

## CHAPTER 3

# Land Use and Population



*Lift Station No. 20*

## INTRODUCTION

The City of Bonney Lake's (City) *Comprehensive Plan, (Bonney Lake 2035)*, was adopted by the City Council on June 30, 2015. The plan was developed to meet the requirements of the State of Washington Growth Management Act (GMA), the Multi-County Planning Policies (MPPs) in VISION 2040, and the County-wide Planning Policies for Pierce County (County). The GMA requires, among other things, consistency between land use and utility plans and their implementation.

This chapter demonstrates the compatibility of this General Sewer Plan (Plan) with other plans, identifies the designated land uses within the City's sewer service area (SSA), and identifies population projections within the City's planning area.

## COMPATIBILITY WITH OTHER PLANS

### Introduction

Currently, the City's SSA only includes areas that fall under the land use planning efforts of one other jurisdiction, the County. To ensure that the Plan is consistent with the land use policies of all agencies involved, the following planning documents were examined:

- Growth Management Act
- *Bonney Lake 2035*
- *Pierce County Comprehensive Plan*

### Growth Management Act

The State of Washington GMA of 1990, and its 1991 and 1993 amendments, defined four goals relevant to this Plan.

1. Growth and services should be in urban areas.
2. There should be consistency between land use and utility plans and their implementation.
3. There should be concurrency of growth with public facilities and services.
4. Critical areas should be designated and protected.

### Urban Growth Area

The GMA requires that the County and City cooperate in designating an urban growth area (UGA), or, as it is labeled today, a Potential Annexation Area (PAA). As part of the development of its comprehensive plan, the County designated its UGA and identified PAAs for all cities within the county. The cities only have the ability to annex areas within their PAA. Currently, the City's SSA includes portions of the County's Urban Growth Area (CUGA), and portions of the County.

### Consistency

The GMA requires planning consistency from two perspectives. First, it requires consistency of plans among jurisdictions. This means that plans and policies of the City and the County must be consistent (Revised Code of Washington (RCW) 36.70A.100). Second, the GMA requires that the implementation of the Plan be consistent with the comprehensive plan (RCW 36.70A.120).

### Concurrency

Concurrency means that adequate public facilities and services must be provided at the time growth occurs, which is defined as being within a 6-year timeframe. For example, growth should not occur where schools, roads, and other public facilities are overloaded. Concurrency ensures that public dollars are used efficiently and that quality of life is preserved. To achieve this objective, the GMA directs growth to areas already served, or readily served, by public facilities and services (RCW 36.70A.110). The GMA also requires that when public facilities and services cannot be maintained at an acceptable level of service, new developments should be prohibited (RCW 36.70A.100).

### Critical Areas

The GMA requires that critical areas be designated and protected. Critical areas include fish and wildlife habitat, flood zones, aquifer recharge areas, streams, creeks, rivers, lakes, wetlands, and other surface water, and geologic hazard, areas such as steep slopes and liquefaction zones. **Appendix J – SEPA Checklist** contains a State Environmental Policy Act (SEPA) checklist that addresses other environmental concerns.

## LAND USE

The City limits currently encompass an area of approximately 4,701 acres. The City's existing PAA encompasses an additional 158 acres outside of the current City limits. The total SSA is significantly larger than the combined area of the City and its PAA, with 8,833 total acres.

The Existing Land Use Map, **Figure 3-1 – Existing Land Use**, shows the existing land uses for the SSA. Future land use designations from the City and the County were used in evaluating growth projections for this Plan. Land use maps for each of these agencies are included in **Appendix K – Land Use Figures**. Land use maps were used to identify current land uses, potential land, vacant land, and underdeveloped land. Zoning maps and classifications were used to evaluate growth projections based on potential developments of developable land. Also, included in **Appendix K – Land Use Figures** is a composite City sewer and water service area figure.

