

Chapter 1. Overview

1.1. The Vision

The City of Black Diamond (the City) was originally founded in the 1880s as a resource-based residential community, and it is currently in transition to a rural village center in southeast King County. The City has a unique development pattern as a result of its origin and development as a coal company town. The City is composed of several single-family residential areas, separated by rolling topography, streams, forested lands in various stages of regrowth and open meadows. Small commercial uses are situated in three general areas. The overall development pattern is similar to a small European or rural east-coast village rather than traditional west-coast small towns which are developed around a central commercial core with a grid street pattern.

The City implemented a moratorium on formal subdivisions and master planned development several years ago to provide an opportunity for the updating of the City's development regulations. As a result, little economic growth has occurred in recent years, though residential in-fill development has been steady since the mid 1990s as land prices have escalated in Southeast King County. However, the moratorium is expected to be lifted in 2007-2008 and the City's objective is to prepare for and manage its growth so it protects its natural resources but also becomes a fiscally balanced community, with more jobs for local residents and a better tax base to support city government and high quality services.

Regional land use policies, and growth of the regional economy, suggest that significant growth will occur over the next twenty years. Urban areas surrounding the City have been steadily adding new residents and jobs. The Cities of Covington

and Maple Valley both incorporated in the 1990s and today contain ~~almost~~ approximately 25,000 ~~37,200~~ people. King County projects that by 2022, South King County will contain more than 600,000 people, approximately one-third of the County's total population. The south county area is also projected to contain almost one-third of new county-wide jobs. In the face of this anticipated growth, the citizens of the City want to ensure that the quality of life is maintained and enhanced, and that city government continues to be financially sound. The City of Black Diamond Comprehensive Plan (comprehensive plan) is being updated to anticipate these future conditions and to establish desirable patterns of growth.

One of the City's primary concerns is to balance new growth and development with stormwater management. Given historical concerns with water quality in Lake Sawyer, protection of surface and groundwater quality within the City's drainage basins will be a key issue into the future.

The City has a rich and long history and strong community identity. A collective vision statement was prepared through a public process when the City's comprehensive plan was adopted in 1996. This vision is carried forward in this updated comprehensive plan through the year 2025. The City's vision is:

In the year 2025, Black Diamond will be a beautiful, friendly community based on a rich historic heritage and exceptional natural setting, and with a small-town atmosphere. Forested areas and open space remain, while development maintains a healthy balance of moderate growth and economic viability.

The economic base will be a mix of retail, industrial/business park, office, tourist and local cottage industries. Residential development will be a mix of types, sizes and densities, clustered to preserve maximum open space and to access a system of trails/bikeways/greenbelts which connect housing, shopping, employment and recreation areas with nearby regional parks and recreational facilities.

Citizens actively participate in an effective and open government decision-making process that reflects community values. There will be good cooperation among nearby jurisdictions, and adequate public services and environmental protection to provide a safe and healthy quality of life for all citizens, from children to seniors.

The comprehensive plan is intended to reflect the community's vision and to plan to accommodate expected change. Change will require the community to make choices -- often hard choices - about its future, and to attempt to minimize the adverse aspects and maximize the positive aspects of expected growth. Through its comprehensive plan, the City intends to effectively manage its future.

The comprehensive planning process should be approached as continuous, with ongoing review and updating as necessary to reflect changes that occur over time. This Plan should be reviewed annually and amended as appropriate.

1.2. History of Black Diamond

The City of Black Diamond lies in the heart of the Green River Region, about 30 miles southeast of Seattle on a flat bench of gravel and glacial till. Millions of years ago an array of geologic occurrences converged on this area to create pitching and expensive-to-mine coal beds, and limited possibilities for farming and forestry. Over its 100 year history, the City has evolved from one of the earliest and largest towns and employment centers outside Seattle, to a local center for resource activities (primarily resource extraction), to its current status as a residential center and bedroom community for the new employment centers to the north and west.

The City was founded, developed and operated as a coal company town for almost fifty years. As an isolated company town, with a company store and surrounded by large land holdings, the City never developed as a commercial center for nearby farming and residential areas as did other small King County towns. This history resulted in development pattern of small dispersed residential and commercial areas with linear residential development along road corridors.

the City's history coincides with the growth of the Puget Sound region and begins with the Black Diamond Coal Company of Nortonville, California in 1864 and the Green River Coal Company in 1873. The City's present day location was established in 1880 with the location of the rich McKay coal vein which stretched from Franklin to Ravensdale, with the City in the middle. By 1882, the pattern of the "Green River field" was determined when the Black Diamond Coal Company and Oregon Improvement Company, along with the Northern Pacific Railroad, developed the mines and dominated the Green River field throughout its history.

The first miners in the area (1885) were Welsh miners from the Black Diamond Coal Company's depleted Mt. Diablo mine in Nortonville, California. Soon, miners came from many nations including Italy, Austria, Yugoslavia, Finland, Belgium, France and Poland. A sign found lying outside an abandoned mine had a message written in sixteen different languages.

The first shipment of high quality coal left the City for Seattle's port in March 1885. This high quality coal was difficult to mine, however. Gas, faults, dust, and steeply pitched beds added to production costs. The major market for coal was San Francisco, and transportation costs were high. International competition was also

significant. By the mid-1890s, the entire Green River field had a reputation for failure. The peak years were, however, yet to come.

At the turn of the century, the City's population was estimated at 3,500 people. With the rapid growth of Seattle, a local market for the City's coal became available. Pacific Coast Coal Company began purchase of the mines in 1896 and 1897, and infused east-coast capital into the mines, allowing more efficient workings. The year 1907 was the peak year of coal production with over 907,000 tons produced. Fourteen hundred (1,400) workers were employed at the mines in 1915. High levels of production continued until the early 1920s, with 1919 being another peak production year. These levels of production and employment were never reached again.

Numerous coal mines were located in town, with the Franklin mines about three miles to the east. Black Diamond's Mine #11 was over a mile deep before bumps and intense pressures in the lower levels forced its closing in 1927. In 1926, Mine #11 was reputed to be the deepest underground coal mine in the United States.

During World War I, substantial wage increases were achieved by the miners, and the Black Diamond area became even more susceptible to national economic trends. Nationwide coal strikes together with replacement of coal by oil and electricity contributed to both a declining market and weakening of the United Mine Workers Union. The 1920s witnessed some of the most tragic and violent labor disputes in the history of Washington. In 1921, striking miners in the Black Diamond area were evicted from their homes and would have been forced to leave altogether had it not been for Tim Morgan, a local farmer, who supplied the workers with land that was developed with over 200 homes. This area is still known as Morganville and lies on the western edge of the City.

Mine #11 was closed in 1927, and the new Indian mine was opened about six miles south of Renton. Many of the miners transferred to that area. By the late 1930s, over half the homes in the City were empty. Highway 169 was built through the City at this time, possibly saving the community from extinction.

In the late 1930s, the Pacific Coast Coal Company sold the City's land and its residences, bringing to an end the total domination of the community's economic and social life. Miners were given the opportunity to purchase their homes. If they did not choose to buy, the homes were sold to any interested party. The town's infrastructure (water system, roads) was given over to the town's residents by the coal company. In the late 1940s and early 1950s, the remaining Pacific Coast Coal Company land holdings were acquired by the Palmer Coking Coal Company (Palmer). Some of this land was sold to local residents, but much was retained by Palmer for mining and investment purposes. A portion of these lands located within the City have recently been sold to private development interests.

A small coal boom during and after World War II kept the coal mining tradition alive. Coal mining then continued a gradual decline until 1986 and the opening of the John Henry Mine, just east of the City.

Following the end of the company town period at the completion of major mining activities, community services were provided by King County and the community residents.

City residents initiated an incorporation petition and presented this petition to King County in 1958. The incorporation was approved by a favorable vote on January 20, 1959 and the first Black Diamond City Council meeting was held March 3, 1959.

In 1998, the City significantly increased its size and population through the annexation of the Lake Sawyer neighborhood. This annexation increased the City's size by approximately 786 acres, and its population by approximately 1,480 people.¹ Additional annexations of large parcels within the City's Urban Growth Area (UGA) occurred in 2005 in accordance with the Black Diamond Urban Growth Area Agreement (BDUGAA) and the related Black Diamond Area Open Space Protection Agreement.

1.3. City Planning Area

The planning area encompassed by this comprehensive plan includes the land within the city limits and the designated UGA of the City.

In the decade since the City completed its 1996 comprehensive plan, the City and King County came to an agreement on designation of an UGA with the BDUGAA. This agreement outlines mutually acceptable urban growth boundaries and conditions under which these areas may be annexed to the City. The UGA approved in this agreement includes several of the large ownership parcels which surround the City, providing opportunities for creating a fiscally balanced city while maintaining the City's unique character.

Designation of a UGA is a key element in the City's long-term planning. The City is located at the edge of the King County Urban Growth Boundary. Per County policies, and the approved BDUGAA, unincorporated lands not included in an UGA may be developed for low density (five acre tracts or larger) rural/ residential uses, or preserved for commercial resource activities (agriculture, forestry and mineral extraction). Consistent with the BDUGAA, the City annexed its "West Annexation

¹ Washington State Office of Financial Management; Annexations Approved by the Office of Financial Management from 01/01/90 through 12/31/99.

Area” and the “North Triangle Annexation” in December 2005. The “South Annexation Area,” the “East Potential Annexation Area”, and the Lake Twelve Annexation Area are the remaining areas that will be considered for annexation in the future subject to compliance with the BDUGAA.

1.4. Planning Authority

1.4.1. Growth Management Act

The City of Black Diamond Comprehensive Plan meets the requirements of the Growth Management Act (GMA), which was adopted by the Washington State Legislature on March 9, 1990 (Substitute House Bill 2929, Chapter 17, 1990 Laws of Washington), and as subsequently amended. The GMA required the State’s fastest growing counties and cities within those counties to prepare comprehensive plans which guide conservation and development for a twenty year period.

The GMA makes the City’s comprehensive plan the legal foundation and guide for all subsequent planning, zoning and development, all of which must be consistent with and implement the plan. The comprehensive plan must be both internally consistent and consistent with the plans of other jurisdictions which share either a common boundary or related regional issues. The GMA also requires that appropriate public facilities and services must be in place, or funds committed for their provision, “concurrent” (within six years) new development.

The GMA requires counties, in cooperation with cities, to designate UGAs. All cities are to be within an UGA, which is to include areas and densities sufficient to accommodate urban growth expected to occur in the City over the next 20 years. The GMA guidelines for defining urban boundaries state that urban growth is to be “...located first in areas already characterized by urban growth that have existing public facility and service capacities to serve such development, and second in areas that are provided by either public or private sources.” The UGA may include “...territory that is located outside of a city only if such territory already is characterized by urban growth or is adjacent to territory already characterized by urban growth.” Finally, UGAs “...shall include greenbelt and open space areas.”

The GMA establishes mandatory elements for local comprehensive plans. Required elements of comprehensive plans include land use, housing, capital facilities, utilities and transportation. Optional elements of comprehensive plans include solar energy, conservation, recreation, economic development and sub-area plans. The State Legislature added Economic Development and Parks and Recreation as additional required elements once funding has been put in place for cities to develop these elements. Such funding has not been authorized as of this Update.

The GMA also establishes 14 goals to guide local governments in preparing comprehensive plans. These goals are as follows:

- GOAL 1. **Urban Growth.** Encourage development in urban areas where adequate public facilities and public services exist or can be provided in an efficient manner.
- GOAL 2. **Reduce Sprawl.** Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.
- GOAL 3. **Transportation.** Encourage efficient multimodal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.
- GOAL 4. **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.
- GOAL 5. **Economic Development.** Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services and public facilities.
- GOAL 6. **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.
- GOAL 7. **Permits.** Applications for both state local government permits should be processed in a timely and fair manner to ensure predictability.
- GOAL 8. **Natural resource industries.** Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forest lands and productive agricultural lands, and discourage incompatible uses.
- GOAL 9. **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.

- GOAL 10. Environment. Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.
- GOAL 11. Citizen participation and coordination. Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to resolve conflicts.
- GOAL 12. Public facilities and services. Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.
- GOAL 13. Historic Preservation. Identify and encourage the preservation of lands, sites and structures that have historical or archeological significance.
- GOAL 14. Shoreline Management. For shorelines of the state, the goals and policies of the shoreline management act as set forth in the Revised Code of Washington (RCW) 90.58.020 are added as one of the goals of the GMA as set forth in RCW 36.70A.020 without creating an order of priority among the fourteen goals. The goals and policies of a shoreline master program for a county or city approved under chapter 90.58 RCW shall be considered an element of the county or city's comprehensive plan. All other portions of the shoreline master program for a county or city adopted under chapter 90.58 RCW, including use regulations, shall be considered a part of the county or city's development regulations.

The GMA directs the City to identify the concerns and goals of the community, to prioritize these goals, and to plan for how these goals will be achieved. The law gives the City the authority and discretion to make the key decisions relating to its future growth; the outcome of the planning effort is in the City's hands, consistent with state requirements. To accomplish this mandate, the City is creating a comprehensive plan that establishes a clear intent and policy base, which can be used to develop and interpret city regulations, and which is consistent with the purpose and intent of the GMA.

The comprehensive plan seeks to balance the GMA's 14 planning goals cited above. The plan proposes a "village" environment, residential and economic development (including job opportunities for local residents and a long-term tax base for the City), while retaining those significant features of the natural environment which constitute environmentally sensitive areas and contribute to the City's quality of life and identity. The plan also uses *innovative techniques* -- including density bonuses, cluster housing, planned unit developments and the transfer of development rights, as

encouraged by the GMA (RCW 36.70A. 090) – to creatively address local concerns and issues.

1.5. Consistency with County Plans and Policies

1.5.1. King County Countywide Planning Policies

The GMA mandates that counties, in cooperation with cities, adopt countywide planning policies. The GMA defines countywide planning policies as written policy statements used for establishing a county-wide framework from which county and city comprehensive plans are developed and adopted. That framework is to ensure that city and county comprehensive plans are consistent with each other. At a minimum, Countywide Planning Policies must address:

- Implementation of UGAs.
- Promotion of contiguous and orderly development and provision of urban services.
- Siting of public capital facilities.
- Transportation facilities and strategies.
- Affordable housing.
- Joint county and city planning within UGAs.
- County-wide economic development and employment.
- Analysis of fiscal impact.

For King County, the Countywide Planning Policies established an UGA. Most future growth and development is to occur within the UGA to limit urban sprawl, enhance open space, protect rural areas and more efficiently use human services, transportation and utilities. The intent of these policies is to reduce future infrastructure costs and maintain a high quality of life by encouraging concentrated development in those areas where services already are or are planned to be provided. Cities are expected to absorb the largest share of future growth. Each city has the authority to make decisions regarding its local character and density.

The City of Black Diamond finds that this comprehensive plan is consistent with the purpose and intent of the King County Countywide Planning Policies. The City includes the UGA agreed upon in the BDUGAA, and is consistent with the King County Countywide Planning Policies updated in July 2006. The City is also

updating its population and employment targets to reflect growth that is anticipated over the next 20 years.

2004 King County Comprehensive Plan

~~—The final designation of the UGA for Black Diamond was ratified by King County Council Ordinance No. 12534 in December 1996.~~

~~—King County policies applicable to development in the City's UGA prior to annexation (R 402), and the terms of the BDUGAA, generally establish residential densities of 1 dwelling per 5 acres.~~

1.6. Comprehensive Plan Features

The City of Black Diamond Comprehensive Plan is based upon the premise that sustainable development is based upon a trilogy of ecology, sociology and economics. The plan embodies a holistic approach to treatment of nature and the human spirit. The extensive natural beauty and intricate ecosystem that comprise the planning area have been considered in determining lands that are appropriate for development at different intensities.

Planning for natural resources and open space are the cornerstone of the City of Black Diamond Comprehensive Plan. The plan supports recognition and protection of quality habitat including: the protection of key riparian corridors, wetlands and the design of green spaces between habitats; water quality protection measures and support for an environmental education area and program to build a strong community commitment to conservation and habitat improvement. Stewardship of the environment is supported by the plan.

The City's developed areas will be compact, preserving 35% to 40% of the entire City as open space. Interspersed among the built areas will be large connected areas of open space that act as a green necklace. Creeks, wetlands and significant animal habitat will be protected as part of the open space network. Trails, parks, community facilities will also define the open space network.

By the year 2025, the City is planning to be able to accommodate a population of 16,980 people. The community will also contain areas for retail and personal services, community parks, schools, churches, community buildings, library, business and industrial parks. The plan emphasizes the need for a balance of jobs and housing, and sustainable economics for the growing community. Job growth is an essential part of the plan. Employment opportunities will grow as new companies

and their support services are attracted to the City, and as existing companies expand.

Amidst this change, the City will also preserve the best of its past, including historical buildings and treasured community places. The essence of the historical community will be perpetuated through the use of design guidelines for new development. A village center concept has been included to bring together a visual, social and geographic center of the City. An innovative transfer of development rights program will be used to help preserve open space and direct new development where it is best suited.

The creation of a pedestrian friendly environment is central to the success of the City's plan, and will be implemented by the plan's concept of the "ten-minute walk" The goal is for 80 percent of city residents to be no further than a 1/2 mile walk from a cluster of commercial services, employment, or access to transit.

Phasing of development over time will be essential to achieve the plan's vision. Capital facilities are identified for both the short and long term growth anticipated by the plan. The City will use the Capital Facilities and Land Use Elements to manage development.

1.7. Master Plan Development

"Master plan development (MPD)" is another key concept that the City is using to implement its vision for the future. A significant portion of the City's land area is within several large parcels, and their planned development presents unique opportunities and challenges. In 2005, consistent with direction in the BDUGAA, the City adopted MPD regulations (Black Diamond Municipal Code [Chapter 18.98](#)) to provide flexibility in attaining city goals, to protect the environment and preserve open space, to maintain adequate facilities, to achieve a balance of jobs and housing, and to maintaining fiscal health. The specific purposes of the MPD regulations are to:

- Establish a public review process for MPD applications;
- Establish a comprehensive review process for development projects occurring on parcels or combined parcels greater than 80 acres in size;
- Preserve passive open space and wildlife corridors in a coordinated manner while also preserving usable open space lands for the enjoyment of the City's residents;

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- Allow alternative, innovative forms of development and encourage imaginative site and building design and development layout with the intent of retaining significant features of the natural environment. Allow flexibility in development standards and permitted uses;
- Identify significant environmental impacts and ensure appropriate mitigation;
- Provide greater certainty about the character and timing of residential and commercial development and population growth in the City;
- Encourage environmentally sustainable development;
- Provide needed services and facilities in an orderly, fiscally responsible manner;
- Promote economic development and job creation in the City;
- Create vibrant mixed-use neighborhoods, with a balance of housing, employment, and recreational opportunities;
- Promote and achieve the City's vision of incorporating and/or adapting the planning and design principles regarding mix of uses, compact form, coordinated open space, opportunities for casual socializing, accessible civic spaces, and sense of community; as well as such additional design principles as may be appropriate for a particular MPD, all as identified in the book *Rural By Design* by Randall Arendt; and
- Implement the City's vision statement, comprehensive plan, and other applicable goals, policies and objectives set forth in municipal code.

The MPD ordinance outlines specific public benefit objectives, application requirements, public review process, and criteria for approval.

The Future Land Use Map contained in Chapter 5 includes a "Master Planned Development Overlay" to identify those areas in which development proposals are expected to use the MPD zoning process to guide their future development.

Chapter 2. Urban Growth Area

The Urban Growth Area Element of the Black Diamond Comprehensive Plan (~~Chapter 10~~) was initially adopted in 2001 as an amendment to the City's 1996 Plan. It identifies the City's Urban Growth Area, which was determined based on a joint planning process and formal agreement (the Black Diamond Urban Growth Area Agreement (BDUGAA)) between the City, King County and several large property owners. It is intended to guide future land use and annexations in the Urban Growth Area consistent with the Growth Management Act. Although major portions of the UGA have been annexed as of the 2008 Comprehensive Plan Update, the UGA Element will continue to provide guidance and useful historical information until the balance of the UGA is annexed. The UGA Element has been incorporated unchanged into the 2008 Update.

2.1. Introduction

The City of Black Diamond and its residents have been working with King County to define an Urban Growth Area (UGA) for the city since the latter part of the 1970s. For Black Diamond, the chief goals of these efforts reflect the Comprehensive Plan vision of a healthy economy, improved housing, protection of the treasured natural resources in and around the city, and a better quality of life. The County's objectives were to limit urban sprawl and protect rural resource lands.

The Growth Management Act (GMA) was the final impetus in deciding the Black Diamond UGA. The GMA established a framework for coordinated and comprehensive planning to help local communities manage their growth. It also led to the creation of the Black Diamond-King County Joint Planning Area (JPA). The 1996 Comprehensive Plan identifies the Black Diamond UGA as an issue that was

not resolved before the Plan was adopted. Hence, Chapter 2 was reserved to address the UGA when it was determined.

2.1.1. Establishing an Urban Growth Area

Black Diamond and King County formed a JPA in 1991 to identify a UGA for the city. Several alternative combinations of county lands were evaluated in that process, including the proposal identified in Figure 2-1. This option proposed to annex six subareas to the historic central city. These subareas are referred to as the: North, John Henry, Lake 12, West, South, Black Diamond Lake, and West. However, due to the large amount of land involved in this proposal, the County did not view it as consistent with the GMA and its objectives of protecting rural land and avoiding the annexation of excessively large areas for future growth.

In its 1995 Joint Planning Ordinance, the County Council addressed this issue by requiring use of the County's Four to One Program concept as a guide in determining Black Diamond's UGA. This concept is a way to determine a balance between annexed areas and protected open space in the county. It requires that for every acre included in an urban area, four acres are to be dedicated to permanent open space or natural resource land. In this decision, the County Council also directed the City, County, and the property owners of the land involved to draft an agreement for the County Council to consider in establishing Black Diamond's UGA. This effort resulted in the Black Diamond UGA Agreement that the County Council approved on December 5, 1996 (Ordinance 12534). While awaiting this decision, the City chose to adopt the completed portions of the City Comprehensive Plan. In doing so, they included one subarea of the JPA, the Black Diamond Lake subarea, within the city.

The UGA Agreement covers 792 acres of land. Following annexation, 593 of these acres can be developed and 189 acres would be preserved as open space. The area involved in the agreement is also referred to as the Potential Annexation Area (PAA) to distinguish it from the Lake Sawyer and the Black Diamond Lake areas, also in the City's UGA. A copy of the UGA Agreement is located in the City UGA Comprehensive Plan Amendment file.

Figure 2-1. Black Diamond/King County 1991 Joint Planning Area

There are four major sites in the PAA: the West Annexation Area, the South Annexation Area, the East Annexation Area, and the Lake 12 Annexation Area (see Figure 2-2). Plum Creek Timber Company (Plum Creek) owns the West and South Annexation Areas. Palmer Coking Coal Company (Palmer) owns the East Annexation Area and, with numerous other individuals, the undeveloped lands in the Lake 12 Annexation Area. The West Annexation Area is the largest of the four annexation areas with 339 acres. It includes four sites: the North Triangle (42.8 acres), Section 15 (214 acres); the West Boundary Adjustment Area (10 acres); and 8.5 acres in Section 27 on the southwest tip of the city. The South Annexation Area is a 234-acre tract adjacent to the west side of the Black Diamond Lake area. The East Annexation Area, located on Franklin Hill, has 50 acres. The Lake 12 Annexation Area, located approximately 5 miles northeast of the city along the Green River Gorge Road, is 160 acres.

2.2. Black Diamond Urban Growth Area Agreement

2.2.1. Background

The Black Diamond UGA Agreement is a comprehensive document outlining the process and requirements for the City to annex the PAA. The Agreement represents a non-traditional approach to establishing UGAs, which typically are drawn based on 20-year population forecasts prepared by the State Office of Financial Management and estimates of the land required to accommodate the projected growth. It is also unique because it was cooperatively crafted by the County, the City, and the affected property owners; Palmer Coking Coal Company, Plum Creek Timber Company, and residents of the Lake 12 area.

2.2.2. Goals and Concepts

The UGA Agreement is guided by four main goals:

- Protect the Rock Creek /Lake Sawyer Watershed and the Rock Creek/Lake 12 Basin
- Protect and Maintain the Community Character
- Provide A Healthy Jobs-Housing Mix
- Make Efficient Development A Priority

-The following is a discussion of the City's rationale and intent in using these criteria to define its UGA.

Figure 2-2. PAA City and County Open Space

Protect the Rock Creek/Lake Sawyer Watershed and Rock Creek/Lake 12 Basin

The principal drainage in the city is Rock Creek (09-0085) which flows northwest into Lake Sawyer, Ginder, Creek, Lawson Creek, and three smaller creeks also drain into this system. Existing development in Black Diamond is situated in the central portion of the basin.

Historically, this creek received drainage from Black Diamond's septic tank drain fields, cesspools and surface runoff. With construction of the sewer plant and marsh treatment system in 1983, septic tanks within the city were eliminated, but Rock Creek (and ultimately, Lake Sawyer) was the receiving water from treated effluent discharged from the facility. Beginning in 1984, phosphorus concentrations and large blooms of blue-green algae occurred regularly in Lake Sawyer. After determining the marsh treatment system was not functioning as designed and that the sewage effluent was contributing to the algae blooms in Lake Sawyer, the City conducted a lengthy study (e.g. Comprehensive Sewage Plan) to identify solutions to the problem. As part of this process, and through the development of the Groundwater Management Plan (part of the South King County Coordinated Water System Plan), the City committed to maintain surface and ground water quality within the Rock Creek/Lake Sawyer watershed. The plan required that all development within the Rock Creek/Lake Sawyer drainage (including that area outside the existing city limits) needed to be served by public sewer. Land use control within the basin was also deemed critical in order to promote the clustering of residential units and preservation of significant tracts of open space to maintain Black Diamond's identity.

In contrast to the majority of water bodies in Black Diamond that flow westward into Lake Sawyer, Lake 12 drains north to the Cedar River via another Rock Creek (tributary 08-0833), the Rock Creek/Lake 12 watershed. Lake 12 is a 44 acre water body that drains approximately 500 acres. ~~Generally it has~~ Historically, it had good water quality. However, due to septic system failures around the lake, unacceptably high fecal coliform levels have resulted (Seattle-King County Department 1997). Additional phosphorus inputs entering the lake from storm water runoff, are also expected to increase algal growth and lower water quality (Metro, 1994). These circumstances necessitate the extension of sewer, water, and storm water facilities around the lake, if it is to meet or exceed state water quality standards.

Protect and Maintain Community Character

Residential growth in uUnincorporated King County has increased significantly along the SR 169 and SR 516 corridors. As new large subdivisions have been built in areas from Maple Valley to Enumclaw, the city has been affected by increased traffic and new construction in the surrounding area. Black Diamond desires to have more

control over development decisions in the area and thereby shape the kind of land use between the city and rural lands into the future.

By encouraging an environment for quality development, the existing character of the historic villages (as found in Morganville and the Black Diamond Town site) would be repeated throughout the city and into the UGA. Development of clustered small scale neighborhood villages is also encouraged to promote a sense of community while encouraging pedestrian and bicycle mobility and reducing the number and length of shopping trips. Community shopping opportunities and community employment are planned to support the residential growth.

In identifying a substantial UGA, the City is attempting to resolve significant and long-standing concerns about the future and preservation of its unique identity. The Comprehensive Plan reflects community choices by addressing local circumstances and traditions. Because of Black Diamond's origin as a company town and little subsequent growth, the city has never evolved into a balanced community. As resource-related activities change and mineral extraction diminishes, these activities provide less of an economic/employment base. Also, development as a commercial center has ~~largely to date~~ been precluded by the commercial development in Maple Valley. ~~The Comprehensive Plan does not target new commercial development in the existing city. This use is planned for the PAA as detailed in Section Black Diamond~~ does, however, continue to develop as a residential center. In order for the City to remain viable in the future, additional commercial growth and development is necessary in order to create a healthy tax base and sustainable revenues for the City that are needed to fund community services and amenities.

Provide A Healthy Jobs-Housing Mix

The city needs to achieve a healthy job-housing mix, where the population is sufficient to support community shopping, services, and business activities. In turn, an increased population base is better able to contribute to a more self-sufficient economy. Achieving a healthy housing mix is expected to result from the eventual addition of medium to high income housing in the PAA. This will balance with the existing low and moderate income housing available in the city.

Development of higher income housing inside the city ~~is~~ has historically been slow, but has increased with the annexation of the Lake Sawyer area. New in-city housing in other areas is expected to provide for a wider range of housing types for more income levels. The UGA provides the opportunity for planning medium and high income housing developments. There the amenities of greenbelts, neighborhood parks and schools can be planned and provided. ~~High income~~ Residential development targeted to higher income levels is also seen as the support for and the trigger to stimulate the commercial and industrial employment sectors, so that economic self-sufficiency can be achieved.

Growth within the city is expected to provide both employment and shopping opportunities in addition to expanding the residential housing mix. The City recognizes that its economic health will be achieved through the development of commercial, business and industrial uses that will add jobs and broaden its tax base. Increased tax revenue will support new City services for the expanding population.

~~The PAA offers a supply of large parcels and land holdings that would suit single use companies. Industrial land there would connect to industrial and business park areas in the city, and it would follow a former (and potential) rail line.~~

Make Efficient Development A Priority

Efficient use of resources will result from the appropriate location of development so that public water, sewer, storm drainage, police and fire protection service costs are minimized. Clustering development rather than spreading it over large areas will not only save utility costs, it will also preserve open space, both of which are cornerstone goals of this Plan.

As documented in the Financial Analysis of the 1996 Plan, the economic vitality of the city will depend largely on its ability to attract industrial and business park developments to the vacant land in industrial and business park areas. The Plan will need to provide a sufficient ~~Since the City does not anticipate that its current supply of industrial land would be developed in a time frame that could to support its future revenue needs, new commercial and industrial land in the PAA is needed.~~

Additional population in the city will help to achieve the economies of scale needed for system-wide utility improvements. By phasing growth, development can proceed in an orderly fashion. Public services and facilities would not be over-burdened and constantly at or exceeding their capacity. Fewer roads would be needed, while local residential roads would be downsized to save costs and meet the neighborhood scale. Nearby trails would also be accessible to link residential areas with employment, civic, business, and recreation areas elsewhere in the city.

2.2.3. Terms of Annexation

The UGA Agreement ~~requires~~ that the City, County, and the landowners meet specific conditions before any portion of the PAA could be ~~was~~ brought into the city. These provisions ensured that ~~the annexations conformed~~ to the City and County comprehensive plans and the GMA. ~~When the conditions described in this section are met, the City is obligated to annex the PAA. For each of these conditions, the relevant section of the UGA Agreement is referenced.~~

Open Space (Section 7)

Three types of open space are identified in the UGA Agreement: County Open Space, UGA Open Space, and In-City Open Space. Figure 2-2 shows the open space

and natural resource lands associated with the PAA. These lands provide for trails and natural resource areas, such as critical wildlife corridors. County Open Space would remain in unincorporated King County after annexation. UGA Open Space ~~would~~was/will be ~~be~~ included in the annexed areas. In-City Open Space includes the Primary and Secondary open space land shown in Figure 2-3.

