building conversions; and making regulatory or planning changes (zoning, Comprehensive Plan designation, etc.) to support future housing production on identified sites. Available tools include Community Benefit Agreements to require affordable housing units in exchange for city assistance (such as funds to reimburse landowners, or contributions to the planning/entitlement process that remove risk and uncertainty prior to disposition). Establish an interdepartmental coordination team to review potential sites and make recommendations.



Short term (2-3 yrs)



Moderately complex



Direct fiscal cost

Strategy #3

Expand Housing Choices and Services for Residents

Promote homeownership opportunities and pursue partnerships to support a diverse and complete housing stock that responds to needs of a changing population base.

More diversity in the size, type, and cost of housing available can help to improve alignment with housing needs as they change. Facilitating a wider range of housing options – especially smaller-scale options – is one way to support broader affordability within Lakewood and to ensure that long-time residents who want to remain in the community have viable housing alternatives. Policies and city-led efforts that encourage the production of new market-rate housing types, services, and innovative “naturally” affordable units such as “Accessory Dwelling Units”, “Tiny Houses”, and “Micro-units” will ultimately serve to increase the supply of affordable housing by facilitating better mobility and tradeoffs within the local housing market.



Long term (4-5 yrs)



Least complex



No direct cost

3.A: Expand Senior Housing Choices

Lakewood will experience an increase in the number of older adult households. An increase in requests for permits to remodel homes (to facilitate aging in place) and an increase in multi-family developments with services geared to the varying needs of older adults may occur.

Explore ways to create more senior housing options:

Encourage future senior housing developments to be in walkable areas close to transportation services. Explore emerging services such as home sharing programs and identify ways the city can lend support or credibility to service providers.^{vi}

Continue to support programs and organizations that assist older adults with their housing needs:

For many years, the city has used Community Development Block Grant funding to help support non-profit organizations such as Foothills Regional Housing and Brothers Redevelopment, Inc. to assist older adults and those living with disabilities in single-family housing with minor housing improvements and exterior painting and yardwork. These programs help older adults make necessary improvements that allow them to safely remain in their homes.

3.B: Create Affordable Homeownership Opportunities

» **Develop Downpayment Assistance Program(s)**

The city could deploy local funds to supplement downpayment assistance programs, helping to narrow the gap between what existing public programs enable a family to purchase and current for-sale prices. Program eligibility and funds could be limited to first-time buyers and may be targeted at specific income levels. A related downpayment program to consider is an Employer Assisted Housing (“EAH”) fund. Investigate whether a coalition of local employers can jointly fund and operate a program, including the city itself and other local government entities. EAH programs promote homeownership, help to bring down upfront housing purchase costs, and aim to reduce staff turnover by incentivizing employee commitment and investment in the local community. Assistance programs typically provide one-time funds toward initial down payment or closing costs in the form of a forgivable loan (if the recipient stays with the employer for a specified duration of time, the loan is forgiven).^{vii}

» **Establish a City Partnership with Affordable For-Sale Housing Providers to Create More Affordable Homes for Ownership**

Shared equity programs and community land trust models are mechanisms for creating affordable homeownership opportunities and maintaining the units as permanently affordable housing in the long run. Developments are typically led by non-profit land trust organizations. Elevations Community Land Trust, Habitat for Humanity, and the Urban Land Conservancy are three local non-profit organizations focused on acquiring or developing permanently affordable homes. They frequently partner with other public and private organizations (e.g., builders) to implement land trust and shared equity programs in Metro Denver. Long-term affordability is generally created by matching government subsidies to reduce upfront costs, removing the land and horizontal improvements from the initial sale price of the home or units and imposing resale restrictions on subsequent sales, and sharing or recapturing some of the price appreciation to ensure the initial subsidy remains with the home.

Pursue partnerships and leverage city resources to catalyze a mixed-income development model that can help address the shortage of existing ownership units affordable to lower- and moderate- income homebuyers. Identify available properties that are large enough to include a mix of market-rate and affordable product types and where site control could be readily obtained or facilitated. Some profits from



Short term (2-3 yrs)



Most complex



Direct fiscal cost



High impact

market-rate homes or units, for example, could help to cross-subsidize affordable units to be placed in a land trust.



Immediate (1-yr)



Most complex



Direct fiscal cost



High impact

3.C: Create Trauma-Informed Shelter Options for Unhoused

The city has been diligently exploring the future development of a centralized Housing Navigation Center where unhoused residents can receive services, meet basic needs, have shelter, and be connected to stable housing. Those engaged in these efforts recommend employing a Housing First approach and using Trauma-Informed design principles.

Under the Housing First approach, people should have necessities such as housing and food to stabilize other aspects of their lives such as employment, mental health, and substance abuse. The Housing First model is a low barrier to entry, meaning that a person's history does not preclude them from being able to be housed and typically includes case management and services to sustain housing. Housing first is a philosophy that values flexibility, individualized support, client choice and autonomy.

Unhoused residents may have experienced unsafe and traumatic situations that can deter them from seeking assistance and supportive resources. A key element to any housing navigation center will be designing the space using Trauma-informed Design, which is centered around designing spaces that are welcoming, safe, and comfortable for people with a history of trauma.



Immediate (1-yr)



Moderately complex



Direct fiscal cost



High impact

3.D: Broaden Supportive Housing Options for Unhoused

Many instances of homelessness are directly related to non-housing issues; from family or marital crises, job loss, and other societal challenges related to mental illness or substance use disorders. More housing options are needed to address the unique needs of the unhoused.

Non-profit and faith-based service providers are key to successful homeless response models. Therefore, the city should continue to broaden support, build more partnerships, and increase capacity of existing local service providers. Other cities have utilized creative tools such as motel conversion to provide needed supportive and transitional housing options.

Strategy #4

Keep Residents Stably Housed

Expand city assistance to aid households in acquiring and keeping housing and improve user-friendliness of affordable housing programs.

In Lakewood, approximately 25,000 households pay more than 30 percent of their income on housing, which reduces income available to meet other needs such as healthcare, transportation, and childcare. Many households encounter barriers and may not have access to or knowledge of existing housing programs that can offer support during times of crisis. Eviction Prevention and anti-displacement programs are key to ensuring housing stability and preventing homelessness.

4.A: Maximize Rent Voucher Utilization and Acceptance

Housing Choice Vouchers (HCV) allow low-income households to rent any market-rate apartment that is affordable to them. Metro West Housing Solutions and Foothills Regional Housing are the two public housing authorities serving the Lakewood community and administer more than 3,200 Housing Choice Vouchers (Section 8). However, the demand for vouchers far outweighs the supply and many households wait years before obtaining a voucher. Continue to pursue and administer additional vouchers. This will require coordinating municipalities and Jefferson County and others to develop a lobbying plan for advocating at the state and federal levels for more funding and more vouchers.

Many landlords also remain reluctant to accept vouchers because market rents are commonly higher than the total cost that vouchers can cover. This challenge is not unique to Lakewood. Solving this issue may involve developing partnerships with private landlords and providing incentives to those who accept housing vouchers for low-income households. Incentives could include a rebate of city property taxes for a specified duration or local funds to cover property damage for participating landlords. If desired, identify ways in which the city can lend support or resources to access the HUD-sponsored Moving to Work (“MTW”) pilot program locally.

The Moving to Work pilot program sponsored by HUD exemplifies potential solutions with which localities and their public housing authorities are experimenting to improve landlord participation in the HCV program and maximize the flexibility of rent vouchers. Several housing authorities in Colorado, including Foothills Regional Housing, have applied for, and been accepted into the program.



Short term (2-3 yrs)



Moderately complex



Direct fiscal cost



Immediate (1-yr)



Moderately complex



Direct fiscal cost



High impact

4.B: Support Eviction Prevention Programs

Evictions are processed through Jefferson County leaving Lakewood with limited opportunities to improve the eviction laws for Lakewood residents. Continue to support existing non-profit eviction prevention programs available to Lakewood residents. Existing eviction prevention programs in the city have relied upon once-in-a-lifetime state and federal funds (CDBG-CV, ERAP) that became available during the COVID-19 pandemic. These funds are slowly diminishing but the need for these services is still significant in the Lakewood community.

Committing local funding would help continue or increase these eviction prevention services for rent, mortgage, and utility assistance to keep people stably housed. For households in the lowest-income household categories, provide local tenant-based financial assistance to help households (especially those with children or elderly) access and stay in housing in the face of job losses or health crises. Locally funded rent voucher programs can allow for greater administrative flexibility and community-specific eligibility criteria that can help address urgent needs in a timely manner to prevent loss of housing. The Action Center, a locally based non-profit, provides rental housing assistance, eviction prevention, and mortgage and utility assistance which could be expanded to more Lakewood residents, if funding is available.

Develop informational materials for tenants and landlords that highlight local resources to assist in preventing evictions such as mediation and legal services.



Long term (4-5 yrs)



Least complex



No direct cost

4.C: Strengthen Resident Stability in Mobile Home Parks

Mobile home parks in Lakewood are a source of affordable housing. However, in most cases, owners of mobile homes typically do not own the land on which the mobile homes are located and can be at risk of displacement. Most recently, Colorado has adopted several bills to strengthen the rights of mobile home parks including HB19-1309, HB20-1196, and HB20-1201. More State bills are anticipated to come. City staff should monitor and evaluate the bills to determine how best to support appropriate state measures to prevent displacement.

4.D: Improve Access to Housing Resources for People who Encounter Barriers

Input received as part of the Plan highlights a set of common barriers that can be better addressed in the design and implementation of future housing policies and communication efforts. Even when affordable housing units or resources are available, some non-English speaking residents encounter linguistic barriers, and many others struggle with a limited knowledge or understanding of existing programs. Partner with housing providers and state funding agencies to 1) promote assistance programs designed specifically for non-English speaking residents to minimize linguistic barriers with multilingual information campaigns about available housing assistance and programs; 2) proactively address fears in the community about public charge and deportation; and 3) help enhance the capacity of local cultural and social service organizations to serve non-English speaking residents.



Long term (4-5 yrs)



Least complex



Direct fiscal cost

Housing Analysis & Community Engagement Findings

COMMUNITY HOUSING SURVEY

The full results and methodology of the housing survey are reviewed in Appendix A. The electronic survey was designed and administered in English and Spanish language. A total of 500 valid survey responses were received from January 30th through March 6th. The resulting survey "sample size" of 500 respondents satisfies typical standards for statistical significance (only 384 responses were needed to achieve a 95% confidence level with 5% margin of error). Although the distribution of the survey was not strictly random, the 500 completed responses are large enough to assume a normal distribution.

The majority or 54 percent of all survey respondents have housing costs that exceed \$1,875 per month.

About one-quarter of all respondents spend less than \$1,250 per month on housing. Many of such respondents are long-time homeowners. Among renters with monthly costs below \$1,250, about two-thirds of respondents receive Section 8 vouchers or reside in publicly assisted housing units. Assuming a normal response distribution within each housing price bracket, the average monthly cost for owners and renters in the survey sample is about \$2,200 and \$1,800, respectively.

Inability to afford the down payment on a home purchase is the most frequently cited housing challenge in Lakewood.

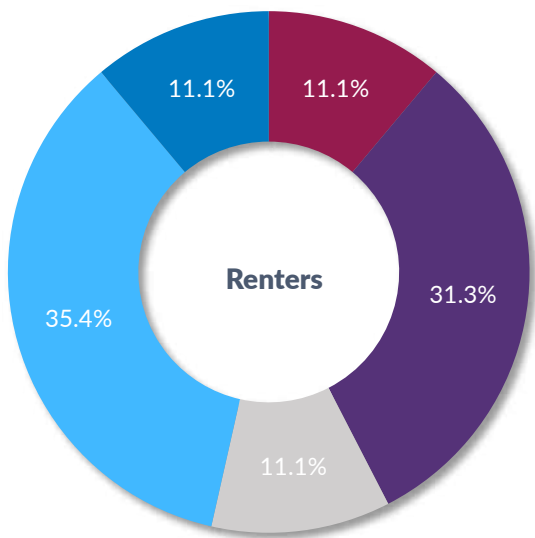
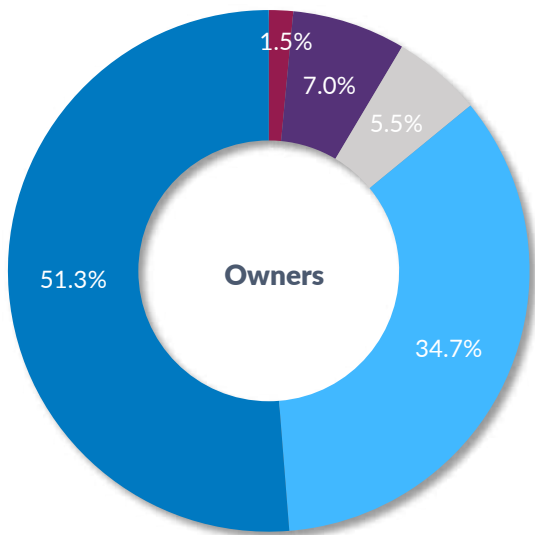
Worries that rents will increase to unaffordable amounts represented the second most cited concern. Respondents that struggle to make current rent or mortgage payments represented the third most frequent response. About 15 percent of responses from homeowners also related to concerns or challenges about paying utilities or property taxes.

Almost 80 percent of all survey respondents are very or somewhat satisfied with their current housing situation and 60 percent describe the physical condition of their unit as excellent or above average.

About 16 percent of survey respondents are somewhat or very unsatisfied with their current housing situation. Renters are much more likely to be unsatisfied than homeowners. Only one percent (1%) of survey respondents indicated

the physical condition of their unit as “poor.” An additional five percent (5%) of respondents describe the condition of their unit as “below average.” Existing owners describe the physical condition of their housing units more positively than renters.

FIGURE 1: HOUSING SATISFACTION LEVELS OF SURVEY RESPONDENTS



The most important factors influencing housing choices in Lakewood are overall cost of the unit and safety of the neighborhood.

The “overall cost” and “overall quality” were the first and second most important housing *unit* factors among both homeowners and renters, rated more important than other factors such as unit size, design/layout, and outdoor space. The “size of the lot or outdoor space” was the lowest rated housing unit factor by all respondents, irrespective of housing tenure or income level.

In terms of housing *location*, the safety of the neighborhood and “proximity to parks, open space, or trails” were the two most important factors among survey respondents. About 95 percent of all owners and renters indicate that neighborhood safety is “very important” or “somewhat important” to their housing location decisions. The walkability of the neighborhood and proximity to commercial amenities and services were also highly rated location factors.

Twenty percent (20%) of all survey respondents plan to move within the next five years and prefer their next housing unit to be in Lakewood.

About 62 percent of respondents have no plans to move within five years, and an additional 18 percent of respondents plan to move elsewhere (outside of Lakewood). More than 80 percent of renters that expect to move indicate a preference to remain in Lakewood. Homeowners that expect to move indicate a preference to leave Lakewood by almost a two-to-one margin. Among respondents that indicated a preference to move elsewhere, the “overall cost of living”, concerns about crime or safety, and a lack of affordable housing were the three most frequently cited reasons (in that order). Very few of the respondents cited job-related reasons to move, such a lack of employment, low wages, or job relocation.

Survey Respondent Characteristics Relative to the Lakewood Community.

Higher-income households that own detached single-family homes are overrepresented in the sample, and survey respondents skewed older in age. However, survey response demographics are representative of the Lakewood community in many other regards. The average household size and the workforce participation rate of household members were nearly identical to U.S. Census Bureau (2021) estimates for Lakewood. Geographically, the sample was highly consistent with the estimated distribution of population and households throughout the city. For example, neighborhoods in North Lakewood are estimated to account for about 28 percent of citywide households, while survey respondents residing in the zip codes corresponding to North Lakewood (80214, 80215, and 80401) represented 30 percent of the survey sample.

Survey Response Demographics

	Survey	Citywide
Average Household Size	2.3	2.2
Households with Children	28%	20%
Working Households	76%	73%

Households by Zip Code

80226	23%	23%
80228	18%	21%
80227	18%	16%
80215	16%	12%
80214	11%	13%
80232	9%	9%
Other *	5%	6%

Households by Income

Under \$25,000	5%	9%
\$25,000 - \$49,999	11%	20%
\$50,000 - \$99,999	31%	28%
\$100,000 - \$149,999	25%	17%
\$150,000 or more	28%	26%

Adult Population by Age

Age 18-34	12%	33%
Age 35-54	38%	29%
Age 55-74	40%	29%
Age 75+	10%	9%

*See Appendix A (Community Housing Survey Report) for a complete list of respondent zip codes.

Sources: U.S. Census; GG+A.

Owners of larger single-family homes (typically older in age) indicate the highest propensity to downsize in the next five years.

About 16 percent of all respondents that plan to move within five years indicate a preference for fewer bedrooms in their next unit. Respondents that currently live in a unit with at least four bedrooms indicate the highest propensity to downsize and these respondents tend to be age 55 or older. About one-half of these respondents would prefer a unit with fewer bedrooms. Regardless of respondent age or housing tenure, very few expected movers who currently live in smaller units indicate a preference to downsize in the future. The survey response also indicates a limited preference for current single-family homeowners to change housing types.

TABLE 1: PLANS TO CHANGE UNIT SIZES (AMONG EXPECTED MOVERS¹)

	Fewer Bedrooms	Same Bedrooms	More Bedrooms
Under Age 55	8.8%	46.1%	45.1%
Age 55-74	27.8%	51.9%	20.4%
Age 75 or older	30.8%	61.5%	7.7%
Total (all Movers)	15.9%	51.1%	33.0%
¹ "Expected movers" are survey respondents that indicated plans to move within the next five years.			
Source: Gruen Gruen + Associates			

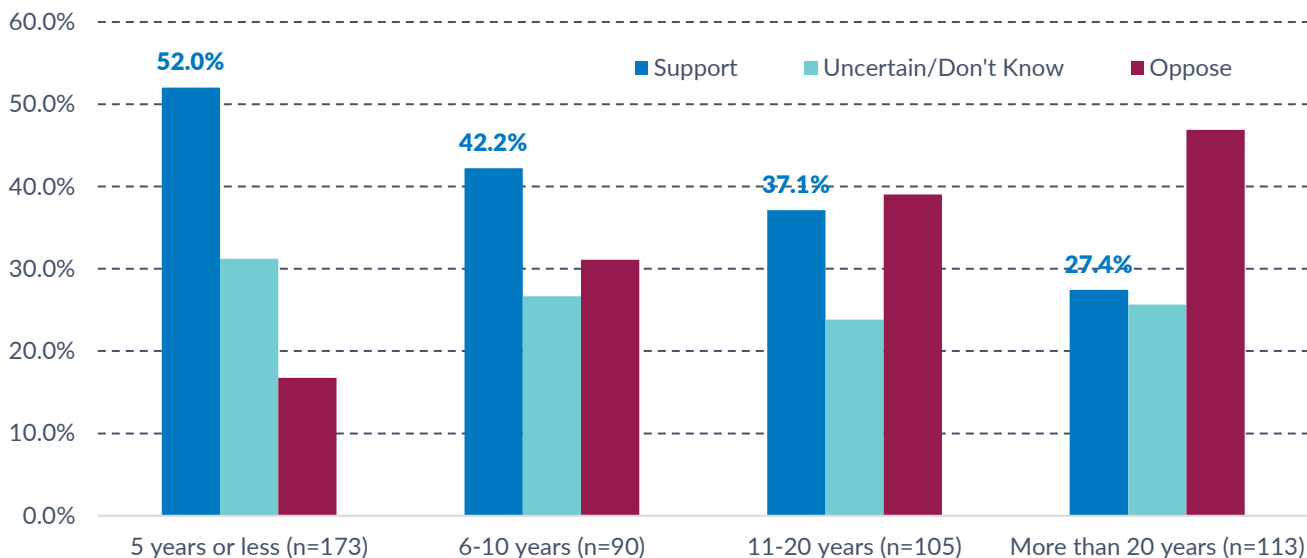
About 41 percent of all survey respondents support a dedicated local tax to fund Affordable Housing in Lakewood; compared to 31 percent of respondents who oppose such a tax.

Levels of support and opposition to a dedicated tax vary with housing tenure and length of residency.^{viii} Respondents who have more recently moved into their current housing unit indicate much higher levels of support than long-term owners who have lived in their Lakewood home for more than 20 years. Among respondents who support a dedicated local tax to fund affordable housing in Lakewood, the most popular option (favored by about two-thirds of supporters) would be an increase to the Accommodations Tax. The second most popular option would be an increase in the local Sales Tax rate.

Nearly one-half (50%) of survey respondents support zoning changes to encourage more affordable housing options in Lakewood.

About 49 percent of respondents support changing the zoning code to allow ADU's on more residential lots while 26 percent oppose a zoning code change related to ADU's. Approximately 50 percent of respondents support changing the zoning code to allow duplexes/attached units on single-family residential lots while 33 percent oppose a zoning code change related to duplexes/attached units on property zoned only for single-family use.

FIGURE 2: LEVELS OF SUPPORT AND OPPOSITION (TO A DEDICATED LOCAL TAX) BY DURATION IN HOUSING UNIT



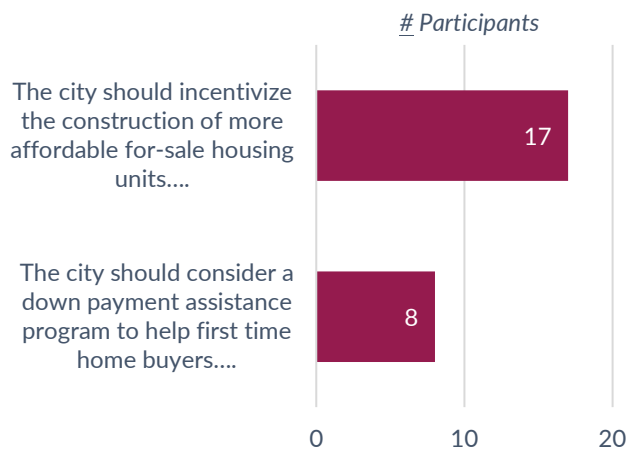
COMMUNITY OPEN HOUSE AND HOUSING RESOURCE FAIR

A community open house and housing resource fair was held on April 4, 2023. The open house included informational posterboards of the housing analysis and survey results and engagement opportunities for residents.

Sixty-five (65) people attended the open house and fair. Seven community service providers were present including Metro West Housing Solutions, Elevations Community Land Trust, The Action Center, Benefits in Action, Foothills Regional Housing, and Lakewood's Homeless Navigators and Community Action Team. All materials were translated into Spanish and two interpreters were present.

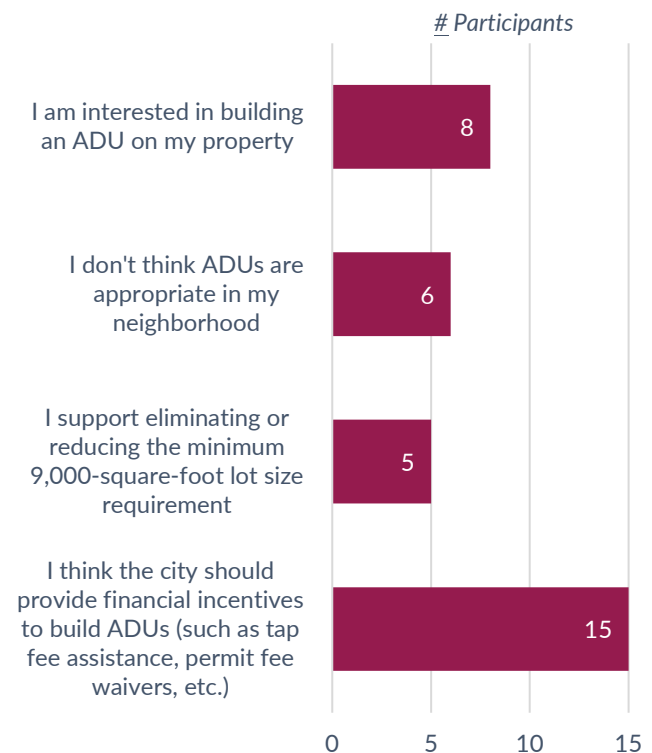
As summarized in Figure 3, 39 percent of attendees responded positively to adding more for sale affordable ownership housing.

FIGURE 3: FOR SALE HOUSING NEEDS - WHAT SHOULD THE CITY'S ROLE BE?



As summarized in Figure 4, 28 attendees (43 percent) favor building ADU's. Only six (nine percent) of attendees expressed concerns about ADU's being built in their neighborhoods.

FIGURE 4: WHAT ARE YOUR THOUGHTS ON ACCESSORY DWELLING UNITS?



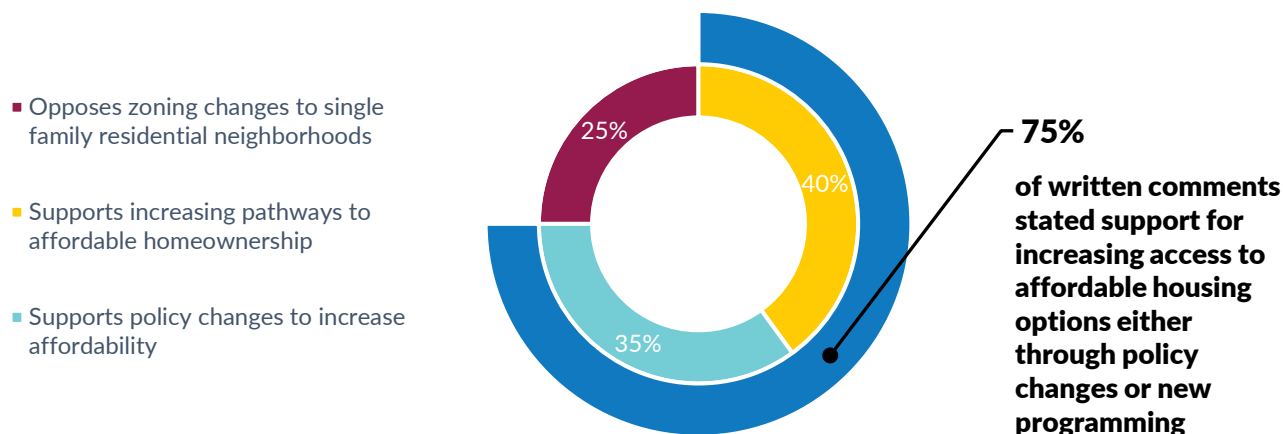
Written comments from attendees included thoughts on affordability of housing, receptivity to changes in housing policies, and a variety of ideas to make living in Lakewood a better experience.

Staff summarized the written comments from the open house into three main categories:

- Forty (40) percent of attendees support increasing pathways to affordable ownership;
- Thirty-five (35) percent of attendees support policy changes to increase housing affordability; and
- Twenty-five (25) percent of respondents oppose zoning changes to single family residential neighborhoods.

All written comments can be found in an attachment at the end of the Strategic Plan and Executive Summary (Page 43).

FIGURE 5: SUMMARY OF WRITTEN COMMENTS



LAKEWOOD TOGETHER WEBSITE

The Lakewood Together project website has attracted over 5,000 visitors with 1,300 active users. The project website featured engagement tools such as FAQs, Ideas, and Public Comment and the information has been summarized in this section.

Participation on the project website brought creative ideas and differing perspectives on ways to improve housing in Lakewood.

The project website featured an Ideas Tool for residents to contribute housing strategies for staff to consider. Participants could either post an idea or interact with an existing idea by liking it or adding a comment. Participants submitted 38 ideas which along with comments can be viewed on the Lakewood Together project website.

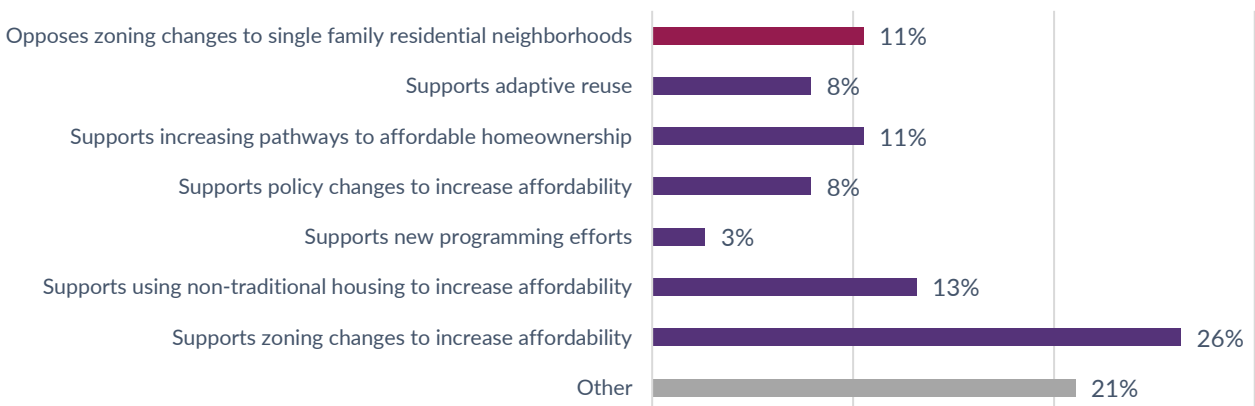
Staff summarized 38 comments into eight common themes as shown in Figure 6. Most of the ideas and strategies focused on zoning and non-traditional housing.

The category “Zoning Changes to Increase Affordability” included ideas such as removing parking minimums in the zoning code or rezoning

commercial use areas to mixed-use residential. The category “Policy Change to Increase Affordability” included the ideas of reducing property taxes to promote affordability and instituting rent control, whereas the category of “Other” included ideas to create aesthetics and better building design.

All the comments submitted are included in an attachment on page 43.

FIGURE 6: SUMMARY OF LAKEWOOD TOGETHER IDEAS



EXISTING CONDITIONS & TRENDS

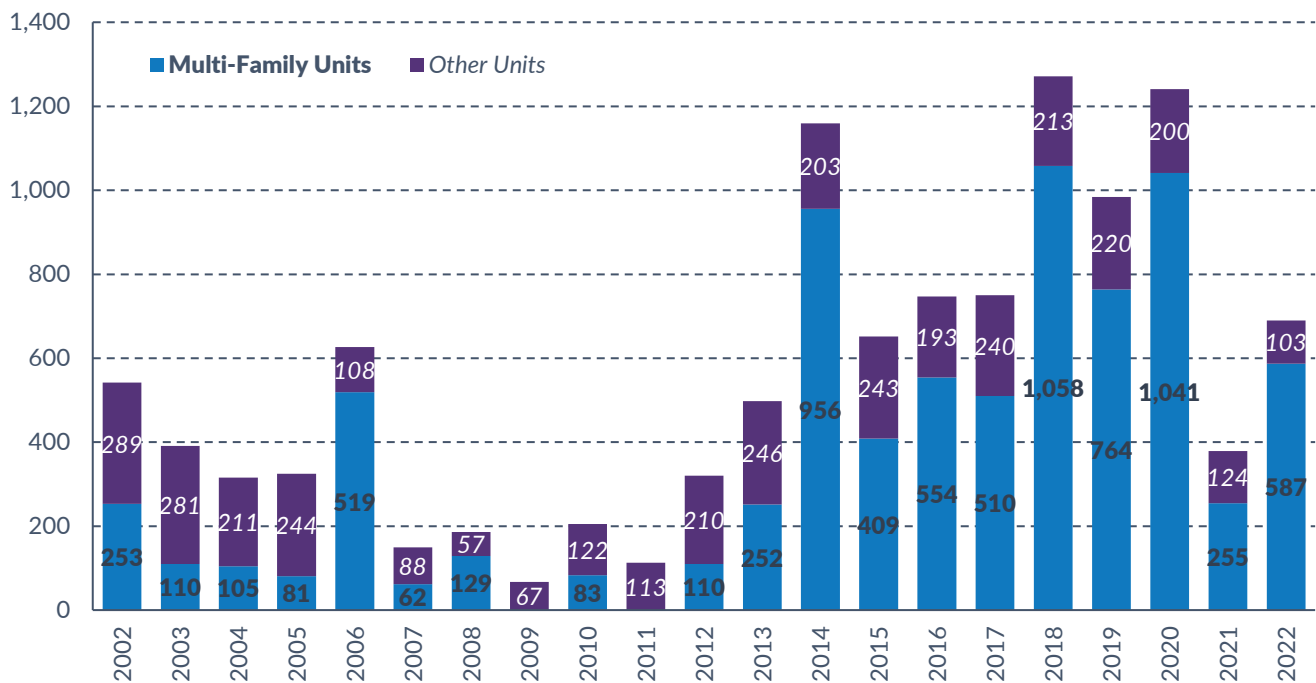
Completion of an analysis of existing conditions and trends provides an information base about the current housing inventory, prevailing housing market conditions, indications of housing affordability, and demographic, socioeconomic, and local economic factors affecting housing needs in Lakewood. The information provides perspective for the identification of unmet and future housing needs. The full technical report is provided in Appendix B.

Total housing inventory in Lakewood grew at an average rate of 0.8 percent annually over the long-term (1990-2020 Census) and single-family units represent the predominant source of existing housing supply (about 58 percent of inventory).

Approximately 2,100 new housing unit completions have been recorded since early 2020, suggesting the city housing stock now includes about 73,000 units. The composition of the housing inventory continues to shift in favor of

multi-family units. About two-thirds of all new residential construction permits over the past 20 years have been in multi-family structures. Recent residential development activity has been geographically concentrated in North Lakewood. Just three neighborhoods (Molhom/Two Creeks, Eiber, and Northeast Lakewood) have accounted for more than 50 percent of citywide new residential construction permits issued in the past five years.

FIGURE 7: NEW RESIDENTIAL PERMITS ISSUED BY YEAR



Sources: City of Lakewood; Gruen Gruen + Associates.

The existing affordable housing inventory includes 2,900 publicly assisted rental units. Other sources of affordable housing in Lakewood include older apartment complexes, townhome/condominium units, and mobile home parks.

The existing inventory of publicly assisted housing comprises about 10 percent of all rental supply within Lakewood. Many of these existing units are assisted by Section 8 vouchers or Low Income Housing Tax Credits and typically serve households at or below 60 percent of Area Median Income. Rents at some larger apartment communities built in the 1970's and 80's are priced at levels affordable to households earning between 50 and 80 percent of Area Median Income, although they are not income-restricted.

Symptoms of physical housing scarcity persist in Lakewood. Irrespective of the cost, a limited amount of housing is available to purchase or rent.

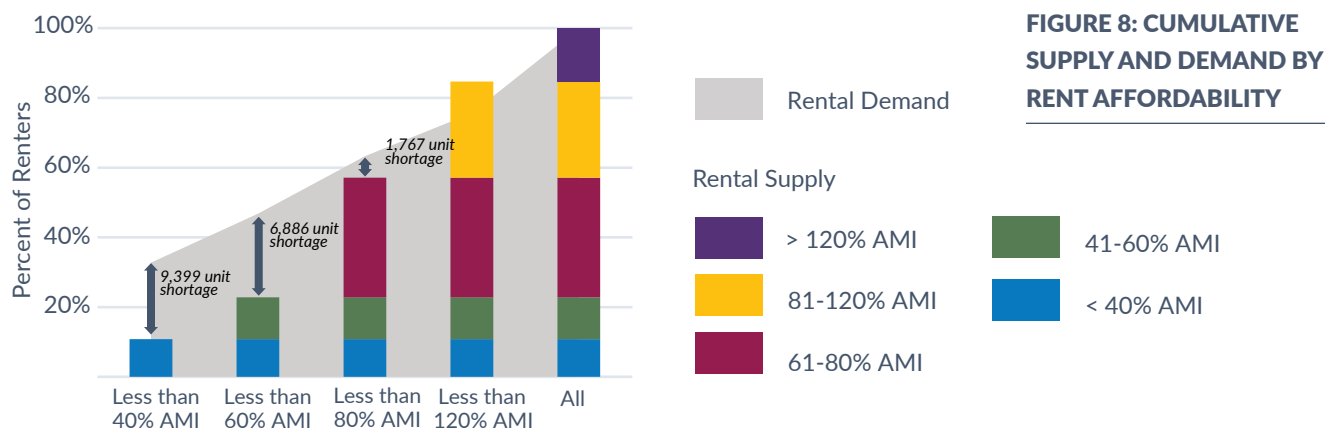
As of March 2023, only 140 housing units were listed for sale in Lakewood, representing availability of less than one-half of one percent. Secondary market surveys indicate apartment (rental) vacancy rates in Lakewood are persistently at or below five percent.

Apartment rents and for-sale housing prices have increased significantly in Lakewood.

The median single-family home price was approximately \$650,000 in 2022, representing a 92 percent increase since 2015 (when the median single-family home in Lakewood sold for about \$339,000). The median resale price for townhome and condominium units was approximately \$383,000 in 2022 and has more than doubled since 2015. Median monthly rent in Lakewood North (north of Alameda) increased from \$1,250 per unit in 2017 to \$1,680 per unit in 2022, representing median rent escalation of about six percent annually. Lakewood South (south of Alameda) has seen median monthly rents increase from \$1,430 per unit in 2017 to \$1,840 in 2022, representing a 5.2 percent annual rate of increase.

Housing affordability conditions for homeowners have remained relatively stable over the long-term, but conditions for renters have significantly worsened.

Households spending 30 percent or more of their income on housing are considered "cost burdened." The cost burden rate for Lakewood homeowners was 21 percent in 2000 and 22 percent in 2021. The cost burden rate for renters increased from 39 percent in 2000 to over 58 percent in 2021. The most significant concentrations of households experiencing a cost burden or other housing problem have incomes below 80 percent of Area Median Income. Lakewood is estimated to contain nearly 13,000 lower income renters who have a housing cost burden. This compares to less than 3,000 publicly assisted rental units in the community.



Sources: U.S. Census Bureau, ACS 2021 estimates; HUD.

Lakewood, like many other communities, experiences a large deficit or “gap” of deeply affordable rental units. Current for-sale housing gaps are also concentrated in the lowest-income and price segments of the market.

About 9,400 existing rental households can afford no more than \$875 in monthly gross rent. The existing supply of rental units priced below \$875 is estimated at about 3,100 units (including units with “no cash rent”), suggesting a gap or deficit of about 6,300 rental units affordable to the lowest income bracket. An existing 7,800 homeowners whose incomes would suggest affordable purchase prices below \$175,000 compares to an estimated supply of only 1,000 units, indicating a gap of 6,800 owner-occupied housing units at deeply affordable purchase prices (below \$175,000).

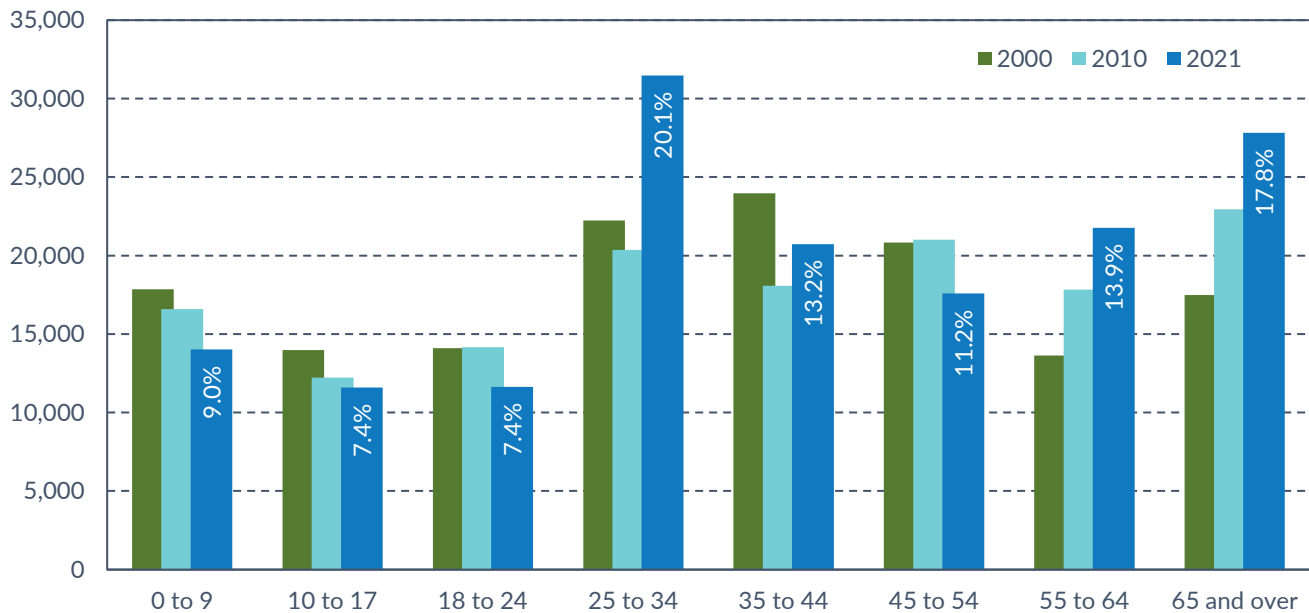
Lakewood’s population grew by only 8.5 percent between 2000 and 2021, reflecting a changing demographic make-up and smaller household sizes.

Nearly three-quarters of all households in Lakewood are currently estimated to contain only one or two people. A relatively sharp decline in family households with children has also occurred over the past two decades. The 2000 Census

reported about 17,200 families with children in Lakewood, while recent estimates (2021 ACS) suggest this number has declined to fewer than 13,900 families with children.

Recent growth among the Millennial population aged 25 to 34 has been significant and now represents the largest age cohort in the community at 20.1 percent of the total population.

Lakewood has also experienced steady long-term growth in its population of older-age adults. The population age 65 or older grew from 12 percent of the population in 2000 to nearly 18 percent by 2021. The population of children under the age of 18 has declined over time, both in absolute numbers and as a share of overall population.

FIGURE 9: CITY OF LAKEWOOD POPULATION BY AGE

Sources: U.S. Census Bureau; Gruen Gruen + Associates.