### City of Bonney Lake

The Community Development Element of *Bonney Lake 2035* is the City's vision of how growth and development should occur over a 20-year horizon. While the Community Development Element goals and policies set forth general standards for locating land uses, the *Bonney Lake 2035* Future Land Use map indicates geographically where certain types of uses may be appropriate. The Future Land Use map is a blueprint for developing of an area, whereas the zoning code is the regulatory means for implementing development.

The Community Development Element articulates many of the same goals and concerns of the GMA. Like the GMA, the Community Development Element seeks to accommodate growth while preserving the City's character, protecting the environmentally sensitive areas, and developing a strong local and vital economy. The Community Facilities and Services Element ensures that new development will be adequately serviced without compromising existing levels of service.

The *Bonney Lake 2035* population projection for the City at the time of this Plan is 30,789 people.

### Pierce County

The County's *Comprehensive Plan* designates land use for unincorporated Pierce County, including many portions of the City's water service area (WSA). The County's *Comprehensive Plan* was developed in response to the requirements of the Washington State GMA. The water system plan (WSP) integrates citizen ideas, concerns, and preferences into statements of how the County should be developed, what development regulations should accomplish, what facility and service levels are needed, and how publicly-funded improvements should support these objectives. The *Comprehensive Plan* is codified as Title 19A of the County Code

The areas nearest the City limits have the following designations:

- *Moderate Density Single-Family – Four dwelling units per acre without sewer or six dwelling units per acre with sewer.*

- *Reserve 5 – One dwelling unit per 5 acres.*
- *Rural 10 – One dwelling unit per 10 acres.*
- *Agricultural Resource Land – One dwelling unit per 10 acres.*
- *Master Planned Community – Planned-Unit development known as Lakeland Hills South, currently under City of Auburn planning efforts.*

The areas to the west and north of the City limits are primarily zoned as Rural 10 with Agricultural Resource Land. East of the City limits are areas zoned with Reserve 5, Rural 10, and Agricultural Resource Land. The area south of the City limits is Reserve 5 and Moderate Density Single-Family.

### Existing Land Use

Existing land use within the City’s sewer service area is predominantly residential compared to other uses. **Figure 3-1 - Existing Land Use** displays the distribution of existing land use within the service area. **Table 3-1 – Existing Land Use by Area** tabulates land uses by type for each of the three service areas (core, north, and south). While most of the south and north service areas are not currently connected to sanitary sewers, for the core service area, residential flows dominant. Residential customers comprise the vast majority of the City’s sewer accounts. Roughly 98 percent of connections are residential customers (this includes both single- and multi-family customers).

**Table 3-1**  
**Existing Land Use by Area**

Existing Land Use	Sewer Service Area			
	Core	South	North	Total
	(Acres)	(Acres)	(Acres)	(Acres)
Commercial/Industrial	281	0	17	<b>298</b>
Public/Open Space or Resource Land	686	12	56	<b>754</b>
Single-Family Residential	2,414	604	1,063	<b>4,081</b>
Multi-Family Residential	21	6	29	<b>56</b>
Transportation/Communication/Utilities	152	33	203	<b>388</b>
Vacant or Unknown	1,085	767	219	<b>2,071</b>
Right-of-Ways	701	405	79	1,185
<b>Total</b>	<b>5,340</b>	<b>1,827</b>	<b>1,666</b>	<b>8,833</b>

Land use for this Plan was based on the County Assessor-Treasurer Records, accessed from the County-view database on May 2016. Land use designations for the three service areas are also summarized in **Table 3-2 – Existing Land Use by Percentage** on a relative basis.

