

**PLANNING COMMISSION
MEETING**

**September 17, 2014
6:30 p.m.**

AGENDA



"Where Dreams Can Soar"

The City of Bonney Lake's Mission is to protect the community's livable identity and scenic beauty through responsible growth planning and by providing accountable, accessible and efficient local government services.

www.ci.bonney-lake.wa.us

Location: Justice & Municipal Center, 9002 Main Street East, Bonney Lake.

Planning Commission Members:

Grant Sulham – Chair
L. Winona Jacobsen – Vice Chair
David Baus
Brad Doll
Dennis Poulsen
Craig Sarver
Debbie Strous-Boyd

City Staff:

Jason Sullivan, Senior Planner
Debbie McDonald, Planning Commission Clerk

I. Call to Order

II. Roll Call & Next Meeting Poll
(October 1, 2014)

III. Approval of Minutes

IV. Public Hearing

V. Public Comments and Concerns

VI. New Business

- A. Bonney Lake Comprehensive Plan Update – Community Culture and Heritage Element
- B. Countywide Planning Policy Amendments – Potential Annexation Areas

VII. Old / Continuing Business

- A. Regulation of Marijuana in the City of Bonney Lake – Council Debrief

VIII. For the Good of the Order

- A. Correspondence
- B. Staff Comments
- C. Commissioner Comments

IX. Adjournment

Next Meeting: October 1, 2014

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**PLANNING
COMMISSION MEETING**

**SEPTEMBER 2, 2014
6:30 p.m.**

DRAFTED MINUTES



“Where Dreams Can Soar”

The City of Bonney Lake's Mission is to protect the community's livable identity and scenic beauty through responsible growth planning and by providing accountable, accessible and efficient local government services.

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Location: Justice & Municipal Center, 9002 Main Street East, Bonney Lake.

- I. Call to Order:** The meeting was called to order at 6:30 P.M.
- II. Roll Call:** Planning Commissioners in attendance were Grant Sulham – Chair, Winona Jacobsen – Vice Chair, David Baus, Brad Doll, Dennis Poulsen, Craig Sarver and Debbie Strous-Boyd.

Staff members in attendance were Senior Planner Jason Sullivan and Planning Commission Clerk Debbie McDonald.

Motion was made by Commissioner Doll and seconded by Commissioner Baus to move agenda item VI. A to the top of the agenda.

Motion approved 7-0

III. New Business:

A. Open Public Meeting Training

Senior Planner Sullivan introduced the Open Public Meeting Training. Asked all in attendance to please sign-in and certificates will be provided.

The on-line training was completed by all 7 Planning Commissioners, Design Commissioners Tom Kennedy and Darci Mattioda and City Staff Senior Planner Jason Sullivan and Planning Commission Clerk Debbie McDonald.

IV. Approval of Minutes:

Motion was made by Commissioner Baus and seconded by Vice-Chair Jacobsen to approve the minutes from the August 20, 2014 meeting as written.

Motion approved 7-0

V. Public Hearing

Motion was made by Commissioner Sarver and seconded by Commissioner Doll to continue the public hearing on Resolution 2402 related to the Community Development Element to October 7, 2014 Planning Commission meeting.

Motion approved 7-0

VI. Citizen Comments: NONE

VII. Old/Continuing Business

A. Regulation of Marijuana in the City of Bonney Lake:

Senior Planner Sullivan provided a draft copy of the Marijuana Regulations recommendation memo, the City Attorney Kathleen Haggard has reviewed. The two main changes were she added the the Pierce County Court update and has limited retail to Eastown only and did not include Midtown. Will add in mid-town at the Commissioners request.

The Planning Commissioners had a few corrections to the draft.

Motion was made by Commissioner Sarver and seconded by Commissioner Baus to move forward to City Council the Marijuana Regulations recommendation memo with corrections and the addition of Midtown as an option for the retail location.

Motion approved 7-0

Senior Planner Sullivan thanked the Planning Commissioners for all their hard work on the draft recommendation memo.

VIII. For the Good of the Order: NONE

IX. Adjournment

Motion was made by Vice-Chair Jacobsen and seconded by Commissioner Baus to adjourn.

Motion approved 7-0

Meeting adjourned at 7:38

Debbie McDonald Planning Commission Clerk

Chapter 4 Community Culture and Heritage

Table of Contents

- 1. INTRODUCTION 1**
- 2. VISION 3**
- 3. COMMUNITY CULTURE 3**
 - 3.1 Planning For Arts and Culture 3
 - 3.2 Partnerships..... 5
 - 3.3 Community Cultural Venues..... 6
 - 3.4 Community Culture Marketing..... 7
 - 3.4 Public Art 8
 - 3.5 Community Culture Activities..... 9
- 4. HERITAGE 10**
 - 4.1 History 10
 - 4.2 Heritage and Preservation Planning..... 13
 - 4.3 Historic Preservation in Washington State..... 15
 - 4.4 What Makes Something Historic? 16
 - 4.5 Protection of Heritage Resources..... 17
 - 4.6 State and Federal Preservation Regulations 22
 - 4.7 Preservation Tools and Resources..... 23
 - 4.8 State and Local Heritage Organizations 24

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1. INTRODUCTION

Community culture and historic resources are essential to the quality of life, spirit, vitality, health, and well-being of a city. Commitment to the promotion of community culture and preservation of historic resources is essential in this era of competition for resources, residents, businesses, and tourists, it provides the defining competitive edge that attracts the ‘creative class.’ It enriches the daily lives of all



Figure 4-1: Christmas Tree Lighting Concert

the City’s residents by providing a deeper understanding, tolerance, and respect for diverse communities. As Bonney Lake and the Puget Sound region grow and change, it is vital to preserve Bonney Lake’s beautiful natural surroundings, promote community culture, and protect historic resources in order to maintain and enhance the quality of life the residents of Bonney Lake have grown to expect. Community culture refers to a ‘way of life’, a set of values, or a set of ‘products and services’ that have definable

economic and public characteristics and directly promote and develop quality of life; particularly in relation to issues of livability. There are a variety of aspects to community culture, such as:

- performing arts (music, theatre, dance, circus)
- visual arts (paintings, sculpture, art objects, digital art forms, crafts)
- film and new media (movies, television, electronic games)
- literature (books and magazines)
- cultural heritage (museums, historical sites, associated collections, ethnic and/or racial traditions or holidays, religious traditions)
- culinary arts

It relates to the interaction of society with the arts in formal and informal settings. The City can’t create a culturally vibrant community on its own – it takes everyone, whether creating art, creating community, or enjoying the creations of others.

Heritage resources include collections of historic materials, historic structures, celebrations of historic events, oral histories, genealogy, pre-contact archeological resources, etc. Heritage resources help

provide a better sense of time and place which in turn provides identity and an authentic sense of place for the community and its residents.

The City of Bonney Lake began to demonstrate its commitment to promoting a more vibrant cultural life for its residents and visitors in 2006 by expanding its special events, hiring a Special Events Coordinator,



Figure 4-2: Kids Club

and assigning staff to work more closely with such organizations as the Greater Bonney Lake Historical Society and supporting the newly established Veterans Memorial Committee.

The Community Cultural and Heritage Element of the Comprehensive Plan is optional under the Growth Management Act (GMA), but the City is choosing to incorporate this element into the Plan because it is a vital part of the community's

interests. The GMA goals that pertain most directly to community cultural and heritage resources are:

- **Urban Growth:** Encourage development in urban areas where adequate public facilities/services exist or can be provided. Note: Such facilities might include meeting or recreational facilities, community centers, senior centers, galleries, museums, etc.
- **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 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. Note: The social well being of our community is influenced by the economic well being of our citizenry.
- **Citizen Participation and Coordination:** Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts. Note: Involvement of our citizens could be expanded to include involvement in community projects, activities, programs, etc.
- **Historic Preservation:** Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance. Note: The City as has taken the first steps in identifying our historic resources. Preservation is a more challenging matter.

2. VISION

The City envisions a Bonney Lake in which art is displayed in private and public facilities and residents can access cultural programs, participate in cultural activities, mingle with artists or performers, and learn to appreciate the heritage of the greater Bonney Lake area by engaging in activities that include historic preservation, historic presentations, collections of historic materials and/or structures, celebrations of historic events, oral histories, and genealogy and strive to maintain, preserve, and enhance the City's historic, cultural and archaeological resources to provide a sense of local identity and history to the visitors and residents of the community. Bonney Lake will become known for innovative, engaging and authentic experiences, people and places that celebrate our past, present and future.

To this end, we envision a Bonney Lake where:

- enthusiastic citizens participate in, volunteer for, support and appreciate cultural arts;
- performers and artisans seek to display their talent to an eager public;
- quality cultural arts activities energize, entertain, refine, and inspire us;
- cultural arts activities are accessible to all and are well-publicized;
- families participate in rich and varied cultural activities;
- Bonney Lake's heritage, history, and diversity are preserved and promoted;
- the arts are adequately funded and appropriate facilities are available;
- private support of the arts is encouraged; and,
- arts education is fostered.

3. COMMUNITY CULTURE

3.1 PLANNING FOR ARTS AND CULTURE

Vibrant cultural arts opportunities provide numerous benefits to the local community:

- These activities help create a sense of community by providing a means for citizens to mingle and develop interpersonal relationships;
- Studies show that cultural arts events promote economic activity and thereby create local jobs and sources of income;
- Cultural arts activities provide an opportunity for a community to create a distinct identity;

- Cultural opportunities are often cited as an important indicator of a community’s quality of life and thereby impact relocation decisions by individuals and businesses; and
- Access to grant funding typically requires development of a plan that identifies existing resources and future needs.

Cultural activities, events, and festivals provide opportunities for local citizens to gather and share common interests. Not only do such activities create opportunities for citizens to meet each other and develop relationships, they also serve to bond participants to their community and create a sense of community pride and caring.

Community cultural activities can play an important role in economic development. A 2007 study undertaken by Americans for the Arts estimates that a typical attendee of a performing arts event spends \$27.79 per person, per event, not counting the cost of admission. This study also concludes that non-profit organizations alone create approximately 5.7 million full-time-equivalent jobs across the U.S. Arts organizations, whether non-profit or for-profit, are typically labor-intensive and therefore create local jobs.



Figure 4-3: 2007 Missoula Children’s Theater Production

Communities can create their own cultural identities and “branding” which can have both economic and psychic benefits. Some obvious examples are Port Townsend (Victorian seaport theme), Leavenworth (Bavarian theme), and Ashland (Shakespeare). Tourism itself can actually become a community’s primary economic driver as it has for these three cities. Another example is downtown Tacoma whose revitalization was driven by location of several museums.

Area Development magazine, a publication covering corporate site selection and relocation issues with 45,000 executive subscribers, has conducted surveys that indicate that “quality of life” is an important factor when it comes to site selection by businesses and individuals. Cultural attractions are typically one of the “quality of life” indicators.

Occasionally governmental and private organizations offer grants that could provide funding for a portion of cultural arts activities and facilities. Generally such grant opportunities are modest in scope and focus on specific needs. Development of a cultural arts plan that identifies existing resources and assesses community needs is an important first step. Some grant programs require adoption of a formal plan to access funding. This plan is intended to fulfill such a requirement if needed.

