



CITY OF BLACK DIAMOND
PLANNING COMMISSION MEETING AGENDA
October 18, 2011 7:00 PM
25510 Lawson Street, Black Diamond, Washington

- 1) CALL TO ORDER, ROLL CALL
- 2) PUBLIC COMMENTS: Individuals wishing to address the Planning Commission regarding any item not on this meeting's agenda may do so at this time.
- 3) APPROVAL OF MINUTES – September 20, 2011
- 4) PUBLIC HEARING ON PROPOSED 2011 COMPREHENSIVE PLAN AMENDMENTS
- 5) SET NEXT MEETING DATE AND TIME
- 6) ADJOURN



CITY OF BLACK DIAMOND
PLANNING COMMISSION
25510 Lawson Street, Black Diamond, Washington

M E M O R A N D U M

Date: October 11, 2011
To: Planning Commission
From: Steve Pilcher, Community Development Director
Re: Public Hearing 2011 Comprehensive Plan amendments

A public hearing on all of the potential 2011 Comprehensive Plan amendments has been scheduled for next Tuesday, October 18th, beginning at 7:00 p.m. in the City Council Chambers. The staff report regarding the various proposals is included in your meeting packet.

Staff recommends the Commission reserve next Tuesday's meeting for public testimony and then schedule another meeting date for formulating recommendations to present to the City Council. Our suggestion is to take each proposal one-by-one, with staff making a brief presentation, followed by an opportunity for public testimony. If necessary, public testimony on particular items could be carried over to a future meeting date.

Please feel free to contact me should you have any questions. I look forward to seeing you next Tuesday evening.

STAFF REPORT

2011 POTENTIAL COMPREHENSIVE PLAN AMENDMENTS INITIATED BY PLANNING COMMISSION RESOLUTION

Future Land Use Plan Map amendments

CPM-11-01 *In-City Forest: change from Low Density Residential/MPD overlay to Park; concurrent change in zoning from R4 to new Park zone*

This 50 acre parcel, located south of the approved Lawson Hills MPD, is in the process of being transferred to City ownership to be protected as open space. The origins of the In-City Forest date back to the Black Diamond Urban Growth Area Agreement (BDUGAA) and the Black Diamond Area Open Space Agreement (BDAOSPA). The provision of the In-City Forest land is coupled with the East Annexation, a 50 acre area that is now part of the Lawson Hills MPD. In the past few years, the parcel has been precisely delineated through a Lot Line Adjustment and has subsequently been assigned a separate parcel number by the King County Assessor (1321069012).

Impact: From a theoretical standpoint, this amendment transfers 50 acres of land that could be developed at a minimum density of 4 units per gross acre (i.e., 200 units) and places it into a designation that will not allow any residential development. The proposed concurrent change in zoning from R4 to the new "Park" zone (see CPT-11-01) would accomplish the same. However, given the prior agreements (BDUGAA and BDAOSPA), regardless of the current land use designation and zoning of the property, this parcel is not available for residential development. Therefore, the proposed change should be viewed as a "technical" or "housekeeping" amendment, rather than one that impacts the amount of land within the city limits that is available for development. The proposed Park designation more accurately reflects the permitted use of the property.

Staff recommendation: Staff recommends approval of this map amendment and concurrent rezone, provided that the In-City Forest is transferred into City ownership by the date of City Council action on the various 2011 Comprehensive Plan amendments. Should the property transaction not occur, staff recommends only the Future Land Use Map amendment be approved and that the existing R4 zoning be retained until such time the site comes under public ownership.

CPM-11-02 *Correct MPD overlay boundary to conform to the approved Lawson Hills MPD property boundaries*

This proposal constitutes a minor change to the Future Land Use Map to adjust the MPD overlay boundary to conform to the actual boundary of the approved Lawson Hills MPD. The residual land outside of the approved Lawson Hills MPD that currently retains the overlay is less than the 80 acre minimum size required for an MPD. Nor is it shown as a potential "expansion area" in the approved MPD permit. Therefore, it is not appropriate to have the MPD overlay apply to these properties.

Impact: This change is essentially a “technical adjustment” to the Future Land Use Map and does not impact the underlying land use designation of Medium Density Residential. Therefore, this amendment will not result in the potential of fewer housing units being constructed within the city nor will it increase the development potential within the city.

Staff recommendation: Staff recommends approval of this map amendment.

CPM-11-03 *Change the water tower site within the Lawson Hills MPD from Public to Low Density Residential/MPD Overlay*

This small parcel (approx. 0.5 acres) is currently shown as “Public” on the Future Land Use Map, but is not under any form of public ownership. It appears to have been erroneously placed in the “Public” category due to the presence of the water tower. The property is owned by BD Lawson Partners and is part of the approved Lawson Hills MPD.

Impact: This property is currently occupied by a City-owned water tower, but is not under City ownership. A change in designation to Low Density Residential/MPD Overlay will make this site consistent with the remainder of the approved Lawson Hills MPD. It is also likely that this water tower will be relocated as a result of development of the Lawson Hills MPD.

Staff recommendation: Similar to CPM-11-02, staff considers this to be a “technical adjustment” that corrects what might be perceived as an error in the Future Land Use Map. There will be no impacts in terms of development potential within the city.

CPM-11-04 *Black Diamond Historical Museum site: change from Town Center to Public; concurrent change in zoning from Town Center to Public*

The City of Black Diamond owns the property on which the Black Diamond Historical Museum is located. Standard practice is to have all publicly-owned lands designated as Public on the Future Land Use Map.

Impact: This small parcel (a little more than 0.1 acre) is owned by the City of Black Diamond and leased to the Black Diamond Historical Society to operate the museum. The City budgets funds each year to pay the utilities required to operate the facility. Generally, all publicly-owned properties should either be designated “Public” or “Park,” signifying their public ownership and, therefore, unavailability for other forms of development.

Both the Town Center zone and Public zone allow a museum as an outright permitted use, so a change in land use designation and zoning will have no impact to the continued use of the property.

Staff recommendation: Staff recommends approval of this request. The museum is an important part of the historic town center and is likely to continue in its present location well into the future. A Public land use designation and zoning would be consistent with the treatment of other publicly owned properties.