**Table 3-2**  
**Existing Land Use by Percentage**

Existing Land Use	Sewer Service Area			
	Core	South	North	Total
	% of Total	% of Total	% of Total	% of Total
Commercial/Industrial	5.3%	0.0%	1.0%	3.4%
Public/Open Space or Resource Land	12.8%	0.7%	3.4%	8.5%
Single-Family Residential	45.2%	33.1%	63.8%	46.2%
Multi-Family Residential	0.4%	0.3%	1.7%	0.6%
Transportation/Communication/Utilities	2.8%	1.8%	12.2%	4.4%
Vacant or Unknown	20.3%	42.0%	13.1%	23.5%
Right-of-Ways	13.1%	22.2%	4.7%	13.4%
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

The City’s SSA has much vacant land, but not all of it is developable. Vacant and public lands are scattered throughout the SSA. Commercial uses are primarily located along SR 410. There is very little industry. As of 2015, the gross residential density inside the City limits is 1.2 dwelling units per acre. This represents acres of residentially-zoned, non-vacant land divided by the number of households. The number of households was derived by dividing the April 2014 Office of Financial Management (OFM) population estimate by the 2010 Census’ average household size of 2.895075. After deducting the area of streets, critical areas, and other unbuildable areas, the net density is approximately 1.7 units per acre. The net density calculation is based on the 2014 County Buildable Lands Report. However, recent plats have been developed at much higher densities than pre-existing neighborhoods.

## Proposed Land Use

With the execution of the Sanitary Sewer System Transfer Agreement between the City and County, the City’s service area now includes the entire City limits, plus extensive areas of unincorporated Pierce County. The total acreage in the City’s total service area is now approximately 8,833. Of this area, the North Sewer Service Area (NSSA) accounts for approximately 1,666 acres, the Core Sewer Service Area (CSSA) includes approximately 5,340 acres, and the South Sewer Service Area (SSSA) includes approximately 1,827 acres. See **Figure 4-2 – Sewer Service Area (2016)**. Land use planning for this area is divided between the City and the County. **Figure 3-2 – City of Bonney Lake Proposed Land Use** and **Figure 3-3 – Unincorporated Proposed Land Use** show proposed land uses for the City’s sewer service area, both within the City and in the unincorporated areas.

The City’s comprehensive plan calls for compact, pedestrian-oriented development, and innovative design. This pattern of development requires sanitary sewer service.

The City's unincorporated SSA includes land that is both inside and outside of the urban growth boundary (UGB). The City's unincorporated sewer service area that lies within the County's UGA (the SSSA, **Chapter 5 – Policies and Design Criteria**) is planned for urban levels of development. The County's adopted comprehensive plan calls for "a range and scale of urban land uses within the designated Urban Growth Areas."<sup>1</sup>

The City's unincorporated SSA that lies outside the UGB (the NSSA, **Chapter 5 – Policies and Design Criteria**) is largely developed with suburban single-family homes along and near the west shore of Lake Tapps. This service area is a legacy service area transferred by the County to the City in 2002. Service to this area is required as a consequence of contracts and agreements entered into between the County and state and federal agencies in the 1980s. See the *Pierce County Unified Sewer Plan* for a more extensive discussion of this topic.

## POPULATION

### Existing and Future Population

The total population within the incorporated boundaries of the City as of April 1, 2014, was 18,520, and as of April 1, 2015, was 19,490, according to the OFM, making the City the fifth most populous city in the County. The City has experienced rapid population growth over the last 65 years due to extensive single-family residential development and annexations.

The City had an annual average growth rate of approximately 2.1 percent over the 35-year period from 1980 to 2015, excluding growth due to annexations. The population of the City is predominately younger, with three-quarters of the City's population under the age of 50. The largest segment of the City's population is between the ages of 30 and 49, which represents over one-third of the total.

Based on projected growth in the City's CSSA and SSSA, the City will likely add 27,909 people between 2016 and 2037 to its total SSA. Most of this will occur in the SSSA.

Based on the Community Development Element, the City's future plans are required to accommodate an additional 10,134 people between 2014 and 2035 within the City's existing incorporated boundaries, resulting in total population of 28,654 by 2035. This population growth is only within the current incorporated boundaries of the City and does not include population growth in the City's PAA, SSSA, or NSSA.

