

INTRODUCTION

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1. BACKGROUND

In 1990, the state of Washington passed legislation commonly referred to as the “Growth Management Act” (GMA) which was codified as Chapter 36.70A RCW. The legislature in adopting the GMA found that “uncoordinated and unplanned growth, together with a lack of common goals expressing the public’s interest in the conservation and the wise use of our lands, pose a threat to the environment, sustainable economic development, and the health, safety, and high quality of life enjoyed by residents of this state.”

The GMA establishes fourteen goals to guide the development and adoption of local land use plans and development regulations. These goals include: encouraging urban growth, reducing sprawl, promoting efficient transportation, ensuring availability of affordable housing and promoting a variety of housing types and residential densities, encouraging economic development, protecting property rights, processing permits in a timely and predictable manner, maintaining natural resource industries, retaining open space and recreation opportunities, protecting the environment, ensuring public participation and coordination between adjacent jurisdictions, providing adequate public facilities and services, preserving sites of historical and archaeological significance, and achieving the goals and policies of the Shoreline Management Act set forth in RCW 90.58.020.

In addition to the GMA, local comprehensive plans must be consistent with Puget Sound Regional Council’s (PSRC) multi-county planning policies (MPPs) in *Vision 2040* and Pierce County’s County-Wide Planning Policies (CWPPs). Figure 1-1 below summarizes the hierarchical process inherent in the preparation of local comprehensive plans from the state level down to the regional, county, and city levels.

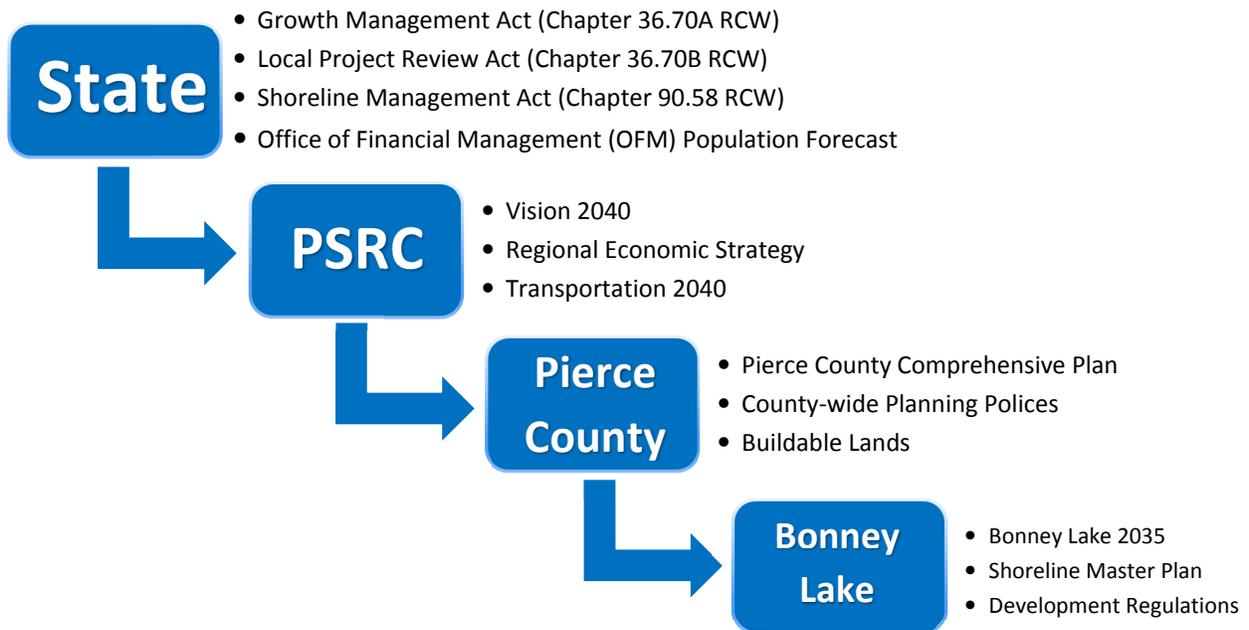


Figure 1-1: Comprehensive Planning Framework

Bonney Lake 2035 serves as the comprehensive plan for the City and to guide the expected community growth in a manner that protects environmental resources; enhances the quality of life, health, and welfare of the City’s residents; promotes vibrant commercial districts; and protects existing residential neighborhoods. *Bonney Lake 2035* is comprised of numerous individual elements addressing land use, neighborhoods, housing, transportation, cultural resources, parks, utilities, capital facilities, and the environment. The zoning ordinance, development standards, design guidelines, public capital improvements and other City development actions and policies must all be consistent with *Bonney Lake 2035*.