Figure 2-3. Black Diamond Primary and Secondary Open Space

Open space requirements differed among the annexation areas. The open space needed for the West and South Annexation Areas ~~is~~ was generally based on King County's Four-to-One concept. To achieve densities exceeding the base density of 2 units/acre, developers must purchase the equivalent development credits from the Primary and Secondary Open Space land through the City's Transfer of Development ~~Credits-Rights (TDR)~~ Credits-Rights (TDR) Program. The credits would then be transferred to the PAA designated receiving lands for the added density. In turn, the City's designated open space would be permanently preserved.

As Table 2-1 shows, there are a total of 1,765 acres of open space distributed among the three types of open space ~~would be created by annexing the various areas within the PAA.~~ Bringing the 275 acres in the West Annexation area into the city would result in 1,056 acres of new open space. ~~The 10 acres in the West Boundary Adjustment was not included in this computation since some or all of this area could have been annexed at any time for utilities or services.~~ The South Area has 152 acres of developable land that would yield 616 acres of city and county open space. In exchange for developing the East Area, Palmer ~~is~~ was required to set aside 50 acres for an In-City Forest. Palmer ~~cannot~~ could not harvest the timber on the site for five years ~~(to until December 2001)~~ while the City and the County ~~seek~~ sought funds to purchase its timber rights. ~~To date these funds have not been found.~~

The UGA Agreement does not include an open space requirement for developing the Lake 12 Annexation Area since the purpose of this annexation would be to relieve a public health problem due to poor water quality.

Table 2-1. PAA Acreage and Open Space Allocation

Site	Developable Acres	Public Open Space/ Natural Resource Land			
		UGA	In-City	County	Total
West Annexation Area	275.3		347.0	645.5	1055.5
South Annexation Area	151.9		195.0	339.0	615.7
East Annexation Area	50.0	0	50.0	0	50.0
Lake 12 Annexation Area	116.0	44.0	0	0	44.0
Totals	593.2	189.0	592.0	984.0	1,765.2

The 10 acres in the Boundary Adjustments does not require an open space contribution since it may be annexed for utilities or services.

Conservation of the in-city open space, referred to as the In-City Forest is subject to the City acquiring the timber rights.

The UGA Agreement does not require open space acreage for the Lake 12 Annexation Area. The lake is 44 acres, but would be private open space.

Natural Resources Principals (BDUGAA Appendix E)

Protecting natural resources and creating permanent open space were key elements in distinguishing the developable from the undevelopable areas in the PAA. The UGA Agreement specifies the following principals to guide the location of development and placement of open space areas:

- Preserve the diversity and distribution of habitat types in sufficient quantities to sustain species and populations, especially rare or unusual habitats. Keep site development away from critical habitats.
- Preserve corridors and linkages with and among habitat types. Locate open space to connect habitats and allow animals room to move. Avoid obstructing natural processes such as runoff, migration, and erosion. Design stream crossing to pass floods and debris, as well as fish.
- Provide buffers between land development, timber management activities, and habitats. Orient roadways and other intensive uses away from habitat areas.
- Protect headwater catchments. Limit development in the catchments of the Rock Creek/Lake Sawyer watershed and in Ravensdale Creek
- Restore habitats and linkages where possible. Restore connections by revegetating and replanting cut-over land as soon as possible.

Critical areas that will be preserved by applying these principals include 2 miles of the wildlife corridor around Ravensdale Lake and along Ravensdale Creek 4 miles along the River, and headwater areas of Crisp Creek (see Figure 2-2).

Infrastructure Improvements (Section 6)

The UGA Agreement requires the parties to carry out the following tasks needed to improve the city infrastructure prior to annexation:

- The City adopts updates to its water and sewer comprehensive plans to improve service in the existing city and to accommodate the PAA. The City executes agreements to provide the additional sewer capacity and water supply that will be needed to serve the area.
- The landowners pay for the infrastructure needs in their portion of the PAA.
- The landowners extend water, sewer, and road facilities (including Pipeline Road) to their development area, or confirm a commitment to carry out this construction.
- The City and landowners jointly finance related infrastructure improvements in the existing city.
- The City, County, and landowners seek a combination of resources to infrastructure improvements. Funding may come from federal, state, and county sources,

including loans, grants, and local improvement districts (LID) or other financing methods.

Phasing Development (Section 5)

The UGA Agreement requires that development of the PAA must be phased in over time (through the Capital Facilities Program) to manage the effects of rapid growth on the physical and social impacts to the fabric of the city.

Development Standards (Section 6)

The UGA Agreement requires the parties to carry out the following task in support of the development process: The City adopts updates to the Comprehensive Plan and development regulations to manage development in the PAA.

- The City adopts storm water management measures that are compatible to the state or King County standards.
- Landowners meet Black Diamond's fair share of the countywide affordable housing standard.

Economic Development (BDUGAA Appendix F)

The economic vision of the Agreement is to "establish attractive industrial facilities, appropriately landscaped and buffered from neighboring uses, where high-valued products are manufactured by a local workforce that is well trained and well paid." To achieve this goal, the Agreement anticipates the need for an economic development plan to determine the types of industry that should be targeted for Black Diamond, and a marketing plan to decide how to actually attract these types of businesses. A draft economic development plan was completed in March 2000 for City Council consideration. The PAA landowners, the County, and the City will prepare a joint marketing plan to support economic development of the city. Successful implementation of these two plans will enable the Black Diamond to balance population and employment targets with the goals of creating a healthy job to housing mix for a more fiscally viable city.

Lake 12 Annexation Area (Section 5)

The Lake 12 Annexation Area can only be annexed after the or simultaneous with the West Annexation Area. The following steps are required completed before annexation of this area can occur:

- The City may extend sewer and water service to the Lake 12 Annexation Area before it is annexed provided that City funds are not required to do so and that this action does not affect the City's ability to provide these services within the existing city limits;

- The lake meets or exceeds state water quality standards (pursuant to WAC 173-201A-030 (5)(c)); and
- The City completes a traffic study to determine the city road standards needed to improve the Green River Gorge Road.

Sequence of Annexations (Section 5)

When the conditions of annexation have ~~were~~ been achieved, annexation of the PAA can be annexed ~~began, in the~~ . However, it must occur in the following sequence:

- West Annexation Area
- East Annexation Area
- South Annexation Area
- Lake 12 Annexation Area

Two or more of these areas may be annexed simultaneously, except that the East Annexation Area ~~cannot~~ could not be annexed unless the West Annexation area ~~is~~ was annexed; the South Annexation Area ~~cannot~~ could not be annexed unless the West and East Annexation Area ~~are~~ were annexed; and the Lake 12 Annexation Area ~~cannot~~ could not be annexed unless the West Annexation Area ~~is~~ was annexed Pursuant to these terms, the annexation of the South and Lake 12 annexation areas may now occur when conditions are favorable.

Boundary Adjustments (Section 8)

~~Up to the full 10 acres in the West Boundary Adjustment can be annexed at any time for utilities or services. Additional boundary adjustments and parcel substitutions are permitted in the West and South Annexation Areas and open space areas prior to annexation, subject to City and County approval. Adjustments, however, must maintain the ratio of open space to urban lands. New open space and natural resource lands must be part of a significant natural system, corridor, or trail or otherwise conform to the natural resource principles of the Agreement previously discussed. The County Council must approve individual changes that exceed 50 acres, or changes that cumulatively exceed 100 acres.~~

Implementation Support (Section 8)

~~King County has provided technical assistance to implement the Agreement in several significant ways. Staff helped to prepare the economic development plan and a community marketing plan, as well as to obtain grant and loan funds and develop display maps and databases. The County also funded much of the Environmental Impact Statement that analyzed alternative land use patterns in the PAA. The City is providing staff support to the project while the landowners are contributing funds for additional City project staff.~~

Public Involvement

Through the City Council process, the public has had numerous opportunities to comment on all aspects of the UGA process, including the UGA Agreement, consultant contracts, expenditures, grant proposals, and the environmental documents. Public involvement will continue to be encouraged in considering the major decisions needed for annexation and development of the PAA to occur. These decisions include these amendments to the Comprehensive Plan, the Transfer of Development Credits the development regulations, and approval of a master planned development for the areas.

2.2.4. Consistency with the Plans and Policies

In accordance with the GMA, the UGA must be consistent with other related plans and policies and the City Comprehensive Plan. The following discussion analyzes the Agreement in light of the relevant plans; the King County Comprehensive Plan and the Black Diamond Comprehensive Plan.

King County Comprehensive Plan and Policies

In adopting the UGA Agreement, the King County Council found that the Agreement was consistent with the Joint Planning Ordinance and other applicable County plans and policies, as described below in that the UGA Agreement:

- Substantially includes all areas specified, except the John Henry Mine site;
- Allows for minor adjustments in designated areas consistent with the Agreement;
- Requires amendments to the City Comprehensive Plan to meet objectives for affordable housing, economic development, natural resource management, clustering development, and preserving open space;
- Provides for the extension of City infrastructure to the PAA; and
- Includes a mechanism for phasing growth.

Countywide Planning Policies

In adopting the PAA Agreement, The King County Council found that it conforms to the applicable policies of the King County Countywide Planning Policies (KCCP): CCP LI-38 and CCP R-301. The policies, as stated below, implement the GMA when establishing urban growth areas in the county.

King County CCP LU-38

"In recognition that cities in the rural area are generally not contiguous to the countywide Urban Growth Area, and to protect and enhance the options cities in rural areas provide, these cities shall be located within Urban Growth Areas. These Urban Growth Areas generally will be islands separate

from the larger Urban Growth Area located in the western portion of the county. Each city in the Rural Area and King County and the Growth Management Planning Council shall work cooperatively to establish an Urban Growth Area for that city. The Urban Growth Areas for cities in the Rural Area shall:

- 1. Include all lands within the existing city in rural areas;
- 2. Be sufficiently free of environmental constraints to support rural city growth without major environmental impacts;
- 3. Be contiguous to city limits;
- 4. Have boundaries based on natural features such as wetlands, topographic features and edge of areas already characterized by urban development;
- 5. Be maintained in large lots at densities of one unit per five acres, or less, with mandatory clustering ~~until~~ until the City annexes it;
- 6. Be implemented through inter local agreements between King County, the cities and special purpose districts, as appropriate, to ensure that annexation is phased, nearby open space is protected and development within the Urban Growth Area is compatible with surrounding Rural and Resource areas; and
- 7. Not include designated forest or Agricultural District lands unless conservation of those lands and continued resource-based use, or other compatible use, is assured."

King County Comprehensive Plan Policy R-307

"Rural cities and their agreed-upon Urban Growth Areas shall be considered part of the UGA for purposes of planning land uses and facility needs. King County should work with rural cities to plan for growth consistent with long term protection of significant historic resources, the surrounding Rural Area, and Natural Resource Lands."

King County Growth Targets

King County Countywide Planning Policies (KCPP) establish growth targets for Black Diamond. In 1998 the County adopted growth targets for all cities in the County, in accordance with the GMA. These were subsequently updated in 2005. The targets establish the upper limits of growth which the City must plan to accommodate in 2022, expected in Black Diamonds between 1992 and 2012, and 2012, based on the city area of 2,265 acres and a population of 1,890 people with 667 households.

The 2022 target is 1,033-099 additional households, which equates to 2,945 individuals. However, the population and household allocation does not take into account the large master planned developments anticipated to occur within the City

during that time frame, and 1,200 jobs. Since the targets were developed in the mid-1990s, they do not account for the annexations that have occurred since then, nor do they include the PAA. As Table 2-2 shows, The City Black Diamond expects to significantly surpass its household and population targets. This is discussed in greater detail in the Land Use Element of the Plan. by approximately 2,600 units while the city's employment estimate would exceed the target by nearly 6,700 jobs. It is anticipated, however, that King County will reevaluate its targets in light of the new population and job projections for the city and the PAA.

Table 2-2. King County Growth Targets for Black Diamond 1992-2012

	2012 Growth Targets		Target Exceeded by Black Diamond Estimate
	Black Diamond with UGA ¹	King County	
New Households	3,628	1,033 (range 974 - 1,119)	2,595 (285%)
New Employment	7,886	1,200 (range 1,100 - 1,300)	6,686 (152%)

Source: King County Countywide Comprehensive Planning Policies, Appendix 2. Growth Target Ranges

¹UGA includes the Black Diamond Lake area, the Lake Sawyer area, and the proposed PAA

Black Diamond Comprehensive Plan and Policies

The UGA Agreement reflects growth concepts, goals, objectives, and policies embodied in virtually every element of the City Comprehensive Plan. Many of the Plan policy changes required of the City for the UGA were incorporated into this Plan in 1996, including policies for open space, natural resources, land use, and economic development. The following discussion analyzes the UGA Agreement in relation to these Plan provisions:

Open Space and Natural Resource Lands

The Natural Resource Principals used to select PAA open space and natural resource lands include and support the goals of the Soos Creek Basin Plan. The goals and policies of the Comprehensive Plan Natural Environment (Chapter 4), Transportation (Chapter 7), and the Parks, Recreation, and Open Space elements are consistent with these principals. Specifically, the qualities of the PAA open space areas generally conform to the provisions of Chapter 4 covering critical areas in the Plan. Since the open space areas will provide opportunities for parks and a trail system, they are consistent with Policy T-8, which promotes pedestrian and bicycle modes of travel, and portions of Chapter 8 which supports stewardship of natural resources. The open space and TDC provisions further the objective of establishing an open space system as defined in Chapters 4 and 5 of the Plan

Land Use

Under the King County Comprehensive Plan, the land in the PAA is designated as Rural City UGA, zoned UR-P (Urban Reserve, one dwelling unit per 5 acres). Upon annexation, the PAA will be converted into one of three land use categories: residential, commercial, or mixed use. However, the Agreement does not state the full intent of these categories in relation to the Comprehensive Plan designations. According to Chapter 5 of the Plan, "residential" could mean densities ranging from 1 unit/acre to 12 units/acre. Similarly, "commercial" could be retail, wholesale, or service uses, while commercial, office, residential, and light industrial are considered "mixed uses."

To determine the most preferable land use pattern for the environmental review process, the intended uses were converted to designations which conform to the Comprehensive Plan. Hence, the 158 acres of "commercial" and "mixed use" land in the West Annexation Area were distributed among Business Park (134 acres), Light Industrial (22 acres), and Commercial (approximately 4 acres) designations. All of these uses fall within the Plan's Mixed Use designation. Alternatives were then developed for this commercial/ industrial land. Similarly, the residential acreage was converted to the appropriate residential designations of the Plan, e.g. Low or Medium density.

Housing

Annexation of the PAA would result in more than 400 acres of new residential development in the city. This could provide the variety of housing and development patterns sought under the Residential Development Policies in Chapter 5 of the Comprehensive Plan. The condition of the Agreement addressing affordable housing goals correspond to those in the Comprehensive Plan Housing Policies in Chapter 6 which pledges the City to work with other entities to maintain Black Diamond's "fair share" of affordable housing.

Clustering Uses

The Agreement calls for the clustering of uses, or, providing other means to preserve open space. This lends greater support to the Natural Environment Policies discussed above. It also mirrors the intent of the Residential, Commercial and Mixed Use, and Industrial Business Park policies in Chapter 5 of the Plan. Additionally, it furthers the goal of these development policies to achieve patterns that can efficiently provide public services and facilities.

Growth Phasing

Avoiding premature urbanization of the annexation areas is a central theme of the Comprehensive Plan. Capital improvement programming for water, sewer and other infrastructure plans will significantly improve the City's ability to establish priorities for phasing growth in an orderly and efficient manner. The Agreement provides clear

mechanisms for the City to phase growth in the PAA. These measures include incorporating the PAA infrastructure extensions into the capital improvement programs, requiring pre-annexation commitments to construct infrastructure, and establishing a logical order in which annexations occur.

Lake 12 Water Quality

Water quality in Lake 12 was the subject of the Lake 12 Sanitary Survey, (Seattle King County Department of Public Health, 1997). The study concluded that Lake 12 is "... cause for public health concern and a potential health hazard area" due to a combination of sewage contamination in the lake and use of the lake as a potable water supply for residents. The provision in the Agreement to extend City sewer and water service to the Lake 12 neighborhood conforms with the water and sewer system concepts and goals of promoting water quality under Water Quality Chapter 8 of the Plan.

Economic Development

Of more than 600 acres proposed for annexation, up to one-third of this land could be designated for office and light industrial use. The large land holdings involved could enable the City to implement the planned development policies of the Comprehensive Plan as envisioned for Commercial and Mixed Uses in Chapter 5 and for Industrial/Business Parks in Chapter 5. Utility revenues from this development will aid in achieving the economies of scale needed to provide the array of service and facility improvements needed throughout the city

2.3. UGA Amendments Policies

2.3.1. Land Use Designations

The PAA includes a mix of residential, retail, office park, and light industrial uses. The West Annexation Area is the only portion of the PAA where Commercial and Business Park & Light Industrial uses would be allowed. Approximately 170 acres of Section 15 south of Roberts Drive would be a combination of Medium to High Density Residential, Neighborhood Retail, and Business Park (Figure 2-4). As shown in Table 2-3, the range of residential densities in this area would be 4 to 12 units/acre. This would mean that both single family housing, at 4 units/acre, would be built with multifamily housing at up to 12 units/acre. The multifamily housing is expected to be sited above the small street level retail shops that are envisioned in the 37 acres of Commercial and Mixed Use development. The most intensive retail use in this area might include a supermarket. Almost 19 acres of Business Park and 35 acres of Light Industrial are designated on the north side of Roberts Drive. In the North Triangle area an additional 43 acres of Business Park is designated.

The 8.5 acre site in Section 27 is Medium Density Residential at 4 units/acre. This same density applies to the South and East Annexation Area. The Lake 12 Annexation Area is Low Density Residential at 1-unit/acre and it must be buffered from adjacent rural and resource lands.

Figure 2-4. — Black Diamond UGA Land Use and Open Space Designations

[Note — this figure is 11 x 17 landscape]

Table 2-3. PAA Land Use Distribution at Buildout

Annexation Area	Acres of Proposed UGA Land Use Designations
West Annexation Area	
Section 15	
— Residential	110.0 @ 4-12 du/a
— Commercial	37.0 Mixed Use ⁴
— Office Park	42.0
— Light Industrial	35.0
North Triangle	
— Office Park	42.8
— Light Industrial	0
— Residential	0
Section 27	
— Residential Only	8.5 @ 4 du/a
South Annexation Area	
— Residential Only	151.9 @ 4 du/a
East Annexation Area	
— Residential Only	50.0 @ 4 du/a
Lake 12 Annexation Area	
— Residential Only	116.0 @ 1 du/a
Totals	593.2

⁴Mixed-use includes civic uses and street level neighborhood commercial with multifamily residential above.

Population and Job Implications

The PAA is expected to be build out by the year 2030. Approximately 4,200 new residents are projected to live in this area by then, increasing the city population to more than 18,500 people. The Comprehensive Plan target is 1.25 jobs per household by 2015. The most optimistic projection for the PAA is the creation of some 8,000 jobs at build out. This represents approximately 70% of the potential in city jobs and a citywide average of 1.6 jobs for each household. Under this scenario, the City goal of one job per household could be reached by 2005 and would continue to rise to build out and exceed the goal with an estimated 1.9 jobs for each household by then. However, given the current (2002) limited demand for office and industrial land in the region, it is more likely that approximately 4,500 jobs, or about 56 percent of the total city jobs would be created in the PAA at build out (Black Diamond 2000 b). Under this scenario, the job to household ratio would reach 1: 1.1, falling somewhat short of the City goal. By comparison, however, without the PAA, the projected job

to household ratio is expected to be 0.8:1. Table 2-4 details the population, households, and jobs that could result.

Table 2-4. PAA Population, Household, and Job Effects at Buildout

	PAA at Buildout	Existing City at Buildout	Total City at Buildout	Increase due to PAA
Population	4,214	14,262	18,473	23%
Households	1,620	5,485	7,105	23%
Jobs optimistic	7,964	3,518	11,482	69%
Jobs most likely ⁴	4,500	3,518	8,018	56%

⁴ Based on the current demand for commercial and industrial land in the region.

Land Use Designations

Chapter 5 of the Comprehensive Plan identifies the designation criteria used to determine the appropriateness of a land use for a particular area of the city. Table 2-5 shows PAA land uses, their comparable Plan designations, and the applicable Plan criteria. As described under the "Consistency Factors" in the last column of the table, the UGA uses generally conform with the Plan designation criteria in relation to their location, size, limited sensitive areas, and the availability of public services in the annexation areas. Two criteria of the Mixed Use designation cannot be judged at this time. These criteria require that Mixed Use development reflect the character of the city Town site and that it support the commercial and service needs of the nearby residential and employment areas. These design features will not be determined until the Master Planned Development process takes place following annexation.

2.3.2.UGA Policies

The objectives and policies identified in this section will be used to guide decisions that determine the pattern, timing, and impact mitigation of development in the UGA. They are intended to supplement the relevant policies and objectives elsewhere in this Plan.

Table 2-5. UGA Land Use and the Comprehensive Plan Designations

UGA Land Uses	Comparable Comprehensive Plan Designation	Applicable Designation Criteria for Annexation Area	Consistency Factor Comments
Residential 4-unit-per-acre (West, South, and East Annexation Area)	Residential Planned Development Designation	<ul style="list-style-type: none"> Planned public facilities adequate to support planned development density Generally free of environmentally sensitive area and protection is provided to sensitive features Flexible zoning is needed Ownership is large enough to meet the requirements of a Master Planned Development 	<ul style="list-style-type: none"> Plans for adequate facilities will be in place Some sensitive features, e.g., Black Diamond Lake, but sufficient mitigation measures identified in Final EIS Clustering needed in all for a variety of housing, and in West for commercial/office uses.
Residential 4-12 units per-acre (West Annexation Area)	High Density Residential Designation	<ul style="list-style-type: none"> Planned public facilities adequate to support planned development density Generally free of environmentally sensitive area and protection is provided to sensitive features Separated from incompatible uses by buffer or lower densities Adjacent to a single family neighborhood and fronts on an arterial Identified as a TDR receiving site 	<ul style="list-style-type: none"> Plans for adequate facilities will be in place Some sensitive features but sufficient mitigation measures identified in Final EIS Lower densities or park/school buffer North east corner adjacent to SF neighborhood and fronts Roberts Dr. and a planned arterial Per the UGA agreement
Residential 1-unit per-acre (Lake 12 Annexation Area)	Low Density Residential Designation	<ul style="list-style-type: none"> Area has moderate sized concentrations of wetlands Existing/planned public facilities cannot support higher density 	<ul style="list-style-type: none"> Wetlands surround the lake Septic system failures have degraded water quality
Office Park (West Annexation Area)	Light Industrial/Business Park Designation	<ul style="list-style-type: none"> Located near arterials Generally free of environmentally sensitive area and protection is provided to sensitive features 	<ul style="list-style-type: none"> Off Roberts Dr., Lake Sawyer Rd., and SR 169 Some sensitive features but sufficient mitigation measures identified in Final

UGA Land Uses	Comparable Comprehensive Plan Designation	Applicable Designation Criteria for Annexation Area	Consistency Factor Comments
Light Industrial (West Annexation Area)	Light Industrial/Business Park Designation	<ul style="list-style-type: none"> • Public facilities adequate to support planned development density • Separated from incompatible uses by buffer or lower densities, or <ul style="list-style-type: none"> ▪ Capable of being served by transit 	<p>EIS</p> <ul style="list-style-type: none"> • Plans for adequate facilities will be in place • North Triangle separated by topographic feature and lower densities of part/school buffer in Section 15 ▪ From arterial(s) ▪ Site exceeds 40 acres
Commercial (West Annexation Area)	Neighborhood Commercial Office, Residential, and limited Light Industrial	<ul style="list-style-type: none"> • Located on an arterial and near a commercial designated area • Reflect the mixed-use character of the Black Diamond Townsite <ul style="list-style-type: none"> ▪ Will provide commercial and service support to master planned employment or residential areas 	<ul style="list-style-type: none"> • On Roberts Dr. and will include Neighborhood Commercial • To be determined through MPD ▪ To be determined through MPD

UGA Natural Environment Objectives and Policies

~~UGA Objective NE 1: Insure consistency between the Comprehensive Plan and the natural resource principals of the UGA Agreement.~~

UGA Objective NE 12: Preserve the diversity and distribution of habitat types in sufficient quantities to sustain species populations, especially rare or unusual habitats.

UGA Objective NE 23: Incorporate the mitigation measures identified in the Final EIS for the PAA to protect environmentally sensitive areas.

Water Quality

UGA Policy NE 34: Protect, and where appropriate, enhance ground and surface water quality to meet or exceed state water quality standards within the drainage basins that may be affected by development in the UGA, ~~particularly: the Roek Creek/Lake Sawyer watershed, including Black Diamond Lake; Lake Sawyer; the Ravensdale Creek Watershed, including Ravensdale Lake; the Middle Green River; the Crisp Creek Watershed; Horseshoe Lake; and the Roek Creek/Lake 12 Watershed.~~

UGA Policy NE 45: Prior to annexation of the Lake 12 Annexation area, Lake 12 water quality must meet or exceed state water quality standards pursuant to WAC 173-201A-030 (5)(c).

Critical Areas

UGA Policy NE 56: Naturally occurring processes such as runoff, stream channel migration, *etc.*, should be maintained by designing stream crossings to pass floods and debris, as well as fish.

UGA Policy NE 67: Development of headwater catchments should be limited to protect streams from temperature increases, sediment, and fish habitat degradation.

UGA Policy NE 78: Where linkages between habitats have been severed or interrupted, connections should be restored by replacing culverts with bridges, revegetating riparian areas, and improving in-stream habitat.

UGA Policy NE 89: Developed portions of all annexation areas, especially in the Lake 12 Annexation Area, should protect the maximum amount of native vegetation to enhance storm water management.

UGA Policy NE 910: New residential development in the Lake 12 Annexation Area should be sited and clustered away from the adjacent rural and resource lands and ~~or~~ critical areas.

UGA Policy NE 101: Coordinate with King County and the Muckleshoot Indian Tribe to develop management plans that preserve County Open Space identified in the UGA Agreement primarily for its open space values, as opposed to timber values.

UGA Policy NE 112: Mitigation measures identified in the City of Black Diamond Potential Annexation Area Final Environmental Impact Statement and Comprehensive Plan Amendments should be used, with other city requirements, as development standards for the UGA.

UGA Land Use Objectives and Policies

Land Use

UGA Objective LU 1: Accommodate projected growth, protect the critical drainage areas from inappropriate development, protect and retain the community character, and efficiently provide urban services within UGA lands.

UGA Objective LU 2: Ensure that the site development process for the UGA provides flexibility in locating uses, establishes a unified development plan for each site, and adequate opportunities for public involvement.

UGA Objective LU 3: Phase development of the UGA to minimize impacts on environmental quality and disruption of the social and business climate in the existing city.

UGA Objective LU 4: Insure that the City maintains an overall and fiscally sound balance between revenues and expenditures during each phase of development of the UGA.

Open Space

~~**UGA Policy LU 5:** Establish a Transfer of Development Credits (TDC) Program prior to annexing any portion of the UGA.~~

UGA Policy LU 65: The TDRC Program should transfer development ~~credits~~ rights from the priority open space areas identified in the City Open Space Program for use in the UGA.

~~**UGA Policy LU 67:** Prior to annexation of any portion of the Pits surface mining pits, landowners will be required to confirm to the City that the PAA and County open space areas have been permanently protected under the City and County open space programs, as appropriate.~~

~~**UGA Policy LU 78:** Approval of the annexation of the Lake 12 Annexation Area should include permanent public access to the lake. (Note: The Washington Department of Fish and Wildlife maintains a public boat launch on the south side of the lake. However, parking, is limited there and the site does not have restroom picnic facilities)~~

UGA Policy LU 98: Approval of the annexation of the East Annexation Area should include provision of permanent public access to the In-City Forest.

Commercial and Mixed Use Development

UGA Policy LU 10:9: Upon annexation of any portion of the PAA., the City should adopt a development agreement with the PAA landowners to establish zoning and vested rights, to determine the process by which the site plans for developing the area are reviewed and approved, and to identify the roles and responsibilities of each party in providing capital facilities and public services.

UGA Policy LU 101: Utilize a master planned development process in the UGA to determine the specific location of structures and uses, phases of development, and the design features of each site and its structures. If the Lake 12 Annexation Area continues to develop by individual lot ownership, it should not be subject to a master planned development process.

UGA Policy LU 112: The affect of the new commercial activity in the UGA should be evaluated to minimize its financial impact on the city's existing business sector.

Phasing Development

UGA Policy LU 123: The growth-phasing schedule of the capital improvement program should determine the timing and sequence of development in the UGA.

UGA Policy LU 134: The City should determine the as built cumulative impact of UGA development on the City's capital improvement program, its fiscal position, and its natural resource policies when each phase is completed. Ensure that adverse impacts are mitigated before the beginning of a subsequent phase.

UGA Policy LU 15: ~~Annexation of the PAA will occur in the following order:~~

- ~~1. West Annexation Area,~~
- ~~2. East Annexation Area,~~
- ~~3. South Annexation Area,~~
- ~~4. Lake 12 Annexation Area.~~

~~Two or more of these areas may be annexed simultaneously. However, the East Annexation Area cannot be annexed unless the West Annexation area is annexed; the South Annexation Area cannot be annexed unless the West and East Annexation Area are annexed; and the Lake 12 Annexation Area cannot be annexed unless the West Annexation Area is annexed. In addition, all conditions specified in the Comprehensive Plan, the UGA Agreement, and other pre-annexation agreements must be satisfied prior to the annexation.~~

Community Design and Character

UGA Policy LU 146: Utilize the ~~adopted~~ Black Diamond Design Guidelines and Standards as the standards to determine the design features of commercial, office, and industrial uses and as guidance in designing residential development in the UGA.

UGA Policy LU 157: In developing the UGA, protect significant view corridors, especially to Mt. Rainier.

Housing

UGA Policy LU 186: Residential development in the UGA ~~will~~ shall contribute to meeting Black Diamonds' fair share of affordable housing in accordance with current King County Affordable Housing Policy.

Industrial/Business Park

UGA Objective LU 179: Create a strong, stable tax base to insure continued provision of necessary urban services and facilities.

