# COMMUNITY DEVELOPMENT

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## 1. INTRODUCTION

The Community Development Element establishes the policy framework that will shape the physical development of Bonney Lake and fulfills the requirements of Revised Code of Washington (RCW) sections 36.70A.070(1) and 36.70.A.070(2) that local comprehensive plans address land use and housing. The City has chosen to combine the required land use element and housing element into one element due to the significant interrelatedness of these issues, and the role these issues play in improving the

"It is the intent of the Planning Commission and Town Council to develop a 'New Town' within the Greater Puget Sound Region. This town is to be well organized, have adequate play space for children, have school facilities within walking distance of small children, shopping centers at convenient places, separate pedestrian and vehicular traffic, and provide those amenities of life which make life well worth living within the Town of Bonney Lake."

> Plan for Bonney Lake, Washington May 2, 1964

health of the residents of Bonney Lake. Specific characteristics of the built environment that have the potential to enhance community's social capital and create a corresponding improvement in the health of the community related to land use and housing policies include encouraging mixed land uses, creating meeting destinations such as parks or other public spaces, providing neighborhood walkability, and ensuring the upkeep of the community.<sup>1</sup>

While all elements of the Comprehensive Plan have equal weight under the Growth Management Act (GMA) – Chapter 36.70A RCW, seven of the fourteen goals of the GMA specifically pertain to land use and housing:

- ➤ **Urban Growth:** Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
- ➤ **Reduces Sprawl:** Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.
- ➤ **Housing:** Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.
- ➤ **Property Rights:** Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.
- **Permits:** Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.



- ➤ Open Space and Recreation: Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks.
- ➤ Citizen Participation and Coordination: Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.

The Community Development Element is also crucial to guiding the City toward being a sustainable suburb with a land use pattern that consumes less energy, is less dependent on automobiles, supports local businesses; promotes public health, and is inclusive of persons of all ages, income levels, and physical capabilities. The Element has also been carefully integrated with the Community Mobility Element to promote a future development pattern that reflects the opportunities and constraints of the transportation system.

The Element is divided into nine sections. The first section provides an overview of existing conditions at a citywide level. The second section identifies the City's official Potential Annexation Areas within the current Pierce County Comprehensive Urban Growth Area (CUGA). This section also identifies areas that the City would like to add as Potential Annexation Areas, some of these areas are located within the CUGA, while some are located outside of the CUGA. The third section addresses the City's growth projections over the twenty-year planning horizon of the Comprehensive Plan. The fourth section presents the Future Land Use Map and Land Use Designations. It uses color-coded categories, defined in detail in this Element, to show the land use intent over the twenty-year time horizon of the Comprehensive Plan. The fifth section addresses development patterns within Bonney Lake with discussion on topics such as centers, light industrial development, residential neighborhoods, open space, public spaces, scenic resources, gateways, and guiding future development. The sixth section focuses on housing, with special attention paid to providing housing that is affordable to all income levels. The final section addresses the protection of property rights, which is one of the goals of the Growth Management Act.

# 2. COMMUNITY DEVELOPMENT VISION

The citizens of Bonney Lake envision a City that conserves the area's existing natural and scenic amenities; that strives for a balanced community that enhances the existing residential character with a thoughtful blending of economic activities; that promotes a safe, attractive, and healthy living environment with a variety of physical, educational, economic, and social activities; that develops actionable and descriptive plans to guide development and to ensure that capital facilities and public services are available and adequate to serve the current and future residents; and that uses tax revenues are used in an efficient and transparent manner to provide services to the residents of the community and to enhance the quality of life.



# 3. EXISTING CONDITIONS

#### 3.1 POPULATION

The total population within the incorporated boundaries of Bonney Lake as of April 1, 2014 was 18,520 according to the Washington State Office of Financial Management (OFM), making Bonney Lake the fifthmost populous city in Pierce County. The City has experience rapid population growth over the last sixty-five years due to extensive single-family residential development and annexations.

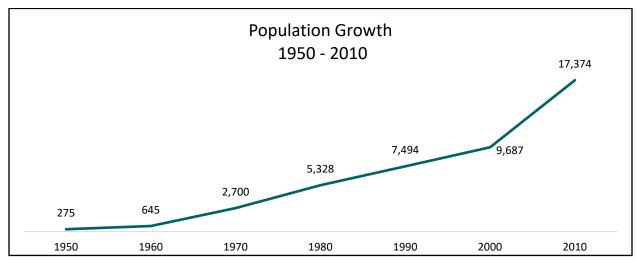


Figure 2-1: Population Growth

Bonney Lake has had an annual average growth rate of 2.1% over the thirty-year period from 1980 to 2010: excluding growth due to annexations. The population of Bonney Lake is predominately younger with over three quarters of the City's population under the age of 50. The largest segment of Bonney Lake's population is between the ages of 30 and 49, a group that represents a third of the City's population.

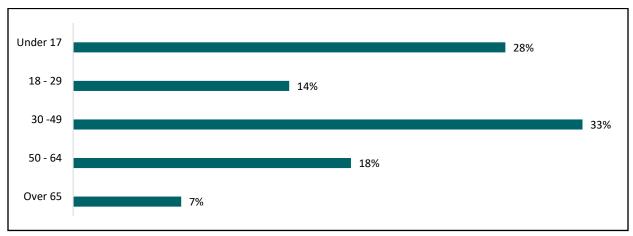


Figure 2-2: Bonney Lake Resident's Ages<sup>2</sup>



While understanding the ages of the population within a community is important, the typical age groupings can span multiple generational cohorts. For example, the age grouping of 30 to 49 spans three generational cohorts: the Baby Boomer Generation, Generation X, and the Millennial Generation. Understanding the generational spilt of a community is crucial, as each cohort approaches housing and other land use issues with different attitudes and expectations. Three generational cohorts represent over three quarters of the population in the Bonney Lake: the Baby Boomer Generation, Generation X and the Millennial Generation.

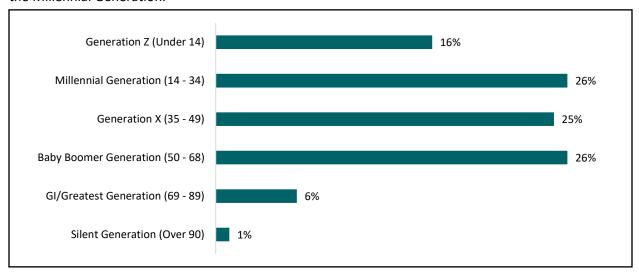


Figure 2-3: Bonney Lake's Generational Makeup<sup>3</sup>

As the City plans for the next twenty years, understanding the attitudes and desires of the Baby Boomer Generation and the Millennial Generation will be critical. By the end of the planning horizon in 2035, these two cohorts will be making major transitions in their lifestyles: the youngest members of the Baby Boomer Generation will be seventy-one, and the youngest member of the Millennial Generation will be thirty-five.

Members of the Millennial Generation are generally looking for places to live that are affordable and can provide a lifestyle similar to the downtowns of large metropolitan centers. Satellite cities and suburban towns will need to evolve to be attractive to this generation as they are looking for communities that provide the ability to walk everywhere, amenities, great public spaces, and access to shopping, dining, and transit. In addition, as the Baby Boomer Generation enters the age of retirement, members of this cohort are often looking to trade in their large-lot single-family detached homes in favor smaller-lot single-family homes, condominiums, and townhouses that are located in walkable areas, have convenient transit linkages, and good public services (e.g. libraries, cultural activities, senior centers). To remain vibrant suburban cities like Bonney Lake will need to make the switch from auto-centric patterns to more walkable communities, with lots of amenities that can be reached efficiently from major job centers via transit in order to attracted these two generational cohorts, which represent the City's, County's, State's, and Nation's two biggest generations.

#### 3.2 FTHNICITY

Approximately eight-nine percent of the population in Bonney Lake is considered Caucasian, and approximately six percent is considered Hispanic. The other five percent of the population consists of African Americans (1.25%), Native American/Alaskan (1%), Asian (2.50%), and Pacific Islander (0.25%).

#### 3.3 EDUCATIONAL ATTAINMENT

In Bonney Lake, almost all residents have a high school diploma or equivalent, but only a third have a college degree.

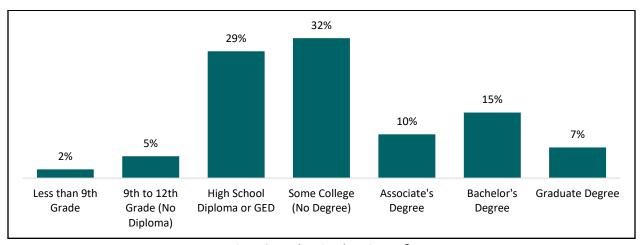


Figure 2-4: Educational Attainment<sup>7</sup>

# 3.4 INCOME AND LIFESTYLE

Bonney Lake has a household median income of \$77,432, which is higher than the median household income for Pierce County of \$59,105.8 Bonney Lake has a high median income and relatively uniform distribution of household incomes, with three quarters of the households in Bonney Lake making more than \$50,000.

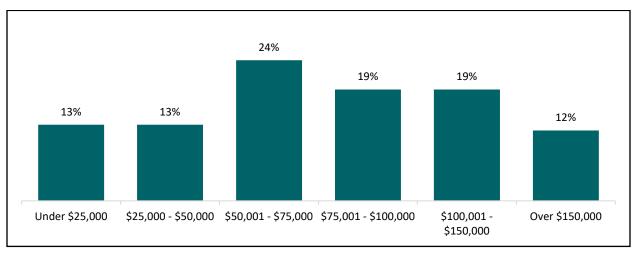


Figure 2-5: Bonney Lake Incomes<sup>9</sup>



Approximately seven percent of Bonney Lake households live below 100% of the Federal Poverty Level as compared to the Pierce County average of nine percent.<sup>10</sup> The Federal Poverty Level is a sliding scale, based on the total annual income of the household and the number of individuals living in the household. A copy of the 2014 Federal Poverty Table is provided below:

HOUSEHOLD SIZE	HOUSEHOLD INCOME
1	\$11,670
2	\$15,730
3	\$19,790
4	\$23,850
5	\$27,910
6	\$31,970
7	\$36,030
8	\$40,090

Table 2-1: 2014 Federal Household Poverty Levels<sup>11</sup>

## 3.5 LAND USE

Bonney Lake's land use pattern is defined by the City's topography, recreational past, early settlement patterns, transportation network, and location within the nation's thirteenth largest major metropolitan area. When the City incorporated in 1949, it was developed primarily as a bedroom community, with residents commuting to the employment centers to the north and west for work. This trend has continued over the last sixty-five years, and will likely continue into the future.