GROWTH MANAGEMENT ACT ELEMENT	BONNEY LAKE 2035 ELEMENT
Land Use Element	Community Development Element
Housing Element	
Economic Development Element ¹	Economic Vitality Element
Transportation Element	Community Mobility Element
Capital Facilities Plan Element	Community Services and Facilities Element
Utilities Element	
Park and Recreation Element ¹	
Conservation Element ²	Environmental Stewardship Element
NOT LISTED	Cultural Arts and Heritage Element
NOT LISTED	Shoreline Element
NOT LISTED	Implementation Element
¹ . Listed as a mandatory element, but is still an optional element pursuant to RCW 36.70A.070(9) ² . Listed as Optional Element	

Table 1-1: GMA Element to Bonney Lake 2035 Element

2. HOW TO USE THE PLAN

Bonney Lake 2035 should be used on a regular basis as decisions are made concerning development, redevelopment, capital improvements, economic incentives, and other matters affecting the community including but not limited to:

- **Vision for the Future:** *Bonney Lake 2035* is an expression of what the community wants. Residents and businesses who desire more information about Bonney Lake as a community and its plans for the future will review the *Bonney Lake 2035* for that vision, articulated in the strategic objectives, goals, policies, implementation actions, and performance measures.
- **Work Plans and Budgets:** Individual departments and administrators should be cognizant of the recommendations of the Comprehensive Plan when preparing annual work programs and budgets. Several strategies can be implemented in this way.

- **Development Review:** Administrative and legislative approvals of development proposals, including rezoning and subdivision plats, should be a central means of implementing the Plan. In fact, zoning codes can and should be updated in response to regulatory strategies presented in the Comprehensive Plan.
- **Capital Improvement:** The six-year capital plans must be consistent with the Comprehensive Plan’s land use policies and infrastructure recommendations. New improvements that are not reflected in *Bonney Lake 2035* and which could dramatically impact the Community Development or Community Mobility goals and policies should necessitate at least a minor update to *Bonney Lake 2035*.
- **Development Incentives:** Development incentives should be reviewed in light of recommendations of the Comprehensive Plan. These incentives should be integrated with other Comprehensive Plan policies to ensure consistency.
- **Guide for Decision Making:** The City Council and Planning Commission will use the document in their decision making regarding development, capital improvements, and funding priorities. City Staff will review each development project within the City for conformance with appropriate goals and policies contained in the General Plan.
- **Implementation:** A General Plan is not just a guide for how to respond to the initiatives of others. It is a statement of how the City intends to implement future actions. The implementation measures indicate those actions the City intends to take in the next twenty years to achieve its goals.

3. STRATEGIC OUTCOMES

The goals, policies, and implementation actions in *Bonney Lake 2035* are to ensure that the City of Bonney Lake meets the needs of the current generation without jeopardizing the ability of future generations to do the same. The goals, policies, and implementation actions ensure that the City of Bonney Lake will implement the Puget Sound Regional Council’s multicounty planning policies (MPPs) in *Vision 2040*, Pierce County’s Countywide Planning Policies (CPPs) and the following strategic outcomes based on the triple bottom line of People, Planet, and Prosperity:

- **Mobility:** The City will have a high quality and efficient transportation systems that balances the needs of automobile drivers with those of public transit, bicyclists, and pedestrians by providing a circulation system that encompasses attractively designed complete streets, transit, trails, paths and sidewalks linking multiple destinations in support of active lifestyles.
- **Preservation of Single Family Neighborhoods:** The City will preserve existing residential neighborhoods to emphasize the value of Bonney Lake as a strong location for families and children. Many residents chose to live here because of the wide variety and supply of single-family

homes and neighborhoods. The preservation and enhancement of these areas is important to maintain its character as a desirable location for family life.

