Land Use Element

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INTRODUCTION

Land use is central to the Comprehensive Plan. The land use pattern determines where people reside, shop and work, and their traffic patterns. The Land Use Element is sensitive to the natural environment and the wishes of the community over the 20-year planning cycle. The Land Use Element sets forth the general land uses for the City and urban growth area. It governs the zoning code which in turn governs future development.

The Growth Management Act (GMA) requires that every Comprehensive Plan include a Land Use Element. Nine of the GMA’s thirteen major goals pertain to land use, as follows:

**Urban Growth.** Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.

**Reduces Sprawl.** Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.

**Housing.** Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.

**Economic Development.** Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for the unemployed and for disadvantaged persons, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state’s natural resources, public services, and public facilities.

**Property Rights.** Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.

**Permits.** Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.

**Open Space and Recreation.** Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks.

**Historic Preservation.** Identify and encourage the preservation of lands, sites, and structures that have historical or archeological significance.

City comprehensive plans must also be consistent with the County-Wide Planning Policies, a document separate from the Pierce County Comprehensive Plan or County Code. For a copy see Pierce County Planning and Land Services.
HISTORY

Native Americans
Our Native Americans arrived from Asia by way of the Bering Strait. By about 12,000 years ago they had arrived in the Puget Sound area, where they lived in villages along shorelines and rivers. Many different bands inhabited the region. Their cultures varied greatly. They were not organized into tribes as they are today, but rather affiliated themselves by village, river valley, blood line, and language. Because Bonney Lake is close to the Puyallup River, it can be said to lie in the ancestral land of the Puyallup Indians, whose domain extended from Commencement Bay, east along the Puyallup and Carbon Rivers, to the northwest face of Mount Rainier. The bands represented by the modern-day Muckleshoot Tribe inhabited the region of the White (Stuck) and Green rivers east into the foothills of the Cascade Mountains. Both groups fished in the Puget Sound and in the rivers, hunted, and gathered plants for food and fiber. Both spoke a dialect of Salishan. They lived in large wooden houses clustered in villages. Most villages were located at river or stream confluences.

Early expeditions
British Captain George Vancouver explored the Puget Sound in 1792. Lieutenant Charles Wilkes led a United States expedition in 1838. Wilkes sent Henry Eld to survey Commencement Bay area and the Puyallup River. In 1841, Lieutenant Robert E. Johnson led a party along the Indian Naches Pass Trail to the Yakima River. The Johnson and Eld parties were the first to map the Bonney Lake area. The Hudson’s Bay Company established Fort Nisqually in 1833 near the present-day City of DuPont to trade with the Indians and produce agricultural commodities. The company managed much of south Pierce County until the early 1860’s, when the United States purchased their holdings.

Naches Pass Trail
The Naches Indian Trail led from the Nisqually Delta to the Yakima Indian country. Territorial Governor Isaac I. Stevens surveyed the trail for the proposed Northern Pacific Railroad in 1853. Captain George B. McClelland of the U.S. Army improved the trail in 1853 so wagon trains could travel more directly from the Oregon Trail to the Puget Sound. The Naches Pass Trail was completed October 1853. James Longmire’s wagon train was the first to cross the Naches Pass and enter the Puyallup Valley. The military used the trail during the 1855-1856 Indian Wars and fighting occurred along the trail. However, the trail was not often used. Portions of the original route are still identifiable. From Buckley, the trail extends west along Mason Avenue in the general vicinity of the Old Sumner-Buckley Highway. The trail continues west along Connell’s Prairie Road to 214th Avenue East, then either west along Fennel Creek to cross the Puyallup River in the location of the Riverside Infirmary (Poor House) or to Alderton to connect to Old Military Road north of McMillan.

Indian War
Settlers and Indians began to clash shortly after the 1846 division of the Oregon Country from British North America. After the Whitman Massacre of 1847 in Walla Walla, the U.S. Army constructed Fort Steilacoom. Isaac Stevens, territorial governor of Washington, concluded the Treaty of Medicine Creek with the Nisqually, Puyallup, and Steilacoom Tribes in 1854. The Muckleshoots were to be relocated to the Nisqually Reservation at the Nisqually River delta. Hostilities in the Puget Sound region prompted the Army to build many smaller forts, including Fort Maloney in 1856 near present-day Puyallup and Fort Hayes in 1856 on the White River northeast of Bonney Lake. Local settlers built blockhouses in Sumner, South Hill, on the Lake Tapps plateau south of Fennel Creek, and east of Lake Tapps at the edge of Connell’s Prairie. The 1855-1856 Yakima Indian Wars spilled over into the Puget Sound country on October 22, 1855, when Indians killed Lieutenant McCallister and Michael Connell at Connell’s Prairie, which lay on the Naches Pass Trail. Colonels Miles and Moses died in the same area on October 31 of the same year. A battle was fought on the northern part of the prairie on March 19, 1856. A marker at the Junction of Connell’s Prairie and Barkubein Roads commemorates these events. The Army captured Chief Leschi and executed him in 1858 though he was not responsible for the outbreak of war and apparently had no hand in any atrocities. During the Indian War, Pierce County settlers abandoned land claims and retreated to Fort Steilacoom, where they lived for
several years. Many original settlers never returned to their claims, which were taken over by other immigrants. After the Indian War, the Governor renegotiated reservation boundaries and created a reservation at Muckleshoot Prairie consisting of a series of township sections along the White River northeast of Bonney Lake. Many Muckleshoots subsequently sold their reservation land to white settlers. The Puyallup Reservation’s location was vaguely worded, creating interpretation conflicts which were not resolved until the Puyallup Tribe Indians Settlement Act of 1989.