On an inflation-adjusted basis, the median household income in Lakewood has declined over time, decreasing from \$89,000 in 2000 to about \$84,500 in 2021.

This represents a real decline of five percent over a 21-year period. Long-term patterns within Lakewood are similar to broader trends of increasing income polarization. Middle-or moderate-income households have tended to decline over time, accompanied by increasing numbers of both very low- and very high-income households.

Lakewood experiences large inflows and outflows of labor. Nearly 85,000 non-resident workers commute into Lakewood for employment, and a similarly large number of residents leave the community for employment.

Local employers “import” about 84 percent of needed labor from beyond Lakewood. Non-resident workers that commute into Lakewood for employment primarily originate from areas

east and north of Lakewood. Similarly, more than 80 percent of working residents are employed outside of the city. The primary commute destination is the city of Denver. The commuting patterns in Lakewood are emblematic of the geographic housing market area which primarily includes the western side of Denver and suburban communities in Jefferson County.

The estimated jobs-housing unit ratio in Lakewood currently approximates 1.1 jobs per housing unit.

Historical estimates of local wage and salary employment and the housing stock indicate that the ratio has ranged from about 1.0 to 1.2 jobs per housing unit. Areas with high jobs-to-housing ratios typically do not have an adequate amount of housing supply to meet the needs of the local workforce. This is not necessarily the case in Lakewood, suggesting that factors other than local employment growth have contributed to the rapid price escalations and low availability rates for existing housing inventory.

FUTURE HOUSING NEEDS

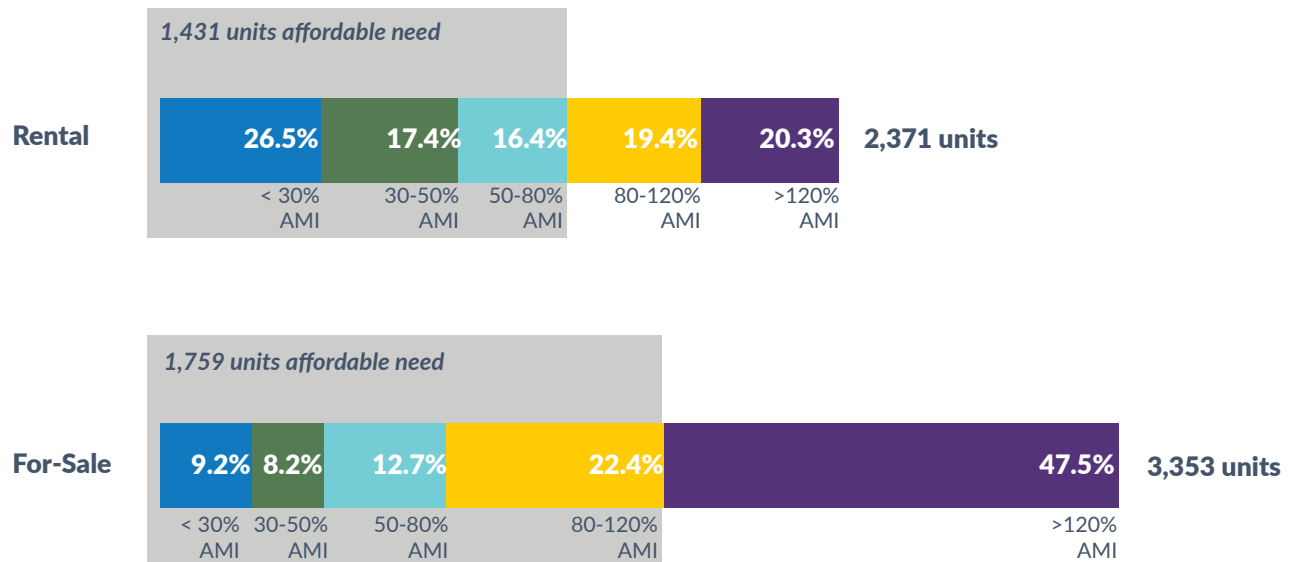
Appendix C includes a projection of additional housing needed in Lakewood over the next 10 years. The projection demonstrates minimum needs (not a forecast of actual housing construction/development), including the amount, type, and cost/price point of additional housing likely required simply to “keep up” with expected population and household growth in Lakewood and Jefferson County. The projection quantifies the relationships between future growth (i.e., new households), their likely demographic attributes and incomes, and thus the ability of future households to pay for housing in Lakewood.

Lakewood is projected to grow by 5,500 households over the next 10 years.

About 73 percent of projected household growth (4,000 households) is associated with households that will have at least one member in the workforce. The remainder of projected growth (27 percent, or 1,500 households) is projected to be related to non-working households without members in the workforce. Non-working households are typically much smaller and older in age than workforce households.

About 4,200 workforce housing units are projected to be needed in Lakewood over 10 years, and almost 65 percent of the overall need is likely to be for ownership (for-sale) housing.

Workforce households with incomes above 80 percent of Area Median Income comprise about 2,800 units, or two-thirds, of the projected future workforce housing needed in Lakewood. About one-third of the additional workforce housing need will likely originate from lower income households who typically cannot afford market-rate housing prices in Lakewood. About 800 workforce units are projected to be needed for households earning below 50 percent of Area Median Income, for example, and much of this need will be for small rental units. Irrespective of income level or housing tenure, the projection of future workforce housing need indicates that many new households are likely to be smaller in size (single or two-person households without children).

FIGURE 10: FUTURE HOUSING NEEDS BY INCOME LEVEL

Non-working households are projected to generate an additional need of 1,500 units over the next 10 years. These needs will be primarily driven by small households that are older in age.

Approximately 1,530 smaller units suitable for non-working households are projected to be needed over the next 10 years in Lakewood. More than one-half of the overall need is likely to be for rental housing. Smaller units affordable to non-working households with incomes below 30 percent AMI comprise the largest category of projected need at just over 600 units.

Lakewood has more than sufficient land and redevelopment/infill capacity to accommodate the minimum projected 10-year housing need.

Currently planned and previously proposed housing developments, if implemented, would exceed the overall estimated need (5,800 units) over 10 years. City planning application data suggests that housing projects under construction, approved, planned, or tentatively proposed (within the past three years) could represent about a 15-year supply. This is a desirable situation – to avoid the perception of shortages, land price increases, and to encourage the maintenance of existing housing, considerably more land and housing should be available for development/redevelopment than the amount estimated to be needed to meet projected housing need over the next 10 years.

HOUSING DEVELOPMENT ECONOMICS

A real estate economic analysis of prototypical housing development alternatives in Lakewood was used to identify housing “production gaps” - meaning types or price points of housing that will not be feasibly produced in sufficient quantities by the private market. The analysis also modeled hypothetical inclusionary zoning options that would require new developments to “set aside” a certain percentage of units at affordable prices. The detailed analysis is included in Appendix D. It identifies land and development cost assumptions, market sales prices and market rent estimates, affordable sales price and rent estimates, financing parameters, typical rate of return or profit requirements, and resulting estimates of housing development feasibility (or infeasibility).

Three housing prototypes were selected for their consistency with housing needs and the type and scale of housing built recently in Lakewood.

Physical assumptions about building heights, site open space, residential parking, and commercial space/design requirements are consistent with representative existing zoning districts. The three housing prototypes modeled in the analysis include an Attached Townhome use (for-sale housing, density of 20 units/acre), Walk-Up Apartment use (rental housing, density of 30 units/acre), and Urban Infill Apartments (rental housing, 80 units/acre).

Total development costs are estimated to range from a low of \$335 per square foot for the Attached Townhome use to nearly \$490 per square foot for the Urban Infill Apartment use.

Total costs range from approximately \$325,000 to \$500,000 per housing unit. Typical land costs comprise under 10 percent of development cost. Hard construction costs (sitework and building construction) range from about 65 to 75 percent of total development cost. The cost of utility tap and municipal fees range from approximately \$31,000 to \$49,000 per unit and represent a larger capital expense than typical land costs.

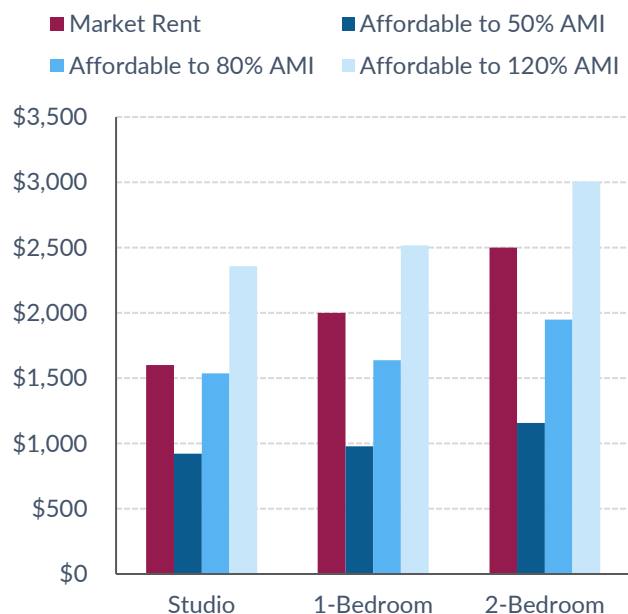
TABLE 2: SUMMARY OF HOUSING PROTOTYPES

	Attached Townhomes	Walk-Up Apartments	Urban Infill Apartments
Representative Zoning	R-MF	M-G-S	M-G-T
Building Height(s)	2-3 story	3 story	6 story
Housing Density (Units/Acre)	20 du/ac	30 du/ac	80 du/ac
Floor-Area-Ratio	0.7	0.7	1.7
Residential Parking Ratio (Stalls/Unit)	1.75	1.5	1.0
Average Unit Size (in Square Feet) ¹	1,500	835	720
¹ Amount of rentable or sellable space per unit. The multi-family apartment prototypes include other space (circulation, common areas, etc.) representing about 10 to 20 percent of total gross building area.			
Sources: City of Lakewood; Gruen Gruen + Associates.			

Market sales prices for Attached Townhome units are estimated to average \$425 per square foot or about \$640,000 per unit. Market rents for prototypical apartment units are estimated to range from \$1,600 to \$2,500 monthly, averaging about \$2.75 per square foot per month.

The difference between market price and an affordable purchase at 80 percent of Area Median Income is estimated to be about \$275,000 for a two-bedroom townhome unit and nearly \$400,000 for a three-bedroom townhome unit. The difference between market rent and an affordable rent at 80 percent of Area Median Income is estimated to be less than \$100 per month for a small studio unit but as much as \$550 per month for a larger two-bedroom unit.

FIGURE 11: MARKET RENT TO AFFORDABLE RENT COMPARISON



New attached single-family housing cannot be feasibly produced at prices affordable to households earning below 160 percent of Area Median Income. The private market will also be challenged to supply new rental units at prices affordable to households earning below 80 percent of Area Median Income.

About 60 percent of the predicted future housing need in Lakewood over 10 years is for housing that will not be feasible for the private market to produce through new construction. Given the low available inventory, new housing development that would induce higher income existing residents to purchase or rent new housing units - so as to free up lower priced existing homes or units - would be desirable.

Some infill housing developments in Lakewood may be infeasible to develop without incentives.

The Walk-Up Apartment and Attached Townhome housing prototypes can be feasibly developed if 100 percent of the units can be rented or sold at market rates and land can be acquired at a reasonable price. The more dense "Urban Infill Apartment" development prototype, which includes higher-cost structure parking and ground-floor retail space, is marginally infeasible to produce even if all residential units are leased at prevailing market rents. The annual return on equity investment would be approximately 10 percent, a rate of return that is only slightly above the cost of debt in the current interest rate environment.

Each of the prototypical housing developments are infeasible when hypothetical inclusionary zoning requirements are applied.

The economic analysis modeled two inclusionary zoning scenarios: (1) a five percent (5%) set-aside of units affordable to 60 percent of Area Median Income; and (2) a 10 percent set-aside of units affordable to 80 percent of Area Median Income. Any housing development subject to these inclusionary zoning requirements will not be feasible to develop in the current environment. Especially if applied to more expensive construction types, such as the Urban Infill Apartment prototype, affordable housing set-asides would considerably worsen the feasibility gap. This explains the lack of prior “mixed income” housing construction in Lakewood.

Financial incentives will be required to encourage the provision of affordable housing units in new market-rate housing developments.

The estimated feasibility gaps range from approximately \$14,000 to \$49,000 per total housing unit when the hypothetical inclusionary zoning requirements are applied to each housing prototype (e.g., \$3,000,000 incentive for a 100-unit apartment development that provides 5-10 units of on-site affordable housing). Accordingly, a “mandatory” inclusionary zoning policy is not recommended for Lakewood. To encourage affordable housing in new market-rate developments, a voluntary program tied to incentives could be considered. For example: a subsidy roughly equivalent to public fees (utility taps, permits, etc.) in exchange for a 5-10 percent affordable set-aside at 60-80 percent of Area Median Income would be a feasible option.

TABLE 3: FEASIBILITY OF 5% AFFORDABLE SET-ASIDE (WITH PUBLIC SUBSIDY)

Scenario	Walk-Up Apartments		Urban Infill Apartments	
	100% Market	5% Affordable Set-Aside at 60% AMI, with Subsidy ¹	100% Market	5% Affordable Set-Aside at 60% AMI, with Subsidy ¹
Total Development Cost Per-Unit	\$326,300	\$293,900	\$349,800	\$318,600
Net Operating Income Per-Unit	\$21,600	\$20,900	\$21,000	\$20,600
Yield on Cost	6.6%	7.1%	6.0%	6.5%
Annual Rate of Return (7-yr IRR)	13.2%	15.2%	9.9%	12.5%
Feasibility Gap Per-Unit at Minimum 6.5% Yield Requirement	None	None	\$26,400	None
¹ Assumes subsidy amount roughly equivalent to all city fees, in-lieu dedication fees, construction use tax, and utility tap fees.				
Source: Gruen Gruen + Associates				

Community Engagement Written Comments

Written comments compiled by staff from the Open House held on April 4, 2023:

Please consider ways to protect single family ownership. Too many ownership homes are being scraped and replaced with unaffordable rentals.
Please support good quality affordable housing for the 40% of Lakewood households who rent!
Need to encourage ownership and not so many rentals. This is just pushing youth out of the ownership market and housing prices higher.
Could you consider tiny homes for the elderly in lots where their children own a home?
The city should add 20% in height to every zone in Lakewood that the city controls. People can access this additional height in 2 ways - build affordable housing or pay for it and place funds into a kitty to help builders of affordable housing to solve the problems of land acquisition.
We need more support for families that rent and want to buy a home.
Let's start with removing single - use zoning
Let's not remove my single-residency house. Let's look at creative ways to keep trees and landscaping. Lets keep codes and enforce them. I am not for people being packed like sardines, asphalt "yards", no landscaping or places for kids to play and relax.
We need less high density market rate housing. More affordable rental units. Do not do away with single family, low density zoning.
Lakewood is overbuilding. The Denver Line is no longer risable. Also, unincorporated Jefferson County is another mess for Lakewood Residents!
Need affordable housing for 1st time homebuyers, especially families.
Sale of single family homes in blighted neighborhoods should be replaced with multi-unit condos that can sell for the average home cost of the neighborhood. This would increase homeownership and keep housing prices steady. More homes for sale, not apartments for rent
Down payment assistance doesn't help if there isn't inventory. Buyers with DPA can't compete with other buyers in multiple offer situations.
Need more ownership housing - options for seniors downsizing.
Lakewood needs to strategically and aggressively develop affordable housing that is actually affordable (60% AMI and lower). Additionally our city must also simultaneously develop and invest in supportive housing for our neighbors experiencing homelessness.
The number of Community Land Trusts should be larger than zero.
Help us preserve Old Lakewood's large lots south of the light rail. (Beautiful, park-like, farmettes)
Mas regulaciones para los inversionistas. Las pocas casas mas economicas las terminar compranado como inversion y venderlas mas caras. Es muy dificil competir con los inversionistas a la hora de comprar casa. <i>Translated from Google Translate: More regulations for investors. The few cheapest houses will end up being bought as an investment and sold at a higher price. It is very difficult to compete with investors when buying a house</i>
Que alquiler concuerde con las ingresos de las personas. <i>Translated from Google Translate: That rent matches people's income</i>
Tener en cuenta a las personas con bajo ingreso a lo hora de ofecer casas a la venta o alquiler. No esta siendo adsequible para todos :(<i>Translated from Google Translate: Take into account people with low income when offering houses for sale or rent. It is not being affordable for everyone</i>

Community Ideas from Lakewood Together project website:

Continue allowing peaceful single-family zoning so people aren't packed in like rats. Many of us have spent our lives working for our homes
Why does this section asking for ideas state what the ideas can include, it is ridiculous. Anyways? Must follow STI.
Invest in existing housing stock
Renovate, don't demolish
Don't make the STR License Fee too high. We rent our basement out as a STR, but there's a lot of competition now, so we aren't as busy now.
Implement some form of Land Value Taxation
Start doing Actual Economic Development
The City of Lakewood should stop acting as a property developers' advocate in allowing them to set up special taxing districts.
Review building code w/eye to eliminating unnecessary/expensive requirements and adopting innovative materials/techniques. Then do a pilot.
Creative Aesthetics
AFFORDABLE, FULLY FURNISHED HOUSING IN LAKEWOOD, COLORADO
Affordable, fully furnished housing in Denver, Metro Area, Colorado
Utilize vacant land along RTD and 6th Ave-, and on Colfax - not conversions - for affordable housing.
Convert old failing malls into affordable senior housing. Include stores, restaurants, salons, Dr offices or clinics, etc. Convenient. Safe.
Hostels on W Colfax
Community Land Trusts
Resident Owned Communities
Alternative housing should include trailer homes. Some who can't squeeze in an ADU could do so with a mobile home.
Bring back the concept of boarding houses where people can rent rooms in a building w/on-site mgmt., get communal meal(s), facilities.
Modifying the tax code to allow people to better afford homes is a start. Colorado already has myriad taxes and "fees" disguised as taxes.
Rent Control
Prop 123
Keeping Eiber's sustainability program active
Developing small portions of land into RV/ Camper lots
Allow churches and other business to put up tiny homes and/or pallet shelters on unused parking lots.
New build communities focused on smaller homes and multi-unit dwellings.
Lakewood may consider home-sharing - whether shared housing programs that work in other countries would work here.
Shared housing programs
Abolish single use zoning
Allow larger expansions of single family homes so that people can renovate their homes to fit their needs going forward. Allow all ADU types
Allow more flexibility
Remove Parking Minimums and Enforce Parking Maximums
Rezone commercial to mixed-use residential
Walkable neighborhoods like Belmar but affordable

Endnotes and Case Study Examples

- i Note that the categorization is qualitative in nature, intended to highlight which strategies and actions will require more time, effort, and resources relative to one another.
- ii Among residents who indicated support in the survey, the most popular option would be to increase the hotel accommodation tax rate. A two percent (2%) add-on to the existing tax rate would generate about \$1.2 million annually in affordable housing funds, assuming current taxable lodging sales are unchanged over time. The second most popular funding option would be an increase in the local sales tax rate.
- iii Creating below market rate housing for a small proportion of households will not significantly affect overall housing affordability. Increasing housing production to alleviate a very real housing shortage would put more pressure on landlords and sellers to compete by lowering prices and raising the quality of new and existing housing units. Increasing the amount of housing that could be built in Lakewood is the most direct way to alleviate the housing shortage.
- iv Mast (2019) provides evidence showing how these filtrations or move chains work in practice; his estimates suggest that for every 100 market-rate units built in a city, 45 to 70 vacancies will open in below-median-income neighborhoods. The Effect of New Market-Rate Housing Construction on the Low-Income Housing Market (Upjohn. org); Evan Mast W.E. Upjohn Institute for Employment Research, July 2019, pages 1 and 3. Although the new housing units created may be sold or rented at market rates, their creation promotes affordability by helping to satisfy the demand of higher-income households, which would otherwise compete for (and bid up the price of) existing units.
- v The city does not support waiving school and parkland dedication in-lieu fees.
- vi Home sharing or roommate finding social media-based platforms are common. To facilitate aging in place while expanding affordable housing opportunities, identify with assistance from social service provides potential home sharing programs that would provide older households or others with the potential for increased income, companionship, and support from sharing their homes. The city can lend credibility to local home sharing programs or services and help facilitate more widespread use in Lakewood.
- vii The City of Greeley in partnership with other local employers such as the Evans School District #6 and the Banner Medical Center, for example, operates a down payment assistance program coined "G-HOPE." Basic parameters include initial assistance up to \$6,000 per employee if homes are purchased in a qualifying area, with 20 percent of the loan forgiven for each year of employment.
- viii Housing survey results have not been weighted to theoretically align the sample with community-wide demographics. However, it is acknowledged that higher-income, typically older age, owners of detached single-family homes are likely to be overrepresented in the housing survey. If the survey results were weighted for housing tenure (owner vs. renter), for example, the level of resident support for policy options such as a local dedicated tax or zoning modifications to support affordable housing would be higher than presented.

Appendices



APPENDIX A

Community Housing Survey

Housing Characteristics, Satisfaction, Preferences, and
Attitudes of Lakewood Households

Appendix A

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Introduction

To obtain information and perspective about the current housing patterns, housing costs, and housing preferences of existing Lakewood households, GG+A designed, administered, and analyzed an online housing survey. The following report summarizes the responses and findings drawn from the results of the survey.

The electronic survey was made available in both English and Spanish. With assistance from the city of Lakewood, the survey was widely publicized and distributed to the community via methods ranging from city-sponsored social media accounts, the Lakewood Together public engagement website and its registered users, postcard mailings to 137 registered neighborhood organizations, advertisement in the Looking @ Lakewood magazine and other printed newsletters, digital flyers at all Lakewood Recreation Centers, “word of mouth” notifications at community association meetings and City Council Ward meetings, and flyers provided to Lakewood service providers including Metro West Housing Solutions, The Action Center, Benefits in Action, and Foothills Regional Housing, among others.

A total of 551 survey responses were received from January 30, 2023 through March 6, 2023. Fifteen responses were received from people who indicated they do not live or work in Lakewood; these responses were removed from the survey sample. Respondents that answered fewer than 10 survey questions were also removed from the sample. The survey design did not include any required questions and answers and not all survey respondents, including some of the 500 who finished the survey, answered every question. While the survey distribution was not random, the 500 completed surveys provide a large enough sample to satisfy typical standards for statistical significance.¹

Survey Purpose

- Collect timely data about current housing characteristics and costs
- Identify relative importance of housing preferences
- Document housing satisfaction levels
- Quantify expected housing moves (turnover)
- Understand type of housing preferred by expected movers
- Investigate levels of community support for potential housing strategies/policies

¹ According to SurveyMonkey, a population universe of approximately 153,800 (the estimated household population of Lakewood in 2021) would require a minimum “sample size” of 384 people to obtain results with a 95% confidence level and 5% margin of error. Although the survey was not randomly distributed, the 500 completed responses are large enough to assume a normal distribution.

Housing Patterns of Survey Respondents

Current Residential Location

Ninety-eight percent (98%) of the completed surveys are from Lakewood residents. A small number of responses (nine respondents, or two percent of the sample) are included from people who are employed in Lakewood. Table A-1 summarizes the geographical distribution of respondents by zip code.

TABLE A-1: GEOGRAPHICAL REPRESENTATION

Zip Code	In-City Respondents	Other Respondents ¹
80226	23.4%	0.2%
80227	17.6%	0.4%
80228	17.8%	---
80215	16.2%	---
80214	10.6%	---
80232	8.6%	---
80401	2.8%	---
Other (80123, 80211, 80218, 80219, 80236)	1.0%	1.2%
Total	98.2%	1.8%
¹ Includes nine (9) respondents who are employed in Lakewood but not a city resident.		
Source: Gruen Gruen + Associates		

Approximately 30 percent of survey respondents live in the 80214, 80215, or 80401 zip code areas which generally correspond to North Lakewood neighborhoods. An additional 23 percent of all survey respondents live in the 80226 zip code area, which generally corresponds to Central Lakewood neighborhoods. Approximately 26 percent of survey respondents live in the 80227 or 80232 zip code areas which correspond to neighborhoods in South Lakewood. The 80228 zip code area which corresponds to West Lakewood accounted for about 18 percent of all survey respondents.

Types of Housing Units in Which Respondents Live

Table A-2 shows that 68 percent of all respondents live in detached single-family housing units. Another 30 percent live in attached single-family housing or multi-family housing units. The survey is overweighted toward respondents living in detached single-family units as the proportion of detached single-family units make up less than 50 percent of the city's housing inventory.

TABLE A-2: HOUSING TENURE BY TYPE OF HOUSING UNIT

	Owners		Renters		Total	
	#	%	#	%	#	%
Detached single-family	324	81.2	12	12.1	337	67.5
Attached single-family	52	13.0	12	12.1	64	12.8
Multi-family	19	4.8	66	66.7	85	17.0
Other	4	1.0	9	9.1	13	2.6
Total	399	100.0	99	100.0	499	100.0
¹ Sum of total for owners and renters does not match total responses because one respondent did not report their tenure arrangement.						
Source: Gruen Gruen + Associates						

Most owners live in detached single-family homes while most renters live in attached single-family or multi-family housing units. Responses for “other” types of housing units included four renters living in a senior housing or assisted living unit, and several responses to the effect of “parent’s or friend’s basement.”

Length of Time in Current Housing Unit

Figure A-1 shows that approximately 18 percent of respondents have lived in their current housing unit for less than three years. Another 20 percent have lived in their unit for three to five years. Approximately 30 percent of respondents have lived in their current housing for six to 15 years, and 33 percent have lived in their current unit for more than 15 years.

FIGURE A-1: RESPONDENTS BY LENGTH OF TENURE IN CURRENT HOUSING



Housing Tenure

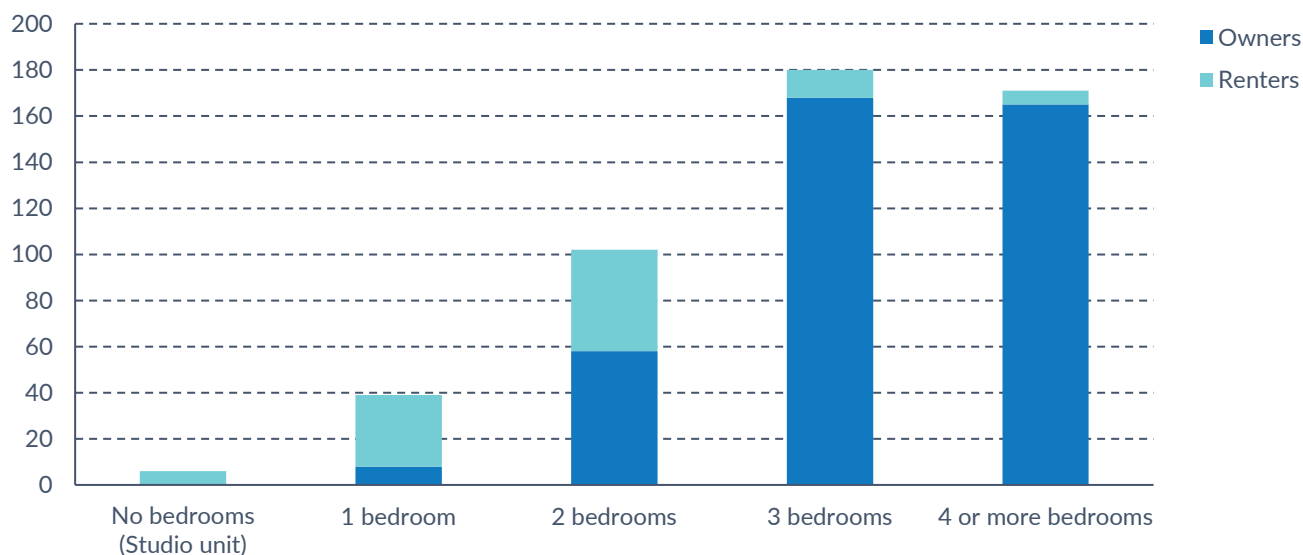
Eighty percent (80%) of all survey respondents own their housing unit. Twenty percent (20%) of respondents rent their housing unit. Approximately 60 percent of all Lakewood households are estimated to be homeowners. It is not unusual for housing owners to have a higher survey response rate than renters.

A total of 99 respondents rent their housing unit. Sixteen of these respondents indicated they receive Housing Choice Vouchers/Section 8 vouchers to assist with rent payments and/or that they live in a publicly assisted housing unit. (Some respondents receive both rent vouchers and live in a publicly assisted housing unit, such as one assisted by Low Income Housing Tax Credits).

Number of Bedrooms

Figure A-2 summarizes the housing tenure of respondents by number of bedrooms in their housing unit.

FIGURE A-2: RESPONDENTS BY HOUSING TENURE AND NUMBER OF BEDROOMS IN UNIT



More than 350 respondents, or approximately 70 percent of all respondents, live in a unit with three or more bedrooms. Approximately 20 percent of all respondents live in two-bedroom units. Less than 10 percent of all respondents live in smaller studio or one-bedroom units.

More than three-quarters of renters live in a housing unit with one or two bedrooms. Almost 85 percent of current owners live in a unit with three or more bedrooms. This correlates to the result that about two-thirds of survey respondents live in detached single-family homes.

Monthly Housing Costs

Each of the respondents was asked, “Approximately how much are your total monthly housing costs, including utilities, insurance, mortgage and property tax or rental payments?” Table A-3 summarizes current monthly housing costs by housing tenure.

TABLE A-3: MONTHLY HOUSING COSTS BY HOUSING TENURE

	Owners		Renters		Total	
	#	%	#	%	#	%
Less than \$875	40	10.2	12	12.1	52	10.6
\$875-\$1,249	53	13.6	11	11.1	64	13.1
\$1,250-\$1,874	77	19.7	32	32.3	109	22.2
\$1,875-\$2,499	97	24.8	28	28.3	125	25.5
\$2,500-\$3,749	89	22.8	15	15.2	104	21.2
\$3,750-\$4,999	24	6.1	1	1.0	24	4.9
\$5,000 or more	11	2.8	0	0.0	12	2.4
Total	391	100.0	99	100.0	490	100.0

Source: Gruen Gruen + Associates

The majority or 54 percent of all respondents have housing costs that exceed \$1,875 per month. About

24 percent of respondents spend less than \$1,250 per month on housing. Assuming a normal response distribution within each price bracket, the average monthly cost for owners and renters is likely about \$2,200 and \$1,800, respectively.

Approximately nine percent of existing owners indicate their monthly housing costs exceed \$3,750 while only one renter indicated monthly costs that exceed \$3,750 (the respondent rents a detached single-family home). Among renters with monthly costs below \$875, one-half of them receive Section 8 vouchers and/or reside in a publicly assisted housing unit. Seven of the 11 renters indicating monthly costs of \$875-\$1,249 live in a publicly assisted housing unit.

The survey respondents indicate current monthly housing costs that are very similar to the overall distribution (of households by housing cost) reported for Lakewood. For example – based on American Community Survey estimates and other secondary market data, about 62 percent of all existing renters in Lakewood are estimated to incur costs between \$1,250 and \$2,499 monthly. Survey respondents are nearly identical, with just under 61 percent of renters reporting total monthly costs ranging from \$1,250 to \$2,499. Similarly, about 11 percent of all Lakewood renters are estimated to incur monthly costs below \$875, compared to 12 percent of survey respondents.

Housing Satisfaction and Quality

Satisfaction with Current Housing Situation

Table A-4 summarizes differences in housing satisfaction among renters and owners.

TABLE A-4: SATISFACTION WITH CURRENT HOUSING SITUATION

	Owners		Renters		Total	
	#	%	#	%	#	%
Very satisfied	204	51.3	11	11.1	215	43.2
Somewhat satisfied	138	34.7	35	35.4	173	34.7
Neutral	22	5.5	11	11.1	33	6.6
Somewhat unsatisfied	28	7.0	31	31.3	59	11.8
Very unsatisfied	6	1.5	11	11.1	18	3.6
Total	398	100.0	99	100.0	498	100.0
¹ Sum of total for owners and renters does not match total responses because one respondent did not report their tenure arrangement.						
Source: Gruen Gruen + Associates						

About 78 percent of all respondents are either very or somewhat satisfied with their current housing situation. An additional seven percent of respondents are “neutral” on their current housing situation. Sixteen percent (16%) of respondents are somewhat unsatisfied or very unsatisfied with their current housing situation.

Renters are much more likely to be unsatisfied with their current housing situation. More than 42 percent of renters are somewhat or very unsatisfied (while less than nine percent of owners are unsatisfied).

Challenges with Current Housing Situation

Survey respondents were asked, “Do you face any of [the following] challenges in your housing situation or neighborhood?” Respondents were allowed to select multiple challenges, and not necessarily specific to their personal situation (but also perception of neighborhood). Table A-5 summarizes the most frequent responses among renters and owners.

TABLE A-5: PERCEIVED CHALLENGES WITH CURRENT HOUSING SITUATION

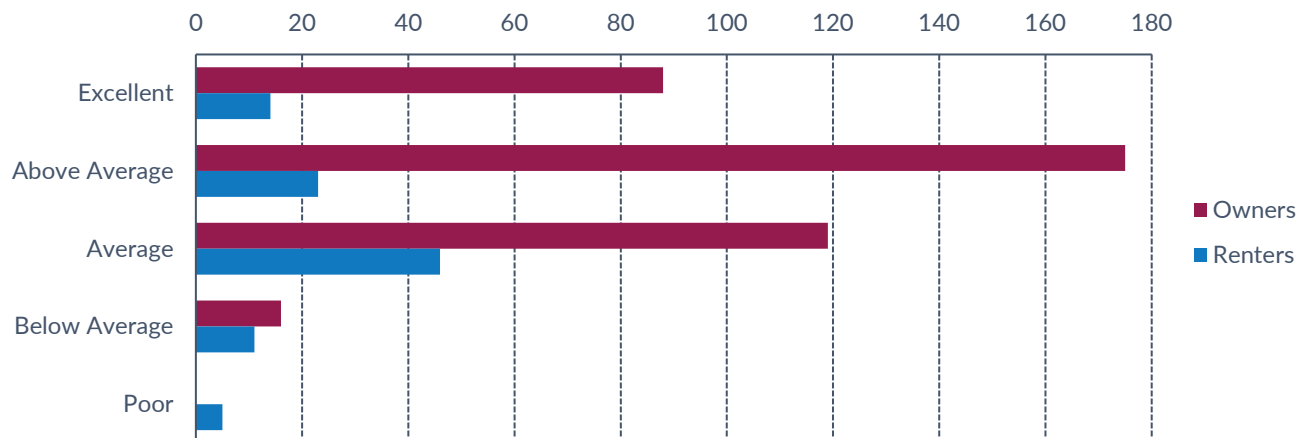
	Owners		Renters		Total	
	#	%	#	%	#	%
Can't afford down payment to buy home	27	31.8	63	33.5	90	33.0
Worry that rent will increase to an unaffordable amount	6	7.1	79	42.0	85	31.1
Struggle to pay rent or mortgage	23	27.1	30	16.0	53	19.4
Can't pay utilities	12	14.1	3	1.6	15	5.5
Can't pay property taxes	13	15.3	0	0.0	13	4.8
Have mobility disability & can't find accessible housing	2	2.4	5	2.7	7	2.6
Have bad credit/eviction or foreclosure history & can't find rental housing	0	0.0	3	1.6	3	1.1
Worry about home foreclosure	2	2.4	0	0.0	2	0.7
In process of eviction	0	0.0	2	1.1	2	0.7
Have felony/criminal record & can't find place to rent	0	0.0	2	1.1	2	0.7
Have Section 8 voucher & can't find place that accepts it	0	0.0	1	0.5	1	0.4
Total	85	100	188	100	273	100.0
Source: Gruen Gruen + Associates						

Inability to afford the down payment on a home purchase and worries that rents will increase to unaffordable amounts represent the two most frequently cited concerns or challenges about housing in Lakewood (33.0 percent and 31.1 percent, respectively). Respondents that struggle to make current rent or mortgage payments represented the third most frequent response (19.4 percent). About 15 percent of the responses from homeowners also related to concerns or challenges about paying utilities or property taxes.

Physical Housing Condition

Respondents were asked to qualitatively describe the physical condition of their housing unit. The results for owners and renters are summarized below in Figure A-3.

FIGURE A-3: RESPONDENTS BY PHYSICAL HOUSING CONDITION



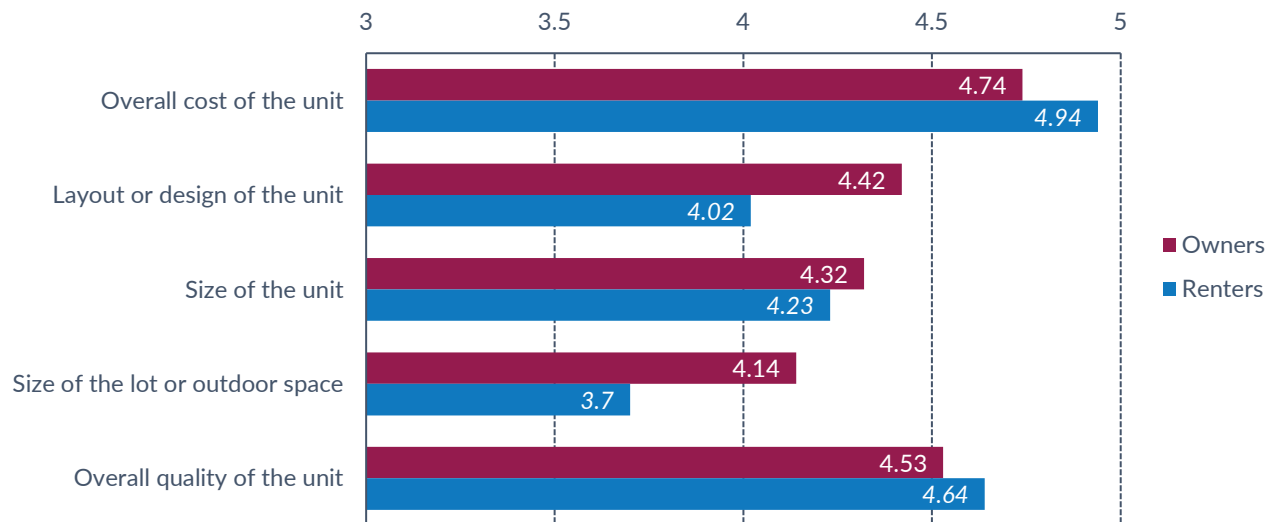
Only five respondents (about one percent) indicated the condition of their unit as “Poor.” Similar to housing satisfaction, existing owners describe the physical condition of their housing units more positively. The majority or 66 percent of owners describe the physical condition of their units as excellent or above average, with only four percent of owners indicating their units are below average. This compares to 16 percent of renters that describe their units as below average or poor. Among renters, the largest frequency of response was for units in “average” condition.

Housing Selection Factors

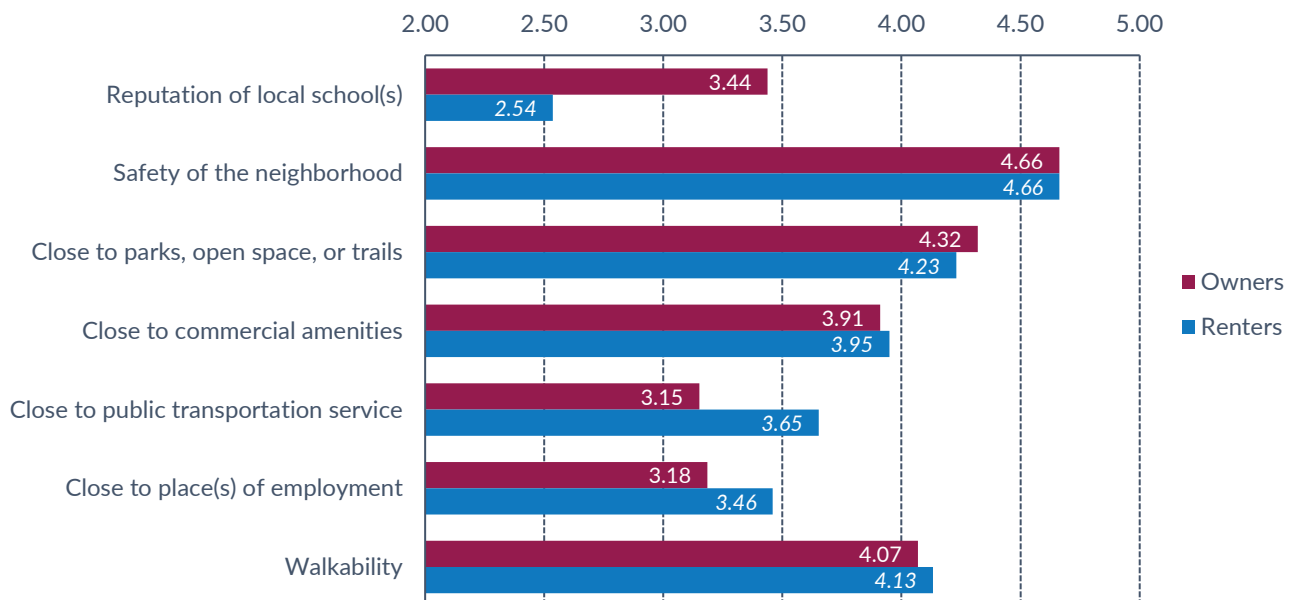
Unit and Location Preferences

One purpose for conducting the survey was to identify factors that are most important to the housing decisions of existing residents. One question contained a list of housing unit preference factors. A second question contained a list of housing location factors.

Each respondent was asked to rate factors on a scale of 1 to 5 as to their overall importance to the respondent’s housing choice. Figure A-4 and Figure A-5 summarizes the mean ratings for the housing preference factors, with a score of 5 signifying a “very important” factor and a score of 1 being “very unimportant.”