Utilizing community cultural activities to assist with developing a community is not an overnight achievement and is not free of cost or commitment. It takes many years of planning, hard work, and financial commitments to achieve substantial long-term results.

Goal CCH-1: Enhance and enrich Bonney Lake’s community culture by promoting various forms and expressions of cultural arts.

Policy CCH-1.1: Educate residents about different ethnic arts and cultural traditions, and for building multicultural understanding.

Policy CCH-1.2: Within the limits of available resources, support, enhance and/or maintain community events through the inclusion of arts related activities.

Policy CCH-1.3: Periodically review and update the Community Culture and Heritage Element.

Policy CCH-1.4: Pursue, where appropriate, county, state, and federal funding opportunities for cultural arts.

Policy CCH-1.5: Incorporate cultural arts as part of its overall economic development program, especially those that attract out-of-town visitors.

3.2 PARTNERSHIPS



Figure 4-4: Bonney Lake Days

One major goal of this plan is to raise awareness of and facilitate access to information about artists, events, sponsors, venues, and other related information. To that end an arts and cultural asset map of the Bonney Lake and surrounding area has been developed. The asset map is designed to help tell the story of the community’s arts and cultural landscape by providing a snapshot of the cultural sector. The cultural asset map follows the same format as that

developed by Pierce County and included in the Pierce County Arts and Cultural Plan, dated April 2010. The City of Bonney Lake and several local cultural arts organizations and individuals participated in the development of Pierce County’s cultural asset map. By following the same format, the City recognizes that it is part of the larger Pierce County community and wishes to plan and operate within that context. In addition to online sources, lists of arts organizations were derived from the White River Families First Coalition’s Plateau Community Resource Guide and the Bonney Lake Chamber of Commerce’s Business and Community Guide. The City’s approach is to collaborate with – not duplicate or supplant – existing

organizations, events, and processes. Beyond existing recreation and special events programming, the City envisions its primary role as facilitator and information clearinghouse.

The purpose of this map is to list in one location local governmental, nonprofit and for-profit organizations in the following categories:

- Heritage, historical, cultural initiatives and organizations
- Learning programs and arts education
- Venues (facilities)
- Community leadership organizations and partnerships (governmental and nonprofit)
- Artist initiatives and groups
- Festivals and events
- Media and communications
- Visual, performing, and literary arts organizations
- Arts and cultural private businesses

Goal CCH-2: Facilitate partnerships and collaborations with other public agencies, community based groups, and the private sector to expand opportunities for cultural arts. This includes strengthening relationships the Derringer, White River and Sumner School Districts, neighboring cities, Pierce County Library System, local artists, businesses, and arts related community based groups

Policy CCH-2.1: Collaborate with the White River and Sumner School District, other jurisdictions, and the Bonney Lake Library to present quality arts programs and performances to the community.

Policy CCH-2.2: Encourage the Sumer School District to construct a performing arts facility of the grounds that have been set aside for that purpose, and to make the facility available for community use.

Policy CCH-2.3: Promote partnerships among arts organizations, education institutions, and charitable foundations to enhance programming, funding, and facility development for community cultural activities.

Policy CHH-2.4: Encourage partnerships with the private sector and organizations to encourage monetary and non-monetary support for community cultural activities.

3.3 COMMUNITY CULTURAL VENUES

Bonney Lake currently lacks museums, art galleries, theaters, and other performance art venues. In response to its growing population, the City must continue to evaluate and work to expand its cultural venues to cater to the increasing entertainment needs of its residents.

During the summer of 2010, the Park Board and city staff undertook an extensive community survey of more than 450 individuals. While the survey was not restricted to city residents only, surveys were focused primarily on participants of city-sponsored special events. Within the cultural arts facilities category, “performing arts center” rated highest; “amphitheater” second; “veterans’ memorial” third; and “museum” lowest.

Goal CCH-3: Develop facilities and programs for public art and cultural opportunities that create and enrich a strong sense of community identity and promote a high quality of life.

Policy CCH-3.1: The City will advocate for visual and performing arts facilities to serve the needs of the community.

Policy CCH-3.3: The City will advocate for the development of a community center as central location for community cultural and leisure activities.

Policy CCH-3.4: The City will establish development incentives to facilitate the construction of visual and performing arts facilities.

Policy CCH-3.5: Encourage performance and events in non-traditional venues.

3.4 COMMUNITY CULTURE MARKETING

Arts, cultural and heritage organizations often assert that their most critical need is audience development, community awareness, and marketing. In addition, in an era of a faltering economy and declined arts attendance the need for effective marketing and audience development becomes even more critical.

The City of Bonney Lake currently has two local, two regional and two national print papers serving the community. One of the local papers, the Courier Herald, is the current chosen paper for City of Bonney Lake announcements. This paper is distributed weekly to every household in the Bonney Lake, Sumner and Buckley areas.

Bonney Lake Sumner Patch is a hyper local online newspaper. Their website is consistently updated with current news and information. The paper is also very interested in getting the local stories out to the local people, making the Patch a great opportunity for marketing Bonney Lake cultural events.

Other digital marketing opportunities include but are certainly not limited to the Mayor’s weekly newsletter and the monthly edition of the Bonney Lake Reporter.

Regional resources can use their websites to market the plan as well, such as:

- Pierce County Arts Commission
- Pierce County Library

Social Media marketing is a very fast paced way to market the plan as well. These include but are certainly not limited to:

- Facebook
- Twitter
- Bonney Lake Blog

Banners and yard signs can also be a beneficial marketing plan for larger events throughout our city. There are a number of strategies the City can employ to assist in addressing this problem. The City special events staff could convene local cultural related organizations to explore collective and cooperative marketing. The City could use its existing outlets, such as the Bonney Lake Reporter, City website, and Facebook page to profile local arts and heritage groups. The City could continue to use other advertising media to promote the arts and other special events.

Goal CCH-4: Increase public awareness of arts, cultural, and heritage organizations to facilitate audience development, community awareness, and public attendance.

Policy CH-4.1: Use traditional and social media, new technology, City publications, community partnerships to increase awareness and participation in community cultural activities that distinguish Bonney Lake from other regional cities.

3.4 PUBLIC ART

Public art programs contribute directly to economic vitality through the enhancement of the physical environment, increased property values and cultural tourism as well as through more indirect methods such as an enhanced sense of ownership of public facilities and an accompanying decrease in vandalism. These programs involve artists not only in the creation of unique works of art for a community, but in the design of the built environment and in the delivery of public services.

Public art enhances public facilities and spaces by engaging artists in civic development. Artists can create signature works that serve as public landmarks and they can create place-making artworks that range from decorative to functional, such as benches, light fixtures, tree guards, bus shelters or decorative flooring. Every new bridge or overpass, every new park, building or sidewalk presents an opportunity to make the region more appealing. Millions of dollars are spent every year constructing roads, building public facilities and otherwise extending, improving and maintaining infrastructure. Public art programs leverage those funds by enabling the expansion of the region's cultural infrastructure at the same time.

Goal CCH-5: Incorporate public art into infrastructure projects, parks, and gathering spaces to develop a strong community identity and provide places with elements that facilitate the creation a strong sense space.

Policy CCH-5.1: The City will encourage participation from the private and business sectors to provide art for display in public places. This includes encouraging citizens and businesses to underwrite through individual donations, the creation of artist-made streetscape furnishings such as benches or flower basket poles.

Policy CCH-5.2: The City will incorporate the arts into its downtown plan to enhance pedestrian connections and highlight cultural assets including public art and community history.

Policy CCH-5.3: The City will incorporate public art into its parks and public spaces.

Policy CCH-5.4: Install public art in City-owned facilities, parks, and greenways and incorporate public art into the planning stages of publicly funded projects and projects on City-owned land.

Policy CHH-5.5: Support the temporary re-use of vacant and/or underutilized building facades for art exhibitions and murals.

3.5 COMMUNITY CULTURE ACTIVITIES



Figure 4-5: Tunes at Tapps

The ultimate reward for Bonney Lake in promoting arts and culture is to enhance its positive reputation for events and festivals. Annual art shows, film festivals, and concert events held around the same time every year can become a tourism generator. Current City-sponsored cultural events include Bonney Lake Days, Tunes at Tapps, Kids Club, Movie Night in the Park, Annual Easter Egg Hunt, Christmas Tree Lighting, Parks Appreciation Day, and the Family Fitness Fest/Car Show. In addition to the City-sponsored

events, there are other culture activities which include the Milotte Wildlife Film Festival, Renaissance Fair and Labor of Love Triathlon.



Figure 4-6: Kids Club



Figure 4-7: Easter Egg Hunt

Goal CCH-6: Maintain the Bonney Lake’s community cultural activities to promoting the arts and enhance the City’s reputation for events and festivals.

Policy CCH-6.1: Promote and market events that support and encourage cultural tourism.

Policy CHH-6.2: Engage the arts community in the planning of City festivals and other cultural activities.

4. HERITAGE

4.1 HISTORY

Native Americans

The Native Americans that traversed Bonney Lake’s Plateau were primarily those of Puget Sound who spoke the Lushootseed dialect of the Salish group of languages. Their presence in the area is estimated to have been from 10,000 to 12,000 inhabitants before the coming of the white man. No known permanent settlement of people resided on the plateau, but it was traversed frequently between the western shores and the inland plateau located east of the Cascades. The trail was used while hunting game and gathering of native berries, nuts and camas roots. Some of the nearby native groups were later known as the Puyallup, Nisqually, and Muckleshoot tribes. Their domain extended from the shores of Puget Sound to the Cascade Mountains. Bonney Lake’s Plateau was an area that was vital to their cultural existence and provided a link to their cousins east of the mountains.

Early expeditions

Although the earliest known non-native people to arrive in Puget Sound was the Captain George Vancouver expedition in 1792, no known written record of Bonney Lake’s plateau was made until 1841, when Lt. Robert Johnson, with Charles Wilkes’ United States Exploring Expedition, travelled from the British held Hudson Bay Company, Fort Nisqually, to another Hudson Bay Company at Fort Colville. Johnson travelled the Indian path later known as the Naches Trail. As early as 1833, The Hudson Bay Company had established themselves at Fort Nisqually, and it has been stated that a small cabin was built by fur traders on the plateau along the Naches Trail. In 1853 Theodore Winthrop crossed the Naches Trail and later wrote about the experience in a book, *Canoe and Saddle*.

Naches Trail

The Naches Trail began as hardly more than a path from Puget Sound across Bonney Lake’s Plateau, the White River, the Cascade mountains, to the inland areas of the Yakima Nation. It was the “freeway” of the past, used as a trade route between tribes. Sometimes along the trail within the Bonney Lake area, tribes would gather to visit, exchange news and goods, and renew familial ties. The first wagon train to cross the Cascades north of the Columbia River was the Longmire train in 1853, fording the White River west of Porter’s Prairie, stopping at Connell’s Prairie, crossing Fennel Creek where Kelley Farm is located. It travelled on through Grainger Springs and down to the Puyallup River where Van Ogle later owned a thriving hop farm near the Alderton bridge. Following that first crossing, the trail across the plateau was

changed to run roughly along the same route as the Old Sumner Buckley Highway, making the first crossing of the White River near Boise.