Early Settlers
In the 1850’s, settlers started filing Donation Land Claims around the confluence of the Puyallup and White rivers near present-day Puyallup, Sumner, and Bonney Lake. Later settlers took advantage of the Homestead Act of 1862, which granted each household 160 acres if they cultivated and resided on the land for five years. The federal government also granted extensive lands to the Northern Pacific Railroad, some of which the railroad sold to settlers to promote development along the railroad. Railroad towns were built at Wilkinson, Carbonado, Buckley, Orting, and Sumner. The settlers farmed along the rivers, logged the uplands, and mined ores in the upper Carbon River valley. Connell’s Prairie and Muckleshoot Prairie were also farmed. Sherwood Bonney was the Bonney Lake area’s first white settler. He arrived in 1850 by covered wagon on the Naches Pass Trail. He built a cabin on the lake named for him in 1853. William B. Kelley arrived from Tennessee in 1864 to clear a homesite and teach school during the winter. Kelley’s three sons and a daughter were raised in a log cabin on Kelley Lake. He donated land for a one-room schoolhouse that was used until 1960. Finns settled the land between Bonney Lake and Buckley. They developed dairy farms, worked in the Wilkeson coal mines, or logged the virgin timber along the White River. Over 100 Swiss families lived on the plateau and in the valley, including Ollie Bauer’s father who worked at the Riverside Infirmary (the Poor Farm) on the Puyallup River for 27 years. Dutch settlers James and Amanda Vandermark arrived by covered wagon. They built a house on Lake Tapps in 1893, and moved it to 214th Avenue East when the level of Lake Tapps was raised. The Angeline family settled in Bonney Lake in 1909. Irene and Lawrence Angeline attended a one-room, eight-grade school house near Rhodes Lake. Dorothy Ryan, who taught school at Kelley Lake, wrote an account of early school life, including hazards from Indians and wildlife. Descendants of these pioneers still live in the Bonney Lake area.

Bonney Lake Incorporation
In 1910, the Puget Sound Power & Light Company (Puget Power) diverted water from the White River to raise the level of Lake Tapps to generate electricity. The project merged Tapps, Kirtley, Crawford, and Church lakes and some marshes into the Lake Tapps reservoir. Residential subdivisions were built around Lake Tapps beginning in 1940. Early residents commuted to industrial jobs in nearby cities. After World War II Bonney Lake grew rapidly in response to greater mobility and the allure of cheaper land and quieter lifestyles. Commercial development occurred along SR 410. Bonney Lake’s earliest and still most diverse commercial/civic center developed around the intersection of SR 410 and the Old Sumner-Buckley Highway. The Lake Tapps Development Company sold recreational sites on the west shore of Lake Tapps beginning in 1954. Later they marketed their lots as permanent residential sites. The company donated 20 acres to create Allan Yorke Park. Kenneth and Bertha Simmons acquired a 1,000 acre parcel from a “rodeo man” named George Logan in 1946. In 1949, the Simmons family caused the City of Bonney Lake to be incorporated. The initial population was 275. Kenneth Simmons served three terms as Mayor. Simmons, Chet and Clarence Roberts, Robert Wheeler, Bert Filkins, and others built the concrete block building on Locust Street in the downtown district that served as community club, city hall, and fire hall. By 1950 the new town had paved streets, a water system, electric and telephone lines, refuse disposal, and a blood bank. By 1957, there were 12 businesses in the downtown district. Urban development continues to change the community and heighten demand on its facilities and services. In 1995 the City adopted its first GMA comprehensive plan. It called for compact, pedestrian-oriented development, and innovative design. That planning emphasis remains.
EXISTING LAND USE

Bonney Lake is located on an undulating plateau about 400 feet above the valley of the Puyallup River, two miles upstream of that river’s junction with the White River. The slope into the valley ranges from 40 to 50 percent. The city boundary is irregularly shaped. The south shores of Lake Tapps frame the city on the north. Fennel Creek and its associated wetlands and farmlands divide the north and west portions of Bonney Lake from the southeast portion.

As of July 2003 the City encompasses approximately 6.7 square miles, or 4,288 acres. According to Pierce County Assessor-Treasurer Records, accessed from the Countyview database on July 7, 2003, the area represented by the 2003 city limits breaks down by land use as follows.

<table>
<thead>
<tr>
<th>Land Use</th>
<th>% of total area</th>
</tr>
</thead>
<tbody>
<tr>
<td>Single-family res. incl. mobile homes</td>
<td>51%</td>
</tr>
<tr>
<td>Vacant</td>
<td>27%</td>
</tr>
<tr>
<td>Resource Land</td>
<td>5%</td>
</tr>
<tr>
<td>Open Space / Recreation</td>
<td>4%</td>
</tr>
<tr>
<td>Commercial</td>
<td>4%</td>
</tr>
<tr>
<td>Public Facilities &amp; Utilities</td>
<td>3%</td>
</tr>
<tr>
<td>Other</td>
<td>2%</td>
</tr>
<tr>
<td>Education</td>
<td>2%</td>
</tr>
<tr>
<td>Multi-family &amp; duplexes</td>
<td>0.9%</td>
</tr>
<tr>
<td>Professional Services</td>
<td>0.7%</td>
</tr>
<tr>
<td>Industrial</td>
<td>0.2%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>100%</strong></td>
</tr>
</tbody>
</table>

As can be seen, Bonney Lake is predominantly a single-family residential community. It has much vacant land, but not all of it is developable. Vacant and public lands are scattered throughout the city. Commercial uses are primarily located along State Route 410. There is very little industry. As of 2002, the gross residential density inside the city limits is 1.45 dwelling units per acre. (This represents acres of residually zoned land divided by the number of households. The number of households was derived by dividing the April 2002 OFM population estimate by the 2000 Census’s average household size, 2.9645.) After deducting the area of streets, critical areas, and other unbuildable areas, the net density is approximately 2.76 units per acre. (The net density calculation is based mainly on 2002 tax parcel data.) These residential densities are far below the minimum of four units per acre required under GMA according to the Central Puget Sound Growth Management Hearings Board. However, recent plats have been developed at much higher densities than pre-existing neighborhoods.