FIGURE A-4: MEAN RATINGS OF HOUSING UNIT SELECTION FACTORS

The most important factors influencing housing unit choices are the “overall cost of a unit” and the “overall quality of the unit (given its price).” These were the two most important housing unit factors for both owners and renters. For owners, the layout or design of the unit is slightly more important than the overall size of the unit. The inverse is true for renters, with the size of the unit typically more important than layout or design. The size of the lot (or outdoor space) was the lowest rated factor by all respondents, irrespective of housing tenure.

FIGURE A-5: MEAN RATINGS OF HOUSING LOCATION SELECTION FACTORS

In terms of housing location, the “safety of the neighborhood” and proximity to “parks, open space, or trails” were the two most important factors among all survey respondents. About 95 percent of all owners and renters indicate that neighborhood safety is “very important” or “somewhat important” to their housing location decisions. Similarly, approximately 80 to 90 percent of existing renters and owners indicate that housing close to parks, open space or trails is very important or somewhat important.

The “walkability” of the neighborhood and proximity to commercial amenities and services were the third and fourth highest rated factors, respectively. The reputation of local schools and proximity to public transportation or places of employment are less important to respondents in their housing location decisions.

Although less important than other location factors, the importance of local schools varied significantly by housing tenure. Owners, who more frequently have school-age children, rated the reputation of local schools much higher than existing renters. The opposite was true with respect to public transportation service, with renters generally indicating more importance on proximity than owners.

Plans to Move and Type of Housing Preferred

Table A-6 shows respondents' plans to move from their current housing unit within the next five years.

TABLE A-6: PLANS TO MOVE FROM CURRENT RESIDENCE WITHIN NEXT FIVE YEARS

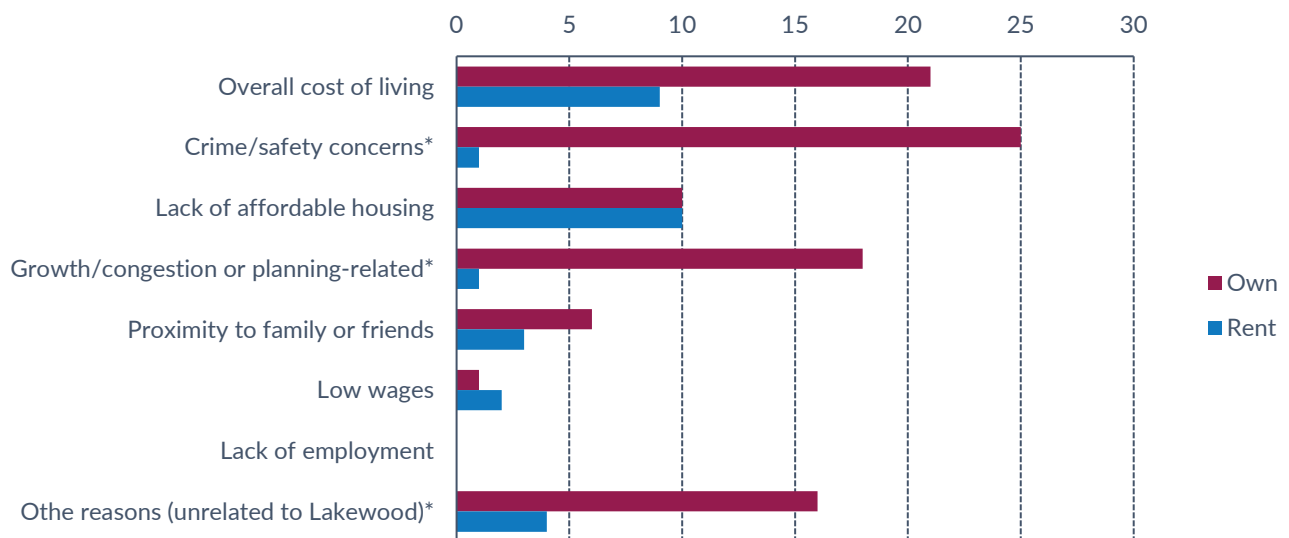
	Owners		Renters		Total	
	#	%	#	%	#	%
No plans to move	284	71.4	24	24.7	308	62.2
Plan to move and want next unit to be located elsewhere (outside City of Lakewood)	73	18.3	14	14.4	87	17.6
Plan to move and want next unit to be in City of Lakewood	41	10.3	59	60.8	100	20.2
Total	398	100.0	97	100.0	495	100.0

Source: Gruen Gruen + Associates

Approximately 71 percent of owners have no plans to move within the next five years. Conversely, more than 75 percent of renters do plan to move within the next five years. Most respondents that plan to move ("expected movers") would prefer to remain in Lakewood, although this differs significantly by housing tenure. Among expected movers, owners indicate a preference to leave Lakewood by almost a two-to-one margin. More than 80 percent of renters that expect to move indicate a preference to remain in Lakewood.

Among respondents that indicated a preference to move elsewhere, a follow-up question was asked: "Why are you considering moving out of Lakewood?". Figure A-6 summarizes the frequency of responses to this question.

FIGURE A-6: FACTORS AFFECTING RESPONDENT PREFERENCES TO MOVE OUT OF LAKEWOOD



*GG+A summary of write-in responses; these were not specific reasons asked about.

The "overall cost of living" was the most frequently cited response. The second most frequently cited response came in the form of write-in answers that described concerns about crime or safety. These concerns were primarily expressed by existing owners. As one example of a response from a homeowner that specified

an “Other Reason” unrelated to the specific categories given... *“Safety concerns, graffiti in and around my neighborhood, violence (there have been gun crimes in my neighborhood), increasing theft, and declining schools.”*

A lack of affordable housing was the third most frequently cited response, evenly split among renters and owners. The fourth most frequent response was again related to write-in responses that can be best described as concerns somehow related to growth, increasing congestion or over-crowding, or community planning/zoning practices. As one example assigned to this category: *“Getting too crowded and public green spaces are lacking. Too many high density high rises. View of the mountains are blocked.”*

Not a single respondent cited “lack of employment” as a reason they are considering moving out of Lakewood and only four respondents cited “low wages.”

Number of Bedrooms Preferred

Table A-7 summarizes the number of bedrooms (relative to their current housing unit) that expected movers would prefer.

TABLE A-7: PLANS TO CHANGE UNIT SIZES (AMONG EXPECTED MOVERS) BY AGE OF RESPONDENT

	Under Age 55		Age 55-74		Age 75 or older		Total ¹	
	#	%	#	%	#	%	#	%
Fewer Bedrooms	9	8.8	15	27.8	4	30.8	29	15.9
Same Number of Bedrooms	47	46.1	28	51.9	8	61.5	93	51.1
More Bedrooms	46	45.1	11	20.4	1	7.7	60	33.0
Total	102	100.0	54	100.0	13	100.0	182	100.0
¹ Total includes 13 respondents who did not indicate their age.								
Source: Gruen Gruen + Associates								

Regardless of age or housing tenure, very few expected movers that currently live in a unit with three or fewer bedrooms indicate a preference to downsize. Less than six percent (6%) of these respondents indicated a preference for fewer bedrooms in their next housing unit.

Respondents that currently live in a unit with at least four bedrooms indicate the highest propensity to downsize and respondents tend to be age 55 or older. About 47 percent of those expecting to move within five years would prefer a unit with fewer bedrooms. An additional 42 percent would prefer another unit with four bedrooms. Such housing moves will likely be motivated by housing cost, location, or quality (more than housing unit size).

Type of Housing Units Preferred by Expected Movers

Table A-8 summarizes the type of housing units that respondents expecting to move within five years prefer for their next housing. The columns indicate the type of housing currently occupied, while the rows represent the preferred next housing unit type.

TABLE A-8: TYPE OF HOUSING UNITS PREFERRED (AMONG EXPECTED MOVERS)

	----- Current Housing Unit -----									
Preference for Next Housing Unit	Detached Single-Family Home		Attached Single-Family Unit		Multi-Family Unit		Other Unit Type		Total	
	#	%	#	%	#	%	#	%	#	%
Detached Single-Family	68	77.3	10	43.5	34	53.1	3	42.9	115	63.2
Attached Single-Family	11	12.5	8	34.8	23	35.9	1	14.3	43	23.6
Multi-Family Unit	3	3.4	1	4.3	6	9.4	1	14.3	11	6.0
Other Housing Type ¹	6	6.8	4	17.4	1	1.6	2	28.6	13	7.1
Total	88	100.0	23	100.0	64	100.0	7	100.0	182	100.0
¹ Other category generally includes respondents who identified their preferred next housing as some type of senior housing or an ADU. Several respondents also indicated they are open to any housing type, given the price.										
Source: Gruen Gruen + Associates										

Overall, the survey response indicates very little propensity for current single-family occupants to change housing types. Among 111 expected movers who currently occupy a single-family housing unit (either detached or attached), more than 87 percent of these respondents prefer their next housing to be another single-family unit. Among respondents currently occupying multi-family apartment or condominium units (which are primarily renters), nearly 90 percent would prefer a single-family unit for their next housing.

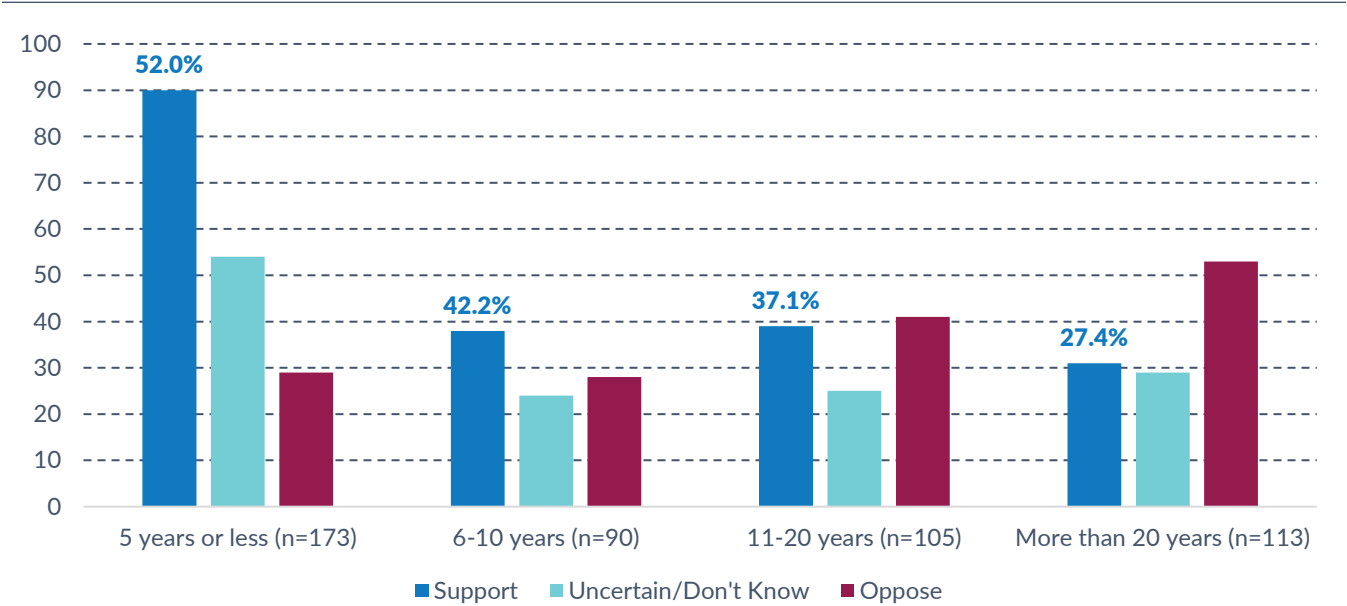
Support for Potential Affordable Housing Policies

One purpose for conducting the survey was to obtain perspective from existing residents about attitudes to potential policies or strategies to support affordable housing. A total of 482 respondents who live within Lakewood’s municipal limits answered at least one of the policy-related questions.

Support and Opposition to Dedicated Local Tax

About 41 percent of all survey respondents indicated support for a dedicated local tax to fund affordable housing in Lakewood. The levels of support and opposition to a local tax vary with housing tenure and length of residency, as summarized below in Figure A-7.

FIGURE A-7: SURVEY RESPONDENTS BY LEVELS OF SUPPORT AND OPPOSITION TO A DEDICATED LOCAL TAX



Respondents who have more recently moved into their current housing unit indicate much higher levels of support than long-term owners who have lived in their home for more than 20 years. The duration of time that respondents have lived in their current housing and therefor the level of support/opposition to a local tax illustrated above in Figure A-7 are correlated to housing tenure, but not necessarily the age or household income of the respondent. Respondents with annual household incomes above \$200,000 and below \$50,000 indicated similar levels of support (about 48 percent and 50 percent, respectively). And respondents that are 75 years or older support a local tax at a higher rate than respondents between the ages of 35 and 54, for example.

Among respondents that have lived in their current housing unit for five years or less, a majority or 52 percent indicate support for a local tax. Less than 17 percent of these respondents indicated an opposition to a local tax, with an additional 31 percent being undecided or unsure. For respondents that have lived in their housing units for more than 20 years, only 27 percent indicate support for a local tax. Almost one-half of these respondents indicated opposition to a local tax.

Table A-9 shows the type of local taxes preferred by those respondents that support an increase in local taxes to support affordable housing.

TABLE A-9: PREFERRED LOCAL TAXES FOR DEDICATED LOCAL FUNDING SOURCE TO SUPPORT AFFORDABLE HOUSING

	Owners		Renters	
	Number of Responses	Level of Support ¹	Number of Responses	Level of Support ¹
Sales Tax	82	55.4%	26	52.0%
Accommodations (Lodging) Tax	107	72.3%	29	58.0%
Property Tax (mill levy)	70	47.3%	23	46.0%
Uncertain/Don't Know	32	21.6%	16	32.0%
¹ A total of 148 owners and 50 renters indicated "support" for an unspecified local tax. This follow-up question then asked which local taxes the respondent would support increasing (respondents could select multiple options).				
Source: Gruen Gruen + Associates				

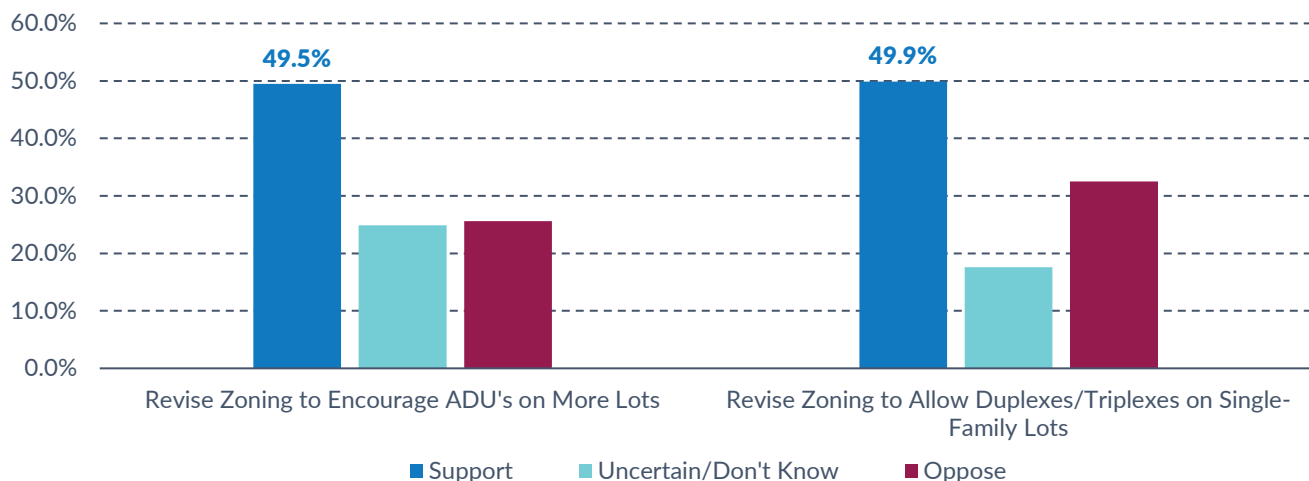
Of the 41 percent of respondents who support a local tax increase, the most popular option favored by over 72 percent of owners and 58 percent of renters would be an increase to the Accommodations (Lodging) tax that Lakewood currently imposes. The second most popular option would be an increase to the local sales tax rate (favored by over 55 percent of owners and 52 percent of renters). An increase in the property tax is favored by over 47 percent of owners and 46 percent of renters.

Support and Opposition to Local Zoning Strategies

Survey respondents were asked about support or opposition for changing the zoning code to allow and encourage accessory dwelling units ("ADU's") on a greater number of residential lots. About 49 percent of respondents support changing the zoning code to allow ADU's on more residential lots while 26 percent oppose a zoning code change related to ADU's.

Survey respondents were also asked about support or opposition for changing the zoning code to allow duplexes (or other attached units) on lots currently permitted for detached single family homes. Approximately 50 percent of respondents support changing the zoning code to allow duplexes/attached units on single-family residential lots while 33 percent oppose a zoning code change related to duplexes/attached units.

FIGURE A-8: SURVEY RESPONDENTS BY LEVELS OF SUPPORT AND OPPOSITION TO ZONING STRATEGIES



Characteristics of Survey Respondents

Age of Respondents

As shown on Table A-10, respondents under the age of 35 made-up about 12 percent of all responses. Those between the age of 35 and 54 comprised an additional 38 percent of the responses. Respondents between the age of 55 and 74 represented 40 percent of responses, while those age 75 or older comprised 10 percent of all responses.

TABLE A-10: SURVEY RESPONDENTS BY AGE

	Survey Response		City of Lakewood ¹
	#	%	%
Age 18-34	54	11.9%	33%
Age 35-54	171	37.8%	29%
Age 55-74	181	40.0%	29%
Age 75+	46	10.2%	9%
Total	452	100.0%	100%

¹ Distribution of adult (age 18+) population from 2021 American Community Survey.

Sources: U.S. Census Bureau; Gruen Gruen + Associates.

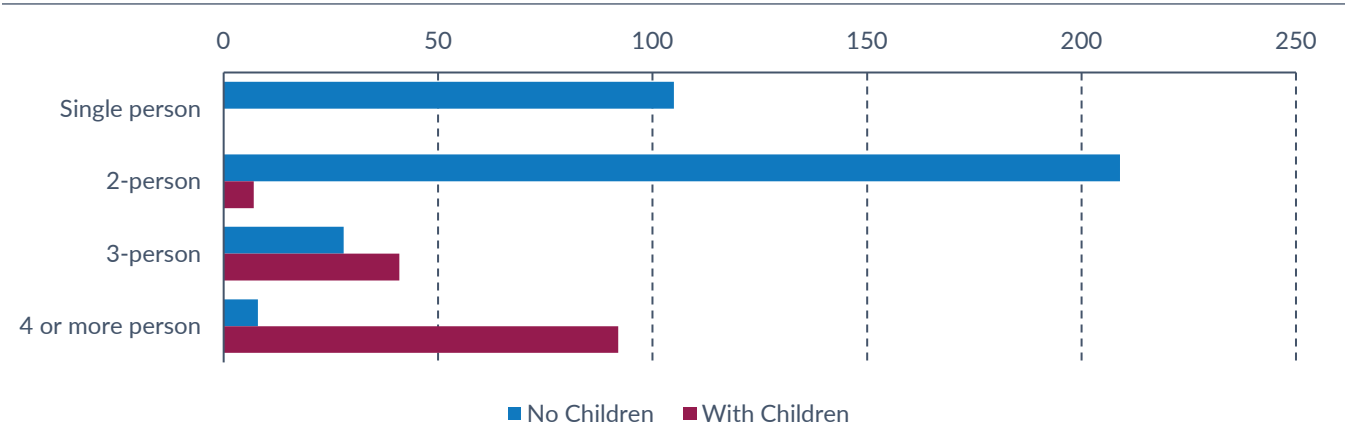
The survey respondent age distribution is older than Lakewood’s overall population of adults.

Household Composition

The majority (69 percent) of respondents are married or partnered while 31 of respondents are single. The average household represented in the survey sample includes approximately 2.3 persons per household, on average. According to American Community Survey estimates, all households in Lakewood averaged 2.2 persons per household in 2021.

Figure A-9 summarizes the survey respondents by household size and presence of children in the household.

FIGURE A-9: SURVEY RESPONDENTS BY HOUSEHOLD SIZE AND PRESENCE OF CHILDREN



About 21 percent of households have one adult member (i.e., singles living alone). Approximately 44 percent of households include two adult members, while 14 percent have three adult members.

Just under 29 percent of households have at least one child (under the age of 18) living in the household. Roughly one-half of the households with children at home have multiple children. According to American Community Survey estimates, only 20 percent of all Lakewood households had children in 2021.

Household Income Distribution

Table A-11 shows the gross 2022 household income reported by respondents.

TABLE A-11: RESPONDENT'S 2022 GROSS HOUSEHOLD INCOME

	Survey Response		City of Lakewood ¹
	#	%	%
Under \$25,000	24	5.3	9%
\$25,000 - \$34,999	18	4.0	10%
\$35,000 - \$49,999	31	6.9	10%
\$50,000 - \$74,999	70	15.6	15%
\$75,000 - \$99,999	70	15.6	13%
\$100,000 - \$149,999	111	24.7	17%
\$150,000 - \$199,999	64	14.2	15%
\$200,000 or more	62	13.8	11%
Total	450	100.0	100%
¹ Estimate of 2022 household income distribution based on 2021 American Community Survey.			
Sources: U.S. Census Bureau; Gruen Gruen + Associates.			

Approximately 16 percent of respondents had a 2022 gross household income of below \$50,000.

Approximately 31 percent of respondents reported a 2022 income ranging from \$50,000 to \$99,999. The majority or 53 percent of respondents reported 2022 household incomes exceeding \$100,000.

Households with incomes below \$35,000 tend to be underrepresented by the survey response, while higher income households (above \$100,000) are somewhat overrepresented.

Employment Status

Respondents were asked to identify the number of adults in their household that are employed either full-time or part-time. Table A-12 provides a summary of respondents' households when categorized by the number of employed adults.

TABLE A-12: NUMBER OF EMPLOYED ADULTS IN RESPONDENT'S HOUSEHOLD

	Respondents #	Percent of Respondents %
None	116	23.8
One Employed Adult	136	27.9
Two Employed Adults	203	41.7
Three Employed Adults	28	5.7
Four or More Employed Adults	4	0.8
Total	487	100.0

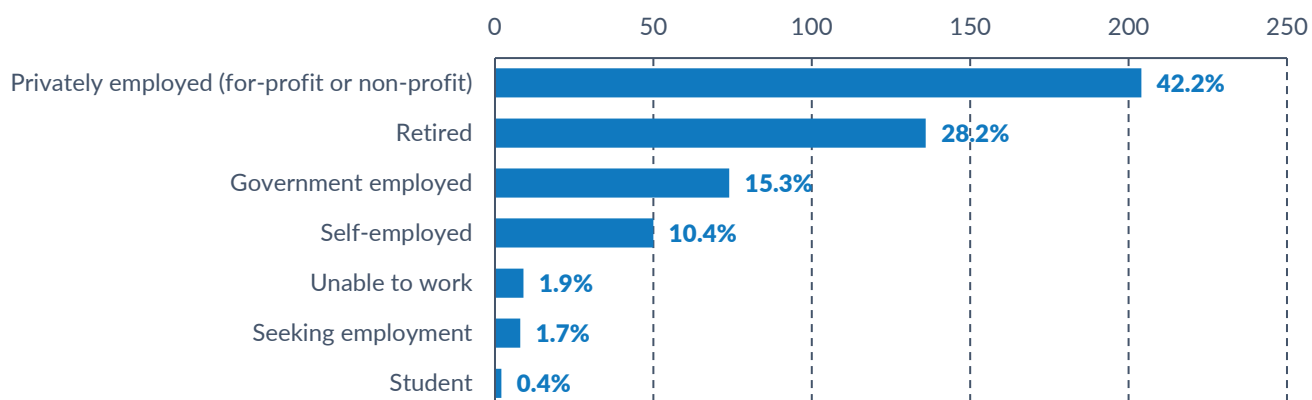
Source: Gruen Gruen + Associates

Approximately 24 percent of all respondent households contain no employed adults. In other words, about one-quarter of respondents live in a “non-workforce” household. By comparison, 2021 American Community Survey estimates indicate that non-workforce households comprise about 27 percent of all Lakewood households.

Nearly 42 percent of all respondent households contain two employed adults. Approximately 28 percent of all respondent households contain one adult member that is employed. Just over six percent of all respondents have three or more adults employed.

Figure A-10 summarizes the number of respondents by their individual employment status.

FIGURE A-10: SURVEY RESPONDENTS BY EMPLOYMENT STATUS



About 42 percent of respondents are privately employed. More than 28 percent of respondents are retired. An additional 26 percent of respondents are employed by the government or self-employed. The remaining four percent (4%) of respondents are either seeking employment, unable to work, or students.

Commute Characteristics

In addition to questions about their employment status and the presences of employed adults in their household, respondents were also asked about their commute patterns. The responses are summarized as follows:

- About 20 percent of employed respondents indicated they “always or almost always work remotely from home.”
- An additional 37 percent of employed respondents indicated their primary place of employment is located in the city of Lakewood.
- Approximately 39 percent of employed respondents indicated their primary place of employment is elsewhere in Jefferson County or Metro Denver.
- About four percent (4%) indicated their primary place of employment is located outside of Metro Denver.

Educational Attainment

Table A-13 summarizes the highest level of education completed by respondents.

TABLE A-13: RESPONDENT'S EDUCATIONAL STATUS (HIGHEST LEVEL COMPLETED)

	Survey Response		City of Lakewood ¹
	#	%	%
Post college graduate degree	167	34.5	18%
College graduate	213	44.0	28%
Some college	68	14.0	20%
Post high school vocational training	15	3.1	8%
High school graduate	20	4.1	20%
Did not complete high school	1	0.2	6%
Total	484	100.0	100%
¹ Estimates from 2021 American Community Survey for the Lakewood population age 25 or older.			
Sources: U.S. Census Bureau; Gruen Gruen + Associates.			

Nearly 79 percent of respondents are college graduates or have obtained a post graduate degree. An additional 17 percent of respondents have completed some college or vocational training. The educational attainment of survey respondents is very high relative to the broader population in Lakewood.



APPENDIX B

Existing Conditions & Trends

Existing Housing Inventory and Market Conditions, Housing
Affordability, and Factors Affecting Housing Needs in Lakewood

Appendix B

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Introduction

The research and analysis summarized in this Appendix provides an information base about the existing housing inventory, housing market conditions, indications of housing affordability, and demographic, socio-economic, and local economic factors affecting housing needs in Lakewood. The information provides perspective for the identification of unmet and future housing needs.

Existing conditions and trends are reviewed in the following five sections:

- Existing Housing Inventory;
- Housing Market Conditions;
- Housing Affordability;
- Demography and Households; and
- Economic Base and Labor Force.

Section 1 describes the existing housing inventory and patterns of change in Lakewood. Section 2 summarizes current and historical market conditions for rental and ownership housing. Section 3 presents data and analysis about the housing affordability conditions in Lakewood. Section 4 reviews demographic, household, and socio-economic factors that affect housing needs. Section 5 summarizes the local employment base and characteristics of Lakewood's labor force.

Existing Housing Inventory

Table B-1 identifies the long-term growth in Lakewood housing inventory according to U.S. Census Bureau estimates.

TABLE B-1: TOTAL HOUSING UNIT INVENTORY IN CITY OF LAKEWOOD, 1990-2020

	Decennial Census # Units	Average Annual Growth Rate % Annual
1990	55,678	---
2000	62,422	1.15% (1990-2000)
2010	65,758	0.52% (2000-2010)
2020	70,596	0.71% (2010-2020)
Change 1990-2020	14,918	0.79% (1990-2020)
Sources: U.S. Census Bureau; Gruen Gruen + Associates.		

As of the 2020 Census, Lakewood contained a total housing inventory of 70,596 units. Over a 30-year period from 1990 through 2020, the total housing inventory is estimated to have increased by about 27 percent or 14,918 units. Since 1990, the Lakewood housing inventory has grown at an average annual rate of 0.79 percent. The 1990s experienced the highest rate of housing growth at just under 1.2 percent annually. Housing growth patterns slowed significantly in the subsequent 2000-2010 decade which included the Great Recession. Between 2010 and 2020, the housing inventory grew by approximately 4,800 units at an annual growth rate of about 0.7 percent. Approximately 2,100 new housing unit completions have been recorded since early 2020, suggesting that the citywide housing inventory now includes about 73,000 housing units.

Housing Stock Composition and Age

Table B-2 compares the estimated housing inventory by unit type in 2000 and 2021 according to U.S. Census Bureau estimates.

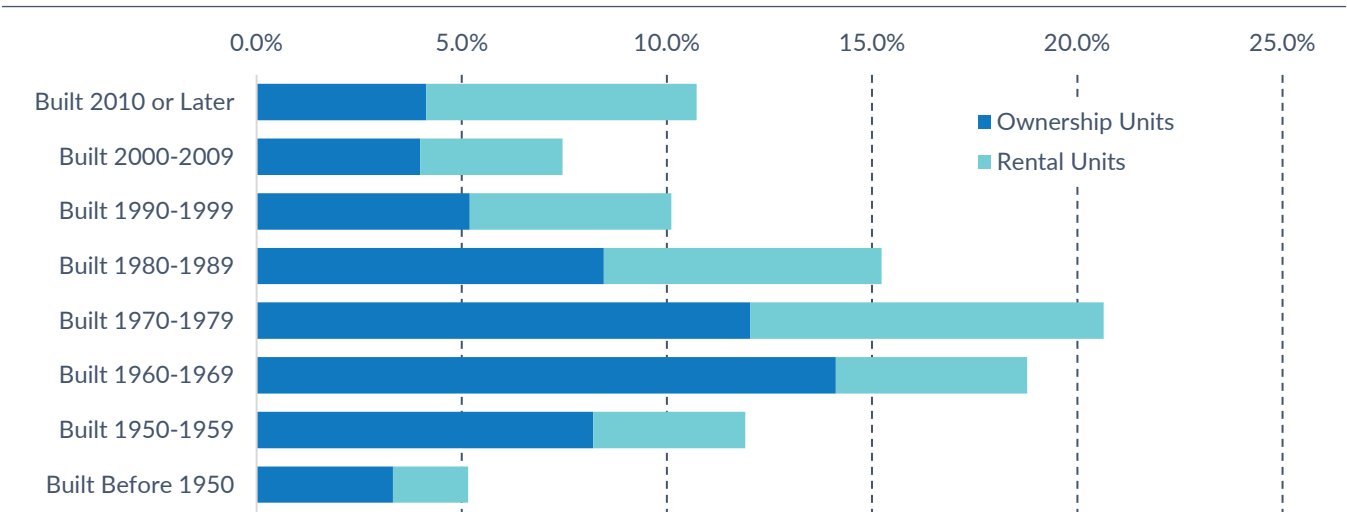
TABLE B-2: COMPOSITION OF HOUSING INVENTORY IN LAKEWOOD, 2000-2020 CENSUS ESTIMATES

	2000 %	2021 %	Shift (Percentage Points)
Single-Family Detached	49.4	47.2	(2.2)
Single-Family Attached	10.6	10.7	+0.1
Multi-Family, 2-4 Units in Structure	5.4	6.5	+1.1
Multi-Family, 5-9 Units in Structure	7.9	10.2	+2.2
Multi-Family, 10-19 Units in Structure	9.5	9.2	(0.3)
Multi-Family, 20+ Units in Structure	13.7	14.7	+1.0
Mobile Home	0.8	1.5	0.8
Sources: U.S. Census Bureau, 2000 Census, 2021 American Community Survey; Gruen Gruen + Associates.			

About 47 percent of existing housing is estimated to be detached single-family homes. Multi-family structures with at least 10 units in the building comprise the second largest category at nearly 24 percent of existing housing inventory. Attached single-family units (i.e., townhomes) represent another 11 percent of existing housing inventory. Mobile homes are estimated to make-up about 1.5 percent of the existing inventory.

Figure B-1 summarizes the distribution of the Lakewood housing stock by year built.

FIGURE B-1: LAKEWOOD HOUSING INVENTORY BY YEAR BUILT

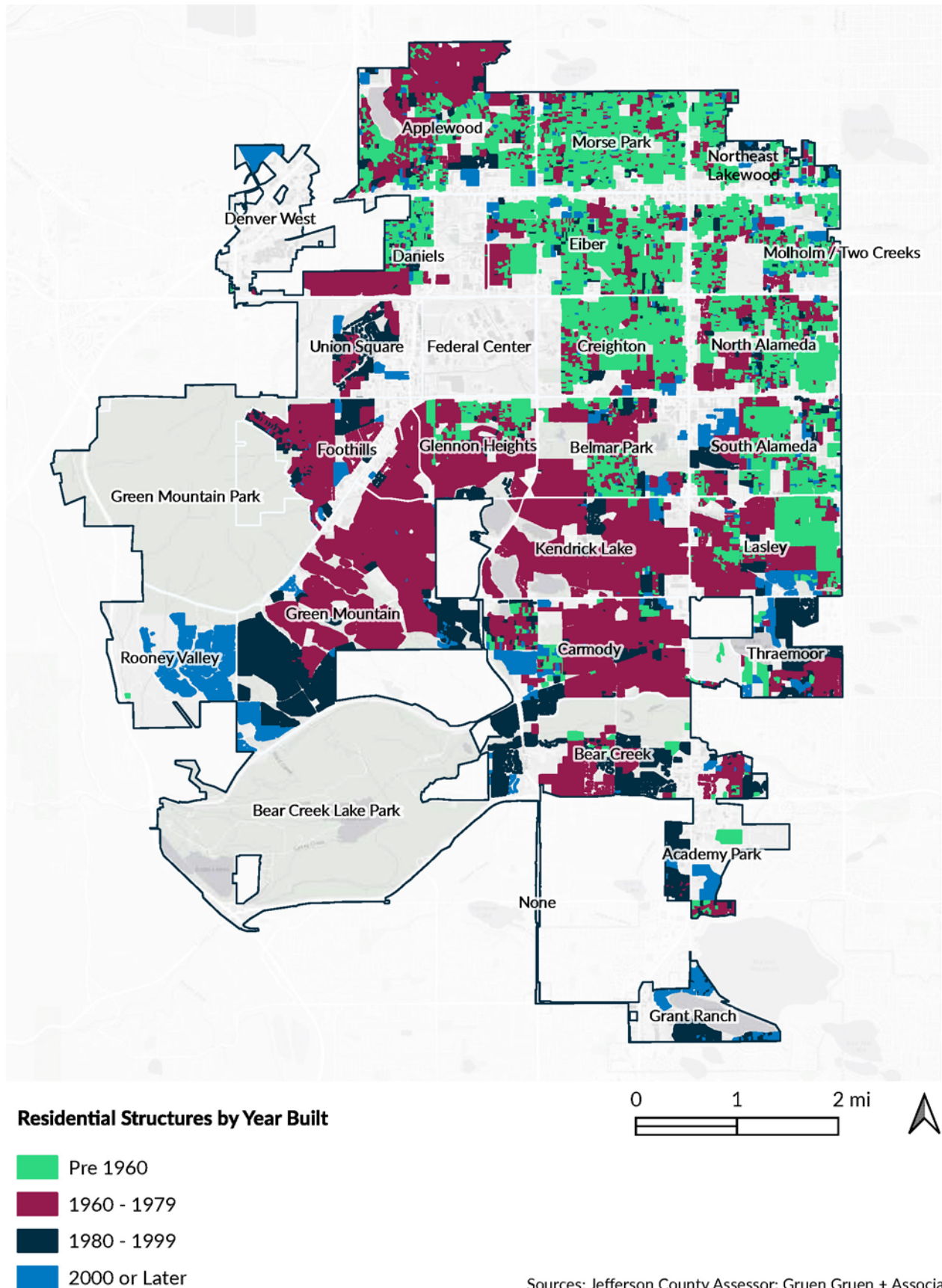


Sources: U.S. Census Bureau, 2021 American Community Survey; Gruen Gruen + Associates.

About 18 percent of all housing in Lakewood is estimated to have been built prior to 1960. This older housing stock is mostly comprised of single-family homes located in the central and northern neighborhoods of Lakewood. The Morse Park, Eiber, Creighton, and North Alameda neighborhoods contain the oldest housing inventory with the highest concentration of units built prior to 1960.

Approximately 40 percent of the existing housing stock was built during the 1960's and 70's which was a particularly strong era for single-family development in Lakewood. Most housing in the Carmody, Kendrick Lake, Foothills, and Green Mountain neighborhoods were built during this period. An additional 25 percent of Lakewood's housing inventory was built during the 1980's and 90's. Approximately 18 percent of the citywide housing stock has been built since 2000. With the exception of the Rooney Valley and Grant Ranch neighborhoods, most of the housing inventory built since 2000 has been attached single-family or multi-family units.

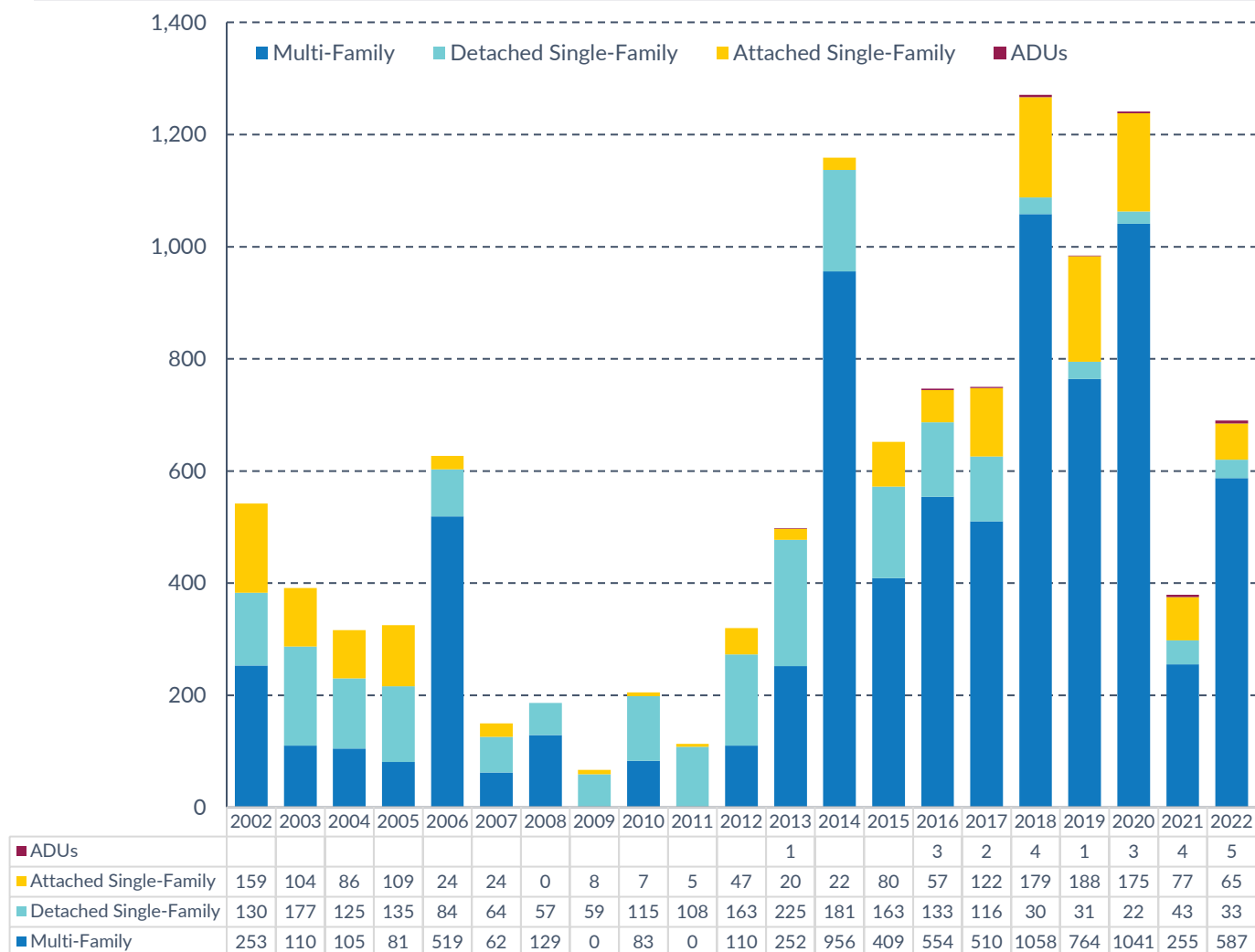
MAP B-1: RESIDENTIAL PROPERTIES BY YEAR BUILT



Residential Development Trends

Figure B-2 summarizes residential development activity that has occurred over the past 20 years in Lakewood according to new residential construction permit data.

FIGURE B-2: RESIDENTIAL BUILDING PERMIT TRENDS



Sources: City of Lakewood; Gruen Gruen + Associates.

Since 2002, on average, city permitting data indicates that about 550 new housing units have been permitted annually. Exactly two-thirds of all new residential permits over the past 20 years have been for multi-family housing units. Detached single-family units have represented 20 percent of new construction permits and attached single-family units have comprised approximately 14 percent of new construction permits. The effects of the one-percent Residential Growth Limitation Ordinance, approved in July 2019, have become apparent in the last two years. Fewer permits were issued in the last two years combined (2021-2022) than in 2020.

Map B-2 illustrates the locations of recent residential construction permits issued since 2017. Table B-3 summarizes the new residential permit trends by neighborhood of the city.