CPM-11-05 *Eagle Creek Park: change from Low Density Residential to Park; concurrent change in zoning from R6 to new Park zone*

At the time the Future Land Use Plan Map was developed, the Eagle Creek (aka Bruckner's Way) subdivision did not appear on the King County Assessor's base map. This may be why this public park was overlooked at the time of plan adoption, leaving the site designated as Low Density Residential.

In the past few years, the City has expended funds within the park, installing an irrigation system, play equipment, additional landscaping and signage. The proposed Future Land Use Map amendment and zone change will further emphasize this is a public facility.

Impacts: Eagle Creek Park is the only neighborhood-scale park within the city. Built in conjunction with the Eagle Creek subdivision, it was then dedicated to the City of Black Diamond as a public park. As noted above, the park site is not currently recognized on the Future Land Use Map, probably due to the fact that when the map was developed, the Eagle Creek subdivision did not appear on the King County Assessor's map. The site is 18,866 sq. ft. in size and is located adjacent to a 23,000 sq. ft. storm drainage tract (also owned by the City). Since the site is already developed as a park and is owned by the City, the redesignation of this site from a residential land use designation and zone will not result in a loss of developable residential property within the city limits.

Staff recommendation: Staff recommends approval of the amendment.

Other map amendments

CPM-11-06 *Update all maps throughout the Plan to reflect the current city limits*

The 2009 Comprehensive Plan was adopted prior to completion of the "South" and "East" annexations in December 2009. Those two annexations brought an additional approx. 225 acres into the City limits. Maps throughout the Plan need to be updated to reflect the new city boundaries.

Impacts: This is a "technical amendment" to the Plan, which simply modifies the city limit boundaries to their current configuration. Lands that were annexed through these two annexations are now part of The Villages and Lawson Hills MPDs, respectively. The impact of developing those properties has already been evaluated through the environmental impact statements prepared for the projects.

Staff recommendation: Staff recommends authorizing that all maps be updated to the current city limits.

CPM-11-07 *Amend Figures 4-3 & 5.2. to ensure consistency with SAO maps and update as needed*

Both these figures are slightly out of date, as they were developed before the City adopted its new Sensitive Areas Ordinance in February 2009. The research and analysis that occurred as part of the SAO effort resulted in more accurate sensitive areas information.

Impacts: These maps were prepared prior to the City updating its critical areas regulations (now known as the Sensitive Areas Ordinance). As part of that process, an inventory of environmentally sensitive areas was completed, based upon updated information. The result is moderate variations of the boundaries of some sensitive areas. However, since the newer maps are referred to in administering the current SAO, the proposed change will not impact the manner in which City staff is administering the regulations.

Staff recommendation: It is potentially confusing to have two sets of maps which differ in some areas. Staff recommends this change in order to avoid any potential confusion. As noted, the SAO maps represent more current information.

Text amendments

CPT-11-01 *Draft a land use category description for "Park" and an implementing "Park" zone district.*

Currently, the text of the Comprehensive Plan does not provide a description for the "Park" land use designation that appears on the Future Land Use Map. Also, all park lands within the city are currently zoned "Public;" this zone district allows land uses other than parks.

Impacts: This amendment will provide a land use category description for lands designated as "Park" on the Future Land Use Map. In conjunction with CPT-11-04 (below), it also replaces existing Plan language concerning Parks and Open Space with a more accurate description of the City's intent regarding park lands in the context of land use planning. As such, it will not result in a diminution of either park lands or their potential use for a variety of parks and open space purposes. A concurrent change in zoning of any parks lands currently zoned "Public" to a new "Park" zone will also ensure that parks lands are preserved for parks and open space uses.

It should be noted that the Comprehensive Plan does include the 2008 Parks and Recreation Plan as a "stand alone" element. The Parks Plan provides policy guidance for the use of park lands.

Staff recommendation: Approve the text revisions and new Park zone district as attached.

CPT-11-02 *Amend language throughout the Plan to indicate that residential densities are to be calculated based upon "net" instead of "gross" acreage.*

Currently, the Comprehensive Plan text that discusses residential densities in Master Planned Developments and Low and Medium Density Residential areas indicates that densities are related to the number of dwelling units allowed per gross acre. The term "gross acres" takes into account the entire area of a property, including all sensitive areas (wetlands, streams, steep slopes, etc.) and their required buffers. The term "net acres" excludes unbuildable lands such as sensitive areas and their required buffers.

Impacts: This amendment has the potential of significantly reducing residential development potential within the city and also impacting the established Transfer of Development Rights program. For example, under the current practice of using "gross" instead of "net" acres, a 5 acre

parcel designated Low Density Residential and zoned R4 has a development potential of 20 dwelling units (4 du/ac x 5 ac = 20 du). If this same parcel was encumbered by a wetland and/or required buffer that impacts 2 acres of the site, the development potential under a “net” system would amount to 12 dwelling units (4 du/ac x 3 ac of developable land = 12 du). A proportional loss of development potential would also occur for properties designated/zoned LDR/R6 and Medium Density Residential/MDR 8.

Staff does not have a current, up-to-date inventory of vacant lands. The latest official document is the 2007 King County Buildable Lands Report, which identified 1,888 gross acres of LDR lands, of which 913 acres were impacted by critical areas and buffers. (The evaluation of critical areas and buffers was done pursuant to the City’s former critical areas regulations; required buffer widths were increased when the new Sensitive Areas Ordinance was adopted in early 2009). Therefore, under a “gross acre” calculation, in 2007 there was (theoretically) 4 du/ac x 1,888 ac = 7,552 additional dwelling unit capacity in the city limits as they existed in 2007. Under a “net acre” calculation (excluding the 913 acres of critical areas and buffers), there was 4 du/ac x 975 ac = 3,900 dwelling unit capacity. There were also approx. 99 gross acres of MDR lands, of which 25 acres were impacted by critical areas and buffers. This would equate to 792 units gross and 592 units net.

In total, using a “net acre” standard, in 2007, there was capacity for an additional 4,492 dwelling units within the city limits, a 46% decrease in development potential.

In addition to adopting new sensitive (critical) area regulations since 2007, the City has also annexed additional lands (South and East annexations), which has increased the total amount of developable land within the city limits by approx. 275 acres. Both of those annexation areas are part of the two approved Master Planned Developments (MPDs).