LAND CAPACITY

“Buildable land” means vacant and under-developed land after deducting critical areas, future street rights-of-way, and other unbuildable land. “Land capacity” means buildable land less a 25% “market factor” (a further deduction designed to allow the land market to operate efficiently even when the supply of buildable land is nearly exhausted by avoiding a “monopoly effect” on land prices) times the assumed population densities.

RCW 36.70A.215 requires Pierce County and its cities to evaluate development (land consumption) over time to determine whether their urban growth areas (UGAs) and zoning density allowances provide land capacity sufficient to accommodate population projections. For 1996 through 2000, the City provided development data such as number
of units built and parcel size to Pierce County. The County then produced the November 2002 *Pierce County Buildable Lands Report*. The Report calculated land capacity in Bonney Lake based mainly on the following assumptions:

- In the R-1 zone, the achieved density will be 4.356 dwelling units per net acre. This density assumption was made by examining the past development data. It meets the Central Washington Growth Management Hearings Board’s general standard that average residential density must be at least four units per acre in urban areas. In *Bremerton v. Kitsap County* the Board said, “Any residential pattern at that density, or higher, is clearly compact urban development and satisfies the (GMA).”
- The density in the R-2 and R-3 zones will be 5.06 and 20.0 respectively.
- 15% of the land will be roads.
- Critical areas (they were mapped) and their buffers will not be developed.
- 10-50% of otherwise developable land will be unavailable for development, depending on zone and whether the land is categorized as vacant, underdeveloped, or redevelopable.
- R-1 lots over 20,000 square feet with one existing residence will be further built upon, smaller lots will not.
- The average household size will remain 2.9645, as in the 2000 Census.

The November 2002 *Pierce County Buildable Lands Report* quantifies land capacity inside the city limits as they stood at the end of the year 2000. However, Pierce County’s population allocation process is based on the city limits as of the end of the year 2002. In order to compare capacity to population (that is, compare supply to demand), it was necessary to add the land capacity pertaining to the eight annexations that took place in 2001 and 2002 to the land capacity pertaining to the 2000 city limits. Pierce County provided the buildable land data pertaining to the 2001 and 2002 annexation areas. The City combined the data sets and made the standard deductions for future roads, etc. The result was the following revision of the November 2002 *Pierce County Buildable Lands Report*’s Table 10. The following table also reflects the fact that a major development, Brookfield III, will be developed as single-family residences, not as multi-family as was earlier assumed. See the Report for further explanation.

### Figure 3-2 Housing Unit Capacity Inside December 30, 2002 City Limits

<table>
<thead>
<tr>
<th>Comp. Plan Designation</th>
<th>Zone</th>
<th>Adjusted Net Acres</th>
<th>Assumed Density in DUs/acre</th>
<th>Dwelling Unit (DU) Capacity</th>
<th>Plus 1 DU per Vacant (net) Lot</th>
<th>Total Housing Capacity (dwelling units)</th>
</tr>
</thead>
<tbody>
<tr>
<td>SFR</td>
<td>R-1</td>
<td>563.13</td>
<td>4.356</td>
<td>2,453</td>
<td>24</td>
<td>2,477</td>
</tr>
<tr>
<td>Duplex, MH</td>
<td>R-2</td>
<td>74.54</td>
<td>5.06</td>
<td>377</td>
<td>26</td>
<td>403</td>
</tr>
<tr>
<td>SFR</td>
<td>R-3</td>
<td>2.31</td>
<td>20.00</td>
<td>46</td>
<td>0</td>
<td>46</td>
</tr>
<tr>
<td>Multiple Res.</td>
<td>C-2</td>
<td>8.55</td>
<td>20.00</td>
<td>171</td>
<td>0</td>
<td>171</td>
</tr>
<tr>
<td>Commercial</td>
<td>C-2/C-3</td>
<td>7.14</td>
<td>20.00</td>
<td>143</td>
<td>0</td>
<td>143</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td><strong>3,240</strong></td>
</tr>
</tbody>
</table>

Units built (minus demolitions) in 2001 and 2002 therefore reducing capacity: 512

**Total Net**: 2,728

Divided by 1.25 to reserve a 25% market factor = **Total Net Less Market Factor**: 2,182

Existing population / 2.9645 average household size = existing units: 4,169

**Total dwelling units (capacity plus existing) upon build-out**: 6,351

The total possible population with 6,351 dwelling units and an average household size of 2.9645, rounded to the nearest 10, is 18,830. This assumes existing (2002) zoning. If zoning changes substantially as a result of the 2004 Comprehensive Plan update, the analysis should be reexamined.

The existing urban growth area (UGA) is not included in the above table. Pierce County calculates that Bonney Lake’s UGA has capacity for 1,342 dwelling units, existing and future totaled. Reserving a 25% market factor
Comprehensive Plan

(dividing 1,342 by 1.25) leaves 1,074 dwelling units. 1,074 times a household size of 2.9645, rounded to the nearest 10, results in a maximum population of 3,180. The combined (city limits plus UGA) maximum population is 22,010.

POPULATION

The City of Bonney Lake has grown as shown in the following table. The figure for 2003 is the Washington Office of Financial Management annual estimate.

