

U-1 URBAN GROWTH AREA (UGA)/URBAN SERVICE AREA (USA) EXPANSION, SOUTHWEST OF THE CITY OF BONNEY LAKE

Initiated by: City of Bonney Lake

Applicant: City of Bonney Lake

General Description

This change expands the City of Bonney Lake Urban Growth Area (UGA) and Urban Service Area (USA) by adding 2,534 parcels on 1,859.18 acres (including right-of-ways) in an area southwest of the City of Bonney Lake. This area is within the Comprehensive Urban Growth Area (CUGA) of the County and is not affiliated with the City of Bonney Lake. The change would affiliate the UGA/USA with the City of Bonney Lake. The change would not expand or convert any rural lands to urban.

Impact Analysis

Procedures for Amendments to the Comprehensive Plan, PCC 19C.10, requires all amendments to the Plan to be reviewed against ten criteria (PCC 19C.10.060 B.). Those criteria, and staff evaluation, are as follows:

Effect on rate of growth, development, and conversion of land as envisioned in the Plan

The City of Bonney Lake recently adopted Ordinance No. 1408 which applied a pre-annexation zoning, similar to the County's, to the proposed expansion area. There should be no significant difference in the growth and development of the area based on zoning.

There should also be no significant difference in the growth and development of the area based on utilities. The same utility providers will serve the area after the expansion and have planned for the future development of the area.

Population.

The Washington State Office of Financial Management (OFM) estimates the population within the incorporated limits of Bonney Lake at approximately 17,730 in 2012. The existing Bonney Lake UGA has an estimated population of 360. The combined estimated population for the incorporated city limits and the small areas in the City's existing UGA is 18,090 people.

The change would add approximately 6,429 people to the current population in the City and its current UGA areas. The combined estimated population of the City, its current UGA, and the proposed UGA/USA expansion area is 24,519. This is an increase of 26% over the current population.

The estimated 2030 population of the City of Bonney Lake is 21,540 people. The City of Bonney Lake evaluated the potential population increase from the northern developed area of the proposed UGA/USA expansion area as well as the Plateau 465 development. The City estimates that there are 46 acres of vacant property and 120 acres of underdeveloped property in the northerly portion of the expansion area which would yield approximately 1,071 units by 2030. This would yield an expected 3,010 additional population for this area.

The Plateau 465 development is approved for 2,968 units plus an additional 135 affordable housing units; however, it has an existing cap on development of 1,900 units. The City estimates that only 15% of the 1,900 units would be developed by 2030. This is expected to yield approximately 801 additional population.

Combined with the current estimated population of 6,429, the proposed UGA/USA expansion area would have a 2030 population of 10,240, increasing the City's 2030 overall population to 31,880. This represents an increase of 46%.

Effect on the County's capacity to provide adequate public facilities

This change would not impact the County's capacity to provide capital facilities in the area. Services are provided by the City of Bonney Lake and other service districts that serve the UGA/USA expansion area.

Effect on the rate of population and employment growth

The change does not affect the rate of population and employment growth. The City has adopted zoning regulations that are similar to the County and also recognize the Plateau 465 development. This would allow future development to proceed at the same rate as would be allowed under existing Pierce County regulations.

Whether Plan objectives are being met as specified or remain valid and desirable

The change would be consistent with the policies of the Pierce County Comprehensive Plan encouraging urban development and densities to occur in urban areas and in cities and towns where urban services are available. The inclusion of this area into the City's UGA/USA would continue to promote the efficient provision of government facilities and services through the City of Bonney Lake or other providers who currently serve the expansion area. (19A.30.010)

The Comprehensive Plan policies require public involvement and a community meeting as part of a UGA expansion. While the City of Bonney Lake has held hearings, it has not held a community meeting in the UGA/USA expansion area as outlined in LU-UGA Objective 4A.2.

Effect on general land values or housing costs

The change will not affect the general land values or housing costs within the expansion area.