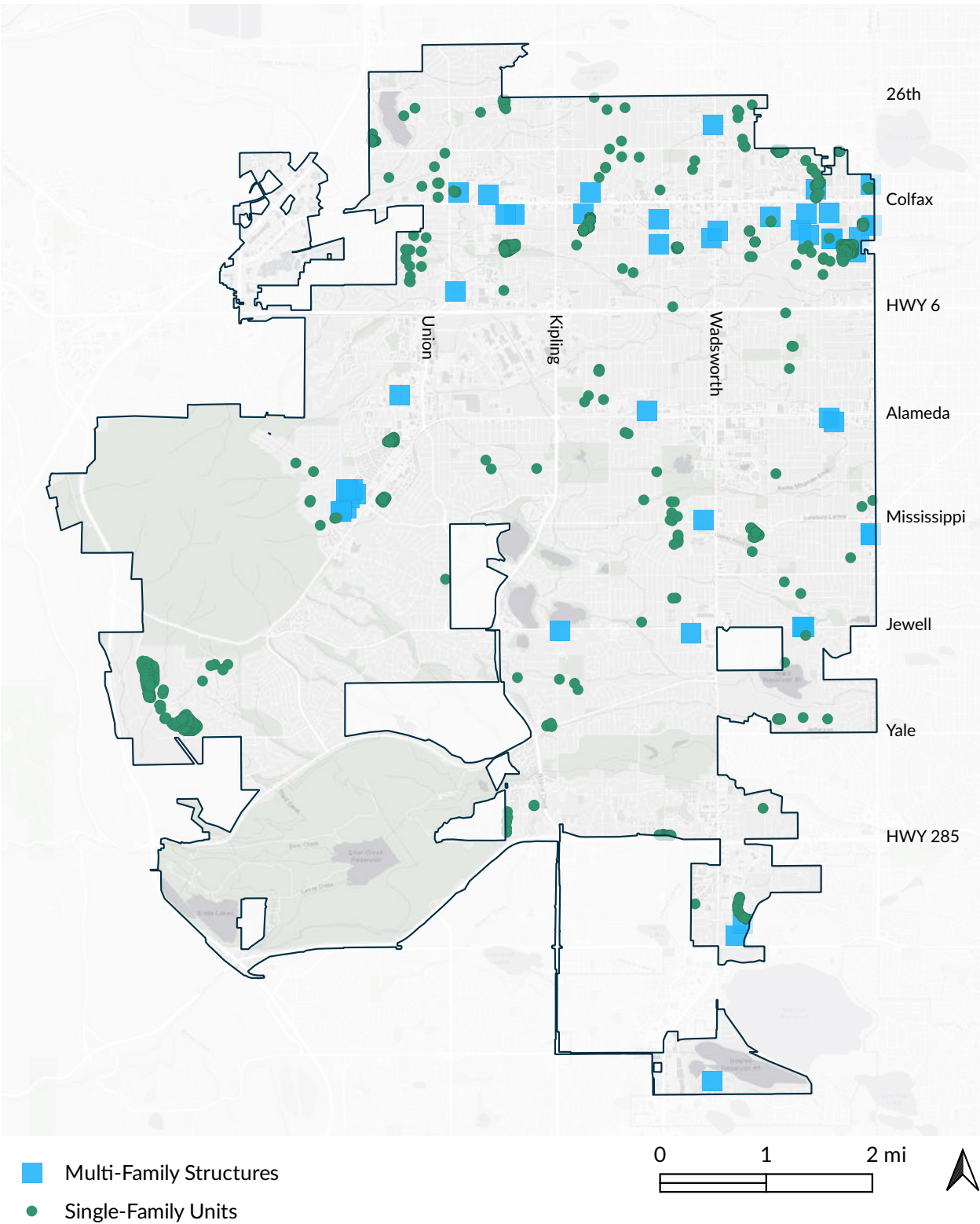
TABLE B-3: RECENT RESIDENTIAL DEVELOPMENT ACTIVITY BY NEIGHBORHOOD

	New Construction Permits Issued, 2017 – Sept 2022 ¹				
	Multi-Family # Units	Detached Single-Family # Units	Attached Single-Family ² # Units	Total # Units	<i>Percent of Total Units %</i>
Molholm / Two Creeks	1,025	15	227	1,267	25.6
Eiber	780	2	176	958	19.4
Union Square	363	0	0	363	7.3
Northeast Lakewood	218	19	96	333	6.7
Foothills	260	5	54	319	6.4
Applewood	259	16	43	318	6.4
Daniels	218	6	11	235	4.8
Rooney Valley	0	158	69	227	4.6
Threemoor	202	3	13	218	4.4
Carmody	104	41	21	166	3.4
South Alameda	152	3	0	155	3.1
Morse Park	131	8	6	145	2.9
Academy Park	94	1	30	125	2.5
All Other Neighborhoods	41	2	75	118	2.4
City Total	3,847	279	821	4,947	100.0
<i>Percent of Total Units (%)</i>	77.8	5.6	16.6	100.0	
¹ Neighborhood-level analysis completed in November 2022. Refers to number of units permitted, not necessarily completed.					
² Includes approximately 25 accessory dwelling units.					
Sources: City of Lakewood; Gruen Gruen + Associates.					

Multi-family developments have comprised almost 78 percent of new residential construction permits issued in the past five years. Attached single-family units (i.e., townhomes) have accounted for about 17 percent of recent permit activity. Detached single-family units have represented less than six percent of recent permit activity with the Solterra subdivision in the Rooney Valley neighborhood accounting for most new detached development.

Recent residential development activity has been geographically concentrated in northeast Lakewood. Approximately 52 percent of new construction permits issued since 2017 have been in just three contiguous neighborhoods flanking West Colfax Avenue - the Molholm/Two Creeks, Eiber, and Northeast Lakewood. More than 2,000 multi-family units have been permitted (mostly from 2018 through 2020) along with nearly 500 attached single-family units.

MAP B-2: NEW RESIDENTIAL CONSTRUCTION PERMITS, 2017-2022



Sources: City of Lakewood; Gruen Gruen + Associates.

Affordable Housing Inventory

Table B-4 summarizes the number of publicly assisted rental housing units in Lakewood by primary funding source.

TABLE B-4: PUBLICLY ASSISTED HOUSING IN CITY OF LAKEWOOD

	Assisted Units # Units	Share of Total %
Section 8 Voucher Program	223	7.7
Low Income Housing Tax Credits (LIHTC)	1,404	48.4
Multiple Programs ¹	1,223	42.2
Other HUD Assistance ²	49	1.7
Total Assisted Units in Lakewood	2,899	100.0
¹ Some units receive assistance from multiple federal sources, frequently a combination of LIHTC and Section 8 programs.		
² Other includes HOME programs and HUD-insured mortgages or loans.		
Sources: National Housing Preservation Database (NHPD); Colorado Housing and Finance Authority; City of Lakewood; Gruen Gruen + Associates.		

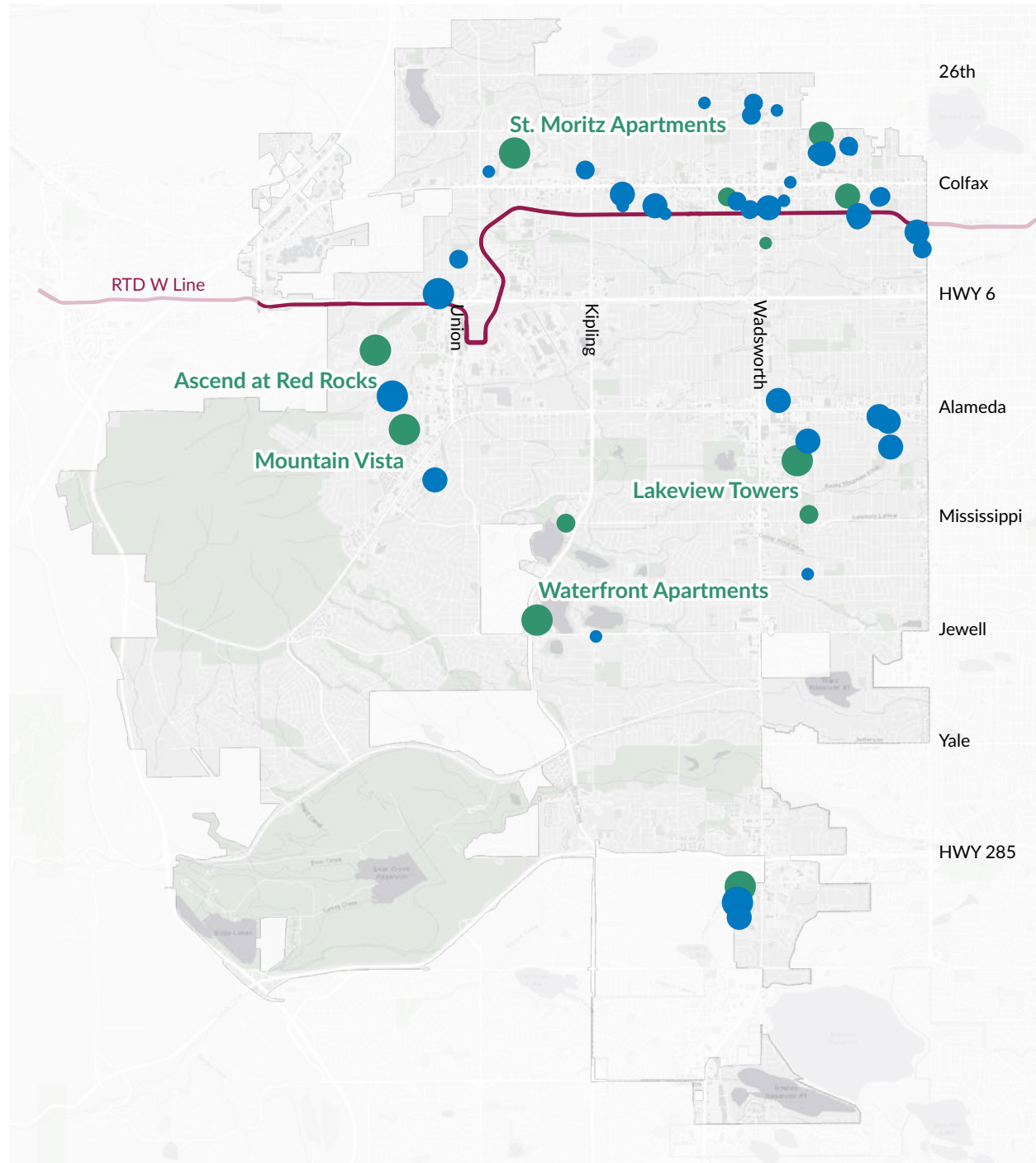
Lakewood contains approximately 2,900 rental apartment units that are publicly assisted with active subsidies. These units are estimated to represent about 10 percent of all rental housing units within Lakewood. Approximately 56 percent of the existing units are assisted by Section 8 or LIHTC sources. About 42 percent of affordable units are assisted by a combination of programs.

The three most recent publicly assisted developments include the 67-unit Robinson Place senior apartments, the 65-unit second phase of the Lamar Crossing project, and the 40-unit Solid Ground supportive housing project, all located in North Lakewood. The Robinson Place and Solid Ground developments are still under construction. Units in these projects are set-aside for households earning between 20 percent and 80 percent of AMI. Other publicly assisted properties in Lakewood target similar affordable income levels.

Map B-3 on the following page identifies the publicly assisted affordable housing properties as well as examples of “naturally” occurring affordable housing within Lakewood. Most of the publicly assisted rental units with active subsidies are in North Lakewood along the West Colfax corridor and RTD W Line.

Older apartment complexes and mobile home parks in Lakewood are examples of “naturally occurring” affordable housing in the community. That is, they are not income-restricted, but housing costs at least historically tend to be low relative to newer, contemporary residential developments. Asking rents at some of Lakewood’s larger apartment communities built in the 1970’s and 80’s – such as the St. Moritz Apartments, Ascend at Red Rocks, Mountain Vista, Lakeview Towers, and Waterfront Apartments – are priced at levels affordable to households earning between 60 and 80 percent of AMI.

MAP B-3: AFFORDABLE HOUSING SOURCES IN LAKEWOOD



Publicly Assisted Housing

- < 50 Units
- 50 - 99 Units
- 100 - 199 Units
- 200+ Units

Naturally Occurring

- < 50 Units
- 50 - 99 Units
- 100 - 199 Units
- 200+ Units

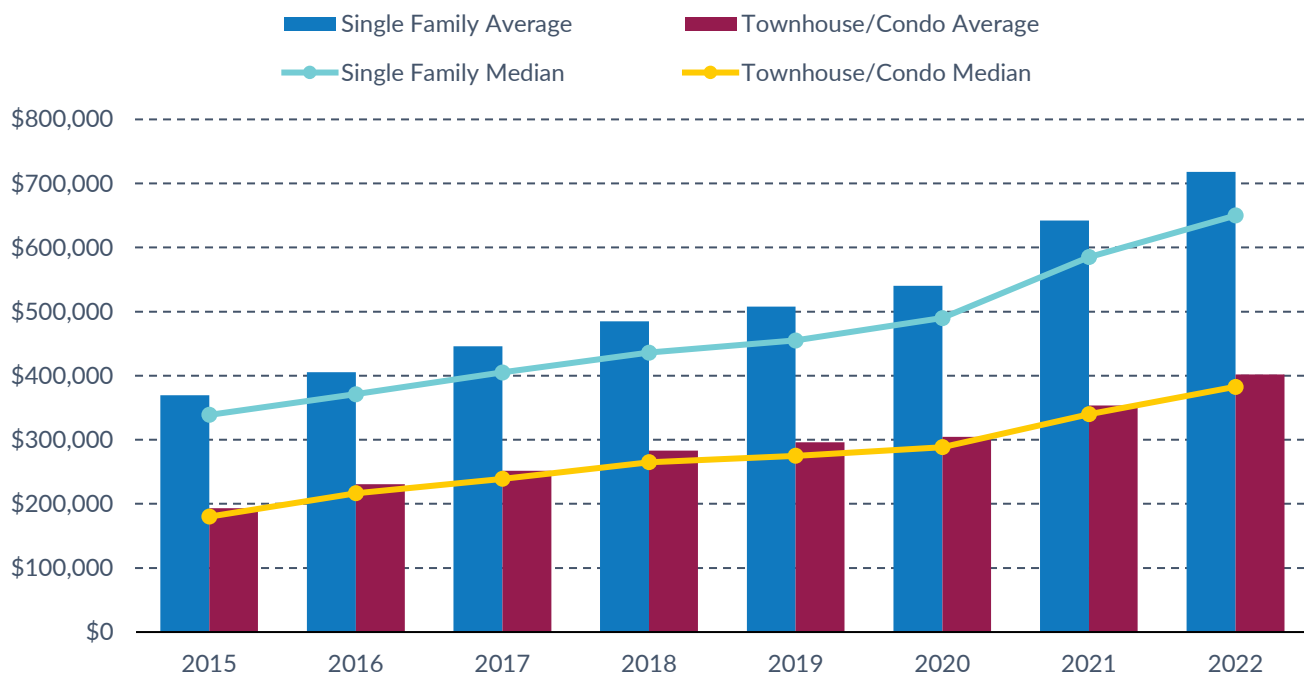
Sources: National Housing Preservation Database; Colorado Housing and Finance Authority; Gruen Gruen + Associates.

Housing Costs and Market Conditions

For-Sale Housing Market

According to Denver Metro Association of Realtors data, the Lakewood housing market has averaged approximately 1,600 single-family sales and 1,100 townhouse/condo sales annually since 2015. The volume of single-family sales has recently declined from an annual volume of about 1,700 units in 2021 and 2022, to only 1,300 sales in 2022. Figure B-3 summarizes the average and median resale prices within the Lakewood market according to the Denver Metro Association of Realtors.

FIGURE B-3: AVERAGE AND MEDIAN HOME SALES PRICES IN LAKEWOOD



Sources: Denver Metro Association of Realtors; Gruen Gruen + Associates.

The average single-family price was approximately \$718,000 in Lakewood in 2022. The average sales price has increased by approximately 94 percent since 2015 when a typical single-family home in Lakewood sold for about \$370,000. The average resale price for townhome and condominium units was approximately \$402,000 in 2022. The average sales price has more than doubled since 2015 when the average townhome or condominium unit in Lakewood sold for \$193,000.

The median sales prices for single-family and townhome/condominium units have increased by 91 percent and 113 percent, respectively, since 2015. The pricing trends indicate that a typical single-family home in Lakewood has experienced average price appreciation of about 9.5 percent annually since 2015. Compared, however, to the broader Jefferson County single-family market, the average sales price in Lakewood has been about 10 percent lower than single-family sales throughout Jefferson County since 2015.

In addition to a recent increase in the volume of activity (sales) and rapid price escalation, other indications of a tightening for-sale housing market have been evident over the past several years. The average number of “days on market” has trended downward and the ratio of sales price to listing price continues to increase. In the Lakewood market, the average days on market declined from 24 days in 2016 to only 11 days in 2021

and 15 days in 2022 (year-to-date). The average sales price-to-listing price ratio increased from about 100 percent in 2015-2016 to almost 104 percent in 2021, indicating that many recent buyers have paid more than asking prices for homes in Lakewood.

For-Sale Housing Characteristics by Unit Type and Neighborhood

Recent sales within Lakewood by type and size of unit provide an indication of current market prices for ownership housing in the community. Over the six-month period from January through June 2022, the average residential sales price was approximately \$400 per square foot or \$591,600 per housing unit. Table B-5 and Figure B-4 summarize these trends by unit type.

TABLE B-5: RESIDENTIAL SALES CHARACTERISTICS IN CITY OF LAKEWOOD (JANUARY-JUNE 2022)

Structure Type	Average Unit Size # Square Feet ¹	Average Price Per Unit \$	Average Price Per Square Foot \$
Single Family			
Built Pre-1960	1,300	612,620	471
Built 1960-1979	1,639	678,389	414
Built 1980-1999	2,041	785,913	385
Built 2000 or Later	2,599	1,136,582	437
Subtotal	1,665	712,300	428
Townhome or Duplex			
Built Pre-1980	1,458	465,311	319
Built 1980-1999	1,174	428,158	365
Built 2000 or Later	1,637	612,059	374
Subtotal	1,378	479,900	348
Residential Condo			
Built Pre-1980	856	260,605	304
Built 1980-1999	898	316,419	352
Built 2000 or Later	1,321	516,313	391
Subtotal	950	330,900	348
TOTAL	1,476	591,600	401
¹ Gross square feet of above-ground living area (i.e., basements excluded).			
Sources: Jefferson County Assessor; Gruen Gruen + Associates.			

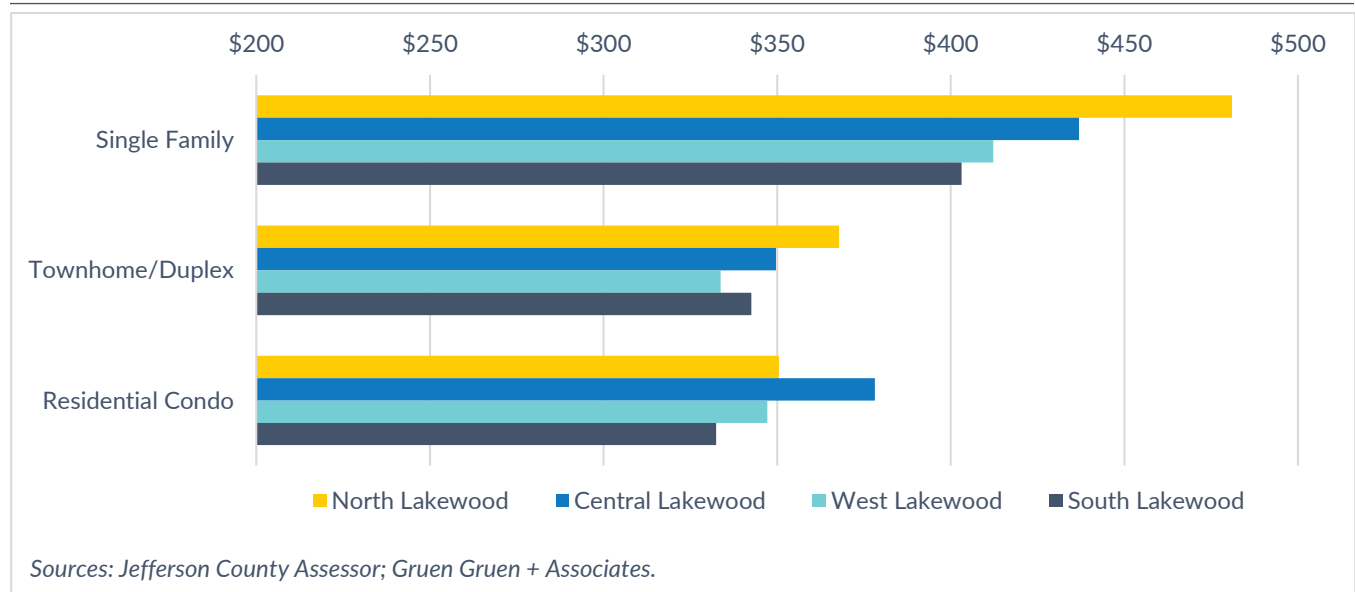
The average single-family home sales price through the first several months of 2022 was \$712,300 or \$428 per square foot of living area. On average, newer units sold were substantially larger and higher priced. Single-family homes built since 2000 include about 2,600 square feet of living space and sold for an average sales price of nearly \$1,137,000 or \$437 per square foot. Older and much smaller homes built prior to 1960 sold for an average price of about \$613,000 or \$471 per square foot.

Townhomes, duplexes, and residential condominium units typically command much lower sales prices than detached single-family units of similar sizes. The average townhome/duplex sales price was \$479,900 or \$348 per square foot of living area. The average condominium sales price was also \$348 per square foot or about \$330,000 per unit. Townhome/duplex and condominium units built prior 1980 had an average sales price of about \$310 per square foot. These types of older, attached housing units typically represent the most

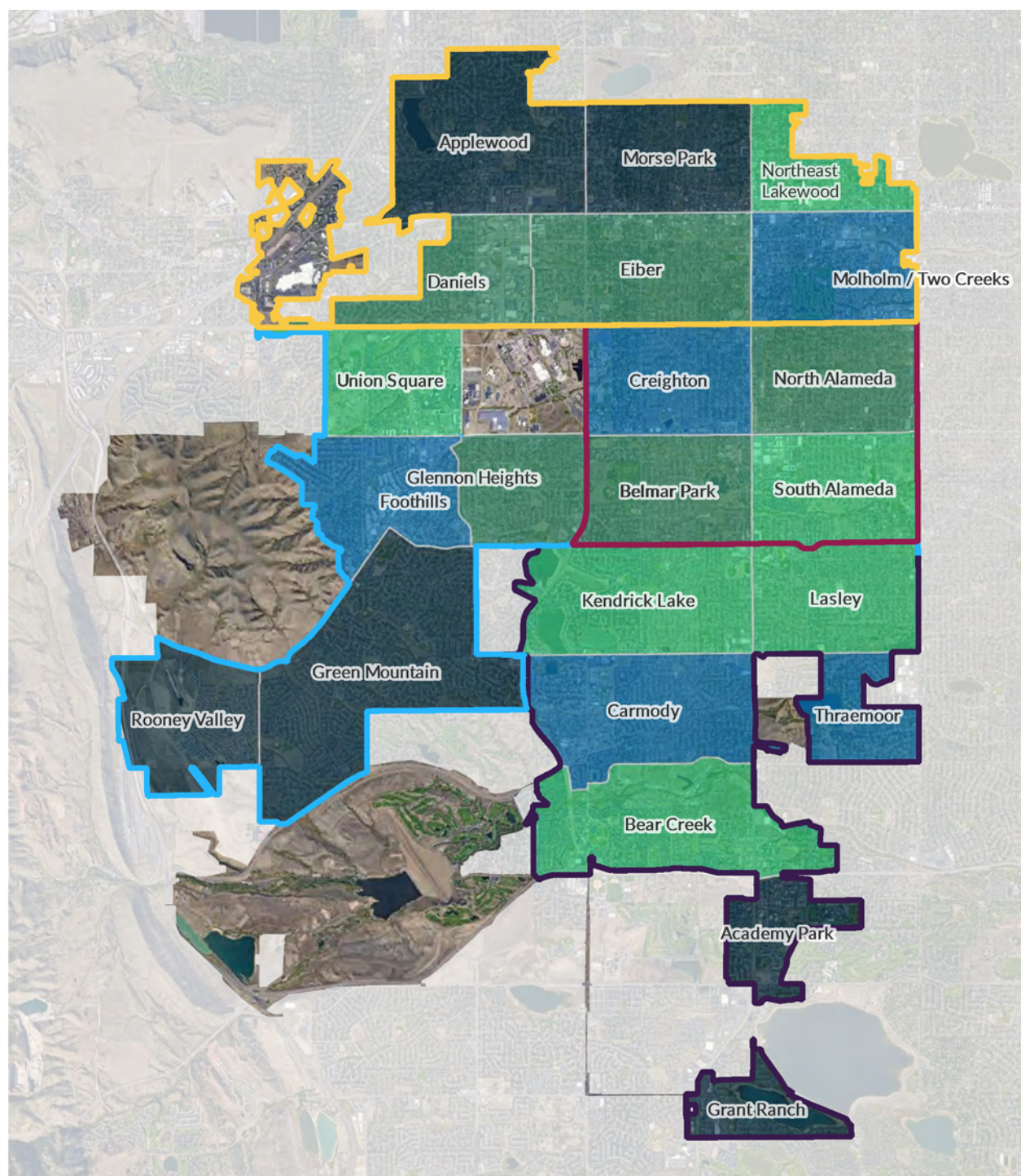
affordable source of for-sale housing in Lakewood.

Map B-4 on the following page illustrates the average residential sales prices by neighborhood. Figure B-4 summarizes the for-sale housing cost differences between different subareas of Lakewood and by type of unit.

FIGURE B-4: AVERAGE SALES PRICE PER-SQUARE-FOOT BY AREA



MAP B-4: 2022 AVERAGE SALES PRICES BY NEIGHBORHOOD



2022 Average Sales Price

> \$700,000

\$590,000 - \$700,000

\$540,000 - \$590,000

< \$540,000

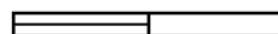
North Lakewood

Central Lakewood

South Lakewood

West Lakewood

0 1 2 mi



Sources: Jefferson County Assessor; Gruen Gruen + Associates.

For-Sale Housing Cost Escalation

Table B-6 summarizes average residential sales prices by neighborhood, for the first six months of 2017 and 2022, to illustrate relative housing price increases throughout Lakewood over the past five years.

TABLE B-6: FOR-SALE HOUSING PRICE TRENDS BY NEIGHBORHOOD, 2017-2022

	2017 Average ¹		2022 Average ¹		5-Year Change	
	Per Unit \$	Per Square Foot \$	Per Unit \$	Per Square Foot \$	Per Unit \$	Per Unit %
North Lakewood						
Applewood	428,881	253	733,539	459	304,658	71
Daniels	350,834	278	553,441	459	202,607	58
Northeast Lakewood	278,523	239	462,418	440	183,895	66
Eiber	362,860	256	550,264	398	187,404	52
Molholm / Two Creeks	330,739	242	590,870	417	260,131	79
Morse Park	456,667	256	715,256	493	258,589	57
Central Lakewood						
Belmar Park	328,492	237	583,710	381	255,218	78
Creighton	395,163	247	677,782	453	282,620	72
North Alameda	362,434	242	542,758	420	180,324	50
South Alameda	308,362	244	519,331	382	210,969	68
West Lakewood						
Foothills	342,258	231	593,986	358	251,728	74
Glennon Heights	345,000	231	570,660	387	225,660	65
Green Mountain	443,066	231	701,431	393	258,365	58
Union Square	225,460	205	379,400	341	153,940	68
Rooney Valley	679,079	276	1,067,379	461	388,300	57
South Lakewood						
Bear Creek	253,988	223	385,957	356	131,969	52
Carmody	416,699	231	592,043	355	175,344	42
Kendrick Lake	338,298	275	526,399	400	188,101	56
Lasley	332,055	245	520,488	396	188,433	57
Thraemoor	317,935	214	643,500	380	325,565	102
¹ Comparable estimates for the first half of each year (January – June). Average sales prices include all residential structure types from single-family to condominium units. Neighborhoods with fewer than 10 qualified sales are excluded.						
Sources: Jefferson County Assessor; Gruen Gruen + Associates.						

All but one neighborhood (Carmody) has experienced per-unit increase of at least 50 percent. Four of six neighborhoods experienced average price increases greater than 65 percent. These neighborhoods are located in North and Central Lakewood and typically include smaller and older housing units. North Lakewood neighborhoods tend to have the highest prices per square foot, while South Lakewood neighborhoods tend to have relatively lower prices per square foot.

Rental Housing Market Conditions

Table B-7 summarizes current and historical apartment market conditions in Lakewood and Jefferson County by market area. Alameda Avenue represents the north-south boundary between the Lakewood market areas.

TABLE B-7: APARTMENT MARKET CONDITIONS IN LAKEWOOD AND JEFFERSON COUNTY

Market Area	2017 ¹		2022 ¹		Rent Increase 2017-2022
	Average Monthly Rent	Vacancy Rate	Average Monthly Rent	Vacancy Rate	
Lakewood North	\$1,278	5.4%	\$1,704	2.8%	33.3%
Lakewood South	\$1,444	4.7%	\$1,833	4.0%	26.9%
Golden	\$1,592	6.0%	\$2,245	5.6%	41.0%
Arvada	\$1,363	4.1%	\$1,803	2.6%	32.3%
Wheat Ridge	\$970	1.8%	\$1,766	4.9%	82.1%
Jefferson County	\$1,371	4.7%	\$1,838	3.7%	34.1%
¹ Second quarter of each year.					
Sources: Apartment Association of Metro Denver, Metro Denver Vacancy and Rent Reports; Gruen Gruen + Associates.					

The rental market in Lakewood is characterized by low vacancy rates and a high rate of rent escalation. According to recent *Metro Denver Vacancy and Rent Survey* reports, the overall vacancy rate in Lakewood was 3.5 percent in the second quarter of 2022. The vacancy rate was 2.8 percent in the Lakewood North market area and 4.0 percent in the Lakewood South market area.

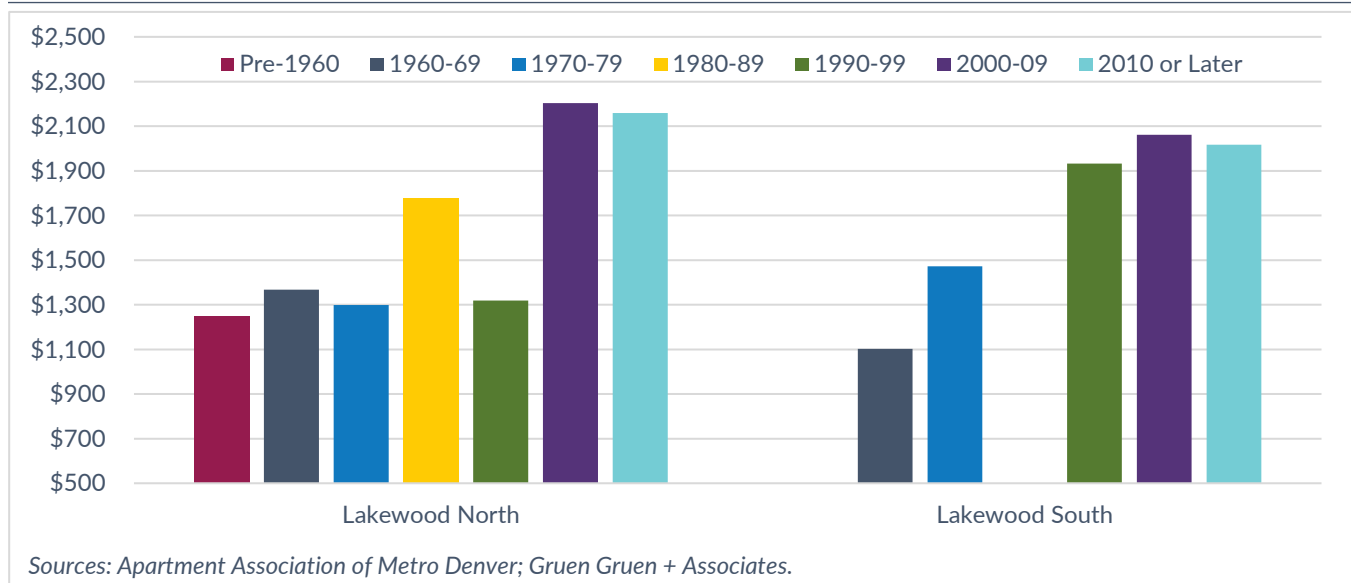
In 2017, the vacancy rates in Lakewood North and South ranged from 4.7 to 5.4 percent. As reviewed previously, more than 3,800 new multi-family units have been permitted since 2017. The decline in apartment vacancy despite significant new supply is an indication that new apartment construction serves new or unmet demands, rather than siphoning renter demand from existing units in Lakewood.

The average monthly rent for all of Lakewood was \$1,783 in the second quarter of 2022. Average monthly rent in Lakewood North is estimated to have increased from \$1,278 per unit in 2017 to \$1,704 per unit in 2022. This equates to a 5.9 percent average annual rent escalation over the past five years in the Lakewood North market area. Lakewood South has seen monthly apartment rents increase from \$1,444 per unit in 2017 to \$1,833 in 2022. This equates to an average annual rate of increase of 4.9 percent.

Average unit sizes in the Lakewood North and Lakewood South market areas are 771 square feet and 894 square feet, respectively. Average monthly rent in Lakewood North is estimated at \$2.21-per-square-foot, compared to \$2.05-per-square-foot in the Lakewood South market area.

Figure B-5 illustrates how current average monthly rents within Lakewood vary by age of property.

FIGURE B-5: AVERAGE MONTHLY RENT BY AGE OF APARTMENT UNIT (YEAR BUILT)



According to the *Metro Denver Vacancy and Rent Survey*, newer apartments in Lakewood tend to command significant rent premiums over older units. The price differential can be quite substantial with respect to the age of the apartment building. Units built since 2000 in the Lakewood North market area are estimated to rent for an average of \$2,200 monthly, compared to average rents of about \$1,300 monthly among units built prior to 1980. This represents a monthly price difference of almost 70 percent. The Lakewood South market area has a smaller inventory of older apartment units represented in the quarterly rent survey, although the same pattern holds true with respect to unit age and monthly cost.

Table B-8 summarizes U.S. Department of Housing and Urban Development (“HUD”) small area fair market rent estimates for six zip code areas covering Lakewood. The estimates represent “40 percent Percentile” rents, meaning 60 percent of rental units in the local area would be priced higher. Accordingly, HUD estimates provide an indication of current market rent associated with moderately- priced, average quality dwelling units in the local market.

TABLE B-8: HUD FAIR MARKET MONTHLY RENT ESTIMATES FOR LAKEWOOD ZIP CODES

		Efficiency	One-Bedroom	Two-Bedroom	Three-Bedroom	Four-Bedroom
North Lakewood (80214, 80215)	2018	\$830	\$995	\$1,255	\$1,795	\$2,075
	2023	\$1,215	\$1,340	\$1,620	\$2,145	\$2,410
	Change	46%	35%	29%	19%	16%
Central Lakewood (80226)	2018	\$890	\$1,070	\$1,350	\$1,940	\$2,240
	2023	\$1,330	\$1,470	\$1,770	\$2,340	\$2,620
	Change	49%	37%	31%	21%	17%
South Lakewood (80227, 80232)	2018	\$970	\$1,170	\$1,470	\$2,110	\$2,435
	2023	\$1,330	\$1,470	\$1,775	\$2,345	\$2,630
	Change	37%	26%	21%	11%	8%
West Lakewood (80228)	2018	\$980	\$1,170	\$1,480	\$2,120	\$2,450
	2023	\$1,370	\$1,520	\$1,830	\$2,410	\$2,710
	Change	40%	30%	24%	14%	11%
Sources: HUD; Gruen Gruen + Associates.						

Current fair market rents range from \$1,215 monthly up to \$1,370 monthly for efficiency units. Rent growth over the past five years has been substantial for small efficiency units, ranging from 37 percent to 49 percent.

Fair market rents for one-bedroom units range from \$1,340 monthly up to \$1,520 monthly. Rent growth over the past five years for one-bedroom units has ranged from 26 percent to 37 percent. Current market rents for two-bedroom units range from \$1,620 monthly up to \$1,830 monthly. Rent growth over the past five years for two-bedroom units has ranged from 21 percent to 31 percent.

Rent growth for larger units (three- or four-bedroom units) has been smaller, ranging from about eight percent to 21 percent.

Asking Multi-Family Apartment Rents

Table B-9 summarizes advertised asking rents for a sample of larger multi-family apartment properties in Lakewood. Asking rents are current as of November 2022.

TABLE B-9: ASKING RENTS AT LARGER APARTMENT PROPERTIES IN LAKEWOOD (NOVEMBER 2022)

Property	Units	Year Built	Studio Units ¹	1-BR Units ¹	2-3 BR Units ¹
North Lakewood					
Alta Sloans Lake	200	2022	502 – 549 sf \$1,675 – \$1,835	646 – 723 sf \$1,749 – \$2,490	1,078 – 1,107 sf \$3,285 – \$3,360
Brickhouse Lamar Station	293	2021	512 sf \$1,564 – \$1,664	701 – 830 sf \$1,854 – \$2,225	1,075 – 1,180 \$2,479 – \$2,862
Oak Creek Station	291	2018	467 sf \$1,680	604 – 734 sf \$1,881 – \$2,038	906 – 956 sf \$2,116 – \$2,375
St. Moritz Apartments	360	1987	---	706 – 725 sf \$1,532 – \$1,684	1,000 – 1,060 sf \$1,919 – \$2,000
Central Lakewood					
7166 at Belmar	308	2008	---	679- 830 sf \$1,665 – \$1,887	1,111 – 1,338 sf \$2,078 – \$3,309
One Belmar Place	208	2001	---	665-874 sf \$1,764 – \$1,960	965-1,109 sf \$1,848 – \$2,047
Lakeview Towers	290	1985	---	625 – 663 sf \$1,556 – \$1,636	883 – 933 sf \$2,007 – \$2,062
West Lakewood					
Alta Green Mountain	260	2020	---	706-867 sf \$1,874 – \$2,016	1,099-1,279 sf \$2,383 – \$2,627
Union West	267	2015	548 sf \$1,481	697 – 811 sf \$1,740 – \$2,228	1,008 – 1,142 sf \$2,158 – \$2,378
Ascend at Red Rocks	408	1981	---	850 sf \$1,525 – \$1,650	925 – 1,260 sf \$1,700 – \$2,150
Mountain Vista	257	1974	---	500 – 598 sf \$1,233 – \$1,376	670 sf \$1,508 – \$1,562
South Lakewood					
The Windsor	352	1997	---	804 – 984 sf \$2,255 – \$2,602	1,036 – 1,450 sf \$2,347 – \$3,100
Crossings at Bear Creek	224	1996	---	745 – 807 sf \$1,565 – \$1,831	949 – 1,300 sf \$2,150 – \$2,500
Waterfront Apartments	608	1980	---	700 sf \$1,333 – \$1,482	950 – 1,000 sf \$1,628 – \$1,795
¹ Figures refer to range of available unit sizes (in square feet) and asking monthly rents.					
Sources: CoStar; Apartments.com; Gruen Gruen + Associates.					

Units in recently built apartment buildings are characterized by above-average rents. For example, the Waterfront Apartments in South Lakewood, built in 1980, currently ask monthly rents of about \$1,333 to \$1,795 for one- to two-bedroom units. By comparison, the newest apartment development in North Lakewood (the 200-unit Alta Sloans Lake) asks monthly rents of \$1,675 to \$1,835 for studio units. Monthly per-square-foot rents are about 90 percent higher, and a small studio unit is similar in cost to a two-bedroom unit at the older Waterfront Apartments.

The 293-unit Brickhouse at Lamar Station, opened in 2021, advertises rents of \$1,850 to \$2,225 for one-bedroom units, representing monthly rents of about \$2.65 per square foot. Asking rents for larger two-bedroom units range from \$2,479 up to \$2,862 representing monthly rent of \$2.30 to \$2.40 per square foot. Just a few miles to the west along West Colfax Avenue, the St. Moritz Apartments built in 1987 include similarly sized one- and two-bedroom apartment units. Advertised rents ranging from \$1,532 to \$2,000 monthly are priced approximately 20 to 30 percent lower than newer units at the Brickhouse development.

Housing Affordability in Lakewood

Housing affordability is defined by both the income of a household (its “ability to pay”) and the cost of a housing unit appropriate for that household.

Housing is considered to be “affordable” under standards defined by federal law and the U.S. Department of Housing and Urban Development (HUD) if a household spends 30 percent or less of its before-tax income on housing and related expenses. Housing is not affordable if more than 30 percent of income is spent on housing. Households spending more than 30 percent of their income are commonly defined as “cost burdened.” The 30-percent-of-income threshold is used throughout this analysis to characterize housing affordability conditions in Lakewood.

Current Income Limits

Table B-10 summarizes current affordable household income limits in 2022 for Metro Denver.

TABLE B-10: JEFFERSON COUNTY INCOME LIMITS FOR 2022

	----- Household Size (Persons) -----							
	1	2	3	4	5	6	7	8
120% AMI	\$98,520	\$112,560	\$126,600	\$140,640	\$151,920	\$163,200	\$174,480	\$185,760
100% AMI	\$82,100	\$93,800	\$105,500	\$117,200	\$126,600	\$136,000	\$145,400	\$154,800
80% AMI	\$65,680	\$75,040	\$84,400	\$93,760	\$101,280	\$108,800	\$116,320	\$123,840
50% AMI	\$41,050	\$46,900	\$52,750	\$58,600	\$63,300	\$68,000	\$72,700	\$77,400
30% AMI	\$24,630	\$28,140	\$31,650	\$35,160	\$37,980	\$40,800	\$43,620	\$46,440
Sources: Colorado Housing and Finance Authority; Gruen Gruen + Associates.								