In 1853 Captain George B. McClellan was assigned the task of surveying the Naches Trail as a possible route for the Northern Pacific Railroad and to explore the Cascades. An improved road was urgently needed to help emigrants over the much shorter, but incomplete route. His priority task was supposed to make sure any wagon train was met at Walla Walla and guided across the mountains into Puget Sound. He failed in spite of the forty men and all the supplies at his disposal. He did not cross the Naches pass, because the Yakima Indians had told him that the snow was too deep. His opinion was that the route should be along the Columbia River.

Indian War

Washington Territorial Governor Isaac I. Stevens was determined to make it easy for the immigrants from the United States to settle and populate the territory north of the Columbia River. With an increasing number of people arriving to file Donation Land Claims, the Native Americans were becoming restive. When Stevens brokered the Medicine Creek Treaty in December 1854, there was anger and disagreement when the tribes realized they were signing over their right to use the land they had inhabited for centuries. Conflict in the Puget Sound region erupted when resident Michael Connell and Lt. James McAllister of the Washington Territorial Volunteers were the first settlers killed by the Indians on Connell's Donation Land Claim, October 27, 1855. The following day, they crossed the White River and killed nine men, women, and children, before returning to Connell's Prairie. Within the week another ambush took place between Connell's Prairie and Finnell's Prairie, killing Washington Volunteers Joseph Miles and A. Benton Moses.

With the constant Indian movement across the White River and the Naches Pass, the U.S. Military and the Washington Territorial Volunteers built two block houses in 1856 at Connell's Prairie, naming it Fort Hays. It was a strategic point along the Naches Trail to carry on the attack against the local tribes and to intercept any Indian reinforcements travelling from eastern Washington. Numerous skirmishes occurred on the plateau, but the definitive battle marking an end to the Puget Sound conflict took place on March 19, 1856, on Connell's Prairie, where the bloody hostilities first began. A marker was erected in 1924 at Connell's Prairie Road and Barkubein Road by the Washington State Historical Society to commemorate the site.

The Nisqually Chief Leschi was taken into custody in November 1856 for murder of Moses and Miles on Connell's Prairie, and his brother Quiemuth turned himself in shortly thereafter. Quiemuth was murdered on November 18, 1856, in Governor Stevens's office in Olympia, where he was being held for the night. No one was ever charged in the crime. Leschi was tried, but the first trial resulted in a hung jury. A second trial was held, and he was convicted, but evidence that may have exonerated him was not allowed by the judge. Leschi had numerous supporters, including James Longmire and Ezra Meeker. The Pierce County sheriff refused to carry out the sentence and was arrested. On February 19, 1858, Leschi was hanged, but even his executioner believed he was innocent. In March 2004, both houses of the Washington state legislature passed resolutions stating that Leschi was wrongly convicted and executed and asked the state supreme court to vacate Leschi's conviction. The court's chief justice, however, said that this was unlikely

to happen, since it was not at all clear that the state court had jurisdiction in a matter decided 146 years earlier in a territorial court. On December 10, 2004, Chief Leschi was exonerated by a unanimous vote by a Historical Court of Inquiry following a definitive trial in absentia.

Early Settlers

During the Indian War, the first settlers filed three Donation Land Claims on the plateau; Connell, Williamson, and Finnell. Each had their cabins and barns burned and crops and livestock stolen or destroyed. Although the conflict lasted only about a year, the return of any settlers to the plateau was very slow. Interest in settling some of the more remote areas like the Bonney Lake plateau received an impetus when the Homestead Act of 1862 was passed. Settlers could pay a modest fee and claim 160 acres, or 320 acres if married. William B. Kelley, his father Nathan, and most of the family arrived in 1864 from their home in Illinois. Both William and his father claimed land on the banks of Finnell's Creek, encompassing the prairie that had originally been settled by Reuben Finnell. Both William and Nathan went on to serve in the Washington Territorial Legislature, and William served as Pierce County Auditor during the 1880's. Kelley also donated land for a one-room school house. Nineteen year old Kelly Lake school teacher Amy Johns Ryan wrote of her keeping a hatchet on her school desk for protection against Native Americans, cougars, and other wildlife when she taught in 1897. Kelley Lake School finally closed its doors in 1963, when it merged with the larger neighboring school districts.

The area around Bonney Lake saw various ethnic groups gather in communities, including the Finns, who engaged in farming, since it offered a far better life than the dangers of working in the coal mines in the foothills. Another group was comprised of families from Switzerland. They spread out from their initial settlements in the valley and founded dairy farms on the plateau. William and Levina Vandermark had settled at Lake Tapps following their move from Ohio. William died in 1891, but Levina continued to reside at the lake until she was displaced by the impending White River Project to create a power generating reservoir by forming one large Lake Tapps from four smaller water bodies. The Vandermark home was moved to 214th Avenue East, where the farm that was eventually taken over by their son James Vandermark and his wife Amanda Lyotte. Some others who settled in the area were the Moriarty, Orcutt, Wahl, Haase, and Angeline families among many others.

Bonney Lake Incorporation

In 1910 the "White River Power Project" was launched by the Pacific Coast Power Company. It created a large reservoir by flooding four of the existing lakes; Kirtley, Crawford, Church, and Tapps, to create a much larger Lake Tapps. People living on the plateau were engaged primarily in farming and logging occupations. The years of the Great Depression saw an increase of population on the plateau. Many people arrived from the ravage "dust bowl" regions of the Midwest to begin life anew in Washington. The prime growing ground of the Puyallup Valley in Pierce County had already been settled, but the sparsely populated plateau where Bonney Lake sat offered inexpensive, although not easily accessible land. When Ken Simmons, a former legislator and mayor of the town of Milton, visited the area in 1945, he and his wife saw the potential of developing the area as a recreational paradise. They bought a reported 1000 acres from George Logan, a popular rodeo announcer, and divided the property into lots for sale. With

very little infrastructure of roads, electricity, or most importantly, a water source, Simmons realized he must incorporate the area into a town in order to float a bond to build a water system. On February 28, 1949, he achieved the first goal by incorporating the Town of Bonney Lake. Within a year, he managed to build the much needed water system, carve roads out of the forests, and bring electricity and telephone service to the town. By 1957, there were at least twelve 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 today.

4.2 HERITAGE AND PRESERVATION PLANNING



Figure 4-8: Kelley Lake Farm

Along with the Community Cultural, preservation and recognition of historical resources will also help give residents a stronger “sense of place”. Protection, recognition of sites, and educational programs will be the focus of preservation efforts in the City over the next 20 years, since many of its remaining historical resources are under development pressures. In order to achieve these ideas, the City will need to do the following:

- Continue to identify archaeological and historic resources within Bonney Lake and develop appropriate protection measures.
- Provide incentives to private owners for preservation, restoration and use of historic sites.
- Seek both public and private funding for restoration and enhancement of historical resources.
- Recognize significant historical sites.

The starting point for any discussion of heritage is an understanding of what a community values. Bonney Lake is made up of many things – buildings, landscapes, social customs and routines, natural features, memories – that together help define that community’s character. What “heritage” means in this context is the essence of the place: what makes Bonney Lake distinct from anywhere else?

“Heritage” as applied to places used to be defined almost exclusively in terms of architectural history, with heritage significance being the extent to which the buildings (usually in isolation from their context)

were of note for their style, design, construction, architecture, or detailing. These narrow definitions of heritage are not very applicable to a relatively “new” City like Bonney Lake, and thus the emphasis in this plan is the broader context of heritage.

Heritage planning helps provide a better sense of time and place, which in turn provides identity to the community and its residents. Heritage Planning is a means of coordinating change to ensure the conservation of the City's cultural heritage resources.

A community's identity and civic pride is rooted in the physical and cultural links to its past. In order to understand and appreciate Bonney Lake's history, the City is committed to recognizing, conserving and enhancing heritage resources.



Figure 4-9: Connell's Prairie Monument

This City's culture and heritage plan sets the goals and policies for heritage planning, which are to identify, recognize, protect, enhance and properly manage the City's heritage resources. Because of the relative newness of the City and its buildings, most of the heritage of Bonney Lake relates to sites, landscapes and historical events, rather than buildings and structures. Accordingly, the emphasis of this plan is to celebrate and promote a sense of time and place, and develop a genuine appreciation of the history of the area.

The Washington Growth Management Act does not require a Historic Preservation Element, but the Act does include a goal which calls for jurisdictions to "identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance".

Heritage includes activities that embody historic preservation, historic presentations, collections of historic materials and/or structures, celebrations of historic events, oral histories, genealogy, etc.

Historic sites and areas are the physical evidence of our connective past. The greater Bonney Lake community should recognize the importance of its historic resources. There should be a commitment to the identification and recognition of our historic resources. Bonney Lake should celebrate its history through historic tours, festivals, and special events.

Goal CH-4: It is the goal of the City of Bonney Lake to give its residents a better understanding and awareness of the historic sites within the community. This includes enhancing information about, and access to, various Bonney Lake area historic sites, and helping residents and visitors understand and appreciate local heritage.

Policy CH-4.1: The City recognizes that Bonney Lake's history began before the arrival of settlers to the area and will recognize the significance of Native American sites and artifacts as well as those of the more recent past.

Policy CH-4.2: The City will encourage local activities which promote the community's history.

Policy CH-4.3: The City will work with the Greater Bonney Lake Historical Society and others to provide access to historic documentation to land owners, citizens, and interested parties.

Policy CH-4.4: The City will work with organizations and business interests to promote Heritage Tourism opportunities as part of the City's economic development strategy.

Policy CH-4.5: The City will work with the community to provide information to interpret the history of Bonney Lake, including historical displays, programs, and interpretative signage.

Policy CH-4.6: The City's historical resources inventory will be maintained and updated as needed.

Policy CH-4.7: The City will collaborate with local school districts within the City on local history education.

Policy CH-4.8: The City will participate with other local, county, state and national historical organizations to educate the community about the value of local cultural and historical resources.

Policy CH-4.9: The City will work closely with the Greater Bonney Lake Historical Society, the Pierce County Heritage League, and other heritage organizations in Pierce County to foster knowledge and appreciation of our historic resources.

Policy CH-4.10: The City will encourage the Greater Bonney Lake Historical Society to establish a volunteer program similar to Beautify Bonney Lake for volunteers to work on historically significant projects.

4.3 HISTORIC PRESERVATION IN WASHINGTON STATE

The following is a description of various historic preservation regulations and guidelines, both nationwide and in Washington State.

Native American Cultural Resources

Native Americans have deep-rooted pride in their heritage, and constitute an important segment of the state's heritage constituency. Tribal governments have a keen interest in the treatment of properties and sites that represent their heritage. Tribal members also represent another body of expertise, particularly in regard to archaeological sites and traditional cultural places. Area tribal governments or their designated representatives may be consulted in regards to historic preservation questions.