~~UGA Policy LU 20: Utilize the recommendations in the adopted Economic Development Plan for Black Diamond to encourage business and industry in the PAA.~~

UGA Policy LU 218: Encourage new business and industry in the PAA that produces high value products and services.

UGA Policy LU 2219: Establish public and private sector training programs to enable the local work force to fully participate in the business and industrial opportunities created by the PAA.

Fiscal Management

UGA Policy LU 203: Revenues ~~must~~ shall exceed expenditures for each development phase of the UGA to provide a sufficient fiscal reserve for financial circumstances.

~~UGA Policy LU 24: Determining the anticipated rate at which developed uses are expected to be absorbed, and therefore the timing of various phases, should be done in consensus with the UGA Stakeholders, including its private sector development interest(s).~~

~~UGA Policy LU 25: To the maximum extent use outside revenue sources to fund new facilities and services for the historic city. Where loans, bonds, or other credit instruments are used, interest payments will not exceed the City's ability to repay the debt without lowering its financial rating.~~

UGA Policy LU 216: Prior to annexation of any portion of the PAA, its landowners will, at a minimum, confirm that they have made commitments to carry_out

construction contracts for extending water, sewer, storm water, and major road facilities to these areas.

UGA Parks and Recreation Objectives and Policies

UGA Policy PR 1: Provide park and recreation facilities in the UGA concurrent with the development of this area and consistent with the standards of this Plan.

UGA Policy PR 2: Avoid locating active park and recreation facilities ~~to~~in environmentally sensitive areas. Where it is necessary to do so, substantial buffers should be maintained to minimize human disturbance of these resources.

UGA Utilities and Public Services Objectives and Policies

UGA Objective U 1: Integrate all public facility and service plans for the UGA into appropriate City plans and programs.

UGA Policy U 2: The mix of residential and employment land uses in the UGA, should achieve the "economies of scale" needed to support quality public services and schools in a cost-efficient manner.

UGA Policy U 3: City revenues should not be used to fund private facility extension in the UGA.

~~UGA Policy U 4: Prior to annexing any portion of the PAA, the City should adopt updates to the 1996 Comprehensive Plan, the Comprehensive Sewer Plan, the Comprehensive Water Plan, Transportation Improvement Plan, and the development regulations, appropriate for development of the UGA.~~

~~UGA Policy U 5: Prior to annexing any portion of the PAA, the City should execute agreement(s) for additional sewer capacity and water supply needed for the UGA.~~

~~UGA Policy U 6: Prior to annexation of any portion of the UGA, the City should adopt a capital facilities plan that conforms to City infrastructure requirements.~~

UGA Policy U 47: The City Capital Improvement Program should integrate public facility and service extensions for water, sanitary sewers, roads schools, storm water management, fiber optic communications, fire and emergency services, police, and parks and recreation infrastructure for all phases of UGA development.

UGA Policy U 58: UGA landowners should provide sufficient land to meet the utility and educational facilities needs projected for this area.

UGA Policy U 69: Water and sewer service should be extended to the Lake 12 Annexation Area only if these service extensions will not adversely impact the ability of the City to provide these services to development within the existing city, and if extending water or other urban services to the area does not require the use of City revenues.

- | **UGA Policy U ~~710~~**: If the Lake 12 Area is to be annexed, the City should enter into a pre-annexation agreement with the County to establish a funding package that includes a combination of local improvement district revenues, and federal, state, and County resources.
- | **UGA Policy U ~~811~~**: Prior to annexing the Lake 12 Annexation Area, a traffic study should be completed to determine the appropriate City road standards that apply to the Green River Gorge Road upon annexation.
- | **UGA Policy U ~~912~~**: Sewer and water facilities extended to the UGA will not serve adjacent rural or resource lands.
- | **UGA Policy U ~~1013~~**: Identify appropriate programs and technologies to reduce solid waste and conserve supplies and energy resources.

Chapter 3. Population and Employment Character

3.1. Population

At the turn of the 20th century, the City of Black Diamond (the City) was a thriving coal mining town and contained a population of 3,000 persons. In the early years beginning of the 21st century (~~2007~~), the City has passed that threshold again and is a thriving village community with a population of 4,085 (~~2007~~). By 2025, the City is expected to grow to a population of 16,980 residents. Much of the growth will occur as a result of master planned development in areas annexed to the City in 2005 and areas slated for future annexation consistent with the Black Diamond Urban Growth Area Agreement (BDUGAA).

For the 2000 Census, the Black Diamond area ~~comprises~~ consists of portions of three small Census tracts: Tract 316.01, which covers the area surrounding Lake Morton; Tract 316.02, which includes the northwest quadrant of Black Diamond, as well as Lake Keevies, Lake Sawyer, and part of Maple Valley; and Tract 316.03, which covers most of the City, as well as territory south, east and north, extending to Ravensdale [see Figure 3-1]. The collective outer boundary of the tracts coincides with the Puget Sound Regional Council's (PSRC's) Forecast Analysis Zone (FAZ) 3310, and the three tracts continue to be closely tied. (Some discussion in the comprehensive plan refers to them collectively as "Tract 316," and combines data for the three separate census tracts.)

Figure 3-1. Census Tract Map

Note: Insert 2000 Census Tract Map from PSRC website

Much of the increase in population in the City between 1990 and 2000 can be attributed to the annexation of the Lake Sawyer neighborhood in 1998, which added 1,480 residents to the City. However, as can be seen from Table 3-1, development in this portion of the County has also been proceeding more rapidly than the County or State as a whole for the past 30 years.

3.1.1. Current Population

The State of Washington’s Office of Financial Management (OFM) estimated the April ~~2006-2007~~ population of the City at ~~4,085-120~~ people and the population of King County, as a whole, at ~~1,835~~861,300 people. The combined 2000 population of Census Tracts 316.01, 316.02, and 316.03 ~~is was estimated at~~ 13,158 people, ~~3,970~~ residents of which located within the City of Black Diamond represents 3,970- residents.

The City was incorporated in 1959. The 1960 population was 1,026. Population growth is shown below in Table 3-1 for years 1970 to 2006. Between 1970 and 1980, the City experienced slow growth of less than 1%. From 1980 to 1990, the City experienced 21.5% growth, followed by a boom in population growth between 1990 and 2000, most of which was due to the annexation of the Lake Sawyer neighborhood in 1998. During this period, the City more than doubled in population, from 1,422 residents in 1990 to 3,970 residents in 2000, an increase of 179%. Growth since 2000 has been slower, with population increasing 2.9% from 2000 to 2006. Development moratoria were in effect for much of this period.

Table 3-1. 1970 – 2006 Population Growth

	1970	1980 % change	1990 % change	2000 % change	2006 2007 % change
Washington State	3,143,250	4,132,353 31.5%	4,866,669 17.8%	5,894,121 21.1%	6,375,600 488,000 8.210.1%
King County	1,145,314	1,269,749 9.8%	1,507,319 18.7%	1,737,046 15.2%	1,861 <u>35,300</u> 5.77.2%
Census Tract 316/ FAZ 3310	4,185	6,858 63%	9,083 32.4%	13, 158 44.9%	—
Black Diamond	1,160	1,170 0.86%	1,422 21.5%	3,970 179%	4,085 120 2.93.7%

Source: U.S. Census for 1970-2000. Washington State OFM Estimate for ~~2006~~2007.

2000 Population estimate for Tract 316 represents combined totals for Tracts 316.01, 316.02, and 316.03.

Approximately 46% of city residents lived in the same house in 2000 as they did in 1995, which is comparable to a residency pattern of 48% in King County as a whole.

Sex and Age Distribution

According to the 2000 Census, the City's median age was 36 years, which is equal to the median age for King County as a whole. Tracts 316.01 –316.03 had median ages of 38 years, 33 years, and 35 years, respectively. A comparison of age cohorts in the City and Tract 316 and King County is illustrated in Table 3-2.

Table 3-2. Summary Age Distribution

Age Group	Black Diamond	Census Tract 316	King County
< 18 years	28.5%	30.2%	22.5%
18 - 64 yrs.	63.3%	63.7%	67.1%
65 + years	8.3%	6.2%	10.5%

Source: US Census 2000, Summary File 1.

This age distribution is generally consistent with information from the 1990 census and shows that the City has both a significant percentage of children and elderly persons. The community, thus, encompasses all age groups.

The City and Census Tract 316 have 50.9% to 49.1% male to female composition. King County is 49.8% male and 50.2% female.

Education

According to data from the 2000 Census, 87.5% of city residents have at least a high school diploma (vs. 90.3% of the County as a whole) and 21.8% at least a Bachelor's degree (vs. 40.0% for the County).

Ethnicity

Composition of racial and ethnic groups is illustrated in Table 3-3. Proportionally, the Census Tract and the City are very similar. The predominant ethnic group is White (93.4%) with the next largest ethnic group American Indian/Alaskan Native (1.6%).

Table 3-3. Ethnic Origin

Ethnic Group	King County	Census Tract 316	Black Diamond
White	75.7%	92.7%	93.4%
Black	5.4%	0.5%	0.08%
American Indian, Alaskan Native	0.9%	0.9%	1.6%
Asian and Pacific Islander	11.3%	1.8%	1.1%
Other	2.6%	1.1%	0.9%

Source: US Census 2000, Summary File 1.

Given the history of the City, great ethnic diversity exists within the white population. The City had a history of a wide ethnic population mix that came to work the mines, including Italian, Welsh, Austrian, Yugoslavian, Finnish, Belgian, French, and Polish.

Income

At the time of the 1990 Census, nearly 45% of city households were considered low-income (\$24,999 per year or less), and the City's median household income was only 79% of that of King County as a whole. As of the 2000 Census, the percentage of low-income households has dropped to 16.6%, while that of King County is approximately 20%. The median household income in the City has increased dramatically as well, rising 138% from \$28,155 in 1990 to \$67,092 in 2000. During the same period, King County's median household income increased 47%. Much of this increase can likely be attributed to the annexation of the Lake Sawyer neighborhood in 1998.

3.1.2. Population Forecast

Population forecasting is an integral part of the planning process. The King County Countywide Planning Policies (CPP) require jurisdictions to estimate the number of new households and jobs that will be accommodated during the 20-year period. The Growth Management Act (GMA) requires jurisdictions to plan for no less than a 20-year period; hence, population and household forecasts for this comprehensive plan extend to 2025, as this plan update process began in 2004. Through the comprehensive planning process, each jurisdiction must, at a minimum, provide adequate land, transportation, capital facilities, and utilities to accommodate this growth target over the 20-year period. The 20-year target, however, is just that—a target that expresses the intent of the comprehensive plan. The plan also recognizes that many variables can cause a somewhat higher or somewhat lower actual population.

King County Overview

King County as a whole contained 1,737,046 residents as of the 2000 Census, and the OFM estimates a 2007~~6~~ population of 1,861~~35~~,300. OFM forecasts that King County's population will increase by 483,000 residents by the year 2025. Per the 2004 King County Comprehensive Plan, 96 percent of this household growth from 2001 to 2022 is expected to locate within the designated Urban Growth Area (UGA), which makes up about one-fifth of the County.¹ How this growth will be distributed within the County will be a function of the King County CPP, plans of individual jurisdictions, the regional economy, and the private marketplace.

King County CPP allocated 1,099 new households (for the period 2001 – 2022) to be built in the City of Black Diamond. This represents the amount of growth the City is obligated to plan for during that period of time. However, due to several large development proposals likely to occur during the upcoming 10-15 years, this Plan assumes greater increases in the number of households and in population. (See Table 3-4)

Table 3-4. Comparison of New Household and New Employment Allocations and Projections

King County Allocation (2022)	King County CPP Allocation (2022)	Black Diamond Projection (2025)	
New Households	New Employment	New Households	New Employment
1,099	2,525	5,426	2,677

Note: Black Diamond projections are for the year 2025~~3~~.

CPP = Countywide Planning Policies

City of Black Diamond Building Activity

The City has had a moratorium on subdivisions in place since 2001 in order to update required plans and regulations. Thus, there has been little formal subdivision development in the last five years outside of what was vested prior to 2001. Residential in-fill development has continued over the past ten years, however, as population growth and increases in land prices have occurred throughout southeast King County.

¹ King County, 2004 King County Comprehensive Plan, "Household Growth Targets by Subregion" table, page 2-6.

Land for Future Growth

In December 1994, the City annexed 783 acres of land to the southwest of the city limits, near Black Diamond Lake. This annexation area is designated for single-family and multifamily residential development, along with a small commercial area, recreation, and a 50% open space requirement. In December 2005, the City annexed the West Annexation Area, an area designated in the BDUGAA. This annexation added 338.6 acres of vacant land to the City's land supply which can be developed with a mix of commercial, residential and mixed-use development types through application of the City of Black Diamond Master Planned Development Ordinance and the Pre-Annexation Development Agreements adopted for these properties. Master Planned Development, residential subdivision and building permit activity for the City is anticipated to increase beginning in ~~2007-2008~~2009, following the lifting of the development moratorium. There is significant pent up demand and development potential within these recently annexed areas.

This comprehensive plan contemplates significant residential growth in the city limits. Growth is seen as a key to creating a balanced and fiscally sound community and will be managed pursuant to the comprehensive plan and development regulations.

City of Black Diamond Population Forecast

The updated comprehensive plan is based on an extended 20-year planning period. In order to determine a population forecast for the year 2025, the City reviewed the PSRC preliminary 2003 forecasts for FAZ 3310, King County forecasts, existing city plans and policies, and forecasts regarding the long-term state of the regional economy. The City believes that considerable growth could occur within the City in the next 20 years, given its significant amount of developable land, GMA and King County CPP directing growth to existing urban areas (i.e., cities), and a strong economy. Table 3-5 identifies population counts for 2000 and 2006, and the City's population projections for 2025.

Table 3-5. City of Black Diamond Population Projections

Year	Population	Households	Annual Population Increase
2000	3,970	1,456	—
2006	4,085	1,578 (2.6 pph)	0.47%
2015	10,437	4,254 (2.794 pph)	9.8%
2020	15,770	6,504 (2.734 pph)	7.1%
2025	16,980	7,006 (2.684 pph)	1.2%

Note: Projections for population and households include 2006 Black Diamond city limits and 2006 Potential Annexation Areas.

pph = persons per household for 2015-2025 was derived from the 2006 PSRC FAZ (Forecast Analysis Zones) forecasts, for King County, October 2006.

~~For purposes of the 2025 projection, the average number of persons per household for King County in 2006 was used to derive projected population. Between the years 2000 and 2020 the number of persons per household is projected to decrease gradually decline to 2.68 pph, and is reflected in the estimate.~~

The amount of growth the City plans for in its comprehensive plan should be consistent with the CPP including the household allocation. Section 3.3.1 and Table 3-4 show the relationship between the City's projection and the CPP's household and employment allocation. It should be noted that the CPP projections and targets do not currently reach the year 2025, and the City has derived its own projections for a portion of this time period.

Population growth in the City is encouraged by the comprehensive plan provided it is consistent with the City's vision, respects the natural environment, and pays its "fair-share" of the costs associated with growth. Growth that is managed and occurs consistent with these principles will contribute to a more balanced and fiscally sound community.

There are many uncertainties inherent in population forecasting. In planning for its future growth, the City has intentionally planned for more land than is estimated to be needed for growth over the next 20 years. If substantial growth does occur at a significantly higher or lower rate than anticipated, adjustment of some aspects of this plan (particularly growth phasing) may be necessary.

Black Diamond uses a formula for calculating the amount, use, and density of land within the City to ensure that the forecast of population, housing, and employment is met and so that limitations of available land supply will not artificially drive up prices. This is important so that the fluctuations in population and employment growth can be absorbed, and unmet demand for housing and jobs is not displaced into rural unincorporated areas. To accomplish these objectives, King County recommends and uses a land supply factor of 140% (i.e., 40% more land should be provided above that than the land calculated to be needed for projected growth 2025- based on land use designations, zoning regulations and household size). Existing comprehensive plan designations would supply enough land for ~~about approximately~~ a 109% increase over the forecasted population of 16,980, which is significantly less than the 140% land factor recommended by King County. ~~—However, this~~ The smaller margin is ~~used~~ considered to acceptable for the City due to the fact that substantial developable land in large single-ownership tracts is expected to be coming on the market in the near future, is anticipated to build out during the planning period, and the resulting amount of population and household growth is

significantly greater than allocated through the King County Countywide Planning Policies. -This supply of land is anticipated to be built-out within the lifetime of this comprehensive plan's planning horizon (2007-2008-2025), which will also remove a larger than usual share of the City's developable land supply from the vacant land inventory.

3.2. Employment

3.2.1. Current Employment

According to Census data, 2,122 city residents were employed as of 2000. The City has little local employment, however. The 2003 King County Annual Growth Report estimated a total of 427 jobs within the City limits in 2000. These jobs were categorized as follows:

Table 3-6. 2000 Employment

Industry	2000 Jobs
Retail	105
Finance, Insurance, Real Estate, Services	42
Governmental & Education	132
Wholesale, Transportation, Utilities (WTU)	*
Manufacturing	*
Agriculture, Forestry, Fishing, and Mining/Construction	113
TOTAL	427

PSRC tally of jobs covered by state unemployment insurance, as reported in King County 2005 Annual Growth Report.

* Sector detail is suppressed to protect confidentiality.

The 427 jobs represent a ratio of approximately 0.3 jobs per household.² Given that the City is not in immediate proximity to a major employment center, most residents must travel to the western portion of the County or to Pierce County for work.

The 2000 mean travel time to work for city residents was 38.3 minutes (versus 26.5 minutes for the County as a whole). This lack of local jobs contributes to lower incomes for city residents, a reduced tax base for the City and increased vehicular commuting.

² 2000 U.S. Census: 1,456 households in Black Diamond

The 2000 unemployment rate for the City was 1.8% compared to 4.5% for the County as a whole.

In 2000, the jobs to household ratios for the City was compared to other King County rural small towns listed below, as well as neighboring Covington and Maple Valley. As shown in Table 3-7, the City currently has a significantly lower ratio of jobs-to- households than neighboring or similarly sized cities.

Table 3-7. Jobs per Household Ratios

Black Diamond	0.3 jobs per household
Rural Small Towns	
Carnation	0.9 jobs per household
Duvall	0.7 jobs per household
Enumclaw	1.0 jobs per household
North Bend	1.1 jobs per household
Snoqualmie	2.1 jobs per household
Neighboring Jurisdictions	
Covington	0.6 jobs per household
Maple Valley	0.6 jobs per household

Employment Forecasts

Between 2000 and 2020, the PSRC forecasts that employment in King County will increase by 328,000 jobs. The composition of the County economy is shifting as manufacturing employment declines, and employment in the retail, services, and government/education sectors increases.³

The City supports local job growth and, through its comprehensive plan, is attempting to achieve a better "jobs-housing balance" for both existing and future residents. The City's goal is to ensure that land use planning allows the achievement of one local job per household for the year 2025 and beyond. These reasons for the anticipated employment growth are elaborated in the Table 3-8.

³ Puget Sound Regional Council 2006 Sub-County Forecasts of Population and Employment, Central Puget Sound Region. (Released October 26, 2006).

Table 3-8. Employment Sector Growth

Employment Sector	Reason for job growth
Retail & Services	Services residential areas. Anticipated to grow with residential growth.
Governmental & Education	Jobs will increase as new community facilities are located within the city.
WTU & Manufacturing	The jobs will correspond to the existing industrially zoned land and converted mineral extraction area.

A total of 2,525 new jobs are planned to be accommodated in the City by 2025.

Table 3-9. City of Black Diamond Employment Projection

Year	Households	Jobs	Annual Increase
1990	541	177	-
2000	1,456	427 (0.30 jobs/hh)	13.7%
2015	4,254 3,740	1,404 (0.33-38 jobs/hh)	7.7%
2025	7,004 6,302	3,147 (0.44-50 jobs/hh)	7.6%
Buildout	7,105	11,557 (1.62 jobs/hh)	--

Note: Projections for households and jobs include 2006 Black Diamond city limits and 2006 Potential Annexation Areas.

hh = household

3.3. Implications of Population and Employment Growth

3.3.1. Population and Households

The GMA requires that each county accommodate a population allocation which is based upon OFM 20-year growth forecasts. Adequate land must also be identified for commercial and industrial uses to meet local employment needs. The 2004 King County Comprehensive Plan has planned to accommodate 1,993,000 residents in the County by the end of its 2022 planning period. The CPP allocate 1,099 new households to the City by the year 2022; this is the amount of growth the City is obligated to plan for according to the GMA. - The GMA requires that the connection between projections and the plan ensure that adequate urban levels of service for public facilities and services can be provided.

In contrast, the City is expected to gain 2,673-162 new households by the year 2015 and an additional 2,753-562 new households by the year 2025, for a total of 5,4264,724 households. The City's extended projections would exceed the targets

established in the CPP. However, the CPP targets have not been updated at this time to include the year 2025. Similarly, the CPP do not factor in current (and recently changed) local conditions regarding land ownership, the presence of several large land parcels with significant development potential, and pent-up demand due to recent development moratoria. In sum, these factors support a significant increase in the City's growth projections.

3.3.2. Employment

Attaining a healthy housing-jobs mix is central to the City's future growth and to accomplishing its vision. The City's employment target is to provide one job per household within the City by the year 2025 which would translate to a jobs target of approximately 6,534 jobs. However, employment projections used in this update are more conservative in order to recognize that the City's population will need to grow first so it provides a larger market base that can attract and support a higher level of commercial development, including the services needed by a larger population. The plan will be monitored and can be adjusted to account for more aggressive job growth, as economic conditions change in future updates. This monitoring will need to be in addition to that required of Master Planned Development projects as part of their required fiscal analyses.

The City is expected to have 977 new jobs in the year 2015 and 1,743 new jobs in the year 2025. The CPP 2022 allocation of 2,525 new jobs can be accommodated within the 2006 city limits based on existing land use designations and anticipated development. The City's updated projection is for 2,677 new jobs by 2025. About 833 acres of employment land are proposed in the city limits, including the conversion of interim mineral extraction land that is expected to be depleted.

3.3.3. Allocating Land for Household and Employment Growth

The following Chapters provide the basis for the comprehensive plan to direct and accommodate future household and employment growth within the City and its UGA.

Chapter 4. The Natural Environment

4.1. Introduction

4.1.1. Preserving the Natural Beauty

The first 100 years of the City of Black Diamond's ~~(the City's)~~ history were based on extraction of the natural resources. The next 100 years of the cCity's future will be ~~achieved~~ characterized by the preservation of ~~in~~ the quality of its natural setting, its scenery, and views, and the preservation of its historic treasures.

From the local fishing hole, to the field where deer graze, to the beaver dams, to the eagle flight overhead; these resources are a tangible part of living in ~~The City~~ the city. The extensive natural beauty and intricate ecosystem of ~~The City~~ the city form the basis for a natural resource and open space network. The network serves to define the edges for the existing and future development areas.

~~This~~ Natural Environment Chapter provides the framework for protection of natural resources. The cCity's forests and fields—along with the natural drainage system, and its connections with lakes, streams and forests—form a rich habitat for fish and wildlife that is unlike any other city in King County.

Information contained within the Natural Environment chapter is based upon sensitive areas inventories conducted by the City in the early 1990s to locate, identify, and categorize sensitive areas within the City's jurisdiction. The City uses King County Map data as a basis for developing existing ~~the City's~~ sensitive areas maps. Therefore, the King County Interactive Map Folio was used to provide sensitive areas inventory information for the current cCity boundaries. The City's

~~current Environmentally Sensitive Areas regulations (Chapter 19.12, Black Diamond Municipal Code) were adopted in 1993 and are in the process of being updated in 2008. In addition, the City used the King County sensitive areas ordinance (SAO) Best Available Science documentation, entitled “Best Available Science: Volume I; A Review of Science Literature”, as the basis for updating the City’s own SAO.~~

4.2. Existing Natural Features

4.2.1. Water & Natural Drainage

Drainage within the planning area is an interrelated system of surface water, groundwater, and wetlands. In order to identify existing drainage characteristics and potential impacts from urbanization, an understanding of the site-specific hydrologic interaction among the components of the drainage system is required.

Surface Water Drainage Basins

Nearly all of the planning area is located in the Rock Creek and Ravensdale Creek Drainage Basins. Rock Creek and Ravensdale Creek are two headwater drainage systems of Lake Sawyer and Covington Creek. Rock Creek drains to the south and southwest portion of Lake Sawyer, while Ravensdale Creek drains to the north and northwest portion of the Lake Sawyer area. Lake Sawyer is the fourth largest natural lake in King County. Lake Sawyer’s outlet is Covington Creek which flows west into the Big Soos Creek drainage system. The Big Soos Creek discharges into the Green River about one mile east of the City of Auburn and about seven miles west of the City. The southern and western most portions of the planning area touch upon watersheds oriented towards Green River and the Crisp Creek drainage basin (including Horseshoe Lake) respectively. The Lake 12 Annexation Area drains to the middle Cedar River indirectly via the lake and wetlands extending east from the lake.

Types of land cover presently found in the Rock Creek and Ravensdale Drainage Basins include remnant forest stands (second and third generation growth); grass; and limited impervious surfaces (roads and a few structures). Forest covered surfaces typically display higher infiltration capacity and less surface runoff potential than grass covered surfaces because the root system of trees is more extensive and deeper than that of grass. The flat to moderate topography of the Rock Creek Drainage Basin further reduces surface runoff potential.

Surface impoundments caused by lakes, wetlands, and streams influence surface runoff by providing storage that helps attenuate the peak rate of discharge. The

storage effect of streams is less pronounced than that of lakes and wetlands. In streams, increased surface runoff volumes and prolonged duration of peak rates of discharge results in more impact.

The surface water drainage system in the planning area is shown in Figure 4-1.

Basin boundaries were identified from the 1990 King County Soos Creek Basin Plan (1992). Much of the area near ~~The City~~the city is designated as Regionally Significant Resource Areas in the Soos Creek Basin Plan because of the relatively pristine condition of the watershed, including the streams, lakes, wetlands and surrounding forested upland areas.

The Rock Creek and Ravensdale Creek drainage basins received special attention in the ~~c~~City's resource planning.

Streams and Lakes

Both the Rock Creek and Ravensdale Creek basins drain to Lake Sawyer and ultimately to the Green River. A small portion of the planning area drains either to the Green River via an unnamed drainage network or via Keevies Lake and Crisp Creek, or to Horseshoe Lake, which has no outlet.

Major creeks in ~~The City~~the city were inventoried in 1991 using guidelines provided by the Washington State Department of Natural Resources (DNR), in compliance with the Growth Management Act.

There are eight creeks located in the planning area—Covington Creek, Rock Creek, Jones Lake Creek, Ginder Creek, Lawson Creek, Mud Lake Creek, ~~the an~~unnamed tributary to Black Diamond Lake, and Ravensdale Creek. These water bodies are listed in Appendix A. Stream classifications shown in Appendix A are based on a water typing system used by DNR and are for information purposes only. Stream types are classified in the City's SAO under "Water Typing System," which defines streams from Type 1 to Type 5 depending on the presence of fish, whether intermittent or year round, and other factors. Stream type will be determined using the definitions and criteria of the City's SAO.

Figure 4-1. Surface Water Drainage Basins and Streams

Covington Creek is also classified as a Shoreline of the State, subject to the Shoreline Management Act (SMA). There is only a small segment of Covington Creek where it exits Lake Sawyer within the existing city limits.

In their present state, all of the larger streams are moderately important for water supplies, recreation, fish and wildlife habitat, and protection of water quality. Lawson Creek influences water quality in Jones Lake and the Rock Creek wetlands, and Mud Lake Creek influences the water quality of Ginder Creek. All other drainage courses within the Rock Creek watershed are considered minor.

There are eight existing lakes within the planning area — Lake Sawyer, Jones Lake, Black Diamond Lake, Oak Lake (also known as Lake Marjorie), Frog Lake, Horseshoe Lake, Lake Number 12, and Mud Lake.

Lake Sawyer is the fourth largest natural lake in King County at 286 acres with a watershed of 13 square miles. Lake Sawyer is considered a “shoreline of the state” and is subject to the SMA and the City’s Shoreline Master Program. The lake is fed by the Rock Creek and Ravensdale Creek drainage systems. Lake Sawyer has experienced water quality problems from various sources, including discharge of inadequately treated sewage from the decommissioned City of Black Diamond sewage treatment plant located in the Rock Creek drainage. A lake management plan for Lake Sawyer was completed by King County in 2000. The City and King County have conducted stormwater monitoring in the lake’s watershed to help identify sources of phosphorus. Data collected by volunteer lake monitors indicate that Lake Sawyer is low to moderate in primary productivity with very good water quality.¹ Ravensdale Creek has a disproportionately high discharge to drainage area ratio likely due to a high influx of groundwater. Although its drainage area is about half that of Rock Creek’s drainage area, Ravensdale Creek has a discharge about 3 times greater than that of Rock Creek during the dry summer months. The phosphorus concentrations in Ravensdale Creek are relatively low during the wet season but exceed those of Rock Creek during the dry season when most of the flow is comprised of naturally phosphorus rich groundwater. Consequently, Ravensdale Creek contributes about half as much phosphorus to Lake Sawyer as Rock Creek. Lake Sawyer is an important migration corridor for a late run of coho salmon that pass upstream shortly after Christmas. The fish spawn in upper Ravensdale Creek. Lake Sawyer also provides year-round recreational fishing for stocked rainbow trout and warm water fish. The lake is also used extensively for boating, water-skiing, and other recreation. Public access is provided at a boat launch on the northwest side of

¹ King County Lake Monitoring Report, Water Year 2004.

the lake. An undeveloped 168 acre park is located along the southern part of the lake.

Frog Lake is located in the northwestern part of the planning area at the southeastern portion of Lake Sawyer. Frog Lake is approximately 25 acres in size. It is largely a forested wetland with an open water area, identified as Wetland 2 by the City or as Covington Creek 22 by King County's Interactive Map Folio Sensitive Areas layer. As a wetland related to Lake Sawyer, Frog Lake is considered a shoreline of the state regulated by the SMA.

Jones Lake is 23 acres in size with a watershed of 740 acres. It is fed by Lawson Creek and two other unnamed tributaries, but is a highly groundwater-dependent lake that displays a seasonal fluctuation in water level. Jones Lake is classified as a dystrophic lake, characterized by relatively high concentrations of acidic organic materials in solution. These chemical conditions can reduce the rate or prevent the processes of bacterial breakdown that would otherwise recycle nutrients from dead organic material at the bottom. The bottom deposits of Jones Lake consist largely of unrated organic material which accumulates as peat. The area of Jones Lake is identified as a peat deposit in the Tahoma Raven Heights Community Plan. Jones Lake and the surrounding land have been identified and partially acquired by the City using funds from the King County Open Space Bond Fund. Jones Lake has recreational fishing values. Stocking records available for Jones Lake (previously known as Lake 14) show the following plantings: 1915 - yellow perch; 1922, 1926, 1928, 1929 and 1930 - eastern brook trout; 1932 - kokanee; 1950 - rainbow trout; and 1956 - rainbow trout. Bass, crappie and brown bullheads have also been introduced into this system. Warm water species such as yellow perch, bass, crappie, and bullheads can spawn in lakes and establish self-reproducing populations.