- **Community Life:** Bonney Lake will have a high quality of life with sufficient community facilities and services, both public and private, which meet and surpasses the needs of the community's residents.
- **Inclusive Community:** Bonney Lake will cultivate an inclusive community by ensuring that housing is available for people across the economic spectrum, implementing programs that support both youth and older adults, and supporting events and public space that facilitate the development of the residents' social capital.
- **A Well-Designed Urban Landscape:** The City's built environment will provide interesting and attractive architecture and its road network will support good urban design through attractive furniture, lighting, and public art to enhance pedestrian experiences.
- **Public Health:** Residents will enjoy good health as the result of to a variety of recreational opportunities, availability of fresh and healthy foods, and access to high quality health care. In support of this objective, the City has incorporated health related policies into each of the elements of *Bonney Lake 2035*.
- **Sustainability:** The City will reduce its environmental footprint by focusing future development near transit, reducing solid waste, encouraging energy and water conservation, protecting ground water, improving air quality, reducing greenhouse gas emissions, and preserving and restoring habitat.
- **Open Space:** In addition to the buildings, landscapes, and public spaces Bonney Lake's character is shaped by its natural setting includes beautiful lakes, wooded hillsides, the Fennel Creek Corridor, and views of Mount Rainier. As Bonney Lake continues to grow, the City will balance new development with preservation of the natural resources that give the area much of its character.
- **Diversified and Successful Local Economy:** The City's economy will provide employment for local residents, meet the needs of the City's residents and the surrounding areas, generate tax revenues for public services, include a healthy business sector with an array of successful businesses of all sizes and broad range of retail stores.
- **Vibrant Centers:** The City will focus resources to support the development of four centers that will contribute to the City's overall character and support the regional growth strategy. For many reasons—preservation of open space, reducing vehicle miles traveled and greenhouse gas emissions, supporting retail in the City's core districts—the City will focus its future growth within these centers.

4. REGIONAL GROWTH STRATEGY

VISION 2040 contains a Regional Growth Strategy (RGS), which is “intended to guide and coordinate the region’s cities and towns as they periodically update local residential and employment growth targets...and amend their local comprehensive plans.” (*VISION 2040*, pg. 17)

Additionally, PSRC’s Plan Review Manual calls for local comprehensive plans to use “land use assumptions that correspond with the most recently adopted growth targets” (pg. 3B-6) and focus transportation improvements to “support existing and planned development as allocated by the Regional Growth Strategy” (pg. 3B-5).

The CPPs also provide guidance for cities in aligning, to the best of their abilities, growth targets with the RGS. This guidance acknowledges recent growth trends that have been at odds with the RGS and directs jurisdictions to “do their best to set any new targets as close to *VISION 2040* as reasonably possible.”

Further, “Appendix II-B of *VISION 2040* provides the jurisdictions will need explain what steps have been or will be taken to “bend the trend” of recent growth to align with the concepts in *VISION 2040*,” if the jurisdictions population growth exceeds its allocation. Appendix II-B also provides that PSRC’s certification of plans “based on the actions and measures already taken or proposed...and not just an assessment of the targets alone.”

The City of Bonney Lake’s future population and housing growth, documented in the Community Development Element, are higher than the adopted growth targets. The reason for the higher growth projections is primarily the result of significant residential housing growth since the establishment of the 2030 growth allocations by Pierce County in 2011 and the number of residential developments that are already in the pipeline. The result of these two factors have pushed the City past its 2030 growth allocation decades earlier.

The City believes that:

“... unless a specific policy in the CPPs prohibits a city from planning for a greater population capacity than the allocation granted it by the county, the city may plan for more than the allocation. This conclusion is based on the Act’s requirement that “cities are [the] primary providers of urban governmental services within an urban growth area” (RCW 36.70A.210(1)) and the fact that OFM’s population projections are to be used for designating UGAs (RCW 36.70A.110(2), not necessarily for planning once the boundaries of UGAs have been established.” (*West Seattle Defense Fund v. City of Seattle*, Final Decision and Order)

There are no policies in either the CPPs or the MPPs, which specifically prohibited the City from planning for a greater population than allocated to it by Pierce County. Additionally, in *West Seattle Defense Fund v. City of Seattle* the Central Puget Sound Growth Management Hearings Board found that:

“... allowing a city to plan for even more growth than has been allocated to it by the county bolsters the Act’s first two planning goals by

encouraging that city to accept in its comprehensive plan as much growth as it determines it can adequately accommodate ...”

However, the City also recognizes that the City must work with PSRC and the County to implement the CPPs and the RGS in *VISION 2040*. Therefore, the City of Bonney Lake has taken or will take the following steps to better align the City’s growth with the RGS:

- In 1997, the City adopted the Residential/Conservation District Zoning Classification (RC-5) with the express purpose of protecting:

“... lands with sensitive areas, agricultural uses or natural resource production, or to act as a buffer between such lands and higher density uses, as well as providing an urban reserve designation for areas without full urban services. This designation is intended to ensure that development occurs at a **maximum residential density of one unit per five acres** which will not hinder future conversion of developable land to urban level development.” (BLMC 18.20.010)

As part of the periodic update process, the City re-designated an additional 163 acres to Open – Space Conservancy, which is the land use designation that corresponds with the RC-5 zoning classification. The City has now designated approximately 550 acres or eleven percent of the City’s area as Open – Space Conservancy. Without this re-designation, the City’s 2035 capacity would have been higher.