Bonney Lake is located on an undulating plateau located between the Puyallup River Valley and the Carbon River Valley. The south shores of Lake Tapps frame the City on the north. Fennel Creek and its associated wetlands and farmlands divide the north and west portions of Bonney Lake from the south and east portion. Geographically, the City is the sixth largest city wholly located in the Pierce County, encompassing almost 7.4 square miles (4,727.32 acres). Table 2-2 provides a breakdown of the different land uses within Bonney Lake.

LAND USE CATEGORY	EXISTING ACREAGE	PERCENT OF TOTAL
Residential – Single Family/Mobile Home	2,233	43.68%
Residential – Duplexes	37	0.72%
Residential – Multi-Family	20	0.39%
Residential Subtotal	2,290	44.80%
Open Space – Greenbelts	146	2.86%
Open Space – Public Parks	123	2.41%
Open Space - Private Parks	111	2.17%
Open Space - Agriculture/Timber	76	1.49%
Open Space - Lakes	424	8.29%
Open Space - Conservation	22	0.43%
Open Space Subtotal	902	17.64%
Warehousing - Logistics	19	0.37%
Retail - Food Services	181	3.54%
Professional Services	91	1.78%
Commercial Subtotal	291	5.69%
Public Facilities	125	2.45%
Utilities	88	1.72%
Right-of-Way	622	12.17%
Public Subtotal	835	16.33%
Vacant	794	15.53%
TOTAL:	5,112	100.00%

Table 2-2: Bonney Lake's Land Uses

#### **Residential Uses**

Bonney Lake has approximately 2,290 acres of residential development. This acreage accommodates 6,759 housing units as of 2014, for an average citywide residential density of 2.95 units per net acre. Some 2,233 acres, or approximately ninety-seven and half percent of the residential total, has been developed with detached homes, including mobile and manufactured homes. The average density in these areas detached residential development is 2.62 units per net acre. This relatively low density reflects the legacy of the City's early evolution as an auto-oriented community. Only two and half percent of Bonney Lake's residential land area is developed with multi-family housing, including duplexes, apartments, and condominiums. Densities in these areas are substantially higher, averaging over 9.36 units per net acre.

Most of the City's medium and high-density uses are located in the Downtown, the Lake Tapps, and Midtown Centers. The prevailing development form in these areas consist of two to three story garden apartment complexes and duplexes in landscaped settings. Some of these complexes consist of multiple buildings surrounding shared amenities. Mid-rise residential buildings of four to seven stories do not currently exist.



#### **Commercial Uses**

Bonney Lake contains approximately 291 acres of commercial development. This includes 19 acres of warehousing and logistics uses, 91 acres of professional office uses, and 181 acres of general commercial uses, including retail, personal services, restaurants, and entertainment. Bonney Lake's commercial areas serve to provide identity and focal points for subareas in the City. Over the last twenty-years, more regionally oriented shopping areas have emerged. These areas include primarily big-box retailers, smaller retailers, and restaurant uses.

#### Public/Utility/Right-of-Way

Existing activities in this category include a variety of public uses, transportation facilities, utility infrastructure, governmental buildings, public schools and community facilities. There are approximately 835 acres in this use. Over half of this area is dedicated as public rights-of-way and private streets.

#### **Open Space**

Open Space is the second largest land use in Bonney Lake, encompassing over 902 acres. Open space is classified in several categories including areas set aside for timber or agriculture, lakes, designated greenbelts, conservation areas, private parks and public parks.

#### **Vacant**

The Tax Assessor classifies almost 794 acres of land in Bonney Lake as "vacant." These sites generally consist of unimproved private properties planned and zoned for development. However, some of these properties may be difficult to develop due to environmental and / or access constraints. After subtracting out constrained or unavailable properties, only about 287 acres of vacant land remain: 173 acres zoned for residential use and 114 acres zoned for commercial or mixed use.

#### 3.6 HOUSING STOCK

As of 2014, there are 6,759 housing units in the City of Bonney Lake with an average occupancy rate of 0.943335%. Approximately eighty-three percent (83%) of the housing stock consisting of detached homes. The other seventeen percent (17%) of the housing stock consists of townhomes (attached homes each located on its own lot) duplexes, triplexes/four-plexes, apartments, and mobile homes.

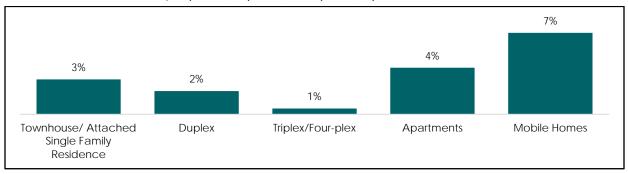


Figure 2-6: Attached Housing Stock Mixture 13



The housing stock in Bonney Lake is relatively new: sixty-two percent of the housing units have been constructed since 1990 with almost forty percent of all the housing units constructed during the housing boom prior to the 2008 recession.

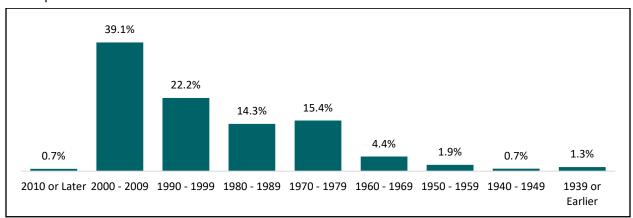


Figure 2-7: Housing Unit Age 14

The median house value in Bonney Lake is \$273,400, with home prices ranging from less than \$50,000 to over a \$1,000,000:

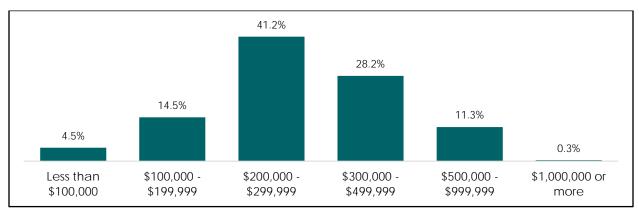


Figure 2-8: Bonney Lake Home Value<sup>15</sup>

For those residents of Bonney Lake that do not own a home, but rather rent either a detached home or some type of attached housing unit, the median monthly rent is \$1,261 with rents ranging from \$500 to more than \$1,500.

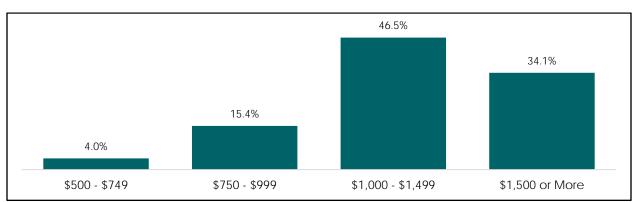


Figure 2-9: Housing Unit Rents<sup>16</sup>



#### 3.7 JOB TO HOUSING RATIO

Communities with more individuals living in the community than working in the community are "suburban communities" or "bedroom communities", with the majority of the residents leaving during the day. A high imbalance between the number of individuals living and working in the same community also contributes to increases in commuting times, energy consumption, and the emission of vehicle pollutants, while decreasing opportunities for non-motorized commuting options (walking and bicycling).<sup>17</sup>

Typically, this balance is expressed by a job to housing ratio, which is determined by dividing the total amount of jobs by the total number of housing units in an area. In Washington, employment data is typically derived from the Washington State Employment Security Department which identifies the number of jobs covered by unemployment insurance within a given area. This measurement of employment does not include the armed forces, jobs with the federal government, self-employed workers, and sole proprietors as these jobs are not "covered" by unemployment insurance. Therefore, the actual total amount of employment is higher than the number of "covered" jobs utilized to calculate the ratio.

Due to the number of dual wage-earning households, a reasonable ceiling signifying balance is a job to housing ratio of 1.5. Bonney Lake's job to housing ratio is 0.70, which is lower than the average of Pierce County of 0.97.

The downside of the jobs to housing ratio is that it does not provide the actual number of individuals that live and work in the same community. Another drawback to the methodology is that it treats all housing units as equal, even though housing units can contain different numbers of workers, consist of retires, or could be vacant.

Another approach is to evaluate the total number of jobs compared to the size of the civilian labor force living in a community. As this measurement compares the total number of individuals in the labor force to the number of jobs, balance is a one-to-one ratio. Bonney Lake has job to labor force ratio of 0.49, which is nearly half of the average for Pierce County of 0.80.

While both ratios can provide some insights, neither measure can identify the actual number of people who live and work in the same community, as there are a number of variables not taken into consideration: nature of jobs within the area, the skills and education of the residents, and the price of housing.

Based on the U.S Census Bureau's Longitudinal Employer – Household Dynamics (LEHD) data, 15% of the labor force in Bonney Lake works and lives within the City.



#### 3.8 COMMUNITY HEALTH

A recent report released by the Tacoma/Pierce County Public Health Department indicates that the residents of Bonney Lake have a lower prevalence of coronary heart disease and asthma than the average for Washington and Pierce County; however, the City's residents have other health risk like obesity, diabetes and poor mental health at higher rates than the averages for Washington.

RISK	WASHINGTON	PIERCE COUNTY	BONNEY LAKE
Obesity (Adults)	25.6%	28.9%	27.4%
Coronary Heart Disease (Adults)	3.4%	3.8%	2.5%
Asthma (Adults)	15.0%	15.4%	14.0%
Diabetes (Adults)	7.2%	8.2%	8.2%
Poor Mental Health Days (Adults)	9.8%	11.0%	11.0%
Motor Vehicle Mortality (per 100,000)	7.6%	6.8%	7.2%

Table 2-3: Bonney Lake Health Risk<sup>18</sup>

These health risks are likely related to community design choices that have not always facilitate walkability or the preservation of green open spaces. The promotion of public health was one of the original and explicit goals of zoning and land use planning when U.S. Supreme Court in 1926 ruled that zoning was an appropriate use of a city's police powers and was not a constitutional taking in *Euclid v. Ambler Realty*. <sup>19</sup>

# 4. POTENTIAL ANNEXATION AREAS

The GMA requires that counties coordinate with cities to establish urban growth areas (UGA), which are lands that are, or can be, developed to urban densities with urban services. Only Pierce County can officially designate a UGA, which is generally associated with a particular city representing the area that maybe annex. The UGA must be of sufficient size to accommodate the county's population growth for the succeeding twenty-year period. Pierce County has officially identified four Potential Annexation Areas (PAA) for the City:

- **1.** Lakeridge PAA: The Lakeridge PAA only includes the Lakeridge Middle School and is located on the City's northwestern boundary and Meyers Road.
- 2. Victor Falls PAA: The Victor Falls PAA includes Victor Falls Elementary and the Victor Falls Terrace subdivision. The PAA is located between the City's southern boundaries and Angelina Road east of Fennel Creek containing approximately 62 acres.