Black Diamond Lake is part of an extended high quality wetlands system. Black Diamond Lake is approximately 11 acres in size with an average depth of 6 feet and a maximum depth of 8 feet and is fed by surface water from a roughly 700 acre watershed and groundwater. Black Diamond Lake has recreational fishing values provided by bass and other warm water fish. The lake was stocked with rainbow trout by the Washington Department of Fish and Wildlife in 1958, 1963, and 1965. There is a high quality peat wetland area located upstream from the open water lake. ~~The~~ Black Diamond Lake and its associated world-class bog have been extensively researched by the Nature Conservancy and represent a valuable natural asset for the City.

Oak Lake has not been researched other than to identify it as an open water wetland. ~~Oak~~ Lake is approximately 5 acres in size. It is described as a groundwater depression and is isolated from the other lakes and Rock Creek drainage system.

Horseshoe Lake, located just west of the City limits, is situated in a topographic depression with no outlet. It is fed by both surface water and groundwater and is particularly sensitive to local changes in the shallow groundwater table.

Lake Number 12 covers 44 acres and is fed by surface runoff from a 500 acre drainage area and shallow groundwater flow over a less permeable substrate layer. The lake is known to have an aquatic weed growth problem associated with high phosphorus concentrations. Lake 12 is considered a "shoreline of the state" and is regulated by King County's Shoreline Master Program. Lake 12 is in the City's Urban Growth Area (UGA) northeast of the current city limits.

Mud Lake is largely a wetland with a drainage basin of 378 acres. This lake is located in an area designated as mineral resource land. It was once part of a mining plan. However, disturbance of the lake is no longer proposed.

Groundwater

Ground water either moves laterally or remains in place as an isolated body of water and slowly moves downward. Shallow groundwater will generally reflect the influence of local precipitation and surface water phenomena. Deep groundwater is generally regional both in terms of size and immunity to local surface water changes.

Groundwater characteristics depend largely on subsurface geologic features (stratigraphy) and surficial geologic features (soil type).

Major groundwater sources in the Puget Sound area are found in the glacial and non-glacial deposits formed during the Pleistocene epoch. Subsurface and surficial geologic features in the Rock Creek, Ravensdale Creek, and Crisp Creek watersheds resulted from the Vashon ice flow. The Vashon ice flow left deposits of outwash and till which form the major groundwater sources in the Rock Creek, Ravensdale, and Crisp Creek drainage basins. Glacial outwash is a medium to highly permeable sand and gravel that produces nominal surface runoff. Precipitation and surface discharges infiltrate the outwash, which generally contributes to recharging deep, regional groundwater aquifers.

Groundwater occurs in three aquifer systems beneath the planning area. These aquifer systems include 1) a seasonal shallow or perched unconfined aquifer in the weathered soil and recessional outwash overlying till or bedrock, 2) an intermediate depth, regional unconfined and confined aquifer system within the pre-Vashon glacial and interglacial sediments, and 3) a confined regional aquifer system within the bedrock.

The shallow aquifer system is the primary water resource penetrated by most of the domestic wells in the planning area. At least seven water wells penetrate the intermediate depth aquifer in the planning area. The deep bedrock aquifer is

controlled by fractures in the bedrock. Several domestic wells penetrate the bedrock aquifer in the east portion of the planning area, but are typically very low in yield.

The shallow aquifer is particularly vulnerable to contamination from the surface and may dry out seasonally in some areas. The intermediate depth aquifer is recharged over a very large area and is generally protected from contamination from the surface. The bedrock aquifer often contains water with elevated level of minerals, such as iron and sulfur that may affect water quality.

Ground water flow patterns have both vertical and horizontal components. In the planning area, the primary vertical component of flow is downward percolation from the shallow aquifer, through the underlying till or fractures in the bedrock, and into the intermediate or deep bedrock aquifer. Horizontal groundwater flow in the shallow aquifer discharges to surface water features in the Rock Creek, Ravensdale Creek, and Crisp Creek drainage systems.

Ground water recharge to the shallow aquifer is primarily from precipitation or infiltration of surface water runoff from adjacent areas. As precipitation falls on the ground surface, a portion infiltrates into the soil. Precipitation that does not infiltrate remains on the surface, filling small depressions or moving downslope as surface runoff. Some shallow infiltrated water (soil moisture) is used by plants and returns to the atmosphere by evaporation. When the soil moisture content is high, such as occurs after a long period of rainfall, water within the soil migrates downward. Downward percolation of water is impeded by relatively impermeable till or bedrock that underlies most of the land. Where water is concentrated within topographically low areas, lowlands such as wetlands and streams, there is generally more recharge than in topographically high, upland, areas where the surficial aquifer is dry much of the time. The intermediate depth and deep bedrock aquifer systems are recharged by infiltrating water over an area much larger than the planning area.

Public Water Supplies

Groundwater withdrawal has not been necessary to supply the City's water needs.-

The City currently obtains all of its municipal water from a series of springs (Springs 1 through 4) located on the east slope of Green River gorge about 2 miles southeast of the City. The City does not maintain any water wells at present. The spring system is located in a geologically active area of the Green River gorge as demonstrated by a large landslide in February 1996 immediately downstream of Spring No. 1. The water quality and quantity are very good; limited only by the approved water rights consumptive allocation of the spring water.

The City has a wholesale contract for water supply from the City of Tacoma that will provide future water supply. The City will also continue to withdraw water supply from its spring²s source so long as this source remains feasible.

4.2.2. Sensitive Areas

Sensitive Areas (also referred to as critical areas) are environmentally sensitive features of the city for which protection is required by the Growth Management Act. They include wetlands, frequently flooded areas, fish and wildlife habitat conservation areas (FWHCA), geologically hazardous areas, and areas with a critical recharging effect on groundwater used for potable purposes.

The City conducted sensitive areas inventories in its planning area in the early 1990s and is also using King County mapping data as its source of sensitive areas information. The Black Diamond Sensitive Areas Map was produced by King County GIS data. This plan relies on the King County Interactive Map Folio, Sensitive Areas layer to identify locations of known sensitive areas both within the city limits and the City's UGAs. This information will be updated in 2008 as a result of the update of the City's current Environmentally Sensitive Areas regulations (Ch. 19.12 BDMC).

Development adjacent to wetlands and streams inside the cCity is regulated by the City's SAO. The SAO contains requirements for designating, rating and mapping wetlands and streams, requires the establishment of wetland and stream buffers, identifies activities allowed within the buffers and describes applicable performance standards, and outlines appropriate mitigation requirements.

Wetlands

Known wetlands and streams in the cCity have been identified and classified (i.e., rated on a reconnaissance level) in the 1992 study entitled "City of Black Diamond Wetland and Stream Inventory." The City's SAO designates and rates wetlands according to the Washington State Department of Ecology's (Ecology's) wetland ratings system found in the Washington State Wetland Rating System documents (Western Washington Ecology Publication #93-74). Known wetlands in and adjacent to the City are identified in Appendix A. The wetland classifications listed in the appendix are preliminary and for information purposes only. For project proposals, wetland classifications will be determined using the definitions, criteria and procedures contained in the City's SAO. ~~Frequently Flooded Areas~~

The City has classified and designated frequently flooded areas using the Federal Housing and Urban Development flood map (See Figure 4-1). This map identifies the following flood hazard areas inundated by a 100 year flood: along Rock Creek

from Morganville to Jones Lake; the southern portion of Ginder Creek; surrounding Jones Lake and along the east side of Highway 169 (across from Jones Lake). New development in these areas will continue to be regulated by the City.

The 2006 King County Interactive Map Folio (~~Map~~) Sensitive Areas layer shows a small segment of Section 15 in the 100 year floodplain in the City. The floodplain is generally along the Rock Creek wetlands and Covington Creek Wetland Number 26.

Fish and Wildlife Habitat Conservation Areas

Fish and wildlife habitats in the City were identified and ranked in terms of value in the 1992 “City of Black Diamond Fish and Wildlife Habitat” study. High value habitats include the Rock Creek and Ginder Creek corridors, open water ponds, lakes, and riparian forests. These habitats exist around streams and wetlands, which are identified, classified, and regulated under the City's SAO. The SAO contains requirements for designating and mapping FWHCA, sets buffer requirements and performance standards for activities allowed within FWHCAs and their buffers, and outlines appropriate mitigation requirements. There are areas of high quality habitat that relate closely to the City’s wetland and stream network. Two of these areas may meet the City’s SAO criteria for FWHCAs: 1) Ravensdale Creek and its adjacent wetlands; and 2) Black Diamond Lake and its adjacent wetlands (See Figure 4-2). The City is currently updating its SAO and may revise the criteria for FWHCAs in the update process.

Figure 4-2. Wildlife Habitat Network (Black Diamond Area)

The general habitat types in the Black Diamond area include mixed deciduous and unmanaged evergreen forest, areas of regenerating managed forest, wetlands, lakes, riparian areas, and creeks. Wetlands, riparian areas, and lakes meeting certain criteria are listed as “priority habitats” in the Washington Department of Fish and Wildlife’s (WDFW) Priority Habitats and Species (PHS) program. WDFW has compiled draft maps of priority habitat areas in the City.

Wildlife corridors provide a means for wildlife, particularly species that roam widely or have large home ranges, to move freely within and among habitat types. -Creeks and streams and their associated buffers function as wildlife corridors in urban areas. Rock Creek, Ravensdale Creek and the associated riparian habitat, functions as a corridor between the upper and lower Soos Creek basin. The Rock Creek corridor likely serves as a route to the Green River and upper parts of the Green River watershed as well, linking wildlife that use the lower Green River watershed and the upper Soos Creek basin. The following list of drainages and the known fish species are updated from the WRIA 9 Fish Distribution maps (2000, King County DNR):

Covington Creek: Coho, cutthroat trout and steelhead are known to inhabit Covington Creek. The WRIA 9 Fish Distribution Map indicates that Covington Creek also provides good habitat for Chinook, though presence of that species has not been verified.

Lake Sawyer: Covington Creek drains Lake Sawyer, which is fed by Ravensdale and Rock Creeks. Lake Sawyer supports populations of cutthroat trout, steelhead, largemouth and smallmouth bass, yellow perch, and rainbow trout (WRIA 9 2000 and WDFW 1991). The lake is impounded by a small dam at the head of Covington Creek. The dam has a fish ladder that allows passage of migrating coho. Due to low water flows and creekbed infiltration, however, the fish ladder is not typically passable until December. This factor limits coho use of the upper watershed, including Rock Creek.

Ravensdale Creek: Ravensdale Creek has significant fisheries value and is known to support coho and cutthroat trout. The headwater wetlands are important for maintaining perennial flow, as well as maintaining water quality in Rock Creek.

Rock Creek: A small portion of the planning area drains to Black Diamond Lake and the wetlands surrounding it. The Black Diamond Lake wetlands serve as partial headwaters of Rock Creek. Rock Creek is listed as supporting coho salmon, cutthroat trout, and steelhead in the WRIA 9 Fish Distribution Map.

Ginder Creek: The northeast portion of the planning area drains to Ginder Creek, which drains into Rock Creek. Ginder Creek historically provided good habitat for salmonid spawning and rearing. The WRIA 9 Fish Distribution Map (2000) shows Cutthroat trout presence in Ginder Creek. Based on a 1982 sampling, Ginder Lake

supports warm water fish including black crappie, largemouth bass, and pumpkinseed. An obstruction limits the passage of adult salmonids upstream as far as Ginder Lake. Electroshocking done during the 1982 survey indicated that Ginder Creek, above SR 169 may be able to support other species of fish if passage barriers were removed. The survey generally indicated that Ginder Creek is a relatively productive tributary (John Henry Mine, SEIS).

Mud Lake Creek: This stream provides some habitat for spawning and rearing of salmonids. The cascading portion over sandstone bedrock would prevent passage of salmonids. High turbidity was also identified in the 1982 sampling in Mud Creek, especially at the inlet to Mud Lake. Mud Lake Creek, however, represents an important source of water for Ginder Creek below the confluence near SR 169, at least during the winter months. Fish populations were essentially non-existent in Mud Creek (1982) and in the inlet to Mud Lake (John Henry Mine, SEIS).

Crisp Creek: The eastern edge of the Crisp Creek drainage basin crosses into the City. The Crisp Creek basin drains an area approximately 5.0 square miles with the majority of the basin located upstream of the Keta Creek Hatchery. Crisp Creek and Keta Springs are the water supply for the Hatchery. Crisp Creek is also the sole water supply for the state owned rearing ponds, located on the mainstem and upstream of the Hatchery. Coho, chum and Chinook salmon as well as steelhead have been produced at the Keta Creek Hatchery.

Green River: The planning area lies within one mile to the north of the lower end of the Green River Gorge, between river miles (RM) 42 and 47. In this vicinity, the River flows through a steep-sided eroded gorge. The Green River supports significant runs of coho, Chinook, and chum salmon as well as steelhead and sea-run cutthroat trout. These salmonid runs support important sport and retail fisheries in the Puget Sound Region and the Pacific Ocean as well as within the river system.

All of these creeks need highly effective groundwater and storm water protection to maintain the water quality and ensure sufficient supplies of water for natural production or successful hatchery production. Stream buffers and limitations on land uses contained in the City's SAO help protect the functions and values of these streams as critical fish and wildlife corridors.

Geologically Hazardous Areas

Geologically hazardous areas include erosion hazards, landslide hazards, and mine hazards. Areas of abandoned coal mine workings are identified and mapped in Figure 4-3 and are regulated by the City's Sensitive Areas regulations.

Figure 4-3. Coal Mine Hazard Areas and Areas Susceptible to Groundwater Contamination

Areas of steep slopes are similarly identified in City Sensitive Areas maps and regulated by the SAO. The SAO contains designation and mapping requirements, a description of allowed activities and performance standards, and appropriate mitigation requirements for erosion, landslide, and mine hazard areas. Additional geologically hazardous areas not currently regulated by the SAO include seismic hazard areas and steep slopes.

Erosion Hazard Areas

Erosion hazard areas are defined as those areas identified by the U.S. Dept. of Agriculture Natural Resources Conservation Service (NRCS) as having a "severe" to "very severe" erosion hazard.

King County's Interactive Map Folio, Sensitive Areas Layer indicates five small locations within the planning area, including the Ravensdale Creek corridor, as "erosion hazard." Among the Natural Resources Conservation Service (formerly Soil Conservation Service - SCS) soil types identified within the planning area, one is identified by King County as potentially severely erosive. It is shown as AkF and AgD. Relatively small areas of this soil type exist within Sections 22 and 23, but both are located along the edge of wetlands (southwest of Black Diamond Lake and east of Jones Lake). These erosion prone soils are constrained for ~~development~~ development, especially the area of AkF near Black Diamond Lake.

Landslide Hazard Areas

Landslide hazard areas are defined in the City's SAO as those areas that are potentially subject to risk of mass movement due to a geologic landslide resulting from a combination of geologic, topographic, and hydrologic factors. These areas are typically susceptible to landslides because of a combination of factors including: bedrock, soil, slope gradient, slope aspect, geologic structure, ground water, or other factors. King County's Interactive Map Folio (IMap) Sensitive Areas Layer delineates no known landslide hazardous areas within the planning area.

Coal Mine Hazard Areas

Coal mine hazard areas include abandoned and improperly sealed mine openings and areas underlain by mine workings shallower than 200 feet in depth (steeply dipping seams) or shallower than 15 times the thickness of the seam or workings (gently dipping seams) may be affected by collapse or other subsidence.

Although the City is underlain by numerous coal mines, the "mine hazard" areas by definition are limited due to the accuracy of past mapping and the depth of most of the shafts. King County's IMap Sensitive Areas Layer identifies one large area of

"coal mine hazard" in the central part of the city, and a smaller area to the east in the Lawson Hill neighborhood. The County map layer appears to locate coal mine areas without specific information on the degree of hazard.

Information provided by Palmer Coking Coal (PCC) indicates that much of the existing city is built over deep underground coal mine workings. Most underground coal mining in the Black Diamond area consisted of the "room and pillar" mining technique. "Pillars" of coal were left to provide support for the mining of adjacent areas, creating rooms. Once abandoned, these "pillars" would collapse and the "rooms" would fill with collapsed roof material, coal debris, and water.

There are known coal mine entrances, stockpiles of coal tailings or mine spoil in the planning area. Mining records indicate that underground mining has occurred in Section 2, 10, 11, 12, 13, 14, 15, and 23. Most of these are areas underlain by deep underground coal workings. The coal mine hazards identified in the SAMF are based upon maps available at the Department of Natural Resources. The approximate location of the mine areas is shown on Figure 4-3.

Prior to development in areas of coal mine working and potential subsidence, the city requires studies by geologic engineers detailing the depth to workings, the presence of surface openings or potential sinkholes, and a detailed examination of historic coal mine maps.

Seismic Hazard Areas

Seismic hazard areas are subject to severe risk of earthquake damage as a result of earthquake-induced ground shaking, slope failure, settlement, or soil liquefaction. These conditions occur in areas underlain by cohesion's soils of low density, usually in association with a shallow groundwater table. For the city, these areas are primarily wetlands and saturated soils. According to King County's IMap Sensitive Areas Layer, no seismic hazard areas are identified within the planning area.

Steep Slopes

The County's SAMF does not identify steep slopes (greater than 40%) in the planning area and did not map inside the existing city limits. The steepest slope in the city occurs along the south side of Lawson Hill (a.k.a. Franklin Hill), where isolated portions of the hillside approach 30-% slope. Most of Lawson Hill contains 6% to 15-% slopes with an area of 16% to 24% slopes. Some isolated slopes which are in the 16% to 24-% slope range, are located east of the Black Diamond Lake, along Lawson Road east of Mud Lake, near SE 288th Street and crossing SR-169 north of the city limits. The remainder of the Comprehensive Plan area appears to contain slopes from 0 to 15%. Isolated steep slopes may exist throughout the city.

Ground Water Management Areas

The City is located within the South King County Ground Water Management Area. In the "South King County Groundwater Management Plan," the western and northwestern portions of the City have been identified within the large area of coarse and highly pervious Qvr (Vashon Recessional Outwash) geologic deposits. As a result, the Qvr areas of the City have the potential to serve as aquifer recharge areas but offer little contaminant removal ability leaving ground water susceptible to contamination. The King County Comprehensive Plan mapped these areas as "Areas Highly Susceptible to Ground Water Contamination," that are shown in Figure 4-3. As noted on Figure 4-3 this map is provided for information purposes only and is not specific enough to be used as an integral part of regulations.

This area of Qvr geology contains a shallow aquifer serving as a source of water supply to the City of Kent system and Lake Sawyer. Lake Sawyer, Ravensdale Creek, and Rock Creek are identified as being hydraulically coupled to this shallow aquifer. Mapping provided by King County's IMap shows that areas with high susceptibility to groundwater contamination are located surrounding Lake Sawyer in the northwestern portion of the City, and in the southwestern portion of the City. An area southeast of Lake Sawyer and a small area in the southeastern part of the City are shown as medium susceptibility to groundwater contamination.

To protect critical groundwater recharge areas of domestic water supply aquifers, the City requires that development within the city limits served by city utilities be served by sanitary sewers. Areas served by Soos Creek Water and Sewer District where sewer service is not available are still allowed to use septic systems.

Maintaining the water quality and quantity of storm water runoff is important within aquifer recharge areas so that aquifers are protected from pollutants. Maintaining infiltration of storm water runoff in recharge areas renews the aquifer resource. The City's storm drainage ordinance requires treatment of runoff prior to surface water discharge and encourages infiltration. Utilizing the appropriate treatment and infiltration techniques in aquifer recharge areas will aid in the protection of aquifer recharge areas.

4.2.3. Air Quality

Based upon readings from the nearest monitoring stations in Kent and Enumclaw, air quality in the City is generally considered good.²

² 2005 Air Quality Data Summary; Puget Sound Clean Air Agency.

The City and its planning area are located to the southeast of metropolitan Seattle. As a result of prevailing winds, long summer days, and higher inland temperatures, the City experiences relatively higher ozone pollution concentrations than other areas in King County. This is common for much of southeast King County (the City contributes only marginally to this regional pollution). Zone monitoring is conducted at Enumclaw on a seasonal basis.

Particulate Matter (PM¹⁰) consists of very small particles, either solid or liquid, which float in the air and settle very slowly. Soot and dust are examples. PM¹⁰ stands for particulate matter that is smaller than 10 micrometers or one-hundredth of a millimeter. Most particulate comes from wood smoke, road dust, outdoor burning, and industry. In the city and surrounding area, the sources of PM¹⁰ include local mining operations, a smokehouse, and outdoor burning. Inside the City of Black Diamond, the requirements of the Puget Sound Air Pollution Control Agency (PSAPCA) and WAC 173-425-040 prohibit outdoor burning within designated UGAs.

4.2.4. Geology, Soils and Topography

Geology

The City lies in a geographic area known as the Puget Lowlands, a large land trough extending from the Fraser Valley in British Columbia, Canada, to the Willamette Valley in Oregon and from the Cascade Mountains in the east to the Olympic Mountains in the west. Geologic characteristics in the northern portion of the Puget lowlands are the result of glaciation that occurred during the Pleistocene Era (beginning about 20,000 years ago). Glaciers were once as thick as 3,000 feet during the Vashon Period of the Fraser Glaciation (roughly 15,000 years ago). They deposited till, outwash, and material mixed with volcanic ash in the Puget Lowlands on top of a thick sequence of interbedded sandstones, quartzose sandstones, siltstones, and numerous coal beds. The Black Diamond area is located on the Covington Drift Plain. Two types of deposits occur in the planning area: Vashon till which is generally an impervious mix of gravel, cobbles, and clayey, sandy silt (known as "hardpan"); and the Vashon stratified drift deposits (generally, permeable) composed of outwash gravels, rocks, and cobbles. Since the last glaciation, urbanization, rural development, logging, gravel mining activities, erosion, and sedimentation have modified the land surface. Weathering and erosion of native soils has resulted in the development of topsoil at the ground surface. The topsoil in undeveloped areas consists of a few inches of silt and sand with decayed leaves and roots. The weathered soils underlying the topsoil consist of a few inches of organic matter, silt, and sand with roots generally extending to a depth of 2 to 6 feet.

Topographic depressions and low gradient stream channels and wetlands have accumulated organic silt and peat.

Vashon recessional outwash mantles the west portion of the planning area. This soil consists of sand and gravel with variable amounts of alluvial silt and cobbles deposited by rivers emanating from the melting front of the Vashon ice sheet. This soil is considered a valuable gravel resource in this area depending on its thickness and silt content.

Vashon till is at the ground surface in some areas of the east portion of the planning area. Till consists of unstratified silt, sand, gravel, and cobbles that are in very dense condition due to being overridden by the glacial ice. Till is usually 20 to 40 inches thick and probably underlies the recessional outwash but may be absent where eroded during deglaciation meltwater runoff.

Pre-Vashon glacial and interglacial sediments underlie the Vashon till; generally in the west portion of the planning area where bedrock is deep. The pre-Vashon glacial and interglacial sediments consist of interbedded and/or stratified silt, sand gravel and till. These soils are not exposed at the ground surface in the planning area, but are exposed in the upper walls of the Green River gorge south of the planning area and are penetrated by water wells in the west portion of the planning area.

Bedrock of the Puget Group underlies the entire planning area. The bedrock is locally exposed at the surface in the east portion of the planning area and in the walls of the Green River gorge south of the planning area. The bedrock consists of sedimentary sandstone, mudstone, shale, and coal. Based on elevations of surface exposures and water well logs, bedrock underlies the land at a depth of 200 feet or more in the west portion of the planning area.

Soils

Weathered soils derived from native geologic deposits cover the ground surface in most of the planning area. The following soil information was taken from the November, 1973, U.S.D.A. Natural Resources Conservation Service (NRCS) "Soils Survey of King County Area." Because this information is based on mapping from aerial photos and may not be totally representative it is used for comparing the general suitability of areas for different land uses. Field verification may be required for specific sites as part of specific project review.

Specific to the Black Diamond vicinity, weathered gravel, sand, and clay left in glacial till plains, terraces and outwash plains at the end of the Pleistocene Era, have formed the local soils. The NRCS characterizes soils by the mixture of clay, silt, sand and organic materials that make up the soil and the degree of slope where the soils are located.

The soil types mapped in the planning are:

- Alderwood gravelly sandy loam, 6-15% slope (AgC);
- Alderwood gravelly sandy loam, 15-30% slope (AgD);
- Alderwood gravelly sandy loam, with Kitsap Silty Loam (AgF);
- Alderwood and Kitsap soils, 25% to 70% slope (AkF);
- Beausite gravelly sandy loam, 6 - 15% slope (BeC);
- Beausite gravelly sandy loam, 14 to 30% slope (BeD);
- Bellingham silt loam, 0% slope (Bh), hydric;
- Buckley silt loam, 0% slope (Bu), hydric;
- Everett gravelly sandy loam, 0- 6% slope (EvB);
- Everett gravelly sandy loam, 6-15% slope (EvC);
- Everett gravelly sandy loam, 15- 30% slope (EvD)
- Mixed Alluvial, less than 2% slope (Ma);
- Norma sandy loam, less than 2% slope (No), hydric;
- Ragnar-Indianola association, 2-15% slope (RdC);
- Seattle muck, less than 1% slope (Sk), hydric;
- Shalcar muck, less than 1% slope (Sm), hydric, and
- Urban land, filled (Ur).

Alderwood Soils

Alderwood soils (principally AgC) are the most abundant soils present in the planning area. These soils were formed on till plains and roughly correspond with the Vashon Till (Qvt). Alderwood surface and subsoils consist of a very gravelly sandy loam that is moderately deep, averaging approximately 30 inches. Extending downward from depths of approximately 20 - 40 inches, the soil layer has been compacted. This material is known as "hardpan". Alderwood soils have the characteristic of moderately rapid permeability above the hardpan layer and very slow permeability through it. Water has a tendency to perch on top of the hardpan layer. In winter, water moves laterally along the top of the hardpan, or it saturates surface soils in topographic low areas creating local areas of hydric soils and wetlands. These wetlands typically do not contribute to aquifer recharge because water does not percolate easily through the hardpan to the aquifer below.

A notable complex of wetlands in Section 23 occurs in topographic depressions on Alderwood soils. These wetlands are consistently oriented in a northwest to southeast direction presumably related to the direction of glacial movement in the area. According to the Site Evaluation and Land Use Concepts prepared for Plum Creek Timber Company properties (Hewitt Isley, 1991), the regional groundwater table occurs within the preglacial soils that underlie the glacial till. The regional groundwater table is below and hydrologically separate from the glacial till where the perched groundwater occurs and supports wetlands.

Alderwood soils are stony and commonly experience summer drought after seasonally high (winter), perched water tables diminish. The erosion potential on 6-15% slopes (AgC) is moderate due to the relatively unconsolidated nature of the till above the hardpan. The erosion potential on 15-30% slopes (AgD) is severe and slippage is moderate; however, only a small area lying within Section 23 exhibits this soil type. Related to agricultural purposes, Alderwood soils are used mostly for timber. If cleared, the soils are suited to grasses.

According to the NRCS, continuous vegetative cover is important to protect the soils adequately against the hazards of severe erosion and sedimentation to maintain the quality of water in streams, and to control runoff. Alderwood soils are not suited to field crops requiring annual tilling and re-seeding.

In general, glacial drift soils, other than the loose weathered colluvium/topsoil, provide excellent support for buildings and roadways and are generally suitable for development. Development limitations that exist are related to areas of seasonal high water table and steep slopes with erosion potential. The limitations for storm water infiltration and septic tank drainfields are severe due to the very slow permeability in the substratum (hardpan). Urban development on Alderwood soils requires sanitary sewers.

Alderwood Kitsap Soil

Alderwood soils (AkF) is about 50% Alderwood gravelly sand loam and 25% Kitsap silt loam. Slopes are 25% to 70%. The distribution of these soils varies greatly within short distances. Drainage and permeability vary. Runoff is rapid to very rapid, and erosion hazard is severe to very severe. The slippage potential is severe. Alderwood Kitsap soil is located along the west edge of the Black Diamond Lake wetland.

Beausite Gravelly Sandy Loam

Beausite gravelly sandy loam (BeC, BeD) is a well drained soils formed in glacial deposits and are rolling to very steep. Vegetation cover is usually alder, fir, cedar and associated brush and shrubs. Beausite soils are used for pasture, but some areas

have been used for urban development. Beausite soils occur in the Black Diamond center and in the area where the John Henry Mine is located, north and south of the Green River Gorge Road.

Bellingham Silt Loam

Bellingham silt loam (Bh) is a poorly drained soil formed in alluvium. These soils are nearly level and are mostly in depressions on the upland glacial till. Permeability is slow. Runoff is slow and the hazard of erosion is slight. Bellingham soils occur along sections of Ginder Creek and Rock Creek.

Everett Gravelly Sandy Loam

Everett gravelly sandy loam (EvC), 5-15% slopes, is the second most abundant soil type present within the planning area. These soils were formed in glacial outwash on terraces and outwash plains, and were deposited on top of older Alderwood soils described above. Everett soils roughly correspond with Vashon Stratified Drift Deposits (Qvs). These gravelly sandy loam soils are very deep and somewhat excessively well-drained. The surface and subsurface soils can be found to a depth of 60 inches, with a weakly cemented layer in the substratum in some areas.

Rainfall in these soils is quickly absorbed and percolates to the groundwater table. Creeks that drain into areas dominated by Everett soils typically intercept the groundwater table and receive most of their flow from groundwater discharge. Runoff is slow to medium. The erosion hazard is slight to moderate. Everett soils are used for timber, pasture, and urban development. Everett soils are also generally suitable for urban development, except in areas of steep slopes. Limitations for septic tank drainfields exist where Everett soils are present because of the potential for aquifer and stream contamination, particularly where slopes exceed 8%. Urban development on Everett soils requires sanitary sewers. Everett gravels provide sand and gravel resources for the gravel pit located in Section 10.

Mixed Alluvium

Mixed alluvium (Ma) consists of a variety of alluvial soils in areas too small and too closely associated to map at the scale of the NRCS survey. This land ranges from very well drained to poorly drained. The hazard of stream overflow is severe. Mixed alluvium is located east of Jones Lake and Highway 169.

Ragnar-Indianola

Ragnar-Indianola (RdC) soil is about equal parts Ragnar fine sandy loam and Indianola loamy fine sand. Permeability is moderately rapid in the upper part of this soil and rapid in the substratum. Runoff and erosion hazard is moderate. This soil is

used for timber and for urban development. This soil type is located near Morganville.