The total population in the core sewer service area is 20,729.

Maximum density under current zoning of the SSA is not expected to occur in the 20-year planning period. Additional growth is expected to continue to occur in unincorporated Pierce County after 2035.

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<sup>1</sup> See PCC 19A.30.010.J; Land Use Objective 8, among others.

**Table 3-3 – Population Trends and Projections** illustrates the historical population growth since 2010 and the projected future growth for the City and SSA. The historical population data shown in the table represents the population within the CSSA. These population forecasts are based on recently updated Puget Sound Regional Council (PSRC) data for the portions of the Forecast Analysis Zones (FAZ Nos 805 and 806) that are within the City’s SSA.

**Table 3-3  
Population Trends and Projections**

<b>Year</b>	<b>Core</b>	<b>South</b>	<b>North</b>	<b>Total SSA</b>
<b>Historical Population Served</b>				
2010	15,176	0	0	15,176
2011	15,483	0	0	15,483
2012	15,735	0	0	15,735
2013	16,314	0	0	16,314
2014	16,870	0	0	16,870
2015	17,148	0	0	17,148
<b>Projected Population Served</b>				
2022 (+6 Years)	23,038	4,027	0	27,066
2036 (+20 Years)	30,278	14,778	0	45,056

## Household Trends

According to the City’s 2014 OFM rate estimates, persons per household is 2.895075. The City’s data are based on OFM projections. The average household size in unincorporated Pierce County was 2.62 persons per household in 2010.

The City’s residential community is comprised largely of single-family residences. As of 2015, the City had approximately 7,113 housing units within the City limits. However, the CSSA also includes the City’s two PPAs and two master-planned communities (Mt. Creek and White River Estates). There are also approximately 1,390 houses within the CSSA that are currently on drainfields and not connected to the City’s sewer collection and treatment system. In addition, the City does provide maintenance service to approximately 114 homes in the Falling Water development. These homes have sewer accounts, but they are not connected to the City’s sewer collection and treatment system; therefore, they are not included in the sewer customer counts for this Plan. Currently, there are approximately 6,147 housing units within the CSSA, as shown in **Table 3-4 – Housing Units and Population Served in CSSA**.

**Table 3-4**  
**Housing Units and Population Served in CSSA**

<b>Area</b>	<b>Housing Units</b>	<b>Population</b>
City Limits	7,113	19,490
Current Potential Annexation Areas	179	530
Within City on Drainfields (not on sewer)	-1,390	-3,581
Within Master Planned Developments	245	708
<b>Core Sewer Service Area</b>	<b>6,147</b>	<b>17,148</b>