<table>
<thead>
<tr>
<th>Year</th>
<th>Population</th>
<th>Average Annual Increase Since the Preceding</th>
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<tr>
<td>1950</td>
<td>275</td>
<td></td>
</tr>
<tr>
<td>1960</td>
<td>656</td>
<td>8.9%</td>
</tr>
<tr>
<td>1970</td>
<td>2,701</td>
<td>15.4%</td>
</tr>
<tr>
<td>1980</td>
<td>5,313</td>
<td>7.0%</td>
</tr>
<tr>
<td>1990</td>
<td>7,494</td>
<td>3.5%</td>
</tr>
<tr>
<td>2000</td>
<td>10,280</td>
<td>2.6%</td>
</tr>
<tr>
<td>2003</td>
<td>12,950</td>
<td>8.0%</td>
</tr>
<tr>
<td>2022</td>
<td>27,284 (forecast)</td>
<td>4%</td>
</tr>
</tbody>
</table>

The phenomenal 8% annual growth since 2000 is mainly due to rapid residential development and annexations. Natural increase (births over deaths) also contributes to this growth. Bonney Lake is situated on a flat plateau with relatively few environmental limitations. It possesses good utility capacity and fiscal capacity. The market for homes in Bonney Lake is very strong. Land is being annexed and subdivided at a rapid rate. These factors indicate that future growth will be more rapid than occurred from 1980 to 2000. However, 8% is not a sustainable growth rate. The City’s various utility plans have assumed from 3.5% to 3.9% annual growth. In balance, the City hereby assumes that its population will growth at 4% annually. Pierce County utilizes a 20-year planning horizon with 2002 as the base year. Thus, this Plan’s planning horizon is the year 2022. With 4% annual growth, the City’s 2022 population forecast is 27,284.

Bonney Lake’s population forecast must fit within a county-wide “population allocation” process. The Washington Office of Financial Management has provided Pierce County with a Year 2022 population forecast range. Pierce County must choose a total county forecast within that range, then “allocate” that forecast among its jurisdictions. Unless special measures are taken, the population allocation cannot exceed the buildable land capacity.

At 4% annual growth, City population will exceed the land capacity within the 2002 city limits and existing UGA during 2017. Accordingly, the City has requested that Pierce County 1) allocate to the area within the City’s 2002 corporate boundary an amount equal to its land capacity (18,830, as stated above), and 2) allocate to the area within its existing UGA an amount equal to its land capacity (3,180, as stated above). Bonney Lake requests that Pierce County approve additional urban growth area to accommodate the difference between 27,284 and (18,830+3,180 =) 22,210, or 5,074 persons.
EMPLOYMENT

The November 2002 Pierce County Buildable Lands Report estimated that in year 2000 there were 1,975 employees working in the city limits. Said Report also established an employment target for the City of 3,147 in the year 2017. (With respect to employment, it has been determined unnecessary to update November 2002 Pierce County Buildable Lands Report data to a year 2022 planning horizon.) Finally, it found that the City’s acreage of commercially zoned land provided a total employment capacity of 5,458, based on certain assumptions as to employees per acre (see page 31 of the Report). Thus, the City has more than enough land of proper zoning to meet its employment target.

URBAN GROWTH AREA

The Growth Management Act requires that counties coordinate with cities to establish urban growth areas (UGAs). UGAs are lands that are, or can be, developed to urban densities with urban services. Only the county government can officially designate a UGA. UGAs are generally associated with a particular city, and represent the area that may annex to that city to receive services such as sewer, water, and police protection. Urban growth areas must be of sufficient size to accommodate a city’s share of the county’s population growth for the succeeding twenty-year period. UGAs may include a market factor of extra land to avoid the “monopoly effect” that would otherwise pertain to the last parcel of developable land offered for sale in the land market.

The City’s existing unincorporated UGA, as approved by Pierce County, consists of five separate areas. See Figure 3-4, Future Land Use. Land capacity in the City’s existing UGA is discussed above. Also, Bonney Lake is in the unusual situation of lying adjacent to a large county-designated UGA which neither Bonney Lake nor any other City has “adopted.” Figure 3-4 shows this area as well.

As explained above, Bonney Lake requests that Pierce County approve sufficient additional urban growth area to accommodate (27,284-22,210 =) 5,074 persons. In short, the City’s rapid growth, residential market dynamics, and strong ability to provide urban services argue for expanding the urban growth area to accommodate 4% annual growth. Figure 3-4 shows this proposed additional urban growth area, consisting of five separate areas. The proposed additional UGAs will accommodate 5,074 persons. If approved, the amendments will enlarge Bonney Lake’s UGA by about 500 acres. The proposed UGAs are as follows:

- **214th UGA.** Bounded by the existing city limits on the north, west, and south, and by 214th Avenue East on the east. Adjacent to the Cedar View neighborhood.
- **410 UGA a and b.** Includes all parcels between the existing city limits and 96th Street East, east of 214th Avenue E. The area is bisected by a parcel currently within the city, and therefore is considered two separate Pierce County UGA requests.
- **Fennel Creek Corridor UGA.** Along Fennel Creek, west of 214th Avenue East, and bounded by the city limits or existing UGA on the north, west, and south.
- **Sumner School District UGA.** Two parcels including Lakeridge Junior High School and undeveloped land adjacent to the north, both owned by the Sumner School District.
The City utilizes the following criteria in judging proposed UGAs: Whether the proposed UGA is:

1) necessary to accommodate anticipated growth;
2) characterized by and capable of supporting urban growth at urban densities;
3) not excessively encumbered by environmental limitations;
4) capable of being efficiently served by Bonney Lake urban services;
5) contiguous to the city limits or existing UGA;
6) situated to reduce irregularities in the city limits;
7) consistent with the City’s desire to expand its tax base; and
8) in compliance with UGA criteria as stated in the GMA and the County-wide Planning Policies.