- 3. Country Highlands PAA: The Country Highlands PAA is bounded by the City on the west and the north, 198th Avenue East on the west, and Rhodes Lake Rd E on the south. It contains approximately 64.62 acres. The PAA and the City of Bonney Lake share a common boundary of sixty-three percent (63%); therefore, the City is pursuing annexation of the area pursuant to RCW 35A.14.460.
- **4. Ponderosa Estates/Wilderness Ridge PAA:** The area is bounded by the City limits on the west and the north, 214th Avenue East on the east, and 112th St. E on the south containing approximately 289.45 acres. The PAA and the City of Bonney Lake share a common boundary of sixty-nine percent (69%); therefore, the City is pursuing annexation of the area pursuant to RCW 35A.14.460.

In addition to these four PAAs, the City is also evaluating the possible of adding five other areas to the BLUGA as PAA's. Some of the areas are currently within the Comprehensive Urban Growth Area (CUGA) established by Pierce County and others are outside of the CUGA, but all were identified for inclusion in the BLUGA in the Comprehensive Plan Update and Draft Environmental Impact Statement Bonney Lake Washington (July 1, 1994). The intent of adding the following areas to the CUGA is not to perpetuate the conversation of rural lands into urban lands, but to ensure that areas already "characterized by urban growth" as defined by Countywide Planning Policy (CPP) UGA-3.6 are included in the CUGA boundary as Potential Annexation Area for the City:

- A. 214th Avenue: This area is bounded by the existing city limits on the north, west, and south, and by 214th Avenue East on the east, containing approximately 29 acres. Nearly half of this PAA is covered with wetlands and designated ARL. The City would designate the ARL area as Open Space Conservancy and zone it as RC-5 to preserve the resources lands. Utilizing Pierce County's buildable lands methodology, this area would increase the urban growth capacity by 22 housing units. The primary intent of this expansion would be to establish a regular boundary between the City and rural Pierce County. This area would only be added to the Urban Growth Area following a reduction somewhere else in the Pierce County Urban Growth area so that there is no net gain in the overall capacity of the CUGA.
- **B. 96**<sup>th</sup> **Avenue:** This area is bounded by 214<sup>th</sup> Avenue East on the west, 96<sup>th</sup> Street East on the north, 234<sup>th</sup> Avenue East on the east, and the existing City boundaries on the south. It contains approximately 81 acres. The area currently has a residential density of 0.41 housing units per acre. Utilizing Pierce County's buildable lands methodology, this area would increase the urban growth capacity by 78 housing units and 216 jobs. The intent of this expansion would be to establish a regular boundary between the City and rural Pierce County. This area would only be added to the Urban Growth Area following a reduction somewhere else in the Pierce County Urban Growth area so that there is no net gain in the overall capacity of the County's Urban Growth Area.
- **C. Entwhistle:** This area is bounded by 214<sup>th</sup> Avenue East on the west, the City boundaries on the north, 234<sup>th</sup> Avenue East on the east, and Entwhistle Road on the south. It contains approximately

97 acres. The area currently has a residential density of 1.55 housing units per acre. Utilizing Pierce County's buildable lands methodology, this area would increase the urban growth capacity by 55 housing units and 25 jobs. The primary intent is to establish a regular boundary between the City and rural Pierce County. This area would only be added to the Urban Growth Area following a reduction somewhere else in the Pierce County Urban Growth area so that there is no net gain in the overall capacity of the County's Urban Growth Area.

- **D. Rhododendron Park:** This area is bounded by the 198<sup>th</sup> Avenue East corridor on the west, 214<sup>th</sup> Avenue East on the east, 112<sup>th</sup> Street East on the north, and the Tehaleh Employment Based Community on the south. The area includes approximately 1,859 acres of which 465 acres are currently part of the proposed Plateau 465 development at the southern end of the area. This area is located within the CUGA, but has not been officially identified as a PAA for the City.
- **E. Tehaleh:** This area is in the unaffiliated portion of the CUGA directly south of the Rhododendron Park area containing 5,103 acres. The Tehaleh Employment Based Community, a master planned community intended to provide a range of employment, residential, and recreational opportunities, encompass 4,719 acres within the PAA. The Tehaleh project is planned to be developed in three phases to accommodate 6,437 dwelling units with a population of approximately 18,088 and 3.9 million square feet of employment facilities.

If all of the areas above currently outside the CUGA were added as PPA for the City, the overall capacity of the CUGA would be increased by 155 residential units and 241 jobs. During the process of working with Pierce County to add these areas to the CUGA, the City would work with Pierce County to identify other areas within the CUGA that still retain a rural character and which could be removed from the CUGA to ensure that there is not an overall increase in the capacity of the CUGA consistent, with CPP-AT-2.3.2.

The City expects to enter into Joint Planning Agreements prior to the official expansion of the BLUGA by Pierce County.

Goal CD-1: Ensure that development in the City's potential annexation area is accompanied by adequate urban services and facilities; reduces sprawl; implements the Growth Management Act, Vision 2040's Multi-County Planning Policies, Pierce County's Planning Policies, and the Bonney Lake Comprehensive Plan; and protects designated rural areas.

Policy CD-1.1: Review proposed annexations for their timeliness, the City's ability to provide them with urban services, and the costs and revenues that the City would likely incur. The City may refuse annexations in which public facilities are below the City's level of service standard.

Policy CD-1.2: The City shall actively pursue joint planning agreements with Pierce County to ensure that all development within Bonney Lake's PAA are built to mutually agreed upon standards. These agreements should cover a wide range of areas, including, but not limited to, development standards,



collection of impact fees, annexations, urban service provision and land use, transportation, parks and capital facilities planning.

Policy CD-1.3: Consult affected citizens, cities, special purpose districts, and other parties prior to final approval of any annexation.

Policy CD-1.4: Ensure that additional capacity associated with expansion of the BLUGA maintains the current capacity of the Pierce County urban growth area through targeted reductions to the CUGA.

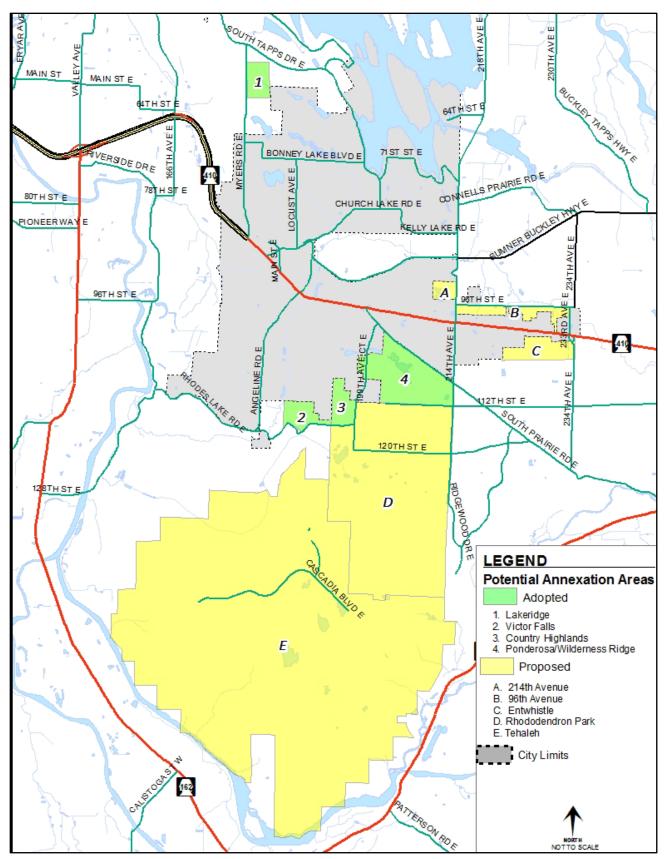


Figure 2-10: Bonney Lake Potential Annexation Areas



# 5. PROJECTED GROWTH

RCW 36.70A.215 requires Pierce County and its cities to evaluate development (land consumption) over time to determine whether the adopted urban growth areas and zoning density provide land capacity sufficient to accommodate the adopted population projections. Bonney Lake is required to plan for the addition of 5,912 people, 2,806 housing units, and 943 jobs during the period from 2008 to 2030 pursuant to Pierce County Ordinance No. 2011-36s as amended by Pierce County Ordinance 2017-24s.

#### 5.1 POPULATION GROWTH

. In 2011, Pierce County adopted Growth Targets for the City of Bonney Lake under Ordinance No. 2011-36s. Under these growth targets, the City was required to plan for 2,670 additional housing units between 2008 and 2030; however, in 2017 the City's growth target was increased as the result of two actions. First, Pierce County passed Ordinance 2017-24s increasing the City's growth target by 106 housing units as part of the Small Cities reconciliation process. Second, the City completed the annexation of the Kelly Creek Vista Potential Annexation Area, which increased the City's housing target by thirty (30) additional housing units. As result of these two actions the City's 2030 housing allocation was increased to 2,806 housing units. The City's comprehensive plan though is based on a 2035 planning horizon to comply with RCW 36.70A.115 and WAC 365-196-325(2)(c). In order to establish a 2035 housing target based on the revised 2030 allocation, the housing growth rate assumed in the Pierce County targets was straight-lined out to 2035 as directed by the Department of Commerce – Growth Management Services Division. Based on this approach, the City's 2035 housing target as allocated by Pierce County would be 3,446 housing units.

Additionally, Pierce County currently assumes approximately 2 people per housing unit; however, in the City of Bonney Lake the average for all housing types is 2.92 people per housing unit according to the Washington State Office of Financial Management. Therefore, the population increase associated with an additional 3,446 housing units is 10,062 people.