Urban land

Urban land (Ur) is soil that has been modified by disturbance of the natural layers with additions of fill material several feet thick to accommodate urban development. Urban land is mapped near the intersection of Roberts Road and SR-169.

Hydric Soils

Notable, high value wetlands exhibiting hydric (poorly drained) soils such as *Buckley silt loam*, *Norma sandy loam*, *Shalcar muck* and *Seattle muck* include Black Diamond Lake and the Rock Creek wetland corridors.

Buckley Silt Loam

Buckley silt loam (Bu) occurs in a small, isolated area in the far, southeastern portion of Section 23. Typically, a seasonally high water table occurs at or near the surface of this hydric soil unit and these soils are typically associated with wetlands. Erosion hazard is slight and runoff is slow. The limitations for septic tank drainfields are severe due to the very slow permeability in the substratum (hardpan).

Norma sandy loam

A small, isolated area of Norma sandy loam (No) is located to the north of Black Diamond Lake. This hydric soil is poorly drained and is typically alluvium, in basins and along stream bottoms. Permeability is moderately rapid, and the seasonal water table is at or near the surface. Runoff is slow, and the erosion hazard is slight. This soil is used mostly for pasture and is severely limited for use with septic drainfields due the saturated condition.

Seattle Muck

Seattle Muck (Sk) soils occur in limited areas associated with wetlands adjacent to Black Diamond Lake and Rock Creek. These hydric soils are composed of peaty soils originating mostly from sedges. There is a seasonal high water table at or near the surface, and soil permeability is moderate. Surface water "ponds," and there is little or no erosion hazard. Like the Norma series, Seattle muck is unsuited for septic drainfields due to saturation and the presence of organic soils. The Seattle muck soil (muck peat, muck, and peat) is generally not suitable for urban development because of the seasonal high water table and organic soils.

Shalcar muck

Shalcar muck (Sm) is located at the connection of Rock Creek to Lake Sawyer. This hydric soil is poorly drained organic soils. They are formed in deposits of sedge peat and alluvium along stream bottoms. Slopes are 0 to 1 percent. Permeability is moderate in organic layers and moderate to rapid in the lower soils. There is a seasonal high water table at or near the surface. Runoff is ponded and there is no erosion hazard. This soil is typically used for pasture and is severely limited for use with septic drainfields due to the saturated condition.

Topography

The planning area is located in a small valley on an upland plateau ranging roughly from 525 to 750 feet in elevation, and includes the hillside east of the city up to an elevation of 1,180 feet. The plateau is approximately 300 feet above the Green River Gorge. Much of the planning area is characterized by rolling terrain with wetlands and drainage courses located in topographically low areas.

4.3. Natural Features Goals, Concepts, Objectives, and Policies

4.3.1. Natural Environment Goals

Natural Environment Goal

Retain Black Diamond's natural environment and scenic beauty.

Natural Systems Goal

Encourage development in areas where natural systems present the fewest environmental constraints while exercising responsible stewardship over natural resources and amenities.

4.3.2. Water Quality Concepts, Objectives, and Policies

Water Quality Concepts

Groundwater is an important resource and a critical source of drinking water, especially in rural areas. It is also used for industrial purposes, power generation, and agricultural irrigation. A finite amount of precipitation is available to replenish

local water resources and most of this occurs during the fall and winter. The portion of precipitation that reaches the ground replenishes groundwater and provides base flow for streams, wetlands, and rivers during the spring and summer dry months. The base flows sustain fish, wildlife, their habitats, and recreational values.

Water Quality Objectives

Objective NE-1: The impact of development practices should not contaminate the natural hydrologic system in a way that may be long lasting and relatively irreversible. The City of Black Diamond strives to ensure the long term protection of the quality and quantity of groundwater resources within its planning area.

Water Quality Policies

- Policy NE-1: The City recognizes the need for aquifer protection and will continue to coordinate planning efforts with King County in maintaining the South King County Ground Water Management Plan through the South King County Groundwater Management Committee.
- Policy NE-2: Adopt stormwater regulations consistent with the Department of Ecology's Surface Water Management Manual for Western Washington (2005 or as revised).
- Policy NE-3: ~~The City should p~~Promote the use of interlocal agreements with other agencies to restrict land use in sensitive aquifer recharge areas in order to minimize possible sources of pollution, potential for erosion, and to maintain infiltration volumes.
- Policy NE-4: ~~The City should e~~Condition all development proposals to require sanitary sewer service prior to occupancy.
- Policy NE-5: Within areas highly susceptible to groundwater (aquifer) contamination, ~~the City should adopt~~ special protection measures. The special protection measures require businesses that use hazardous chemicals to have containment facilities to capture potential chemical spills, and require the use of best management practices for applying pesticides and fertilizers for business residential, and recreational uses.
- Policy NE-6: The special protection measures noted in NE-5 should evaluate and define "high risk" uses and address the siting of such uses in sensitive aquifer recharge areas. The protection measures should

also evaluate and include measures to reduce pollutant loads, including phosphorous discharged to Lake Sawyer.

Policy NE-7: ~~The City shall~~ Require temporary erosion control measures to be installed before construction begins and maintenance of those control measures through the stabilization of the site following the completion of construction to control the quantity of sediment entering surface water.

4.3.3. ~~Sensitive-Critical~~ Area Concepts, Objectives, and Policies

~~Sensitive-Critical~~ Area Concepts

~~Sensitive-Critical~~ Areas include wetlands, aquifer recharge, fish and wildlife habitat conservation areas (FWHCA), frequently flooded areas, and geologically hazardous areas. These features of the natural environment are critical to maintaining local environmental quality, quality of life, and maintaining the City's character. Some of the ~~sensitive-critical~~ areas may present potential development constraints, i.e. floodplains, and geologically hazardous areas (including coal mine hazards).

~~Sensitive-Critical~~ Area Objectives

The City will control development in all ~~sensitive-critical~~ areas through its CSAO. Those areas designated as posing a hazard to life or property will be identified prior to development approvals. Development will not be permitted unless detailed technical studies find the hazardous condition can be safely mitigated. Monitoring of the CSAO should result in periodic updates to assure effectiveness of the ordinance.

Objective NE-2: Implement the Natural Resources Management Plan for the Comprehensive Plan planning area.

Objective NE-3: Promote preservation of fish and wildlife habitats of documented threatened and endangered species.

~~Sensitive-Critical~~ Area Policies

Policy NE-8: Coordinate with King County and the Muckleshoot Indian Tribe in the developing natural resources planning for the areas surrounding the city.

- Policy NE-9: Protect sensitive areas from inappropriate land uses, activities, or development through continued application of and periodic updates to the CSAO and development regulations. The City of Black Diamond will monitor the effectiveness of its CSAO and will modify this ordinance as necessary, based upon the information gathered during monitoring.
- Policy NE-10: Avoid disturbance to valuable fish and wildlife habitat through the proper location, design, construction, and management of new development.
- Policy NE-11: Minimize disruption of areas in current use by endangered wildlife species or by unique wildlife populations.
- Policy NE-12: Establish an open space network, linking critical habitat areas to enhance their ecological value.
- Policy NE-14: Update and enforce comprehensive regulations pertaining to development in sensitive-critical areas.
- Policy NE-15: Manage land uses to be compatible with aquifer recharge areas and to minimize potential groundwater contamination.

4.3.4. Air Quality Concepts, Objectives and Policies

Air Quality Concepts

Because of the surrounding geographic and climatic characteristics, Black Diamond experiences prevailing winds, long summer days and higher inland temperatures. Although there are no air quality monitoring stations in the planning area, southeast King County has a higher ozone pollution concentration than the rest of the County.

Air Quality Objectives

- Objective NE-5: Protect the City's air quality by minimizing potential new pollution from new and existing sources. Air quality will be considered in approving new development.

Air Quality Policies

- Policy NE-16: ~~The City should a~~ Adopt local land use planning and development control procedures designed to avoid and mitigate adverse

cumulative air quality impacts prior to project approval and construction.

Policy NE-17: Promote infill developments contributing to a better jobs/housing balance and greater non-automobile transportation accessibility to residents and workers, rather than land consuming and car dependent sprawl.

Policy NE-18: Discourage wood as a source of heat for residential development in low lying areas susceptible to pollution accumulations.

Policy NE-19: ~~The City should~~ Conform to the federal and state Clean Air Acts by maintaining ~~its~~ conformity with the Metropolitan Transportation Plan of the Puget Sound Regional Council and by the requirements of the state law (WAC 173-420).

4.3.5. Soils & Geology Concepts, Objectives and Policies

Soils & Geology Concepts

The soils and geology of the planning area are glacial in nature. The most common soils in the planning area are coarse, well-drained soils often overlying a hardpan of more compact material. These coarser soils allow rapid infiltration with little pollutant removal ability. Perched water tables are common above hardpan layers and lateral movement of this shallow groundwater can be relatively rapid. Hydric soils are present in the many wetlands within the planning area. These soils are poorly drained and experience frequent saturation. Soil stability and suitability for supporting structures varies with soil type and slope across the planning area but in general, the soils in the planning area are poorly suited to supporting functioning septic systems and provide minimal protection of groundwater from contaminants in stormwater, septic leachate, chemical spills or other sources of contaminant introduction.

Soils & Geology Policies

Policy NE-20: Minimize areas of vegetation loss and grading disturbance to protect water quality and prevent erosion, when developing on moderate and highly erodible soils.

Policy NE-21: Permit development in areas with localized geologic or soils problems where it can be demonstrated that conditions can be stabilized through engineering or structural solutions.

Chapter 5. Land Use

5.1. Introduction

The land use chapter is the central element of the comprehensive plan. The plan's land use designations affect the patterns and location of future development and redevelopment, traffic patterns, and determine the overall character of the City of Black Diamond (the City). ~~In many cases, t~~The comprehensive plan may is intended to effectively influence or alter those development patterns over time. Decisions about the type and location of land uses will determine where people live, shop, and work. The land use element of the comprehensive plan should also be sensitive to the natural environment and physical constraints of land, and to the wishes and desires of the community.

The Growth Management Act (GMA) requires ~~that the~~a Land Use Element to address the following items:

- the proposed general distribution, location and extent of land uses,
- ~~▪ designations for agriculture, timber production, housing, commerce, industry, recreation, open spaces, public utilities and other land uses;~~
- population densities, building intensities and estimates of future population growth;
- protection of the quality and quantity of ground water used for public water supplies; and

- review of drainage, flooding, and storm water runoff in the area and nearby jurisdictions, including guidance for corrective actions to mitigate or cleanse discharges that pollute waters of the state.

Provisions for protection of the water quality, ground water, natural drainage and flooding are discussed in the Natural Environment chapter. Corrective actions to protect resources are contained in the Natural Environment and Capital Facilities chapters.

5.2. Land Use

5.2.1. Land Use History

Black Diamond has served as a rural center in southeast King County since its founding in the 1880s. Over its 1200-year history, Black Diamond has evolved from one of the earliest and largest towns and employment centers outside Seattle; to a local center for resource activities (primarily mineral extraction); then to its current character as a somewhat economically dormant, rural residential center and bedroom community for the emerging nearby employment centers; and now to a city poised to experience substantial growth over the next several decades as southeast King County continues to urbanize, and as opportunities for development of large parcels of land within the city materialize.

Black Diamond, originally a “company town,” was the center of a large Pacific Coast Coal Company land holding that included other small communities such as Franklin, Newcastle, and Burnett. The local ownership covered portions of the area lying generally between the existing northerly City limits (including Lake 12) and the present SE Green Valley Road (excluding Northern Pacific Railroad land) and between a line extending southerly from the west shore of Lake Sawyer and the Green River Gorge, and included a large area south of the Green River around Isabel Lake, Deep Lake, and Fish Lake. Between the late 1930s and early 1950s, coal mining declined and the Pacific Coast Coal lands were sold to local residents, Palmer Coking Coal Company, and other large landholders. After a period of being part of unincorporated King County, the residents of Black Diamond voted to incorporate in 1959. The 1959 City boundaries encompassed the original Black Diamond Townsite and Morganville Addition, as well as adjacent lands owned by Palmer Coking Coal Company, Burlington Northern Railroad, the Banchemo family, and a variety of other small and medium size ownership interests.

The City prepared its first comprehensive plan in 1980. This plan proposed future annexation of additional Palmer Coking Coal Company lands to the northwest and east, as well as a small parcel to the southwest. Subsequent annexations completed

by 1985 added Palmer Coking Coal Company land to the northwest and southwest. In 1994, the City also annexed 783 acres at the southwest edge of the City. The land was owned by Black Diamond Associates, Plum Creek Timber (successor to Burlington Northern Railroad land), Palmer Coking Coal Company, and the Berklid family.

The City completed its first GMA comprehensive plan in 1996. That same year, the City negotiated a “potential annexation area” (PAA) with King County and nearby property owners that was formalized in the Black Diamond Urban Growth Area Agreement (BDUGAA). Subsequently, the City annexed an additional 786 acres to the northwest, including and surrounding Lake Sawyer, in 1998. This annexation added 1,480 residents to the City, increasing the population by 82.6% in one year.¹ In December 2005, the City completed annexation of its West Annexation Areas totaling approximately 345 acres.² With the December 2005 annexation, the following PAAs remain to be annexed:

- South Annexation Area: Approximately 233.6 acres in the southern portion of the City’s Urban Growth Area (UGA).
- East Annexation Area: Approximately 50 acres along the eastern boundary of the City in the City’s UGA.
- Lake 12 Annexation Area: Approximately 160 acres in the northeast corner of the UGA, including portions of the Green River Gorge Road connecting the Lake 12 Annexation Area to the City limits.

There is also an area within the King County UGA located west of Lake Sawyer along the Covington-Sawyer road and including Kentlake High School, which is not identified in the BDUGAA. This area, which abuts the City’s northwest boundary, is not formally designated as a Black Diamond PAA, though it is included within the King County UGA and Black Diamond is the only adjacent incorporated entity.

5.2.2. Planning Area Land Use

The Land Use element addresses the existing city limits (approximately 4,179-772 acres) and the adjacent unincorporated UGA, referred to in this Plan as the PAA;³ The PAA, which is currently outside the City’s corporate boundaries, will provide

¹ Washington State Office of Financial Management. Annexations Approved by OFM 1/1/1990 through 12/31/1999.

² Washington State Office of Financial Management. Annexations Approved by OFM 1/1/2000 through 8/31/2006.

capacity for future growth through annexation during and beyond the 20-year planning period . The City's present land use pattern primarily reflects development of the original company town within the Black Diamond townsite and Morganville settlements. Other residential and commercial growth has been more linear, generally following the major road corridors. The exceptions are ~~the~~ a large mobile-home park on the north edge of town, and the Lake Sawyer neighborhood, which reflects a more recent development pattern centered on the lake. Existing residences are not concentrated in a single area of the city, but are loosely grouped in four general areas. Similarly, commercial development is dispersed into three areas, rather than concentrated into one "central business district."

The rolling topography and variety of open pastures and meadows, lakes, wetlands and forested areas in the City reinforce the dispersed spatial pattern of development. The City is surrounded, or "framed," by large blocks of second and third growth forest stands in various stages of growth. The mixture of existing development and forested or field open spaces helps to define Black Diamond as a community. The variety of land uses in the City include public facilities, commercial, services, mining activities, and several residential neighborhoods: Black Diamond Township, Morganville, Lawson Hill, Lake Sawyer, Black Diamond Lake, and the newly annexed "West Annexation Areas" at the western, northern, and southwestern edges of town.

A large part of land in the City is either undeveloped or underdeveloped, i.e., not developed at the full potential allowed by existing zoning. Significant forested areas, ~~and~~ creeks and lakes occur in the City, some of which are identified and regulated as environmentally sensitive areas. A predominance of large undeveloped areas (including open space) integrated with developed areas -- gives Black Diamond much of its "village character" -- clustered development surrounded by open space/rural land uses. Numerous large undeveloped parcels inside the City limits are owned by ~~Yarrow-Bay~~ Yarrow Bay Communities, Palmer Coking Coal, the Banchemo family, the Bryant family, and the Pierotti family. Smaller undeveloped acreage is owned by numerous property owners. In the Black Diamond Lake area, the West Annexation areas, and Lawson Hill area, ownership is concentrated in ~~Yarrow-~~ Bay Yarrow Bay Communities.

Historically, the presence of large parcels and concentrated ownership patterns has impacted the pace of development in the City. Recent ownership changes and currently favorable economic conditions, however, suggest that the rate of development is likely to increase significantly over the next 20 years.

Residential

The residential neighborhoods of the Black Diamond Town-site and Morganville Addition are composed of small lots in traditional grid patterns, developed at a predominant density of about 6 dwelling units per acre. Most of these lots were built without adequate right-of-way width and paved street width, sidewalks, and stormwater retention and detention facilities. Many of the street rights-of-way are 16 feet, 20 feet, 30 feet, and 40 feet in width, smaller than typical public safety standards. This limits the potential of non-single family residential “infill” development in these areas, as these narrow streets are not adequate to accommodate increases in density. Between these neighborhoods and extending up Lawson Hill is a residential area with homes and lots at a density of 4 dwelling units per acre. A large portion of this area is vacant and suitable for development.

Other areas of the City, such as east of Jones Lake Road, have developed in a non-grid pattern of irregularly shaped, larger lots and narrow streets with unusual angles. These areas also contain narrow rights-of-way, no sidewalks and lack retention and detention facilities. These areas also have limited infill development potential.

Residential areas with larger home sites—generally 1.25 dwelling units per acre—are located south of Lawson Street, on a portion of Lawson Hill, and two areas north of Roberts Drive between Morganville and State Route 169. These large-lot residential areas are not completely developed.

The Lake Sawyer neighborhood is characterized by a variety of single-family houses on lots oriented around the lake. Lot sizes range from less than 0.5 acre to more than 2 acres in size, with the average lot size close to 0.5 acres. Many lots are long and narrow, which limits their potential of being subdivided to create new building lots. This area originally was developed as a rural residential neighborhood in the early 20th century. However, most of the area was subdivided and developed in the last half of the 20th century and reflects a more suburban development pattern. There is little vacant land in this part of the City; however, future installation of sanitary sewer improvements may result in in-fill opportunities or some re-development of larger lots with adequate lot width. The Lake Sawyer area is served by the Covington Water District and Soos Creek for sanitary sewer service.

There are five dispersed pockets of multi-family housing. The maximum density allowed by current existing zoning is 12 dwelling units per acre. Only about 9 of the 91 acres currently designated for multi-family use is developed, and the developed uses include a mobile home park and a detached single family housing project for the elderly.

Housing prices in Black Diamond have been rising significantly, along with prices in King County as a whole. According to 2006 data, the median home price in Black

Diamond was \$418,000, which was higher than prices in Covington (\$295,000) or Maple Valley (\$360,000) but lower than Enumclaw (\$448,000). High priced properties around Lake Sawyer contribute to the overall high median home price. In July 2007, median sales prices in Black Diamond and surrounding areas ranged from \$325,000 to \$387,000. The median housing price in King County as a whole was \$427,000 as of August 2007.

The City of Black Diamond is seeking to attract more medium and high-end market rate housing, particularly in master-planned communities, as a means to help increase the City's tax base; and allow for continued provision of adequate city services. The 1994 annexation of the Black Diamond Lake area and the 2005 annexation of the West Annexation Areas were important steps intowards achieving this objective. The City is also committed to ~~will also meeting~~ its obligation to provide its fair share of affordable housing. Some of the City's older housing also meets this objective.

Commercial

Existing commercial areas are found ~~designated~~ in four locations:

- An area located along both sides of State Route (SR) 169, north of the intersection with Roberts Drive;
- An area located between SR 169 and Railroad Avenue at Baker Street (Black Diamond Townsite/Old Town);
- A small area along both sides of Roberts Drive at Morganville, and
- A commercial cluster at the intersection of Covington-Sawyer Road and 216th Avenue SE near Lake Sawyer.

Three of the commercial areas are considered partially developed and encompass a mix of small commercial uses.

Currently, ~~t~~The City does not have a central commercial core. The historical Black Diamond Town site commercial area has the famous Black Diamond Bakery (and restaurant), antique shops, a museum, the post office, Black Diamond Elementary School, a fire station and some highway-oriented commercial uses (automotive repair and/or auto parts, restaurant, gas station with small convenience store). Single family homes are interspersed within this area, too. The area functions well with a mixed-use character. The small commercial area at Covington-Sawyer Road/216th Avenue SE consists of a small number of lots including a convenience grocery, a restaurant, a retail store, an automotive repair business, and some vacant land.

The commercial frontage along SR 169 contains a mix of commercial uses, including an attorney's office, dentist's office, grocery store, material supply, meat market, Palmer Coking Coal Company office, the Black Diamond Community Center, a church, a sporting goods shop, bakery, and a tavern. Some residential uses are also ~~occur~~ found intermixed in this commercial area. The area is currently developing as a typical "commercial strip"—a series of individual structures with individual driveways, parking in front of the buildings, little or no vegetation or landscaping, and no pedestrian connections between commercial areas. The 1996 Future Land-Use Comprehensive Plan Map designateds this area for as Business Park & Light Industrial. ~~Annexation of the "north-triangle" of the West Annexation Area in 2005 added more Business Park & Light Industrial designated land to this area.~~

The small commercial area at Morganville encompasses the Dinner House, a small garden nursery, and office uses. ~~library.~~

~~The City has relatively little land currently designated for commercial use that is currently vacant. However, commercial uses are also permitted, and likely to occur, in future Master Planned Communities to provide jobs and services for local residents.~~

Industrial

Two areas within Black Diamond are currently zoned for Industrial use: along the south side of Roberts Drive at Morganville, which contains Anesthesia Equipment Supply, the City's only industrial use, the King County-Black Diamond Branch Library and office space; and ~~the an~~ area west of SR 169, north of Roberts Drive. For the past 100 years, the latter area has been used for mineral extraction, processing activities, and associated industrial uses (an auto wrecking yard, a meat market, fuel supply station, truck and equipment repair facilities and several storage warehouses). The area is currently available for redevelopment.

5.2.3. A New Direction

The community's vision ~~for its comprehensive plan~~ is for the City to guide and manage growth carefully and creatively, in a manner which protects its sensitive areas and treasured places (e.g., historical structures and sites) and retains open spaces that form the natural beauty of the City. Given the abundance of these features throughout the city, future development is likely to occur in numerous "villages" separated by these features. New development can be accommodated within this framework and landscape.

Preparation of the Land Use element considered and identified areas that are appropriate for development and those which should be protected as sensitive areas

and open space. The result is a comprehensive pattern of greenbelts and buffers shaped through a variety of policies, regulations, and incentive programs, such as transfer of development rights (TDR)—i.e., providing development “credits” for constrained or open space areas that can be transferred and used on other, more appropriate lands. The program allows property owners to realize much of the value of lands that cannot be developed to their full potential because of physical constraints. While every square foot of land has value to the land owners, not every square foot has to be built upon to achieve that value.

5.3. Community Design and Character

5.3.1. Fundamental Principles: Village with a View

In the process of developing the comprehensive plan, the community has expressed its strong desire that the City preserve forested areas and open spaces, views of Mt. Rainier, historical buildings, and a strong sense of community. The City will apply several fundamental principles to retain its small town character, as follows:

- Retain the natural setting
- Define features and landmarks
- Provide mixture of uses and continuity of form
- Continue compact form and incremental development
- Maintain pedestrian scale and orientation
- Provide opportunities for casual meeting and socializing

5.3.2. Principles of Small Town Character

Retain the Natural Setting

As settlement patterns consume land in the rural landscape, citizens have become more aware of the need to protect environmentally sensitive areas, forests and open spaces.

Open space occurs in many forms, including wooded hillsides, open meadows, parks, undeveloped lots, school yards, riversides and even cemeteries. In the Black Diamond area, the natural setting is not just an accent, but is intended to be integrated with ~~forms the backdrop for~~ the built environment. The retention of open

space forms the skeletal framework for the village and helps to define the City's neighborhoods.

The most significant open spaces in the City are those that frame the City to the south and west. These open spaces are related to wetlands and previously unusable areas. The City's mining origins meant historically that there was not the pressure to drain or fill these areas for ~~other~~ agricultural uses. The City is committed to should protecting its sensitive areas as the basis of the open space network. ~~Within the developed part of town, the schoolyard offers the most significant open space.~~ Retention of sensitive areas and other existing open spaces will be the key to ensuring sufficient open space in the future.

The City will include protected sensitive areas as part of its formal open space network. This will be achieved through buffers required as part of the Critical Areas Ordinance, by allowing clustered residential development, and by implementing the TDR program. New parks will be located to support and connect to open space areas. Jones Lake trail will be a key park feature. Parks are targeted for the area just west of the Museum, at the "castle" (historical mine entrance), at the trestle (also known as fish pond), and parks south of Morgan Street, north of Roberts Drive and in the Black Diamond Lake area. A major acquisition is the Lake Sawyer Park, consisting of approximately 150 acres at the south end of Lake Sawyer. A trail network that relates to natural systems, especially wildlife and wetland corridors, will be an essential part of the open space network.

The Black Diamond Area Open Space Protection Agreement (BDAOSPA), adopted in June 2005, represents a significant step toward achievement of the City's vision for the establishment of connected open space and recreational facilities within and adjacent to the City. Developed as a tool to achieve the open space requirements of the BDUGAA, the BDAOSPA provides for over 2,500 acres of open space within and adjacent to the City, including the Lake Sawyer Park property and 27 acres of property along Ginder Creek just west of SR 169 and south of Robert's Drive.

Defining Features and Landmarks

Small towns arise from a time and place (that is, they were located in a specific place and developed in a particular period). They usually have distinguishing features and landmarks. Some of these features are shared by other small towns, while others are unique to the town and often become landmarks.

Individual characteristics result from the geography of the place; the industries and origins of its residents, and many other factors. Landmarks are more specific; they are either places or things that help a community become oriented in location and time.

The cCity's distinguishing characteristics include its history as a coal mining town and traditions associated with that history; views of Mount Rainier; and the geography of natural features that define the southern and western edges of the original town site.

Adding to the value of the Historical Museum in town, elements of history may be made visible and tangible through literal and creative reminders located throughout the town. For example, the location of underground mine shafts may be identified at ground level through painted poles or changes in roadway or sidewalk paving.

Mixture of Uses and Continuity of Form

Prior to zoning, the mixture of uses within many small towns was often dictated by necessity and function. Limits in transportation frequently meant that there was a greater mix of uses within a small area.

While zoning is a twentieth century creation, most traditional rural towns are based upon a plan or organizing concept. The "plan" may be as formal as a grid with a town green bordered by a grange hall, school, and church. The town may, on the other hand, reflect its function as, for example, an agricultural, or mining town. Typically, small towns are also characterized by the architecture popular during its periods of economic and social growth. This results in continuity in the arrangement and form of buildings.

The City contains a variety of uses within its corporate limits. Several small commercial enterprises exist along SR 169. Another cluster of commercial uses can be found along Railroad Avenue. Civic facilities are scattered among several locations. For example, the elementary school occupies a central location on the west side of SR 169, while ~~City Hall~~ the City Council Chambers/Police Station is a few blocks away on the east side. Although there are several roads that parallel SR 169, the lengths of blocks vary. The Plan provides an opportunity to take advantage of Old Town and Morganville, with their historical significance and cultural potential, and to further enhance civic and commercial uses there. ~~For example, the City will work to keep the library in a centralized location, foster commercial growth and provide open space and green park space.~~

Continue Compact Form and Incremental Development

~~Similar to~~ ~~Much like~~ many other rural towns, the cCity initially developed as a compact community. The Pacific Coast Coal Company built few buildings other than a church. The company allowed the miners to build their own modest houses at the center of town, on land not expected to be used for mining operations. Those businesses locating in town were able to do so because they did not need large amounts of land. Since travel was difficult before the automobile, businesses and

residences were conveniently located near each other to facilitate errands and business. As with other older towns, new development often filled in undeveloped parcels or extended the existing pattern. Growth was slow as miners built houses to meet their own needs.

Morganville was built on a parcel of land donated to striking miners. The miners used land efficiently and their houses were modest. Consequently, the pattern of development in Morganville reflects the compact character of the rest of the City.

Large-scale development can dramatically alter the character of the community. To ensure that new large-scale development in the City feels connected to the older sections of town, this Plan encourages the use of ~~City will use~~ techniques that continue the character of compact form and incremental growth. Design guidelines will provide methods and examples of how to achieve design continuity and to reinforce the identity of the City as a rural community. Connector trails, opens space, forested areas, and wildlife corridors will highlight the connection between new, large scale development and the existing city.

Maintaining Pedestrian Scale and Orientation

Walking was the dominant mode of travel in rural towns. Even if one arrived by horse, carriage, or train, in town, one could walk amongst various destinations. Both the networks of streets and scale of buildings reflect this pedestrian orientation. A fine network, often a grid, served to allow efficient use of the land and gave many alternative routes between locations. Structures, particularly commercial ones, were located close to the street to attract walk-in customers. Typically, downtown commercial districts featured amenities including benches and small parks for pedestrians. Boardwalks may have been provided to elevate the pedestrians above the mud and debris in the street. Much of the City has a relatively fine network of streets that functions well as a pedestrian system, but lacks sidewalks, benches and other pedestrian oriented amenities. The newer commercial areas north of Old Town do not function well as pedestrian areas.

Increased traffic in the Old Town commercial area may necessitate the addition of sidewalks and other pedestrian facilities. New commercial uses should ~~will~~ be designed to increase pedestrian orientation by providing a fine-grained circulation network, sidewalks, and buildings that focus on the sidewalk environment. New residential areas should ~~will~~ incorporate site and street design techniques that support walking. On-road pedestrian facilities should ~~will~~ be augmented by a network of off-road facilities including trails that will further connect city residents with the many forested buffers and natural areas which contribute to the City's unique rural character.

Providing Opportunities for Casual Meeting and Socializing

A town center located close to residential areas can provide opportunities for informal socializing. Local residents may go to the bank, or pick up a movie. Small spaces like a cafe or bakery or park encourage residents to stop for a moment where they might meet their neighbors. The Black Diamond Bakery, a favorite local spot, attracts visitors as well as residents. The schoolyard may also function as a formal or informal meeting place. ~~The City Council Chambers-City Hall~~, the grocery store, and at church are other places in town where people meet.

As the City grows to its projected size over time, maintaining a sense of community will be a significant challenge. A strong town center where formal interaction and pedestrian activity are encouraged will enable familiarity and community among residents. Providing places for active and passive interaction -- such as parks, adult schools, community centers, and clubs -- can also perpetuate the sense of community possessed by the City now. The recently acquired Lake Sawyer Park site provides a unique opportunity for this important social interaction to be centered on a high quality recreational amenity, connected to each of the City's existing and future large-scale development areas by an integrated trail system. Continuing the community bulletin boards and /or news-letters will also help.