It should be noted that since the two MPDs have been approved, any change to how the Plan defines density will not impact those projects, both which have densities based upon gross, not net acres. Therefore, this amendment would only apply to other undeveloped properties, establishing a different (and more restrictive) standard for the treatment of those non-MPD lands.

Chapter 18.86 of the Zoning Code authorizes Residential Cluster Development. The premise of this designation is based upon a gross acreage definition (see 18.86.040.A). Were the Plan be amended to use “net” instead of “gross” acres, this chapter of the Code should be repealed, as there would no longer be a justification for considering that sensitive areas and buffers have any development rights associated with them.

In addition, the City has a Transfer of Development Rights program (BDMC 19.24), which provides property owners within designated “sending areas” the ability to sell development rights to either the City (which serves as a TDR “bank) or to other individuals owning land in designated “receiving areas.” For the most part, “sending areas” are wetlands and their required buffers, located within the older portions of the city. In that light, the TDR program recognizes there are development rights associated with these otherwise “non-developable” lands. In other words, the TDR program is based upon a “gross,” not “net” acre definition.

The majority of “receiving areas” are found in the western portion of the city, predominantly within the area now incorporated into the approved Villages MPD. The approved unit count for The Villages MPD of 4800 units can only be achieved through the acquisition of TDRs (2876 TDRs required).

The proposed amendment essentially eliminates the basis for the TDR program, which is problematic for a number of reasons. For one, although the two MPDs have received approval, each is dependent upon receipt of some transferred development rights. Since these projects are approved, there potentially are legal issues concerned with the possible elimination of the TDR program.

Another concern with the potential loss of the TDR program is that the City agreed to establish such a program when it entered into the Black Diamond Urban Growth Area Agreement (BDUGAA) in 1996. Other parties to the agreement may take action were the City to abolish its program. The BDUGAA was also based upon the concept that the City would be able to expand its boundaries and grow at urban densities, while other lands in unincorporated King County were preserved from development at rural densities (in essence, a much larger transfer of development rights from rural to urban lands). In turn, Black Diamond would establish an internal TDR program to further protect sensitive areas within its city limits.

Finally, there are likely many property owners who are eligible to “send” development rights that would no longer be able to do so. An elimination of the program may be viewed as breaking past commitments made by the City.

Staff recommendation: Staff does not support this change, due to the potential impacts noted above.

CPT-11-03 *Amend the text concerning Master Planned Developments to eliminate the need for a residential component.*

Currently, the Comprehensive Plan requires that a MPD include a residential, in addition to a commercial component. According to the MPD Code (BDMC 18.98), any parcel greater than 80 acres in size is subject to the MPD process. Therefore, any large project of 80 acres or greater proposed in a commercial or industrial area must include residential uses, regardless of whether there is a demand for that land use.

Impacts: Currently all lands designated with an MPD overlay on the Future Land Use Map have been approved as either The Villages or Lawson Hills MPDs (except for the small discrepancy noted in CPM-11-02). However, the MPD Code (Chapter 18.98 BDMC) still requires any property ownership of greater than 80 acres to be developed as a MPD. There are other landholdings within the city limits that meet standard, that include a mix of Low Density Residential, Business Park/Light Industrial and Industrial lands.

The potential change would not have an impact upon any lands designated Low Density Residential. However, it would eliminate the need for Business Park/Light Industrial and Industrial lands to include residential uses if they are developed as MPDs. This would lead to a lessening of housing capacity within the city, but would also preserve more land for non-residential development. The actual amount of lost residential capacity is difficult to determine, as the MPD code does not specify a minimum amount of residential development as part of a MPD.

A longer-term option would be to reconsider the need for mandating larger-scale development occur through the MPD mechanism. The MPD concept was developed primarily to guide

development of the larger properties now included within The Villages. It was only at a later date that the 80-acre threshold requirement was added to the code.

Staff recommendation: Staff supports this change as an interim measure. A more permanent solution may be to amend both the Plan and the MPD chapter of the Zoning Code.

CPT-11-04 *Revise discussion of Primary & Secondary Open Space*

This portion of the text refers to two forms of open space, which relate to both sensitive areas and the City's Transfer of Development Rights Program. It appears to be leftover language from the 1996 Comprehensive Plan.

This amendment has been combined with CPT-11-01.

CPT-11-05 *Add language to Capital Facilities Plan (Chapter 8) relating to fire impact fees*

Earlier this year, the City Council conducted a work study session regarding the potential of establishing a city-wide fire impact fee to generate revenues to fund new fire stations and apparatus. They directed staff to proceed with developing such a program. One required component is to address this issue in the Capital Facilities Element of the Comprehensive Plan, in order to provide a policy basis for establishing an impact fee.

Draft language has been prepared by a consultant working on behalf of the City (Randy Young of Henderson & Young) and is attached to this staff report.

Impacts: This text change will provide the basis for the future adoption of a city-wide fire impact fee. Currently, fire services within the city are provided by Fire District 44, which acts as the City Fire Department under contract. The level of service provided is restricted by the amount of fire facilities situated within the city limits. The adoption of a fire impact fee will provide a revenue source to help pay for future fire stations and major equipment, thereby allowing for an improvement in level of service.

The adoption of any impact fee will by necessity have an impact on the price of housing and non-residential development. However, improved fire services may also result in a higher fire rating, which could have a beneficial impact on individual homeowners' and other insurance policies.

Staff recommendation: Staff recommends adoption of the proposed text amendment.

CPT-11-06 *Revised language relating to private utilities*

Puget Sound Energy has updated their planning for future growth in the city and surrounding area, which has resulted in new language different than that approved by the Commission in 2010. See attached.

Impacts: The new language provides background information regarding the future provision of electrical and natural gas services within the city limits. This represents the planning direction of the utility provider (Puget Sound Energy) as known at this time. No policies are being proposed with this language, nor are any specific projects being proposed at this time. SEPA review will be required for any specific facility proposed for construction.

Staff recommendation: Staff recommends adoption of the proposed additions addressing private utilities.

CPT-11-07 *Adoption of a Trails element to the Comprehensive Parks Plan*

The Trails Plan would be added to the Parks Comprehensive Plan (an element of the City's overall Comprehensive Plan, but a stand-alone document). A copy of the draft is attached.