Between 2008 and 2014, the City added 2,300 people and 931 housing units. Based on the City's past growth and the straight-lined 2035 projected growth target, the City's remain growth target between 2014 and 2035 is 2,515 additional housing units

Based on the City's historic growth annual growth rate of 2.1% discussed in the Community Development Element – Section 3.1, the amount of residential development already in the pipeline, and because Bonney Lake has been reclassified as "Larger City", the City needs to plan for higher population growth than what is currently allocated by Pierce County.

Therefore, the City will plan to accommodate an additional 10,134 people and 3,470 housing units between 2014 and 2035 within the existing incorporated boundaries of the City, which is approximately thirty-eight percent (38%) higher that the Piece County target. The population and housing growth would result in a total population of 28,654 with approximately 9,813 housing units by 2035.



#### 5.2 EMPLOYMENT GROWTH

Bonney Lake is required to plan for an additional 1,141 jobs between 2008 and 2030 which equates to an approximately 1.1% growth rate. Between 2008 and 2012 Bonney Lake added 198 of those 1,141 jobs which equates to an approximately 0.9% growth rate. Therefore, it is expected that the City will add the jobs required under Pierce County Ordinance 2011-36s.

#### 5.3 GROWTH CAPACITY

Pierce County's 2013 Buildable Lands Report demonstrates that there is capacity to provide an additional 4,238 housing units and 3,151 jobs within the existing City limits. Therefore, the City has sufficient capacity within the existing incorporated limits to accommodate both the growth targets assigned by Pierce County and the statistical 2.1% growth rate adopted by the City.

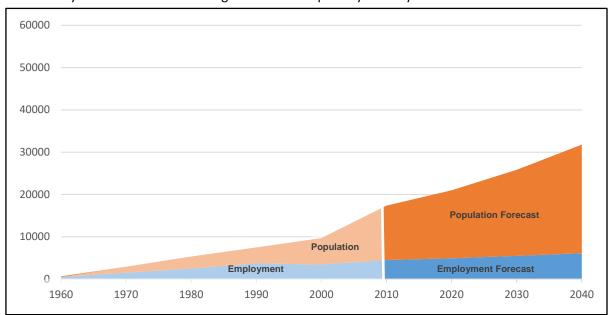


Figure 2-11: Bonney Lake Population and Employment Growth

# 6. FUTURE LAND USE MAP

#### 6.1 MAP OVERVIEW

The Future Land Use Map (FLUM) uses color-coded designations to express the intended use of land across the Bonney Lake area from 2015 to 2035, within the twenty-year time planning horizon of the Comprehensive Plan. Preparation of the FLUM is explicitly required by the GMA.

In most cases, the designation on the FLUM matches the existing use of land as of 2014. In other cases, the designation may be different from the current use or development located on a property, indicating that the City expects the current use to change and redevelopment to occur as Bonney Lake adds



population and jobs. For example, a parcel that is in commercial use today but designated as "mixed use" on the map would be expected to redevelop with a mix of commercial and residential uses.

The FLUM is implemented through the City's zoning regulations. Each color-coded category on the FLUM has a corresponding set of compatible zoning districts. While the FLUM guides zoning, it is not the same as the Zoning Map. By definition, the FLUM is intended to be general and does not necessarily follow parcel boundaries. There are a total of fourteen land use categories shown on the FLUM, including four residential categories, five commercial and mixed-use categories, four open space categories, and one public facility category. Streets and public rights-of-way have the same designation as the adjacent property; however, the rights of way remain uncolored on the FLUM until the street or right-of-way is vacated.



## 6.2 FUTURE LAND USE MAP

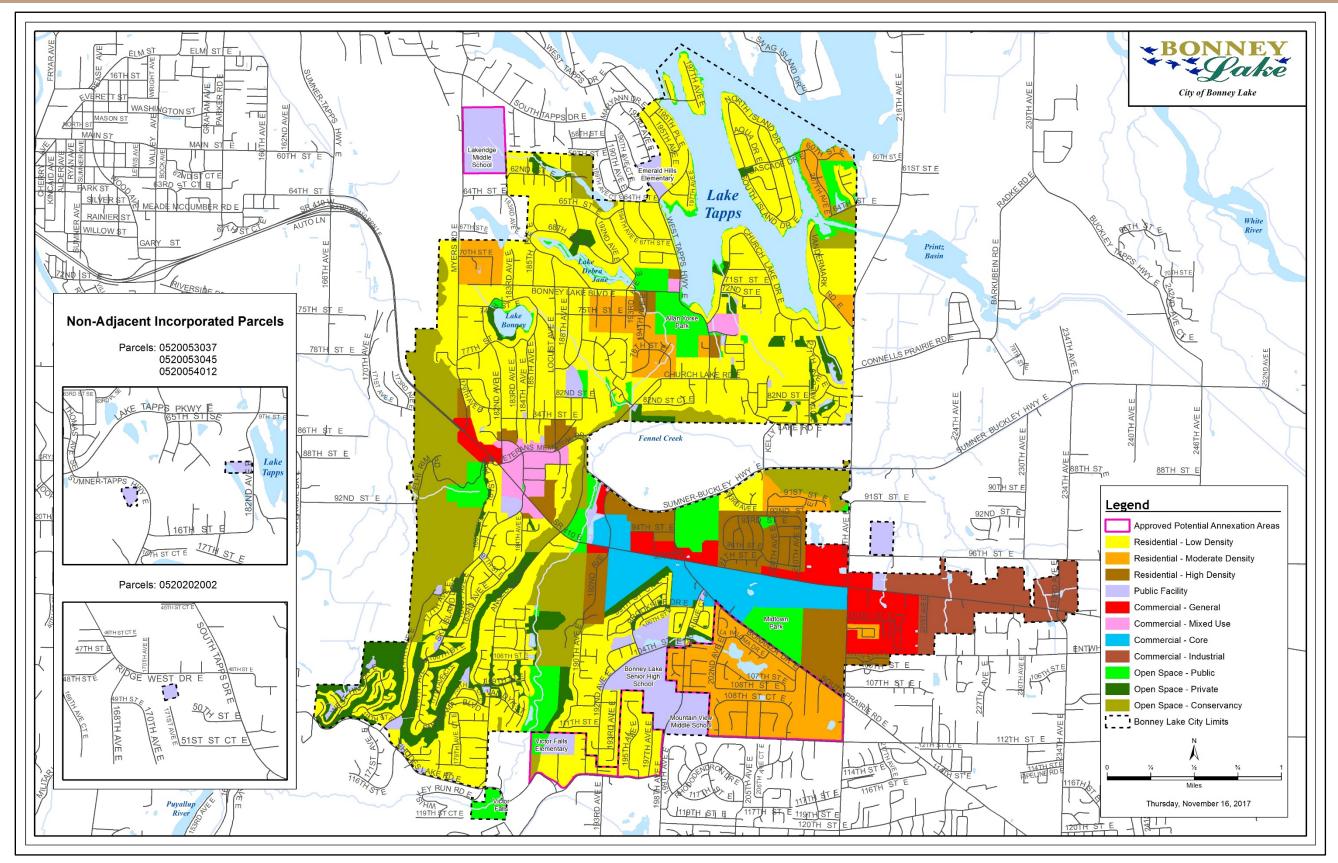


Figure 2-12: Bonney Lake Future Land Use Map



#### 6.3 LAND USE DESIGNATIONS

#### Residential – Low Density

Primarily intended for detached residential development, but also may include a clustered residenital units on properties that contain environmentally critical areas. This category is appropriate for planned public and semi-public uses designed to be compatible with residential uses, such as schools, religious institutions, and civic uses. Residential density in this category must be a minimum of four units per net acre up to a maximum of five units per net acre. The corresponding zoning classification is R-1.

#### Residential – Moderate Density



Intended for small-lot or clustered residential development, duplexes, and townhouses at a minimum density of five units per net acre up to a maximum density of nine units per net acre in order to provide for greater housing diversity and choice. Other compatible uses, such as schools, childcare centers, parks, and religious facilities, may also locate in areas with this designation. The corresponding zoning classification is R-2.

#### Residential – High Density



This category is intended for a variety of high-density, residential land uses including townhomes, multiplexes, and garden apartment/condo dwellings. Additional uses including institutional and civic uses live/work, offices, and neighborhood scale retail stores (not including automotive-oriented uses and freestanding pad sites) as part of mixed used developments. Such nonresidential uses are intended to provide services only to residents of the surrounding area and to be placed in locations with a design character that blends into the neighborhood. Residential densities must be at least ten units per net acre, but may be higher as there is no adopted maximum density. The corresponding zoning classification is R-3.

#### **Public Facility**



The Public Facility designation generally applies to non-open space parcels owned by public agencies or utilities. The designation includes City facilities, public schools, water and sanitary district facilities, transit agency facilities, utilities, and other federal, state, county, and local government facilities. The corresponding zoning classification is PF.

#### Commercial – General



The general intent of this district to provide areas for commercial and service uses, which are compatible with neighborhoods. Typical uses include local services, retail, eating and drinking establishments, and civic facilities. The corresponding zoning classification is C-2.

#### Commercial - Mixed Use



This category is intended for a mix of high density residential land uses, institutional, civic uses, offices, cultural activities, and retail sales and services, with protections against retail sales and services becoming dominant. Mixing of uses on the same site is encouraged. The corresponding zoning classification is Downtown Mixed Use, Downtown Core, or C-1.

#### Commercial - Core



Intended to accommodate large-scale commercial uses serving a citywide or regional market. Retail uses within this category usually have large floor areas and high sales volumes, and may be considered shopping "destinations" by consumers from Bonney Lake and other cities in east Pierce County. Uses such as furniture and electronic stores, auto dealerships, home improvement stores, department stores, and "big box" retailers are included. The corresponding zoning classification is Midtown Core.

#### Commercial - Industrial

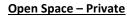


These properties are designated to provide appropriately located areas for various land intensive and/or limited service commercial establishments, office uses, major retail stores and service establishments offering commodities and services required by residents of the city and its surrounding market area, wholesale distribution facilities, research and light industrial enterprises which do not generate excessive noise, odors, dust, smoke, heavy traffic congestion or pollution of water or air. The corresponding zoning classification is Eastown.



#### Open Space - Public

This category includes parks that are owned and operated by the City of Bonney Lake, including active and passive recreation areas and environmentally critical areas. Typical uses include athletic fields, playgrounds, and trails. The appropriate uses in any given park are based on the park's classification and standards, and are further defined in the Public Facilities and Service Element. The category also includes lands owned by public or quasi-public agencies other than the City of Bonney Lake including the Buckley-Bonney Lake Regional Park, the Tacoma Public Utilities transmission line right-of-ways, and property owned by the Cascade Water Alliance above the ordinary high-water mark. The corresponding zoning classifications is RC-5 or Public Facility.