Whether capital improvements or expenditures are being made or completed as expected

The proposed UGA/USA expansion area will be served by public facilities and services provided by the City of Bonney Lake and other service providers. The City has analyzed the impact of the change on these services including City General Services and Facilities, Non-City governmental services and Utilities.

City General Services and Facilities

City Facilities

The City of Bonney Lake has adopted a Facility Level of Service (FLOS) for City Facilities. Based on the FLOS, the City analysis identified the following facilities needs for two scenarios: 1) Current needs based on the inclusion of the proposed UGA/USA expansion; and 2) 2030 needs based on the inclusion of the proposed UGA/USA expansion area.

Current

Facility Type	Standard	Total SF Space Need	Available Space	SF Surplus/Deficit
Police Station	.93 SF per capita	22,803 SF	10,200 SF	(12,603) SF
City Hall w/ Court	1.46 SF per capita	35,797 SF	21,000 SF	(14,797) SF
PW Operations	2.51 SF per capita	61,543 SF	32,250 SF	(29,293) SF

Based on the current square footage of the City’s existing facilities, if the current UGA and proposed UGA/USA expansion areas were annexed into the City, the City would fall below its adopted FLOS in the near-term.

2030

Facility Type	Standard	Total SF Space Need	Available Space	SF Surplus/Deficit
Police Station	.93 SF per capita	29,648 SF	10,200 SF	(19,448) SF
City Hall w/ Court	1.46 SF per capita	46,545 SF	21,000 SF	(25,545) SF
PW Operations	2.51 SF per capita	80,019 SF	32,250 SF	(47,769) SF

By 2030, the City’s the need for general governmental facilities would continue to increase.

The City’s current Capital Facilities Element provides a number of strategies to provide the recommended square footage for each facility type based on the adopted FLOS:

Police Station and Services

The City’s current police station occupies approximately 10,200 square feet of the 36,935 square foot Public Safety Building which is shared with the East Pierce County Fire and Rescue (EPFR). EPFR is expected to build a new facility in 2014 and the police station would then occupy the entire facility. This additional space will provide sufficient square footage to meet the City’s adopted FLOS based on the current 2030 population allocation and the population in the proposed UGA/USA expansion area.

The City would assume police protection and law enforcement responsibilities for the proposed UGA/USA expansion area. The City expects to provide a response level of 1.0 officer per thousand at the time of annexation which would exceed the current services level provided by the Pierce County Sheriff of 0.6 officers per thousand and would be sufficient to respond to all calls in a timely manner.

City Hall and Court

In 2013, the General City Governmental Services (Finance, Administration, Human Resources, City Clerk, and Community Development) moved to the Justice Center which was renamed the Justice and Municipal Center. The relocation of the general governmental services to the Justice Center is consistent with the strategy identified in the Capital Facilities Element to meet the FLOS for the City's current population. In order to comply with FLOS in the long term, the City plans to construct a civic campus which will include the construction of a new City Administration Building housing the court and general city governmental services.

Public Works

In order to provide sufficient facilities for Public Works maintenance and operations, the City plans to issue utility bonds to finance the construction of the new public works maintenance center located in Eastown. (*Bonney Lake Comprehensive Plan* pg. 8-14)

Parks

The *Bonney Lake Comprehensive Plan* – Park Element was based on a 2025 population of 35,120 which is more than the current 2030 estimated population of 31,880. The estimated 2025 population in the Park Element included the proposed UGA/USA expansion area.

The Park Element does indicate that the City is not currently meeting its adopted park level of service (PLOS) for the existing population and that the proposed UGA/USA expansion area would increase these deficiencies in the short term. The Park Element includes a long term plan to meet the adopted PLOS and includes a proposed funding plan for the additional facilities.

Non-City Governmental Services

East Pierce County Fire District

The entire UGA/USA expansion area is already served by East Pierce County Fire District. The District has planned its fire service based on the planned densities and population for the area which will remain consistent with this change.