National Historic Preservation Act

Passed by Congress in 1966, the National Historic Preservation Act (NHPA) defined and shaped national historic preservation policies and the federal government's response. Generally, the act defines historic preservation as: the active process of protecting and preserving our built environment for study, use, and enjoyment by present and future generations. Historic preservation efforts are applied to buildings,

structures, districts, sites, or objects. The terms “historic preservation,” “historic resources,” and “historic properties,” when used in the context of the act, apply to historic buildings, structures, and archaeological sites.

National Register of Historic Places

Properties that have historic, architectural, archaeological, engineering, or cultural significance may be nomination for inclusion on the National Register of Historic Places. A property nominated to the National Register can attain significance at a national, state, or local level, but must meet defined criteria to be listed in the National Register.

Washington State Governor’s Advisory Council on Historic Preservation

The Advisory Council on Historic Preservation (ACHP) is a seven-member panel of citizens with expertise and/or training in historic preservation and related fields. Members are appointed by the Governor in order to advise on state government policy matters affecting preservation of cultural resources. The ACHP devotes much of its time to reviewing documents nominating Washington state properties for listing in the National Register of Historic Places.

State Historic Preservation Plan. In fulfillment of its responsibilities under the NHPA to develop and implement a state historic preservation plan, in 2004 DAHP completed updating and revising its first plan with a new document entitled Strengthening Communities Through Historic Preservation: The Washington State Historic Preservation Plan. This document addresses issues regarding preservation in Washington and provides goals, objectives, and specific tasks for strengthening communities by capitalizing on their cultural resources.

4.4 WHAT MAKES SOMETHING HISTORIC?

According to the National Register of Historic Places (NRHP) guidelines, sites worthy of inclusion on the NRHP are those which:

- Are associated with events that have made a significant contribution to the broad patterns of our nation’s history;
- Are associated with the lives of persons significant in our past;
- Embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
- Have yielded, or may be likely to yield, information important in prehistory or history.



Figure 4-10: Kelly Lake School circa 1928

Due to the nature of the development of the Bonney Lake community, there are likely no current structures in Bonney Lake that would likely qualify to be included on the National Register of Historic Places. However, the NRHP guidelines can nonetheless be used to determine the relative value of a historic site to the local community. In order to be considered historically significant, a landmark or site should meet the following criteria:

- Its value as a significant reminder of the cultural or archaeological heritage of the city, state, or nation.
- Its location as a site of a significant local or regional event.
- Its identification with a person or persons who significantly contributed to the development of the city, state, or nation.
- Its identification as the work of a master builder, designer, or architect whose individual work has influenced the development of the City.

4.5 PROTECTION OF HERITAGE RESOURCES



Figure 4-11: Skystone

The Bonney Lake area has a long history of human settlement. Under RCW 42.56.300 (1) and (2), specific locations of archaeological sites, historic sites, artifacts, or the sites of traditional religious, ceremonial, or social uses and activities of affected Indian tribes are exempt from disclosure under the above-mentioned chapter to prevent the looting or depredation of such sites.

However, it is generally accepted that Native Americans and settlers of European descent often settled along shorelines and waterways. Both Native Americans and Euro-Americans relied on waterways for subsistence, raw materials, and travel. Campbell's (2004) predictive model suggests three variables are most significant for predicting site location: distance from tidelands, distance from salmon bearing streams, and elevation. That is, lower elevations near waterways or tidelands are more likely to contain cultural material than areas higher in elevation or further from water.

Parts of the Naches Trail, which Sumner-Buckley Highway East roughly follows, and Connell's Prairie are known areas of early Native American activity.

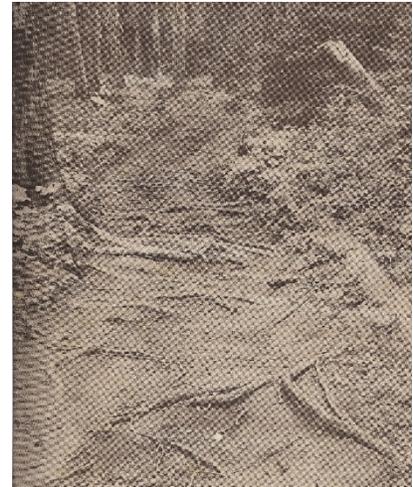


Figure 4-12: Naches Trail circa 1853

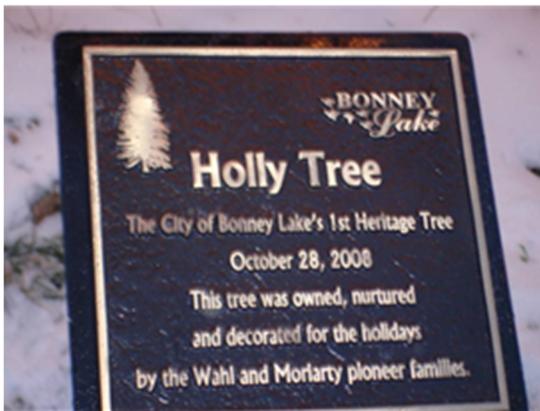


Figure 4-13: Heritage Tree Plaque

In 2005 the City established a Heritage Tree program. A heritage tree is any tree that because of its age, size, unique type, or historical association is of special importance to the city and has been designated as a heritage tree by the city council.

In order for a tree to be designated as a heritage tree, a person must submit a written request to the City. The application form includes a signed declaration by the land owner (or approval of the Mayor if the tree is owned by the City) approving of the application; a site map showing

the lot, any structures on site, and the current use of the site; the species and size of tree; a narrative explaining why the applicant wishes to designate that tree as a heritage tree.

In order for a tree to be designated as a Heritage Tree, the tree must meet the three (3) following criteria:

1. The tree is historically significant by virtue of its association with or contribution to a historic structure or district, or its association with a noted person or historic event.
2. The tree has exceptional significance because of its age, size, form, or rarity.
3. The tree is a recognized Landmark of the City.

When a tree is designated as a heritage tree, a plaque so signifying is placed near the tree. The City maintains all heritage trees that are located on city property or on public rights-of-way within the city. It is the duty of every owner of property upon which a heritage tree is standing to maintain that tree to the best of their ability. The city may give advice and assistance to property owners regarding proper maintenance of heritage trees.

In 2009 the City of Bonney Lake, Pierce County, and the Greater Bonney Lake Historical Society collaborated on a project identifying the top ten locations for historical attractions within the Bonney Lake area. The ten locations were agreed upon following multiple meetings between City staff and the Historical Society. Cash expenses for the project were split between the City of Bonney Lake and Pierce County, and the City covered the cost of staff time, including the actual installation of the markers. The markers are composed of a sandstone base and a stainless steel plaque.

The plaque inscriptions for the top ten locations listed below are identified in Appendix “?”:

1. Kelley Farm
2. First City Hall
3. Ken Simmons Resort
4. Perfield Hop Farm
5. Church of the Nazarene
6. Native Gathering Place
7. Naches Trail
8. Lake Tapps
9. Sky Stone
10. Swiss Park



Figure 4-14: Allen Yorke Park circa 1970

Bonney Lake is a relatively new City, although the area had been previously occupied by scattered settlers and Native Americans. At the time of the City of Bonney Lake’s incorporation in 1949 there were less than 100 homes in town. There are very few residences that predate the 1930s, and none are architecturally significant. Accordingly, there are few, if any, residences in Bonney Lake that would qualify to be included on the National Register of Historic Places. The following is a list of the oldest residences in Bonney Lake:

Address	Year Built	Parcel ID
20321 Church Lake Road E	1900	0520273039
7714 214th Avenue E	1900	0520274018
7721 West Tapps Highway E	1915	0520273003
18411 89th Street E	1919	5640001575
19219 Church lake Road E	1924	0520331010
7722 Myers Road E	1927	0520298069
18420 89th Street E	1927	5640001470
11007 Angeline Road E	1928	0519047006
7402 Myers Road E	1928	0520294095
7514 192nd Ave E	1929	7110000560
6408 South Vista Drive E	1930	4720001530
8709 188th Avenue E	1930	5640001280

Source: Greater Bonney Lake Historical Society and Pierce County Assessor Records

Given the relative lack of historic structures in Bonney Lake, the emphasis of the Heritage section of the Community Culture Plan is to focus on promoting and preserving the heritage of Bonney Lake.

Goal CH-5: It is the goal of the City to identify, preserve and protect facilities, sites, buildings, structures, trees and artifacts that are deemed by the City to be historically and culturally significant.

Policy CH-5.1: The City will continue efforts to inventory historic structures, archeological sites, and other potential historic sites to add to the Inventory of Key Bonney Lake Historic Sites listed in this plan.

Policy CH-5.2: The City will coordinate with community organizations, property owners and local citizens to protect and/or restore key historic sites.

Policy CH-5.3: The City will encourage property owners and tenants to maintain the integrity and character of historic resources, and to restore and reuse historic resources in a manner compatible with their historic character.

Policy CH-5.4: The City will strive to recognize and preserve architecturally or historically significant structures built during the 19th Century. Specifically, the City will promote the preservation of the Kelly Farm house as a key Bonney Lake area historic structure.

Policy CH-5.5: The City will consider the impacts of new development on historical resources as a part of its environmental review process and require appropriate mitigating measures. The City's use of State Environmental Policy Act (SEPA) requirements to evaluate the impacts of proposals on historical resources will include review of transportation projects and plans, utility projects, and other capital improvement projects to determine their impact to significant cultural and historical resources of the City.

Policy CH-5.6: The City will coordinate with local tribes and the State Office of Archaeology and Historic Preservation on development issues related to potential archaeological sites.

Policy CH-5.7: The City will seek both state/federal and private funding for restoration and enhancement of historical resources.

Policy CH-5.8: The City will assist in the identification of available spaces for the proper storage, preservation and display of significant cultural and historical artifacts.

Policy CH-5.9: The City will provide appropriate means to recognize property owners who rehabilitate, restore, retain or reproduce historical elements of their properties.

Policy CH-5.10: While promoting historic preservation, the City will adopt no policy or regulation which shall limit a site or structure from being used in an economically viable manner.

Policy CH-5.11: Efforts to preserve historical sites or structures should include incentives such as utilization of the state special property tax valuation, partial income tax write-off for restoration and relaxation of Zoning Code standards to encourage property owners to rehabilitate, restore, retain or reproduce historical elements of their properties.

4.6 STATE AND FEDERAL PRESERVATION REGULATIONS

The following is a list of the key heritage related Federal and State Archaeology and Historic Preservation Requirements and Guidelines that are used to promote historic preservation:

Section 106 of the National Historic Preservation Act of 1966

The Act requires all federal agencies consider cultural resources as part of all licensing, permitting, and funding decisions. As part of that process, each agency must consult with DAHP to assure that cultural resources are identified, and to obtain the formal opinion of the Office on each site's significance and the impact of its action upon the site.

State Environmental Policy Act (SEPA)

SEPA requires that impacts to cultural resources be considered during the public environmental review process. Under SEPA, DAHP is the sole agency with technical expertise in regard to cultural resources and provides formal opinions to local governments and other state agencies on a site's significance and the impact of proposed projects upon such sites.