The Private Open Space designation typically applies to private land set aside as open space within planned communities. Private open space uses may include natural areas, passive use areas, and outdoor recreation facilities, clubhouses, community amenities, such as playgrounds and picnic areas, and areas classified as environmentally critical areas located on private property. With the exception of ancillary structures related to the intended open space use, other types of development are not permitted in areas with this designation. The corresponding zoning classification is the adjacent residential zoning classification typically R-1, R-2, R-



The Conservancy land use designation applies to private land with an open space character that is vacant or previously developed. Properties within this designation may be subject to constraints of soil instability, property access, water and flood levels, landslides, or slopes in excess of 30 percent that restrict the use of the property with structures. Allowable uses for this designation include public facilities, recreation facilities, quasi-public facilities, one single-family home on a legally established lot, grazing, and small-scale cultivation. New residential development is allowed at a maximum density of one unit per five acres. Undeveloped portions of property within the Conservancy designation should be set aside for conservation purposes. The corresponding zoning classification is RC-5.



# 7. DEVELOPMENT PATTERNS

Bonney Lake has been, is, and will remain primarily a residential community. The residential areas form the foundation of the community and are the physical and social expressions of community. The City is committed to preserving and strengthening these areas by protecting the existing housing stock; maintaining the physical quality of Bonney Lake's neighborhoods; enhancing walkability; and providing convenient access to shopping, services, open spaces, parks, civic facilities, and educational facilities. While the City will continue to strengthen the fabric of these residential areas, Bonney Lake must also accommodate additional growth to meet City's mandatory housing and employment growth targets.

"Develop Bonney Lake as a balanced community, maintaining and enhancing the existing single family residential 'bedroom' character with a thoughtful blending of desired economic activities and higher density residences."

Comprehensive Plan The City of Bonney Lake October 23, 1985

The elements of the built environment (e.g. high quality walkable neighborhoods, well-designed centers and multimodal corridors)

facilitate formal and informal social interactions between the residents of Bonney Lake, which is crucial to building social capital, which is defined as the by-product of social relationships created by reciprocal exchanges during the social interaction of members of a community. This social capital is the glue that binds residents to Bonney Lake and each other fosters civic engagement and volunteerism; and constitutes one of the defining elements in creating a community. Social capital a has positive association with the health of individuals within a community as people with more social capital, "... appear to have lower mortality rates and are less likely to report being in 'fair' or 'poor' health."

Another important part of strengthening the City's identity is protecting the forested hillsides; the overall tree canopy; Lake Tapps; Fennel Creek; and the views of Mount Rainier, the Cascades Mountains, and the Olympic Mountains through a continued commitment to open space preservation and conservation of natural resources.

In order to meet these targets and develop a balanced community that maintains the existing single family areas while at the same time providing for increased economic activities and higher density residential areas the City should be developed based on the following land use topologies. .

#### 7.1 CENTERS

Centers are the most active places in the community with a mix of housing, shopping, dining, services, recreation, civic and cultural events, and social activities. Centers are critical to the Puget Sound Region's ability to sustainably accommodate population and employment growth over the coming decades. The identification and development of centers is so crucial that VISION 2040 calls on all cities in the region to develop central places that serve as mixed use hubs.<sup>24</sup> Bonney Lake's Centers will likely not fulfill all of the requirement to qualify as Regional Growth Centers under criteria proposed in the PSRC's Regional



Centers Framework Update Project – Stakeholder Working Group Report (Centers Framework Report) primarily due the size requirements or transit service requirements. However, the Centers Framework Report identifies the importance that "Sub-Regional Centers" or "Countywide Centers" play in achieving the goals of Vision 2040. Bonney Lake's Centers will serve as important Countywide Centers providing high density housing, regional shopping, and recreational areas that will draw individuals and families from across east Pierce County. Much of the Bonney Lake's growth potential lies within these centers. The Bonney Lake Centers Plan, incorporated by this reference as Appendix C of Bonney Lake 2035, identifies three Centers:

- **Downtown:** Centrally located to Bonney Lake residents, this area is the traditional community center, and is envisioned to become a designated Countywide Center with lively shopping streets, office buildings, residences, and public facilities.
- ➤ **Midtown:** Bonney Lake's commercial center of gravity. It is automobile-oriented, but has potential for higher diversity of uses and human-scale development in the areas that remain undeveloped, especially in those portions that will be served by side streets and frontage streets. Pedestrian facilities need to be provided in balance with the auto-centric nature of the uses in the area.
- Lake Tapps: Primarily a recreational and residential center located on the shores of Lake Tapps. This center includes Allan Yorke Park, the Senior Center, Public Works Center, the Bonney Lake boat launch, and a number of higher density residential developments. This area has the potential to support some limited commercial uses that would support the surrounding residential and recreational uses.



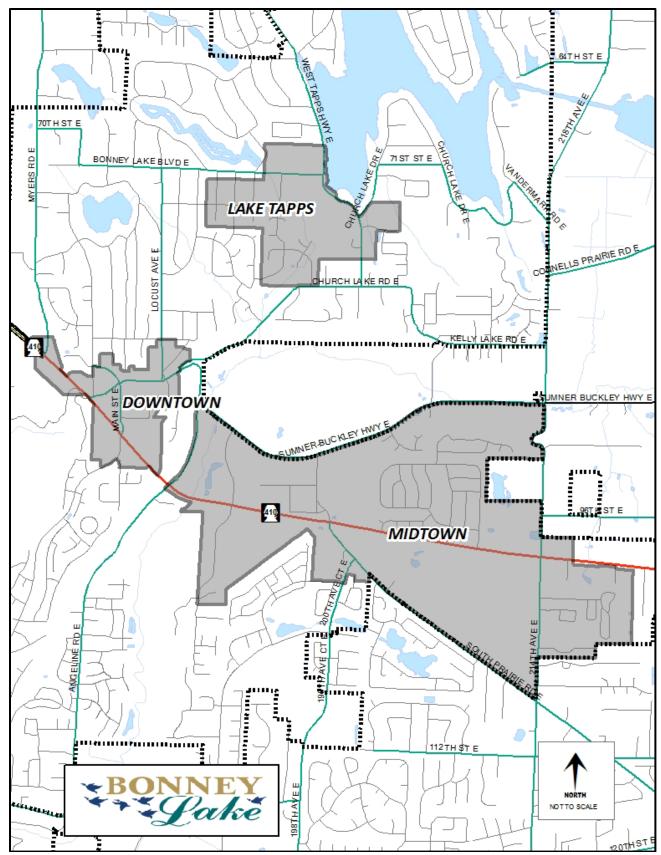


Figure 2-13: Bonney Lake Centers



Consistent with VISION 2040, the City has directed, and is planning for the overwhelming majority of the growth in the City to occur within these three centers as demonstrated in Table 2-4.

CENTER	POPULATION	EMPLOYMENT	ACRES	PERCENT OF CITY AREA	PERCENT OF 2015 AU	2015 AU DENSITY	2035 AU DENSITY	PERCENTAGE OF CITY AU GROWTH
Downtown Center	1,133	549	130	2.4%	4.8%	12.9	16.2	3.6%
Midtown Center	1,962	5,198	742	14.2%	22%	7.0	15.7	59.0%
Lake Tapps Center	920	474	188	3.6%	5.9%	7.4	10.6	4.2%
ALL THREE COMBINED:	4,015	6,221	1,060	20.3%	43.3%	9.66	14.85	66.6%

Table 2-4: Existing and Future Activity Units per Center

Goal CD-2: Develop dynamic and vibrant centers accommodating housing, shopping, services, civic activities, entertainment facilities, and recreational opportunities in a manner that harmoniously blends the natural and built environments.

Policy CD-2.1: Local centers take a variety of forms. Some may be characterized by predominantly retail uses, while others may contain a more varied mix of activities including commercial, office, residential, parks, community centers, other civic facilities, and education facilities. Bonney Lake will maintain a variety of centers within the City that meet a range of neighborhood, citywide, and regional needs based on the following hierarchy:

- Downtown, which will accommodate pedestrian-oriented retail uses, uses that serve residents and employees, and specialty and "niche" activities such as entertainment, outdoor dining, and civic uses.
- Midtown, which will accommodate a variety uses including high density residential, offices, restaurants, large regional grocery stores, specialty retail stores, and regional shopping centers.
- Lake Tapps, which will primarily accommodate recreational and residential uses. Smaller shopping centers and local-serving retail and service uses along major thoroughfares would be supported; however, new large-footprint retail uses are inappropriate in such areas.

Policy CD-2.2: Encourage the development of mixed-use, senior housing, high density residential, and public services uses such as education, health care, libraries, child care, governmental facilities in the centers to create vibrant activity nodes, provide housing choices, advance sustainable development principles, support transit, and preserve the City's existing residential neighborhoods.

Policy CD-2.3: In selecting which transportation or infrastructure projects to be funded by the City, the City should give priority to the City's Centers.

Policy CD-2.4: Support the transformation of auto-oriented shopping centers—currently characterized by retail strips surrounded by large surface parking lots—into more pedestrian-oriented centers to generate foot traffic, create a stronger sense of place, and bring life to outdoor spaces.

Policy CD-2.5: Encourage the use of shared parking in commercial districts, rather than independent parking lots on each commercial property in order to reduce the total land area dedicated to parking and create a more pedestrian-friendly environment.

Policy CD-2.6: Develop the Downtown as Bonney Lake's center with the highest level of land use diversity, architectural interest, pedestrian orientation, and human-scale design. New buildings should have their facades at the sidewalk edge except in certain cases along SR-410, as shown in the Downtown Center Plan.

Policy CD-2.7: Develop the Midtown Center as a mixed-use district with the highest possible level of architectural interest, pedestrian orientation, and human-scale design consistent with the facts that 1) much of it is already built and 2) pedestrian traffic alongside and across the highway will suffer due to high vehicular traffic. Wherever possible, developments should reach deeply into the adjoining commercial land, provide local access streets as dictated by the Mobility Element, and place their building facades at the edge of the sidewalk adjoining said local access streets.