The above proposed UGAs are deemed to meet the above criteria except for the Fennel Creek Corridor UGA, which the City plans to preserve as conservation/open space, and which is proposed in order to eliminate a severe irregularity in the city limits.

The Growth Management Act requires adjacent jurisdictions to cooperate in their comprehensive planning. Bonney Lake should ensure that any pre-annexation growth within its UGA is consistent with the City’s vision.
IT SHALL BE THE CITY’S (goal or policy) TO:

**Goal 3-1** Accommodate the 20-year target for household and employment within an urban growth area of appropriate size and density, where public facilities and services exist or can be provided efficiently.

Policy 3-1a Allow a range of development densities and intensities, including small-lot residential development.

Policy 3-1b Encourage compatible infill development and redevelopment in established areas.

**Goal 3-2** Coordinate with surrounding jurisdictions.

Policy 3-2a Coordinate with Pierce County and Sumner on service provision, land use designations, development regulations, and annexation policies in the urban growth area. Urban Growth Policy #4 of the Pierce County County-Wide Planning Policies endorses establishment of a joint planning agreement with Pierce County for such purpose.

ANNEXATION

The County-Wide Planning Policies direct the use of a “tier” system to annex UGA lands in phases. However, that part of the County-Wide Planning Policies has not been implemented, and hasn’t proven to be a useful distinction for Bonney Lake. Thus, the City of Bonney Lake adopts no tiers.

Annexations of residential areas with aging infrastructure may constitute a net financial cost to the City. However, the City may have other goals that could be achieved through such annexations, such as improving infrastructure networks, providing services more efficiently, and obtaining jurisdiction over land use decisions. The latter may be useful for protecting aquifers, obtaining impact mitigation from new developments, and generally implementing the City’s land use vision.

**Goal 3-3** Generally encourage annexations within the City’s UGA, taking many factors into account.

Policy 3-3 Review proposed annexations for their timeliness, the City’s ability to provide them with urban services, and the costs and revenues that the City would likely incur. The City may refuse annexations in which public facilities are below the level of service standard.

Policy 3-3b Require properties within its UGA to annex prior to providing them with services.

Policy 3-3c Strive for regular City boundaries.
FUTURE LAND USE

The Future Land Use Plan (Figure 3-4) depicts the future land uses. Designations are based largely on existing land use and zoning, former comprehensive plan designation, and physical constraints. The maps in the Natural Environment Element depict areas with physical constraints. Following are Bonney Lake’s land use designations together with their intended purposes, densities, implementing zones, and acreages.

<table>
<thead>
<tr>
<th>Designations</th>
<th>Intent and density at build-out</th>
<th>Implementing zone</th>
<th>Acres So Designated on Figure 3-4</th>
<th>% of Area of City</th>
</tr>
</thead>
<tbody>
<tr>
<td>Single-family Residential</td>
<td>Single-family neighborhoods. Undeveloped lands will be platted at 4-5 units per net acre (critical areas, streets, stormwater ponds, etc. netted out).</td>
<td>R-1</td>
<td>2,586</td>
<td>52%</td>
</tr>
<tr>
<td>Medium-Density Residential</td>
<td>Neighborhoods of various housing types, with overall single-family character, five to nine units per acre.</td>
<td>R-2</td>
<td>613</td>
<td>12%</td>
</tr>
<tr>
<td>High-Density Residential</td>
<td>Apartments or condominiums, up to 20 units per acre.</td>
<td>R-3</td>
<td>86</td>
<td>2%</td>
</tr>
<tr>
<td>Neighborhood Commercial</td>
<td>Commercial and service uses compatible with neighborhoods and principally oriented to serve adjacent residential areas and neighborhoods</td>
<td>C-1</td>
<td>.25</td>
<td>.004%</td>
</tr>
<tr>
<td>Commercial</td>
<td>Sales and services, serving a large market area, with optional residential units. Pedestrian-oriented Downtown.</td>
<td>C, Commercial</td>
<td>24</td>
<td>.4%</td>
</tr>
<tr>
<td>Commercial &amp; Light Industrial</td>
<td>Highway-oriented commerce, warehousing, and light industry serving a large market area.</td>
<td>E, Eastown</td>
<td>257</td>
<td>5%</td>
</tr>
<tr>
<td>Midtown Core</td>
<td>Sales and services, serving a large market area in the Midtown subarea</td>
<td>MC, Midtown Core</td>
<td>264</td>
<td>5.2%</td>
</tr>
<tr>
<td>Mixed Use</td>
<td>Mixed commercial, multi-family residential, and office. Pedestrian-oriented.</td>
<td>DM, Downtown Mixed</td>
<td>15</td>
<td>.3%</td>
</tr>
<tr>
<td>Retail Mixed Use</td>
<td>Commercial on the ground floor, multi-family residential and office on all other floors. Pedestrian oriented.</td>
<td>DC, Downtown Core</td>
<td>9</td>
<td>.2%</td>
</tr>
<tr>
<td>Conservation/ Open Space</td>
<td>Open space, natural resource production lands, and environmentally sensitive areas.</td>
<td>RC-5, residential/ conservation and other zones</td>
<td>729</td>
<td>15%</td>
</tr>
<tr>
<td>Fennel Creek Corridor</td>
<td>Preservation of this environmentally sensitive corridor in its natural state.</td>
<td>RC-5, residential/ conservation and other zones</td>
<td>278</td>
<td>6%</td>
</tr>
<tr>
<td>Public Facilities</td>
<td>Public and quasi-public facilities that provide educational, governmental, and cultural services.</td>
<td>PF Public Facilities</td>
<td>146</td>
<td>3%</td>
</tr>
<tr>
<td>Planned Community</td>
<td>Mixed commercial and residential planned community.</td>
<td>PCD Planned Community District</td>
<td>560</td>
<td>___%</td>
</tr>
</tbody>
</table>
All land uses

The Growth Management Act encourages compact growth in urban areas where services and facilities are or will be available. This type of growth avoids the inefficient, low-density sprawl that characterized suburban development prior to 1990. Compact urban development reduces service costs, creates walkable communities, and promotes environmental stewardship. The GMA also mandates citizen participation.