New areas for socializing may include a cafe or tavern, community gardens, community center, the Lake Sawyer Park site, the Ginder Creek open space area, or a lakeside park for swimming. To foster a sense of community and history for old and new residents alike, the City could revive the Black Diamond Band, open a speakeasy (specialty brew), revive the City's community baseball and soccer teams, or create festivals to celebrate the City's history or celebrate nature's bounty.

5.4. Implementing the Comprehensive Plan Future Land Use

5.4.1. Extent of Proposed Land Use

The following is a list and description of the Black Diamond Comprehensive Plan land use designations. Complete lists of uses (permitted, conditional, and unclassified) are identified in the adopted development regulations.

The following section identifies the purpose, allowed uses and designation criteria, and helps explain the intent of each designation on the Land Use Map.

~~NOTE: ALL IMPLEMENTING DESIGNATIONS MENTIONED BELOW WILL BE REVISITED AND UPDATED AS APPROPRIATE IN THE CONTEXT OF THE CITY'S UPDATE OF ITS DEVELOPMENT REGULATIONS.~~

Urban Reserve~~Low Density Residential~~ Designation

Purpose: The Urban Reserve~~Low Density Residential~~ designation provides for low-density residential neighborhoods on lands not suitable for more intense urban development because of the presence of environmentally sensitive areas, public facility-utilities limitations, or natural features that the City is seeking to retain. This designation also recognizes areas that have developed at lesser densities and, due to the configuration of lots and the other factors noted above, have limited opportunity for further development in the foreseeable future.

This designation is also a means to implement the City's TDR program and to recognize some provisions of the BDUGAA. While low densities are not typically found in cities planning in accordance with in-the GMA's scheme, the City is using TDR, master planned development (MPD), and residential clustering as techniques to achieve urban densities for the City as a whole, while maintaining the character and form of some currently rural lands and protecting environmentally sensitive areas. Much of these lands are designated as TDR "sending areas," and the higher densities achieved in TDR "receiving areas" will compensate for these reduced densities elsewhere found within the Urban Reserve designation.

Allowed Use and Description: The Urban Reserve~~Low Density Residential~~ designation allows for single-family residential uses, their accessory uses and public and semi-public uses that meet appropriate development standards. Built residential densities may range from will not exceed 1 to 2 units/unit per gross acre of land. - Clustering development away from environmentally sensitive areas is required. - Clustering development and to retain a natural and open setting is encouraged required. At the time of development or subdivision, property owners should be required to locate any new single family residential structure on the property so as to not compromise future development or subdivision when the provision of services allow for urban densities. Alternatively, a landowner could participate in the TDR program and sell development rights at a rate of 4 dwelling units per acre (or as otherwise allowed by the TDR code) for use in identified "receiving areas" elsewhere within the community, thereby preserving a lesser density on the site in perpetuity. -

Designation Criteria: Properties designated Urban Reserve~~Low Density Residential~~ should generally reflect one or more of the following criteria.

1. The land has significant environmentally sensitive areas which limit development, including:
 - a. high erosion hazard areas;
 - b. moderate or high landslide hazard areas; or
 - c. forested slopes of more than 15%; or
 - d. concentrations of wetlands.
- ~~2.2.~~ Existing and planned public ~~facilities~~-utilities cannot support a higher density within the 20-year planning horizon.
- ~~2.3.~~ The area is designated as a TDR sending area and/or is identified as open space in an interlocal agreement or development agreement.

Transfer of Development Rights(TDR) Receiving Areas Overlay

Purpose: The TDR Receiving Area Overlay is applied to lands that, pursuant to City policies, annexation agreements, or other legal instruments of records, are intended to remain in an undeveloped state until such time that development rights are received pursuant to the City's Transfer of Development Rights program as outlined in BDMC 19.24. A Master Planned Development overlay may also apply in these areas. In order to maintain a "base line" value to these lands and avoid the necessity of acquiring significant amounts of development rights, a base density of one dwelling unit per acre should be allowed, provided that development at higher urban densities consistent with the underlying plan designation can be achieved through the receipt of transferred development rights from designated "sending areas."

Allowed Uses and Description: Low density, single family residential uses (not exceeding one dwelling unit per acre) should be allowed in these areas as a basic development right, pursuant to the same considerations intended for Urban Reserve areas (i.e., clustering of residential units to ensure the ability of future subdivision). The primary distinction between the TDR Receiving Areas and Urban Reserve areas is that in the former, development at urban densities is expected during the planning period, while Urban Reserve areas are not anticipated to develop at urban densities until after the expiration of the planning period.

Designation criteria: Properties to which the TDR Receiving Area Overlay is applied should be those identified through the City's TDR program that are intended to develop as urban densities only after the transfer of development rights. For some of these areas, approval of a Master Planned Development may also be a prerequisite to development.

Master Planned Development (MPD) Overlay Designation

Purpose: The MPD ~~overlay designation (formerly Residential Planned Development)~~ is applied to areas intended to take advantage of opportunities for to create a clustered mix of residential, commercial and ~~business park~~ civic uses along with open space and public facilities, on large sites in appropriate locations. These sites ~~typically~~ consist of large parcels in common ownership where a master plan will be developed ~~for to guide~~ unified development over a period of years. -The MPD designation is applied to meet the special needs and opportunities presented by such sites while managing impacts on nearby uses.

Allowed Uses and Descriptions: The MPD overlay is applied to areas that are intended to allow a mix of ~~designation supports a mix of those land uses and residential densities as depicted on the Future Land Use Map. An MPD may include residential and commercial uses clustered around private and community open space, and supported by adequate services and facilities.-~~ As part of the process of approving a MPD, a specific development plan or site plan will be prepared and will specify the residential and non-residential uses, densities and intensities, phasing of development, and specific development standards that will apply to the site. Densities will be urban in nature; ~~some, and~~ MPD sites may be designated as TDR receiving areas. An approved ~~The~~ development plan should contain a provision for periodic updates. Significant opportunities for public involvement ~~should~~ will be provided in the consideration of any MPD. ~~An~~ The MPD is implemented through the provisions of BDMC 18.98 and provisions of any pre-annexation agreement that is in place for properties in this designation.

Designation Criteria: Initially, only those areas that are required to develop as an MPD pursuant to a pre-annexation agreement will be included within the overlay. Future p ~~Properties to which the designated as-MPD overlay may be applied~~ should generally reflect all of the following criteria:

1. Existing or planned public facilities are adequate to support the planned development density.
2. The area is not predominated by environmentally sensitive areas, and/or the development plan contains standards that will allow development while providing appropriate protection to the environmentally sensitive areas. The level of protection must be equal or better than that provided by the City's environmentally sensitive area policies and regulations.
3. There is either a need for or benefits will clearly derive from providing flexibility in zoning that cannot be provided by other mechanisms.

4. The parcel is at least 80 acres in area and in single or unified ownership, ~~or is subject to a pre-annexation agreement that requires master planned development for the parcel.~~
5. The development plan requires flexibility to meet the requirements of a MPD.
6. The MPD will provide public benefits, in the form of preservation or enhancement of physical characteristics, conservation of resources, provision of employment, improvement of the City's fiscal performance, provision of adequate facilities, and other public benefits identified by the City.
7. At least 50 percent of the MPD site is devoted to open space uses, which may include recreational amenities.
8. Adequate mitigation for adverse impacts on the community, neighborhood, and environment is provided.

Low Density~~Medium Density~~ Residential Designation

Purpose: The ~~Low Density~~ Medium Density Residential designation provides primarily for single family residential neighborhoods on lands suitable for residential development. This designation provides for stable and attractive residential neighborhoods. It should be applied to both existing developed neighborhoods and areas intended for future development. Some of these areas have a Master Planned Development Overlay designation and are also designated as TDR receiving areas. Urban density development in these areas will only be possible upon the receipt of transferred development rights from designated "sending" areas.

Allowed Uses and Description: The ~~Medium Density~~ Low Density Residential designation permits single-family residential uses, their accessory uses and public and semi-public uses. ~~Base r~~Residential densities ~~may range from a base density of 4 units per acre to approximately 68 units per gross acre.~~ Detached single-family residences should predominate, but these areas may also include ~~duplexes a mix of attached units, including townhouses, duplexes, triplexes or fourplexes, subject to dispersal standards, a determination of consistency with design standards and following public review.~~ ~~These uses may also be included in mixed-use developments.~~ Some areas are potentially eligible for additional density through the use of on-site transfer of density (to preserve open space) or the TDR program.

Designation Criteria: Properties designated ~~Low~~ Medium Density Residential should generally reflect all of the following criteria:

1. Existing or planned public facilities are adequate to support residential development at this density.

2. The area is free of significant amounts of environmentally sensitive areas, excluding aquifer recharge areas.
3. If the area is undeveloped, it is proximate to a neighborhood of single-family dwellings or is well suited to that use and is not suited to more intense residential development.
4. The area is identified for Low Density Residential development as part of a Master Planned Development.

Medium-High Density Residential Development

Purpose: The Medium-High Density Residential Development designation provides for stable and attractive residential neighborhoods of small lot, single-family homes, ~~and~~ attached single- and multi-family residences on lands suitable for these residential intensities. Medium-High Density Residential areas should be located near commercial services, employment, and arterial roads, and may also be located in mixed-use developments. Some MDR areas may also be designated as a TDR receiving area.

Allowed uses and description: ~~Average~~ Residential densities will range up to approximately 12 units per gross acre. For some areas, this density may only be attained upon the receipt of transferred development rights. Slightly higher densities may be permitted in appropriate areas to encourage development of affordable housing and senior housing. Zoning ~~may~~ will allow increases in density by clustering and retaining open space, TDR transfer, and provision ~~of affordable housing or of senior housing.~~

Designation Criteria: Properties designated ~~High~~ Medium Density Residential should generally reflect all of the following criteria:

1. Existing or planned public facilities are adequate to support residential development at this density.
2. If the area is undeveloped and not near the identified employment and commercial service areas, the area should be free of significant amounts of environmentally sensitive areas.
3. The area is separated by topography or another appropriate boundary from incompatible uses. Buffering or a density transition may be used to separate this designation from lower density residential designations.
4. The area meets at least one of the following descriptions:

- a. The area is located outside of an existing single family neighborhood and fronts an arterial
- b. The area is developed and consists of a mix of attached and detached housing types. A residential neighborhood that is primarily single family with a strip of multi-family housing along an arterial does not meet this criterion.
- c. ~~High~~ Medium density housing can be developed to be compatible with existing development.
- d. Identified as a receiving site for density under the TDR program.
- e. The area is identified for Medium Density Residential development as part of a Master Planned Development.

Commercial Designations

Purpose: The Commercial Designations ~~are~~ intended to lead to the development of several types of commercial areas, and are intended to ~~may~~ be implemented through the application of multiple zoning classifications that help distinguish between types of areas based on their desired size and function. There are three types of commercial areas envisioned in this plan, each intended to have distinctive development standards and/or allowed uses:

- a. Town Center;
- b. Community Commercial;
- c. Neighborhood Commercial.

Town Center designation

The Town Center ~~In the center of town the Commercial-designation recognizes and continues the pattern of~~ will lead to the development found in the historic "Old Town" center of a city center as a community focal point ~~uses~~. Uses in this area will include a mix of residential, civic, retail, commercial (including comparison commercial), office, entertainment, services and hospitality services (inns and meeting centers). ~~While~~ Low to moderate rise in scale, the Town Center ~~downtown~~ commercial area will be pedestrian oriented and include buildings and nearby parks that symbolize the City's center. Buildings are intended to be located close to the street to create a pedestrian-oriented environment; off-street parking for individual businesses should not be required. Instead, the City should work with property owners to create joint use lots serving the entire business district. Bike and pedestrian trails and sidewalks will connect the Town Center the community

and dental services, and similar services. Supermarkets and drug stores may also be appropriate if conditions are suitable. The design and scale of these areas, and the size, location and design of parking areas, should be regulated to ensure compatibility with the surrounding neighborhood.- The designation will include features to encourage pedestrian and (future) transit access to and within the designation such as shared parking and siting the buildings near sidewalks.

Designation Criteria: Properties designated Commercial should generally reflect all of the following criteria:

1. The designation should provide the opportunity for a commercial area of appropriate size and scale, to serve the community or neighborhood, depending on the type of center, and in view of given its location, market or service area, and intended function.
 - a. Neighborhood-scale centers should be limited in size and provide services to the surrounding neighborhoods. These centers may range in size from 3 acres to a maximum of 10 acres. ~~Neighborhood scale centers may include multi-family housing.~~ Neighborhood centers should not be located within one mile of another neighborhood or community center.
 - b. Community commercial areas should be located along major arterial routes in order scale centers may be up to 10 acres in area and to serve the broader community with a wider range of goods and services. Sufficient land within the city should be designated to allow for development of uses that provide significant employment opportunities and potential of sales tax generation.
 - c. The Town Center designation is intended to be applied to the historic Old Town center and should only be expanded to additional lands if the historic pedestrian-friendly character can be maintained. Community scale centers are encouraged to include multi-family housing.
2. Existing or planned public facilities are adequate to support the intended scale of commercial development.
3. If the area is undeveloped, the area should be free of significant amounts of environmentally sensitive areas or development can occur outside those areas. Commercial areas may include aquifer recharge or seismic hazards areas where those areas have previously been designed for urban intensity uses.
4. New Neighborhood Centers should be located Location at the intersection of two arterial streets is preferred. Community Commercial may be located along major arterials such as SR 169, but access to the arterial Access to SR 169 should be limited to a combined access point, preferably that being an intersecting public street. Interconnectively for both vehicles and pedestrians should be provided between sites.

5. The area should be capable of being served by transit when available and capable of connecting to existing or planned pedestrian or bikeways.
6. The area shall be located adjacent to the existing or planned bikeway or be connected to a bikeway and have existing or planned pedestrian connections to the neighborhood it serves.

Mixed Use

Purpose: Mixed Use development is intended to ~~reflect the varied land use patterns in the city and~~ to encourage complementary land uses that work together for mutual benefit and that contain pedestrian connections and close proximity to encourage walking between activities. Desired Mixed Use areas are identified in areas also subject to the Master Planned Development overlay. While mixed-use development could potentially occur at numerous locations within a Master Planned Development per the provisions of BDMC 18.94, it is encouraged to occur in specific areas where the anticipated larger commercial component can also serve the broader community. Mixed-use development should exhibit one or more of the following benefits:

- Provide sufficient human activity and/or development intensity to support efficient transportation and land use.
- Positively influence the character of neighboring development by providing services, activity focus, and/or unique development setting thus enhancing the neighborhood qualities.
- Achieve more effective site utilization through shared parking, day and night activity, or other efficiency.

Mixed Use development ~~will may be~~ implemented through the approval of a Master Planned Development that identifies areas that meet the criteria noted herein. a specific Mixed Use zoning classification, or the desired mix of uses may be permitted in other commercial and/or residential zoning classifications.

Allowed Uses and Description: Mixed-use development may occur in vertical, horizontal or district forms. Horizontal mixed-use allows complementary activities housed side by side or in neighboring buildings. It can include personal and professional services, residences, small retail and offices, eating and drinking establishments all on one site. Vertical mixed-use is the layering of uses one above another. For example, it could include retail frontage, parking below and offices and residences above. Mixed-use districts are typified by several different buildings on different parcels combining to provide a viable mixed-use setting. Many traditional "main streets" are examples of mixed-use districts, for example banks, offices, personal services, restaurants, and retail shops are found, often with residential above. The residential component for mixed use ~~should~~ shall achieve at least a

minimum density of 4 units per gross acre of a development site, but no more than 12 units per gross acre. Mixed-use districts may will include conditionally allow vehicle-related services and gas stations.

Designation Criteria: Properties appropriate for Mixed Use development should generally reflect the following criteria:

1. Be located within a Master Planned Development.
2. Located along or situated to receive primary access from arterials
3. Be of sufficient size to allow a variety of land uses.
- ~~7. Located in or near and supporting the City Center or other commercial center.~~
- ~~8. Recognizing an existing mixed-use district character (such as the commercial portion of the original Black Diamond Townsite and Morganville)~~
4. ~~Providing commercial and services support to new master planned employment or residential areas.~~

Light Industrial/Business Park Designation

Purpose: The Light Industrial/Business Park designation encourages manufacturing activities and manufacturing related businesses, with attractively designed and efficiently used areas for research and development, and high technology manufacturing. To protect the community and the natural environment, ~~the~~ allowed uses are those that do not create significant hazards or negative impacts. Performance standards also are used to protect the community and other uses in this designation.

Allowed Uses and Description: ~~For Light Industrial areas, a~~ Allowed uses and site regulations should provide appropriate opportunities for ~~manufacturing, high technology manufacturing, research and development, light industrial uses,~~ wholesale businesses and essential public facilities, located in a campus-type setting. Corporate and general offices are also allowed uses. Limited commercial and retail service activities that support the employees of the immediate area may also be found in this designation. ~~Office uses and limited support services may support these primary uses.~~ Uses that require significant amounts of storage (both indoors and outdoors) of materials and equipment may be allowed subject to screening requirements and an evaluation of compatibility with adjacent uses.

~~For Business Parks, allowed uses include research and development and manufacturing and wholesale businesses that are located within campus-type settings. Activities are conducted entirely within a building, do not generate noise or vibration outside the building, and do not generate risk of groundwater~~

~~contamination, or explosion. Corporate offices and general offices also are allowed uses. Limited commercial and retail service activities may be provided to serve employees and residents of the immediate area.~~

Designation Criteria: Properties designated as Light Industrial/and Business Park should generally reflect all of the following criteria:

1. Light industrial areas should be located near corridors for transportation of goods, such as arterials and railways or potential railway corridors.
- ~~2. Business park areas should be located near existing or planned arterials.~~
- ~~3.2.~~ The site should be free of significant amounts of environmentally sensitive areas or should adequately mitigate impacts.
- ~~4.3.~~ Existing or planned public facilities are adequate to support light industrial and business park uses.
- ~~5.4.~~ The area is separated by topography, buffers, or other appropriate boundary from incompatible uses.
- ~~6.5.~~ The area is served or capable of being served by transit.
- ~~7.6.~~ For light industrial, hHas large undeveloped parcels suitable for the light industrial and manufacturing uses and of sufficient size to allow for campus-like business park development.

Industrial Designation

Purpose: The Industrial designation is intended to provide for industrial enterprises that manufacture and distribute goods for regional, national, or worldwide markets, and that provide jobs and tax base for the economic growth and stability of the community and region. The industrial zone will accommodate changing industrial technology and facility siting requirements under performance standards that protect nearby properties and environmentally sensitive areas and also protect industrial uses by prohibiting intrusion by non-industrial uses except those accessory to industrial enterprises.

Allowed Uses and Description: Uses and site regulations should provide appropriate opportunities for manufacturing, warehousing and distribution, including outside manufacturing and mineral resource processing, where continuing operations are unlikely to harm surface and groundwater resources. In deciding which uses should be allowed, the City's environmentally sensitive areas and other regulations should be considered. Buildings not used exclusively for warehousing, manufacturing and distribution should not exceed a height of two stories.

Designation Criteria: Properties designated Industrial should generally reflect all of the following criteria:

1. The area ~~should~~ be located near corridors for the transportation of goods, such as highways, arterial streets, and railways.
2. If the area has not been developed for industrial activities, it should be free of significant amounts of environmentally sensitive areas or should adequately mitigate impacts.
3. The existing or planned public facilities are adequate to support industrial uses.
4. The area is outside an existing or planned residential neighborhood.
5. The area is separated by topography, buffers, or other appropriate boundary from incompatible uses and/or existing or planned residential areas.
6. The area is capable of being served by transit.
7. The area has large undeveloped parcels suitable for industrial uses.

Primary and Secondary Open Space Designation Overlay

Purpose: The comprehensive plan's Primary and Secondary Open Space overlay, shown on the Parks and Open Space Map, coincides with the known (approximate) location of environmentally sensitive (critical) areas (Primary Open Space) and lands within close proximity to such areas (buffers), or other desired open space areas (Secondary Open Space). These areas should be preserved and/or used as open spaces and parks, including the City's Treasured Places; some lands may also be targeted to be acquired or otherwise protected through the City's open space plan. Primary and Secondary Open Space will be retained or protected through a variety of public and private development and preservation mechanisms, including conservation easements, environmentally sensitive area tracts, on-site density transfer, TDR, dedication, fee simple purchase, or development as a private park or recreation area. An Open Space zone may be appropriate for lands that are publicly owned or otherwise restricted in their use (such as through recorded conservation easements). ~~is not contemplated~~. The comprehensive plan's Open Space overlay designation ~~will apply in addition to~~ does not override the underlying land use and zoning designations, and may also signify a potential Sending Area under the City's TDR Ordinance.

Allowed Uses and Description: Primary Open Space contains environmentally sensitive (critical) areas ~~and buffers~~, which will be managed through the City's sensitive (critical) area regulations and should remain largely undisturbed. The Secondary Open Space designation allows for natural undisturbed areas, trails, public and private parks with facilities, public and private open space, public or

private recreation uses (e.g., soccer field, golf course, community facilities), as well as the land uses indicated in the underlying land use designation. However, land use regulations should include incentives such as TDR and clustering to encourage Secondary Open Space to be retained for open space use as noted.

Designation Criteria: Lands designated as Open Space areas shall generally reflect one or more of the following criteria:

1. All known environmentally sensitive areas, as regulated by the City.
2. Lands adjoining the Rock Creek, Ginder Creek, Lawson Creek, Ravensdale Creek, and other riparian corridors.
3. The following lakes: Jones Lake, Black Diamond Lake, Frog Lake, Lake Marjorie (Oak Lake), Lake Sawyer, and the land perimeters of those lakes when not subdivided.
4. All existing and proposed public parks and open spaces.
5. Identified Treasured Places.
6. King County and city-identified wildlife habitat corridors

Public

Purpose: The Public designation identifies properties under public ownership, whether by the City or other governmental entities, that are either currently used or intended for unique uses other than parks or elementary schools. Currently, the only property so designated is the City's watershed, which is located approx. 1.5 miles southeast of the city limits and is otherwise surrounded by unincorporated King County. Lands falling within this category should be those that are intended to remain within public ownership and management for long periods of time.

Allowed Uses and Description: The Public designation could allow a variety of governmental uses, both passive and active. However, government uses and activities that are similar in character to private enterprises (such as offices) are not intended to be included within this designation. Sensitive environmental areas that are not intended to be incorporated into the City's parks and open space system are also included within this designation.

Designation Criteria: Lands designated as Public shall reflect one or more of the following criteria:

1. Must be owned by a public government or agency.
2. Are intended to be retained in long-term public ownership.

3. The use of these lands does not logically fit within another land use designation.

5.4.2. The Land Use Map

The Comprehensive Plan Future Land Use Map (Figure 5-1) identifies the approximate location of future land uses and serves as the road map for accomplishing the vision identified in Chapter 1 of the comprehensive plan. The Future Land Use Map embodies the goals, objectives, policies, and the concepts of the comprehensive plan. Lines on the map reflect approximate location and land use types. Existing parks and schools are also shown on the map. Since the majority (if not all) future parks are anticipated to occur within Master Planned Developments, future sites have yet to be identified. -The precise location of active and passive open space, parks, and school sites will ultimately be identified prior to development. ~~This conceptual map embodies the goals, objectives, policies, and the concepts of the comprehensive plan.~~

The land use designations described in the previous section are shown on the ~~conceptual~~ Future Land Use Map to graphically display the City's planned land use pattern. ~~All of the land use designations are described in the previous section.~~ The approximate acreage for each land use designation within the City and its recognized PAAs is identified in Table 5-1. (Note: The City's initial ~~conceptual~~ Land Use Map, from its 1996 comprehensive plan, is included in Appendix B to help illustrate how the City's original vision has been incorporated in ~~successive~~ this plan updates.)

Table 5-1. Comprehensive Plan Future Land Use Designations

Land Use	City Acres	PAA Acres	Total Acres
<u>Urban Reserve</u> Low Density Residential	189	111	300
Master Planned Development ¹	757	0	757
<u>Low</u> Medium-Density Residential	1,584	281	1,865
Medium High Density Residential	129	0	129
<u>Commercial designations</u>	16	0	16
Mixed Use	233	0	233
<u>Business Park & Light Industrial</u> / <u>Business Park</u>	479	0	479
Industrial	105	0	105
Park	196	0	196
Undesignated (ROW, Water bodies)	567	86	653

Land Use	City Acres	PAA Acres	Total Acres
TOTAL	4,255	478	4,733

Note: Table based upon GIS analysis of Draft Comprehensive Plan Future Land Use Map, October 2006. Numbers have been rounded up to the nearest whole number.

¹ This represents only the areas previously designated as MPD. It does not represent the entire area that will be developed under the MPD Ordinance, which is larger and includes all properties developed at 80 or more acres in size.

PAA = Potential Annexation Area

The Comprehensive Plan Land Use Map and land use policies will guide the City's development regulations, decisions on public facilities and services, and the decisions of property owners and developers on appropriate land uses. The GMA requires that comprehensive plans and development regulations be consistent.

5.4.3. Open Space Plan

The Open Space Plan is based on the City's vision and land use pattern, in which open space is an essential element of the community. The cornerstone of the Open Space Plan is the identification and preservation of environmentally sensitive areas. Added to the open space network will be parcels adjacent to environmentally sensitive areas which provide community-valued open space and treasured areas, urban/rural buffers, in-city urban separators, public and private parks and recreation and community facilities including a trail network. The open space plan builds upon the naturally occurring open space areas to create a network that serves both people and nature.

The Open Space Plan's underlying concept was first developed in conjunction with the 1994 annexation of 783 acres in the Black Diamond Lake area, when the landowners proposed retaining 50% open space in new development. ~~Within the City's overall planning area, open space and parkland will comprise 35% to 40% of the land.~~ By planning for and anticipating future development within the city, a commitment was made to preserve for perpetuity significant land area for open space uses. Open spaces would serve a variety of functions, including active and passive recreation, natural resource preservation, water quality protection, and non-vehicular transportation corridors. The open space should be comprised, at a minimum, of environmentally sensitive areas, riparian habitat corridors and an integrated trail system and could include parks, recreation facilities, and community facilities. This concept was furthered in the 1996 BDUGAA and the 2005 BDAOSPA, and will provide additional opportunities for implementation as annexation occurs.

The Open Space Plan will include both open space inside the existing city limits and connectivity to open space in the unincorporated area around the Black Diamond area. Within the City's overall planning area, open space and park land will comprise 35% to 40% of the total land area.

Known sensitive areas designated as Primary Open Space area should be preserved. ~~The Natural Environment Chapter of the comprehensive plan identifies valuable fish and habitat networks that exist along many sensitive areas.~~ Additional land is also needed to enable citizens to enjoy these open spaces. In this way, the impacts from human intrusion near environmentally sensitive areas will be minimized. Parks along the edges of the open space network provide a place for human activity outside sensitive areas.

The Open Space network (see Figure 5-2 for Parks/Open Space) shows conceptually both large and small parcels of land that may be targeted for retention using a variety of methods, including density transfer, clustering, conservation easements, and TDR, and which will, over time, will create an extensive network. Some parcels are large

enough to provide open space on-site in conjunction with development by requiring clustering of the development.

Figure 5-2. Parks/Open Space Map

Small parcels have limited ability to apply on-site density transfer, however, and retention of open space may warrant use of the City's TDR program to transfer density off-site to identified TDR receiving areas.

The conceptual Open Space Map illustrates how open space may be integrated within the City, and how an overall balance between open space and developable lands will be achieved. ~~A specific open space zone is not contemplated; instead, mechanisms such as sensitive areas regulations, on-site clustering, TDR program, and acquisition will be used to implement the land designated as open space.~~

5.4.4.5.4.4. Population Densities, Building Intensities and Growth Targets

Existing Population

As of 2000, the City's population was , according to the U.S. Census, estimated at 3,970 persons and was estimated to have grown to 4,085 in 2004, 120 in 2007. Population density was 603 persons per square mile, over the City's 6.78 square miles. This represents a 5% decrease in density since 2000, much of which is due to the annexation of the large vacant parcels as part of the 2005 West Annexation Area, ~~and limited population growth in this period due to development moratoria.~~

Target Population

The City's population has basically remained relatively stable for decades. The only significant population increase in the past several decades was a result of annexing the Lake Sawyer neighborhood. Because of the environmental sensitivity of adjacent land areas and the presence of resource extraction activities (forestry and mining), growth through annexation was restricted. In 1994, the city annexed 783 acres located near Black Diamond Lake, followed by annexation of an additional 338 acres in the West Annexation Area north and west of the City in 2005. The proportion of these areas that is considered "developable" is substantial. In 2005, the City amended its development regulations to establish a Master Planned Development process and criteria for development of these newly annexed areas, along with other large sites within the City, and entered into a number of Pre-Annexation and Development Agreements. Development is expected to take the form of residential, recreational, commercial, and mixed-use development with substantial active and passive open space. In addition, the conversion of land currently zoned for Mineral Extraction and Forestry (ME/F) will add new developable land for residential and employment uses in the future.

Table 5-2 indicates the City's internally generated population projections ~~growth targets~~ and those of the PAA during the 20-year planning period. Of the 2025 projected population of 16,980, 13,075 are anticipated to be living in areas within ~~within~~ the 2006 city limits.

Table 5-2. Population Projections in 5-Year Increments

Year	Total Population	Total Households
2007 6	4,08 5 120	1,578
2010	4,868	1,90 1 714
2015	10,437	4,25 1 3,740
2020	15,770	6,50 1 5,776
2025	16,980	7,00 4 6,302

Note: 2007~~6~~ is an existing estimate from Washington State OFM. The remaining years are projections developed by the City. Projections include population in the City of Black Diamond's PAAs.

Target Dwelling Units and Required Acreage

The GMA requires cities to plan for sufficient lands to meet the population growth allocated through a countywide process. In King County, this is done in accordance with the King County Countywide Planning Policies, which have allocated a year 2022 new households target to Black Diamond of 1,099, which equates to an additional population of 2,945 individuals. The year 2025 growth projection found in Table 5-2 is based upon a City estimate that assumes the development of major planned developments and far exceeds the amount of growth the City is obligated to accommodate during the planning period.

The 2025 population projection exceeds the 2007~~6~~ population by 12,89560 persons. The average size of households in 2025 is assumed ~~projected~~ to be 2.468 persons, a slight decline in persons per household from 2007. The 2025 population and housing unit projection does account for potential vacant housing units. Table 5-3 assumes a 5% vacancy rate due to households in transition to indicate how many acres of residential land are needed to accommodate anticipated growth. ~~Based on these assumptions, an additional 7,429 dwelling units will be needed to accommodate the forecast population to accommodate the projected population in 2025 (allowing for a 5% vacancy rate).~~

Table 5-3 Target Dwelling Units and Acreage Requirements, indicates the number of dwelling units and residential acreage needed to accommodate the 2025 population target.