#### 7.2 LIGHT INDUSTRIAL AREAS

In 2015, PSRC completed An Industrial Lands Analysis for the Central Puget Sound Region (Industrial Lands Report) to provide an assessment of industrial land in the central Puget Sound region, including identification of the existing industrial lands in the region and strategies to maintain and preserves these industrial lands. The Industrial Lands Report identified thirteen (13) geographical concentrations or subareas of industrial lands. In addition to these specifically identified subareas, other non-concentrated industrial lands were identified in the report. The Eastown subarea was identified as one of these non-concentrated industrial lands areas, and was categorized as part of the Industrial-Commercial supply. Industrial-Commercial zoning is a local zoning classification that permits both industrial and commercial uses.<sup>25</sup> One of the reasons for of the Industrial Lands Report was to identify strategies and policies to preserve and increase the supply of industrial lands within the region. The City's Eastown subarea provides a great opportunity for the City to diversify its economic bases and add family wages jobs. While the area will not provide a regionally significant number of manufacturing jobs, development of light industrial uses in Eastown will allow more people to live and work within the City. The City is already experiencing some of this light industrial growth with the development of the Fennel Creek Industrial Park and the Auburn Commercial Development.



Goal CD-3: Develop Eastown as a light-industrial area to increase the number and diversity of jobs available to the citizens of Bonney Lake and to diversify the City's tax base.

Policy CD-3.1: Develop Eastown with 1) architectural detail suitable for automobile orientation along SR-410, 2) internal and, if possible external pedestrian connections, and 3) preference for business park or campus-scale development.

Policy CD-3.2: Encourage parcel consolidation to provide infill sites for redevelopment and expansion opportunities.

Policy CD-3.3: Encourage best management practices for site planning and design related to, but not limited to, building placement and orientation, vehicular and pedestrian circulation patterns, open space, landscaping, lighting, stormwater management, interfacings with adjacent neighborhoods and developments, and appropriate accommodation of the site's natural features.

CD-3.4: Improve services to the area to support redevelopment opportunities primarily the development of sanitary sewer.

#### 7.3 RESIDENTIAL NEIGHBORHOODS

Vibrant neighborhoods that are inclusive and supportive of all people at all stages of life including families, young people, and older adults are fundamental to the health and vitality of Bonney Lake and its residents. Neighborhoods should include amenities for recreation, culture, and social interaction while providing opportunities to connect with the community and nature. These amenities and spaces include parks, natural lands, schools, libraries, place of worship and civic buildings. It is important that these resources are located within neighborhoods, close to residents and accessible by walking and bicycling.

Goal CD-4: Provide healthy, livable, well maintained, walkable, and safe residential neighborhoods that provide opportunities for social interaction in a manner that harmoniously blends the natural and built environments.

Policy CD-4.1: Planning and land use decisions should recognize residential neighborhoods as the basic "building blocks" of the community, ensure compatibility with existing detached homes, protect neighborhoods from incompatible uses, and maintain a range of residential zones corresponding to the prevailing neighborhood densities.

Policy CD-4.2: Allow home occupations in Bonney Lake's residences, if impacts are mitigated and the business does not alter the residential character of the neighborhood.

Policy CD-4.3: Allow schools, day care centers, senior centers, group homes, public and semi-public facilities (e.g., churches), and nursing care facilities in residential areas, subject to conditions which limit the impacts of these uses on nearby properties. To the extent permitted by state and federal law, conditions of approval may be placed on such uses to ensure that they are operated in a manner that is sensitive to neighborhood concerns, and that maintains residents' quality of life. In addition, such



uses should be sited in a way that minimizes the exposure of future occupants to noise, localized air pollution sources, and other environmental hazards.

Policy CD-4.3: Provide healthy and safe neighborhoods free of nuisances, environmental hazards, and visual blight (e.g. excessive noise, poor air quality, light pollution, illegal dumping, illegal signage, graffiti, littering, etc.) that disrupt and impact Bonney Lake residents' quality of life.

Policy CD-4.4: Conserve and protect the unique ecological characteristics of the City and utilize urban forestry to integrate open space, parks, green belts, street trees, landscaping, and natural features into future development in order to maintain Bonney Lake's livability, improve access to nature, and to address climate change by utilizing trees to sequester carbon from the atmosphere.

Policy CD-4.5: Utilize capital improvement projects, design guidelines, and land use decisions to improve the walkability of neighborhoods, enhance the ability to travel by bicycle or public transportation, and minimize the distance a resident must travel to reach basic services, shopping, parks, schools, and other civic amenities.

Policy CD-4.6: Create standards for clustering developments that conserves natural features and which minimizes the impact of development in environmentally sensitive areas.

Policy CD-4.7: Encourage subdivision designs in which residential lots are oriented towards, and take access from, the neighborhood of which they are a part.

Policy CD-4.8: Residential developments should be sited so individual residential dwelling does not take direct driveway access from an arterial.

#### 7.4 OPEN SPACE

Preservation of open space around Bonney Lake, complemented by local parks and natural areas has been a critical component of the City's comprehensive plan since 1964. The City has consistently worked to protect the City's natural resources, provide opportunities for recreation, enhance visual beauty, and shape Bonney Lake's character. Open space is the third largest land use within the city limits, encompassing over 518 acres. It provides structure to the City, space for recreation, and a means of protecting important natural resources.

"Green belts and parks are an important land element within the plan for Bonney Lake, since one of the primary purposes of a municipality is to offer maximum recreation facilities in a suburban setting. The green belts may be any open space such as watersheds, farms, forest and parks."

Plan for Bonney Lake, Washington May 2, 1964

Access to open green spaces can have a salutary effect on mental health and wellbeing including an increased sense of wellbeing, higher levels of self-reported peace and quiet, greater satisfaction with home and neighborhood, and reduced levels of stress.<sup>26</sup>



Policies for parks, private open space, and other open spaces in Bonney Lake reflect the City's commitment to enhancing the City's character, meeting the recreational needs of its residents, improving the health of the community, and protecting the natural environment. The policies in the Community Services and Facilities Element supplement these policies.

- Goal CD-5: Preserve open space, parks, greenbelts, and natural areas, which together protect the Bonney Lake's natural resources, provide opportunities for recreation, enhance visual beauty, and shape Bonney Lake's character
- Policy CD-5.1: Maintain development regulations which distinguish between different types of open space, in recognition of the different types of activities that take place on undeveloped land.
- Policy CD-5.2: Maintain and enhance a network of neighborhood, community, and linear parks. Parks should be recognized as fundamental to Bonney Lake's quality of life, and should be carefully managed to create a balance between passive and active open space.
- Policy CD-5.3: Utilize open space, including parks, greenbelts, easements, and other open areas to connect the City, provide car-free corridors for pedestrians and bicyclists, and tie together Bonney Lake's neighborhoods, centers, and employment districts.
- Policy CD-5.4: Encourage private-public partnerships to create on-site open space for public enjoyment in mixed-use areas and commercial areas.
- Policy CD-5.5: Allow community gardening and "urban" agriculture in residentially-zoned areas and open spaces, provided that these uses do not impact the functions and values of environmentally critical areas.
- Policy CD-5.6: Allow recreational uses on lands designated as environmentally critical areas, provided that these uses do not impact the function and values of environmentally critical areas.
- Policy CD-5.7: Establish zoning standards to mitigate for the presence of infrastructure facilities such as radio and telecommunication towers within designated open space areas.
- Policy CD-5.8: Prevent the encroachment or conversion of common open space areas within planned developments or other residential projects. Shared open space areas in residential subdivisions shall be permanently restricted to open space uses through deed restrictions or other appropriate means.
- Policy CD-5.9: Advocate for open space conservation and resource protection in the unincorporated areas east of the Bonney Lake's city limits but within the City's sphere of influence. These areas should remain in agricultural and open space uses for the lifetime of this Comprehensive Plan.



#### 7.5 PUBLIC SPACES

The most familiar public spaces in Bonney Lake are parks, schools, and public buildings, but the term also applies more broadly to the entire public "realm" including streets, sidewalks, medians, planting strips, and all the public spaces one experiences when traveling through the City.

Corridors have traditionally been associated with transportation functions — carrying vehicles from freeways to homes and businesses in the City. Over the years, this function has influenced land use, to the point that many corridors have become centers themselves. Some Bonney Lake corridors are lined with shopping, services, offices, and community institutions. The existing pattern largely favors automobiles over pedestrians and other modes, and is part of Bonney Lake's legacy as an auto-centric City. Looking to the future, some of the City's corridors will be reshaped to reflect contemporary planning and development practices. Activity will be focused around nodes rather than continuing the current linear commercial pattern, creating denser, pedestrian-oriented places at key locations.

The policies below strive to create memorable public spaces throughout the City. For City parks and public buildings, this means creating focal points for neighborhoods and centers. Public open spaces such as parks and plazas can help strengthen civic identity and provide important community gathering places. Public buildings such as schools, fire stations, recreation centers and municipal offices shold likewise highlight exemplary design.

The most basic infrastructure opportunities involve existing streets and highways. The City has already invested millions of dollars in streetscape improvements, including street lighting, undergrounding of utilities, landscaping, street trees, irrigation systems, signage, and street furniture, to improve the visual quality of its streets and make them safer and more attractive. The design of street space is particularly important to the goal of making the city more pedestrian- friendly.

# Goal CD-6: Provide streets, sidewalks, parks, plazas, civic buildings, and other public spaces that contribute to Bonney Lake's sense of place and visual quality.

Policy CD-6.1: Recognize the importance of streets as public space: Landscaping, lighting, streetscape elements, pavement changes, signage improvements, banners, and other public realm improvements can enhance the experience of traveling along a corridor without diminishing its functional capacity.

Policy CD-6.2: Improvements to corridors should be appropriate to the scale and character of each street, reflecting their traffic volumes and intended functions.

Policy CD-6.3: Design guidelines, design review requirements, engineering standards, and capital improvement projects should aim to improve the visual quality of street space.

Policy CD-6.4: Use street furniture (e.g. benches, trash cans, kiosks, bicycle lockers, bus shelters, etc.) to improve the pedestrian experience, create stronger identity and visual cohesion, and contribute to the desired character of an area.

Policy CD-6.5: Encourage the development of public gathering spaces within new developments that are responsive to a project's scale and expected level of activity, and respectful of surrounding land uses.



Policy CD-6.6: Encourage plazas, pocket parks, and similar spaces to stimulate pedestrian activity, provide community-gathering places, and complement the overall appearance and form of adjoining buildings.