Sumner School District

The majority (96%) of the proposed UGA/USA expansion area is served by the Sumner School District. The change would not result in an increased demand in school services when compared to growth under County jurisdiction which is already accounted for in the *Sumner School District 2012 Capital Facilities Plan*.

White River School District

A small portion (4%) of the proposed UGA/USA expansion area is served by the White River School District. Based on the buildable lands methodology, the area has the capacity for approximately seven (7) new homes. The change would not result in an increased demand in school services.

Utilities

Water – City of Bonney Lake

Water service is currently provided by City of Bonney Lake Water for approximately a third of the proposed UGA/USA expansion area. The total estimated 2030 population for the current incorporated area and UGA and the proposed UGA/USA expansion area within the water service area is 22,525. The current *City of Bonney Lake Comprehensive Water Plan* assumes an estimated 2026 population of 27,284 for this area which would indicate that the City has the ability and capacity to provide water service for this additional population growth.

Water – Tacoma Water

The remaining two-thirds of the proposed UGA/USA expansion area is currently served by Tacoma Water. *Tacoma Water's Comprehensive Water System Plan* (2006) plans for a 2020 population which would accommodate future growth in the expansion area. Adding the proposed UGA/USA expansion area would not result in an increase in demand for water when compared to the current projected densities for the area.

Sewer – City of Bonney Lake

The proposed UGA/USA expansion area is wholly within the City of Bonney Lake's South Sewer Service Area and addressed in the *City of Bonney Lake Comprehensive Sewer Plan* (2009). In March of 2012, the City signed an Interlocal Agreement with the City of Sumner to increase the capacity of the Sewer Treatment Plant to accommodate future sewer demand. This additional capacity will provide the sewer treatment capacity required to handle the sewer needs for the City and the South Sewer Service area forecast for 2030.

Whether the amendment conforms to the requirements of the GMA, is internally consistent with the Plan and is consistent with the Countywide Planning Policies

The majority of GMA and Countywide policies are directed to UGA expansions where rural areas would be brought into the Urban Growth Area and do not specifically address the expansion of an Urban Service Area. The expansion of an Urban Service Area within an existing UGA is addressed more by policies addressing urban density and the provision of facilities and services.

The area affected by the City's UGA/USA amendment furthers the GMA goals by ensuring that development occurs within areas already characterized by urban growth consistent with RCW 36.70A.020 (1) and (2).

The change would affiliate a portion of the CUGA with the City of Bonney Lake, identifying it as part of the City's USA, consistent with RCW 36.70A.110 (7). The amendment will also further the objective of RCW 36.70A.110 (4) by recognizing that cities are the most appropriate unit of government to provide urban governmental services.

The City has adopted Ordinance No. 1408 which established a pre-annexation land use

designation and zoning classification for the expansion area including a Public Facility pre-annexation zoning for the future Bonney Lake – Buckley Regional Park.

Effect on critical areas and natural resource lands

Both the City of Bonney Lake and Pierce County have adopted Critical Areas Ordinances to protect and preserve critical slopes, wetlands, and habitat. Any development will need to prepare the appropriate studies to determine the existence of critical areas and provide protection or mitigation in conformance with the Critical Area Ordinances.

Environmental studies were prepared for the Plateau 465 which found no wetlands on the site; however, there is an aquifer recharge area in the northeast portion of the site and significant trees which would need to be considered as part of future development.

There are no resource lands in or adjacent to the proposed UGA/USA expansion area.

Consistency with locational criteria in the Comprehensive Plan and application requirements established by Chapter 19C.10

The change is consistent with the policies of the Comprehensive Plan which encourage urban development to occur in areas that have urban services.

The City of Bonney Lake has submitted the appropriate application and accompanying materials for the County to accept the application for processing. The application was initiated by the Pierce County Council by Resolution R2013-8s on February 26, 2013.

While the 19C.10.055 language on public outreach does not specifically call out requirements for USA expansions, since the amendment will lead to the expansion of the City’s satellite UGA, a public outreach program should be conducted and should include a community meeting within the proposed UGA/USA expansion area.