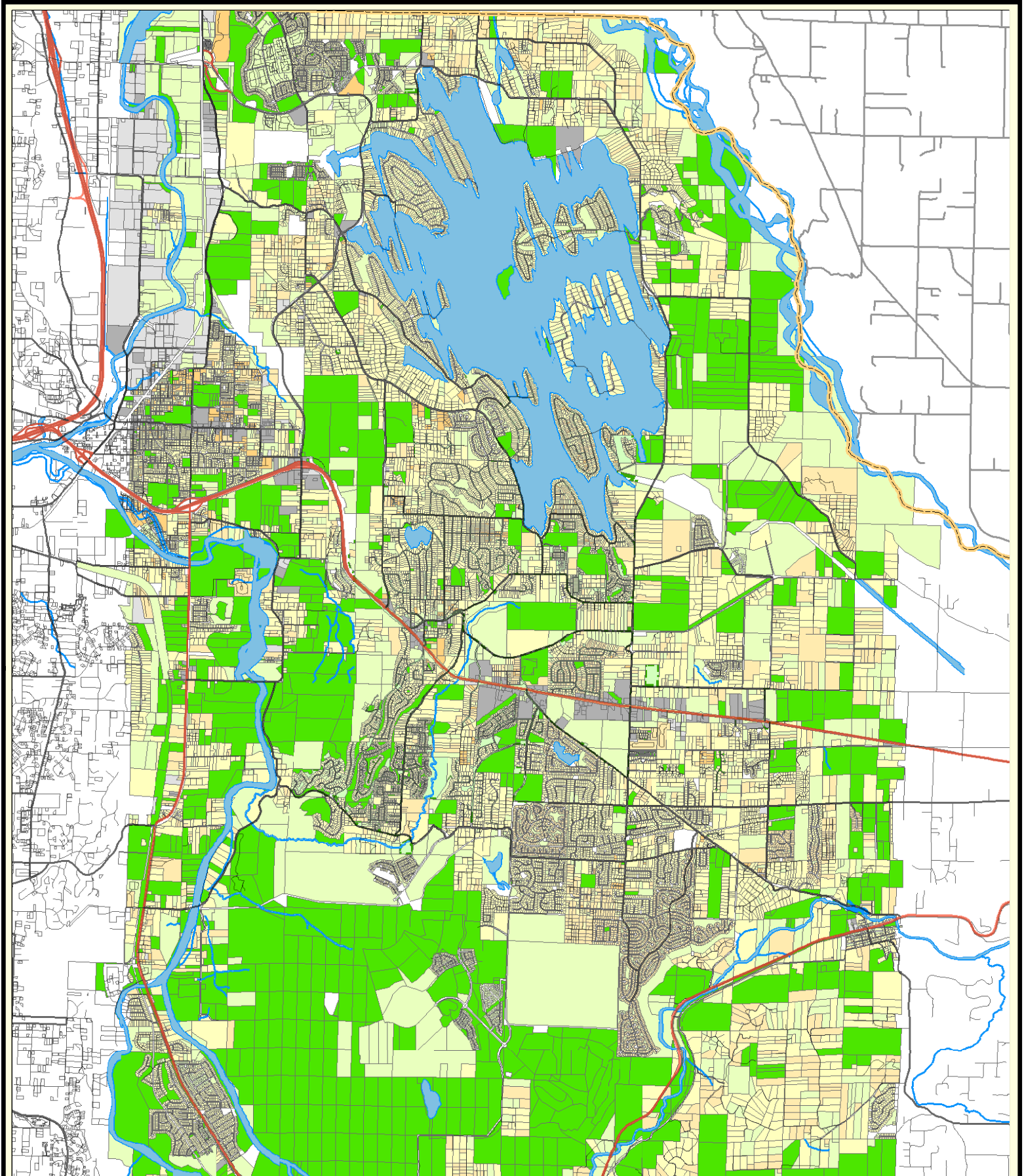
### Saturation Projections

Saturation, or maximum density under current zone, population projections were estimated for the proposed SSA. However, no attempt was made to identify the year in which saturation development will occur. Saturation estimates were based on information provided in *Bonney Lake 2035* and on land use information from Auburn, Sumner, and the County. Population projections were based on two sources:

- 1) Saturation projections from the *Bonney Lake 2035* Community Development Element were used for all areas within the existing City limits;
- 2) Estimates were made based on current zoning densities and amounts of available land that could be developed to calculate saturation in the remaining unincorporated Pierce County, as well as planned developments in the SSSA.

Projections for the all three of the City's service areas are shown in **Table 3-3 – Population Trends and Projections** for the 6-year and 20-year periods.