Policy CD-6.7: While the design of each public space must be sensitive to its context, all public spaces should share several common design characteristics. These include:

- Locations in prominent, recognizable and accessible locations where they are likely to receive frequent use and be highly visible.
- Seating areas, signage, pedestrian amenities, activity areas and other design features that increase usability and functionality.
- A unique identity that enables the space to function independently, while still allowing the space to work in connection with adjacent development.
- > Accommodation of a variety of users (i.e. arts, cultural, recreational, different ages, abilities, etc.).
- Variations in landscaping, pavement, lighting, public art, and other amenities which improve the quality of each space and define its character.
- Protection from wind, sun, and noise exposure.
- Spaces that utilize a mixture of direct sunlight and shade.

Policy CD-6.8: Develop key "multi-modal" corridors that accommodate multiple modes of transportation that connect Bonney Lake's neighborhoods and centers, enhance the City's civic identity, encourage transit use, reduce vehicle miles traveled, provide comfortable walking and bicycling environments, and project a positive image of the city.

#### 7.6 SCENIC RESOURCES

In addition to the buildings, landscapes, and public spaces, the City's natural surroundings including beautiful lakes, wooded hillsides, the Fennel Creek Corridor, and views of Mount Rainier, the Cascade Mountains, and the Olympic Mountains helps shape Bonney Lake's character. As Bonney Lake continues to grow, a key challenge will be balancing new development with preservation of the natural resources that give the area much of its character.



Figure 2-14: View of Mount Rainier

Top community priorities include:

- > preserving the lakes and views of Mount Rainier, the Cascade Mountains, and the Olympic Mountains;
- preserving large tracts of woodland and open space for public enjoyment;

- adding landscaping at gateways and along key corridors; and
- > preserving vegetation in new developments to the greatest extent possible and, when not possible, re-vegetating developed areas.

While City programs and requirements such as open space preservation and environmental critical area regulations protect the natural settings, additional comprehensive strategies are needed to protect scenic resources and preserve the "scenic routes" illustrated on Figure 2-16 throughout the City.

#### Goal CD-7: Protect and enhance Bonney Lake's scenic, natural, and visual character.

Policy CC-7.1: Preserve views through sensitive site design, especially along scenic corridors. Prevent new development from blocking important public views.

Policy CD-7.2: Maintain a network of designated scenic routes through Bonney Lake. A particular road or corridor may be considered scenic by virtue of its design or amenities, the terrain and natural features it traverses, or the views and visual importance it commands. The designation expresses an intent to maintain or improve visual features, which protects public views through land use, transportation, and capital improvement decisions, as well as landscaping, operations, and maintenance activities along these corridors, but does not necessarily limit abutting uses.

Policy CD-7.3: Acquire lands or view easements if necessary to preserve important public views.

Policy CD-7.4: Encourage developers to retain mature trees to the extent possible, particularly in residential areas.

Policy CD-7.5: Reduce the visual impacts of utility lines and poles along corridors by continuing to underground overhead lines within existing development, and by requiring underground utilities in new developments.

Policy CD-7.6: On the south side of SR-410 near the western city limits, tree cutting shall not extend so far from SR-410 as to remove the solid backdrop of mature trees as viewed horizontally from SR-410.

#### 7.7 GATEWAYS



Figure 2-15: Ascent Park

First impressions are important to a positive community character. "Gateways" are key locations throughout the community where these impressions can best be established and reinforced. Gateways provide a focal point and a visual "announcement" of the City of Bonney Lake by communicating the unique character and identity of Bonney Lake, and by visually distinguishing its neighbors. There are three types of gateways: Primary Gateways, Secondary Gateways, and Neighborhood/District Gateways Primary Gateways are focal



points typically located around highway intersections/ interchanges, and major entrances to Bonney Lake. These gateways are the highest priority for improvements. Currently there are two primary gateways located on SR-410 on the east and west sides of the City. Private development around these areas should create a distinctive image and be held to the highest design and aesthetic standards. Aesthetic improvements in these areas should incorporate elements that enhance the community image with enhanced landscaping and aesthetic elements such as decorative street lighting, public art, unique signage and decorative paving.

Similar to Primary Gateways, Secondary Gateway areas serve as focal points around major street intersections and entrances into Bonney Lake. These areas should project a positive community image, and private development around these areas should be held to the highest design and aesthetic standards, which creates a distinctive image for Bonney Lake. Aesthetic improvements in these areas should reinforce the community's unique character through compatible streetscape enhancements, monuments and public art.

Finally, Neighborhood/District Gateways highlight particular neighborhoods and business districts typically located at major entrances that help announce a development and transition from the public setting of major corridors to the more private setting of a neighborhood or business district. Unlike Primary and Secondary gateways, these improvements are largely the responsibility of private property owners.

Amenities include well-designed entry monuments, private art, unique landscaping, and other elements that further establish Bonney Lake's character while announcing the neighborhood or development. Although not a primary focus, public infrastructure in these areas is expected to meet enhanced standards for appearance and general maintenance.



Figure 2-16: Allan Yorke Park Gateway

# Goal CD-8: Improve gateways into Bonney Lake and into its individual neighborhoods and districts to achieve a sense of transition and arrival.

Policy CD-8.1: Develop a Gateway Plan, which provides guidance for the design and appearance of primary and secondary gateways into Bonney Lake.

Policy CD-8.2: Private development located within gateway areas should incorporate public improvements that enhance the identity and image of the City.

Policy CD-8.3: Require new development projects to provide gateway features, if their location and context warrant such inclusion.

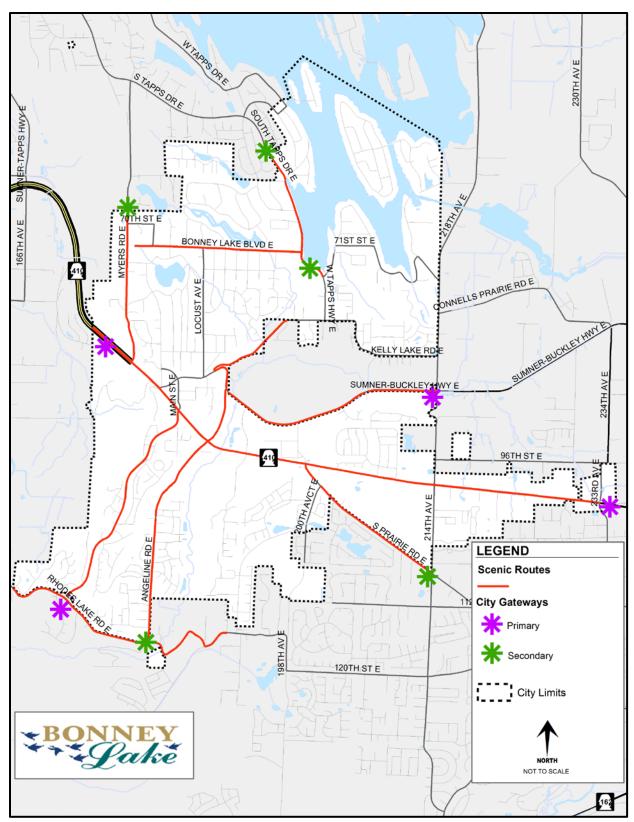


Figure 2-17: Bonney Lake Scenic Routes and Gateways



## 7.8 GUIDING DEVELOPMENT

Growth must be carefully managed to maintain and enhance Bonney Lake's high quality of life; to ensure that new development makes a positive contribution to the City; to create an attractive, livable, and walkable community; to promote public health; and to protect the elements of community life valued by Bonney Lake's residents.

Bonney Lake's development regulations are particularly important as those regulations implement the comprehensive plan at the parcel level, and establish detailed standards and parameters for the use of property. State law requires the City's development regulations to be consistent with *Bonney Lake 2035*.

Development regulations address the subdivision of land; provide for the improvement of infrastructure and public facilities to keep pace with growth; promote high quality development; address the relationship of buildings with the surrounding neighborhood context; ensure that development is safe, aesthetically pleasing, and harmonious with its setting; supports the goals of the community; and manage the ways Bonney Lake will carry out its commitment to be a sustainable suburban community. The objective is to create great places of lasting value.

Goal CD-9: Guide growth and development to ensure that it is orderly and efficient; leverage public investment to address the needs of the underserved areas; ensure the continued availability of infrastructure and public services; reduce adverse impacts on adjacent properties; and to protect the natural environment.

Policy CD-9.1: Ensure that land use decisions consider the characteristics of the transportation network, including road capacity, the quality of the streetscape, and the availability of public transportation and other modes of travel.

Policy CD-9.2: Use development regulations to direct growth, ensure sufficient opportunities for new development, improve Bonney Lake's quality of life, preserve existing neighborhoods, reduce nuisances, achieve compatibility between adjacent properties and uses, address land use conflicts, and protect the health and safety of residents, visitors, and workers.

Policy CD-9.3: Utilize urban design guidelines to guide and evaluate remodeling projects, additions, and new construction. Guidelines should:

- Address building height, scale, massing, materials, colors, and detailing;
- Ensure pedestrian connections;
- Encourage interesting features such as varied roof forms, canopies, balconies, window displays, bay windows, vertically and horizontally modulated wall surfaces, trellises with native vines, porches, artwork, planting beds, ornamental trim, modulations and varied textures, colors, and materials; and
- Ensure that sites are designed in context and relationship to surrounding uses and landscapes.

Policy CD-9.4: Recognize certain areas as having natural constraints that preclude safe or environmentally sound development. These constraints are discussed in the Environmental Stewardship Element.

Policy CD-9.5: Allow new development to occur only when the public facilities needed to serve that development are available, or when provided for by the development through the payment of impact fees, in-lieu fees, or connection charge; construction of the facility as part of the development; or other mitigation measures.

Policy CD-9.6: Although the Comprehensive Plan provides for development capacity to accommodate growth until 2035, steps should be taken to retain some of this capacity for the post -2035 period and guide development towards the Downtown, Midtown, and Lake Tapps Centers.

Policy CD-9.7: Avoid the creation of "problem" parcels that are not practical to develop or provide with services. Work to eliminate or merge such parcels where they already exist. A problem parcel is defined as:

- Any parcel which, regardless of the minimum area or dimension requirements set forth in the Zoning Ordinance, is not practically developable because of its unusual dimensions, shape, or location relative to other parcels; or
- > Any parcel which has other land use constraints, such as environmentally critical areas; or
- Any parcel with no street access or insufficient street frontage to provide access.