Section 4(f) regulations of the Department of Transportation Act

This act stipulates that the Federal Highway Administration (FHWA) and other DOT agencies cannot approve the use of land from a significant publicly owned public park, recreation area, wildlife or waterfowl refuge, or any significant historic site unless the following conditions apply: 1) There is no feasible and prudent alternative to the use of land, or 2) The action includes all possible planning to minimize harm to the property resulting from use.

Washington State Forest Practices Act

This act has provisions which allow for the protection of archaeological sites while harvesting timber on public and private lands.

Shoreline Management Act

The SMA requires that development permits issued by local governments in areas with archaeological sites require a site inspection or evaluation by a professional archaeologist in coordination with affected Indian Tribes prior to issuing development permits.

4.7 PRESERVATION TOOLS AND RESOURCES

The following is a list and brief description of some of the tools, resources and activities commonly used in historic preservation. In addition, the Washington State Department of Historic Preservation has a state-wide on-line searchable database for all cultural resources in the state. The link to this database is: <http://www.dahp.wa.gov/pages/wisaardIntro.htm>

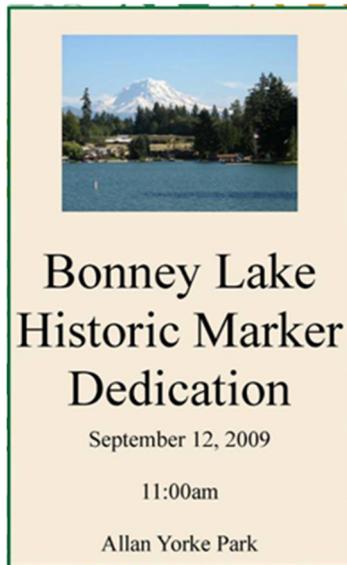


Figure 4-16: Dedication Notice

Preservation Period

Pick a time during each year to undertake a “Preservation Week”, which may include the identification of significant historic places, recognition of individuals who have contributed to the preservation of our Bonney Lake heritage, education of residents about the benefits of the preservation and protection of cultural, historic, architectural, and archaeological resources.

Workshops

Periodically co-sponsor and coordinate workshops with local and regional historic preservation groups and historical societies that advocate and educate participants about appropriate preservation technology and techniques.

Tours

Sponsor, coordinate, and/or promote tours of the community that identify and interpret the City’s cultural, historic, architectural, and archaeological resources for residents and visitors.

Plaques

Present plaques to owners of the City’s cultural, historic, architectural, and archaeological resources, for public display, that recognize the significance of the resource(s).

Maps

Print and distribute the City brochure that identify the City’s key historical sites and markers.

Educational Materials

Utilize and support educational materials to publicize the City’s historic resources and local efforts to protect, preserve, and enhance Bonney Lake’s heritage. Provide information to the public on methods of maintaining and rehabilitating historic properties. This may take the form of pamphlets, newsletters, workshops or similar activities.

Construction Sales Tax Rebates.

Provide tax rebates for material purchased for historic preservation work.

Property Tax Rebates

Develop program to reduce property tax resulting from increases to assessed values due to improvements made to restore a locally designated historic property.

Reduction of Building Permit Fees

Reduce fees for construction related activities to restore or preserve a state or locally designated historic property.

Recognition

Officially recognize excellence in such areas as the rehabilitation of historic objects, buildings, structures, or sites, and encourage appropriate measures for such recognition.

4.8 STATE AND LOCAL HERITAGE ORGANIZATIONS

Greater Bonney Lake Historical Society

The Greater Bonney Lake Historical Society is a collection of Bonney Lake residents that gather at least once a month to share their interest in the history of the community. The Society produces a calendar every year. Annual dues are \$30.

Sumner Historical Society

The Sumner Historical Society operates the Ryan House Museum in Sumner which includes the original cedar cabin built in the 1860s as well as the Ryan Farm house. The Society developed and maintains the Sumner Walking Tour. Copies of the historical tour are available online or at Sumner City Hall. There are also ten brown historical street signs that the society has placed throughout Sumner to remind the community of its rich heritage.

Foothills Historical Society & Museum

The Foothills Historical Society and Museum is located at 128 River Ave., Buckley, WA 98321.

Ezra Meeker Historical Society

The Ezra Meeker Historical Society is a nonprofit charitable organization which owns, maintains and operates the Meeker Mansion as a small house museum, and serves as the historical society for the Puyallup area.

The South Hill Historical Society

In 2001 the South Hill Historical Society was organized to trace the history of South Hill. They meet regularly on the 3rd Tuesday of the month at 11:15 AM (*No meetings July and August*) at the Highlands Community Center.

Wilkeson Historical Society

The Wilkeson Historical Society maintains the history of Wilkeson and the Carbon River Valley area via photos, documents, and memorabilia. Contact P.O. Box 300, Wilkeson, WA 98396.

Orting Historical Society

The Orting Historical Society maintains the history of Orting via photos, documents, and memorabilia. Contact P.O. Box 24, Orting, WA 98360-0024.

Washington State Historical Society

The Washington State Historical Society is a non-profit 501(c)3 membership organization, open to any and all individuals, families, or firms. The Society is also recognized in statute (RCW 27.34) as a trustee agency of the state of Washington with enumerated powers. The Society is comprised of a family of museums and research centers, offering a variety of services to researchers, historians, scholars, and the lifelong learner.

Washington Trust for Historic Preservation

The Washington Trust for Historic Preservation is a statewide, non profit organization founded in 1976 to safeguard Washington's historic places through advocacy, education, stewardship and collaboration.

Architectural Heritage Center

The Architectural Heritage Center, operated by the Bosco-Milligan Foundation, presents a variety of tours, hands-on training workshops, and innovative exhibits on building heritage.

Society of Architectural Historians - Marion Dean Ross Chapter

The Marion Dean Ross/Pacific Northwest Chapter is an affiliated regional chapter of the international Society of Architectural Historians, whose home office is in Chicago, Illinois, USA.

History Link

HistoryLink.org is an evolving online encyclopedia of state and local history in Washington state. The organization provides a free, authoritative, and easily accessible history reference for the benefit of students, teachers, journalists, scholars, researchers, and the general public. The encyclopedia contains more than 4,000 essays as of 2006. It is constantly expanding, with new essays added every week.

National Trust for Historic Preservation

The National Trust for Historic Preservation has worked for more than half a century to save the historic buildings, neighborhoods, and landscapes that form our communities and enrich our lives. They also have an informative on-line newsletter that provides national news related to preservation issues.

American Association of Museums

The American Association of Museums has been bringing museums together since 1906, helping to develop standards and best practices, gathering and sharing knowledge, and providing advocacy on issues

of concern to the entire museum community. We are dedicated to ensuring that museums remain a vital part of the American landscape, connecting people with the greatest achievements of the human experience, past, present and future.

Oregon-California Trails Foundation

The Oregon-California Trails Association, founded in 1982, is a not-for-profit organization, headquartered in Independence, Missouri, dedicated to education about, preservation and enjoyment of the trans-Mississippi emigrant trails.

Historic Seattle

Founded in 1974, Historic Seattle is the only nonprofit membership organization dedicated to the preservation of Seattle and King County's architectural legacy. As both a public development authority and charitable foundation, Historic Seattle is a major advocate for, and participant in, the thoughtful and meaningful preservation and rehabilitation of historic buildings, landscapes, and architectural artifacts.

Historic Tacoma

Non-Profit organization dedicated to preserving Tacoma's architectural legacy through education and advocacy. Our goals are to: Enhance Tacoma's built environment -- Preserve Tacoma's architectural heritage -- Educate and inform the community -- Conserve sustainable resources.

4 Culture

4Culture is King County's cultural services agency established to continue the work of the King County Arts Commission, Public Art Commission and the heritage programs of the Landmarks Commission.

Women's History Consortium

The Women's History Consortium, created by state statute (RCW 27.34.360) in 2005 as a Washington State Historical Society-led initiative, is dedicated to preserving and making available resources about Washington women's history.



Community Development Department Briefing Memorandum

Date : September 10, 2014
To : Bonney Lake Planning Commissioners
From : Jason Sullivan – Senior Planner
Re : **Countywide Planning Policies Amendments – Potential Annexation Areas**

PURPOSE:

The purpose of the memorandum is to facilitate the Planning Commission discussion of the proposed amendments to the Countywide Planning Policies (CPPs) related to annexation policies and the establishment of Potential Annexation Areas (PAAs).

ATTACHMENTS

1. Resolution 2415
2. Draft Planning Commission Memo

BACKGROUND:

The Pierce County Regional Council (PCRC), on October 17, 2013, recommended that Pierce County approve amendments to the CPPs related to annexation policies. The first step in the ratification process was the adoption of Ordinance No. 2014-17s by the Pierce County Council on June 24, 2014 signifying the County's approval the amendments and authorizing the Pierce County Executive to execute interlocal agreements with the cities and towns of Pierce County to ratify the proposal.

In order for these amendments to the CPPs to become effective it must be ratified by 60 percent of the jurisdictions in Pierce County representing 75 percent of the total population by either executing an interlocal agreement or by taking no legislative action to disapprove the proposed amendment by December 21, 2014

DISCUSSION:

The proposed amendments to the CPPs address annexation policies within Pierce County. The primary change was the establishment of PAAs which refer to unincorporated areas within the designated urban growth area of a city or town identified as being appropriate for annexation at some point in the future. These areas had been previously identified as “urban service areas.” The term “urban service area” created some confusion as utilities designate service areas which encompass the areas that are provided services and may or may not be located within the urban growth area. Whereas, “urban service areas” was used by Pierce County only to denote areas within the urban growth area that could be annexed by a city.

Areas identified as an “urban service area” for a specific city or town at the conclusion of Pierce County’s 2013 amendment cycle will be relabeled as PAAs.

The amendments encourage a more coordinated strategy to facilitate the annexation of areas within designated urban growth areas. This strategy encompasses:

- Encouraging joint planning agreements and annexation plans for existing areas affiliated with cities and towns;
- Limiting cities and towns to the annexation of territory only within their adopted PAA;
- Exploring and establishing financial incentives to encourage annexation of unincorporated urban areas;
- Exploring potential partnerships between the County and cities/towns in grant funding opportunities to overcome annexation obstacles;
- Encouraging cities and towns to include a mix of existing commercial, residential, and vacant areas, if appropriate, in future annexation proposals;
- Identifying unincorporated “islands” between cities and towns as the County’s highest priority for annexation; and
- Ensuring that PAAs are identified in a city’s or town’s comprehensive plan; and
- County support of annexation if a joint planning agreement has been signed with the respective city or town.

RESOLUTION NO. 2415

**A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF BONNEY LAKE,
PIERCE COUNTY, WASHINGTON AUTHORIZING THE MAYOR TO SIGN AN
INTERLOCAL AGREEMENT WITH PIERCE COUNTY FOR CERTAIN
AMENDMENTS TO THE PIERCE COUNTY COUNTYWIDE PLANNING POLICES
AS RECOMMENDED BY THE PIERCE COUNTY REGIONAL COUNCIL**

The City Council of the City of Bonney Lake, Washington, does hereby resolve that the Mayor is authorized to sign the attached Interlocal attached hereto as Exhibit “A” and incorporated herein by this reference.