Table 5-3. Target Dwelling Units and Acreage Requirements

2025 Population *	Dwelling Units (2.463 persons per unit)	Plus 5% Vacancy	# Acres (4 DU/Acre)
16,980	7,063,0275	7,617,429	1,816,5457

* Note: The City has updated the existing King County CPP targets both to extend the 20-year planning period, and to reflect known development proposals anticipated to occur by 2025.

To meet the 2025 is population projection and accommodate an assumed vacancy rate of 5%, the city will need at least 1,857-1,654 acres of developable residential land if an average residential density of 4 DU/Acre is assumed. Available acres in the city are contained on Lawson Hill; near Black Diamond Lake; at the northern city limits; and in the areas annexed as part of the West Annexation Area in 2005 located in the northern, western, and southwestern areas of the City. Additionally, smaller sites are available in the Black Diamond townsite, north and south of Roberts Road and in Morganville. The comprehensive plan provides 2,891 acres for residential use. ~~e-Appendix C to the comprehensive plan provides the calculation of the residential development capacity for the study area. The capacity of the comprehensive plan would accommodate about 7,105 dwelling units at buildout.~~

2025 Target Employment

Whereas mining was the employment catalyst for the city in its first 100 years, the natural beauty of the Black Diamond area, the availability of large parcels for potential commercial and industrial use, and the expansion of urban areas into southeast King County location within the region are now envisioned to be the drawing cards for businesses for the next several decades. In conformance with GMA and the Countywide planning policies, a number of significant planning decisions were made which will influence employment growth potential within the City. The annexation of the Black Diamond Lake area (1994) and parts of the West Annexation area (2005) for housing and recreation was seen as one catalyst to support additional business and commercial services and industry in the City. In addition, areas annexed to the City in 2005 with frontage on SR 169 and the Auburn-Black Diamond Road will provide additional acreage on arterials for potential commercial and mixed-use development.

Because of these new opportunities, the 2025 employment target was not based on past trends or countywide forecasts. Rather, the employment forecast reflects the City's desire to create a higher jobs/housing balance, to build a strong economic base, and to recognize its strategic location and the potential provided by large, developable parcels of land. Table 5-4 shows target employment projections to 2025.

Table 5-4. 2025 Target Employment

	2000 Existing Jobs	2025 Additional Jobs	2025 Total Jobs
Black Diamond	427	2,525	2,952

Additional job numbers are based on employment growth allocated to the City of Black Diamond in King County Countywide Planning Policies.

Planned Employment Capacity and Forecast Allocation of Jobs

Development capacity was calculated for commercial and industrial designations within the city, as shown in Figure 5-1. The capacity calculations were based on regionally accepted development assumptions relative to discounts from developable acreage to recognize public rights of way, market availability, market absorption, commercial and industrial intensity, and open space designations within the commercial or industrial designations. These assumptions are included in Appendix C. The data indicate the City contains the capacity for 5,761 total jobs or 5,334 new jobs (from 2000).

The planning rationale and assumptions considered City policy and market factors such as available infrastructure and site constraints. For example, ~~the~~ Old Town commercial area is anticipated to receive ~~seen as receiving~~ growth. ~~A small supply of commercial lots exist~~ A small supply of commercial lots currently exists in the Old Town commercial area. Mixed ~~U~~use development could add to the commercial use potential of this area. Because necessary infrastructure to serve these lots is in place or located adjacent, it ~~is~~ was assumed they ~~will~~ would be totally developed by 2025. Similarly, since the other commercial and mixed-use areas already contain partially developed and developed commercial uses or provide access to visible commercial frontage on arterials, it ~~is~~ was assumed that a majority of these ~~will~~ would be developed within 20 years. The newly annexed commercial and mixed-use areas along SR 169 and Auburn-Black Diamond Road are expected to be mostly if not completely built-out within the planning period. The large light industrial and business park parcels ~~are~~ were assumed to grow slowly at first, until there ~~is~~ was enough business to attract others. This is a typical pattern of industrial absorption found in new industrial areas.

In conclusion, ~~there is an~~ an adequate amount of designated land in the City to meet the employment projection for the next 20 years.

5.5. Shoreline Master Program

When the City annexed the Lake Sawyer neighborhood in 1996, it annexed two sensitive areas that are also considered “shorelines of the state” pursuant to the Shoreline Management Act: Lake Sawyer and Covington Creek. The City plans to update its Shoreline Master Program (SMP) by December 31, 2011 consistent with the requirements of state law. In the meantime, existing shorelines within the City limits are governed by the City Code, and by the King County Shoreline Master Program policies and regulations in place as of the date these natural resources were annexed in 1996. The policies of King County’s adopted SMP are incorporated into this Plan by reference as an interim measure, until the City prepares its own SMP.

5.6. Land Use Goals, Objectives, Policies, and Concepts

5.6.1. Overall Development Goal, Objectives and Concept

Land Use Goal: Establish a pattern of development that maintains and enhances quality of life within the community.

Objective LU-1: Create a diversity of high quality places to live, work, shop, and recreate.

Objective LU-2: Create an open space system that frames and separates distinct areas of development both within the existing city limits and within all annexation areas.

Objective LU-3: Develop a balance of residential, commercial, industrial/business park and open space uses that create a fiscally sound community while maintaining a small-town atmosphere in a natural setting and meeting the needs of a diverse population.

Policy LU-1: Develop and enforce regulations consistent with the character and scale of the community and use design guidelines to help shape development.

Overall Development Concept

The cCity will develop as a balanced community similar to traditional small towns. Principles and guidelines for community design and character will guide development ~~in the City~~ to ensure it remains a traditional village community (see Section 5.3 above). The cCity will provide a variety of housing types, retail goods and services and local and regional employment opportunities. Significant population and employment growth are anticipated and encouraged so long as new development is consistent with the City's vision for integration of development and open space areas. The City will take an aggressive stance to attract new employment opportunities.

To achieve the desired balance of places for living, working and recreating, new residential and business park/industrial development will be interspersed with large areas of active and passive open space as the cCity grows.

Active and passive open space will be preserved within the city through the use of TDR, acquisition, and dedication. The TDR program is an essential element used to preserve the connections between valuable sensitive areas and open space.

The City now has a strong visual identity with clear edges and gateways defined by its natural setting. Preservation of this identity, gateways and edges should continue, and ~~in some cases~~ be enhanced. New development in the vicinity of a gateway should strengthen, or at least not diminish, these features. This concept has been further implemented along the City's northern SR 169 gateway through strict view protection requirements on adjacent lands as set forth in the BDAOSPA in 2005.

The principle elements of the natural system (lakes, creeks, forested hillsides, open meadows, and views of Mt. Rainier) will be incorporated into a permanent open space system that separates individual neighborhoods, preserves critical natural functions and provides a visual reminder of the natural landscape. Important community design elements should be retained and/or enhanced.

The small-town atmosphere will be maintained by controlling the scale and character of new development (including within annexation areas), creating pedestrian linkages between the different neighborhoods, building on the cCity's rich history and encouraging participation in City government and special community events. ~~It is the intent that n~~ New development should be designed to encourage residents to become part of the Black Diamond community.

While recognizing the importance of the automobile and efficient circulation, vehicular traffic and associated parking will not become the dominant visual feature as found ~~it is~~ in many suburban settings. The potential improvement of SR 169 and how this improvement will impact the community is a significant issue to the City.

To improve and maintain the economic viability of City government, it is critical that new development be designed to allow for the efficient provision of public services and utilities. New development must also pay for its share of required new infrastructure, and should proceed only when the necessary public services and facilities are available to serve it, and where it contributes positively to the fiscal health of the community.

5.6.2. Open Space Policies and Concept

Open Space

- Policy LU-42: Use the open space system as the primary unifying component of the comprehensive plan.
- Policy LU-32: Preservation of areas designated for primary open space on the Future Conceptual Land Use Map is a top priority.
- Policy LU-43: Preserve and protect all significant natural areas (wetlands, streams, steep slopes, geologic hazards, 100-yr. floodplains) and integrate these areas into the open space system.
- Policy LU-54: Use appropriate methods of acquisition or long-term protection to preserve sensitive natural areas.
- Policy LU-65: Use the open space system to protect surface and groundwater quality.
- Policy LU-76: Protect and enhance the dominant natural features and open space structure (including gateways, viewpoints, and view corridors) that characterize Black Diamond.
- Policy LU-87: Protect the City's treasured places by connection to the open space system.
- Policy LU-98: Preservation of open space should not remove all rights to develop a property owner's land.
- Policy LU-109: Create an open space system which frames and separates distinct areas of development within the city.
- Policy LU-119: Plan for and retain a natural vegetation buffer around the perimeter of Black Diamond adjacent to unincorporated Rural-designated land. The buffer may vary in width based upon sensitive areas and other constraints. Once established by development, this buffer is

to be permanent. Development adjacent to the buffer is encouraged to combine other open space features with the Urban-Rural buffer.

- Policy LU-124: Development on prominent hillsides should retain substantial tree cover to preserve the forested hillside view from the valley floor.
- Policy LU-132: The open space system will be preserved and protected through a variety of approaches that respect the landowner's commitment to their property including: TDR, open space tax incentives, cluster development, public land acquisition, conservation easements and other public and private initiatives.
- Policy LU-143: The City should develop a stewardship plan for open space. A stewardship plan would identify techniques and ways to maintain and enhance the active and passive open space areas (that lie outside the protected environmentally sensitive areas). The stewardship plan may rely on community involvement to implement the plan.
- Policy LU-154: The City will regularly review the Black Diamond Area Opens Space Agreement (BDAOSPA) approved in 2005 and will actively investigate and enforce any violations of the agreement.

Open Space Concept

Existing open spaces provide the cCity with many benefits. The cCity is "framed" by large blocks of second-growth forests in various stages of regrowth. The separation provided by the open space and views of the natural rolling topography, forests, open pastures/meadows, lakes, and stream corridors gives the cCity much of its character. The numerous open spaces also provide significant natural functions. Inasmuch as the City cannot afford to purchase all these lands, mechanisms must be developed to encourage open space preservation and/or require preservation of environmentally sensitive areas. The open space uses allowed within environmentally sensitive areas and buffers include trails, recreational areas and community facilities (under certain conditions), urban separators and utility and road crossings.

The City's parks and open spaces are not necessarily the same. Developed recreational facilities are needed in addition to natural open space. Plans for public parks and recreational facilities are addressed in the Capital Facilities Element of this Plan.

The active and passive open space system will be based on existing stream corridors, lakes, and retention of buffers comprised of mature trees in certain areas. The Rock Creek, Ravensdale Creek, Ginder Creek, Mud Lake Creek, and Lawson Creek are the linear components of the system within the City. These areas lie in proximity to the developed areas of the City; they form the village and neighborhood open space network.

The Black Diamond Lake and the tributary to Rock Creek and Ravensdale Creek are the major pristine natural resources that are part of undeveloped areas. They can form the wildlife and habitat corridor part of the open space network. The comprehensive plan recommends further evaluation of these areas for fish and wildlife conservation areas. If designated fish and wildlife conservation areas are designated, these areas should be included in the Critical Environmentally Sensitive Areas regulations.

The outer perimeter of the City should be maintained as an open space buffer between the city limits and the County defined rural lands, except where. ~~This would not apply where~~ the County has identified permanent open space lands at the edge of the city limits. This buffer is an important part of the open space plan. The dimensions are to be guided by the comprehensive plan policies and the Open Space Plan. The BDAOSPA (2005) serves as an important example of how the City has started to make the vision for this open space buffer a reality and should be looked to as a model for future open space protection efforts.

To ensure preservation of open space without unduly penalizing property owners, urban zoning will be applied to all lands; and density credits shwould be allowed for land designated as open space as part of a development project. In certain cases, some single-family lot sizes could be reduced below the basic zoning standard to achieve up to the same density that would have been allowed had there been no open space designation required. The City's TDR program will also be used as an incentive for preserving open space.

The City has adopted a TDR program, including development regulations, which is a key element in its Open Space network and Land Use Plan. In addition, the City requires open space dedication and retention as part of its MPD ordinance. The following program guidelines provide policy direction for implementation.

TDR Program Guidelines:

- A. The City will establish a schedule for the careful review and consideration of a Treasured Places TDR program. ~~A potential TDR program will be designed and available for the City's review and consideration as part of the development regulations.~~

- B. The Treasured Places TDR program should ~~be designed to support the City's~~ development regulations and comprehensive plan policies by providing a market-based mechanism to encourage the voluntary preservation of designated resource systems and community open spaces and to facilitate the efficient use of lands to be developed.
- C. A Treasured Places TDR program will address the following critical elements:
1. Preserved Area - The sending area which is the land targeted for preservation. It will include:
 - a) Major riparian and open space systems such as Rock Creek, Ravensdale Creek, Ginder Creek, and Jones Lake Creek and neighborhood separators.
 - b) Black Diamond's Community Treasures such as open spaces, view points, habitat, historic sites, and valued natural areas.
 - c) In addition, areas of developed low density residential where roads right-of-way and utilities are insufficient to warrant additional density may be considered as part of the TDR program.
 2. Receiving Area lands in the City will be targeted for density increases as receiving areas for the TDR Program.

5.6.3. Residential Development Policies and Concept

Residential Development Policies

- Policy LU-~~163~~: Encourage a ~~variety full range~~ of housing types, providing housing for all income levels and all family sizes.
- Policy LU-~~174~~: ~~Require~~ new housing ~~should~~ be compatible with the existing development pattern and the small-town atmosphere - a mix of small and large lots, size and scale.
- Policy LU-~~185~~: Require residential development patterns to allow for efficient provision of public services and utilities.
- Policy LU-~~196~~: Encourage clustering within new developments to create compact new communities surrounded by open space.
- Policy LU-~~2047~~: ~~Allow~~ Encourage multi-family residential ~~into use identified areas~~ small, dispersed sites or when integrated as part of a planned development.

- Policy LU-2148: Require ~~m~~Multi-family structures or multiple family complexes with more than 4 units ~~will to~~ undergo design review for consistency with adopted Design Guidelines.
- Policy LU-2249: New residential developments with- more than 25 units that are not part of a MPD should undergo design review for consistency with adopted Design Guidelines.
- Policy LU-230: Use the MPD process to review all proposals on sites larger than 80 acres.

Residential Development Concept

The existing pattern of distinct residential neighborhoods should be continued and expanded. While existing neighborhoods may experience some infill, much of the cCity's new residential growth will be directed towards larger tracts, physically separated from the existing neighborhoods. The City recognizes that individual lot size and density are two important, but different, issues. Whether infill or a new development, residential units should be clustered and neighborhoods separated by elements of the open space system. Within new development, design of the open space system will be a critical issue. Clustering will guarantee permanent open space and help to preserve environmental amenities such as creeks, wetlands, and significant stands of trees that, in part, give the cCity its character.

To encourage clustering, the City will examine potential amendments to the Zoning Code to provide incentives for new development that is consistent with appropriate design standards. Design guidelines may include concepts such as:

- Allowing lot size averaging and/or reducing the lot size, as appropriate, while maintaining the overall density established by the zoning district (small lot sizes, with permanent open space are consistent with a small town);
- Creating residences that relate to the neighborhood's character;
- Maintaining, enhancing or replacing existing native vegetation along arterial and collector streets;
- Creating or maintaining substantial vegetative buffers at boundaries of neighborhoods;
- Establishing a significant amount of permanent, common open space;
- Providing space and facilities for active recreation;
- Limiting proposed clearing and grading;

- Respecting the integrity of the character of the site and its natural systems;
- Integrating local cultural or historical elements into the site design;
- Integrating local architectural components;
- Screening parking and garages; and
- Providing incentives to encourage good design such as density increases within the site, and/or transfer of density credits to other appropriate sites.

The lowest residential densities should be applied where environmentally sensitive areas warrant limited development densities, as well as in established lower density rural-residential neighborhoods. Reductions in density based on identified constraints or City policy will be off-set and compensated for on suitable lands in other portions of the City, using TDR, MPDs, mixed-use development and other techniques. In areas with significant environmental constraints that are designated as TDR sending areas, a density not to exceed of two units per gross acre can be clustered on the non-sensitive portions of sites. Regulations ~~The City~~ should also allow for the encourage-continuation of existing small scale farming activities.

Within developed areas, a more diverse housing stock will be encouraged to provide housing for a more diverse population, including various types and densities of attached and detached units. While most housing is expected to be single-family, opportunities for attached ~~units~~ units, such as duplexes at compatible scale and density (up to fourplexes and townhouses.) should also be available within single-family areas. Multifamily residential units should be developed at a character and scale consistent with the existing character of the City, shaped by design guidelines. New multifamily development may occur in the form of duplexes, triplexes, fourplexes, townhomes (row houses), and units above commercial (in mixed-use areas). ~~Multifamily residential uses will be dispersed in single family residential neighborhoods.~~ Densities on infill parcels may be higher provided the architectural character of the neighborhood can be maintained. Review of multifamily development proposals should include design review and public hearings. Medium ~~Higher~~ density multi-unit structures (maximum ~~or more~~ units per acre) should be encouraged to co-locate convenient to retail and service uses, ~~and/or~~ in mixed use areas or as components of master planned developments. Consistent with state law, manufactured housing should be treated the same as site-built housing at comparable densities.

Since the 1996 comprehensive plan was adopted, the City has taken a number of steps to implement its vision for residential development. These steps include adoption of a TDR program; adoption of an MPD ordinance; and preparation of MPD design guidelines. Additional residential development tools that should be to be considered include:

- ~~Provisions~~A Planned Unit Development process for small or moderately sized clustered developments.
- Subject to site plan and design review, allowance for smaller lots and attached units ~~such as duplexes and townhouses~~ in single-family zones, consistent with applicable zoned densities, and contiguous to open space.
- Incentives to encourage clustering and provision of open space and parks.
- ~~Involvement of the Planning Commission and City Council in review for multifamily infill development in single-family neighborhoods NOTE TO COUNCIL: SUGGEST DELETING THIS BULLET~~
- Allowance for attached and detached accessory units.

Commercial and Mixed Use Development Policies

Policy LU-244: Retain and enhance the existing ~~dispersed-commercial centers~~ areas while providing sites large enough to accommodate significant commercial uses.

Policy LU-252: Provide day-to-day retail goods and services within walking distance of most residential neighborhoods.

Policy LU-263: Permit a ~~very~~ limited amount of Neighborhood Commercial sites within those neighborhoods that are not within a convenient walking distance of designated community commercial/mixed-use centers.

Policy LU-274: Allow a comprehensively planned mixture of residential, commercial, retail, public and open space uses within MPDs and areas appropriate or designated for mixed-use development.

Policy LU-258: Prohibit heavy industrial, and limit light industrial uses within mixed-use areas.

Policy LU-296: Encourage well-planned, coordinated commercial development within the SR 169 Community Commercial area and discourage strip retail development. This area is to serve as the primary source of community shopping needs, and should provide those services and activities that support it as a gathering place.

Policy LU-27: ~~Provide a range of street widths and design, with primary consideration given to human scale, the convenience and safety of pedestrian and bicyclists and the preservation of the integrity of neighborhoods.~~

Policy LU-3028: Strengthen design standards for commercial development to include:

- a. local architecture emphasis,
- b. streetscape compatibility,
- c. parking and vehicle access design that discourages strip development,
- d. service access design,
- e. landscaping to enhance the building or site,
- f. sign regulations,
- g. allowing mixed use development in some commercial designations,
- h. pedestrian and bicycle linkages.

~~Policy LU-29: Develop and enforce regulations consistent with the character and scale of the community, use design guidelines to help shape development.~~

Commercial and Mixed Use Development Concept

A new commercial and mixed-use area is planned for the area centered on Auburn-Black Diamond Road in the West Annexation area. The three existing commercial areas at Morganville, Old Town, and along SR 169 will be retained and enhanced. These three areas form a triangle reflective of the historical local development pattern. An important objective of new development will be to create linkages between the areas and encouraging appropriate development along them. These linkages will serve a local, rather than "pass through" purpose. However, the SR 169 commercial corridor is planned to expand to the north to encourage the development of uses that serve a broader market than the local community. These areas are intended to serve the day-to-day retail and service needs of residents as the city grows. Additionally, each of the three commercial areas now has an important community facility. It is intended that community facilities also remain dispersed within this triangle to strengthen it as a focal point for the community.

~~The City's intent is to identify appropriate commercial and mixed-use areas in response to development proposals, and based on demand and market conditions, rather than to designate new commercial areas in advance based on speculation. Such proposals will require appropriate revisions to the Comprehensive Plan Land Use Map and/or zoning map. Development of the designated commercial areas should follow new residential development in a timely manner, so that adequate~~

~~retail goods and services are available for residents and these areas contribute to the City's tax base. If lands currently designated for commercial development remain vacant for long periods of time, or are withdrawn from the market by their owners, and commercial demand can be demonstrated, the City should consider identifying more appropriate areas for commercial activity.~~

In mixed-use areas, commercial and business activities may be combined with residential uses, and possible some very limited light industrial activities, in a complementary land use pattern. For example, personal and professional services may serve adjacent businesses and residences. Mixed-use areas should have convenient pedestrian connections and close proximity to encourage walking between activities (generally less than one half mile).

The plan's intent for existing commercial areas is as follows:

Old Town Mixed Use: The historical character of the "Old Town" area should be retained and enhanced, and this area should become the focus of tourist and specialized retail activities. Old Town currently contains City government offices, including City Hall, the Post Office, and Fire Station. The historic district should overlay the area encompassing the existing "Old Town" and to the northwest and south along Railroad Avenue and Jones Lake Road. This land use district should employ historical building design guidelines to insure that new construction or renovation is consistent with the character of the area. The southern tip of the "Old Town" district adjacent to SR 169 will become a primary "gateway" to the city from the south. That portion of the commercial area along SR 169 at Lawson Street (especially east of the highway) may serve a different function.

SR 169 through the original Black Diamond townsite could be envisioned as a tree-lined boulevard serving the historical, cultural and government center of town. The potential impact of any SR 169 improvement/widening is a critical issue to the City and must be carefully studied by both the City and Washington State Department of Transportation (WSDOT) at such time as a specific proposal is identified by WSDOT.

Morganville Mixed Use: The Morganville mixed-use area may be expanded to provide additional land for retail uses and services. Given the unique character of Morganville, a special zoning district overlay (~~similar to that proposed for Old Town~~) should be established. Morganville will be encouraged to keep the eclectic mix of light industrial, retail, services and community facilities that serves the neighborhood.

SR 169 Commercial, North End of Town: Residents have expressed special concern that the existing commercial area along SR 169 ~~should~~ does not evolve into a "strip

commercial" development. A distinct Community Commercial area should be identified, flanked to the north and south by mixed-use areas.

This commercial area is extended to allow sufficient depth from SR 169 for an expanded commercial area. The area is encouraged to develop with a parallel road to form a dual or multi-block commercial district, and to emphasize pedestrian access. Development in this area should be subject to design guidelines to ensure coordinated access, parking, landscaping, signage, and pedestrian circulation.

SR 169 Mixed Use, North End of Town: The designation recognizes a variety of commercial, residential, and social uses that occur north of the designated Community Commercial area. Further mixed-use development in this area should be sensitive to retaining existing trees along the road edge, combining access points or driveways and employing site design that is compatible with that of the Community Commercial. Strip commercial development is discouraged and the view protection elements of the BDAOSPA should be strictly monitored and enforced.

Roberts Road Mixed Use: The mixed-use area south of Community Commercial is envisioned to provide new mixed-use retail and services and residences when converted to these urban uses. The area contains existing retail activities on the south side of Roberts Road. This mixed-use area should also allow the existing private recreational airstrip on the north side of Roberts Road to remain until redevelopment occurs. Mixed-use development in this area should be sensitive to retaining existing trees along the road edge, combining access points or driveways and employing site design that is compatible with that of the Community Commercial zone. Strip commercial development is discouraged.

Auburn-Black Diamond Road Mixed Use: The City anticipates that this area, which was annexed in 2005, will be master planned, and will contain a mix of commercial, services, civic uses, and residential. The most intense uses will be located along and near Auburn-Black Diamond Road, with allowed uses becoming less intense the farther away from the main arterial at Auburn-Black Diamond Road.

Neighborhood Commercial Development Concept

To maintain a small town atmosphere, most residential neighborhoods should be located within walking distance of a commercial area ($1\frac{1}{2}$ mile).—Scale, appearance, and character are also important factors.

Zoning regulations, including the adopted MPD process, and design guidelines will guide the planning, location, design, and approval of neighborhood commercial centers.

Lake Sawyer Neighborhood Commercial: The Lake Sawyer neighborhood has a small neighborhood commercial area located at the intersection of Covington-Sawyer Road and 216th Avenue SE. This area consists of approximately 1.6 acres on three lots. This area provides convenience commercial for residents in the area, including a mini-mart grocery store and an auto repair service.

For all commercial and mixed-use areas, implementing regulations should include the following general site and architectural design requirements:

- Architecture distinctive to the Black Diamond area, rather than standardized nationally or regionally.
- Limiting front yard setbacks, with parking located primarily to the side and rear of buildings.
- Buildings and off-street parking sited to create interesting and attractive spaces and appearance at the streetscape and along building setbacks.
- Visual continuity among adjacent development (include consideration of site design, historical significance, landscaping, building design and signage).
- Provision for pedestrian circulation.
- Joint-use of access drives and off and on-street parking.
- Landscaping that incorporates existing native vegetation.
- Screening of parking and service areas, all mechanical equipment, rooftop equipment, dumpsters, and any outdoor storage.
- Removal or screening of accumulated scrap material or building construction materials.
- Pedestrian/bicycle linkages to adjacent residential neighborhoods.
- Coordinated signage program designed to serve local residents and consistent with the character and scale of the community.

5.6.4. Industrial/Business Park Development Objective, Policies and Concept

Industrial/Business Park Development Objective and Policies

Objective LU-4: For Black Diamond to transition from its history as a company town to a self-sufficient economic center in southeast King County.

- Policy LU-310: Provide local employment opportunities that support Black Diamond as a sustainable community.
- Policy LU 324: Develop an aggressive economic development strategy, with the cooperation of the City, County, business and property owners.
- Policy LU-332: Strengthen the local economy and the City's tax base.
- Policy LU-343: Ensure that all industrial/business park development is consistent with all appropriate environmental standards.
- Policy LU-354: Ensure that zoning regulations are sufficiently flexible to accommodate changing industrial needs.
- Policy LU-365: Support adequate rail access to the industrial core.
- Policy LU-376: Ensure that all industrial/business park development is functionally and aesthetically compatible with surrounding uses.
- Policy LU-387: Recognize that light industrial and business park uses can be compatible with other less-intensive uses where appropriate performance standards are established.
- Policy LU-398: Require industrial ~~and~~, light industrial, ~~and~~ business parks areas to be functionally and aesthetically compatible with existing uses and to buffer impact generating uses from other uses; carefully, ~~and~~ site them ~~carefully~~ to minimize environmental impacts.
- Policy LU-4039: Strengthen design standards for light industrial/~~and~~ business park development to include:
- Policy LU 40: ~~Establish design standards for light industrial/business park development to include:~~
- a. local architecture emphasis,
 - b. streetscape compatibility,
 - c. parking and coordinated vehicle access design,
 - d. loading and service area design,
 - e. landscaping to enhance the building or site,
 - f. sign regulations, and
 - g. pedestrian and bicycle linkages.

Policy LU-414: Within areas designated interim mineral extraction, require site reclamation and restoration pursuant to state mining laws and local environmental and land use regulations.

~~Policy LU-42: Reserved.~~

Industrial and Light Industrial/and Business Park Development Concept

Industrial and Light Industrial/Business Park development, if properly designed, is seen as an important part of the community. The opportunity for local employment and an increased tax base can improve the quality of life for residents. The City will seek to attract new light industrial, manufacturing, office and other businesses to the City as a means to achieve its vision for growth and prosperity.

Light Industrial/and Business Parks are targeted to have distribution, assembly, storage, repair, and warehousing uses with some services and offices. Limited retail uses and services intended to serve employees of the area may also locate within the light industrial/and business park areas. ~~These Business park and light industrial areas~~ should have stringent development standards to ensure high quality, compatible development. Special attention should be given to: critical areas protection, landscaping to enhance the building or site, circulation and transit access, service access design, screening of loading docks and mechanical equipment, connection to arterial streets, pedestrian and bicycle linkages, architectural control, parking, and utility needs.

Industrial and Light industrial/and business park uses may be proximate to but ~~should be~~ should be separated from commercial uses, to avoid land use conflicts. Circulation plans for adjacent industrial and commercial areas should separate truck traffic from shopping traffic. Certain areas along new principal arterials are suitable for Industrial and Light Industrial/Business Park uses. The existing industrial area is also well situated, but if this area does not develop over the long-term, and a demand for other employment areas can be documented, the City should consider changes to land use.

5.6.5 Forest and Mineral Lands

The City has historically been oriented to resource extraction activities. Coal mining was the initial resource base, but sand and gravel mining and forestry have also played roles. Economic feasibility of resource extraction changes over time with changes in market demand, extraction technology, and environmental consideration. The designation and use of resource lands are now also framed by the requirements of the GMA and the City's planned growth. While resource activities

may continue in the future subject to appropriate development regulations, existing resources within the City do not meet the criteria for designation as resource lands of long-term commercial significance.

Forest Lands

In the past, the area surrounding the City, including limited areas near the former Palmer Coking Coal Company and Plum Creek ownerships within the city limits, were considered suitable for commercial timber production. An area outside of the planning area, on a portion of Lawson Hill east of the City has been designated as Forest Production District by the King County Comprehensive Plan.

The original forest lands in and around the City are in various stages of regrowth. They now provide significant open space which provides many passive values such as scenic views, open space, wildlife habitat, and separation from adjacent developments. These lands are part of a large network that will comprise an open space system for the City and the region.

The City has acquired some former Plum Creek forest lands as documented in the Black Diamond Open Space Protection Agreement (2005). Other forested lands are addressed in the Black Diamond Urban Growth Area Agreement (1996) and are eligible for Transfer of Development Rights. Some future forestry activities will occur on Plum Creek properties subject to the terms of these agreements.

According to GMA definitions and criteria, forest resource lands are those primarily devoted to long-term commercial timber production on land that can be economically and practically managed for such production and that has long-term commercial significance (RCW 36.70A.030(8)). Factors considered in making this determination as set forth in the statute include the proximity of the land to urban, suburban, and rural settlements; the compatibility and intensity of nearby land uses; long-term local economic conditions that affect the ability to manage timber production; and the availability of services and facilities conducive to conversion of forest lands to other uses.