Policy CD-9.8: Encourage partnerships between the City and the private sector to undertake joint public-private development.

Policy CD-9.9: Integrate new large-scale development projects into the fabric of the existing community rather than allowing such projects to be self-contained, walled off or physically divided from surrounding uses. New development should be viewed as an opportunity to improve connectivity between neighborhoods. To the extent feasible, circulation systems and open spaces in such developments should tie into existing streets and open spaces on the perimeter. In addition, existing development should be retrofitted over time to reduce unnecessary walls and barriers and improve pedestrian connections between neighborhoods.

Policy CD-9.10: Establish development regulations that facilitate the development of a positive regional identity for Bonney Lake as a City with outstanding neighborhoods and vibrant centers that provide gathering places for residents and visitors.

Policy CD-9.11: Redevelop Bonney Lake's under-developed or vacant sites in a manner that balances providing an array of housing, jobs, retail, recreational, and entertainment opportunities, with the need to respect the scale and form of surrounding properties and neighborhoods.



# 8. HOUSING

"Provide for a variety of residential types and densities to meet the needs of, and provide for, affordable choices for citizens of varied income levels within the community."

City of Bonney Lake Comprehensive Land Use Plan August 1985

the community. When speaking of "housing affordability," the standard used by lending institutions, the real estate industry, and governmental agencies is that no more than 30% of a household's gross monthly income goes toward housing expenses, regardless of income level. For ownership housing, this percentage typically includes taxes, insurance and other related housing expenses. For rental housing, a utility allowance is included in the 30% figure.

A household in which housing costs exceed 30% of gross monthly income is considered to be "cost

Increased housing options and types will help the overall housing supply, maintain community stability, provide housing choices that are affordable to all economic segments Bonney Lake's population, and serve people in different stages of life. Bonney Lake's zoning and development regulations are intended to allow development of housing that will satisfy varied consumer preferences.

Perhaps the most complex of these issues is providing housing opportunities that are affordable for all economic segments of

"The Town of Bonney Lake should have residential developments, at appropriate locations, allowing for a choice and variety of sights. While homogeneous grouping of residential types of development are sometime desirable, it is the desire to provide for some integration of different types of residences such as apartments in low and high rise buildings and town houses together with single family dwelling units"

Plan for Bonney Lake, Washington May 2, 1964

burdened"; if costs exceed 50% of gross monthly income, the household is considered to be "severely cost burdened". "Affordable housing" typically refers to housing that is affordable to households earning 80% or less of the Pierce County Median Income.

Using the definition of affordable housing together with the 2012 Pierce County Median income of \$59,150, Table 2-3 represents the amount of money that Bonney Lake households earning the median income or less can afford to pay for rental and ownership housing:



INCOME GROUP	2012 ANNUAL HOUSEHOLD INCOME	MAXIMUM AFFORDABLE MONTHLY RENT <sup>a</sup>	MAXIMUM AFFORDABLE HOUSE PRICE <sup>b</sup>
Extremely Low- Income (<30 Percent)	\$17,745	\$370	
Very Low-Income (50 Percent)	\$29,575	\$591	\$108,811
Low-Income (80 Percent)	\$47,320	\$947	\$182,122
Median-Income (100 Percent)	\$59,150	\$1,184	\$230,996
High Median-Income (120 Percent)	\$70,980	\$1,420	\$279,869
Bonney Lake Median Income	\$77,432	\$1,548	\$306,423

Table 2-5: Housing Affordability

A quarter of Bonney Lake households fall into either the extreme low-income, very low-income, or low-income categories, while 12% of the households have an income of less than \$25,000, and 13% of the households in the City have an income between \$25,000 and \$50,000.

Table 2-5 provides the percentage of renters in Bonney Lake who are either "Cost Burdened" or "Severely Cost Burdened". The percentages are based on data provided by the U.S. Department of Housing and Urban Development's *Comprehensive Housing Affordability Strategy* (CHAS), derived from the U.S Census Bureaus' 2008-2012 American Community Survey (ACS).

INCOME GROUP	COST BURDENED	SEVERELY COST BURDEN
0% to 30% HAMFI <sup>c</sup>	0%	100%
31% to 50% HAMFI	11%	52%
51% to 80% HAMFI	27%	39%
81% to 100% HAMFI	43%	0%
100% or greater HAMFI	10%	0%

Table 2-6: Rental Affordability

Table 2-6 provides the percentages of homeowners in Bonney Lake who are either "Cost Burdened" or "Severely Cost Burden". The percentages are based on data provided in CHAS, derived from the 2008 - 2012 ACS.



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<sup>&</sup>lt;sup>a</sup> The rental amount does not include the utilities, which was assumed to be equal 20% of the rental rate.

b Assumes 10 percent down payment on a 30-year fixed mortgage at 6% and an allowance for property taxes, and insurance.

HAMFI stands for HUD Area Median Family Income. This is the median family income calculated by HUD for each jurisdiction, in order to determine Fair Market Rents (FMRs) and income limits for HUD programs. HAMFI will not necessarily be the same as other calculations of median incomes (such as a simple Census number), due to a series of adjustments that are made.

INCOME GROUP	COST BURDENED	SEVERELY COST BURDEN
0% to 30% HAMFI	0%	69%
31% to 50% HAMFI	39%	42%
51% to 80% HAMFI	35%	30%
81% to 100% HAMFI	39%	33%
100% or greater HAMFI	18%	6%

Table 2-7: Home Ownership Affordability

The above analysis utilizes the traditional methodology for determining affordability: housing cost as compared to household income. However, this benchmark ignores transportation costs, which are typically a household's second largest expenditure. By utilizing Housing + Transportation Index (H+T Index) developed by the Center for Neighborhoods Technology and the U.S. Department of Housing and Urban Development, an expanded view of affordability is available, by combining housing and transportation costs to measure affordability. The methodology sets the benchmark at no more than 45% of household income.<sup>27</sup> The H+T Affordability Index Map illustrates that all of the households in Bonney Lake spend more than 45% of their household income on housing and transportation.<sup>28</sup>

One of the challenges on relying on the H+T Affordability Index Map to determined affordability is that one of the highest cost variables in determining transportation cost is based on solely on personal vehicle preferences (e.g. year, make, and model). These costs increase the overall transportation cost and are unrelated to City or regional housing policy, or the geographical location of the City. Additionally, the lack of a robust and efficient mass transit system also increases the cost of transportation by reducing travel options: development of the mass transit system is outside of the City's regulatory control.

The City evaluates housing affordability based on the traditional methodology, using housing cost and income. Given this adopted methodology, the City needs to develop a housing strategy to provide housing that is affordable to all income groups, with the primary focus on the very low-income and low-income categories, along with households considered "Severely Cost Burden."

While affordability is one key factor in defining the housing needs of a community, household size, composition, and age of household members should be considered in determining the housing needs of a community to ensure that there is a housing options available for the various life stages: a concept called "lifecycle housing." <sup>29</sup> Additionally, the City needs to ensure that there are sufficient housing opportunities for citizens with special needs, which include those people who require some assistance in their day-to-day living such as the mentally ill, people with developmental or physical disabilities, substance abusers, at risk youth, veterans, and the frail elderly. Family living situations, institutional settings, social service programs and assisted housing all serve a portion of those with special needs.

# Goal CD-10: Provide a variety of housing options that will meet the needs of all Bonney Lake's residents and are affordable to all economic segments of Bonney Lake.

Policy CD-10.1: Encourage the development of a diverse and high quality housing stock that provides a range of housing types (including family and larger-sized units) to accommodate the diverse needs of Bonney Lake's residents through changes in age, family size, and various life changes.

Policy CD-10.2: Encourage the development of special-needs housing, especially for seniors, such as independent living facilities, various degrees of assisted living facilities, and skilled nursing care facilities.

Policy CD-10.3: Actively promote community awareness and education campaigns regarding affordable housing in order to engender acceptance throughout the community.

Policy CD-10.4: Explore methods and partnerships to reduce the costs associated with developing housing.

Policy CD-10.5: Ensure that there is a sufficient supply of housing affordable to all income levels by maintaining a supply of housing that is currently affordable to median-income, low income and very low-income households, and work to increase the supply of housing affordable to households within Bonney Lake that make eighty percent (80%) of the Pierce County Median Income by 702 housing units<sup>d</sup>.

Policy CD-10.6: Actively participate in regional responses to housing needs and issues.

Policy CD-10.7: Allow the use of recreational vehicles (RVs) as a primary residence within mobile home parks when all applicable regulations can be satisfied.

Policy CD-10.8: Allow manufactured homes in all residential zones that allow single-family residences.

Policy CD-10.9: Regulate residential structures occupied by persons with handicaps no differently than similar residential structures occupied by a family or unrelated individuals.

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INEY

Pierce County's Countywide Planning Policy (CPP) AH-3.3 provides that it should be the goal of every City that a minimum of twenty-five percent of the growth allocated to a jurisdiction is satisfied through affordable housing. CPP-AH-3.1.1 defines "affordable housing" as households making less than eighty percent of the countywide median income. Twenty-five percent of the growth allocated to the City of Bonney Lake by Pierce County pursuant to Ordinance No. 2011-36s as amended by Ordinance No. 2017-24s is 702 housing units.

# 9. PROPERTY RIGHTS

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

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

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

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

#### Goal CD-11: Protect the property rights of landowners.

Policy CD-11.1: Balance the responsibility to protect the community from the impacts associated with new residential and commercial development with the responsibility to protect property rights.

Policy CD-11.2: Build into the regulatory framework procedures for avoiding takings, such as variances or exemptions.

Policy CD-11.3: Continue to work to streamline the permitting process utilizing LEAN principals in order to efficiently process permit applications.



#### **Endnotes:**

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- Robert E. Lang and Stven P. Hornburg (1998) What is social capital and why is it important to public policy?. Housing Policy Debate, 9(1), 1-16.
- <sup>23</sup> Policy Link and the California Endowment (2007) Why Place Matters: Building a Movement for Healthy Communities.
- <sup>24</sup> Puget Sound Regional Council (February 2017) Regional *Centers Framework Update Project.* p.3
- <sup>25</sup> Puget Sound Regional Council (2015) *Industrial Lands Analysis for the Central Puget Sound Region.* p. 3-1.
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