PASSED by the City Council this _____ day of _____ 2014.

Mayor Neil Johnson, Jr.

ATTEST:

Harwood T. Edvalson, CMC
City Clerk

APPROVED AS TO FORM:

Kathleen J. Haggard, City Attorney

RESOLUTION 2415

EXHIBIT A

INTERLOCAL AGREEMENT

AMENDMENTS TO THE PIERCE COUNTY

COUNTYWIDE PLANNING POLICIES

This agreement is entered into by and among the cities and towns of Pierce County and Pierce County. This agreement is made pursuant to the provisions of the Interlocal Cooperation Act of 1967, Chapter 39.34 RCW. This agreement has been authorized by the legislative body of each jurisdiction pursuant to formal action and evidenced by execution of the signature page of this agreement.

BACKGROUND:

- A. The Pierce County Regional Council (PCRC) was created in 1992 by interlocal agreement among the cities and towns of Pierce County and Pierce County. The organization is charged with responsibilities, including: serving as a local link to the Puget Sound Regional Council, promoting intergovernmental cooperation, facilitating compliance with the coordination and consistency requirements of the Growth Management Act (Chapter 36.70A RCW) and the Regional Transportation Planning Organization (Chapter 47.80 RCW), and developing a consensus among jurisdictions regarding the development and modification of the Countywide Planning Policies.
- B. The Pierce County Countywide Planning Policies provide for amendments to be adopted through amendment of the original interlocal agreement, or by a new interlocal agreement. The Pierce County Countywide Planning Policies may be amended upon the adoption of amendments by the Pierce County Council and ratification by 60 percent of the jurisdictions in Pierce County representing 75 percent of the total Pierce County population as designated by the State Office of Financial Management at the time of the proposed ratification.
- C. A demonstration of ratification shall be by execution of an interlocal agreement or the absence of a legislative action to disapprove a proposed amendment.
- D. A jurisdiction shall be deemed as casting an affirmative vote if it has not taken legislative action to disapprove a proposed amendment within 180 days from the date the Pierce County Council formally authorizes the Pierce County Executive to enter into an interlocal agreement.
- E. The Pierce County Regional Council formally authorized the Pierce County Executive to enter into an interlocal agreement on June 24, 2014.

- F. The amendment incorporates new policies that set criteria and a process for the formal recognition of areas that serve as important centers within Pierce County communities. This formal recognition may be used in future countywide project evaluations.
- G. The Pierce County Regional Council recommended adoption of the proposed amendment on October 17, 2013.

PURPOSE:

This agreement is entered into by the cities and towns of Pierce County and Pierce County for the purpose of ratifying and approving the attached amendment to the Pierce County Countywide Planning Policies (Exhibit A).

DURATION:

This agreement shall become effective upon execution by 60 percent of the jurisdictions in Pierce County, representing 75 percent of the total Pierce County population as designated by the State Office of Financial Management at the time of the proposed ratification. This agreement will remain in effect until subsequently amended or repealed as provided by the Pierce County Countywide Planning Policies.

SEVERABILITY:

If any of the provisions of this agreement are held illegal, invalid, or unenforceable, the remaining provisions shall remain in full force and effect.

FILING:

A copy of this agreement shall be filed with the Secretary of State, Washington Department of Commerce, the Pierce County Auditor, and each city and town clerk.

IN WITNESS WHEREOF, this agreement has been executed by each member jurisdiction as evidenced by the signature page affixed to this agreement.

INTERLOCAL AGREEMENT

AMENDMENTS TO THE PIERCE COUNTY

COUNTYWIDE PLANNING POLICIES

Signature Page

The legislative body of the undersigned jurisdiction has authorized execution of the Interlocal Agreement, Amendments to the Pierce County Countywide Planning Policies.

IN WITNESS WHEREOF

This agreement has been executed by City of Bonney Lake

BY: _____
Mayor Neil Johnson, Jr.

DATE: _____

Approved as to Form:

BY: _____
Kathleen J. Haggard, City Attorney

Approved:

BY: _____
(Pierce County Executive)

EXHIBIT A

Proposed Amendment
to the
Pierce County Countywide Planning
Addressing

Potential Annexation Areas
And Annexation

**COUNTYWIDE PLANNING POLICY ON URBAN GROWTH AREAS,
PROMOTION OF CONTIGUOUS AND ORDERLY DEVELOPMENT
AND PROVISION OF URBAN SERVICES TO SUCH DEVELOPMENT**

Background - Requirements of Growth Management Act

The Washington State Growth Management Act has as planning goals the encouragement of development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner [RCW 36.70A.020(1)], the reduction of sprawl (i.e., the inappropriate or premature conversion of undeveloped land into low-density development) [RCW 36.70A.020(2)], and the provision of adequate public facilities and services necessary to support urban development at the time the development is available for occupancy and use (without decreasing current service levels below locally established minimum standards) [RCW 36.70A.020(12)] as planning goals.

The Growth Management Act further requires (1) that the County designate an "urban growth area" (UGA) or areas within which urban growth shall be encouraged and outside of which growth shall occur only if it is not "urban" in character; (2) that each municipality in the County be included within an UGA; (3) that an UGA include territory outside of existing municipal boundaries only if such territory is characterized by urban growth or is adjacent to territory that is already characterized by urban growth. [RCW 36.70A.110(1); for definition of "urban growth" see RCW 36.70A.030(17).]

The designated UGAs shall be of adequate size and appropriate permissible densities so as to accommodate the urban growth that is projected by the State Office of Financial Management to occur in the County for the succeeding 20-year period. While each UGA shall permit urban densities, it shall also include greenbelt and open space areas [RCW 36.70A.110(2)].

As to the timing and sequencing of urban growth and development over the 20-year planning period, urban growth shall occur first in areas already characterized by urban growth that have existing public facility and service capacities to service such development, second in areas already characterized by urban growth that will be served by a combination of both existing public facilities and services and any additional needed public facilities and services that are provided by either public or private sources [RCW 36.70A.110(3)]. Urban government services shall be provided primarily by cities, and it is not appropriate that urban governmental services be extended to or expanded in rural areas except in those limited circumstances shown to be necessary to protect basic public health and safety and environment, and when such services are financially supportable at rural densities and do not permit urban development [RCW 36.70A.110(4)].

The Growth Management Act Amendments expressly require that countywide planning policies address the implementation of UGA designations [RCW 36.70A.210(3)(a)], the promotion of contiguous and orderly development, the provision of urban services to such development [RCW

36.70A.210(3)(b)], and the coordination of joint county and municipal planning within UGAs [RCW 36.70A.210(3)(f)].

VISION 2040 Multicounty Planning Policies (MPPs)

VISION 2040 calls for a more efficient, sustainable, and strategic use of the region's land. It identifies urban lands as a critical component to accommodate population and employment growth in a sustainable way. VISION 2040 calls for directing development to the region's existing urban lands, especially in centers and compact communities, and limiting growth on rural lands. The Regional Growth Strategy found in VISION 2040 allocates 93 percent of the region's future population growth and 97 percent of its employment growth into the existing urban growth area. Cities are divided into four distinct groups: Metropolitan Cities, Core Cities, Large Cities, and Small Cities. An additional geography is Unincorporated Urban Growth Areas. VISION 2040 recognizes that unincorporated urban lands are often similar in character to cities they are adjacent to, calling for them to be affiliated with adjacent cities for joint planning purposes and future annexation.

VISION 2040 recognizes that compact development creates vibrant, livable, and healthy urban communities that offer economic opportunities for all, provide housing and transportation choices, and use our resources wisely. The Multicounty Planning Policies support the effective use of urban land and include provisions that address brownfield and contaminated site clean-up, the development of compact communities and centers with pedestrian-friendly, transit-oriented locations and a mix of residences, jobs, retail, and other amenities, and the siting of facilities and major public amenities in compact urban communities and centers.

VISION 2040 recognizes that centers provide easy access to jobs, services, shopping, and entertainment. With their mix of uses and pedestrian-friendly design, they can rely less on forms of transportation that contribute to air pollution and greenhouse gas emissions. VISION 2040 identifies 27 regional growth centers. These places play an important role as locations of the region's most significant business, governmental, and cultural facilities. The 18 cities that have one or more regional growth centers are expected to accommodate a significant portion of the region's residential growth (53 percent) and employment growth (71 percent).

VISION 2040 calls for local jurisdictions with regional growth centers to adopt housing and employment targets for each center. Eight regional manufacturing/industrial centers have also been designated. These are locations for more intensive commercial and industrial activity. Both regional growth centers and regional manufacturing/industrial centers are focal points for economic development and transportation infrastructure investments. Subregional centers, including downtowns in suburban cities and other neighborhood centers, also play an important role in VISION 2040's Regional Growth Strategy. These, too, are strategic locations for concentrating jobs, housing, shopping, and recreational opportunities. VISION 2040 calls for each of the region's cities to develop

one or more central places as compact mixed-use hubs for concentrating residences, jobs, shops, and community facilities.

Urban services addressed in VISION 2040 include wastewater and stormwater systems, solid waste, energy, telecommunications, emergency services, and water supply. An overarching goal of VISION 2040 is to provide sufficient and efficient public services and facilities in a manner that is healthy, safe, and economically viable. Conservation is a major theme throughout VISION 2040. The Multicounty Planning Policies address increasing recycling and reducing waste and encouraging more efficient use of water, low-impact development techniques, and renewable and alternative energy. The Multicounty Planning Policies also address siting of public facilities and the appropriateness and scale of particular public services.

VISION 2040 calls for jurisdictions to invest in facilities and amenities that serve centers and restrict urban facilities in rural and resource areas. The Multicounty Planning Policies also discourage schools and other institutions serving urban residents from locating outside the urban growth area.

Principles of Understanding Between Pierce County and the Municipalities in Pierce County

While following the goals and regulations of the Growth Management Act, Pierce County and the municipalities in Pierce County will strive to protect the individual identities and spirit of each of our cities and of the rural areas and unincorporated communities.

Further agreements will be necessary to carry out the framework of joint planning adopted herein. These agreements will be between the County and each city and between the various cities.

The services provided within our communities by special purpose districts are of vital importance to our citizens. Consistent with the adopted regional strategy, these districts will be part of future individual and group negotiations under the framework adopted by the County and municipal governments.

While the Growth Management Act defines sewer service as an urban service, Pierce County currently is a major provider of both sewer transmission and treatment services. The County and municipalities recognize that it is appropriate for the County and municipalities to continue to provide sewer transmission and treatment services.

The County recognizes that unincorporated lands within UGAs are often Potential Annexation Areas for cities. Although annexation is preferred, these are also areas where incorporation of new cities could occur. The County will work with existing municipalities and emerging communities to make such transitions efficiently. The identification of "Potential Annexation Areas" (PAAs) is intended to serve as the foundation for future strategies to annex areas within the urban growth area. A Potential Annexation Area refers to an unincorporated area within the designated urban growth area which a

city or town has identified as being appropriate for annexation at some point in the future. A Potential Annexation Area designation does not obligate a jurisdiction to annex an area within a defined timeline. It is the County's authority, in consultation with cities and towns, to adopt the urban growth area(s), and identify individual Potential Annexation Areas.