Impacts: The Trails Plan is a planning document that would provide a framework for guiding potential on-street and off-road trails within the city. Developed with the assistance of a consultant several years ago, staff has reduced the ambitious scope of the original document to address the basic framework of a trails system within the city limits. Some trail sections would actually utilize existing or planned sidewalks within street rights-of-way, while others would be located as totally separate facilities. Off-street facilities will be provided in publicly-owned properties such as parks and open spaces, or in conjunction with the two approved Master Planned Developments. In these areas, the trails might be privately-owned and maintained, but would be open for use by the general public.

Staff recommendation: Staff recommends adoption of the Trails Plan as an element of the Comprehensive Parks, Recreation and Open Space Plan.

SUGGESTED AMENDMENTS FROM THE DOCKET

CPT-11-08 *Transportation concurrency standard for SR-169.*

Peter Rimbo and a group known as the Citizens' Technical Team submitted this request. Their reasoning is outlined below.

PURPOSE OF PROPOSED TEXT AMENDMENT

Although the State designates SR-169 as a Highway of Statewide Significance (HSS) and, thus, exempt from Transportation Concurrency testing, King County interprets that exemption to only pertain to "limited access" HSSs, of which SR-169 is not. Currently the Black Diamond Comprehensive Plan simply parrots State provisions. Consequently, we believe a change in the Comprehensive Plan is in order to mirror the King County interpretation shown above. Our proposed text amendment would give the City more control and allow Transportation Concurrency testing of the most critical piece and backbone of its Transportation infrastructure--SR-169.

PROPOSED TEXT AMENDMENT

7.2. Level of Service

A level of service (LOS) standard measures the performance of an existing transportation system and the adequacy of the planned future improvements. Additionally, LOS standards establish the basis for the concurrency requirements in the GMA. Agencies are required to “adopt and enforce ordinances which prohibit development approval if the development causes the LOS on a transportation facility to decline below the standards adopted in the transportation element of the comprehensive plan, unless transportation improvements or strategies to accommodate the impacts of development are made concurrent with development.” (RCW 36.70A.070(6)(b)). Therefore, setting the LOS standard is an essential component of regulating development.

7.2.2. LOS and Concurrency

The concurrency provisions of the GMA require that local governments permit development only if adequate public facilities are—or can be guaranteed to be—available within 6 years to support the new development. The GMA requires each local jurisdiction to identify future facility and service needs based on its LOS standards. To ensure that future development will not cause the City’s transportation system performance to fall below the adopted LOS, the jurisdiction must do one or a combination of the following: modifying the land use element, limiting or “phasing” development, requiring appropriate mitigation, or changing the adopted standard.

The requirements of Black Diamond’s Transportation Concurrency Management program may apply to transportation facilities designated by the Washington State Department of Transportation (WSDOT) as ‘highways of statewide significance.’ The portions of certain highways of statewide significance that do not have limited access and function like city arterials may be included in the Black Diamond concurrency test.

7.2.4. Level of Service Methodology

The City has established specific methods to calculate the LOS for evaluating the performance of the roadway intersections and transit service and facilities. This section describes those methods.

Intersection Level of Service

For signalized and unsignalized intersections, the LOS is calculated using the procedures described in the latest edition of the Highway Capacity Manual (2000 edition). At signalized and all-way stop-controlled intersections, the LOS is based on the weighted average delays for all movements, whereas the LOS for two-way stop-controlled intersections is defined by the weighted average delay for the worst movement.

State Highway Level of Service

1998 amendments to the GMA require local jurisdictions to address state-owned transportation facilities, as well as local transportation system needs in their comprehensive plans. House Bill (HB) 1487 requires that the transportation element of local comprehensive plans include the LOS standards for Highways of Statewide Significance (HSS). HB 1487 clarified that the concurrency requirement of the GMA does not apply to HSS or other transportation facilities and services of statewide significance. HB 1487 also requires local jurisdictions to estimate traffic impacts to state-owned facilities resulting from land use assumptions in the Comprehensive Plan.

However, since SR-169, a ‘highway of statewide significance,’ does not have limited access and, thus, functions like a city arterial, it may be included in the Black Diamond concurrency test. Such a

'highway of statewide significance that does not have limited access and, thus, functions like a city arterial' means those 'highways of statewide significance' that:

1. Allow driveways and side streets to connect directly to the highway;
2. Provide primary connections between major centers of activity; and
3. Function as high traffic corridors for intra-area travel between business districts and communities.

The City shall adopt a LOS standard for State highways to the maximum extent of its authority. The LOS shall be based on local mobility requirements, and shall be consistent with other traffic standards within the City.

The Washington State Department of Transportation (WSDOT) adopted LOS standards for HSS facilities is LOS D for urban areas (RCW 47.06.140). The LOS target is established for Comprehensive Plans and for reviewing developer impacts along urban HSS facilities.

The WSDOT also analyzes "screen lines" for deficiencies along state routes using a standard of 70% of the posted speed. This screen line analysis allows WSDOT to identify the "most congested" locations along its HSS facilities. A speed of approximately 70% of the posted speed equates to conditions where a highway achieves the maximum throughput of vehicles.

In 2007, the WSDOT added SR 169 to the list of HSS facilities. The State's 2007-2026 Highway System Plan indicates that SR 169 is expected to operate below the 70% speed threshold (termed 'operating less than efficiently') during peak hours in 2030. *(end of submittal from Mr. Rimbo/Citizens' Technical Team)*

Impacts: This proposed amendment would provide the basis for the City potentially imposing its arterial LOS standard (LOS "C") to SR 169 (3rd Ave.). Currently, the Plan concurs with the established WSDOT standard for the highway of LOS "D".

When the City Council was considering adoption of the Transportation element of the Plan two years ago, they realized that a higher LOS standard for 3rd Ave. could potentially adversely impact adjacent properties, as it would necessitate greater road widening (additional lanes) and possibly, in some locations, the acquisition of additional right-of-way. Since so many properties within the historic town center feature structures built close to the existing roadway, the impacts of a wider roadway could be significant to those properties. For that reason, the Council opted for a LOS "D" standard for SR 169, which avoids the need for road widening.

Staff recommendation: Staff does not support this request, for the reasons noted above.