Effect on other considerations

Plateau 465 Master Plan

On October 30, 2007, the Pierce County Council passed Ordinance No. 2007-86s which created and imposed detailed and comprehensive conditions, regarding the development of the Plateau 465 Master Planned Community (MPC), through an area-wide map amendment. The Plateau 465 Master Planned Community (MPC) is located within the UGA/USA expansion area of this amendment request. The MPC consists of a 487-acre parcel and proposes a total of 2,968 dwelling units are proposed, with a mix of rental units, condominiums, and single family residential lots of mixed lot sizes. An additional 135 units of affordable housing is required by the conditions of approval.

The Plateau 465 MPC and the associated conditions of approval will need to be considered in the Joint Planning Agreement with the City of Bonney Lake.

2010 City of Bonney Lake Annexation Request

On September 30, 2010, the City of Bonney Lake filed Notice of Intent (NOI) application with the Boundary Review Board (BRB) requesting annexation of the same area being considered in this application.

On January 10, 2011, Pierce County invoked jurisdiction requesting the BRB to review this matter. The BRB held a hearing and on March 29, 2011 issued a decision disapproving the annexation request.

2008 Annexation Study

In preparation for the 2010 Annexation application, the City of Bonney Lake prepared a Potential Annexation Area Study: Final Report and Analysis dated December 5, 2008 (2008 Annexation Study). This study provides substantial information about the proposed USA expansion area and is referred to throughout this staff report.

City Planning Actions

The City of Bonney Lake has done a substantial amount of planning in preparation for the UGA/USA expansion and future annexation. The following is a listing of the various plans and amendments to the City Comprehensive Plan that have been updated to include the expansion area and consider its future development, facilities and utilities needs:

- Buckley-Bonney Lake Plateau Regional Park Master Plan, February 18, 2008, Pierce County Parks and Recreation Department
 - References the proposed eighty-acre County regional park located within the expansion area on County-owned land just north of Plateau 465.
- Potential Annexation Area Study: Final Report and Analysis, December 5, 2008 City of Bonney Lake. The Annexation Study studied four sub-areas totaling 6,964 acres including the 1,851 acres of this UGA/USA expansion area.
- City of Bonney Lake Comprehensive Sewer System Plan, February 2009, City of Bonney Lake.
- Bonney Lake Ordinance No. 1368, December 14, 2010 which replaced the “Other Capital Facilities” element of the City’s Comprehensive Land Use Plan with an element entitled “Capital Facilities.”
- Bonney Lake Ordinance No. 1369, December 14, 2010 which amended the Transportation element of the City’s comprehensive land use plan. Includes list of transportation projects affecting the expansion area.
- Bonney Lake Ordinance 1408, December 13, 2011, amended the City’s Comprehensive Plan to identify the proposed UGA/USA expansion area as part of the proposed Bonney Lake UGA. The Ordinance the City also established pre-annexation zoning for the area

including:

- An R-2 Medium-Density Residential zone.
- A Planned Community District (PCD) zone for Plateau 465.
- A Public Facility zone for the future Bonney Lake – Buckley Regional Park.

Staff Recommendation

Staff recommends approval with the following condition:

Pierce County and the City of Bonney Lake will adopt a joint planning agreement reflecting the approval of Plateau 465 with its associated conditions and the agreements, agreements on improvements to the 198th Street corridor, and the planning and alternative selection for the Rhodes Lake Road Corridor. The agreement should be approved prior to the effective date of this amendment.

Implementation Requirements

Approval of the amendment will necessitate a corresponding update to the Urban Growth Areas map in the Comprehensive Plan.

Referenced Countywide and Comprehensive Plan Policies

Countywide Planning Policies

The Countywide Planning Policy (CPP) on Urban Growth Areas 2.3 states the following:

- 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;

CPP Policy UGA 3.6.5 also provides that:

- 3.6.5 Urban government services shall be provided primarily by cities and urban government services shall not be provided in rural areas.”