Affordable income limits for the “Extremely Low Income” category – 30 percent or less of AMI - range from about \$25,000 for a single-person up to \$35,000 for a four-person household.

Limits for the “Very Low Income” category, which represents 30 percent to 50 percent of AMI, range from \$41,000 for a single-person household up to about \$59,000 for a four-person household. Limits for the “Low Income” category, reflecting 50 percent to 80 percent of AMI, range from about \$66,000 for a single- person household up to \$94,000 for a four-person household.

Current income limits at 120 percent AMI range from about \$99,000 for a single-person to \$141,000 for a four-person household.

Cost Burdened Households

Table B-11 illustrates the distribution of households in Lakewood by housing tenure and the percentage of income expended on housing. Again, households spending 30 percent or more of household income on housing expenses are considered cost burdened.

TABLE B-11: COST BURDENED HOUSEHOLDS IN CITY OF LAKEWOOD

Monthly Housing Cost as Percentage of Household Income	2000 Census % of Households	2021 ACS % of Households	2000-2021 Shift in Percentage Points
OWNERS			
Less than 20 percent	54.7	60.8	+6.1
20 to 29 percent	24.5	17.4	-7.1
30 percent or more	20.8	21.8	+1.0
RENTERS			
Less than 20 percent	31.6	21.1	-10.5
20 to 29 percent	29.2	20.6	-8.6
30 percent or more	39.2	58.4	+19.2
Sources: U.S. Census Bureau; Gruen Gruen + Associates.			

Housing affordability conditions for homeowners remained relatively stable over the long-term. The cost burden rate for owner-occupied households in Lakewood increased by one percentage point, from 20.8 percent in 2000 to 21.8 percent in 2021. About 61 percent of existing homeowners still incur housing expenses of less than 20 percent of their before-tax incomes.

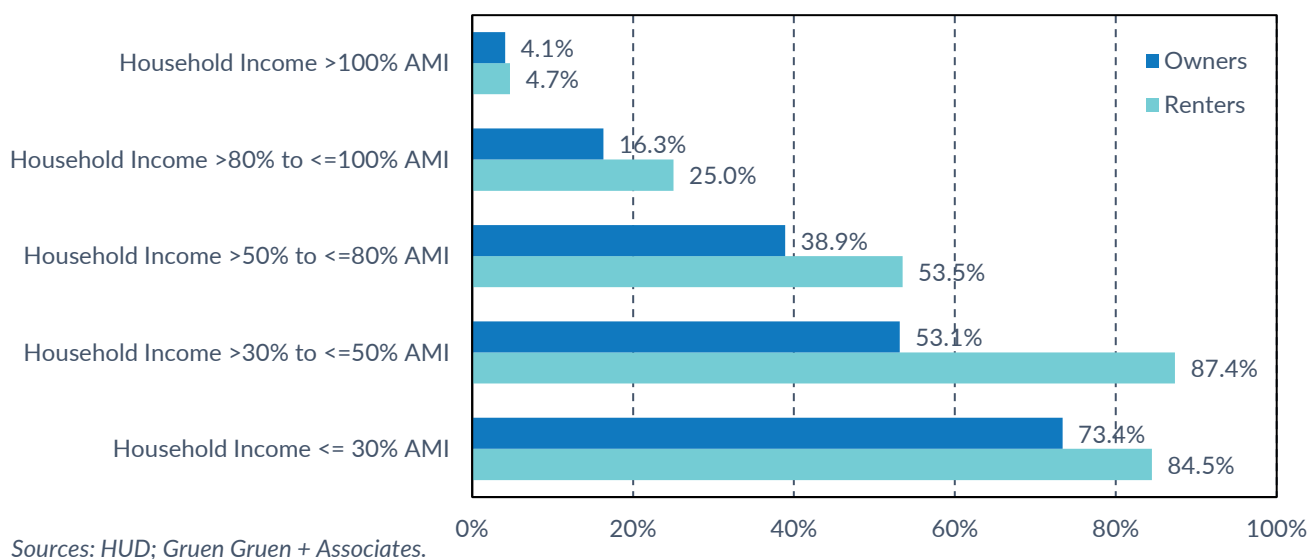
The cost burden rate for renters increased significantly over the period, from 39.2 percent of households in 2000 to about 58.4 percent of households in 2021. The increase in cost burdened renters relates to both long-term rent increases and stagnation in household incomes.

Housing Challenges by Income Level

Households with incomes at or below 80 percent of AMI represent about 90 percent of all cost burdened households in Lakewood, according to HUD estimates.

More than 70 percent of all renters with incomes at or below 80 percent of AMI are estimated to be cost burdened. A very low share of households at or above 100 percent of AMI (i.e., above median income households) are estimated to be cost burdened. Figure B-6 illustrates the proportion of cost burdened households, as well households with other HUD-defined housing problems, within Lakewood by income level. The estimates are drawn from Comprehensive Housing Affordability Strategy ("CHAS") data for the 2015-2019 period.

FIGURE B-6: PERCENT OF LAKEWOOD HOUSEHOLDS WITH A HOUSING CHALLENGE



The CHAS data indicates that the most significant concentrations of households experiencing a housing problem are Extremely Low and Very Low Income households. Households with incomes below 50 percent AMI in Lakewood represent about 61 percent of all households determined to have a housing problem.

Approximately 86 percent of renters with incomes below 50 percent of AMI, and 65 percent of owners with incomes below 50 percent of AMI, are estimated to have a housing problem. This compares to fewer than five percent of renters and owners above median income with a housing problem.

Table B-12 provides additional information about the composition of Extremely Low and Very Low Income households in Lakewood.

TABLE B-12: ELDERLY AND NON-ELDERLY HOUSEHOLDS WITH HOUSING CHALLENGES IN LAKEWOOD¹

	Owners		Renters	
	#	% of Owners	#	% of Renters
Income ≤ 30% AMI				
Elderly Households, with Housing Problem	1,580	45.5	1,745	29.3
Other Households, with Housing Problem	970	27.9	3,285	55.2
Elderly Households, no Housing Problem	565	16.3	395	6.6
Other Households, no Housing Problem	360	10.4	530	8.9
<i>Total Households ≤30% AMI</i>	3,475	100.0	5,955	100.0
Income >30% AMI to ≤50% AMI				
Elderly Households, with Housing Problem	820	23.9	835	15.9
Other Households, with Housing Problem	1,000	29.2	3,760	71.4
Elderly Households, no Housing Problem	1,230	35.9	130	2.5
Other Households, no Housing Problem	375	10.9	540	10.3
<i>Total Households >30% AMI to ≤50% AMI</i>	3,425	100.0	5,265	100.0
¹ Figures are rounded. Elderly households include at least one person that is Age 62 or older.				
Sources: HUD, 2019 CHAS data; Gruen Gruen + Associates.				

Elderly households, defined as a household with at least one person aged 62 or older, comprise about 62 percent of Extremely Low Income homeowners and 36 percent of Extremely Low Income renters in Lakewood. More than two-thirds of elderly households with incomes below 30 percent AMI are estimated to have a housing problem – primarily, a housing cost burden. Non-elderly renter households represent the largest absolute source of extremely low-income households with a housing problem, estimated at nearly 3,300 households as of 2019.

About 53 percent of Very Low Income homeowners are estimated to have a housing problem. Most elderly homeowners which own housing at this income level are not housing challenged, while about three-quarters of non-elderly homeowners do have a housing problem. Among Very Low Income households, non-elderly renters again represent by far the largest source of households with a housing problem.

Housing Affordability Gap Analysis

This section compares the existing housing inventory, by price and tenure, to the existing income characteristics of the household base in Lakewood. The comparison is commonly referred to as an “affordability gap” analysis, in which the gaps are the differences in the number of existing households bracketed by affordable housing costs and the number of units estimated exist at those affordable price points. The estimates are based on our analysis of 2020 American Community Survey data and recent for-sale and rental housing market statistics in Lakewood.

Affordable Housing Prices

Table B-13 summarizes estimates of the price of housing currently afforded by Lakewood households at various household income levels.

TABLE B-13: AFFORDABLE HOUSING PRICES BY HOUSEHOLD INCOME BRACKET

Annual Income	Maximum For-Sale Housing Price ¹	Maximum Gross Monthly Rent ²
Less than \$35,000	Below \$110,000	Below \$875
\$35,000 to \$49,999	\$110,000 to \$175,000	\$875 to \$1,249
\$50,000 to \$74,999	\$175,000 to \$275,000	\$1,250 to \$1,874
\$75,000 to \$99,999	\$275,000 to \$380,000	\$1,875 to \$2,499
\$100,000 to \$149,999	\$380,000 to \$585,000	\$2,500 to \$3,749
\$150,000 and Above	\$585,000 and Above	\$3,750 and Above
¹ Rounded to nearest \$5,000 increment. Assumptions include 20 percent down payment; 30-year fixed mortgage at an annual interest rate of 6.5 percent; property tax, insurance, and association fees equal to 1.2 percent of home price (annually); and utility expenses of \$200 monthly. ² Assumes monthly gross rents equal 30 percent of income. “Gross” rent represents contract rent plus utilities.		
Source: Gruen Gruen + Associates		

The lowest income households with less than \$35,000 of annual gross income can afford no more than \$875 in monthly gross rent. Households with \$50,000 of annual income could afford up to \$1,250 in monthly gross rent. Assuming a household with an annual income of \$50,000 could secure a 30-year mortgage and had a 20 percent down payment, the maximum affordable purchase price would be approximately \$175,000.

A household with \$75,000 of annual income can afford up to \$1,875 in monthly rent or a purchase price of approximately \$275,000. Households with annual incomes of \$100,000 can afford monthly rents of \$2,500 and can afford a purchase price of about \$380,000. Households with annual incomes of \$150,000 or above can afford monthly rents of \$3,750 or higher, and purchase prices of \$585,000 or higher.

Renter-Occupied Housing Gap Estimates

Table B-14 summarizes the existing housing rental inventory by price, in comparison to the income characteristics of the existing renters in Lakewood. The estimates reflect the price of housing that households can potentially afford, not what they will necessarily elect to rent.

TABLE B-14: ESTIMATED RENTAL HOUSING AFFORDABILITY GAPS IN CITY OF LAKEWOOD

	Existing Supply of Renter Occupied Units ¹ #	Number of Renters Able to Afford Units #	Existing Surplus or (Deficit) in Units #
Monthly Gross Rent:			
Less than \$875 ²	3,098	9,399	(6,301)
\$875 to \$1,249	3,442	4,027	(585)
\$1,250 to \$1,874	9,839	4,720	5,119
\$1,875 to \$2,499	7,917	3,558	4,359
\$2,500 to \$3,749	3,700	4,067	(366)
\$3,750 and above	688	2,915	(2,227)
¹ Estimate of occupied units by price. Price distribution from 2020 adjusted upwards to account for 20 percent typical rent growth since mid-2020. ² Estimated supply includes units with “no cash rent.”			
Sources: U.S. Census Bureau; Gruen Gruen + Associates.			

Lakewood, like many other communities, experiences a large deficit of rental units at deeply affordable prices. Using the 30-percent-of-income standard, Lakewood is estimated to contain about 9,400 renter households who can afford to pay no more than \$875 in monthly gross rent. The existing supply of rental units priced below this affordability threshold is estimated at 3,100 units; indicating a “gap” or deficit of approximately 6,300 rental units affordable to the lowest income bracket. This quantitative comparison helps to explain why such a high proportion of Lakewood renters (58 percent) are estimated to be rent burdened. Almost one-half of all renters can afford no more than \$1,250 in monthly rent, while units available at these prices are increasingly scarce.

At the high end of the income spectrum, Lakewood is estimated to contain about 7,000 renter households who could potentially afford monthly rents exceeding \$2,500. A relatively small number of existing rental units in Lakewood command this level of rent, indicating another gap of almost 2,600 units affordable to the highest income renters. This “gap” is not a rental housing deficiency. It reflects the presence of a relatively small but very high-income subset of existing renters, many of whom can find suitable rental housing at a price well below their incomes would support. It also helps to explain the recent increase in market rate multi-family apartment construction, many of which are amenity-laden properties and a standard of quality that differs from older apartment supply in Lakewood.

A large share of housing needs of both lower- and higher-income renters tend to be satisfied in the middle of the market, which is why a large surplus of rental units priced between \$1,250 and \$2,500 per month is estimated to exist in relation to household incomes.

Owner-Occupied Housing Gap Estimates

Table B-15 summarizes the existing housing owner-occupied inventory by price, in comparison to the income characteristics of the existing homeowners in Lakewood. Again, the estimates reflect the price of housing that households can potentially afford, not what they will necessarily elect to purchase.

TABLE B-15: ESTIMATED OWNER-OCCUPIED HOUSING AFFORDABILITY GAPS IN CITY OF LAKEWOOD

	Existing Supply of Owner-Occupied Units ¹ #	Number of Owners Able to Afford Units #	Existing Surplus or (Deficit) in Units #
Home Value:			
Below \$110,000	379	4,495	(4,116)
\$110,000 to \$175,000	631	3,351	(2,720)
\$175,000 to \$275,000	3,407	5,916	(2,509)
\$275,000 to \$380,000	6,015	5,987	28
\$380,000 to \$585,000	11,736	8,173	3,563
\$585,000 and Above	19,897	14,143	5,754
¹ Estimate of occupied units by value. Reflects analysis of 2021 American Community Survey data as well as recent residential sales distribution within Lakewood.			
Sources: U.S. Census Bureau; Jefferson County Assessor (2022 Sales); Gruen Gruen + Associates.			

A large surplus of owner-occupied housing exists at the higher price points of the housing ladder. This in part reflects the significant escalation in residential sales prices that have occurred throughout Metro Denver since 2014 and the historically low mortgage rates that were available less than a year ago.

About three-quarters of all owner-occupied housing or 31,600 units in Lakewood are estimated to have values that exceed \$380,000. Using the 30-percent-of-income standard and other assumptions described previously, Lakewood is estimated to contain about 22,000 existing homeowners who could afford purchase prices of \$380,000 and above. The difference suggests a large surplus of about 9,300 owner-occupied units priced above \$380,000. The large discrepancy between incomes of existing homeowners and home values in Lakewood suggests that many existing homeowners would be challenged to purchase different housing in the community, absent a considerable decline in prices.

For the owner-occupied housing inventory in Lakewood, the gaps or “deficits” are estimated to be concentrated in the lowest-income and price segments of the for-sale housing market. For example, an estimated 7,800 households whose income would suggest affordable purchase prices below \$175,000 compares to an estimated supply of 1,000 units, indicating a gap of 6,800 owner-occupied housing units at deeply affordable purchase prices.

Demographic and Household Characteristics

Historical Population and Household Growth

Table B-16 summarizes historical population and household growth within Lakewood and Jefferson County.

TABLE B-16: HISTORICAL LAKEWOOD POPULATION AND HOUSEHOLD GROWTH, 2000-2021

	2000 Census #	2010 Census #	2021 DOLA Estimate #	2000-2021 Change #	2000-2021 Change %
Population					
Lakewood	144,126	142,980	156,425	12,299	8.5%
Golden	17,411	18,867	19,964	2,553	14.7%
Arvada	102,153	106,433	123,170	21,017	20.6%
Wheat Ridge	32,913	30,166	32,702	-211	-0.6%
Jefferson County	527,056	534,543	579,654	52,598	10.0%
Households					
Lakewood	60,577	61,986	67,485	6,908	11.4%
Golden	6,966	7,394	7,765	799	11.5%
Arvada	38,914	42,701	49,051	10,137	26.0%
Wheat Ridge	14,591	13,976	14,804	213	1.5%
Jefferson County	206,067	218,160	236,484	30,417	14.8%
Sources: U.S. Census Bureau; DOLA; Gruen Gruen + Associates.					

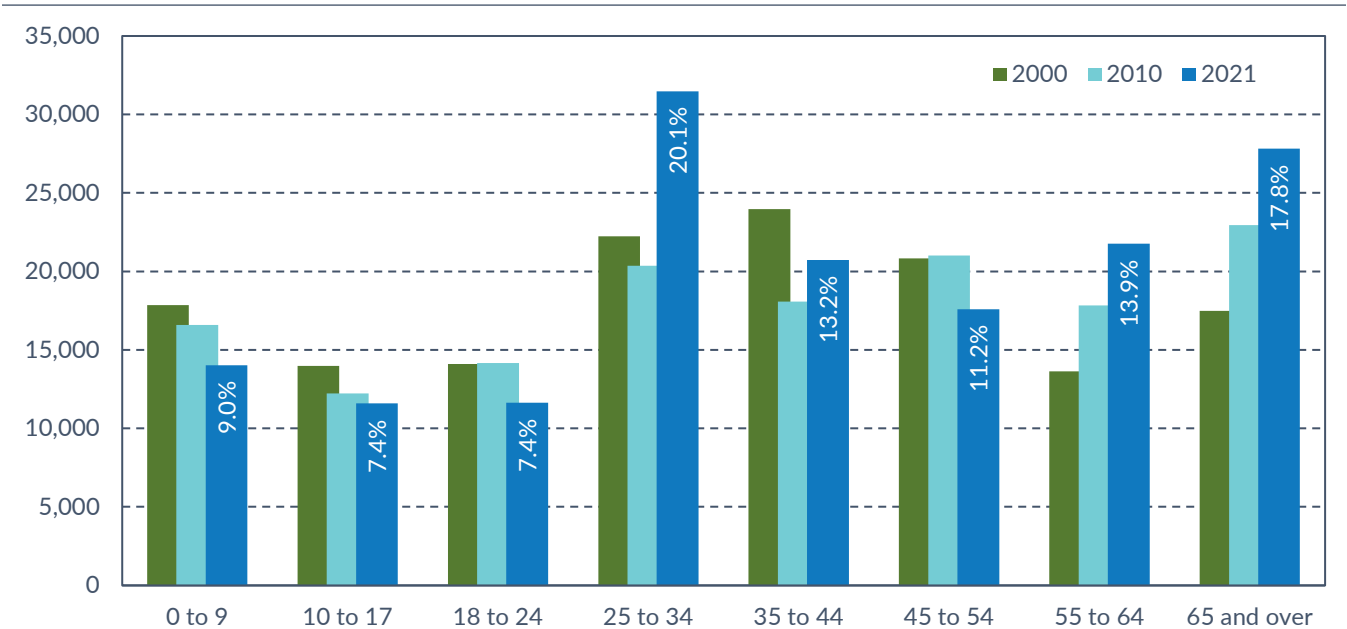
Census estimates indicate the population grew during the second decade but fell during the first decade of the 2000's. The population fell from 144,126 in 2000 to 142,980 in 2010, representing a small decline of less than one percent total over the 2000-2010 decade. Population grew by an estimated 13,004 persons from 2010 to 2021, representing nine percent population growth over the 2010-2021 period and 8.5 percent population growth since 2000.

Household growth has occurred at a higher rate than population growth. Between 2000 and 2010, the number of households in Lakewood grew by approximately 1,409 or 2.33 percent. The number of households increased by 5,306 over the subsequent 2010-2021 period or 8.56 percent. From 2000 to 2021, the number of households in Lakewood increased by 6,715. This equates to a growth rate of 11.4 percent or on average 0.55 percent per year.

Lakewood Population by Age

Figure B-7 summarizes the estimated change in population by age cohort from 2000 to 2021.

FIGURE B-7: CITY OF LAKEWOOD POPULATION BY AGE, 2000-2021



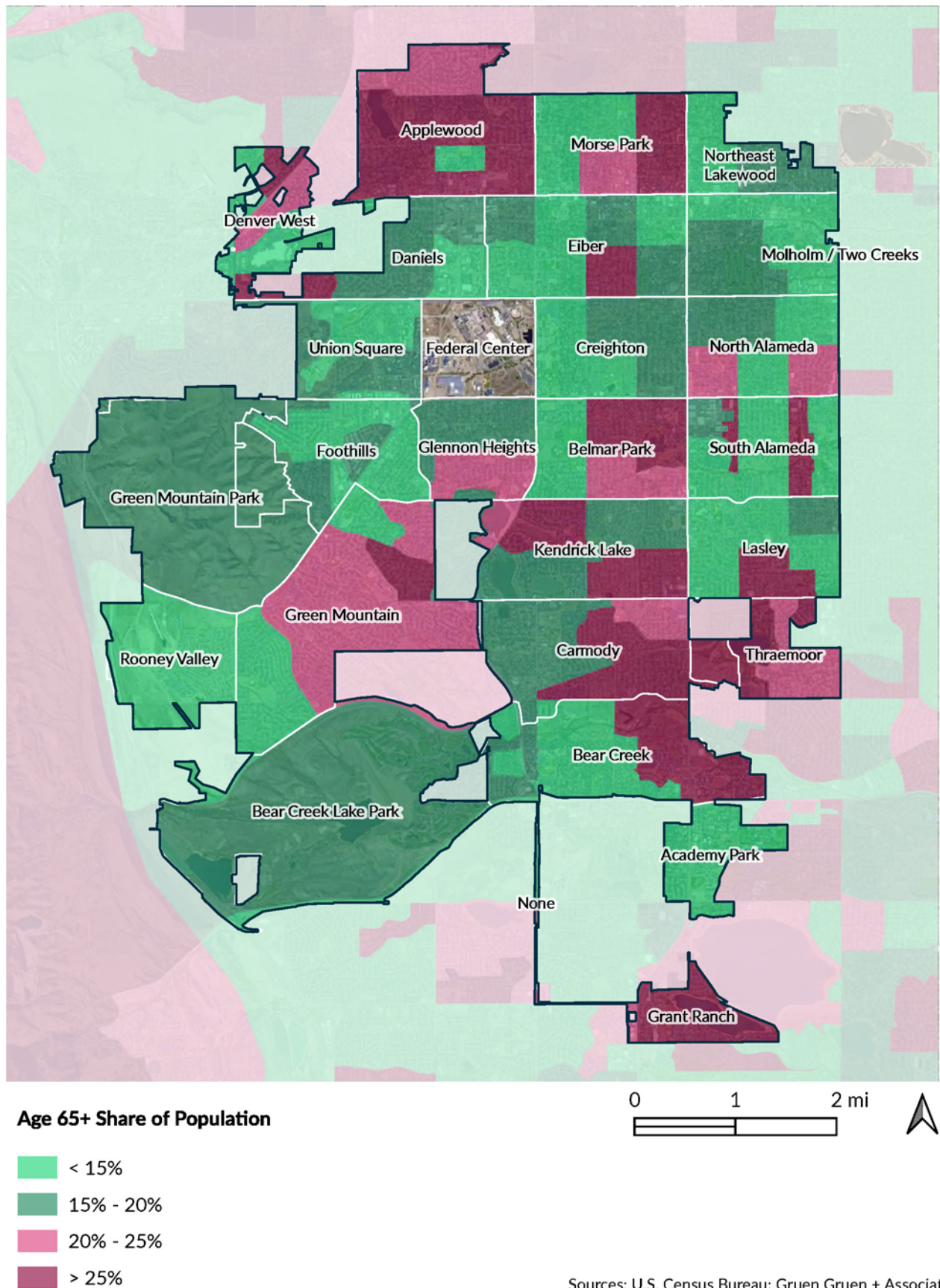
Sources: U.S. Census Bureau; Gruen Gruen + Associates.

Recent growth among the Millennial population aged 25 to 34 has been significant in Lakewood and this population is now estimated to represent the largest age cohort in the community at 20.1 percent of the total population. Growth in this age cohort likely relates to the significant multi-family development activity. The population of children under the age of 18 has declined over time, both in absolute numbers and as a share of overall population. Children under the age of 18 represented about 22 percent of the population in 2000 and declined to about 16 percent of Lakewood’s population as of 2021. A similar rate of decline occurred among young adults between the ages of 18 to 24.

Lakewood has experienced steady long-term growth in its population of older-age adults. The age 55 to 64 cohort is estimated to comprise about 14 percent of the population, up from less than 10 percent of the population in 2000. Similarly, the population age 65 or older grew from 12 percent of the population in 2000 to nearly 18 percent by 2021.

Map B-5 provides additional perspective on the older-age population in Lakewood. Census Block Groups are mapped with respect to the share of local population comprised by the Age 65+ population cohort. Neighborhoods in South Lakewood as well as the Applewood neighborhood in North Lakewood contain comparatively large populations of older-age adults. Almost 30 percent of population in the Applewood neighborhood is estimated to be age 65 or older. The age 65 or older population share in the small Grant Ranch neighborhood on Lakewood’s southern boundary exceeds 35 percent. Other neighborhoods in South Lakewood such as Carmody, Thraemoor, and Kendrick Lake exhibit similar patterns with around one-quarter of their population comprised by older-age adults.

MAP B-5: CENSUS BLOCK GROUPS BY AGE 65+ SHARE OF POPULATION



LAKEWOOD POPULATION BY RACE

Table B-17 summarizes the population in Lakewood by Hispanic origin and race.

TABLE B-17: CITY OF LAKEWOOD POPULATION BY HISPANIC ORIGIN AND RACE

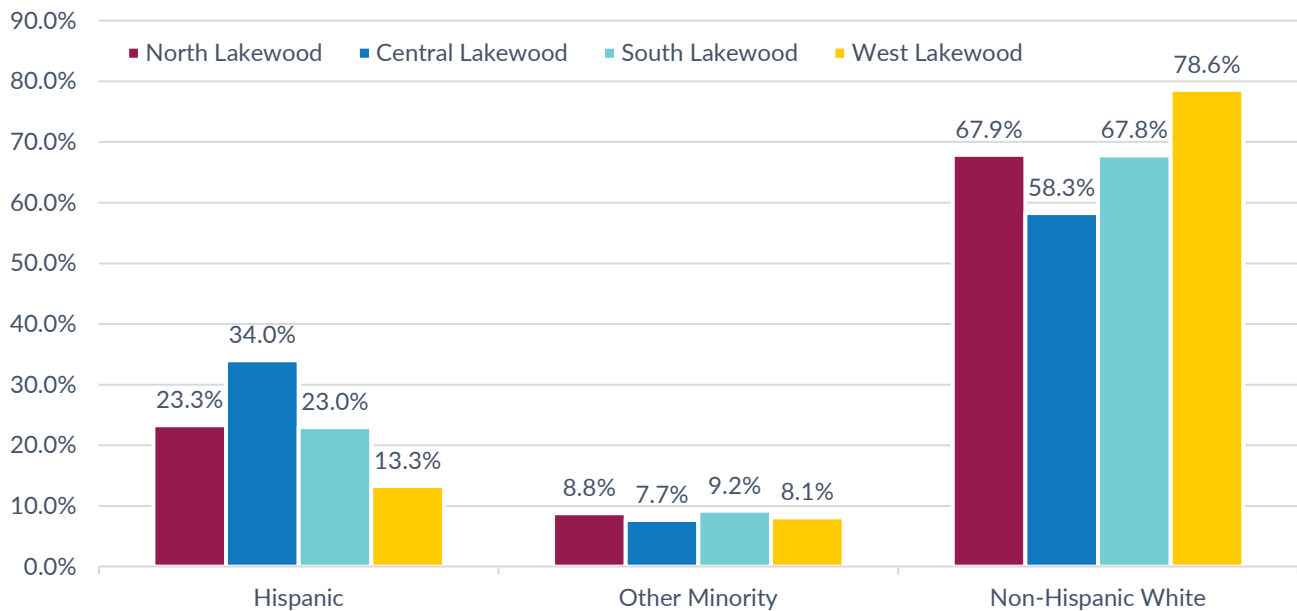
	2000 Census		2021 ACS	
	#	% of Total	#	% of Total
Hispanic or Latino	32,838	22.9	35,169	22.5
Non-Hispanic, White alone	97,440	68.0	103,508	66.1
Non-Hispanic, Asian alone	4,426	3.1	8,216	5.2
Non-Hispanic, Black alone	3,960	2.8	2,509	1.6
Non-Hispanic, Other or two or more races	4,566	3.2	7,210	4.6
Total Population	143,230	100.0	156,612	100.0
Sources: U.S. Census Bureau; Gruen Gruen + Associates.				

The racial composition of Lakewood's population base has not changed much over the last two decades. Hispanics comprised about 22.9 percent of Lakewood's total population in the 2000 Census. About 22.5 percent of the citywide population was estimated to be of Hispanic origin in 2021, according to American Community Survey estimates. The non-Hispanic white population comprised about 68 and 66 percent of all Lakewood residents in 2000 and 2021, respectively.

Although still relatively small, the non-Hispanic Asian population in Lakewood has experienced the highest rate of growth since 2000, almost doubling in size over the period. The Asian population increased from 3.1 percent in 2000 to 5.2 percent of citywide population in 2021.

The non-Hispanic Black population is estimated to have declined by roughly 1,400 persons between 2000 and 2021. Other non-Hispanic minorities, primarily including residents that identify as mixed race, increased over the period from 3.2 percent of population in 2000 to 4.6 percent of population in 2021.

Map B-6 illustrates the distribution of Lakewood's minority population. Figure B-8 also summarizes the make-up of population within the four quadrants of Lakewood.

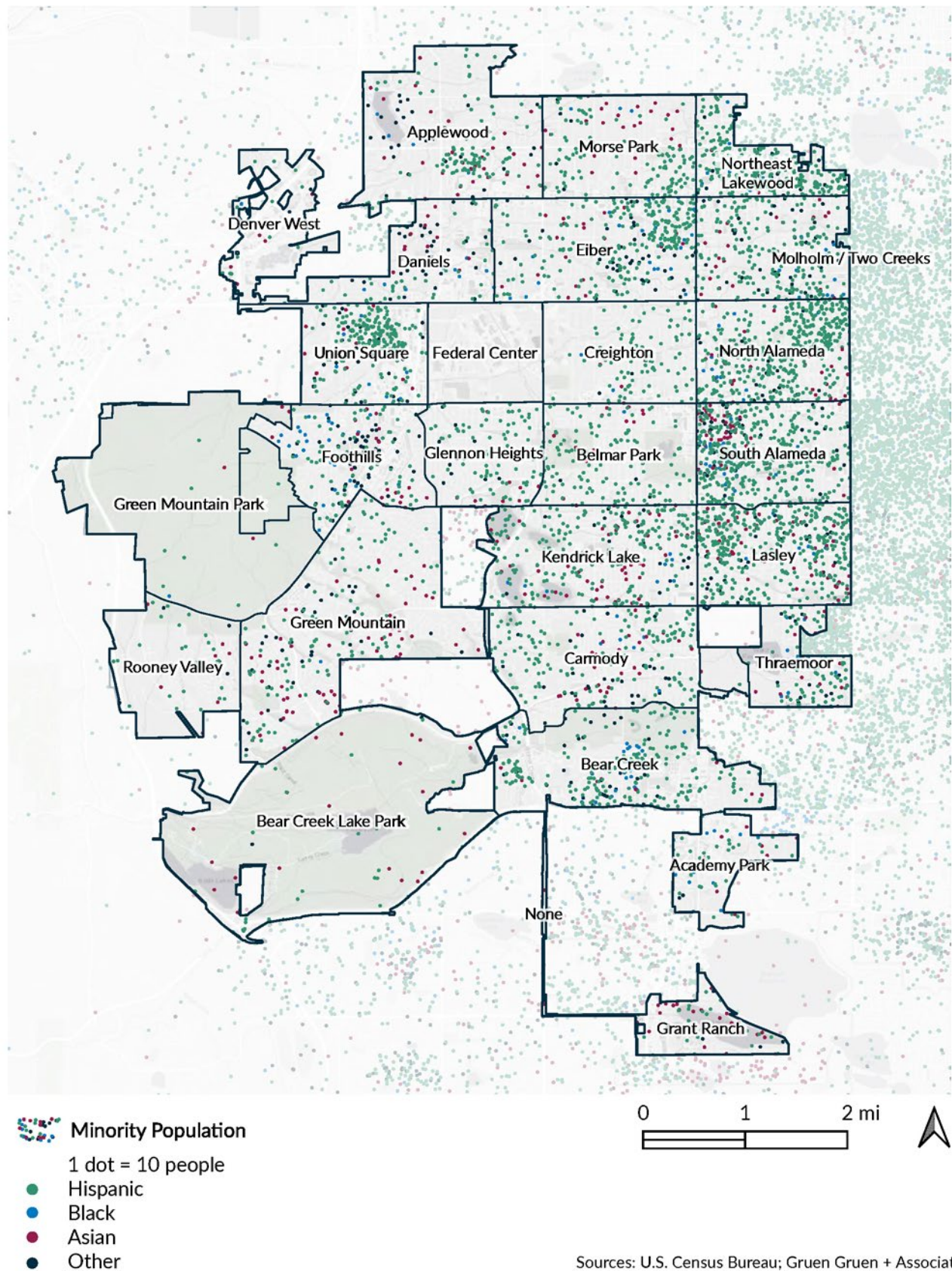
FIGURE B-8: POPULATION SHARE BY HISPANIC ORIGIN AND RACE

Sources: U.S. Census Bureau; Gruen Gruen + Associates.

Central Lakewood has the highest minority population share at nearly 42 percent. Approximately 34 percent of the population is of Hispanic origin and 7.7 percent of the population is another non-Hispanic minority.

West Lakewood exhibits the lowest minority population share at approximately 21 percent. Hispanics represent about 13 percent and other non-Hispanic minorities represent about eight percent of the population in West Lakewood.

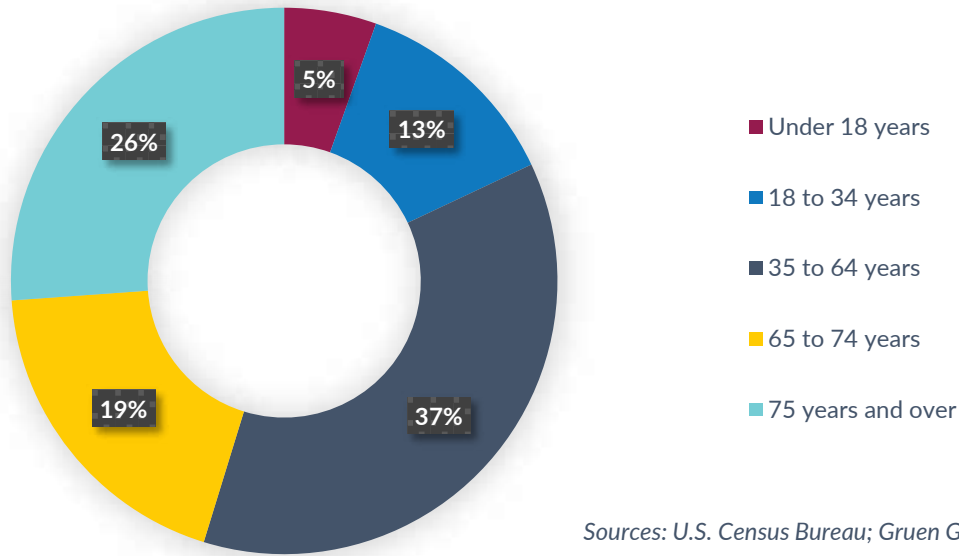
MAP B-6: MINORITY POPULATION IN LAKEWOOD



Disability Characteristics

The elderly population is disproportionately affected by disabilities. Figure B-9 summarizes the age composition of Lakewood residents with a disability.

FIGURE B-9: AGE COMPOSITION OF LAKEWOOD POPULATION WITH A DISABILITY



According to 2021 American Community Survey estimates, approximately 13 percent of the non-institutionalized population in Lakewood has one or more disabilities.

About 45 percent of all residents with a disability in Lakewood are estimated to be 65 years of age and older. Adults between the ages of 35 and 64 represent approximately 37 percent of Lakewood residents with a disability. Ambulatory difficulties and independent living difficulties are the most prevalent among the population aged 65 or older. Cognitive difficulties are most prevalent among the non-senior adult population aged 18 to 64.

Household Composition

Table B-18 presents household characteristics for Lakewood homeowners related to household size, family status, and age of householder.

TABLE B-18: LAKEWOOD HOMEOWNERS BY HOUSEHOLD SIZE, FAMILY STATUS, AND AGE

	2000 Census		2021 ACS	
	#	% of Total	#	% of Total
Household Size				
1-person	9,389	25.5	12,704	30.2
2-person	14,521	39.4	17,346	41.2
3-person	5,498	14.9	6,389	15.2
4+ persons	7,431	20.2	5,627	13.4
Family Status				
Family Households, no Children	14,969	40.6	18,173	43.2
Family Households, w/ Children	10,486	28.5	7,773	18.5
Non-Family Households	11,384	30.9	16,120	38.3
Age of Householder				
Householder 15 to 34 years	4,540	12.3	6,056	14.4
Householder 35 to 64 years	23,742	64.4	22,973	54.6
Householder 65 years and over	8,557	23.2	13,037	31.0
Sources: U.S. Census Bureau, 2000 Census, 2021 American Community Survey; Gruen Gruen + Associates.				

Owner-occupied households in Lakewood have become smaller over the past 20 years. More than 71 percent of all owner-occupied units are a single- or two-person household. The number of larger households containing at least four people has declined over time, both in absolute terms and as a share of the household base.

Changes in the size of owner-occupied households are symptomatic of aging homeowners and the presence of fewer family households with children. As of the 2000 Census, about 10,500 homeowners were family households with children, representing 29 percent of all owner-occupied households in Lakewood. By 2021, family households with children had declined by about 2,800 to represent less than 19 percent of homeowners in Lakewood.

Table B-19 presents household characteristics for Lakewood renters related to household size, family status, and age of householder.

TABLE B-19: LAKEWOOD RENTERS BY HOUSEHOLD SIZE, FAMILY STATUS, AND AGE

	2000 Census		2021 ACS	
	#	% of Total	#	% of Total
Household Size				
1-person	9,196	38.7	11,991	41.8
2-person	7,291	30.7	9,999	34.9
3-person	3,549	15.0	2,791	9.7
4+ persons	3,702	15.6	3,904	13.6
Family Status				
Family Households, no Children	4,444	18.7	6,355	22.2
Family Households, w/ Children	6,671	28.1	6,101	21.3
Non-Family Households	12,623	53.2	16,229	56.6
Age of Householder				
Householder 15 to 34 years	10,939	46.1	13,128	45.8
Householder 35 to 64 years	10,302	43.4	11,124	38.8
Householder 65 years and over	2,497	10.5	4,433	15.5
Sources: U.S. Census Bureau, 2000 Census, 2021 American Community Survey; Gruen Gruen + Associates.				

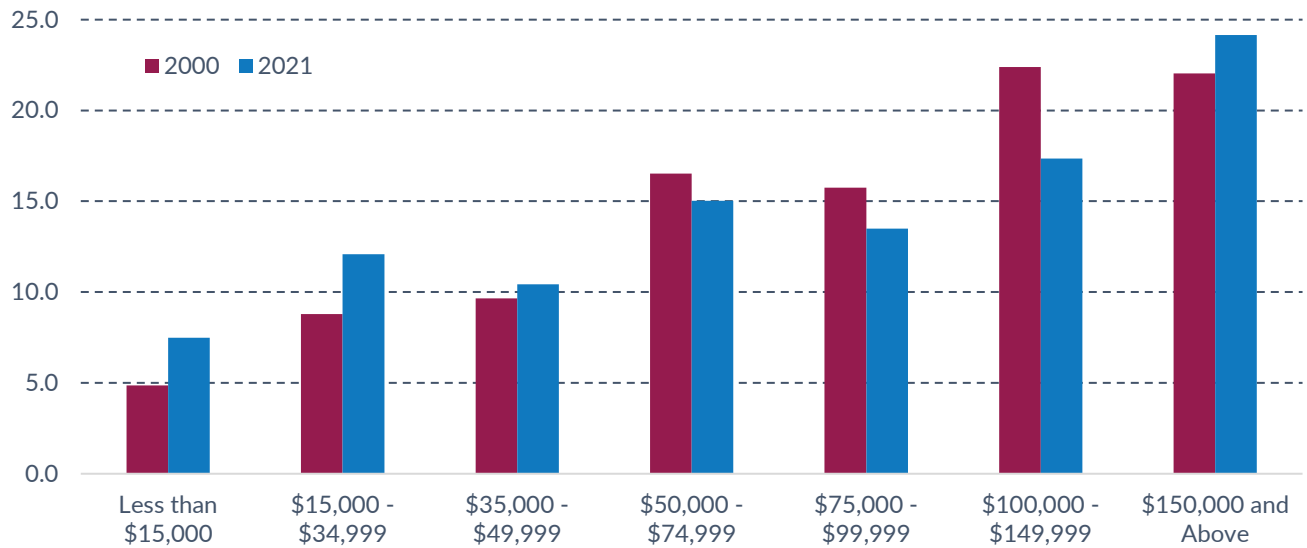
Renter household characteristics have followed patterns similar to those of Lakewood homeowners. An increasing number and share of renters are single- or small two-person households. The number of family households with children has declined over time. Non-family households, which include persons living alone or with unrelated household members, represent almost 57 percent of all Lakewood renters. By age of householder, the most significant growth since 2000 in renters has been associated with elderly households (householder age 65 or over).

The long-term changes in household composition, as well as the aging of the population, are consistent with a high share of “non-workforce households.” As of 2021, about 27 percent of all Lakewood households (renters and owners) were estimated to include no active members of the labor force. In other words, nearly three-in-10 housing units in Lakewood are occupied by households who are retired, non-working, or with members otherwise unable to work.

Real Household Incomes

Figure B-10 summarizes the distribution of households by income (in “real” inflation-adjusted dollars) over the past 20 years in Lakewood.

FIGURE B-10: ESTIMATED DISTRIBUTION OF LAKEWOOD HOUSEHOLDS BY INCOME (2023 DOLLARS)



Sources: U.S. Census Bureau; Gruen Gruen + Associates.