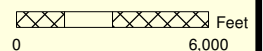




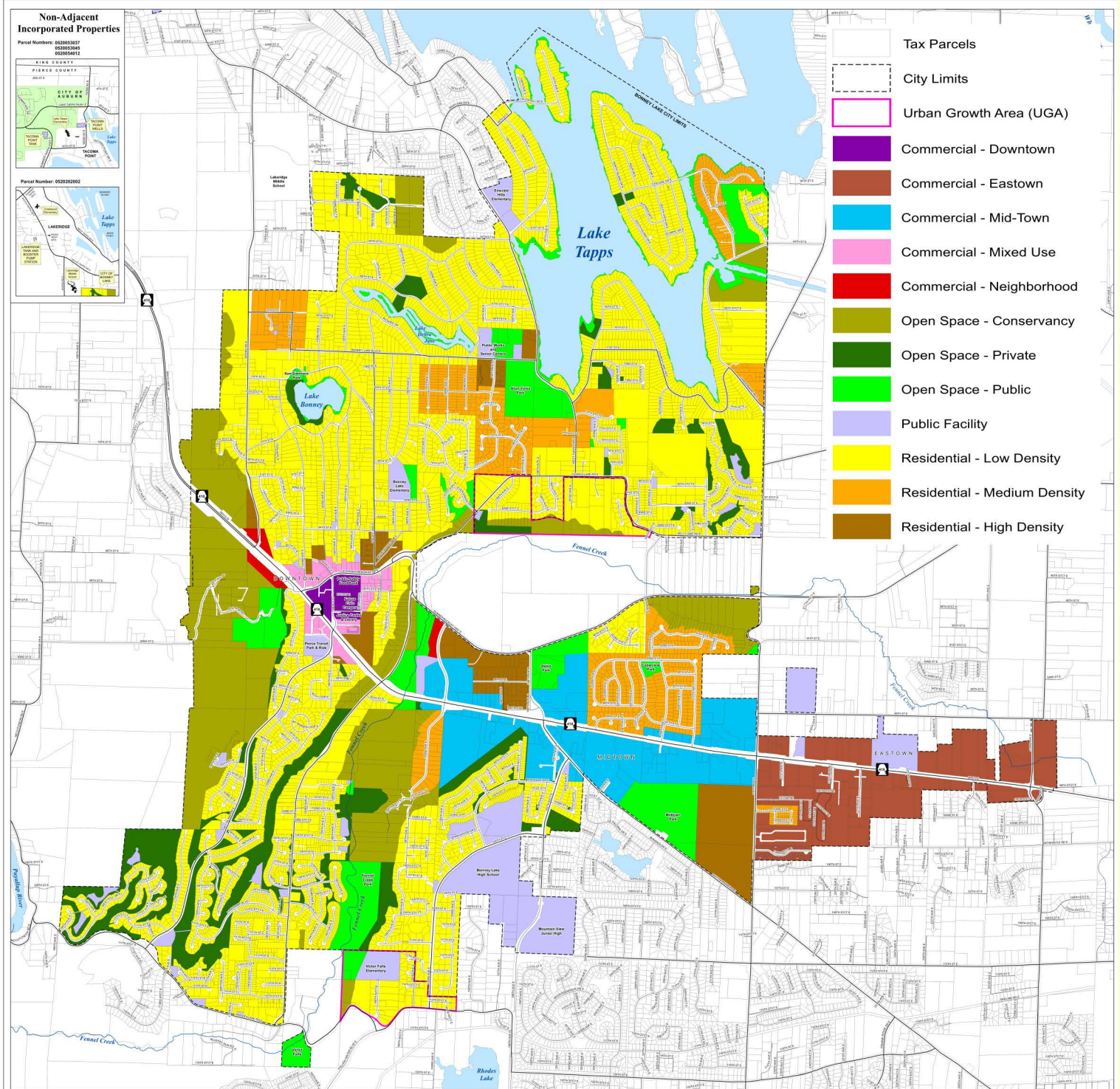
**Figure 3-1**  
**Existing Land Use**  
**City of Bonney Lake**  
**General Sewer System Plan**