The Countywide Planning Policies also identify the need for a Joint Planning agreement for the UGA areas:

- UGA-1. Joint planning. Joint planning between local governments can provide numerous possible benefits, including but not limited to:
 - a. More efficient delivery of services;
 - b. Shared use of public facilities;
 - c. Coordinated permitting processes;

- d. Cost-sharing for planning and construction of public facilities (e.g., water, sewer infrastructure, parks, etc.);
 - e. Consistent development standards;
 - f. Shared regional data, including GIS data;
 - g. Proactive identification of potential issues.
- 1.1 Joint planning may be municipal-municipal as well as municipal-County. The County and each municipality shall jointly plan for the designated urban growth area of that municipality (outside of municipal corporate limits) and may include municipal utility service areas. Joint municipal-municipal planning may occur in those other areas where the respective jurisdictions agree such planning would be beneficial.

Pierce County Comprehensive Plan

The following policies contained within the Pierce County Comprehensive Plan support the City proposed amendment:

- 19A.10.010 (A) Urban Growth. Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
- 19A.20.050 (C) Contain urban sprawl by designating an urban/rural boundary and focusing infrastructure development in proposed employment centers and near cities and towns where a full range of urban services are available.
- 19A.20.090 (G) Pierce County shall rely primarily upon cities and towns and special purpose districts as providers of local facilities and services appropriate to serve those local needs, except where the County is the local service provider.

The following objectives in the Land Use Element of the Pierce County Comprehensive Plan relate to this proposed expansion of the UGA:

19A.30.010 Urban Growth Areas.

- C. **LU-UGA Objective 2.** Provide efficient government facilities and services.
 - 1. Contain and direct growth within the designated Comprehensive Urban Growth Area or satellite city and town UGAs where adequate public facilities exist or can be efficiently provided.
 - a. Assure that urban level facilities and services are provided prior to or concurrent with development. These services include, but are not limited to, potable water supply, adequate sewage disposal, surface water management, roads, and transit.
 - b. Assure that urban level facilities and services are only provided within the designated Urban Growth Areas.

- c. Seek to reduce the per unit cost of public facilities and services by encouraging urban density development within the designated Urban Growth Areas, while encouraging rural densities in the rural areas.
- F. **LU-UGA Objective 4A.** Ensure a public participation strategy is incorporated in the process to establish a new or expand an existing urban growth area.
- 1. The public participation strategy should ensure broad public notification of the proposed urban growth area amendment occurs through newspaper publication including the official newspaper of record and newspaper of general circulation in the affected area, posting of public notice signs, property owner notification, and other methods as appropriate. The notification should include a description of the proposed action, opportunities and process for commenting on the proposed action, public hearing dates, and contact information for questions or additional information regarding the proposed action.
 - 2. The public participation strategy should include at least one community meeting within or in close proximity to the proposed urban growth area. This meeting should be structured to inform interested parties of the proposed action and to provide opportunities for public comment.
- G. **LU-UGA Objective 5.** Coordinate planning within Urban Growth Areas.
- 1. Prior to any further expansion of a designated Urban Growth Area or Urban Service Area affiliated with a city or town, a joint planning agreement must be in place for any existing designated Urban Growth Area or Urban Service Area affiliated with that city or town.
 - a. Joint planning shall also occur in those other areas where the respective jurisdictions agree such joint planning would be beneficial.
 - b. The parties involved in the joint planning process may include one or more municipalities, special districts, and the County.
 - c. When joint planning is required, the joint planning effort shall determine and resolve issues including, but not limited to, the following:
 - (1) How zoning, subdivision and other land use approvals in designated Urban Growth Areas or Urban Service Areas of municipalities will be coordinated;
 - (2) How appropriate service level standards for determining adequacy and availability of public facilities and services will be coordinated;
 - (3) How the rate, timing, and sequencing of boundary changes will be coordinated;
 - (4) How the provision of capital improvements to an area will be coordinated; and
 - (5) To what extent a jurisdiction(s) may exercise extrajurisdictional responsibility.
 - d. Joint planning may be based upon factors including, but not limited to, the following:
 - (1) Contemplated changes in municipal and special purpose district boundaries;