Long-term patterns within Lakewood are generally consistent with broader trends of increasing income polarization. Middle-or moderate-income households have tended to decline over time, accompanied by increasing numbers of both very low- and very high-income households. Approximately 20 percent of all Lakewood households have annual incomes below \$35,000. At the opposite end of the income spectrum, almost 25 percent of Lakewood households have annual incomes that exceed \$150,000. Both categories of households have grown over the long-term.

Households with annual incomes ranging from \$35,000 to \$75,000 have remained consistent in their share of the household base, comprising about 26 percent of households in 2000 and 25 percent in 2021. Large declines have occurred among households with incomes ranging from \$75,000 to \$150,000.

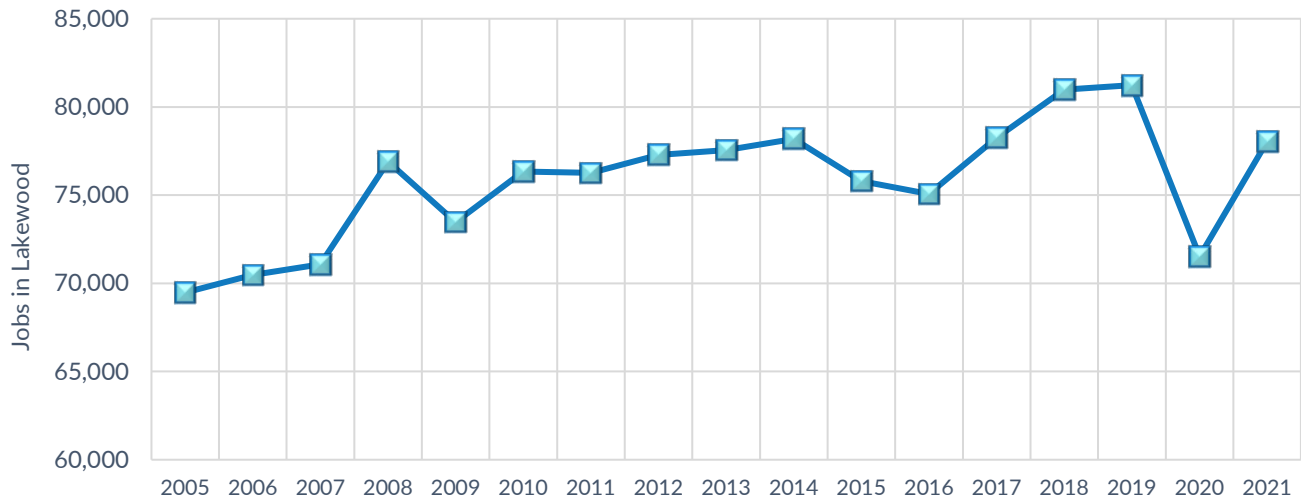
On an inflation-adjusted basis, the median household income has also declined, decreasing from \$89,000 in 2000 to about \$84,500 in 2021. This represents a real decline of five percent over a 21-year period.

Economic Base and Labor Force

Employment Base

Figure B-11 shows the estimated long-term change in employment located in Lakewood between 2005 and 2021. Employment estimates include wage and salary (i.e., payroll) jobs covered in the Quarterly Census of Employment and Wages and tabulated by the Denver Regional Council of Governments.

FIGURE B-11: WAGE AND SALARY EMPLOYMENT IN LAKEWOOD



Sources: Denver Regional Council of Governments; Gruen Gruen + Associates.

Total payroll employment grew by an estimated 12 percent over the period, increasing from approximately 69,477 jobs in 2005 to 78,035 jobs in 2021. Prior to the recession brought about by the Covid-19 pandemic, employment in Lakewood had been growing rapidly for several consecutive years. Between 2016 and 2019, the local employment base added approximately 6,200 payroll jobs and was expanding at an average annual rate of about 2.5 percent. As of 2021, employment had not yet recovered to its previous peak of 81,226 jobs in 2019.

Industry Composition

Tables B-20 and B-21 present changes in Lakewood's employment base by sector over the 2005 to 2019 period during which strong job growth was occurring. Estimates for the composition of the local employment base by detailed industry sector are drawn from longitudinal employer-household data produced by the U.S. Census Bureau.

TABLE B-20: EMPLOYMENT BY ECONOMIC SECTOR IN LAKEWOOD, 2005-2019

Economic Sector	2005 #	2011 #	2019 #	Change 2005-2019 #
Natural Resources	210	140	225	15
Utilities	173	167	319	146
Construction	4,310	4,104	4,587	277
Manufacturing	2,547	3,179	4,060	1,513
Wholesale Trade	1,802	1,779	1,239	-563
Retail Trade	10,682	10,828	10,928	246
Transportation and Warehousing	1,044	945	783	-261
Information	2,595	1,976	2,381	-214
Financial Activities	6,258	5,169	3,918	-2,340
Professional and Business Services	15,791	16,463	17,779	1,988
Education and Health Services	25,361	29,095	31,107	5,746
Leisure and Hospitality	8,144	8,489	8,948	804
Personal Services	1,735	2,017	2,170	435
Public Administration	4,106	11,850	9,872	5,766
Total	84,758	96,201	98,316	13,558
Sources: U.S. Census Bureau, Center for Economic Studies; Gruen Gruen + Associates.				

From 2005 through 2019, total employment in Lakewood increased by 13,558 jobs. This equates to an average annual growth rate of nearly 1.1 percent. Job growth has occurred at a much slower rate from 2011 through 2019 (0.27 percent). Public administration jobs increased the most with a gain of 5,766, from 4,206 jobs in 2005 to 9,872 jobs in 2019. Public administration jobs were higher at 11,850 in 2011. The largest economic sector education and health services experienced the second largest job gain of 5,746 from 25,361 jobs in 2005 to 31,107 jobs in 2019. The next largest source of job growth is the second largest base of employment: professional and business services. This sector experienced job growth of nearly 2,000 jobs, from 15,791 jobs in 2005 to 17,779 jobs in 2019. Off a relatively low base of 2,547 jobs in 2005, manufacturing employment increased by over 1,500 jobs to 4,060 in 2019. Employment in the leisure and hospitality sector increased by over 800 jobs to 8,948 jobs in 2019. Personal services employment increased by 435 jobs to 2,170 jobs in 2019. Employment in each of the construction, retail trade, utilities, and natural resource sectors increased by less than 300 jobs.

Employment in the financial activities sector decreased by 2,340 jobs, from 6,258 in 2005 to 3,918 jobs in 2019. This equates to a decrease of 37 percent. Other economic sectors which experienced job declines include: wholesale trade, transportation and warehousing, and information.

TABLE B-21: COMPOSITION OF THE EMPLOYMENT BASE BY INDUSTRY SECTOR

	2005 %	2019 %	Shift Percentage Points
Natural Resources	0.2	0.2	(0.0)
Utilities	0.2	0.3	0.1
Construction	5.1	4.7	(0.4)
Manufacturing	3.0	4.1	1.1
Wholesale Trade	2.1	1.3	(0.8)
Retail Trade	12.6	11.1	(1.5)
Transportation and Warehousing	1.2	0.8	(0.4)
Information	3.1	2.4	(0.7)
Financial Activities	7.4	4.0	(3.4)
Professional and Business Services	18.6	18.1	(0.5)
Education and Health Care	29.9	31.6	1.7
Leisure and Hospitality	9.6	9.1	(0.5)
Personal Services	2.0	2.2	0.2
Public Administration	4.8	10.0	5.2
Total	100.0	100.0	
Sources: U.S. Census Bureau, Center for Economic Studies; Gruen Gruen + Associates.			

Pre-pandemic, the Education and Health Care, Professional and Business Services, Retail Trade, Public Administration and Leisure and Hospitality sectors of the employment base represented approximately 80 percent of all jobs located in Lakewood. While these sectors have been historically important sources of local economic activity, their growth patterns have differed in recent years. Education and Health Care and Public Administration continue to comprise a larger share of local employment, while the share of jobs attributable to the Retail Trade, Leisure and Hospitality, and Professional and Business Services have remained stable or declined.

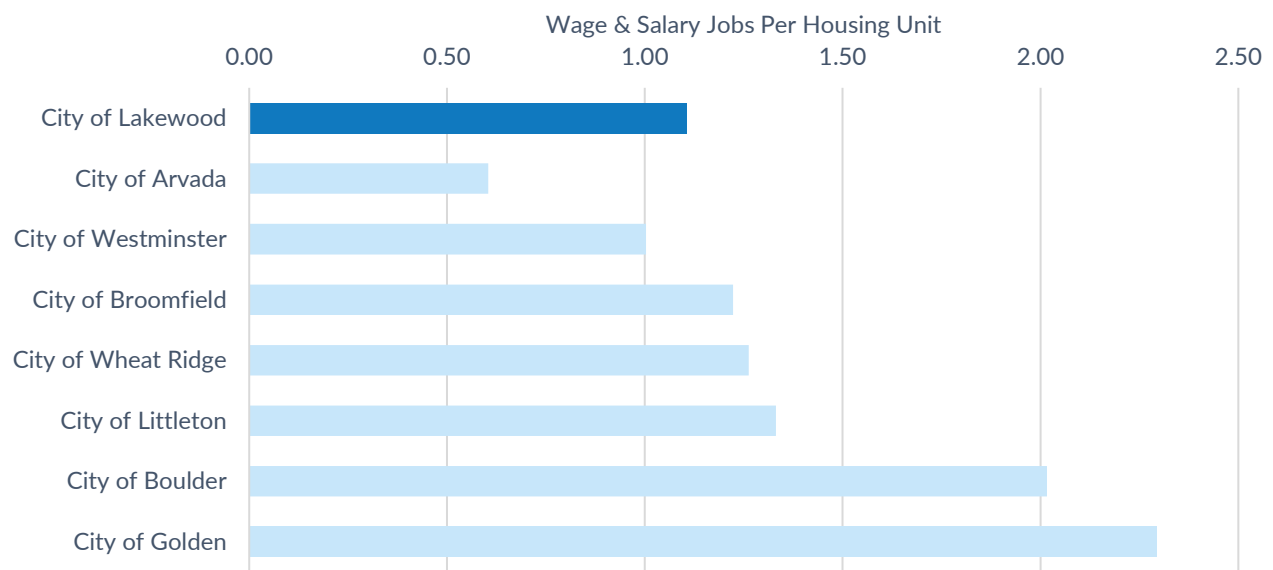
Retail Trade employment (11.1 percent of total employment) and Leisure and Hospitality employment (9.1 percent of total employment) together represent about one-in-five local jobs. Workers employed in these sectors tend to be lower-skilled, on average, and also earn among the lowest wages in Jefferson County. The average weekly wage in 2021 among Retail Trade and Leisure and Hospitality workers was \$652.

Jobs-Housing Ratio

A jobs-to-housing ratio is considered an important indicator in local and regional planning. It is also a generalized but useful indicator of housing demand pressures within a given area. Regions or communities with high ratios of jobs to available housing units are most often those that experience high increases in housing cost over time. While jobs to housing relationships will vary given differences among communities in labor force, social, and economic characteristics; transportation linkages, geographical constraints, and land use regulatory conditions, the generally accepted ratio for a balanced relationship between jobs and housing tends to fall within 1.3-to-1.7-jobs- per-housing unit. Areas with significantly higher jobs-to-housing ratios typically do not have an adequate amount of housing supply to meet the needs of the local workforce.

The estimated jobs-housing unit ratio in Lakewood currently approximates 1.1 jobs per housing unit. Historical estimates of local wage and salary employment and the housing stock indicate that the ratio has ranged from about 1.0 to 1.2 jobs per housing unit. Figure B-12 provides a comparison of current jobs-to-housing unit ratios¹ for other nearby municipalities. In other Jefferson County communities such as Arvada, Golden, Westminster and Wheat Ridge, current ratios range from approximately 0.6 to 1.3 jobs per housing unit.

FIGURE B-12: COMPARISON OF CURRENT JOBS-HOUSING RATIOS BY MUNICIPALITY



¹ Based on DRCOG wage and salary employment estimates for 2021.

Commutation Patterns

Table B-22 summarizes commutation patterns for Lakewood.

TABLE B-22: COMMUTATION PATTERNS FOR THE CITY OF LAKEWOOD

	2002 #	2010 #	2019 #
Resident Labor Force	79,816	65,613	81,530
Employed within Lakewood	15,773	13,619	15,569
Out-Commuters	63,413	51,994	65,961
Employment Base (Jobs)	84,792	96,248	98,349
Jobs Held by Resident Labor	15,773	13,619	15,569
In-Commuters	69,019	82,629	82,780
<i>Estimates are for all jobs.</i>			
Sources: U.S. Census Bureau, Center for Economic Studies; Gruen Gruen + Associates.			

According to data from the U.S. Census Bureau's Center for Economic Studies, the resident labor force (workers living in Lakewood) represents approximately 16 percent of all workers employed in Lakewood. In 2010, the resident labor force held 14 percent of local jobs. Non-resident workers (nearly 83,000) that commute into Lakewood for employment primarily originate from areas east and north of Lakewood. The degree to which local employers in Lakewood rely upon non-resident labor appears to have increased over time. The number of "in-commuters" is estimated to have grown from about 69,000 workers in 2002 to about 83,000 workers by 2019. Map B-7 illustrates this primary labor shed for non-resident workers.

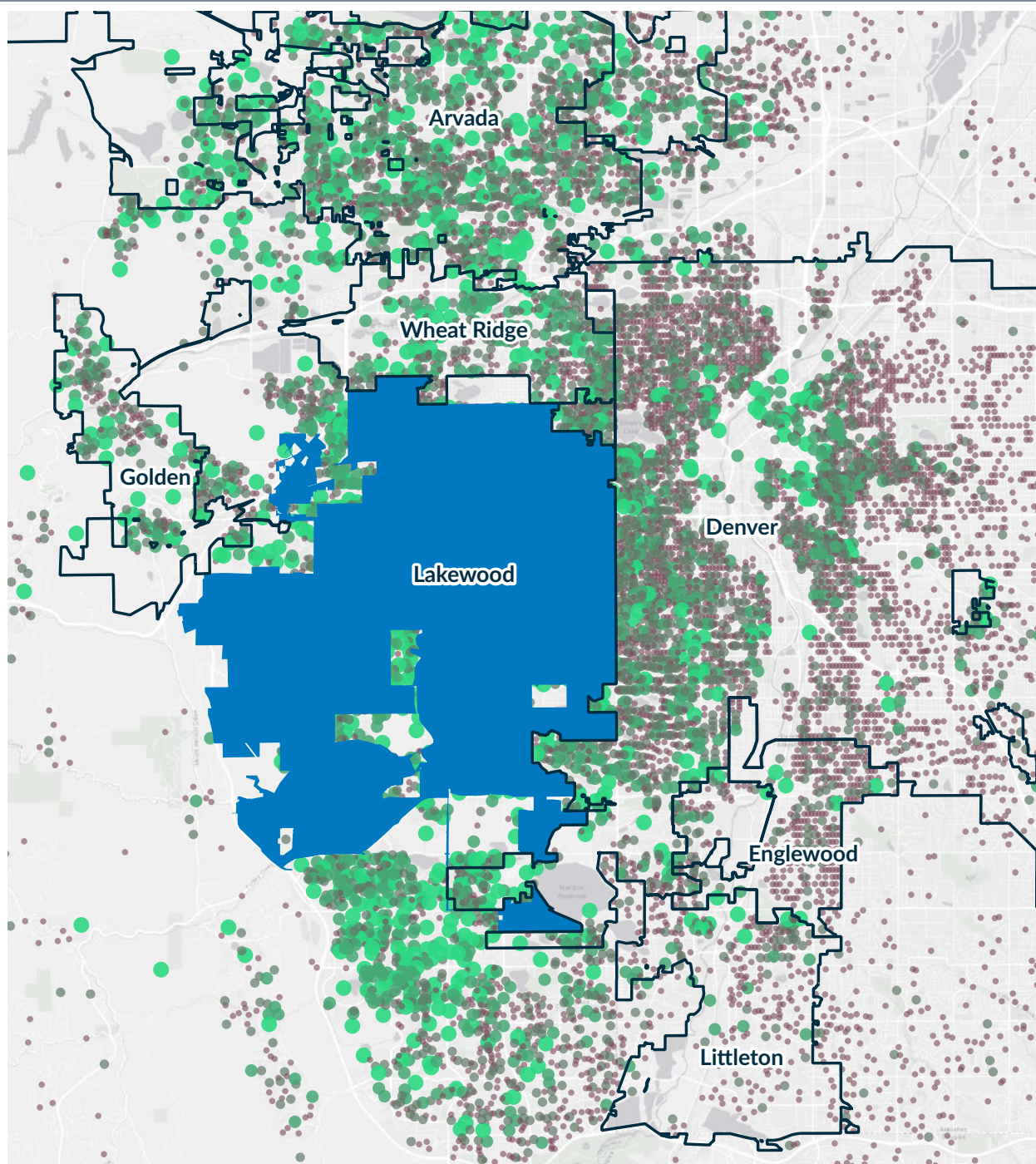
Similarly, a high proportion (about 81 percent) of Lakewood's resident labor force commutes out of the community for employment. The top location to which residents commute is the city of Denver. About 40 percent of the resident workforce employed outside of Lakewood commutes to Denver.

Occupational Mix

More than 50 percent of Lakewood's resident labor force is employed in management, business, science and arts-related occupations. The share of residents employed in these typically high-skill occupations has increased over time, from about 39 percent in 2000 to 53 percent in 2021. Sales, administrative support, and construction-related occupations are much less prevalent among Lakewood residents today than 20 years ago.

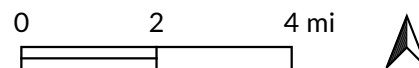
According to most recent 2021 American Community Survey estimates, approximately 28 percent of the resident labor force in Lakewood was estimated to work from home, up from about 7.5 percent in 2019. This is not surprising given the workplace effects of the pandemic, as well as the high share of residents employed in business, science, and arts-related fields for whom remote work is more practical and common.

MAP B-7: LABOR SHED FOR NON-RESIDENT WORKERS IN LAKEWOOD



In-Commuters (2019)

- 1 - 2 workers
- 3 - 5 workers
- 6 - 10 workers
- > 10 workers



Sources: U.S. Census Bureau; Gruen Gruen + Associates.



APPENDIX C

Future Housing Needs

**Projection of Additional Housing Needed in
Lakewood over 10 Years**

Appendix C

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Introduction and Methodology

Introduction

This report presents a forecast of potential future housing needs in Lakewood over the next 10 years. The forecast of “future need” reflects anticipated household growth in Lakewood and given the scarcity of available housing in the community, the commensurate need to create additional housing units to keep up with this growth.

Basic Findings

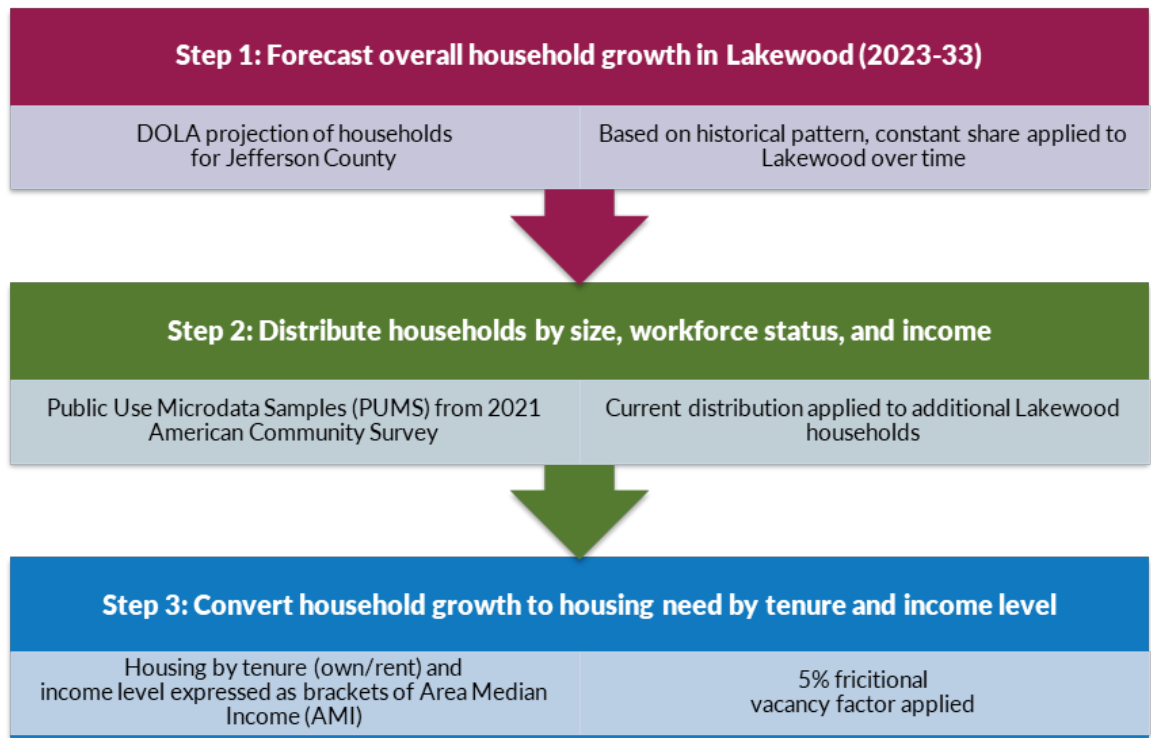
- In total, approximately 4,200 workforce units are forecast to be needed over the next 10 years. Some of the workforce housing needed will be for below-market rents or sales prices. About one-third of the total projected workforce housing need is associated with the below 80 percent AMI income level.
 - Approximately 2,860 *smaller* workforce units (suitable for a single or two-person household) are projected to be needed over the next 10 years in Lakewood. About 60 percent of the overall need is likely to be for ownership housing. Smaller units affordable to workforce households at or above 120 percent AMI comprise the largest category of projected need at just under 1,190 units. Smaller units affordable to below 30 percent AMI and 30-50 percent AMI represent about 270 units and 350 units of future need, respectively.
 - Approximately 1,280 *larger* workforce units (suitable for a household with three or more people) are projected to be needed over 10 years. About 70 percent of the overall need is likely to be for ownership housing. Larger units affordable to workforce households at or above 120 percent AMI comprise 45 percent of the overall need or just under 580 units. Larger units affordable to below 30 percent AMI and between 30-50 percent AMI represent an additional 60 units and 130 units of future need, respectively.
- Approximately 1,600 units for non-working households are forecast to be needed over the next 10 years. Much of the need will be for smaller units and will be associated with incomes below the 80 percent AMI level.
 - More than 50 percent of the overall non-workforce need is likely to be for rental housing. Smaller units affordable to non-working households with incomes below 30 percent AMI comprise the largest category of projected need at just over 600 units. Smaller units affordable to above 120 percent represent about 290 units of future need.

If much of the proposed or planned housing developments are implemented, (1) Lakewood may contain more than sufficient land, redevelopment, and infill development capacity to accommodate the 10-year housing need via new construction including redevelopment at higher residential densities of current land uses; and (2) projects currently under construction, approved, planned, or tentatively proposed represent about a 15-year housing supply.

To avoid the perception of shortages and price increases and maintain incentives for existing housing units to be well maintained, more land and housing should be available for development/redevelopment than the amount estimated to be needed to meet forecast housing demand over the next 10 years.

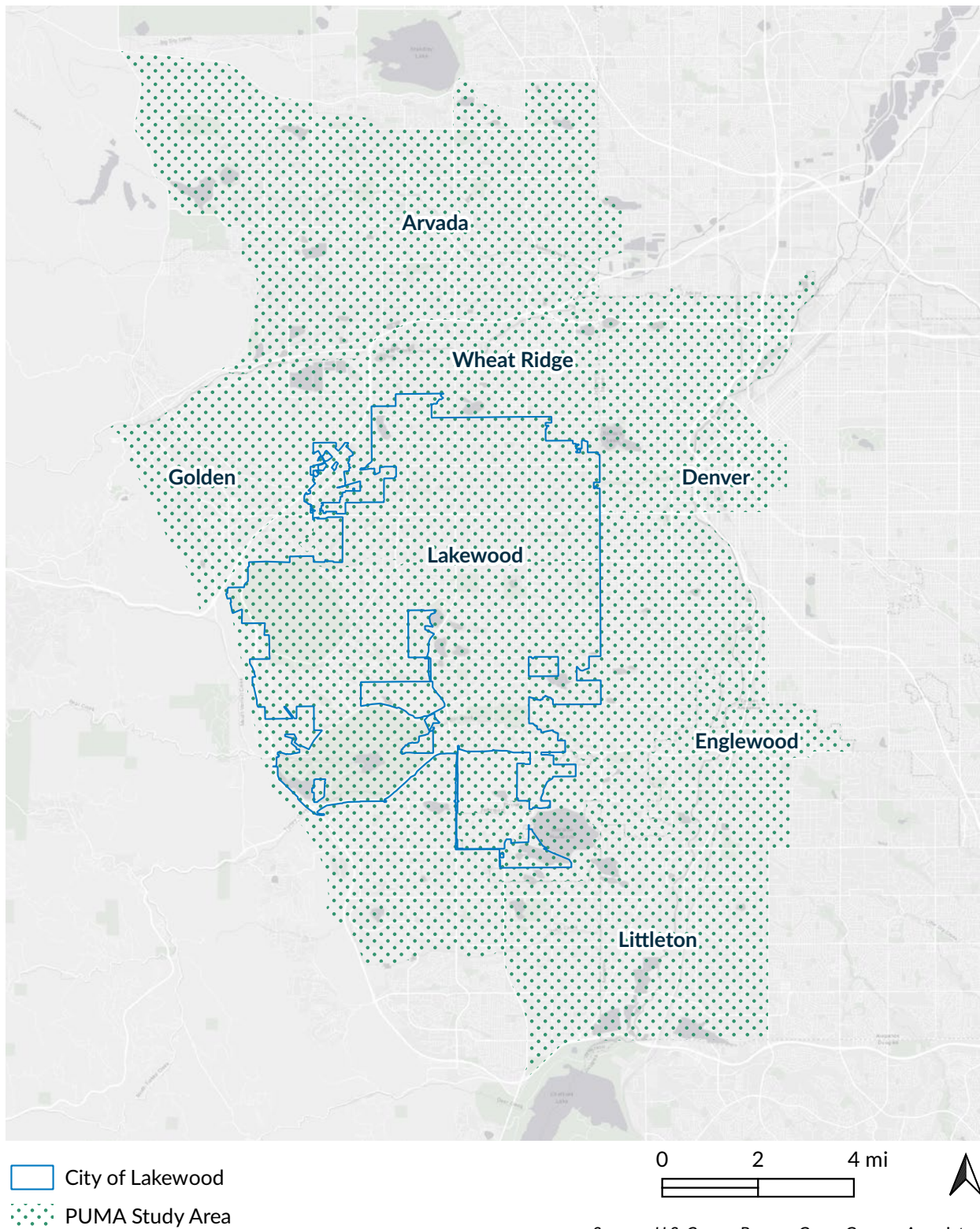
Methodology

The growth-related forecast of additional housing need consists of several components that quantify the linkage between additional households, their likely demographic characteristics (e.g., size and workforce status) and incomes, and thus their ability to pay for housing. The flow chart below describes the methodology used to forecast future growth-related housing needs in Lakewood.



The forecast of future housing need in Lakewood begins with a county-level household projection from the Department of Local Affairs (DOLA) State Demography Office. Estimates of household characteristics, including household size, workforce status, and household income are drawn from the 2021 *American Community Survey* Public Use Microdata Samples (PUMS data) for the geographic area corresponding to Lakewood’s primary labor and commute shed. Map C-1 on the following page illustrates the Public Use Microdata Areas used for this analysis. Finally, future household growth is converted to future housing need by tenure and income level, expressed as brackets of Area Median Income (AMI).

MAP C-1: PUBLIC USE MICRODATA AREAS



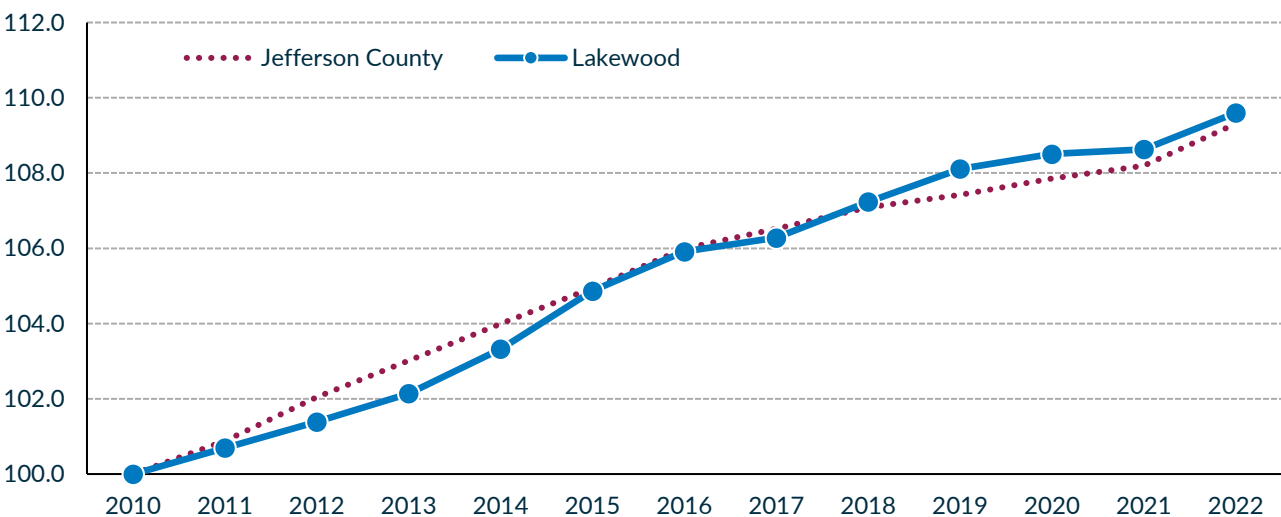
Sources: U.S. Census Bureau; Gruen Gruen + Associates.

Future Household Growth in Lakewood

Household Projection

Figure C-1 illustrates a historical index of household growth in Jefferson County and Lakewood since 2010, based on DOLA State Demography Office estimates.

FIGURE C-1: HISTORICAL HOUSEHOLD GROWTH PATTERNS



Sources: DOLA, State Demography Office; Gruen Gruen + Associates.

The total number of households in Jefferson County and Lakewood have grown by 9.3 percent and 9.6 percent, respectively, since 2010. Lakewood has maintained a consistent share of countywide households (ranging from 28.2 percent and 28.6 percent) for each of the past 12 years. Lakewood and Jefferson County, in other words, exhibit very similar residential growth patterns.

The forecast of future housing need assumes that Lakewood maintains a growth pattern consistent with historical trends and as a share of Jefferson County households. Table C-1 summarizes future household growth in Jefferson County according to DOLA State Demography Office projections. It also shows future household growth in Lakewood, based on a constant 28.5 percent share of the county's household growth.

TABLE C-1: LAKEWOOD HOUSEHOLD GROWTH PROJECTION 2023-2033

	Projected Households ¹			
	2023 #	2033 #	Future Growth (10-Year)	
			# Total	Annual Rate
Jefferson County	241,500	260,700	19,200	0.8%
Lakewood ²	68,800	74,300	5,500	0.8%

¹ Figures are rounded.
² GG+A estimates. Assumes 28.5% share of county households.

Sources: DOLA, State Demography Office, *County Household Projections*; Gruen Gruen + Associates.

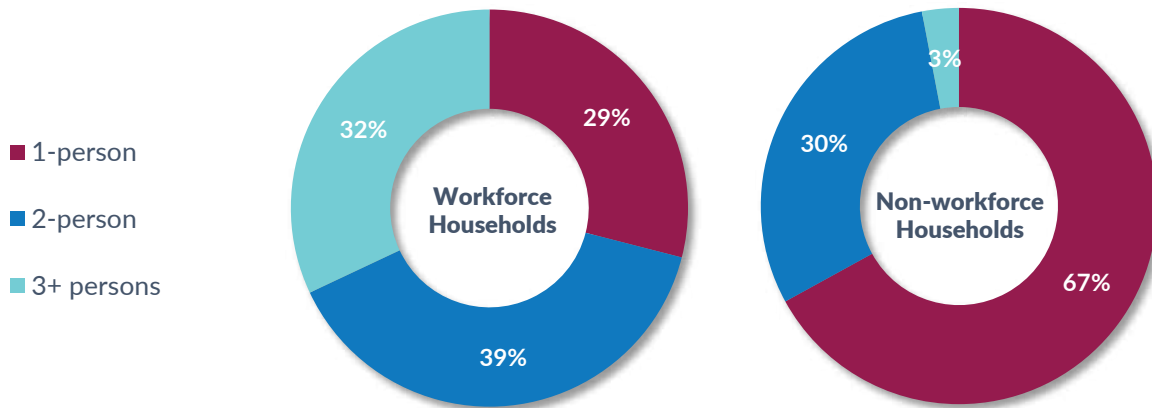
Jefferson County is predicted to grow by approximately 19,200 households over the next 10 years at an average annual growth rate of 0.8 percent. If Lakewood maintains its relative position within the county

(comprising 28.5 percent of countywide households), the community will grow by approximately 5,500 households over the next 10 years, increasing from 68,800 households in 2023 to 74,300 households in 2033.¹

Household Size Characteristics

Figure C-2 illustrates the distribution of households by household size and workforce status. Estimates are based on the 2021 PUMS data corresponding to Lakewood's primary labor and commute sheds.

FIGURE C-2: DISTRIBUTION OF HOUSEHOLDS BY SIZE



Sources: U.S. Census Bureau; Gruen Gruen + Associates.

Workforce households contain at least one member that is active in the labor force. Approximately 29 percent and 39 percent of these households in the commute shed are single- or two-person households, respectively. About one-third of all workforce households are three-person households. "Non-workforce households" are those without any labor force participants. About 80 percent of non-workforce households contain at least one person aged 65 or over. Household sizes are much smaller than associated with younger, working households. More than two-thirds of all non-workforce households are single people living alone.

Table C-2 presents the forecast of Lakewood's household growth by household size.

TABLE C-2: LAKEWOOD 2023-2033 HOUSEHOLD GROWTH BY HOUSEHOLD SIZE

	Lakewood Household Growth 2023-2033		
	Workforce Households (73%) ¹	Non-Workforce Households (27%) ²	Additional Households
1-person	1,160	1,005	2,165
2-person	1,560	450	2,010
3+ persons	1,280	45	1,325
Total	4,000	1,500	5,500
¹ A "workforce household" contains at least one member that is active in the labor force.			
² Other "non-workforce households" are those without any labor force participants; primarily senior (Age 65+) households.			
Sources: U.S. Census Bureau, 2021 American Community Survey PUMS; DOLA, State Demography Office, County Household Projections; Gruen Gruen + Associates.			

About 73 percent of household growth (4,000 households) is forecast to be attributable to households with members in the workforce while about 27 percent of household growth (1,500 households) is forecast to be

¹ Lakewood grew by an estimated 5,100 households over the most recent 10-year period.

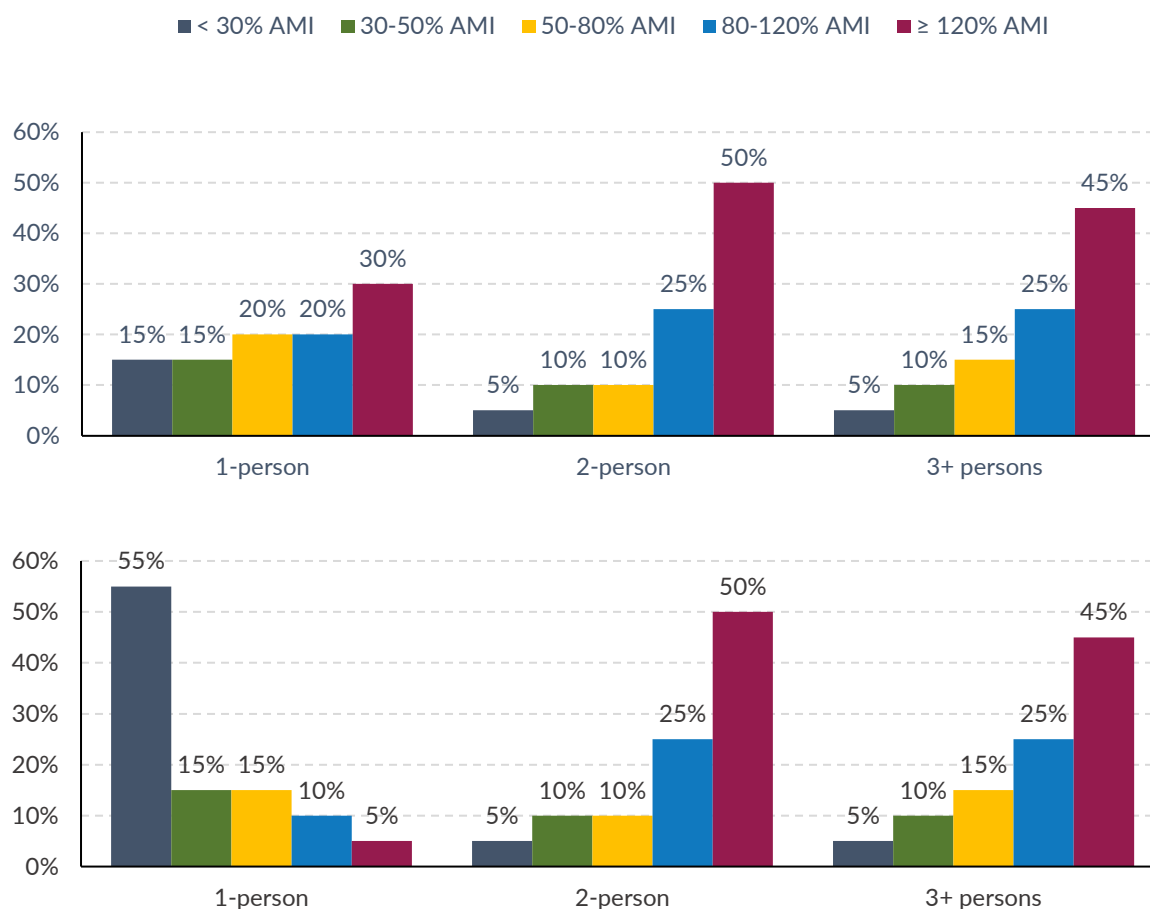
comprised of households without members in the workforce.

Just below 40 percent of future households, or 2,165 households, are forecast to consist of one-person households. Approximately 37 percent of households, or 2,010 households, are forecast to consist of two-person households. Approximately 24 percent of households or 1,325 are forecast to consist of three person or larger households. Accordingly, over the next 10 years, the average household size in Lakewood will continue to decline.²

Households by Income Level

Figure C-3 presents an analysis of households by size and income level.

FIGURE C-3: WORKFORCE AND NON-WORKFORCE HOUSEHOLDS BY INCOME LEVEL



Approximately 30 percent of all working single-person households are estimated to have incomes below 50 percent AMI. A higher share of non-working singles (e.g., seniors living alone), about 70 percent, are estimated to have incomes below 50 percent AMI. About 30 percent of working singles are estimated to have incomes above 120 percent AMI, while only five percent of non-working singles have incomes above 120 percent AMI.

² See the Existing Conditions (Appendix B) report. About 35 percent of current households are single-person households. A higher share of household growth is forecast to be associated with single-person households.

About one-half of all larger households (2-person or 3+ person households) are estimated to have annual incomes above 120 percent AMI. The patterns are similar for both working and non-working households. Only 15 percent of larger households have incomes below 50 percent AMI.

Table C-3 presents the projection of household growth in Lakewood by household size and income level.

TABLE C-3: LAKEWOOD 2023-2033 HOUSEHOLD GROWTH BY INCOME LEVEL

	Percent of Area Median Income					Total
	< 30% AMI	30%-50% AMI	50%-80% AMI	80%-120% AMI	≥ 120% AMI	
1-person	727	325	383	333	398	2,165
2-person	101	201	201	503	1,005	2,010
3+ persons	66	133	199	331	596	1,325
Total	894	658	783	1,166	2,000	5,500
Sources: U.S. Census Bureau, 2021 American Community Survey PUMS; DOLA, State Demography Office, County Household Projections; Gruen Gruen + Associates.						

Approximately 2,000 households, representing 36 percent of the total potential new households over 10 years, are projected to have incomes above 120 percent AMI. An additional 1,200 households or about 22 percent of the expected household growth are projected to have incomes between 80 percent and 120 percent AMI.

Approximately 40 percent of projected household growth is associated with income levels below 80 percent AMI. Almost 900 households, or 16 percent of the total potential new households over 10 years, are projected to have incomes below 30 percent AMI. Approximately 650 to 780 households in the 30-50 percent AMI and 50-80 percent AMI income brackets are projected, respectively.

Projected New Housing Unit Need in Lakewood

Current housing tenure patterns of households at different income levels are assumed to be constant over time. For example: about 60 percent of two-person households with income between 50 percent and 80 percent of AMI own housing. This share is applied to the forecast growth among two-person households in that income bracket to quantify future housing need.

To provide for adequate mobility in the local housing market, a five percent frictional vacancy factor is also applied to the forecast growth in households (i.e., 100 units needed for every 95 additional households). The current housing unit vacancy rate is low at an estimated less than two percent.

Workforce Housing Need

Table C-4 presents the projection of workforce housing unit need by tenure and income level. Existing workforce household characteristics in the commute shed, by income and housing occupancy, are the basis for the projection.