Various revisions suggested by Save Black Diamond

The following suggested revisions to various portions of the text were suggested by a group known as Save Black Diamond. Proposed revisions and justification are as submitted; staff comments are confined to the sections "impacts" and "staff recommendation."

CPT-11-09

1.5.1. King County Countywide Planning Policies, Page: 1-9

For King County, the CPPs established a 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 finds that this comprehensive plan is consistent with ~~the purpose and intent of~~ the King County CPPs. The City includes the UGA agreed upon in the BDUGAA, and is consistent with the King County CPPs 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.

Proposed Change:

Remove the phrase “the purpose and intent of”, as shown in strikethrough above.

Additional Information:

Eliminate any possible time spent trying to define the “purpose and intent of” the King County CPPs. It is more appropriate to be consistent with the actual CPPs.

Impacts: This is a minor clarification which does not substantially alter the Plan.

Staff recommendation: Approve the change as suggested by Save Black Diamond.

CPT-11-10

2.3. UGA Policies, Page: 2-17

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: The City Capital Improvement Program should integrate public facility and service

Proposed Change UGA Policy U 3 as follows:

UGA Policy U 3: City revenues, imminent domain, or tax authority shall ~~should~~ not be used to fund private facilities ~~facility extension~~ in the UGA.

Additional Information on UGA Policy U3:

This adjustment will further define the intent of the plan and benefit city residents by protecting their tax dollars. It eliminates the meaningless legal term “should.” It is consistent with the intent of the plan to add tax authority to the statement regarding city revenues. It is also consistent to recognize that acquiring land through eminent domain is effectively the same or worse than using city residents’ financial resources to fund private facilities.

Impacts: Eminent domain cannot be exercised by a local jurisdiction for anything but a public use. [State law (RCW 8.08) provides the statutory authorization for use of the power of condemnation by local government]. In addition, under long standing case law, in order to use the power of eminent domain to acquire property, a city must prove that: (1) the use is really public; (2) the public interest requires it; and (3) the property appropriated is necessary for that purpose. In summary, it is questionable whether the exercise of eminent domain could be used by the City to support private utilities.

It is unclear what the intent is of inserting the phrase prohibiting use of “tax authority,” since other than users’ fees for certain services, all City revenues are derived from taxes. In that regard, the existing language is sufficient.

Staff recommendation: Although staff understands the concerns expressed in the proposed revision, it does not support making this change.

CPT-11-11

4.3.2. Water Quality Concepts, Objectives, and Policies, Page: 4-24

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.

Change Policy NE-1 as follows:

Policy NE-1: The City shall designate a sole source aquifer for all groundwater resources that qualify for that designation. ~~The City recognizes the need for aquifer protection and~~ The City 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.

Additional Information on Policy NE-1:

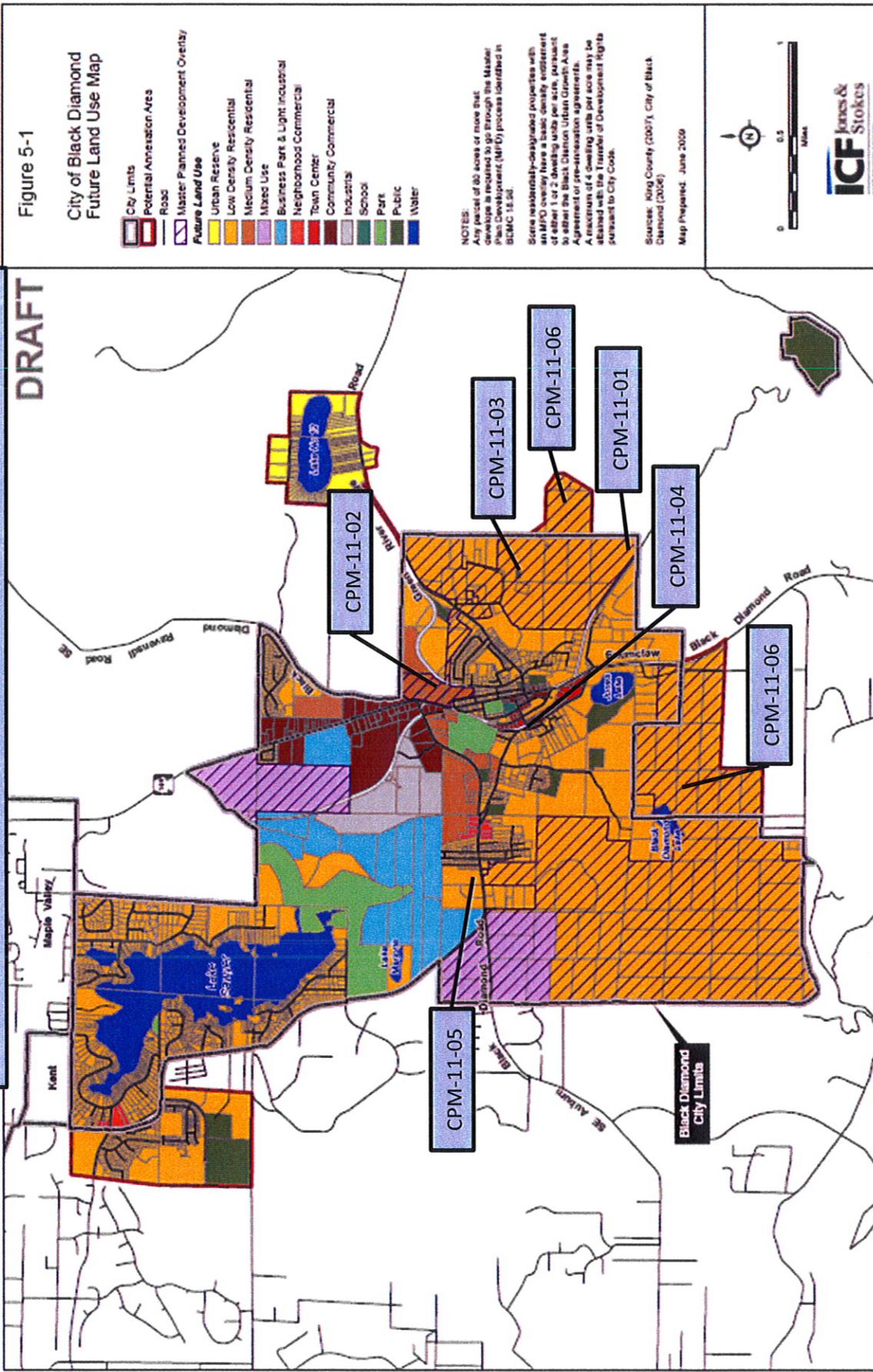
A sole source aquifer (SSA) is an underground water supply designated as the "sole or principal" source of drinking water for an area. Underground water resources are currently relied upon by a substantial number of residents in and near the city. In addition, most future residents will rely on groundwater resources. It is critical that those underground resources be protected. Those resources are part of an aquifer that needs protection. Without this protection, residents risk groundwater contamination leading to illness, and the city faces the risk of large financial liability for those groundwater problems.