- (2) The likelihood that development, capital improvements, or regulations will have significant impacts across a jurisdictional boundary;
 - (3) The consideration of how public facilities and services are and should be provided and by which jurisdiction(s); or
 - (4) The consideration of how economic development may best be encouraged and supported.
2. Adopt the urban development standards for new developments in urban growth areas, as provided in the Countywide Planning Policies.

H. LU-UGA Objective 6. Provide criteria and priorities for the expansion of urban growth areas.

- 1. Expansions of the Comprehensive Urban Growth Area (CUGA) and satellite urban growth areas shall be approved by the County Council through a Comprehensive Plan amendment process as established in Chapter 19C.10 PCC, only if the following criteria are met:
 - c. Documentation that adequate public facilities and services can be provided within the 20-year planning horizon is provided.
 - d. Proposed UGA expansion areas shall be required to comply with the requirements of Pierce County's TDR/PDR Program.
 - e. Proposed UGA expansion areas should be approved only if the proposing jurisdiction provides an analysis of:
 - (3) how the proposal is consistent and reasonable with the jurisdiction's adopted comprehensive plan.
 - f. Future UGA expansion areas should be approved only if it is demonstrated that the area has the capability and capacity to provide urban level services to the area while maintaining a healthy natural ecosystem.
 - g. Future UGA expansion areas should avoid the inclusion of designated agricultural lands and critical areas, unless (a) otherwise permitted by the applicable community plan, or (b) the development rights are removed.
- 2. The following priorities for expanding the 20-year CUGA boundary or satellite city or town UGA boundary shall be considered during the Plan amendment process:
 - a. Future UGA expansion areas should be affiliated with a city or town.