In order to promote logical, orderly, and systematic annexations of the urban growth area(s), the County in partnership with cities and towns, should establish joint planning agreements and annexation plans prior to expanding or adding to existing PAAs. Creation of new PAAs prior to the annexation of existing PAAs may directly impact Pierce County government and its service obligations, and may undermine the transition of existing unincorporated lands into cities and towns.

The County encourages cities and towns to annex land within its respective PAAs. The County recognizes cities and towns may not have a financial incentive to annex areas that will require more expenditures than the revenue produced through property or sales tax. Jurisdictions need to be creative in identifying potential financial incentives, in addition to establishing partnerships to overcome the financial obstacles. As a means to allocate resources, the County should prioritize the PAAs, with the highest being unincorporated "islands" between cities and towns. Pierce County shall support future annexations for areas in which a joint planning agreement exists between the County and appropriate city or town.

At the same time, annexations and incorporations have direct and significant impacts on the revenue of County government, and therefore, may affect the ability of the County to fulfill its role as a provider of certain regional services. The municipalities will work closely with the County to develop appropriate revenue sharing and contractual services arrangements that facilitate the goals of GMA.

The Countywide Planning Policies are intended to be the consistent "theme" of growth management planning among the County and municipalities. The policies also spell out processes and mechanisms designed to foster open communication and feedback among the jurisdictions. The County, and the cities and towns, will adhere to the processes and mechanisms provided in the policies.

Growth Targets

The Regional Growth Strategy set forth in VISION 2040 provides guidance for the distribution of future population and employment growth through the year 2040 within the Central Puget Sound Region. This strategy, in combination with the Office of Financial Management's population forecasts, provides a framework for establishing growth targets consistent with the requirements of the Growth Management Act. Consistent with VISION 2040, these growth targets are the minimum number of residents, housing units, or jobs a given jurisdiction is planning to accommodate within the appropriate planning horizon and are informational tools integrated into local land use plans to assist in formulating future residential and employment land needs. These targets are to be developed

through a collaborative countywide process that ensures all jurisdictions are accommodating a fair share of growth.

Achievement of the future envisioned by VISION 2040 will be challenging. Jurisdictions in some regional geographies will likely be planning for growth targets that are above or below the policy direction set by the Regional Growth Strategy because they are on a front- or back-loaded growth trajectory toward 2040. In other regional geographies, recent growth has been at such significant odds with the policy direction set by the Regional Growth Strategy (such as recent growth in unincorporated urban Pierce County from 2000 to 2007 has already accounted for more than half of the 40-year growth allocation), that the 2040 goal will likely be exceeded. In such cases, jurisdictions are asked to set growth targets as close to VISION 2040 as reasonably possible in an effort to “bend the trend” of future growth to more closely conform to the Regional Growth Strategy. If a jurisdiction’s adopted target is lower or higher than expected from a straight-line application of the Regional Growth Strategy, certification by the Puget Sound Regional Council (PSRC) will be based on the actions and measures taken or proposed to be put in place to bend the trend, not just on an assessment of the adopted targets.

It is recognized that some of the urban growth areas in existence prior to the adoption of VISION 2040 may contain more potential housing and employment capacity based upon zoning, allowed density, land division patterns, and other factors than is needed to accommodate the growth target of the associated geography. In many cases, these urban growth areas have been in existence for a decade or more, contain existing development patterns, which are urban in character, and are served by sanitary sewer and other urban infrastructure. These areas are largely expected to remain within the urban growth area consistent with their urban character. Expansion of the urban growth area boundaries that do not comply with provisions in the Amendments and Transition section of these policies is acknowledged to be inconsistent with CPPs and is strongly discouraged.

Centers

Centers are to be areas of concentrated employment and/or housing within UGAs which serve as the hubs of transit and transportation systems. Centers and connecting corridors are integral to creating compact urban development that conserves resources and creates additional transportation, housing, and shopping choices. Centers are an important part of the regional strategy (VISION 2040) for urban growth and are required to be addressed in the Countywide Planning Policies. Centers will become focal points for growth within the County's UGA and will be areas where public investment is directed.

Centers are to:

- be priority locations for accommodating growth;
- strengthen existing development patterns;
- promote housing opportunities close to employment;

- support development of an extensive multimodal transportation system which reduces dependency on automobiles;
- reduce congestion and improve air quality; and
- maximize the benefit of public investment in infrastructure and services.

VISION 2040, the adopted regional growth strategy, identifies several centers as an integral feature for accommodating residential and employment growth. The strategy describes Regional Growth Centers, and other centers that may be designated through countywide processes or locally. Regional Growth Centers once regionally designated are located either in Metropolitan Cities, or in Core Cities. VISION 2040 also identifies Manufacturing/Industrial Centers, which consist primarily of manufacturing and industrial uses. Pierce County has five Regional Growth Centers and two Manufacturing/Industrial Centers that have been adopted into the regional growth strategy. Pierce County Regional Growth Centers are located in Tacoma, which is a Metropolitan City, and in Lakewood and Puyallup, which are Core Cities.

Regional Growth Centers in the Metropolitan City

Tacoma Central Business District

Tacoma Mall

Regional Growth Centers in Core Cities

Lakewood

Puyallup Downtown

Puyallup South Hill

Currently there are no designated Countywide Centers.

Manufacturing/Industrial Centers are areas where employee- or land-intensive uses will be located. These centers differ from Regional Growth Centers in that they consist of an extensive land base and the exclusion of non-manufacturing or manufacturing-supportive uses is an essential feature of their character. These areas are characterized by a significant amount of manufacturing, industrial, and advanced technology employment uses. Large retail and non-related office uses are discouraged. Other than caretakers' residences, housing is prohibited within Manufacturing/Industrial Centers. However, these centers should be linked to high density housing areas by an efficient multimodal transportation system. The efficiency of rail and overland freight to markets is the critical element for manufacturers and industries located in these centers.

The designated Manufacturing/Industrial Centers, within Pierce County are as follows:

Manufacturing / Industrial Centers

Frederickson

Port of Tacoma

Within Pierce County, a limited number of additional centers may be designated through amendment of the Countywide Planning Policies consistent with the process below.

Designated centers may vary substantially in the number of households and jobs they contain today. The intent of the Countywide Planning Policies is that Regional Growth Centers become attractive places to live and work, while supporting efficient public services such as transit and being responsive to the local market for jobs and housing.

The Countywide Planning Policies establish target levels for housing and employment needed to achieve the benefit of a center. Some centers will reach these levels over the next twenty years, while for others the criteria set a path for growth over a longer term, providing capacity to accommodate growth beyond the twenty year horizon.

County-Level Centers Designation Process

The County and any municipality in the County that is planning to include a Metropolitan City Center, Regional Growth Center, Countywide Center or Manufacturing / Industrial Center within its boundaries shall specifically define the area of such center within its comprehensive plan. The comprehensive plan shall include policies aimed at focusing growth within the center and along corridors consistent with the applicable criteria contained within the Countywide Planning Policies. The County or municipality shall adopt regulations that reinforce the center's designation.

No more often than once every two years, the Pierce County Regional Council (PCRC) shall invite jurisdictions with centers already adopted in their comprehensive plan that seek to be designated as centers in the Countywide Planning Policies to submit a request for such designation. Said request shall be processed in accordance with established procedures for amending the Countywide Planning Policies.

Each jurisdiction seeking to have a center designated in the Countywide Planning Policies shall provide the PCRC with a report demonstrating that the proposed center meets the minimum criteria for designation together with a statement and map describing the center, its consistency with the applicable Countywide Planning Policies, and how adopted regulations will serve the center.

Transit services shall be defined in the broadest sense and shall include local and regional bus service, rail where appropriate, vanpool, carpool, and other transportation demand measures designed to reduce vehicle trips.

The minimum designation criteria to establish a candidate center by type are as follows:

Metropolitan City Center

Area: up to 1-1/2 square miles in size;

Capital Facilities: served by sanitary sewers;

Employment: a minimum of 25 employees per gross acre of non-residential lands with a minimum of 15,000 employees;

Population: a minimum of ten households per gross acre; and

Transit: serve as a focal point for regional and local transit services.

Regional Growth Center

Area: up to 1-1/2 square miles in size;

Capital Facilities: served by sanitary sewers;

Employment: a minimum of 2,000 employees;

Population: a minimum of seven households per gross acre; and

Transit: serve as a focal point for regional and local transit services.

Countywide Center

Area: up to one square mile in size;

Capital Facilities: served by sanitary sewers;

Employment: a minimum of 1,000 employees;

Population: a minimum of 6 households per gross acre; and

Transit: serve as a focal point for local transit services.

Manufacturing / Industrial Center

Capital Facilities: served by sanitary sewers;

Employment: a minimum of 7,500 jobs and/or 2,000 truck trips per day; and

Transportation: within one mile of a state or federal highway or national rail line.

The minimum criteria report and statement shall be reviewed by the Growth Management Coordinating Committee (GMCC) for consistency with Countywide Planning Policies, the Transportation Coordination Committee (TCC) for consistency with transportation improvements plans of WSDOT, and with Pierce Transit's comprehensive plan. The coordinating committees shall provide joint recommendation to the PCRC.

Once included in the Countywide Planning Policies, the jurisdiction where a center is located may go on to seek regional designation of the center from the Puget Sound Regional Council (PSRC) in accordance with its established criteria and process.

In order to be designated a Regional Growth Center the center should meet the regional criteria and requirements including those in VISION 2040, the regional growth, economic and transportation strategy as may be amended and designated by the Puget Sound Regional Council.

After county-level designation occurs within the Countywide Planning Policies and until regional-level designation by the PSRC occurs the center shall be considered a “candidate” Regional Growth Center.

Each jurisdiction which designates a Regional Growth Center shall establish 20-year household and employment growth targets for that Center. The expected range of targets will reflect the diversity of the various centers and allow communities to effectively plan for needed services. The target ranges not only set a policy for the level of growth envisioned for each center, but also for the timing and funding of infrastructure improvements. Reaching the target ranges will require careful planning of public investment and providing incentives for private investments.

Three candidate regional centers have been included into the Countywide Planning Policies. One of the candidate centers is a Regional Growth Center and the other two candidate centers are an Industrial/Manufacturing Center.

Candidate Regional Centers

University Place – Candidate Regional Growth Center

South Tacoma – Candidate Industrial/Manufacturing Center

Sumner-Pacific – Candidate Industrial/Manufacturing Center

Urban Growth Outside of Centers

A variety of urban land uses and areas of growth will occur outside of designated centers but within the UGA. Local land use plans will guide the location, scale, timing, and design of development within UGAs. The UGA will be where the majority of future growth and development will be targeted. Development should be encouraged which complements the desired focus of growth into centers and supports a multimodal transportation system. For example, policies which encourage infill and revitalization of communities would help to achieve the regional and statewide objectives of a compact and concentrated development pattern within urban areas. The Countywide Planning Policies provide guidance for development and the provision of urban services to support development within the UGA.