TABLE C-4: WORKFORCE HOUSING NEED BY INCOME LEVEL AND HOUSING TENURE

		Percent of Area Median Income					10-Year Total
		< 30% AMI ¹	30%-50% AMI ¹	50%-80% AMI ¹	80%-120% AMI	≥ 120% AMI	
Smaller Units (1-2 Person Households)	Ownership	98	143	212	391	866	1,711
	Rental	167	204	197	263	322	1,153
	Subtotal	265	347	408	655	1,187	2,863
Larger Units (3+ Person Households)	Ownership	22	49	106	221	495	893
	Rental	42	79	86	99	81	387
	Subtotal	64	128	192	320	576	1,280
Workforce Total Units		333	482	611	992	1,794	4,211
¹ Approximately 15% of lower income workforce households (<80% AMI) own housing free and clear of debt. Annual income for these households may not be a primary determinant of housing affordability.							
Source: Gruen Gruen + Associates							

In total, approximately 4,200 workforce units are forecast to be needed. Approximately 2,860 smaller workforce units (suitable for a single or two-person household) are projected to be needed over the next 10 years in Lakewood. About 60 percent of the overall need is likely to be for ownership housing. Smaller units affordable to workforce households at or above 120 percent AMI comprise the largest category of projected need at just under 1,190 units. Smaller units affordable to below 30 percent AMI and 30-50 percent AMI represent about 270 units and 350 units of future need, respectively.

Approximately 1,280 larger workforce units (suitable for a household with three or more people) are projected to be needed over 10 years. About 70 percent of the overall need is likely to be for ownership housing. Larger units affordable to workforce households at or above 120 percent AMI comprise 45 percent of the overall need or just under 580 units. Larger units affordable to below 30 percent AMI and between 30-50 percent AMI represent an additional 60 units and 130 units of future need, respectively.

Some of the workforce housing needed will be at below-market rents or sales prices. About one-third of the total projected workforce housing need is associated with the below 80 percent AMI income level. Existing housing inventory at lower prices (prices lower than required to develop new housing in Lakewood) will need to become available to accommodate this potential growth. This highlights the imperative to not just produce

new housing to accommodate growth, but to also provide new construction housing opportunities that respond to the preferences of existing higher-income households already living in Lakewood to encourage such households to move to new housing and free up comparatively lower priced housing units.

Non-Workforce Housing Need

Table C-5 presents the projection of non-workforce housing unit need by tenure and income level. Note that more than one-third of lower income households (predominately seniors) already own housing free and clear of any debt. Lower incomes in this case may not influence housing affordability or housing selection.

TABLE C-5: NON-WORKFORCE HOUSING NEED BY INCOME LEVEL AND HOUSING TENURE

		Percent of Area Median Income					10-Year Total
		< 30% AMI ¹	30%-50% AMI ¹	50%-80% AMI ¹	80%-120% AMI	≥ 120% AMI	
Smaller Units (1-2 Person Households)	Ownership	187	81	103	131	215	716
	Rental	418	126	104	93	75	816
	Subtotal	606	206	206	224	290	1,532
Larger Units (3+ Person Households)	Ownership	1	2	4	8	18	33
	Rental	2	3	3	4	3	14
	Subtotal	3	5	7	12	21	47
Non-Workforce Total		608	211	213	236	311	1,579
¹ Approximately 35% of lower income non-workforce households (<80% AMI) own housing free and clear of debt. Annual income for these households may not be a primary determinant of housing affordability.							
Source: Gruen Gruen + Associates							

Approximately 1,530 smaller units suitable for non-working households are projected to be needed over the next 10 years in Lakewood. More than 50 percent of the overall need is likely to be for rental housing. Smaller units affordable to non-working households with incomes below 30 percent AMI comprise the largest category of projected need at just over 600 units. Smaller units affordable to above 120 percent represent about 290 units of future need. Fewer than 50 units suitable for larger, non-working households are projected to be needed over 10 years.

Capacity to Accommodate Future Housing Needs

One objective of the housing need projection is to identify whether Lakewood contains sufficient capacity to accommodate the need (in a physical sense). Table C-6 presents a comparison between the projected additional housing need between 2023 and 2033 to the potential future supply of housing developments in the community.

TABLE C-6: COMPARISON OF 10-YEAR HOUSING NEED TO UNITS PROPOSED OR UNDER CONSTRUCTION

	Total # Units
Projected Additional Housing Need, 2023-2033	5,789
Less: Estimated Housing Under Construction ¹	(630)
Less: Approved Housing Projects ²	(1,740)
Net Additional Housing Needed, 2023-2033	3,419
Site Planning Cases Proposed or Under Review	2,555
Pre-Planning Housing Applications ³	3,890
<i>Subtotal: Potential Future Housing Units Under Review</i>	<i>6,445</i>
Minimum Application Success Rate to Meet Future Need ⁴	53.0%
¹ New residential construction permits issued from July 2021 to October 2022, at the time this comparison was completed. ² Site planning cases applied for within prior three years. ³ Pre-planning applications received in prior year. ⁴ Net additional housing needed (3,419 units) divided by potential future units under review (6,445 units).	
Sources: City of Lakewood; Gruen Gruen + Associates	

About 5,800 additional housing units will be needed in Lakewood over the next 10 years to simply to keep up with expected household growth and to provide mobility in the market currently lacking due to the low vacancy rate. Approximately 630 housing units are estimated to be currently under construction. This reflects the number of new residential construction permits issued in the prior 18 months. An additional 1,740 units are associated with active site planning cases that have received approval. Assuming all approved projects move forward with construction, the “net” housing need is estimated at about 3,400 additional units over 10 years.

Approximately 6,400 potential future units are represented by active site planning cases (yet to receive approvals) and pre-planning applications that were received in the prior year. Many of these projects may never receive entitlements or move forward. To simply meet the additional housing need, an estimated 53 percent of the potential future supply will need to receive city approvals, obtain funding, and otherwise move forward with construction. This success rate may be difficult to achieve, considering city staff indicate a historical success rate for pre-planning applications below 20 percent.

The result of the comparison indicates: (1) Lakewood may contain more than sufficient land, redevelopment, and infill development capacity to accommodate the 10-year housing need via new construction including redevelopment at higher residential densities of current land uses; (2) projects currently under construction or approved represent about a 4-year housing supply; and (3) a high rate of success among other planned or tentatively proposed housing projects will be needed to simply address the minimum projected 10-year housing need.



APPENDIX D

Housing Development Economics

**Real Estate Economic Analysis of Prototypical Housing
Developments in Lakewood With- and Without- Affordable
Housing Set-Aside Requirements**

Appendix D

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Introduction and Approach

This appendix summarizes an analysis of current housing development economics in Lakewood. The purpose of the analysis is to:

- Identify housing production gaps¹ that are likely to persist in the absence of public incentives (unless development costs significantly decline, and market-rate housing prices increase); and
- Simulate the effects of a potential inclusionary zoning policy that would require new developments to “set aside” a certain percentage of units at affordable prices.

The results of the analysis of development economics identify the degree of public assistance or incentives needed to bridge development feasibility gaps of certain types of housing. The results of the analysis also indicate that imposing affordable housing set-aside requirements on new housing developments would render housing development infeasible.

“Affordable housing” for purposes of the analysis is defined consistently with Chapter 15.02 of the Lakewood Municipal Code.

15.02.020 - Definitions

Affordable Housing: Housing for which, pursuant to a recorded deed restriction in place for not less than 20 years, the occupants cannot be required to pay more than 30 percent of their gross monthly household income on rent/mortgage and utilities, and includes housing that qualifies as “low income,” where the occupant earns 0 percent to 50 percent of AMI; “moderate income,” where the occupant earns 51 percent to 80 percent AMI; and “middle income,” where the occupant earns 81 percent to 120 percent AMI.

Area Median Income (AMI): The median household income for the City of Lakewood and Jefferson County, as adjusted by household size, determined by the United States Department of Housing and Urban Development (HUD) and published annually by the Colorado Housing and Finance Authority (CHFA).

City of Lakewood Municipal Code, Title 15

The real estate economic analysis considers three affordable housing set-aside scenarios to evaluate whether they are feasible in the absence of inclusionary zoning policy requirements and to demonstrate how an inclusionary zoning policy is likely to cause new housing in Lakewood to be infeasible to develop. These scenarios are summarized below:

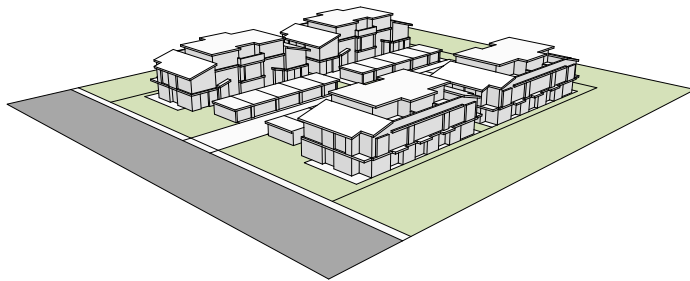
	For-Sale Housing	Rental (Apartment) Housing
Market-Rate Development	100% of units sold at market price	100% of units leased at market rent
10% Affordable	10% affordable set-aside at 80% AMI	10% affordable set-aside at 50% AMI
20% Affordable	20% affordable set-aside at 120% AMI	20% affordable set-aside at 80% AMI

¹ Housing infeasibility or “production gaps” refer to housing types/price points that are typically infeasible for the private market to supply via new construction.

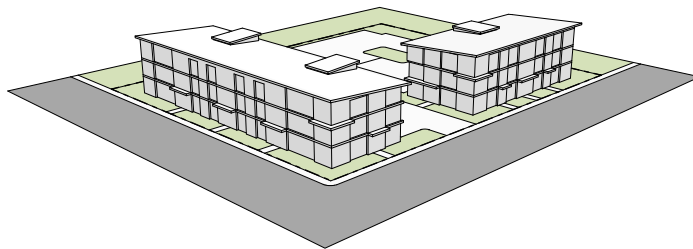
Housing Development Prototypes

Housing prototypes were selected for their consistency with estimated housing needs as well as the type and scale of housing developments that have been built recently in Lakewood. Physical assumptions about building heights, site open space, residential parking, and commercial space/design requirements are consistent with representative existing zoning districts. The three housing prototypes modeled in the analysis include:

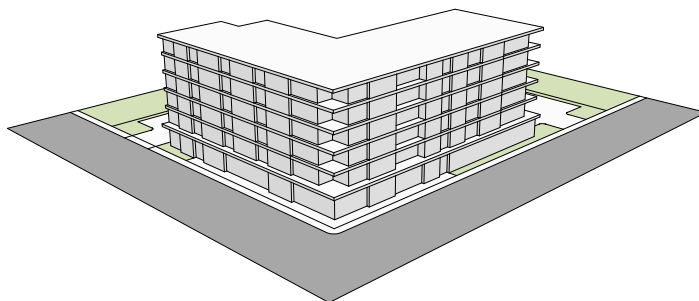
- Attached Townhomes (for-sale housing) developed at a density of 20 units per acre;



- Walk-Up Apartments (rental housing) developed at a density of 30 units per acre; and



- Urban Infill Apartments (rental housing) developed at a density of 80 units per acre.



Summary Results

- The Walk-Up Apartment and Attached Townhome housing prototypes are likely to be feasibly developed if all the units can be rented or sold at market rates.
- An Urban Infill Apartment development (80 units/acre, with structure parking and ground-floor retail) is currently marginally infeasible to produce even if all units are leased at prevailing market rents.
- Multi-family apartment developments subject to inclusionary zoning requirements will not be feasible to develop in the current environment. Especially if applied to dense infill developments like the Urban Infill Apartment prototype, affordable housing set-asides would considerably worsen the feasibility gap.
- For-sale housing developments like the Attached Townhome prototype are also likely to be infeasible if subject to inclusionary zoning that requires 10 to 20 percent of units be sold at prices affordable to households with incomes of 80 percent to 120 percent of Area Median Income.
- The lack of prior “mixed income” housing construction in Lakewood is explained by the development economics summarized in this report.
- Financial incentives would be required to overcome the negative financial effects of inclusionary zoning requirements. The estimated feasibility gaps range from approximately \$14,000 to \$49,000 per total housing unit when the hypothetical inclusionary zoning requirements are applied to each housing prototype.
- Mandatory inclusionary zoning is not recommended for Lakewood. To encourage affordable housing in new market-rate developments, a voluntary program tied to incentives could be considered.
- To be effective (i.e., encourage participation), the incentives will need to exceed the loss from provision of on-site affordable housing units. A voluntary policy could be challenging/costly to administer but Table D-1 illustrates the financial results for one example of a potentially feasible option – providing a subsidy (roughly equivalent to a public fee waiver) to rental apartment developments in exchange for a five percent affordable set-aside at 60 percent of Area Median Income. A nearly identical example would be a 10 percent affordable set-aside at 80 percent of Area Median Income.

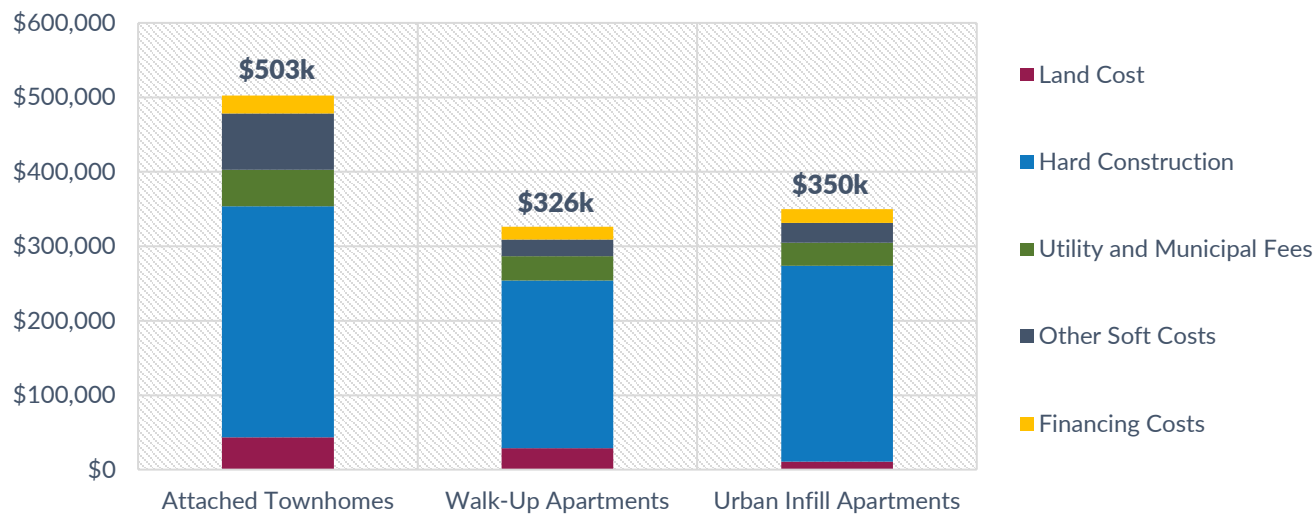
TABLE D-1: FEASIBILITY OF 5% AFFORDABLE SET-ASIDE WITH FEE WAIVERS (APARTMENT PROTOTYPES)

	Walk-Up Apartments		Urban Infill Apartments	
	100% Market Rate Project	5% Affordable Set-Aside at 60% AMI, with Subsidy ¹	100% Market Rate Project	5% Affordable Set-Aside at 60% AMI, with Subsidy ¹
Total Development Cost Per-Unit	\$326,300	\$293,900	\$349,800	\$318,600
Net Operating Income Per-Unit ²	\$21,600	\$20,900	\$21,000	\$20,600
Yield on Cost	6.6%	7.1%	6.0%	6.5%
Annual Rate of Return (7-yr IRR) ³	13.2%	15.2%	9.9%	12.5%
Feasibility Gap Per-Unit at Minimum 6.5% Yield Requirement	None	None	\$26,400	None
¹ Local subsidy amount equal to all city planning/permit fees, school and parkland dedication fees, construction use tax, and utility tap fees. ² Estimated at stabilized occupancy (i.e., after building constructed and leased-up). ³ Annual Internal Rate of Return (IRR) on equity investment over a 7-year investment holding period following construction.				
Source: Gruen Gruen + Associates				

Estimated Development Costs

As Figure D-1 summarizes, total development cost before profit for the Attached Townhome prototype is estimated at approximately \$503,000 per unit. Hard construction (site work, building construction, etc.) is estimated to comprise about 62 percent of total costs.

FIGURE D-1: ESTIMATED DEVELOPMENT COST PER UNIT



Total development costs for the Walk-Up Apartment and Urban Infill Apartment prototypes are estimated at \$326,000 and \$350,000 per unit, respectively. Hard construction costs are estimated to comprise about 70 to 75 percent of the total development costs. For each of the modeled housing prototypes, estimated utility and municipal fees represent a larger per-unit cost than typical land acquisition costs.

Market-Rate vs. Affordable Housing Prices

Table D-2 summarizes the estimated market-rate housing prices and affordable housing prices assumed to apply to the prototypical housing development scenarios.

TABLE D-2: MARKET-RATE AND AFFORDABLE HOUSING RENTS OR SALES PRICES

	Rental Apartments			For-Sale Townhomes	
	Studio	1-BR	2-BR	2-BR	3-BR
Estimated Monthly Market Rent	\$1,600	\$2,000	\$2,500		
Market % of AMI	82% AMI	96% AMI	102% AMI		
Affordable Rent @ 50% AMI	\$920	\$980	\$1,160		
Affordable Rent @ 80% AMI	\$1,540	\$1,640	\$1,950		
Estimated Market Sales Price				\$525,000	\$675,000
Market % of AMI				165% AMI	185% AMI
Affordable Sales Price @ 80% AMI				\$248,400	\$286,100
Affordable Sales Price @ 120% AMI				\$391,500	\$451,500
<i>Note: Figures rounded. See Tables D-10 and D-12 for detailed calculations of affordable rents and sales prices.</i>					
Sources: Colorado Housing and Finance Authority; CoStar; Apartment Association of Metro Denver; GG+A Developer and Broker Interviews					

The gaps or differentials between market-rate and affordable housing prices are much larger for “for-sale” ownership housing units than they are for rental apartment units. This partly relates to fundamental differences in the permanent financing and ongoing operations and maintenance of rental and ownership housing – as well as the fact that rental housing units tend to be much smaller in size (affordable housing income limits and therefore prices are based on bedrooms provided in a unit, not the square footage of the unit per se).

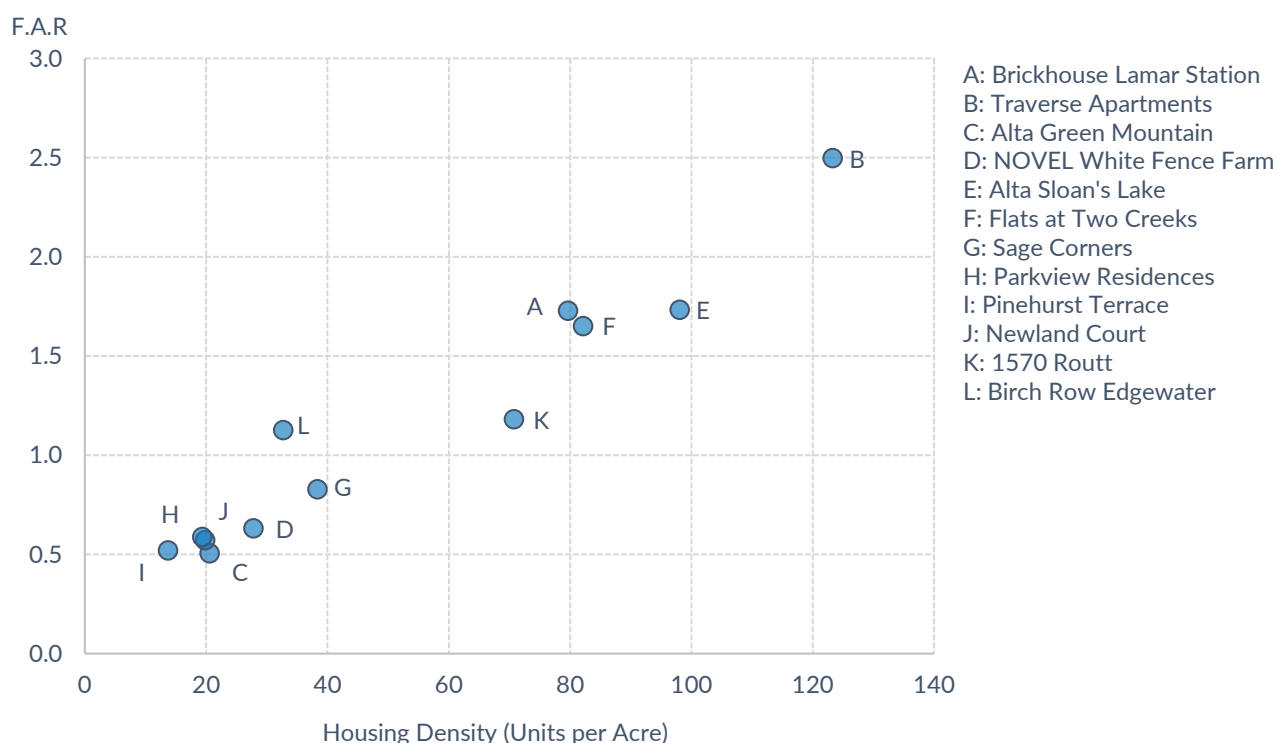
The difference between market price and an affordable purchase at 80 percent of Area Median Income is estimated to be about \$275,000 for a two-bedroom townhome unit and nearly \$400,000 for a three-bedroom townhome unit. The difference between market rent and an affordable rent at 80 percent of Area Median Income is estimated to be less than \$100 per month for a small studio unit but as much as \$550 per month for a larger two-bedroom unit.

Housing Development Assumptions

Development Prototypes

The housing development prototypes are based on the characteristics of recently built projects in Lakewood and review of existing zoning requirements. Figure D-2 illustrates housing densities for a sample of multi-family and attached single-family (townhome) units developed recently in Lakewood.

FIGURE D-2: HOUSING DENSITY EXAMPLES



Recent multi-family apartment developments in northeast Lakewood have been built at high densities ranging from approximately 80 up to 125 units per acre. The floor-area ratios (that is, the ratio of building space to land area) have ranged from about 1.7 up to 2.5 at projects such as the Brickhouse, Flats at Two Creeks, Alta Sloan's Lake, and Traverse Apartments. Other multi-family and attached townhome developments have typically been developed at much lower densities ranging from about 20 to 40 units per acre. The Parkview Residences townhomes completed last year in Central Lakewood, for example, were developed at a density of 20 units per acre. The Novel White Fence Farm apartments just completed in South Lakewood were developed at a density of approximately 30 units per acre.

Table D-3 summarizes the key physical assumptions for the housing development prototypes.

TABLE D-3: SUMMARY OF HOUSING DEVELOPMENT PROTOTYPES

	Attached Townhomes	Walk-Up Apartments	Urban Infill Apartments
Representative Zoning			
Example Zone District	R-MF	M-G-S	M-G-T
Maximum Building Height	45 feet	60 feet	90-180 feet
Minimum Front Setback	25 feet	10 feet	0 feet
Minimum Open Space	30%	30%	10%
Commercial Requirements	None	None	Ground floor retail ¹
Minimum/Maximum Residential Parking	0 / 3.0 per unit	1.5 / 3.0 per unit	1.0 / 1.5 per unit
Prototype Assumptions			
Building Height(s)	2-3 story	3 story	6 story
Housing Density (Units/Acre)	20 du/ac	30 du/ac	80 du/ac
Floor-Area-Ratio	0.7	0.7	1.7
Residential Parking Ratio (Stalls/Unit)	1.75	1.5	1.0
Average Unit Size (in Square Feet) ²	1,500	835	720
¹ The M-G-T (Mixed Use-General-Transit) zone district as well as other transit context zoning requires a minimum ground-floor height of 14 feet that is designed to retail occupancy standards. At least 50 percent of the ground-floor building area within a minimum 40-foot bay (setback) from the primary street frontage must be occupied for commercial use. Other space can be utilized for building amenities or common areas. ² Amount of rentable or sellable space per unit. The multi-family apartment prototypes include other space (circulation, common areas, etc.) representing about 10 to 20 percent of total gross building area.			
Sources: City of Lakewood; Gruen Gruen + Associates.			

The Attached Townhome prototype includes 20 for-sale units on one acre of land. The average unit size is assumed to be about 1,500 square feet of living area. Smaller units would contain a one-car garage and larger units would contain two-car garages, for an average parking ratio of 1.75 stalls per unit. The overall floor-area-ratio would approximate 0.7.

The Walk-Up Apartment prototype includes 30 rental units in a three-story building on one acre of land. The term “walk-up” means the building would not feature elevators and would have limited common building areas. Some units, for example, could have separate entryways on the ground floor. The average unit size is assumed to be 835 square feet of rentable area. The parking ratio is 1.5 stalls per unit provided in a surface lot. The overall floor-area-ratio would be similar to the Attached Townhome use at 0.7.

The Urban Infill Apartment prototype includes 80 rental units in a six-story building on one acre of land. The configuration assumes a wood-frame residential structure built above a concrete podium. Consistent with some mixed-use zoning district design requirements, the ground floor podium is assumed to include 4,000 square feet of commercial space, residential building amenities, and about 40 covered parking stalls. The remainder of on-site parking would be surface stalls behind the building. The average unit size is assumed to be smaller at 720 square feet of rentable area (this reflects a unit mix including studios, see Table D-4 below). The overall floor-area-ratio would be about 1.7.

Because affordable housing rents or sales prices are specifically based on the number of bedrooms in the housing unit, each prototype is assigned a typical unit mix. The unit mix assumptions are summarized in Table D-4.

TABLE D-4: HOUSING UNIT MIX ASSUMPTIONS

	Attached Townhomes % of Units	Walk-Up Apartments % of Units	Urban Infill Apartments % of Units
Studio (No Bedrooms)	---	---	25%
1-Bedroom	---	60%	56%
2-Bedroom	25%	40%	19%
3-Bedroom	75%	---	---
Source: Gruen Gruen + Associates			

The Attached Townhomes development is assumed to have 25 percent of the units consisting of two bedrooms and 75 percent of the units consisting of three bedrooms. The Walk-Up Apartment development is assumed to consist of 60 percent one-bedroom units and 40 percent two-bedroom units. The unit distribution for the Urban Infill Apartment development is assumed to consist of 25 percent one-bedroom, 56 percent two-bedroom, and 19 percent three-bedroom units.

Land Costs

Each housing prototype is assumed to be developed on one acre of land. An average land acquisition cost is included at \$20 per square foot of land area (approximately \$870,000 for one acre)². This assumption is based on interviews with for-profit and non-profit housing developers in Lakewood and review of secondary land sales data, which is summarized below in Table D-5. Map D-1 on the subsequent page illustrates currently assessed land values throughout Lakewood.

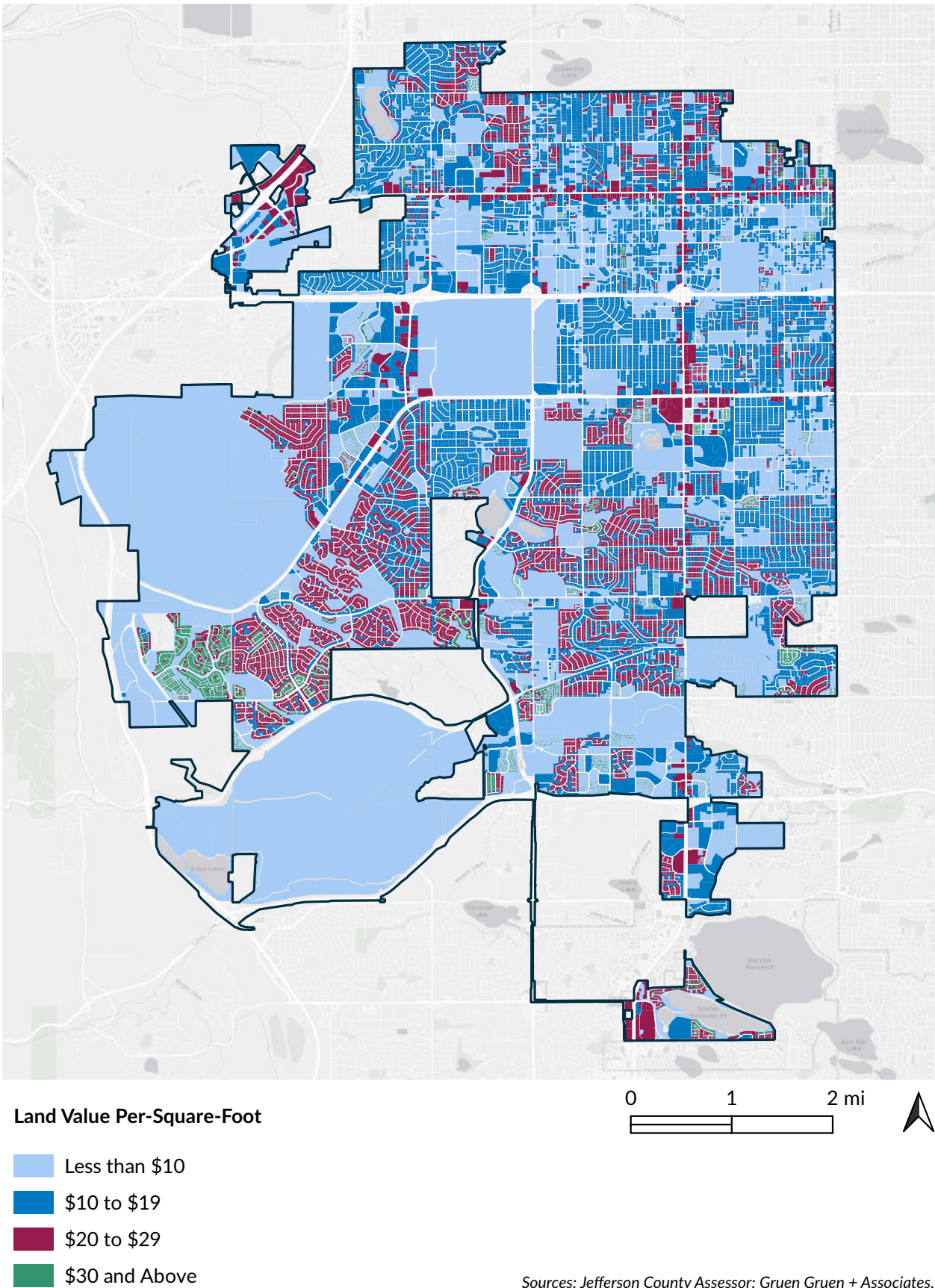
TABLE D-5: RECENT LAND SALE PRICES IN LAKEWOOD

	Sales ¹ #	Total Land Area # Acres	Total Land Sales Amount	Average Price Per-Square-Foot
Site < 0.50 Acres in Size	50	13.2	\$15,422,512	\$26.85
Site 0.50 to 1.00 Acres in Size	9	7.3	\$8,198,300	\$25.86
Site > 1.00 Acres in Size	11	37.2	\$24,432,643	\$15.09
Total	70	57.6	\$48,053,455	\$19.14
¹ Sales recorded from January 1, 2020 through June 30, 2022. Includes qualified sales or multi-parcel sales described as “vacant residential land” or “future development land.”				
Sources: Jefferson County Assessor; Gruen Gruen + Associates.				

Jefferson County Assessor sales data for recent qualified transactions categorized as vacant residential land or future development land indicate prices that are consistent with input gathered in our interviews. The average land price among 70 transactions (covering about 58 acres of aggregate development land in Lakewood) was \$19.14 per square foot of land. Properties smaller than one-acre in size, some of which included vacant single-family lots, typically commanded a premium over larger development sites.

² Land cost assumption of \$20 per square foot is a generalization for purposes of this analysis. Land values may vary with respect to location and condition of the property. All else being equal, a clean and previously undeveloped site will tend to command a higher price than a lot burdened with environmental remediation, floodplain mitigation requirements, or poor soil conditions, and so forth. The entitlement and zoning status of a property can also materially impact land costs or perceptions of value. Interviews indicate that it is becoming more common for owners/brokers to “flip” a site after receiving development entitlements. Asking prices for a few such examples in North Lakewood are above \$50 per square foot of land.

MAP D-1: 2022 ASSESSED LAND VALUES PER SQUARE FOOT



Hard and Soft Construction Costs

Cost estimates are based upon our interviews with local for-profit and non-profit housing developers in Lakewood, review of secondary cost data, and analysis of current fee schedules for the city of Lakewood and a sample of utility districts serving Lakewood. Cost assumptions, in addition to land acquisition, include the categories and items described below.

Hard Construction

- Site work costs of \$15 per square foot of land (on-site improvements).
- No off-site improvement costs are assumed or accounted for as potential costs.
- Vertical construction costs of \$185 per square foot for attached townhomes, and \$210-\$230 per square foot of gross residential building area for multi-family apartment units.
- Vertical construction costs of \$300 per square foot of ground-floor commercial space inclusive of tenant improvements (applicable only to Urban Infill prototype).
- Parking costs of \$5,000 per surface stall and \$50,000 per podium structure stall.

Utility and Municipal Fees

- Entitlement, plan review, and building permit fees equal to two percent (2%) of hard construction cost.
- City use tax of three percent (3%) on construction building materials.
- Average utility tap and impact fees (water and sewer) ranging from \$12,000 to \$26,500 per unit.
- School and parkland dedication in-lieu fees of \$10,000 to \$12,000 per unit.

Other Soft Costs

- Architectural and engineering costs equal to five percent (5%) of hard construction costs.
- Other professional service fees (e.g., legal), insurance and general administrative, and development fee totaling five percent (5%) of hard construction costs.
- For townhome units, additional selling and warranty expenses equal to seven percent (7%) of sales prices (commissions, closing costs, marketing, warranty reserves, etc.).

Note on Costs:

Affordable housing developments in Colorado had an average development cost of \$359,781 per-unit, or about \$356 per-square-foot of residential space, in 2022 (source: CHFA). The average per-unit development cost has increased by 41 percent in the last five years. Total development costs for recent tax credit housing projects (2019-2022) in Jefferson County have ranged from about \$285,000 up to \$425,000 per housing unit.

Privately financed market-rate housing developments can sometimes be built at lower cost because they are not subject to prevailing wage requirements like most affordable housing; though developers uniformly indicate that costs continue to escalate rapidly. A developer that has built (and is currently planning) multi-family buildings in Lakewood indicated that general contractor pricing/bids for similarly designed units increased from about \$200,000 in hard cost per unit in 2019 to about \$300,000 hard cost per unit last year – a 50 percent increase in roughly three years. Other developers cited recent challenges related to inflation of structural concrete prices (which affects the feasibility of building parking structures and ground-floor podiums typically required for dense infill development).

Construction Financing Costs

Construction financing costs include interest reserves and loan fees/points comprising about five percent (5%) of the estimated total development cost. The housing prototypes are assumed to obtain construction financing with a seven percent (7%) annual interest rate and a one-half of one percent (0.5%) loan fee. The duration of the interim financing is assumed to be two years with loan-to-cost (LTC) ratios of about 50 to 60 percent. In other words, equity investments would pay for the remaining 40 to 50 percent of required construction funds.

The interim construction loans for rental apartment units would be paid down from permanent mortgage funds (upon leasing of the buildings), while the financing for townhomes would be retired from sale proceeds.

Estimated Total Development Costs

Total order-of-magnitude development costs including land and financing are estimated to range from approximately \$330,000 to \$500,000 per housing unit. Total costs per rentable or sellable square foot are estimated to range from approximately \$335 to \$485 per square foot. Table D-6 provides a summary of total estimated development costs for each housing prototype.

TABLE D-6: DEVELOPMENT COST ESTIMATES BY PROTOTYPE¹

	Attached Townhomes		Walk-Up Apartments		Urban Infill Apartments	
	Density: 20 du/ac Avg Unit: 1,500 s.f.		Density: 30 du/ac Avg Unit: 835 s.f.		Density: 80 du/ac Avg Unit: 720 s.f.	
	\$ per Unit	% of Total	\$ per Unit	% of Total	\$ per Unit	% of Total
Land Cost	43,600	8.7	29,000	8.9	10,900	3.1
Hard Construction Cost	310,000	61.7	225,300	69.0	262,800	75.1
Utility and Municipal Fees	49,400	9.8	32,400	9.9	31,200	8.9
Other Soft Costs	75,600	15.0	22,500	6.9	26,700	7.6
Financing Costs	23,900	4.8	17,000	5.2	18,300	5.2
Total Development Cost	502,500	100.0	326,300	100.0	349,800	100.0
Per Rentable /Sellable Square Foot	335		391		486	
¹ Figured are rounded.						
Source: GG+A Interviews and Review of Recent Cost Examples						

The Attached Townhome development is estimated to cost \$502,500 per unit or \$335 per square foot of living area. Estimated hard construction costs of \$310,000 per unit comprise nearly 62 percent of estimated total costs. Utility and municipal fees are estimated to cost nearly 10 percent of total costs at \$49,400 per unit. Various soft costs are estimated to total \$75,600 per unit or 15 percent of total costs. Land costs as a percentage of total costs are relatively low at less than nine percent or \$43,600 per unit. Financing costs of \$23,900 per unit equate to slightly less than five percent of total costs for the Attached Townhome development.

The Walk-Up Apartment development is estimated to cost \$326,300 per unit or \$391 per rentable square foot of space. Estimated hard construction costs of \$225,300 per unit comprise 69 percent of estimated total costs. Various soft costs are estimated to total \$22,500 per unit or 6.9 percent of total costs. Utility and municipal fees are estimated to cost nearly 10 percent of total costs at \$32,400 per unit. Land costs as a percentage of total costs are relatively low at less than nine percent or \$29,000 per unit. Financing costs of \$17,000 per unit equate to 5.2 percent of total costs for the Walk-Up Apartment development.

The Urban Infill Apartment development is estimated to cost about \$350,000 per unit or \$486 per square foot of rentable area (substantially higher per square foot than either the Attached Townhome development or Walk-Up Apartment development). Estimated hard construction costs of nearly \$263,000 per unit comprise about 75 percent of estimated total costs. Various soft costs are estimated to total \$26,700 or less than eight percent of total costs. Utility and municipal fees are estimated at a higher amount than soft costs at \$31,200 or approximately nine percent of total costs. Assumed land costs of \$10,900 per unit represent only 3.2 percent of total costs. Financing costs of \$18,300 per unit equate to 5.2 percent of total costs for the Urban Infill Apartment development.

Housing Price Estimates and Operating and Valuation Assumptions

This section reviews market-rate and affordable housing price estimates for rental apartment units and for-sale townhomes. Assumptions about typical expenses to operate apartment units are also presented.

Attached Townhome Sales Prices

Table D-7 presents market-rate sales price assumptions for the attached townhome units. Estimates are based on our interviews with builders, brokers, and sales data for recently built units in Lakewood.

TABLE D-7: ESTIMATED TOWNHOME SALES PRICES

	Two-Bedroom Townhome	Three-Bedroom Townhome	Average Unit (25% 2-BR / 75% 3-BR)
Average Unit Size in Square Feet	1,200	1,600	1,500
Estimated Average Sales Price	\$525,000	\$675,000	\$637,500
Price Per Square Foot	\$438	\$422	\$425
Source: Gruen Gruen + Associates			

The average unit sales price is estimated at \$637,500 or \$425 per square foot. The three-bedroom units are estimated to sell for \$675,000 or \$422 per square foot. Smaller two-bedroom units are estimated to sell for \$525,000 or \$438 per square foot.

Table D-8 summarizes estimates of affordable purchase prices for the Attached Townhome development at 80 percent and 120 percent of Area Median Income, based on current 2022 income limits for Jefferson County.

TABLE D-8: AFFORDABLE TOWNHOME SALES PRICES BY INCOME LEVEL AND UNIT SIZE

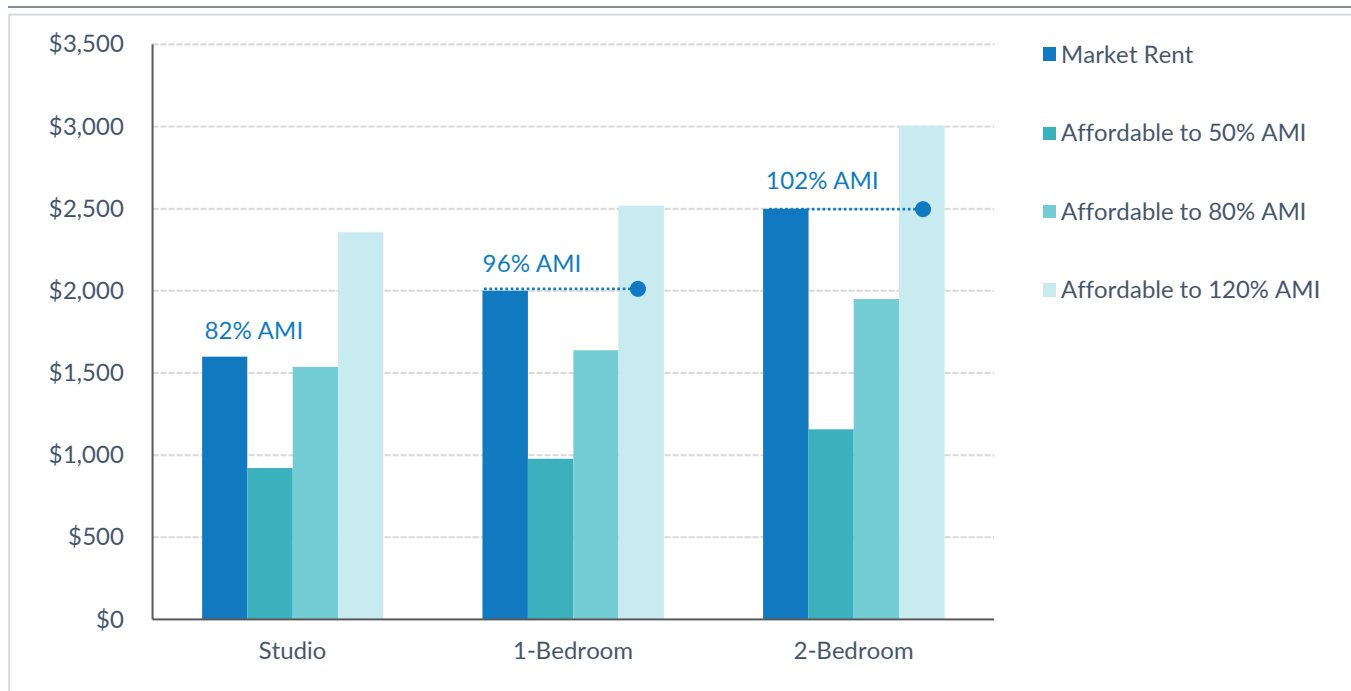
	Two-Bedroom Townhome	Three-Bedroom Townhome
80% AMI Income Level		
Annual Household Income Limit	\$84,400	\$97,520
Affordable Monthly Housing Cost ¹	\$2,110	\$2,438
Affordable Sales Price ²	\$248,400	\$286,100
Price Per Square Foot	\$207	\$179
120% AMI Income Level		
Annual Household Income Limit	\$126,600	\$146,280
Affordable Monthly Housing Cost ¹	\$3,165	\$3,657
Affordable Sales Price ²	\$391,500	\$451,500
Price Per Square Foot	\$326.27	\$282.19
¹ Maximum monthly expense equals 30% of income limit. ² Assumptions include a 5% down payment with a 30-year fixed rate mortgage at annual interest rate of 6.0%. Permanent mortgage insurance is included at 0.85% of the loan (current FHA rates). Annual property tax and home insurance costs assumed to be 1.2% percent of the purchase price. Additional utility costs and association fees included at \$280 to \$330 (monthly) for typical two- or three-bedroom units.		
Sources: Colorado Housing and Finance Authority; Gruen Gruen + Associates.		