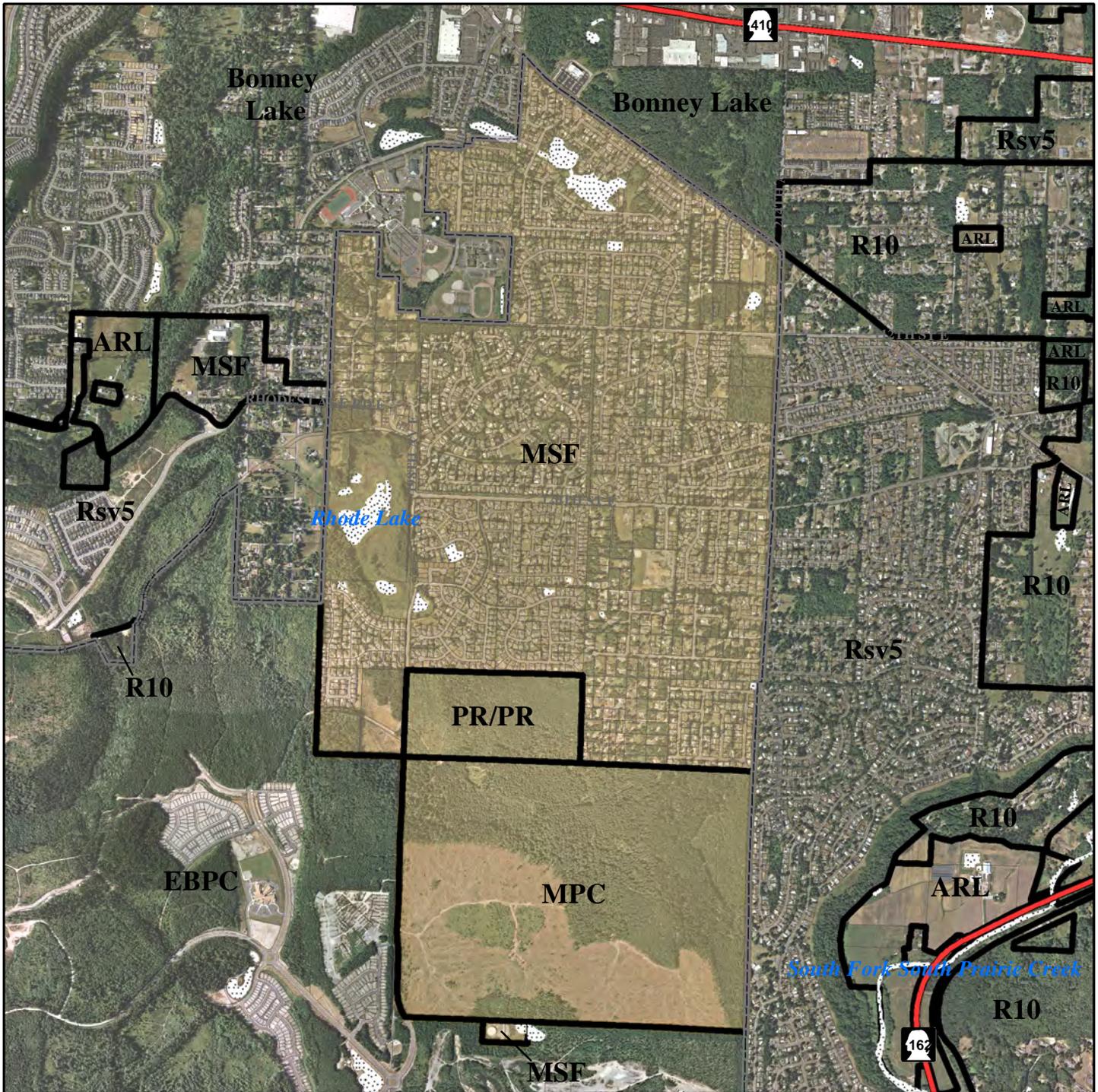
Comprehensive Plan Procedures

19C.10.055 Applications for Comprehensive Plan Amendments.

E. Requirements for Acceptance of Applications.

- 6. Applications for expansion of an Urban Growth Area shall include the following documentation:
 - a. the proposal has been included in the appropriate Comprehensive Plan, if affiliated with a city or town;
 - b. SEPA has been completed;
 - c. the proposal is consistent with an adopted Capital Facilities Plan which demonstrates how public facilities and services will be provided; and

- d. a public outreach program that includes affected property owners has been conducted. Such outreach may be accomplished by:
 - (1) the jurisdiction's public involvement program for the related city or town Comprehensive Plan amendment or SEPA process, provided that the unincorporated property owners were included in the notices and that such notice was clear about the property involved, or
 - (2) through a public hearing before a County land use advisory commission. If this was not done, public outreach may be accomplished through public notice and public hearings associated with the city or town legislative body's decision to forward the Urban Growth Area application to the County Council.
- e. documentation acknowledging the requirement to comply with the requirements of Pierce County's TDR/PDR program or community plan if applicable.
- f. documentation acknowledging the requirement to remove all development rights from designated agricultural land and critical areas or from commensurate agricultural land pursuant to an applicable community plan, if a UGA expansion is approved that encompasses such lands.