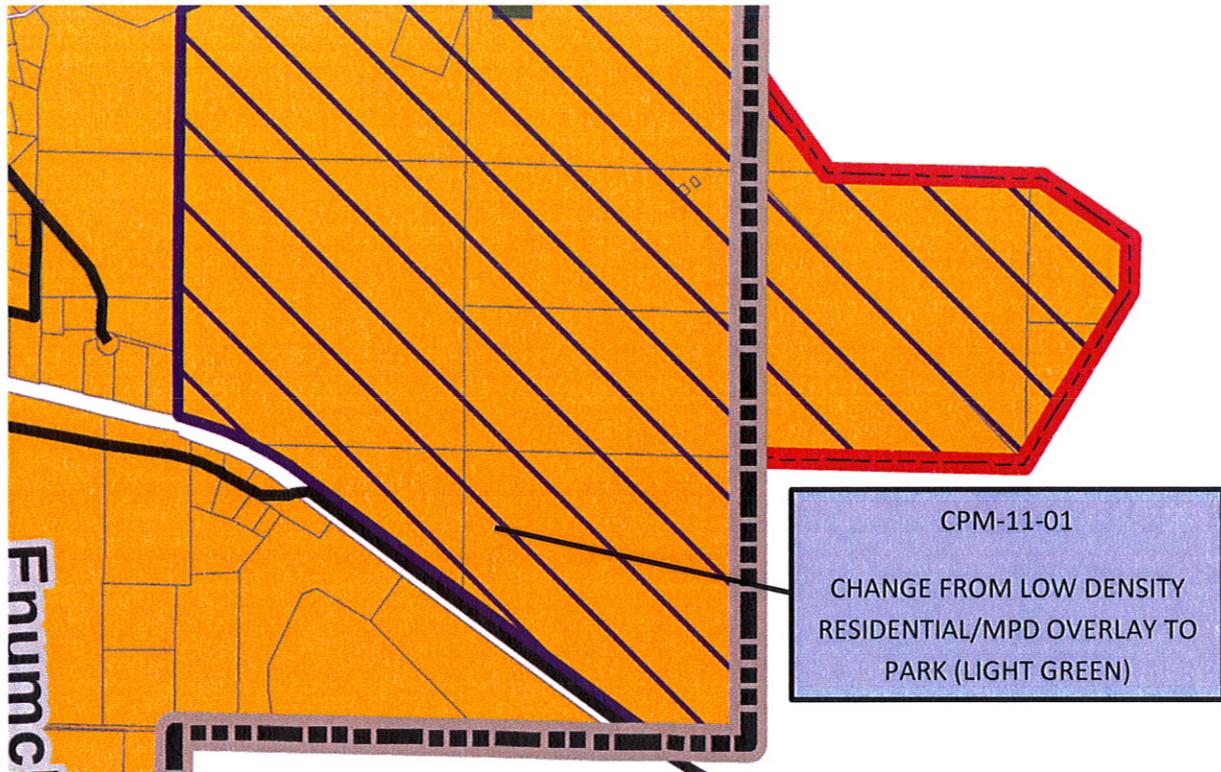
Impacts: The City does not have the authority to establish a sole source aquifer designation; only the U.S. Environmental Protection Agency does. In addition, it is doubtful any local aquifer could qualify as a “sole source aquifer,” since there are other water supply options available in the area which could provide service. Finally, the vast majority of city residents are connected to public water supplies (either the City’s water system or Covington Water District). Both water purveyors have ample water supply to meet the needs of future growth.

The existing policy language supports aquifer protection and is adequate.

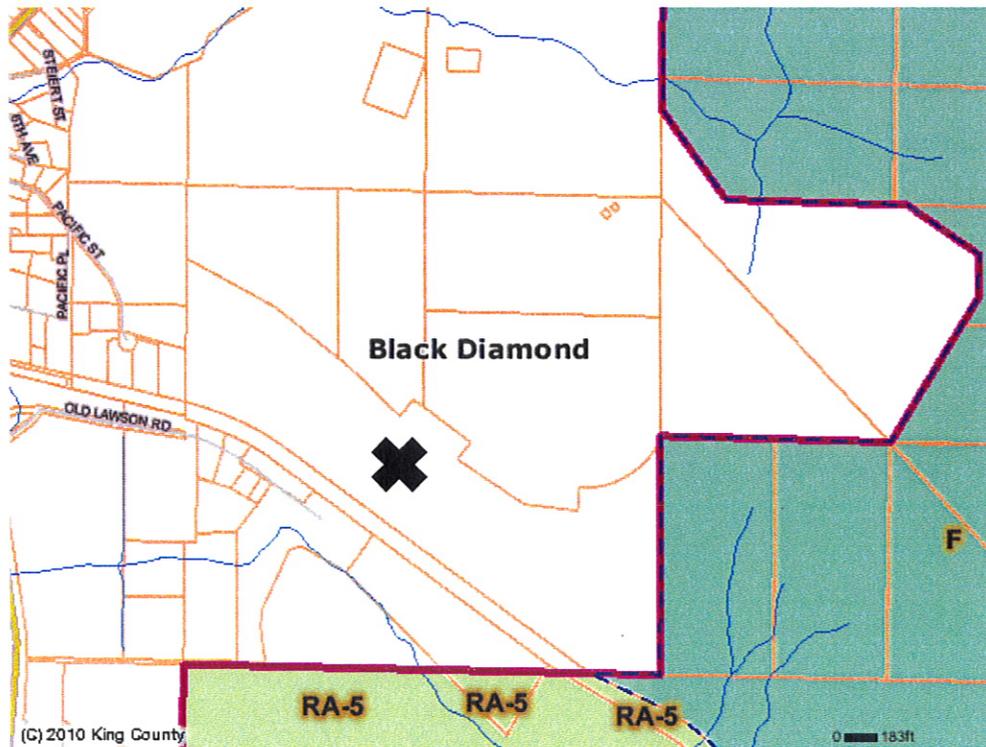
Staff recommendation: Staff does not support this change.