Goal 3-4 Use land efficiently.

Policy 3-4a Encourage infill and development which minimizes the consumption of land

Policy 3-4b Create some areas of higher residential density in order to accommodate the population projection without excessive outward sprawl.

Goal 3-5 Encourage citizen involvement.

Policy 3-5a Encourage public participation in land-use planning, capital facility planning, and in the review of development proposals.

Residential Land Use

Bonney Lake is and is likely to remain primarily a single-family community. However, in order to provide housing choices suitable to all economic segments, Bonney Lake also accommodates multifamily residences, manufactured housing (mobile homes), and group homes.

Goal 3-6 Provide compatible residential development that meets community needs.

Policy 3-6a Encourage compact residential development. Encourage clustering to provide open space, reduce impermeable surfaces, preserve environmental features, and reduce the per-unit cost of utilities.

Policy 3-6b Encourage inclusion of living units in commercial complexes in the SR 410 corridor.

Policy 3-6c Provide adequate public services. Require all new residential subdivisions to connect to the sewer.

Policy 3-6d Ensure compatibility with surrounding single family homes. Protect neighborhoods from incompatible uses by appropriate use of buffers.

Policy 3-6e Allow institutional land uses such as schools, churches, and clubs within residential areas if compatible with the surrounding neighborhood.

Policy 3-6f Encourage business development by allowing home occupations.

Goal 3-7 Provide affordable housing.

Policy 3-7a Allow manufactured housing and group homes in all residential zones. Allow accessory dwelling units in most residential zones.

Policy 3-7b Locate multiple family housing in close proximity to shopping, employment, entertainment facilities, open space, recreation facilities, and public transportation.
Commercial Land Use
Commercial land uses fill the daily retail and service needs of the community. They also provide job-creating offices, light industry, and warehousing. These land uses will continue to congregate along SR 410. The Land Use Element establishes two commercial designations: Commercial and Combined Commercial/Warehousing/Light Manufacturing.

**Goal 3-8** Meet community needs and expand employment by providing land for compatible, attractive, convenient commercial development.

**Policy 3-8a** Develop commercial areas in accordance with the Community Character Element’s vision of a distinct Downtown, Midtown, and Eastown.

**Policy 3-8b** Encourage “deep-lot” commercial development. That is, encourage development projects to include or coordinate with commercially-zoned land further back from SR 410 rather than form a narrow commercial strip.

**Policy 3-8c** Provide adequate public services. Require new development to connect to the sewer system.

**Policy 3-8d** Limit commercial and industrial development activities near sensitive areas. Require buffers between incompatible uses. Use landscaping to minimize visual impacts.

**Policy 3-8e** Allow carefully sited neighborhood-scale retail and service businesses within residential areas.

**Policy 3-8f** Allow second-story residences in commercial areas where appropriate.

**Policy 3-8g** Require design review for commercial, office, and industrial structures to promote the vision of Bonney Lake.

**Policy 3-8h** Consider establishing separate design review districts for Bonney Lake’s distinct commercial areas.

**Policy 3-8i** Require that commercial areas accommodate pedestrians and public transit.

**Policy 3-8j** Locate industry near SR410 where impact on residential land uses will be less.

Mixed Use
Mixed use development is any compatible mixture of residential, commercial, public and/or open space uses. Mixed use projects can incorporate imaginative site and building design, provide greater housing choice, and attract a higher level of pedestrian amenities and transit usage.

**Goal 3-9** Encourage mixed use developments where appropriate.

**Policy 3-9a** Encourage human-scale, pedestrian-oriented mixed used developments along SR 410, especially Downtown. (“Human-scale architecture” means urban settings whose individual buildings and features are small enough, varied enough, interesting enough, and close enough together to appeal to the pedestrian.) See the Community Character Element for the Downtown Plan.

**Policy 3-9b** Ensure mixed use development is designed to complement natural features of the site, such as views and vegetation, and to preserve and protect sensitive areas.
Public Facilities and Institutional Land Uses
This category of use includes Bonney Lake’s public buildings, schools, well sites, transportation facilities, and non-
profit agencies such as library, social clubs, and churches.

**Goal 3-10** Provide sufficient areas for public facilities and institutional uses.

**Policy 3-10a** Allow for public facilities and institutional uses in residential and commercial areas.

**Policy 3-10b** Mitigate the impacts of institutional uses on the community.

Conservation/Open Space
Open space enhances quality of life. This land use designation includes parks, important wildlife habitat, lands with
severe environmental limitations, agricultural land, and forest lands such as the Washington State University (WSU)
Conservation and Research Center. This designation includes steep slope areas along the western city limits and the
Fennel Creek corridor, which performs important biological functions and connects a series of beautiful open spaces
running through the heart of Bonney Lake. Some open spaces buffer otherwise incompatible land uses. See also the
Parks, Open Space, and Recreation Element of the Comprehensive Plan.

**Goal 3-11** Conserve important open space.

**Policy 3-11a** Encourage agriculture to continue in the Fennel Creek corridor.

**Policy 3-11b** Allow in this designation land uses capable of protecting the natural resource and withstanding the
land’s environmental limitation, if any. Such capability may be achieved by limiting land use intensity.