2013 PROPOSED URBAN GROWTH AREA AMENDMENT

Amendment #U-1, City of Bonney Lake

Initiated by Pierce County Council

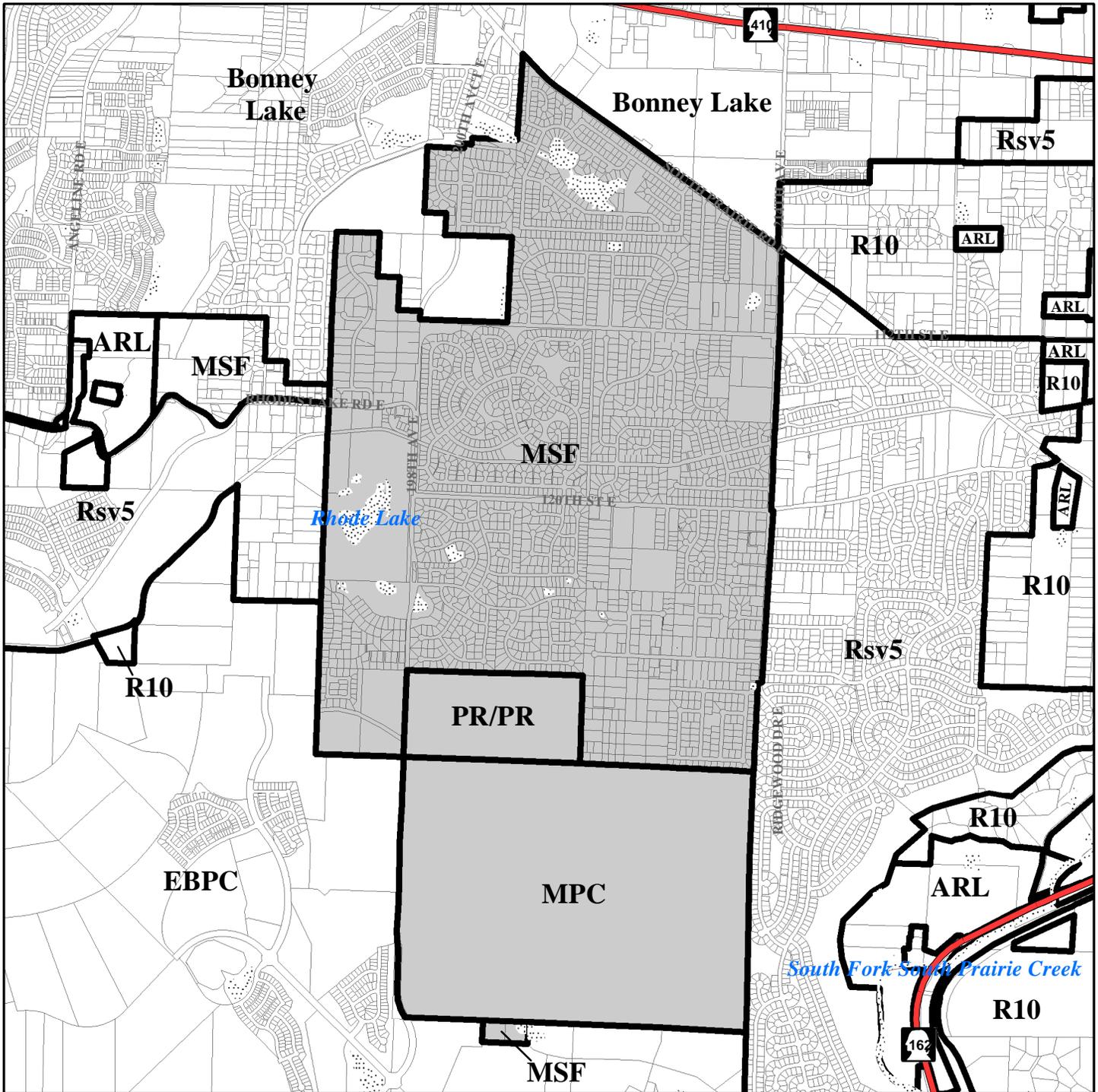
-  Comprehensive Urban Growth Area Boundary
-  Add to City of Bonney Lakes Urban Service Area

Department of Planning and Land Services

Plot Date: May 23, 2013

Scale = 1:26,647





2013 PROPOSED URBAN GROWTH AREA AMENDMENT

Amendment #U-1, City of Bonney Lake

Initiated by Pierce County Council

 Add to City of Bonney Lakes Urban Service Area

Department of Planning and Land Services

Plot Date: April 30, 2013 Scale = 1:26,647

Map Document: H:\mxd\prop_area_wide_amend\2013\amendment_u_1_2013_letter.mxd