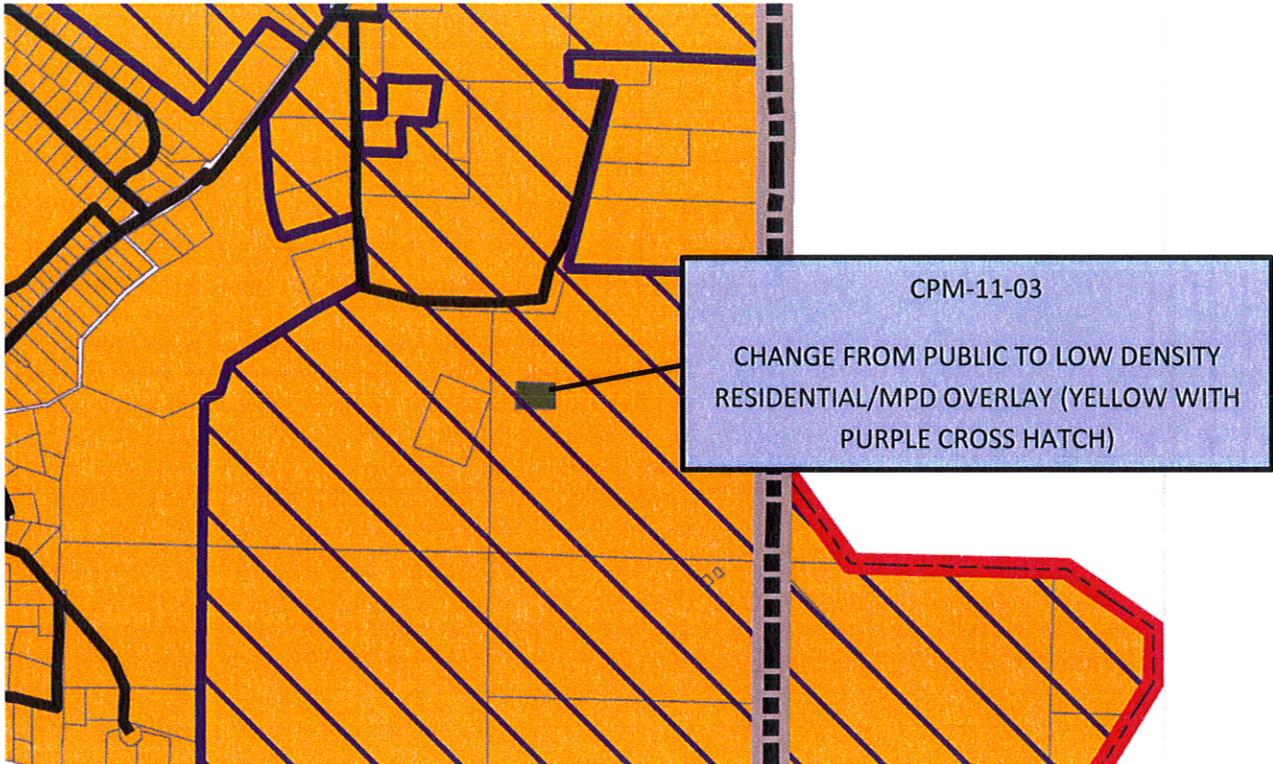
2011 POTENTIAL COMPREHENSIVE PLAN AMENDMENTS
 INITIATED BY PLANNING COMMISSION RESOLUTION 11-01