Satellite Cities and Towns

The cities and towns in the rural areas are a significant part of Pierce County's diversity and heritage. They have an important role as local trade and community centers. These cities and towns are the appropriate providers of local rural services for the community. They also contribute to the variety

of development patterns and housing choices within the county. As municipalities, these cities and towns provide urban services and are located within the County's designated UGA. The urban services, residential densities and mix of land uses may differ from those of the large, contiguous portion of the UGA in Pierce County.

Countywide Planning Policy

UGA-1. The County shall designate the countywide urban growth area and Potential Annexation Areas within it, in consultations between the County and each municipality.

1.1 County referral of proposed urban growth area and Potential Annexation Area designations to the Pierce County Regional Council (PCRC).

1.1.1 The PCRC may refer the proposed designations to the Growth Management Coordinating Committee (GMCC), or its successor entity for technical advice and for a report.

1.1.2 The PCRC may conduct public meetings to review the proposed designation and, at such meetings, may accept oral or written comments and communications from the public.

1.1.3 At the conclusion of its review and analysis, the PCRC shall make a recommendation to the County and to the municipalities in the County.

1.2 Once adopted by the County, the urban growth area and Potential Annexation Area(s) designations shall not be changed except in accordance with the Countywide Policy on "Amendments and Transition."

1.2.1 A jurisdiction shall not be required to modify existing urban growth area boundaries or Potential Annexation Areas in order to reduce the residential or employment capacity to conform to adopted growth targets reflecting VISION 2040's Regional Growth Strategy. Jurisdictions shall, however, consider the adopted growth targets when updating their local comprehensive plans.

1.2.2 Growth targets are the minimum number of residents, housing units, or jobs a given jurisdiction is planning to accommodate within the appropriate planning horizon and are to be developed through a collaborative countywide process that ensures all jurisdictions are accommodating a fair share of growth. These targets are informational

tools integrated into local land use plans to assist in formulating future residential and employment land needs.

UGA-2. The following specific factors and criteria shall dictate the size and boundaries of urban growth areas:

2.1 Size

2.1.1 Urban growth areas must be of sufficient size to accommodate the urban growth projected to occur over the succeeding 20-year planning period taking into account the following:

- a. land with natural constraints, such as critical areas (environmentally- sensitive land);
- b. agricultural land to be preserved;
- c. greenbelts and open space;
- d. New Fully Contained Communities pursuant to RCW § 36.70A.350;
- e. maintaining a supply of developable land sufficient to allow market forces to operate and precluding the possibility of a land monopoly but no more than is absolutely essential to achieve the above purpose;
- f. existing projects with development potential at various stages of the approval or permitting process (i.e., the "pipeline");
- g. land use patterns created by subdivisions, short plats or large lot divisions;
- h. build-out of existing development and areas which are currently only partially built out;
- i. follow existing parcel boundary lines.

2.1.2 The County, and each municipality in the County, shall cooperatively develop and propose objective standards and criteria to disaggregate the State Office of Financial Management's Countywide growth forecasts and VISION 2040 Regional Growth Strategy forecasts for the allocation of projected population to the County and municipalities, taking into account the availability and concurrency of public facilities and services with the impact of development, as well as the VISION 2040 Regional Growth Strategy.

2.1.3 The County shall use a consistent countywide targeting process for allocating population and employment growth consistent with the regional vision, including establishing:

- a. local employment targets,
- b. local housing targets based on population projections, and
- c. local housing and employment targets for each designated regional growth center.

2.2 Boundaries

2.2.1 The following shall be considered in determining the location of urban growth area boundaries:

- a. geographic, topographic, and manmade features;
- b. public facility and service availability, limits and extensions;
- c. jurisdictional boundaries including special improvement districts;
- d. location of designated natural resource lands and critical areas;
- e. avoidance of unserviceable islands of County land surrounded by other jurisdictional entities;
- f. destination 2030 urban/rural line and PSCAA burn ban line.

Phasing of Development within the Urban Growth Area

2.3 The County and each municipality in the County shall seek to direct growth as follows:

- a. first to cities and towns, centers and urbanized areas with existing infrastructure capacity;
- b. second to areas that are already urbanized such that infrastructure improvements can be easily extended; and
- c. last to areas requiring major infrastructure improvements.

2.3.1 Capital facilities plans shall identify existing, planned, and future infrastructure needs within Urban Growth Areas.

2.3.2 The County and each municipality in the County should identify appropriate levels of service and concurrency standards that address schools, sewer, water, and parks.

2.3.3 The County and each municipality in the County shall identify appropriate levels of service and multimodal concurrency standards that address roads.

2.4 The urban growth area in unincorporated portions of the County shall be limited to the following:

2.4.1 build-out of existing partially developed areas with urban services;

- 2.4.2 new fully contained communities;
- 2.4.3 redevelopment corridors.

- 2.5 The County's urban growth area may be extended to allow for build-out of newly developed areas only if development capacity within Potential Annexation Areas and growth in the areas identified in Policy 2.4 is determined to be inadequate to meet total population and employment projections consistent with the other policies set forth herein.
- 2.6 Encourage efficient use of urban land by maximizing the development potential of existing urban lands, such as advancing development that achieves zoned density.
- 2.7 The urban growth area in existence prior to the adoption of VISION 2040 may contain capacity beyond that needed to accommodate the growth target per regional geography for the succeeding 20-year planning period based upon existing zoning designations, allowed density, existing land division patterns, and similar factors. It is permissible for such areas to continue to be designated as urban growth areas. Expansion of these urban growth area boundaries is acknowledged to be inconsistent with the CPPs and strongly discouraged if the urban growth area expansion is not in accordance with policy AT-2.3.

UGA-3. Potential annexation areas shall be designated through the Pierce County Comprehensive Plan in consultation with cities and towns.

- 3.1 A city or town shall first identify a Potential Annexation Area(s) within its respective Comprehensive Plan;
- 3.2 Potential Annexation Area boundaries shall be determined with consideration for the following additional factors;
 - 3.2.1 the VISION 2040 document, including Multicounty Planning Policies;
 - 3.2.2 the carrying capacity of the land considering natural resources, agricultural land and environmentally-sensitive lands;
 - 3.2.3 population, housing, and employment projections;
 - 3.2.4 financial capabilities and urban services capacities;
 - 3.2.5 consistency and compatibility with neighborhood, local and regional plans;
 - 3.2.6 the existing land use and subdivision pattern;
 - 3.2.7 property access and ownership.

- 3.3 Potential Annexation Areas should not overlap or leave unincorporated urban islands between cities and towns.
 - 3.3.1 Future requests to establish a new Potential Annexation Area shall not result in an overlap with an existing Potential Annexation Area or create islands between cities and towns.
 - 3.3.2 Cities and towns with existing Potential Annexation Area overlaps should work toward resolving the existing overlaps.
- 3.4 The urban service areas and satellite urban growth areas as designated through the Pierce County Comprehensive Plan as of June 30, 2013 shall be recognized as designated Potential Annexation Areas.
 - 3.4.1 Urban service area designations approved by the Pierce County Council through its 2013 Comprehensive Plan Amendment Cycle shall be recognized as a Potential Annexation Area.
 - 3.4.2 Boundaries of the Potential Annexation Areas should not split parcels. Efforts should be put forth to resolve split parcels prior to the initial designation of Potential Annexation Areas.

Annexation within the Urban Growth Area

- UGA-4. Pierce County, in conjunction with its cities and towns, shall establish a strategy for future annexations within the urban growth area.
 - 4.1 Annexation is preferred over incorporation within the urban growth area.
 - 4.2 The Potential Annexation Areas as identified in the Pierce County Comprehensive Plan shall be the foundation to an annexation strategy.
 - 4.2.1 Cities and towns are allowed to annex territory only within their adopted Potential Annexation Area as identified in the Pierce County Comprehensive Plan.
 - 4.2.2 Annexation of an area should be phased to coincide with a city or town's ability to coordinate the provision of a full range of urban services to the areas proposed for annexation.
 - 4.3 The County and its cities and towns should proactively coordinate the annexation of unincorporated areas within the urban growth area that are within each respective city or town's Potential Annexation Area.

- 4.3.1 The County and each city and town should work towards the establishment of annexation plans and joint planning agreements, with an exception for lands associated with Joint Base Lewis McChord and Camp Murray.
 - 4.3.1.1 A joint planning agreement is to serve as a mechanism where the County or a city can, prior to notice of annexation, identify potential objections and resolutions.
 - 4.3.1.2 An annexation plan should identify a potential schedule for annexation of areas with a city or town.
- 4.3.2 The County should explore and implement financial incentives for a city or town to annex areas associated with its respective Potential Annexation Area.
 - 4.3.2.1 Financial incentives may include the establishment of a County level grant fund to assist in financial challenges a city or town may have in annexing an area.
 - 4.3.2.2 Financial incentives may include the elimination or reduction in a fee associated with a County service to a city or town in exchange for annexing an area.
- 4.3.3 The County, and cities and towns, should explore potential partnerships in grant funding opportunities to overcome obstacles associated with annexing specific areas.
- 4.3.4 Cities and towns should recognize the financial impacts experienced by the County when annexation only encompasses commercial or greenfield areas and avoids existing residential development.
 - 4.3.4.1 Cities and towns are encouraged to include a mix of existing commercial, residential, and greenfield areas, where appropriate, in future annexation proposals.
- 4.4 The County should prioritize the adopted Potential Annexation Areas for annexation.
 - 4.4.1 The County's highest priority should be Potential Annexation Areas representing unincorporated "islands" between cities and towns; and,

4.4.2 The County shall support annexation for areas in which a joint planning agreement exists between the County and appropriate city or town.

Note: The policy numbers/citations for all policies that follow will need to be changed.

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Planning Commission

Memo

Date : September 17, 2014
To : Mayor and City Council
From : Grant Sulham, Planning Commission Chair
Re : **Countywide Planning Policies Amendments – Potential Annexation Areas**

The proposed amendments to the Countywide Planning Policies (CPPs) would replace the County’s current designating of “urban service areas” with Potential Annexation Areas to identify areas within the urban growth area that could be annexed by a city or town in Pierce County. The amendments encourage a more coordinated strategy to facilitate the annexation of areas within designated urban growth areas. This strategy encompasses:

- Encouraging joint planning agreements and annexation plans for existing areas affiliated with cities and towns;
- Limiting cities and towns to the annexation of territory only within their adopted PAA;
- Exploring and establishing financial incentives to encourage annexation of unincorporated urban areas;
- Exploring potential partnerships between the County and cities/towns in grant funding opportunities to overcome annexation obstacles;
- Encouraging cities and towns to include a mix of existing commercial, residential, and vacant areas, if appropriate, in future annexation proposals;
- Identifying unincorporated “islands” between cities and towns as the County’s highest priority for annexation; and
- Ensuring that PAAs are identified in a city’s or town’s comprehensive plan; and
- County support of annexation if a joint planning agreement has been signed with the respective city or town.

At the September 17, 2014 meeting, the Planning Commission consider the proposed modifications to the CPPs and voted **X-X-X** to recommend that the City Council pass Resolution 2415 authorizing the Mayor to sign the interlocal agreement ratifying the proposed amendments to the CPPs.