1 inch = 6,000 feet



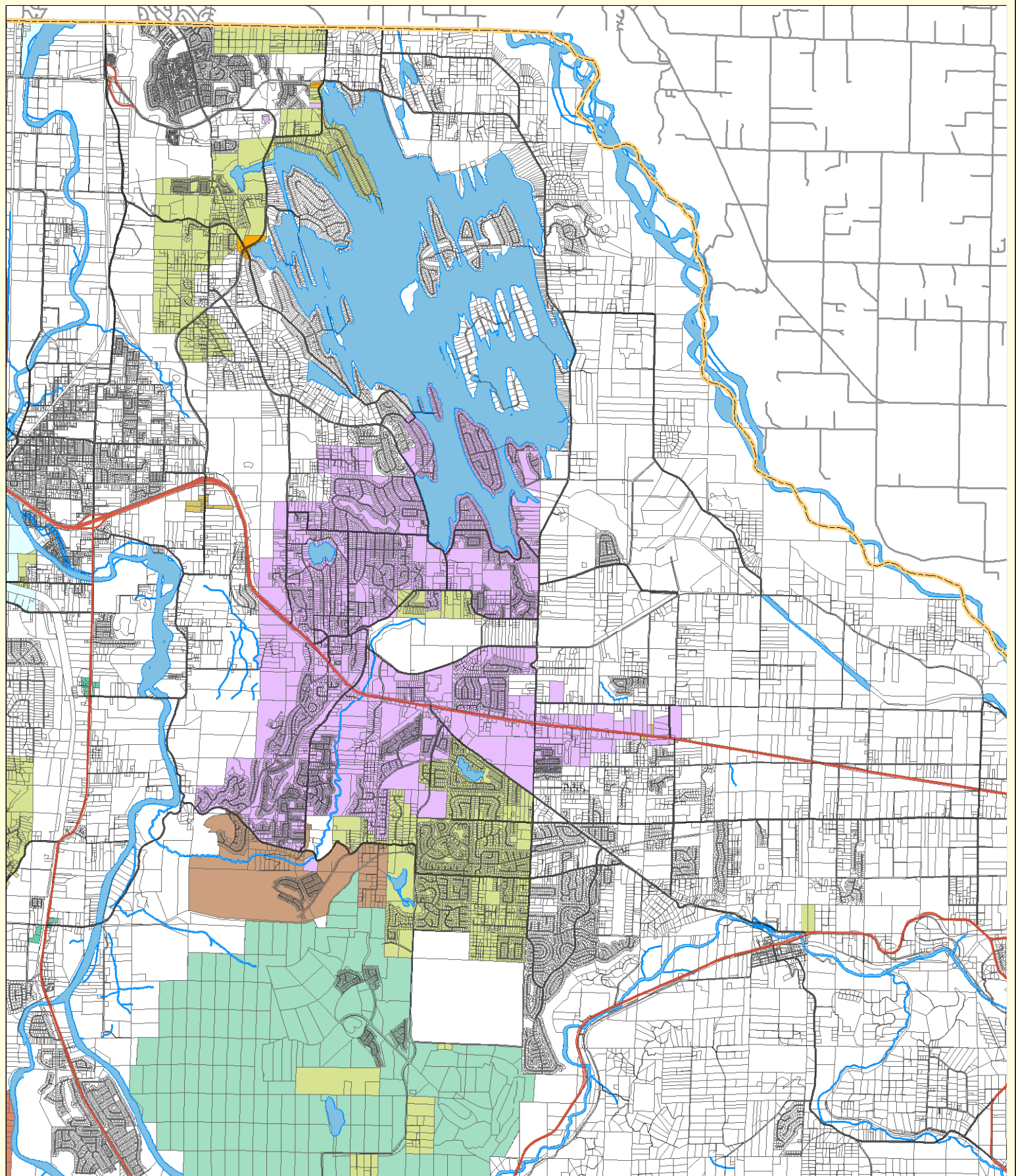




**Figure 3-2**  
**City of Bonney Lake Proposed Land Use**  
**City of Bonney Lake**  
**General Sewer System Plan**







**Figure 3-3**  
**Unincorporated Proposed Land Use**  
**City of Bonney Lake**  
**General Sewer System Plan**



1 inch = 6,000 feet