For the two-bedroom units, the affordable sales price at 80 percent of Area Median Income is estimated at \$248,400 per unit or 47 percent of the estimated market price. At 120 percent of Area Median Income, the affordable sales price estimate of \$391,500 per unit would equate to about 75 percent of the estimated market sales price.

For the three-bedroom units, the affordable sales price at 80 percent of Area Median Income is estimated at \$286,100 or 45 percent of the estimated market price. At 120 percent of Area Median Income, the affordable sales price is estimated at \$451,500 per unit or nearly 71 percent of the estimated market price.

Figure D-3 puts the affordable purchase price estimates further into context with market-rate pricing.

FIGURE D-3: AFFORDABLE SALES PRICES RELATIVE TO MARKET-RATE



The estimated market sales price for a smaller two-bedroom townhome unit (\$525,000) represents a price that is affordable to households at approximately 165 percent of Area Median Income. The differential between market price and units affordable for purchase at 80 percent and 120 percent of Area Median Income is estimated to be \$277,000 and \$134,000, respectively.

For larger three-bedroom units, the estimated market sales price (\$675,000) represents a purchase price that is affordable to households at approximately 185 percent of Area Median Income. The differential between market price and units affordable for purchase at 80 percent and 120 percent of Area Median Income is estimated to be \$389,000 and \$224,000, respectively.

Monthly Apartment Rents and Income

Interviews with apartment developers and review of secondary data indicate that market rents today for quality, new construction apartment units in Lakewood range from approximately \$2.50 per square foot monthly (larger units) up to \$3.25 per square foot monthly for smaller studio units. The development economics analysis is based on current market rent estimates summarized in Table D-9.

TABLE D-9: ESTIMATED MARKET RENTS BY UNIT SIZE

	Studio Unit	One-Bedroom Unit	Two-Bedroom Unit
Average Unit Size in Square Feet	500	725	1,000
Monthly Market Rent	\$1,600	\$2,000	\$2,500
Monthly Per Square Foot	\$3.20	\$2.75	\$2.50
Sources: Apartment Association of Metro Denver; CoStar/Apartments.com; Gruen Gruen + Associates.			

Monthly market rents are estimated to range from \$1,600 for studio units up to \$2,500 for larger two-bedroom units. Average monthly rents for the Walk-Up Apartment development prototype are estimated at \$2,200 per unit in today's dollars. Average monthly rents for the Urban Infill Apartment development prototype are estimated at about \$2,000 per unit (reflecting a smaller size unit mix).

Table D-10 summarizes monthly rents affordable at 50 percent and 80 percent of Area Median Income, again based on current 2022 income limits for Jefferson County. Utility allowance assumptions are drawn from current Foothills Regional Housing allowance schedules.

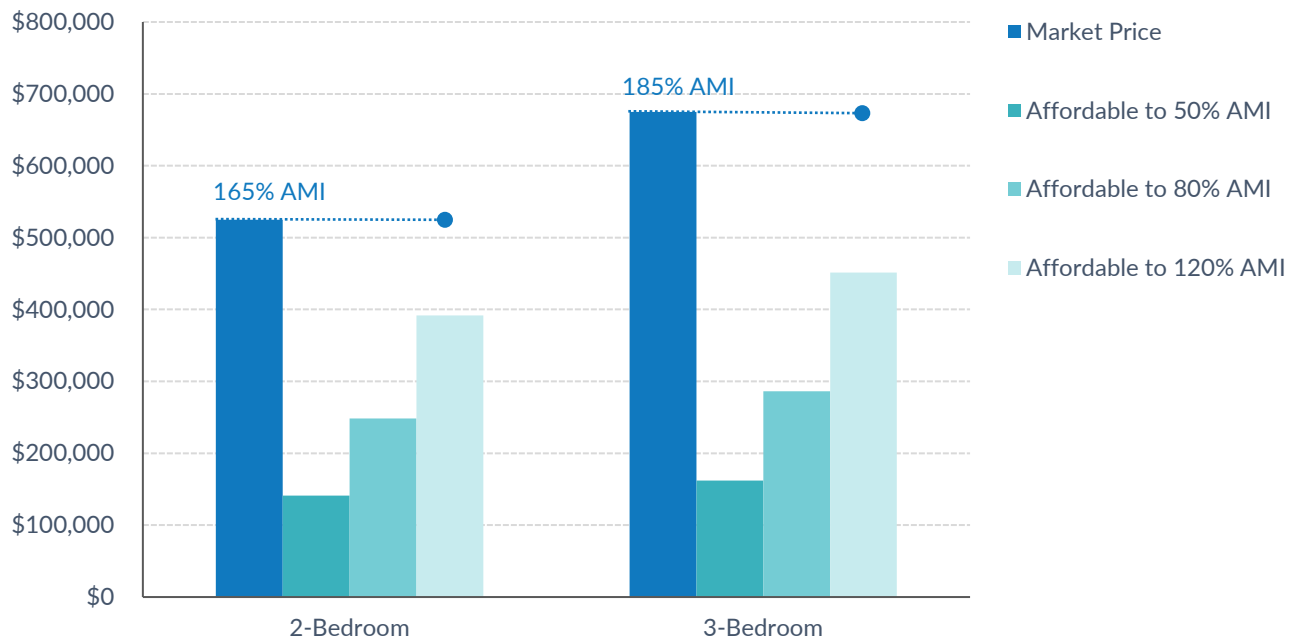
TABLE D-10: AFFORDABLE RENTS BY INCOME LEVEL AND UNIT SIZE

	Studio Unit	One-Bedroom Unit	Two-Bedroom Unit
50% AMI Income Level			
Maximum Monthly Gross Rent ¹	\$1,026	\$1,099	\$1,318
Monthly Utility Allowance ²	(\$105)	(\$120)	(\$160)
Monthly Affordable Rent	\$921	\$979	\$1,158
Monthly Per Square Foot	\$1.84	\$1.35	\$1.16
80% AMI Income Level			
Maximum Monthly Gross Rent ¹	\$1,642	\$1,759	\$2,110
Monthly Utility Allowance ²	(\$105)	(\$120)	(\$160)
Monthly Affordable Rent	\$1,537	\$1,639	\$1,950
Monthly Per Square Foot	\$3.07	\$2.26	\$1.95
¹ 2022 maximum rent limits for Jefferson County (Colorado Housing and Finance Authority, LIHTC program). ² Current monthly utility allowances for rental housing in apartment buildings with 5+ units, as published by Foothills Regional Housing. Assumes all-electric utilities.			
Sources: Colorado Housing and Finance Authority; Foothills Regional Housing; Gruen Gruen + Associates.			

Monthly affordable rents at 50 percent of Area Median Income range from \$921 for studio units up to \$1,158 for two-bedroom units. This equates to monthly affordable rents of about \$1.16 up to \$1.84 per square foot. Monthly affordable rents at 80 percent of Area Median Income range from \$1,537 for studio units up to \$1,950 for two-bedroom units, representing monthly rents of about \$1.95 up to \$3.07 per square foot.

Figure D-4 puts the affordable rent estimates further into context.

FIGURE D-4: MARKET RENT TO AFFORDABLE RENT COMPARISON



Estimated market rent for small studio units (\$1,600 monthly) represents a rent level that is almost affordable to 80 percent of Area Median Income. The differentials between “market” rents and affordable rents become larger as unit sizes increase. The estimated average market rent for a two-bedroom unit (\$2,500 monthly) is estimated to be equivalent to an affordable rent at roughly 100 percent of Area Median Income.

Ancillary Apartment Revenues

The analysis assumes annual apartment rent growth of three percent (3%). Miscellaneous revenues associated with reserved garage parking, storage fees, pet fees, and so forth, are included at \$150 per unit monthly for the Urban Infill Apartment development which include structured parking and \$75 per unit monthly for the Walk-Up Apartment development. Affordable set-aside units are assumed to incur no extra “ancillary” charges for parking, pets, or any other services.

Additionally, the Urban Infill Apartment development prototype includes 4,000 square feet of ground-floor commercial space. This space is assumed to be 100 percent leased at a net rent of \$24 per square foot upon completion of construction.³ The assumption is optimistic because interviews suggest it is often challenging to rent ground-floor commercial space in apartment projects that are not linked with other agglomerations of retail space. Rents are frequently lower than reported for the overall commercial space inventory and turnover and vacancy rates tend to be higher for commercial space in vertical mixed-use formats.

³ According to CoStar, retail rents in the “West” submarket of Denver which encompasses most of Lakewood, Wheat Ridge, and the west side of Denver currently average \$22.66 per square foot.

Apartment Occupancy and Lease-Up

The existing multi-family rental inventory remains very well occupied with vacancy rates below five percent. For purposes of this analysis, we assume that 25 percent of units in each apartment prototype are pre-leased and that each development reaches full occupancy within two to six months (i.e., monthly absorption of about 10 units per month after opening). Upon stabilized occupancy, a five percent vacancy rate and credit loss factor is included each year thereafter.

Apartment Operating Expenses

The real estate economic analysis is based on the following annual operating expense estimates for the multi-family rental housing prototypes:

- Annual property taxes equal to 0.5 percent of estimated total development costs;
- Annual insurance costs equal to 0.2 percent of replacement (hard construction) costs; and
- Additional operating expenses (such as management fees, payroll, utilities, general maintenance/repairs, etc.) equal to \$5 per gross square foot.

These expense assumptions represent approximately \$7,000 per unit in today's dollars, or about 25 to 30 percent of potential gross revenues. Operating expenses are escalated at three percent (3%) per year in the economic analysis.

Other Apartment Financing and Valuation Assumptions

Table D-11 summarizes the other primary assumptions related to the timing of the development process, holding period for the investment, as well as the investment and financing parameters for the prototypical rental developments.

TABLE D-11: APARTMENT FINANCING AND VALUATION ASSUMPTIONS

	Walk-Up Apartments & Urban Infill Apartments
<i>Schedule/Timeline</i>	
Planning and Entitlements	1 year
Project Construction	2 years
Investment Holding Period	7 years
<i>Permanent Mortgage Funding</i>	
Loan-to-Value	65% max (or 1.25x debt coverage)
Annual Interest Rate	6.0%
Amortization (years)	25 year
<i>Property Sale / Investment Exit</i>	
Capitalization Rate	5.25%
Cost of Sale	3.0%
Sources: CBRE; CoStar; Essex Financial Group; Gruen Gruen + Associates.	

The timeline assumed for each prototype includes a one-year planning and entitlement period, a two-year construction period, and a seven-year operating period before each apartment development is assumed to be sold by the initial development entity.

The sources of permanent funding or “capital stack” are sized upon the lesser of two factors: (1) a loan-to-cost at 65 percent; or (2) the loan-to-cost ratio supported at a 1.25 debt service coverage ratio (e.g., \$125 of net income for every \$100 of debt service payment). A permanent mortgage at an annual interest rate of 6.0 percent⁴ and amortized over 25 years is assumed for each apartment prototype.

Each prototype is assumed to be sold at the end of the 10th year (the seventh operating year, following a three-year planning, entitlement, and construction period). The exit capitalization rate (a buyer’s required yield on the income from an apartment property) is estimated at 5.25 percent⁵ reflective of current capital market conditions and our interviews with several multi-family apartment developers. In recent years during the all-time low interest rate environment, new “Class A” apartment developments in West Denver and Jefferson County were frequently traded at lower capitalization rates – however, capitalization rates generally increase with interest rates. To the extent capitalization rates increase and therefore property values decline, the investment returns will be lower than presented in the report.

⁴ As of February 2023, the average seven-year U.S. Treasury yield was approximately 4.0%. Permanent financing arrangements (i.e., commercial mortgages) for apartment units in Denver are currently quoted at a “150 to 250 basis point spread” over treasuries with similar terms (in other words – 1.5% to 2.5% above U.S. Treasury yields).

⁵ For the housing prototypes modeled in this analysis, the 5.25% cap rate assumptions indicates an initial stabilized value of about \$400,000 to \$415,000 per apartment unit. Over the past 12 months, CoStar reports an average multi-family transaction price of about \$320,000 per unit in Metro Denver.

Results of Development Feasibility Analysis

Attached Townhomes

Table D-12 summarizes the results of the economic analysis for the Attached Townhome housing prototype.

TABLE D-12: ATTACHED TOWNHOME DEVELOPMENT FEASIBILITY RESULTS

	Market Rate		10% Affordable Set-Aside at 80% AMI		20% Affordable Set-Aside at 120% AMI	
	\$ Per Unit	\$ Total ¹	\$ Per Unit	\$ Total ¹	\$ Per Unit	\$ Total ¹
Sale Revenues	637,500	12,750,000	600,471	12,009,426	597,300	11,946,000
Land	(43,560)	(871,200)	(43,560)	(871,200)	(43,560)	(871,200)
Hard	(310,000)	(6,200,000)	(310,000)	(6,200,000)	(310,000)	(6,200,000)
Soft	(124,975)	(2,499,500)	(124,975)	(2,499,500)	(124,975)	(2,499,500)
Financing	(23,927)	(478,535)	(23,927)	(478,535)	(23,927)	(478,535)
Development Cost	(502,462)	(10,049,235)	(502,462)	(10,049,235)	(502,462)	(10,049,235)
Required Builder Profit ²	(127,500)	(2,550,000)	(127,500)	(2,550,000)	(127,500)	(2,550,000)
Total Cost & Profit	(629,962)	(12,599,235)	(629,962)	(12,599,235)	(629,962)	(12,599,235)
Net Surplus (or Deficit) in Revenues	7,538	150,765	(29,491)	(589,809)	(32,662)	(653,235)
¹ Total prototype development includes 20 units.						
² Minimum builder profit margin per-unit is included at 20% of the average market-rate sales price.						
Source: Gruen Gruen + Associates						

At market-rate prices, the simulation cost and sales proforma for the Attached Townhome prototype indicates that estimated sales prices would be sufficient to cover the total development cost plus a minimum builder profit margin equal to 20 percent of gross sales revenues. This profit margin is similar to feasible returns typically sought by production homebuilders. The required profit per-unit of \$127,500 represents a 50 percent total return on equity investment over an assumed three-year construction and sell out period (roughly, an 18 percent annual return). A small amount of “surplus” revenues exists with the market-rate development scenario (approximately \$7,500 per unit), indicating the effective builder profit margin would be about 21 percent of gross sale revenues.

The modeled inclusionary housing scenarios reduce the average sales price to \$597,300 to \$600,500 per unit. Total sales revenues would not be sufficient to cover total development cost and the minimum builder profit. Assuming 10 percent of units are sold at prices affordable to 80 percent of Area Median Income, the revenue deficit or in other words the “feasibility gap” is estimated to be approximately \$29,500 per unit. The deficit or gap increases slightly to approximately \$32,700 per unit when 20 percent of units are modeled at prices affordable to 120 percent of Area Median Income.

Walk-Up Apartments

Table D-13 summarizes the analysis of the development economics of the Walk-Up Apartment prototype.

TABLE D-13: WALK-UP APARTMENT DEVELOPMENT FEASIBILITY RESULTS

	Market Rate		10% Affordable Set-Aside at 50% AMI		20% Affordable Set-Aside at 80% AMI	
	\$ Per Unit	\$ Total ¹	\$ Per Unit	\$ Total ¹	\$ Per Unit	\$ Total ¹
Total Development Cost	326,643	9,799,286	326,078	9,782,340	326,078	9,782,340
Potential Gross Rents	30,726	921,792	29,102	873,068	29,378	881,354
Vacancy/Credit Loss	(1,536)	(46,090)	(1,455)	(43,653)	(1,469)	(44,068)
Effective Gross Income	29,190	875,702	27,647	829,415	27,910	837,287
Operating Expense	(7,598)	(227,930)	(7,595)	(227,835)	(7,595)	(227,835)
Stabilized Net Income	21,592	647,772	20,053	601,580	20,315	609,452
Yield on Cost ²	6.61%		6.15%		6.23%	
Annual Return (7-yr) ³	13.2%		10.8%		11.2%	
¹ Total prototype development includes 30 apartment units. ² Yield at stabilized occupancy (stabilized net operating income ÷ development cost = yield). ³ Annual Internal Rate of Return (IRR) over a seven-year investment holding period; property assumed to be sold at 5.25% capitalization rate.						
Source: Gruen Gruen + Associates						

A common benchmark of feasibility for a rental housing development is the “yield on cost” at a stabilized occupancy, which simply compares the net operating income of a project to its total development cost. The Walk-Up Apartment prototype is estimated to generate a stabilized yield on cost of approximately 6.6 percent at market rates (no affordable housing set-aside). If the prototypical development were operated and held for a period of seven years following construction, the annual return on equity investment would be 13.2 percent. This is a marginally feasible return as most investors would target a minimum of 15 percent annual return on equity.

The modeled inclusionary housing scenarios reduce the stabilized annual yield on cost to about 6.2 percent. The annual rate of return on equity investment is reduced to approximately 11 percent in both inclusionary housing scenarios. Both metrics of feasibility (annual yield, IRR) would be too low to attract capital and equity investment for the hypothetical Walk-Up Apartment development with affordable housing set-aside requirements.

To achieve a minimum 6.5 percent stabilized yield on cost with an affordable housing set-aside equal to 10 to 20 percent of total units at prices affordable to 50 to 80 percent of Area Median Income, respectively, the Walk-Up Apartment development would require a subsidy ranging from \$14,000 to \$18,000 per unit (about \$410,000 to \$530,000 in total for a 30-unit project).

Urban Infill Apartments

Table D-14 summarizes the analysis of the development economics of the Urban Infill Apartment prototype.

TABLE D-14: URBAN INFILL APARTMENT DEVELOPMENT FEASIBILITY RESULTS

	Market Rate		10% Affordable Set-Aside at 50% AMI		20% Affordable Set-Aside at 80% AMI	
	\$ Per Unit	\$ Total ¹	\$ Per Unit	\$ Total ¹	\$ Per Unit	\$ Total ¹
Total Development Cost	349,794	27,983,498	349,794	27,983,498	349,794	27,983,498
Potential Gross Rents	30,154	2,412,297	28,634	2,290,717	28,879	2,310,313
Vacancy/Credit Loss	(1,508)	(120,615)	(1,432)	(114,536)	(1,444)	(115,516)
Effective Gross Income	28,646	2,291,682	27,202	2,176,181	27,435	2,194,797
Operating Expense	(7,625)	(609,986)	(7,625)	(609,986)	(7,625)	(609,986)
Stabilized Net Income	21,021	1,681,697	19,577	1,566,195	19,810	1,584,811
Yield on Cost ²	6.00%		5.60%		5.66%	
Annual Return (7-yr) ³	9.9%		7.6%		7.9%	
¹ Total prototype development includes 80 apartment units and 4,000 square feet of commercial space. ² Yield at stabilized occupancy (stabilized net operating income ÷ development cost = yield). ³ Annual Internal Rate of Return (IRR) over a seven-year investment holding period; property assumed to be sold at 5.25% capitalization rate.						
Source: Gruen Gruen + Associates						

The stabilized yield on cost for the Urban Infill Apartment prototype with no affordable housing set-aside is estimated to be lower at only 6.0 percent. The annual return on equity investment over seven years following construction would be 9.9 percent. Both metrics of feasibility (annual yield, IRR) would be too low to attract capital and equity investment. In other words, even at prevailing market rents, projects like the Urban Infill Apartment prototype will be unlikely to be feasibly produced by the private market (absent public assistance, declines in costs, or increases in market rents).

The modeled inclusionary housing scenarios reduce the stabilized annual yield on cost to approximately 5.6 percent to 5.7 percent. The annual rate of return on equity investment is reduced to below eight percent in both inclusionary housing scenarios. Again, both metrics of feasibility would be too low to attract capital and equity investment for the Urban Infill Apartment development with affordable housing set-aside requirements.

To achieve a minimum 6.5 percent stabilized yield on cost, a 100 percent market-rate development would require a subsidy of about \$26,000 per unit or \$2.1 million in total. With an affordable housing set-aside equal to 10 to 20 percent of total units at prices affordable to 50 to 80 percent of Area Median Income, respectively, the Urban Infill Apartment development would require larger amounts of subsidy ranging from \$45,000 to \$49,000 per unit (about \$3.6 to \$3.9 million in total for an 80-unit project).



APPENDIX E

Housing Stakeholder Interviews and Engagement

Key Themes and Findings

Appendix E

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Introduction

This appendix summarizes findings and key themes drawn from interviews with local housing experts and stakeholders. The discussions were directed toward obtaining information and input about current conditions affecting housing needs and housing development in Lakewood, as well as to gain perspective on potential housing strategies or tools.

One-on-one interviews were conducted with private housing developers, residential real estate brokers, and representatives of non-profit affordable housing and supportive service providers active in the community including Metro West Housing Solutions, Archway Communities, the Jefferson Mental Health Center, and The Action Center. GG+A staff also participated in interviews with individuals with disabled family members and a leader of the Hispanic community in Lakewood. City staff held interviews with an Older Adults community advocate and gathered input from 13 unhoused individuals.

Housing Market Context and Sources of Housing Demand

Private developers and non-profit affordable housing providers concur about factors or trends impacting housing in Lakewood. Issues about which consensus exists are summarized as follows:

- More supply at every single level of housing is needed, both for-sale and rental inventory. Housing scarcity, irrespective of cost, has become more severe since the Covid-19 pandemic although it was not unpredictable (the region has under-produced housing for many years);
- Land and housing construction costs have increased significantly. Even new housing “built at cost” cannot be delivered at an affordable price point, especially for-sale housing. The terminology of attainable housing has become ubiquitous because traditional benchmarks of affordable housing (e.g., 80% AMI income level) are not achievable in the current market absent public assistance or funds; and
- Workforce Housing and Senior Housing are intertwined - both will be important to economic development and the “economic health” of Lakewood through future market cycles. The availability of workforce housing will continue to be affected by the aging of senior households and their housing preferences. A perception is that limited “middle market” housing alternatives (to existing single-family homes) exist for seniors to age in place.

Many interviewees acknowledge these conditions are regional in nature although there are challenges and opportunities unique to Lakewood. Recent strong demand for new market-rate housing in northeast Lakewood, for example, has been driven by proximity to Denver’s west side. The wave of neighborhood change and infill housing development has “spilled over” across Sheridan Boulevard. Property and land prices in Lakewood tend to be significantly lower than in nearby Denver neighborhoods (Sloan’s Lake, Jefferson Park, Highlands, etc.) and this has been a critical advantage and attraction to private real estate capital.

Appeal of Lakewood as Market-Rate Housing Location

Millennials (born 1980-1999) and Gen Xers (born 1965-1979) have been major sources of demand for new market-rate housing in Lakewood. These households attracted to Lakewood tend to be smaller sized with few children. New developments have reported attracting demand from a wide geographic area. Some households have relocated from within the region (primarily Denver/Jefferson County), while many developers cite transplants and continued migration to the region, particularly among Millennials, as key sources of demand.

The interviews suggest that most renters or buyers of newer market-rate housing are drawn to Lakewood because of factors including:

- Proximity and excellent accessibility to the central core of Denver;
- Convenient access to “the mountains” with a shorter drive-time to mountain recreational activities (in relation to housing locations east of Interstate 25);
- Comparatively lower housing costs than nearby locations in Denver, Golden, and in Jefferson County as a whole;
- Plentiful local parks and open space;
- Availability of Regional Transportation District (RTD) light rail transit service in North Lakewood; and
- Views of both the Denver skyline and Front Range.

Affordable Housing and Supportive Service Needs

Permanently Supportive Housing

The interviews with social and housing service providers indicate an increase in homelessness for individuals on fixed incomes and the currently or formerly working poor who have been priced out of their housing due to rent increases exceeding their ability to pay. While data is not available on the housing locations of such individuals before they became homeless, the providers serve a much wider service area than Lakewood, including other communities in Jefferson County and nearby areas in Denver which are experiencing similar housing and social challenges.

Consensus also exists that an increase in individuals with severe and persistent mental health and addiction issues have contributed to an increase in homelessness or housing instability. Individuals with these challenges often need support services so that they stay housed. To paraphrase one expert, the hard part is not “getting people housed, but keeping them housed.” Again, while data is unavailable, the increase in individuals whose mental illnesses or addictions result in housing instability extends beyond Lakewood’s borders.

Permanently supportive housing needs differ from other affordable housing needs. Programmatic support and things like additional security are typically required on site, and prospective tenants or “clients” are most likely to be single individuals or couples.

Rent Vouchers

The interviews also indicate the waiting list for Section 8 vouchers has increased and it has become more difficult to obtain landlord participation in the program. The gap between “Fair Market Rent” and actual obtainable rent for many rental housing units is believed to be quite significant. A representative of Metro West indicated the voucher wait list now exceeds 7,000 people. The wait list for vouchers placed by Foothills Regional Housing has reportedly been closed for years.

As another indication of the increased need for affordable housing at low-income levels, according to Lakewood-based The Action Center, prior to the Covid 19 pandemic, typically The Action Center provided approximately \$120,000 per year in rental housing assistance throughout Jefferson County. Currently, The Action Center is providing rental housing assistance of approximately \$120,000 per week. The Action Center also provides clothing, food (up to 150 households per day), and rental housing assistance to more families and to households which have not previously sought assistance. Restaurant and service workers affected by Covid 19 shutdowns, elderly or disabled on fixed incomes are examples of people who have requested assistance. In some cases, the clients are not “housing stable” and have not been able to find affordable alternatives. Others have not been able to find higher-paying jobs or are affected by the inability to secure affordable childcare assistance needed to return to work.

Tax Credit Housing

Nearly all deed-restricted affordable housing built recently in Lakewood has been assisted by Low Income Housing Tax Credits (LIHTC). The process to apply for and receive LIHTC awards is perceived to be even more competitive than in the past. One non-profit developer suggested that for every three potential projects and applications, it would be very fortunate to receive awards for one of them. The process to apply for LIHTC allocations is also extremely time-sensitive and requires considerable cooperation and support from a local municipality to increase the probability of success.

A related challenge is the lack of available funds in relation to need. Very different affordable housing needs are now more than ever in direct competition with one another for LIHTC dollars. An application for a permanently supportive housing project may be up against a similar funding request in Lakewood for a family-oriented affordable apartment use at a higher income level; difficult prioritization decisions must be made although those are primarily in the hands of the state allocation committee. To paraphrase interviews with two representatives who have developed LIHTC housing in Lakewood, the near-term priority should be on the lowest income levels (e.g., less than 30% AMI). The tax credit market at the 60% AMI level is perceived to be somewhat “saturated” although that does not imply unmet housing needs at this income level do not exist.

Special Needs

Interviews with a local community member with family members with special needs confirmed the challenges in finding and holding onto suitable housing for the family members given the lack of available vouchers and the limited supply of housing affordable with supportive services to the very low income. This community member indicated a well-publicized, readily accessed comprehensive source of information on programs potentially available locally to those with special needs would be of immense assistance as from the interview the community member learned about programs about which the member was previously unaware that could potentially be of assistance.

Hispanic Community Faces Barriers

An interview with a leader in the Hispanic community activity in a variety of community projects and organizations indicated that the rise in housing costs have made housing less affordable. Programs like that provided by the Action Center which provide aid to renters who experience drastic, but perhaps short-term loss of income due to job loss, medical emergency, or other unexpected financial burden could help increase housing stability in the Hispanic community.

The interview also indicates that language and immigration status are key barriers Hispanic residents face in accessing housing and homelessness assistance programs. While informal social support within the Hispanic community helps residents cope with housing challenges, in some cases limited English proficiency and literacy, and immigration status and mistrust of government stemming from issues related to discrimination and immigration status constrain access to affordable housing programs. The interview suggests the importance of building trust and providing more clearly communicated information about the availability of housing programs and how to access them.

Older Adult Needs

City Staff interviewed a Jefferson County community leader in preserving and supporting affordable housing for older adults. The interview indicated that the biggest needs for older adults are expanding housing options centered around community (cottage-style homes), expanding in-home senior services and building more deeply affordable housing for seniors living on fixed incomes. The interview also indicated a need for adopting policies related to increasing accessibility, adaptability, and “visit-ability” design principles in new buildings.

Unhoused Needs

City staff interviewed 13 unhoused residents through RecoveryWorks and street outreach to understand sheltering and service needs. Those who were interviewed were either sheltered overnight through RecoveryWorks medical respite program, at a friend’s place, in their car, or on the street. Most of the interviewees had a negative experience at a prior shelter due to cleanliness, crime, safety, and privacy issues. The interviewees felt that a new shelter could be a positive experience if it was in an accessible location (close to Colfax); provided safety and privacy; included services such as mail, storage, laundry facilities, shower facilities; and on-site case management services related to benefits, resources, mental and physical health, ID/ Social Security assistance, and housing assistance.

All of those interviewed indicated that affordable housing and legal matters were the most difficult services for them to navigate. They each described challenges finding an affordable place to rent that would accept their section 8 voucher or previous history of eviction and crime.

Zoning/Land Use Regulations and Entitlement Process

Existing Zoning

Existing zoning regulations in some cases do not relate well to current market conditions and the real estate economics of producing new housing. Discrepancies can relate to both under- and over- zoned property and the inability of residential developments to support inclusion of retail or office space. This is not a constraint or critique that is unique to Lakewood.

For example, interviews suggest that not all locations zoned for mixed-use development can viably support some of the minimum zoning requirements. In other words, some properties today and in the past have been over-zoned with unrealistic expectations about density, form, or land use. The Mixed Use-Core-Transit (M-C-T) zoning designation around light rail stations prescribes a minimum building height of 45 feet with a minimum residential density of 35 units per acre. These in combination with other requirements about use of the lot and design of the building often necessitate more expensive construction types that feature structured parking and/or concrete podiums. While this scale and type of residential development has been feasibly built in some locations previously (e.g., northeast Lakewood, Union Square area), elsewhere the provision of structured parking may be more expensive than purchasing additional land and reducing housing density. (Higher density does not translate to better affordability if a dozen structured parking stalls costs more than one acre of land, etc.).

Alternatively, upzoning some residential or mixed-use zone districts could better align with development market-rate opportunities in less transit-oriented locations. One developer with whom we spoke was contemplating a relatively dense for-sale townhome development but concluded the zoning revision (i.e., PUD) and entitlement would be unlikely to be obtained.

In addition, the mixed-use zoning regulations that specifically limit the amount of residential floor area in a building or require ground floors be designed to retail occupancy standards make new housing - and especially new affordable housing - less feasible to develop and operate. Commercial market conditions in many locations of Lakewood reportedly will not support feasible returns on the costs of constructing, leasing, and operating new commercial space in vertically mixed residential developments. These requirements are a non-starter for any affordable housing development. Market-rate housing developments also tend to be infeasible with a commercial space requirement in all but the strongest retailing locations near considerable critical mass of other commercial uses. Some developers including those planning current projects in Lakewood may subsidize a small amount of commercial space as an amenity and place-making tool for the residential use, but only to a certain and limited extent (for example: 3,000-5,000 square feet of commercial in 100-unit multifamily building).

Parking Requirements

Excessive parking requirements can be a major constraint to infill housing development feasibility. Lakewood has proactively reduced off-street parking requirements, which is helpful and appreciated by the development community. Parking requirements are not perceived to be prohibitive like they are in some suburban communities. Multiple affordable housing providers indicated that parking in new developments have been kept to minimum permissible standards (about one parking stall per housing unit), not necessarily because of detailed evaluation of parking need but to reduce upfront development costs. Market-rate developments with structured parking have also minimized parking ratios and typically charge additional monthly rent for covered parking stalls. A theme from our interview discussions was that even in transit-accessible locations, future areas of concentrated housing development should be cautious of reducing parking ratios any further. Eliminating the cost of parking entirely would be ideal (for housing affordability) but Lakewood is still a suburban community.

Entitlement and Permitting Process

Representatives of for-profit and non-profit developers both indicated relative to some other communities in Metro Denver, the entitlement process in Lakewood tends to be perceived as more uncertain and time consuming. Interviewees consistently indicated review and entitlement processing periods of at least 12 to 18 months (sometimes longer) and more public hearings than typically required elsewhere.

The length and uncertainty of the entitlement process makes obtaining tax credit financing for affordable housing projects less likely and more difficult. Interviews also revealed that private transactions for housing developments have been canceled when landowners would no longer wait for private housing developers to obtain entitlements and developers were not willing to incur the costs and risks of closing on the purchase without having obtained entitlements.

Coordination between planning and engineering departments and the reliability of the eTRAKiT system could be improved to shorten the time needed to review and process permit applications and to increase predictability and consistency of application of standards. Having a dedicated timeline for staff review and comment and a single point of contact (i.e., one staff liaison/case manager) throughout the process were also cited as potential improvements. In addition, while not directly under control of the city, interviews suggest the fire protection review process and standards are not designed for infill development as opposed to standard single-family suburban subdivisions. For example, a requirement of 45-foot-wide fire lanes is not practicable in most infill development settings. The West Metro Fire District is perceived to be a notable challenge in the plan review and permitting process.

Residential Growth Limitation Ordinance

The adoption of the Residential Growth Limitation Ordinance (RGLO) has exacerbated concerns about regulatory constraints that further increase the risks, time, and costs of obtaining development entitlements. Additionally, the very nature of the ordinance discourages larger-scale housing projects which can benefit from economies of scale and provide amenities and services that aren't viable in smaller developments. The project size threshold for public hearing and city council review (below or above 40 units) is also perceived as arbitrary – one prospective developer reduced its project size simply to avoid this process. Irrespective of the

number of housing units in the application, the ordinance also incentivizes larger and more expensive housing units (given that all housing units requiring an allocation are counted the same).

There is a limited understanding of the administrative and approval process required to secure allocations; it has been uniformly described as confusing and tedious. The process to receive allocations and/or borrow from the future (i.e., a banking plan) needs to be better explained and communicated with subjective decisions by city council minimized. Growth rarely occurs uniformly in a linear fashion and the ordinance should reflect that, such as by allowing any unused or “unbanked” allocations to rollover to the subsequent year.

Interviews do suggest there is an understanding and appreciation of the exemptions created over the past few years since the ordinance was initially adopted. Affordable housing developers are aware of the exemption for all-affordable developments. This is especially important because the Colorado Housing and Finance Authority (CHFA) has made it clear that tax credits and state bonding capacity will not be awarded without “permits in hand.” Private for-profit housing developers are also aware of the exemption associated with a blighted property designation. The effectiveness of the exemption tied to a voluntary affordable housing set-aside (20% of rental units affordable to 80% AMI, etc.) is less clear because it is believed to render an otherwise market-rate development infeasible.

Community Engagement Written Comments

Written comments compiled by staff from the Open House held on April 4, 2023:

Please consider ways to protect single family ownership. Too many ownership homes are being scraped and replaced with unaffordable rentals.
Please support good quality affordable housing for the 40% of Lakewood households who rent!
Need to encourage ownership and not so many rentals. This is just pushing youth out of the ownership market and housing prices higher.
Could you consider tiny homes for the elderly in lots where their children own a home?
The city should add 20% in height to every zone in Lakewood that the city controls. People can access this additional height in 2 ways - build affordable housing or pay for it and place funds into a kitty to help builders of affordable housing to solve the problems of land acquisition.
We need more support for families that rent and want to buy a home.
Let's start with removing single - use zoning
Let's not remove my single-residency house. Let's look at creative ways to keep trees and landscaping. Lets keep codes and enforce them. I am not for people being packed like sardines, asphalt "yards", no landscaping or places for kids to play and relax.
We need less high density market rate housing. More affordable rental units. Do not do away with single family, low density zoning.
Lakewood is overbuilding. The Denver Line is no longer risable. Also, unincorporated Jefferson County is another mess for Lakewood Residents!
Need affordable housing for 1st time homebuyers, especially families.
Sale of single family homes in blighted neighborhoods should be replaced with multi-unit condos that can sell for the average home cost of the neighborhood. This would increase homeownership and keep housing prices steady. More homes for sale, not apartments for rent
Down payment assistance doesn't help if there isn't inventory. Buyers with DPA can't compete with other buyers in multiple offer situations.
Need more ownership housing - options for seniors downsizing.
Lakewood needs to strategically and aggressively develop affordable housing that is actually affordable (60% AMI and lower). Additionally our city must also simultaneously develop and invest in supportive housing for our neighbors experiencing homelessness.
The number of Community Land Trusts should be larger than zero.
Help us preserve Old Lakewood's large lots south of the light rail. (Beautiful, park-like, farmettes)
Mas regulaciones para los inversionistas. Las pocas casas mas economicas las terminar compranado como inversion y venderlas mas caras. Es muy dificil competir con los inversionistas a la hora de comprar casa. <i>Translated from Google Translate: More regulations for investors. The few cheapest houses will end up being bought as an investment and sold at a higher price. It is very difficult to compete with investors when buying a house</i>
Que alquiler concuerde con las ingresos de las personas. <i>Translated from Google Translate: That rent matches people's income</i>
Tener en cuenta a las personas con bajo ingreso a lo hora de ofecer casas a la venta o alquiler. No esta siendo adsequible para todos :(<i>Translated from Google Translate: Take into account people with low income when offering houses for sale or rent. It is not being affordable for everyone</i>

Community Ideas from Lakewood Together project website:

Continue allowing peaceful single-family zoning so people aren't packed in like rats. Many of us have spent our lives working for our homes
Why does this section asking for ideas state what the ideas can include, it is ridiculous. Anyways? Must follow STI.
Invest in existing housing stock
Renovate, don't demolish
Don't make the STR License Fee too high. We rent our basement out as a STR, but there's a lot of competition now, so we aren't as busy now.
Implement some form of Land Value Taxation
Start doing Actual Economic Development
The City of Lakewood should stop acting as a property developers' advocate in allowing them to set up special taxing districts.
Review building code w/eye to eliminating unnecessary/expensive requirements and adopting innovative materials/techniques. Then do a pilot.
Creative Aesthetics
AFFORDABLE, FULLY FURNISHED HOUSING IN LAKEWOOD, COLORADO
Affordable, fully furnished housing in Denver, Metro Area, Colorado
Utilize vacant land along RTD and 6th Ave-, and on Colfax - not conversions - for affordable housing.
Convert old failing malls into affordable senior housing. Include stores, restaurants, salons, Dr offices or clinics, etc. Convenient. Safe.
Hostels on W Colfax
Community Land Trusts
Resident Owned Communities
Alternative housing should include trailer homes. Some who can't squeeze in an ADU could do so with a mobile home.
Bring back the concept of boarding houses where people can rent rooms in a building w/on-site mgmt., get communal meal(s), facilities.
Modifying the tax code to allow people to better afford homes is a start. Colorado already has myriad taxes and "fees" disguised as taxes.
Rent Control
Prop 123
Keeping Eiber's sustainability program active
Developing small portions of land into RV/ Camper lots
Allow churches and other business to put up tiny homes and/or pallet shelters on unused parking lots.
New build communities focused on smaller homes and multi-unit dwellings.
Lakewood may consider home-sharing - whether shared housing programs that work in other countries would work here.
Shared housing programs
Abolish single use zoning
Allow larger expansions of single family homes so that people can renovate their homes to fit their needs going forward. Allow all ADU types
Allow more flexibility
Remove Parking Minimums and Enforce Parking Maximums
Rezone commercial to mixed-use residential
Walkable neighborhoods like Belmar but affordable

STAFF MEMO

DATE OF MEETING: DECEMBER 18, 2023 / AGENDA ITEM NO. A.

To: Mayor and City Council

From:

Subject: **Public Input**

SUMMARY STATEMENT:

BACKGROUND INFORMATION:

BUDGETARY IMPACTS:

STAFF RECOMMENDATIONS:

ALTERNATIVES:

PUBLIC OUTREACH: This item has been promoted through the regular communication channels to be considered by the Lakewood City Council.

NEXT STEPS:

ATTACHMENTS: None

REVIEWED BY: Kathleen E. Hodgson, City Manager
Benjamin B. Goldstein, Deputy City Manager
Alison McKenney Brown, City Attorney