- The growth targets identified in *Bonney Lake 2035* were determined by the City to be as responsibly close to the adopted 2030 Pierce County allocation given that:
 - The Department of Commerce has taking the position that the growth targets adopted by Pierce County should be straight-lined out to 2035. Based on this approach, the City’s 2035 allocation would have been 23,312 as compare to the population projection of 28,654 adopted in *Bonney Lake 2035*.
 - There are 1,218 units shown in the pipeline for the City of Bonney Lake identified in the *2014 Buildable Lands Report*. This would equate to an additional 3,508 people. This does not include development from vacant, vacant single unit, or underdeveloped lots.
 - There are currently 223 lots in residential subdivisions within the City that were not considered pipeline projects in the *2014 Buildable Lands Report*, not included in the City 2015 OFM population estimate, and do not yet have homes constructed on them. This would equate to an additional 658 people.
 - The total combined population of the City’s 2015 OFM population estimate, pipeline projects, and residential platted lots is 23,656, which exceeds the 2035 population number based on a straight-line of the adopted 2030 population allocation.
- *Bonney Lake 2035* targets approximately sixty-five percent of the projected growth within the City’s four designate centers of local importance. These center account for thirty percent of the City’s overall area. In addition to supporting the RGS, the goal of this strategy is to develop areas

within the City that can support transit. The current density in the City's centers are not supportive of transit.

- *Bonney Lake 2035* prioritize transportation and other infrastructure spending to the City's four centers.
- During the update of the Pierce County's 2030 population allocations, the City will work closely with Pierce County and other cities in the County to ensure that the updated growth targets achieve a better balance between the evident growth trends in Bonney Lake and collective efforts to implement *VISION 2040* within the county.
- During the next update of the *VISION 2040*, the City plans work with PSRC to better align the regional growth strategy with current conditions. The City also encourage PSRC to consider more factors than population size when determining how growth should be allocation to a given City (e.g. distance from a Metropolitan Center, financial capacity to handle future growth, the size of the unincorporated urban growth area surrounding a city, willingness to handle future growth within existing incorporated boundaries, etc.).

To ensure that the City remained coordinated with surrounding jurisdictions, the City held a public hearing specifically on the Community Development Element, in part to discuss the population projections that would be used by the City in the preparation of *Bonney Lake 2035*. Notice of this hearing was provided to Pierce County; the Pierce County Regional Council; the Puget Sound Regional Council; the Cities of Sumner, Auburn, Puyallup, Buckley, Orting; the Towns of South Prairie and Wilkenson; the Summer and White River School District; and utility providers. The City did not receive any comments from any of the agency within Pierce County.

5. COMPARABLE CITIES

Some elements in *Bonney Lake 2035* includes data for comparable cities in order to provide context for the information. In identifying comparable cities the following criterion were used:

- Cities located within central Puget Sound Region that are required to plan under the Growth Management Act.

Cities not directly accessible from the Interstate System or from a highway of statewide significance^a, but is accessible from a state highway.
- Cities that are located on the outer edge of the adopted urban growth area boundary.

^a Highways of Statewide Significance (HSS) include interstate highways and other principal arterials that are needed to connect major communities in the state. (Washington State Department of Transportation. (Accessed March 12, 2014). Highways of Statewide Significance. Retrieved from <http://www.wsdot.wa.gov/planning/hss/>)

- Cities that had a population between 16,000 and 32,000 according to the April 2013 Office of Financial Management’s Population Estimate.
- Cities located within a ten-mile radius of a Metropolitan Center.
- Cities that were classified as either Large or Small cities by the Puget Sound Regional Council in VISION 2040.

The following three cities were identified as meeting all six criterion:

- University Place – Pierce County
- Mill Creek – Snohomish County
- Lake Stevens – Snohomish County

As no cities in King County met all of the criterion, the following two cities located on the edge of the contiguous urban growth area, but outside of the 10 mile radius from a Metropolitan Center and served by a Highway of Statewide Significance were selected as the most similar situated to Bonney Lake by meeting the other four criterion:

- Covington
- Maple Valley