**Policy 3-11c** Encourage preservation of unique, undisturbed natural features that have significant ecological,
scenic, or historic value.

**Policy 3-11d** Encourage preservation of open space through:
1) Clustering of residences on smaller lots.
2) Current use tax assessment.
3) Conservation futures acquisition authorized by RCW 84.34.
4) Transfers of development rights
5) Purchase of development rights
6) Conservation easements
7) Acquisition of open space using general obligation bonds

Shorelines
Lake Tapps is a “Shoreline of Statewide Significance,” and Bonney Lake’s only shoreline regulated by the Shoreline
Management Act of 1971 (SMA). Bonney Lake has other lakes and streams which are not regulated by the SMA.

The City implements the SMA by means of its Shoreline Management Master Plan. Adopted in 1975, the Master
Plan regulates development on Lake Tapps. The goal of the Master Plan is to preserve the environment while
providing recreation, economic development, and similar community values. The Master Plan also protects adjacent
wetlands and uplands. According to the Growth Management Act, in 36.70A.480 RCW, the goals and policies of a
shoreline master program shall be considered an element of that jurisdiction’s comprehensive plan.

The following policies supplement those contained in the Shoreline Management Master Plan and apply to all
shorelines under the City’s jurisdiction.
Goal 3-12  Preserve natural shoreline functions.

Policy 3-12a  Preserve natural functions of shorelines, including banks, streams, and associated wetlands. Protect fragile ecosystems, including fish habitat in Fennel Creek and its natural tributaries.

Policy 3-12b  Discourage activities that may pollute Lake Tapps, Lake Bonney, or Lake Debra Jane shorelines, including the use or storage of chemicals, pesticides, fertilizers, fuels and lubricants, animal and human wastes, and erosion.

Goal 3-13  Promote a vibrant, multiple-use, urban waterfront.

Policy 3-13a  Balance waterfront land uses so no single use overpowers or detracts from the others.

Policy 3-13b  Regulate dredging, fill, bulkheads, docks, and other improvements to protect the natural functions and visual character of Lake Tapps, Bonney Lake, and Lake Debra Jane.

Policy 3-13c  Ensure that water-oriented activities and improvements such as piers, floats, and barges do not hinder navigation on Lake Tapps, Lake Bonney, and Lake Debra Jane.

Policy 3-13d  Provide access and views by means of public parks, fishing and boating docks, passive recreation areas, and overlooks and viewpoints. Commensurate with their enjoyment of the public resource, require new private developments to provide such facilities to the tenants and the public at large.

Policy 3-13e  Encourage developers to cluster buildings, share common improvements, minimize paved areas adjacent to the shoreline, and otherwise blend in with the natural and man-made setting.

Policy 3-13f  Provide for adequate fishing and boating facilities including docks and landings for transient watercraft.

Policy 3-13g  Permit small-scale, shoreline-dependent uses that are compatible with the surrounding area and that provide public access and other amenities.

LAND USE TRANSITIONS

The Future Land Use Map (Figure 3-4) attempts to separate high-impact land uses from sensitive land uses. This section further ensures compatibility by governing transitions between dissimilar land uses.

Goal 3-14  Promote functional and visual compatibility between adjacent land uses.

Policy 3-14a  Avoid abrupt transitions in intensity and scale of development between different uses.

Policy 3-14b  Ensure continuity and compatibility between proposed developments and adjacent neighborhoods by context-sensitive design of the site, buildings, plantings, and signs.
PROPERTY RIGHTS

The Fifth Amendment to the United States Constitution provides that private property shall not be taken for public use without just compensation. Article 1, section 16 of the Washington State Constitution provides that “[n]o private property shall be taken except for public purposes within its constitutional authority and only upon payment of just compensation.”

To help local jurisdictions avoid violating property rights, in 1992 the State published “State of Washington, Attorney General’s Recommended Process for Evaluation of Proposed Regulatory or Administrative actions to Avoid Unconstitutional Takings of Private Property.” In it, the Attorney General states, “Government has the authority and responsibility to protect the public health, safety, and welfare. This is an inherent attribute of sovereignty. Pursuant to this authority, the government may properly regulate or limit the use of property. Accordingly, government may abate public nuisances, terminate illegal activity, and establish building codes, safety standards, or sanitary requirements. The government may limit the use of property through land use planning, zoning ordinances, setback requirements, and environmental regulations.

“The government may also establish conditions or requirements for potential uses of property which may have adverse impacts. Conditions may include the granting of easements or donation of property for public use.

“Most comprehensive land use regulation does not, in itself, constitute a taking of property. Zoning and other comprehensive regulations are a legitimate exercise of the government’s police power. The regulation, however, must advance a legitimate public interest and not deprive the owner of all economic or beneficial use of the property. Also, a regulation which destroys a fundamental property right, such as the right to possess, excludes others from, or dispose of property, could, on its face, constitute a taking.”
Goal 3-15  Protect property rights.

Policy 3-15a  Balance the responsibility to protect the community from land development impacts against the responsibility to protect property rights.

Policy 3-15b  Build into the regulatory scheme procedures for avoiding takings, such as variances or exemptions.

Policy 3-15c  Efficiently process permit applications.

ECONOMIC DEVELOPMENT

Economic development is any change that enhances the economic health of the community’s people or businesses. In addition to providing jobs and revenue, local employment and shopping centers reduce resident travel demands. Economic development policies interact closely with other policies pertaining to land use, infrastructure, and the natural environment.

Goal 3-16  Administer development regulations in a manner friendly to job-creating businesses.