Long term commercial forestry is not contemplated on these lands and would not be economically productive. Moreover, extensive resource activities would conflict with the type and level of growth that is forecast to occur over the life of this plan. While the City will retain elements of its rural character and heritage, it will also become more urban and more populated, as will other cities in this portion of King County.

Mineral Lands

Known mineral resources in the City include coal, sand, gravel, topsoil, and clay. Within the existing city limits, there is currently one sand and gravel operation in Section 10 (Palmer) and one area north of the Green River Gorge Road used in conjunction with the John Henry mine (coal, clay and sandstone). Both areas are currently zoned Mineral Extraction/Forestry. Topsoil is also produced at the sand and gravel operation in Section 10. There are no significant identified rock, clay, or peat resources. The 1996 plan identified aggregate resources within the current city limits and its UGA in Sections 10, 11, 12, 13, 14, and 15.

One other commercial deposit of sand and gravel has been identified in the undeveloped portion of the City. The deposit is located at the south half of Section 22, in the area annexed to the City in 1994. A report prepared by McLucas and Associates, Inc. indicates that about 128 acres contain a commercially viable sand and gravel resource extending to depths ranging from 20 to 90 feet below the surface. For sand and gravel, the potential economic value is determined by quality of the material (proportion of sand and gravel relative to silt or clay, quantity, depth to overburden, and the presence of groundwater).

Currently, approximately 363 acres of land in the City have permits to extract minerals (primarily gravel). The two areas are: 1) north of Morganville to the northern city limits and surrounding Oak Lake; and 2) at Mud Lake and west to SR 169. Gravel is currently being extracted directly north of Morganville and east to the south side of Oak Lake (see Figure 5-1). Based on estimates of the gravel resources, permitted mining is expected to continue until approximately ~~2010~~2025.

Palmer and Plum Creek lands have been evaluated for the presence of such deposits. Palmer's deposit in Section 10 is considered a high quality deposit of clean sand and gravel. The deposit is estimated at 13 million cubic yards. The Section 22 deposit is identified as a high quality, high volume source of construction aggregate. Deposits of silica sand are present on Franklin Hill.

While the extent of remaining coal resources is generally known, the long-term economic viability of the City's coal resources is largely unknown. Black Diamond coal is a high quality, low sulfur coal. The City also has easy access to a port for shipment to overseas users. However, the deep pitching veins broken by faults are difficult and expensive to mine, especially when compared to the "flat" seams of high quality coal in areas such as Wyoming. The potential for further underground mining in general will depend on world energy needs, technology advancements, and environmental and land use considerations.

The John Henry No. 1 mine, located just outside the city limits, has been inactive for more than 5 years. This mine is a unique geologic condition (anticline) in which the

coal is located close enough to the surface to allow for more economical surface mining. At the time of the ~~2007 comprehensive~~ this plan update, future operation plans for this mine were unknown. The only other areas in the City with significant deposits of surface mineable coal are within the developed portion of the City.

GMA guidelines for classifying and designating mineral lands of long-term commercial significance, as set forth in WAC 365-190-070, require consideration of a combination of factors, including geology (type of mineral deposit), economics (quality and size of deposit, distance to markets), environmental constraints (critical areas) and a number of land use factors (land use patterns and intensity, proximity to population centers, and availability of services). Consistent with this direction, the City has considered its planned land use pattern, as reflected on the Comprehensive Plan's Future Land Use Map, including the proximity of mineral resources to designated residential areas. In particular, the City notes that identified mineral resources are located—and therefore future mining would occur—in an Urban Growth Area that is planned for significant growth over the next 20 years at urban densities. Mining could create significant conflicts with this planned growth, depending on its extent, timing, and location.

On balance, based on consideration of these criteria, the City has concluded that identified mineral resources in the City do not meet the criteria for designation as mineral lands of long-term commercial significance. At the same time, the City acknowledges the presence of existing mining operations and mineral resources and the potential for future mining and intends to maintain the ability of property owners to access these valuable resources. The City will use its development regulations and a conditional use process to review applications for mineral extraction and to ensure that such development is consistent with the protection of the environment and accomplishment of other city policies.

Forest and Mineral Resources Concepts, Objectives, and Policies

Forest and Mineral Resources Concepts

Some forestry activity and commercial extraction of mineral resources will continue to play a role in the City's future. The City supports these activities provided that environmental quality is maintained and consistent with adopted standards and that land use impacts are mitigated. The City will implement a review process for mining permits that includes appropriate standards, allows public input, and ensures mitigation of significant impacts. Upon the cessation of mining activities, all mineral lands must be reclaimed consistent with state law.

Forest and Mineral Lands Objectives

Objective LU-5: Allow use of forest and mineral resources within the City consistent with the Land Use Concept and development regulations.

Forest and Mineral Lands Policies

- Policy LU-432: Retain forest resource land until conversion to urban uses is appropriate and consistent with the phasing plan of the comprehensive plan.
- Policy LU-443: Allow extraction of valuable minerals, including coal, sand, gravel, oil, and gas deposits, when extraction can be conducted consistent with the Comprehensive Plan's Future Land Use Map.
- Policy LU-454: Apply a Conditional Use permit process to help ensure that mining operations maintain environmental quality and mitigate impacts. Review of applications should include public notice and comment, specific duration of operations, and authority to condition permit extensions or renewals to address new circumstances and impacts.
- Policy LU-465: Known mineral extraction sites will be identified in the comprehensive plan to notify adjacent property owners and residents of prospective mining activities and to allow long-term planning by mineral and surface owners.
- Policy LU-467: Reclamation plans should be consistent with and anticipate the land uses indicated on the Future Land Use Map. At the cessation of mineral extraction activities, sites should be converted to their long-term planned land use.

5.6.6. Community Design and Character Objectives, Policies and Concept

Community Design Objective and Policies

- Objective LU-6: Use development regulations to enhance and protect the overall appearance and character of Black Diamond.
- Policy LU-487: Retain a sense of place by protecting the community's important natural features.
- Policy LU-489: Old Town should be the primary historical component of the City.

- Policy LU-~~49~~50: Major entrances into Black Diamond should be given symbolic markers and landscaping to create a gateway effect.
- Policy LU-5050: Parks, schools, churches and other public and semi-public buildings should be encouraged to locate on sites ~~that give these to~~ create neighborhood landmarks ~~an identity.~~
- Policy LU-~~51~~52: Public buildings ~~shouldean~~ fulfill their role as gathering areas and community resources.
- Policy LU-523: Building design, zoning regulations and design standards should provide for buildings of a character and scale appropriate to the site, encourage building variety while providing for designs that reflect the distinctive local character, historical character, and natural features.
- Policy LU-534: Design standards, building design and site design should provide appropriate transitions between dissimilar uses, such as echoing design features and graduating building heights and intensities.
- Policy LU-545: New developments should be designed to incorporate features to encourage alternative travel modes, such as biking, walking, and transit.

Community Design Concept

What is desired is the “chance to live in a real human settlement with a sense of place and sense of belonging.” (Arendt, 1994 *Rural By Design*)

Community character relates to the types of land uses found in the comprehensive plan. While land use designations describe the dominant uses and overall function of areas in the cCity, character designations describe the look and feel of different parts of the cCity. In general, character may be more important than the specific uses, activities, and building types. The character designations describe: key design elements, mixture of uses, related activities and intensities of development. The key design element discusses the relation of the built and natural environment, and building features. The mixture of uses, related activities, and intensities describe the scale and character of a land use.

Traditional “zoning” concerns, including density and setbacks, must be balanced with the intent of the character designations to encourage development that achieves both the described function and character of the respective area.

"Limited" Residential

Key Design Element: This development pattern, generally found in areas subject to significant environmental constraints and open space protection, will reflect the informal rural development typical of many portions of the City. Subdivisions and short plats should provide interconnected streets. Development is encouraged to promote a variety of individual dwelling designs and is discouraged from using walled planned residential techniques, common in other portions of King County.

Mixture of Uses, Related Activities, and Intensities of Development: This area is reserved for residential uses. Accessory units may be built on single lots provided they are significantly secondary to the main use.

Village Residential

Key Design Element: The primary design element will be consistency with existing historical development. Some areas may be subject to historic preservation guidelines, while others may have general guidelines that promote the incorporation of historical design features in new development. The development will be predominantly compact single-family buildings with pitched roofs. Structures will be located towards the street edge and generally have building design features such as including front porches and overhanging eaves.

Mixture of Uses, Related Activities, and Intensities of Development: Some mixture of small scale retail and professional office will be included with residential uses.

Commercial buildings will generally take similar forms to or use residential structures. Multi-family houses in keeping with the historic design elements are allowed. Small inn and bed and breakfast operations are also permitted.

Amenity-Focused Residential

Key Design Element: These areas are to contain a hierarchy of open spaces where private open spaces are linked to public open spaces. Development is to be located on portions of the site away from environmentally sensitive features, but oriented to take advantage of natural amenities. Higher density development resulting from on-site transfer of density is designed to be compatible with single family scale.

Mixture of Uses, Related Activities, and Intensities of Development: Primarily residential uses. There will be a somewhat higher net density allowed for retention of undeveloped open spaces. Some pocket parks or interpretive facilities may be located in these areas.

Mixed Use

Key Design Element: Mixed-use development will include measures to minimize conflict between differing uses through site planning and building design.

Mixture of Uses, Related Activities, and Intensities of Development: Uses will include small scale retail and office, and multi-family residential uses. Uses including gas and service stations and those uses that require large amounts of exterior storage are not targeted for this area.

Commercial

Key Design Element: The commercial development is envisioned to be moderate scale incorporating features that promote an active pedestrian environment. Buildings will be provided in groupings to approximate a small scale grid found in a traditional rural downtown. Parking is provided in smaller lots dispersed throughout the development site and out of view from the commercial streetfront whenever possible. Larger parcels incorporate an internal circulation scheme and possibly a central focus area such as a “green” plaza. Landscaping enhances the auto and pedestrian circulation system through the provision of street trees along walkways and internal roads. Landscape screening is also used to reduce the impact of parking areas.-

Mixture of Uses, Related Activities and Intensities of Development: Commercial activities will include retail, service and office uses. Some auto-oriented retail such as hardware, supermarkets, and feed stores could also locate in the commercial areas.

Industrial and Light Industrial/Business Park

Key Design Element: Industrial uses would be substantially buffered and screened from nearby uses. In addition, industrial uses would be subject to performance standards with respect to noise, dust, and light emissions.

Light industrial/business park uses would incorporate buffering and high landscaping as a part of stringent site design and to provide a corporate campus setting. These uses may serve as a transition from industrial or other less intense uses. ~~Business-park uses would have higher landscaping standards to provide for a corporate campus setting. The business park would serve as an appropriate transition to residential uses.~~

Mixture of Uses, Related Activities and Intensities of Development: Retail and residential uses are not allowed in Industrial and light industrial areas. Light

Industrial/Business Parks may have a food service and some limited personal services (e.g., sandwich shop, travel agent) available. Office buildings would be encouraged to be multi-story to retain greater open areas around the buildings.

5.6.7. Historic Preservation Objective, Policies and Concept

Historic Preservation Objective and Policies

Objective LU-7: Maintain those historical qualities in the environment that bring value to the community.

Policy LU-556: The City should provide reasonable flexibility in applying development requirements and building codes to encourage the preservation and rehabilitation of historically and culturally valuable buildings and sites. Explore alternatives to the demolition of structures and sites that are historically significant or otherwise deemed eligible for the local, state, or national registers to accommodate private or public sector development proposals.

Policy LU-567: Historically and culturally significant buildings should be protected from demolition or inappropriate exterior modification.

Policy LU-578: Place new structures, circulation, and utility systems in such a way as to minimize the alteration of the historical character of the Black Diamond landscape.

Policy LU-589: Expand the existing historical district to the southern edge of Jones Lake Road and SR 169 to provide a southern "gateway" to the City.

Policy LU-596: Adopt and enforce design guidelines for the areas with historical character.

Policy LU-604: Encourage land uses and development that retain and enhance significant historical resources and sustain historical community character.

Historical Preservation Concept

The City's historical settlement pattern has resulted in a unique, small town rural landscape. It gives the community a character distinct from that of the more recently urbanized areas in east King County. To maintain this distinct character, while at the

same time permitting infill development, important historical elements must be retained as the community grows.

Historical resources contribute substantially to a sense of community, a quality of life, and provide for a source of pride. Historical downtowns and neighborhoods have invigorated local economies, sparked new businesses, generated additional tax revenue, and created new jobs.

These assets should be broadly interpreted to include structures, landmarks, sites, and views.

To assure protection of the City's historical resources, the City entered into an interlocal agreement with King County in June of 1995 to provide landmark designation and protection services. (KC Motion 9584) The 1997 Inventory of Historical Structures and Sites can be found in Appendix D.

New infill development will identify and preserve, wherever possible, existing structures, vegetation or views that are visually important to the community character. Incentives for doing so will be included in development regulations such as zoning, subdivision, and building codes.

Design guidelines should be developed for areas of historical character. Structures and sites with historical designations will follow the community character design guidelines and any of the requirements of being a designated historical structure or site. The intent is to ensure that the renovation and alteration of existing structures, as well as the construction of new buildings, is done in a manner to maintain the character of the district and improve the economic vitality of the district. Design control for commercial structures in historical areas will address exterior building design and materials (new construction and reconstruction), setbacks from the street, signage, sidewalks, and code compliance. Residential new construction guidelines for historical areas will address building bulk and site design, compatible features and materials.

5.6.8. Regional and Local Coordination Objectives, Policies and Concept

Coordination Objective

Objective LU-8: Use the Countywide Planning Policies as a basis for regional coordination and land use decisions.

Monitoring Objective and Policies

Objective LU-9: Monitor implementation of the comprehensive plan for changed conditions in the City's anticipated growth, for consistency with the City's vision, GMA requirements, and Countywide Planning Policies and make amendments as necessary.

Policy LU-6162: Report annually to the City Council and general public on implementation of the comprehensive plan, identifying the degrees to which the City policies are being implemented.

Essential Public Facilities Siting Objectives and Policies

Objective LU-10: Coordinate with other governmental jurisdictions to site, when necessary, essential land and building uses that are typically difficult to site and which are necessary to meet the needs of Black Diamond's present and future growth.

Objective LU-11: Jointly identify and evaluate alternative site locations that meet the essential locational requirements involved for each facility's function.

Objective LU-13: Conduct appropriate public review and hearing processes, including environmental impact assessments and statements where appropriate, to ensure local residents have an opportunity to comment upon siting alternatives, potential impacts, and mitigation measures prior to the selection of final site and development particulars.

Policy LU-6263: Essential Public Facilities sited in Black Diamond shall be sited consistent with the goals, objectives, and policies of the City's comprehensive plan.

Policy LU-634: The City will apply Conditional Use Permit process criteria and additional criteria contained in Black Diamond Municipal Code Chapter 18.28 for the siting of essential public facilities.

Regional and Local Coordination Concept

~~The GMA requires that each city periodically review the densities permitted within its boundaries, and the extent to which urban growth is occurring. The City should monitor the growth occurring in the City. If monitoring identifies changes in the amount or type of growth relative to projections and the assumptions of the comprehensive plan, it should evaluate the causes of any changes and consider~~

~~whether they warrant amendment of the comprehensive plan. Any deviations should be reported to the City Council and to the Growth Management Planning Council.~~

Essential Public Facilities Concept

The GMA requires that a process be identified in the development regulations to review the siting of Essential Public Facilities. Essential public facilities include, but are not limited to, airports, state educational facilities, state or regional transportation facilities, state and local correctional facilities, solid waste handling facilities, inpatient facilities including substance abuse facilities, mental health facilities, group homes, and secure community transition facilities.

~~5.6.9. Implementation and Amendment of Land Use Map and Comprehensive Plan Objective and Policies~~

~~5.6.10. Objective LU-14: The City shall identify a variety of land uses and zoning districts that provide a balanced community in which to live, work, shop and recreate.~~

~~5.6.11. Policy LU-65: Adopt a Zoning Map that identifies land uses, boundaries of land uses, and densities that will be used to guide future development.~~

~~5.6.12. Policy LU-66: Establish the zoning districts and related development and design regulations that are consistent with the comprehensive plan.~~

~~5.6.13. Policy LU-67: Develop procedures for no more than an annual amendment of the comprehensive plan. Include a docket program to accept and review requested changes to the comprehensive plan.~~

~~5.6.14. Policy LU-68: The comprehensive plan may be revised or amended outside the normal schedule if findings are adopted to show that the amendment is~~

~~necessary, due to an emergency situation of
neighborhood or community-wide significance.~~

~~5.6.15. Policy LU-69: Review and revise the comprehensive
plan within 10 years from adoption pursuant to the GMA.~~

Chapter 6. Housing

6.1. Existing Housing

6.1.1. Existing Housing Stock

The predominant type of dwelling unit in the City of Black Diamond (the City) is the single-family,¹ owner-occupied house. Approximately 82%² city housing stock is a detached single-family house. According to the 2006 King County Annual Growth Report, approximately 60% of King County residents lived in detached single-family housing. According to the 2000 U.S. Census, approximately 60% of King County residents owned their homes. -In contrast, approximately 90% of the City's households lived in owner-occupied housing.³ -According to data from the 2006 King County Annual Growth Report, mobile homes constitute 16% of total housing units in the City, and multifamily units 2%.

According to the 2000 U.S. Census, approximately 15% of the City's housing was built prior to 1940 (many during the Community's peak mining years, 1890-1915). The original construction of many of these units was considered inferior, even by standards of the times. Most remaining structures have been remodeled, enlarged, and substantially improved and represent a major investment of time and money by

¹ A 1-unit, detached structure, per 2000 U.S. Census.

² 2006 King County Annual Growth Report.

³ 2000 U.S. Census.

the homeowners. However, as a reflection of the growth experienced in the late 20th century, almost 38% of housing in the cCity was constructed between 1990 and 2000.

Historically, the cCity's housing market has been lacking in housing opportunities appealing to middle- and upper-income households. However, with the annexation of the Lake Sawyer neighborhood in 1998, the stock of middle- and higher-income housing increased within the cCity. The changes in the cCity's composition after the 1998 annexation have caused a shift toward a more balanced housing stock.

6.1.2. Housing Characteristics

Value

Housing prices in the cCity have been rising significantly, along with prices in King County as a whole. According to 2006 data, the median home price in Black Diamond was \$418,000, which was higher than prices in Covington (\$295,000) or Maple Valley (\$360,000) but lower than Enumelaw (\$448,000). In July 2007, median sales prices in the City and surrounding areas ranged from \$325,000 to \$387,000. The median housing price in King County as a whole was \$427,000 as of August 2007. The median monthly rent within the city was \$878, compared to \$758 for King County as a whole (2005).

These figures represent a significant shift in the cCity's economic conditions over the last decade. In 1990, both home values and median rents were well below those of the County. While home values are still more affordable in the cCity than the County as a whole, the gap has been reduced significantly. In part, this increase can be attributed to annexations that increased the cCity's population by more than 80% in the late 1990s, along with the value of its housing stock.

Persons per Household

King County and Black Diamond have both shown a decrease in household size during the last thirty years, particularly in the 1970 to 1980 period. The 1990 City of Black Diamond household size was 2.63 persons per household (pph), compared with 3.21 in 1970. By the time of the 2000 Census, however, the average household size in Black Diamond had increased to 2.73 pph. Over the same period, the average household size for the County as a whole remained stable.

The Puget Sound Regional Council (PSRC) expects a this-continued increase in household size, followed by a gradual decline during the remainder of the planning

~~period. to be temporary. The council's forecasts show a steady decline in household size over the next 25 years. Average household size for King County is expected to be 2.34 in 2010, 2.29 in 2020, and 2.24 in 2030. Forecasts for Forecast Analysis Zone 3310 (Black Diamond/Lake Sawyer area) expect 2.848 pph in 2010, 2.7386 in 2020, and 2.6380 in 2030.~~

Vacancy Rates

Vacancy rates for King County and the City are available from the U.S. Census Bureau. In addition, King County updates estimates for vacancy rates in the county periodically – most recently in 2005. Homeowner vacancy rates for the City and County were almost equal in 2000 (0.8% for the City vs. 1.2% for King County), and for both areas vacancy rates for rental units were higher than those for owner-occupied units (~~1.44.2%~~ versus. 1.44.2%).

By 2005, this picture had changed in King County. Most neighborhoods in south King County had apartment rental vacancy rates higher than 6% (the King County average vacancy rate).⁴ This was a decline in vacancy rates from the previous three-year period.

6.2. Affordable Housing

6.2.1. King County Overview

By 2030, the PSRC estimates that the number of households in King County will increase by nearly 250,000. Keeping up with forecasted growth will require public and private actions: land zoned for a range of development and redevelopment; adequate infrastructure; and affordable financing to produce about 10,000 new housing units per year within the region.

King County growth management policies call for a significant shift of new residential development to higher densities and infill locations. The success of this vision depends, in large part, on efforts to achieve community and market acceptance of this housing as well as affordability.

Development of housing for very low-income households and people with special needs typically requires local government support, in partnership with housing agencies, nonprofit developers, and private builders and lenders.

⁴ King County Benchmarks 2006; Affordable Housing, King County Office of Management & Budget, 1/07, page 8.

6.2.2. Quantifying County-wide Housing Needs

Affordable housing for low and moderate households is defined as "rental and ownership housing for households with incomes up to 80% of the King County median household income, which costs no more than 30% of monthly household income." This guideline limiting housing costs to 30% of income is standard for most state, federal, and local housing programs.

Based on the 2000 U.S. Census, approximately 219,414 households in King County earned incomes below 80% of the King County median. By 2005 one-third of all owner households (136,800) earned less than King County's median income. In comparison, about three-quarters of all renter households (217,500) earned less than county median income. Thirty-eight percent of King County's households (over 280,000 households) paid more than 30% of their incomes for housing; almost half of these households were renters.⁵

Of all of the households in King County paying more than 30% of their income for housing in 2005 (one-third of all owner households), approximately 60% earned less than median household income. Of the renter households in King County in 2005, about half paid over 30% of their income for housing; more than 97% of those earned less than the King County median income.

Many of these households have difficulty finding adequate affordable housing to meet their needs. These households have housing that is too expensive, overcrowded (more than one person per room), in poor condition, or they may be homeless or unable to live independently without support services. Households paying more than 30% of income for housing (the most common problem) have problems affording food, clothing, medical care, and other necessities. These households are vulnerable to losing their home when a lost job, medical emergency or other crisis hits. The problem of overpaying is most severe for the lowest income households.

In addition to households overpaying for housing, housing assistance is needed for people with no housing at all, and for people who require housing combined with supportive living services. The Seattle King County Coalition on Homelessness conducts an annual one-night count of people who are currently unsheltered, occupying emergency shelters, or engaged in transitional housing programs. On the night of January 27, 2006, the Coalition counted 7,910 people in these various stages of homelessness throughout the urbanized areas of King County.

King County is targeted to grow by 158,000 households by the year 2020. In 2000, 22% of King County households had incomes less than 50% of median. However

⁵ King County Benchmarks 2006; Affordable Housing, King County Office of Management & Budget, 1/07, page 4.

the U.S. Department of Housing and Urban Development's State of the Cities Data System indicates that approximately 16% of housing was affordable to these households. By 2005 for households with incomes less than 50% of median, 0.4% of the houses sold were affordable, 6.7% of the condominiums and townhomes sold were affordable and 39% of rental units were affordable.⁶ To meet the rising demand for affordable housing, urban growth must include opportunities for lower cost housing types - single family homes on small lots, townhouses, condominiums, and apartments. Good design will be essential, both to attract residents to higher density housing and to address concerns of neighbors.

Distribution of Low and Moderate Income Housing

With few exceptions, each jurisdiction in King County has residents who are low or moderate income and overpaying for housing. Each jurisdiction can also expect the demand for affordable housing to increase. The existing distribution of low and moderate income households is not uniform, however. Seattle and several suburban cities and unincorporated communities have relatively high proportions of low and moderate income households and low-cost housing. The lack of affordable housing in other communities also restricts housing choices for low and moderate income households, and restricts their access to employment. The County is attempting to reverse the current trends which concentrate low income housing opportunities in certain communities. The affordable housing targets established in the King County Countywide Planning Policies (CPP) include an adjustment for existing concentrations of low-cost housing and low-wage employment.

Countywide Affordable Housing Policies

The Countywide Affordable Housing Policies require each jurisdiction to specify the range and amount of affordable low and moderate income housing to be accommodated in the comprehensive plan. Each city is to plan a number of affordable housing units for households between 50% and 80% of the median household income that is equal to 17% of its projected household growth. In addition, each city is to plan for a number of housing units affordable to households with incomes below 50% of median income that is either 20% or 24% of its projected household growth. For the City, the Countywide Affordable Housing Policies require the City to plan for 20% of its housing units to be affordable under this standard, due to the fact that it already contains a greater proportion of low-cost housing than the County average.

⁶ King County Benchmarks 2006; Affordable Housing, King County Office of Management & Budget, 1/07, page 13.

City of Black Diamond Affordable Housing

Table 6-1 shows income trends in King County and the Black Diamond/Lake Sawyer Area, based on data from the 2000 Census and the PSRC. More recent data at the city level for the City is unavailable between census years.

Table 6-1. City of Black Diamond/King County 2000 Household Income Comparison

	Total Households	Households Below 50% Median Income	Households 50% to 80% Median Income	Total Households Overpaying (paying more than 30% income for mortgages or rent)
City of Black Diamond	1,456	17%	13%	30%
King County Total	710,916	20%	27%	33%

Source: King County 2000 U.S. Census

Note: In 2000, the City had 1,538 existing housing units and 1,456 households (occupied housing units).

The 2000 Census identified 469 households in the City as low and moderate income. Low and moderate income households comprised 34% of the City's total households in 2000. In 2000, approximately 31% of King County households met the definition of low and moderate income households.

According to King County, 85.7% of the City's rental units were affordable to households with 30-49% of median income based on HUD 2003 income estimates; 14.3% were affordable to households with 50-79% of median income. Of all home sales 1.4% were affordable to households with less than 30% of median income, 1.4% were affordable to households with 30-49% of median income, and 53.6% were affordable to those with 50-79% of median income.⁷

Using the CPP guidelines for planning for affordable housing, 37% of all new units should be "affordable to households with 80% of King County median income." Specifically, 17% should be affordable to households with 50%-80% of median income, and 20% affordable to households with less than 50% of median income.⁸

The City is projected to have 6,302,004 households in the year 2025. Applying the County identified target for affordable housing to arrive at the City's goal for affordable housing, 17% or 1,071,004 housing units should be available to

⁷ King County Comprehensive Plan 2004, Technical Appendix B Housing. Department of Development & Environmental Services, 9/27/04 with 2006 Amendments. Pages B-33 & B-43.

⁸ King County Countywide Policy AH-2.

households with 50% to 80% of the median income (for 2015) and 1,401-260 housing units should be available to households with less than 50% of the median income. As of 2007, no jurisdiction is fully meeting these affordable housing goals. Nevertheless, the City should continue to pursue these goals to retain the diversity of housing choices and population that make for a vibrant community.

The 2000 Census estimate of median income in King County is \$53,157. Based upon this, housing at or below a cost of \$106,314 (1999) would be considered affordable. (See Table 6-2) As of the 2000 Census, the median housing value in the City was \$194,200.

Table 6-2. 2000 Affordable Housing Index

Jurisdiction	Median Income	80% Median Income	< 50% of Median Income
King County	\$53,157	\$42,526	\$26,579
Black Diamond	\$67,092	\$53,674	\$33,546

Source: 2000 Census.

The median household income in King County increased to \$60,700 in 2005.⁹ As a result, 7.1% of the home sales in the City were affordable to moderate income households. In that same year, 25% of the condominium/townhome sales were affordable to moderate-income households. Also, as of 2005, 83.4% of the 166 rental units were affordable to moderate-income households and 66.7% were affordable to low-income households.¹⁰

As indicated above, median housing cost has continued to increase across the region, and was \$427,000 in King County as of summer 2007. Median household income for the state as a whole increased to \$77,100.

For its existing population, the City has a need for low cost rental housing and programs such as Section 8 and subsidized housing for the elderly. Elderly housing has been built within the City and there is expected to be a growing need for elderly housing as the population ages. The comprehensive plan conditionally allows for accessory units (mother-in-law apartments) and ~~multiplex (duplexes, triplex, and four-plex)~~ units in single family residential areas. In ~~Mixed Use designated commercial~~ areas, apartments may be built on the same site with commercial uses. These measures will allow for new development that may serve as

⁹ King County Benchmarks 2006; Affordable Housing, King County Office of Management & Budget, 1/07, page 2.

¹⁰ King County Benchmarks 2006; Affordable Housing, King County Office of Management & Budget, 1/07, page 13.

affordable housing. The City expects to continue working with King County to address housing issues for needy households, and special needs populations.

6.3. Housing Development Concept and Goals

Housing Goal: Make housing available to all economic and social segments of the community.

Objective H-1: Promote a variety of residential densities and housing types.

Policy H-1: Work with King County, other local governments and appropriate agencies and programs to maintain Black Diamond's "fair-share" of affordable housing.

Policy H-2: Encourage the preservation of existing housing stock.

Policy H-3: Provide a balance of dwelling unit types, residential densities, and prices within the City.

Policy H-4: Provide flexibility in zoning and subdivision regulations to encourage a variety of housing types.

Policy H-5: Examine ways to eliminate unnecessary or excessive requirements that create barriers to affordable housing, if they exist. This may include any excessive requirements regarding siting and operating special needs housing.

Policy H-6: Coordinate with appropriate agencies to provide programs and services to needy households, special needs populations, and the homeless.

6.3.1. Housing Development Concept

The City will participate with other cities and King County in developing county-wide housing resources and programs to assist the large number of low and moderate income households who currently do not have affordable housing. These county-wide efforts are intended to reverse current trends which concentrate low income housing opportunities in certain communities (such as the City), and achieve a more equitable participation by local jurisdictions in low-income housing development and services. Countywide efforts should give priority to assisting households below 50 percent of median income that are in greatest need and communities with high proportions of low and moderate income residents.

The City is committed to preserving, improving, and developing housing for all income levels and to creating a more balanced housing supply. The City is also committed to working with appropriate agencies to provide assistance programs to needy households. While the City has limited funds to contribute to housing or housing assistance programs, it will review its land use regulations to ensure that:

- A variety of housing types are permitted, including single-family detached, single-family attached, townhouse and multifamily, mixed uses, accessory living units, and manufactured homes.
- A variety of lot sizes and densities, including clustering, are permitted.
- Sufficient land zoned for residential development is provided.
- Housing for special needs groups (i.e. group homes, foster care, etc.) is accommodated.
- The character of existing neighborhoods is preserved, along with the right of people to live in neighborhoods of their choice.
- New subdivisions and Master Planned Developments are required to provide a “fair share” of the City’s affordable housing needs.

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