Policy 3-16a  Provide zoning for employment-generating land uses such as industrial parks, offices, retail businesses, and entertainment centers.

Policy 3-16b  Help property owners determine the development potential of their sites.

Policy 3-16c  Encourage mixed-use projects.

Policy 3-16d  Allow home occupations in residential zones.

Policy 3-16e  Encourage adequate day care so care-givers can hold jobs.

Goal 3-17  Actively assist businesses.

Policy 3-17a  Attract new businesses by participating in marketing, labor force training, and similar efforts.

Policy 3-17b  Participate in economic development councils.

Policy 3-17c  Coordinate with the Chamber of Commerce.

Policy 3-17d  Encourage programs that provide small business loans and management assistance.

Policy 3-17e  Identify facilities suitable for small business start-ups.

Policy 3-17f  Encourage businesses to reuse older buildings, redevelop vacant sites, and revitalize the existing business district.

Policy 3-17g  Establish design guidelines and marketing strategies for Bonney Lake’s Central Business District (CBD) and other distinct commercial/industrial areas on SR 410.
**Goal 3-18**  
**Partner with businesses where appropriate.**

Policy 3-18a  
Team up with businesses or districts to build the infrastructure necessary for economic development, including utilities, streets, sidewalks, parking, or building improvements.

Policy 3-18b  
Participate in public/private ventures when the public benefit is significant.

Policy 3-18c  
Withhold urban services to sites outside the city limits unless the developer annexes and pays the required fees and taxes.

See also the Economic Development Element (adopted by reference).

**HISTORIC RESOURCES**

**Landmarks**

Pierce County and the Washington State Office of Archaeology & Historic Preservation inventoried Pierce County’s cultural resources between 1978 and 1983. The survey identified the following cultural resources in the Bonney Lake area:

- **House (Resource #G-87-5a)** - a one-and-half-story wood frame cottage with cross gable roof and eaves located across from 16619 Forest Canyon Road midway between East Valley Highway and North Lake Tapps Highway. The house is located on the main access road to the White River Power Plant flume and substation. The house is the oldest in the area and may be significant to the history of the power plant construction in 1912.

- **Victor Falls and Rhodes Lake Community Club (Resource #G-97-14)** - a single-story gable roof building with vertical half round wood posts applied as exterior wall material, on the north side of Rhodes Lake Road East, east of Victor Falls.

- **House (Resource #G-87-17a)** - a one-and-half-story wood frame cottage with wall dormer and front slope chimney on 214th Avenue, approximately 3/4 mile west of Connell’s Prairie. The house may have played a significant part in the settlement of Connell’s Prairie.

- **House (Resource #G-97-15)** - a one-and-half-story wood farm cottage with gable roof porch. The house is on a level clearing east of Fennel Creek near the intersection of Angeline Road and Rhodes Lake Road East. The building was constructed around the turn of the century. Its age and isolation indicate it may be part of an early settlement.

- **House (Resource #G-92-12 and 13)** - a one-and-half-story wood frame cottage with cross gable roof and wrap-around porch supported by columns, on a farm on the south side of Old Sumner-Buckley Highway, midway between Angeline Road and 198th Avenue East, on a small rise overlooking the Fennel Creek prairie. The structure’s age and isolation indicate it may be part of an early settlement.

- **Kelley Homestead (Resource #G-97-16 through 18)** - a one-and-half-story frame building with a hipped roof and hip dormers with a wrap-around porch supported by columns. There are several outbuildings including a barn with simple gable roof. The homestead is on the north side of Old Sumner-Buckley Highway east of 198th Avenue East on the edge of the Fennel Creek prairie. The homestead was reportedly built in 1864, making it one of the oldest structures in the area.

**Goal 3-19**  
**Protect valuable historic resources.**

Policy 3-19a  
Protect valuable archeological sites and landmarks.

Policy 3-19b  
Require new development to blend in with valuable historic resources.
Policy 3-19c Notify the Washington State Office of Archeology and Historic Preservation when objects with potential cultural significance are identified.

Policy 3-19d Develop a system of plaques identifying historic sites and buildings.

Policy 3-19e Encourage adaptive reuse of historic buildings.

Policy 3-19f Encourage relocation of fine older buildings rather than demolition.

Policy 3-19g Coordinate with other government agencies to protect our cultural heritage.

ESSENTIAL PUBLIC FACILITIES

The Growth Management Act requires that comprehensive plans include a process for siting public facilities that serve the entire county or state and that are typically unpopular or difficult to site, such as airports, education facilities, transportation facilities, correctional facilities, solid waste handling facilities, substance abuse facilities, mental health facilities, group homes, and secure community transition facilities. No local comprehensive plan or development regulation may preclude the siting of essential public facilities. The Pierce County County-Wide Planning Policies also mandate certain criteria for siting essential public facilities.

Goal 3-20 Allow appropriate siting of essential public facilities.

Policy 3-20a Accommodate essential public facilities in Bonney Lake provided the location is appropriate, the public participation process is thorough, and potential impacts are mitigated.

Policy 3-20b Require that the governmental proponent prove that:
   1) such a facility is needed in this area;
   2) the proposed site and design are better than other alternatives considering such factors as site size, accessibility, public services, and public health and safety;
   3) any impacts would be reasonably mitigated;
   4) the proposal is reasonably compatible with the surrounding area; and
   5) the proposal is consistent with the Comprehensive Plan and development regulations.

Policy 3-20c Allow residents to participate in the site selection process.

Policy 3-20d Refer to other applicable criteria in the Pierce County County-Wide Planning Policies.

Policy 3-20e Review proposals for essential public facilities as provided in the City’s development regulations.

Policy 3-20f Participate in interjurisdictional approaches to siting essential public facilities.