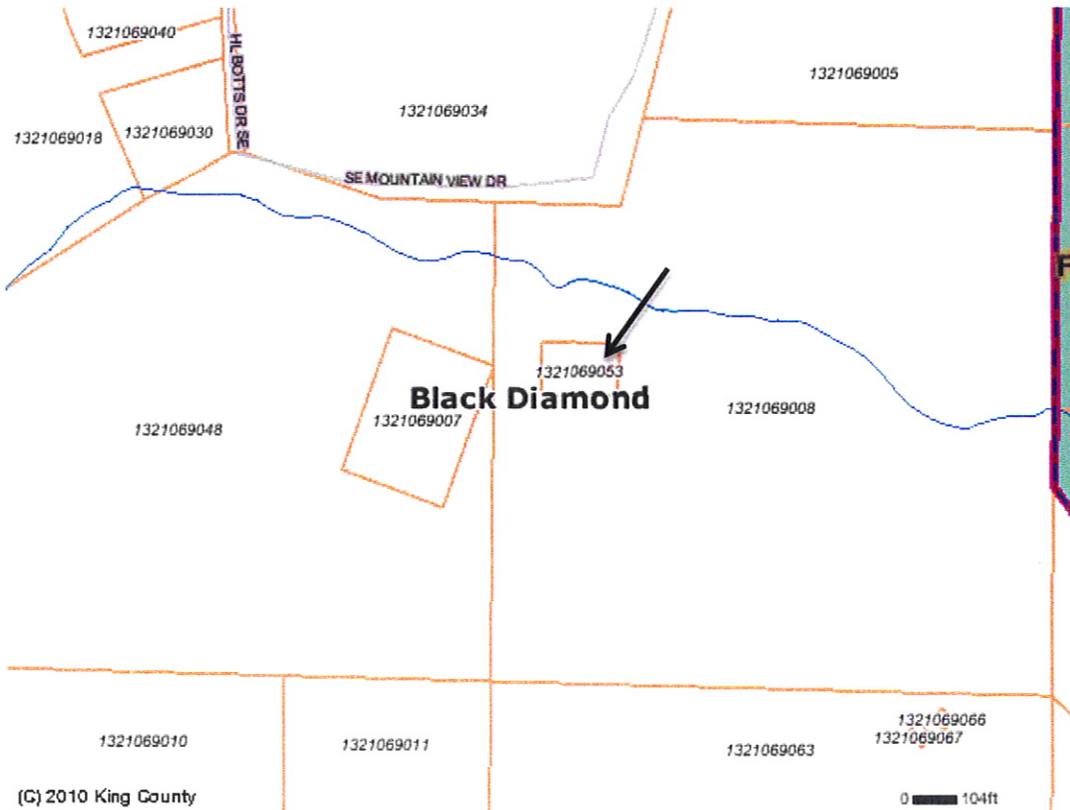


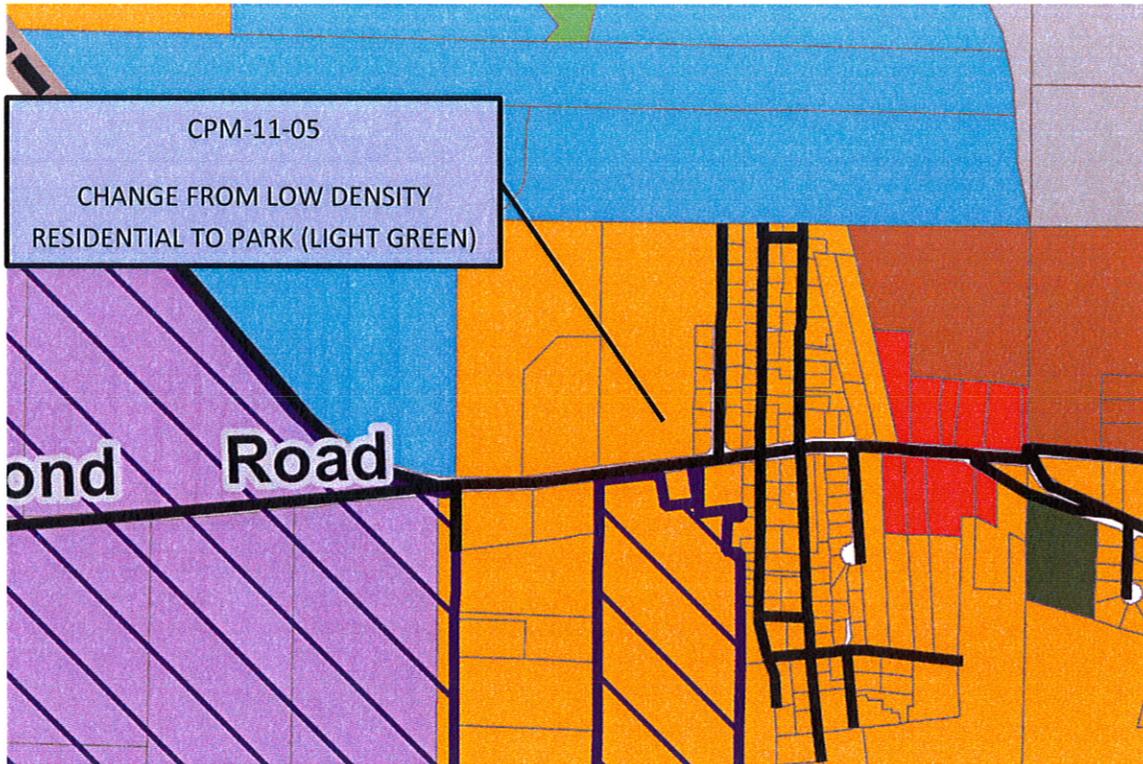
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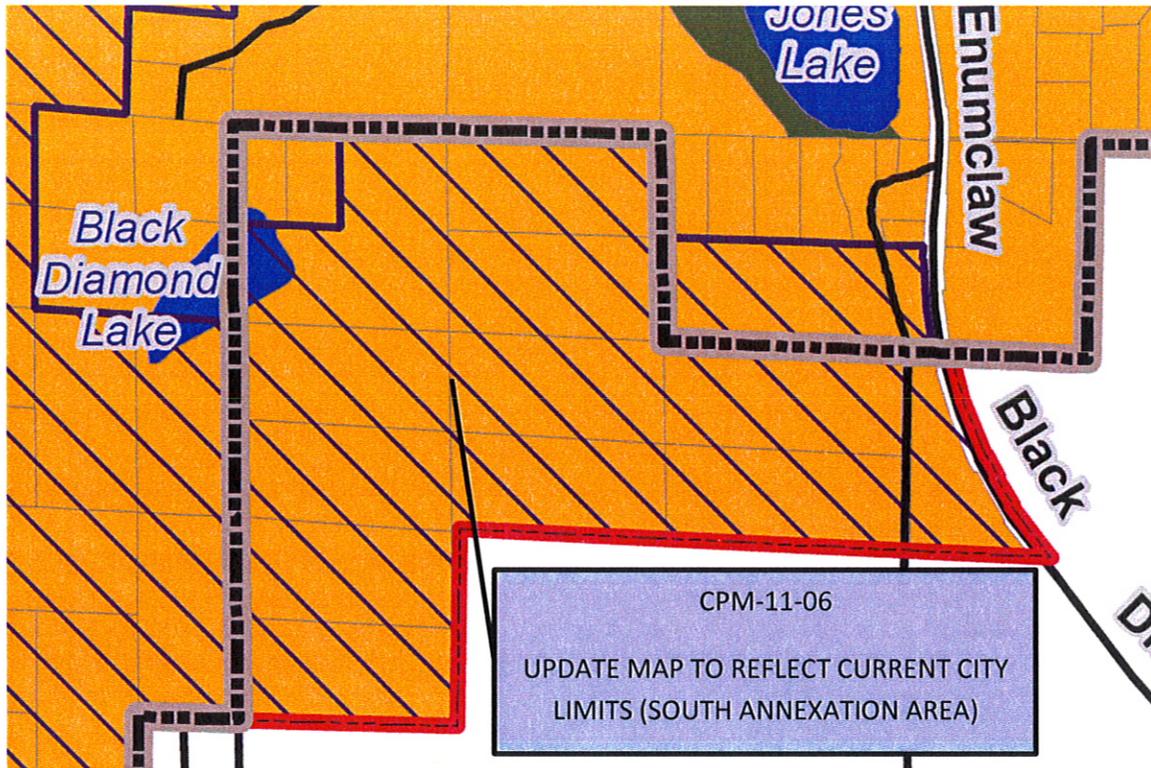
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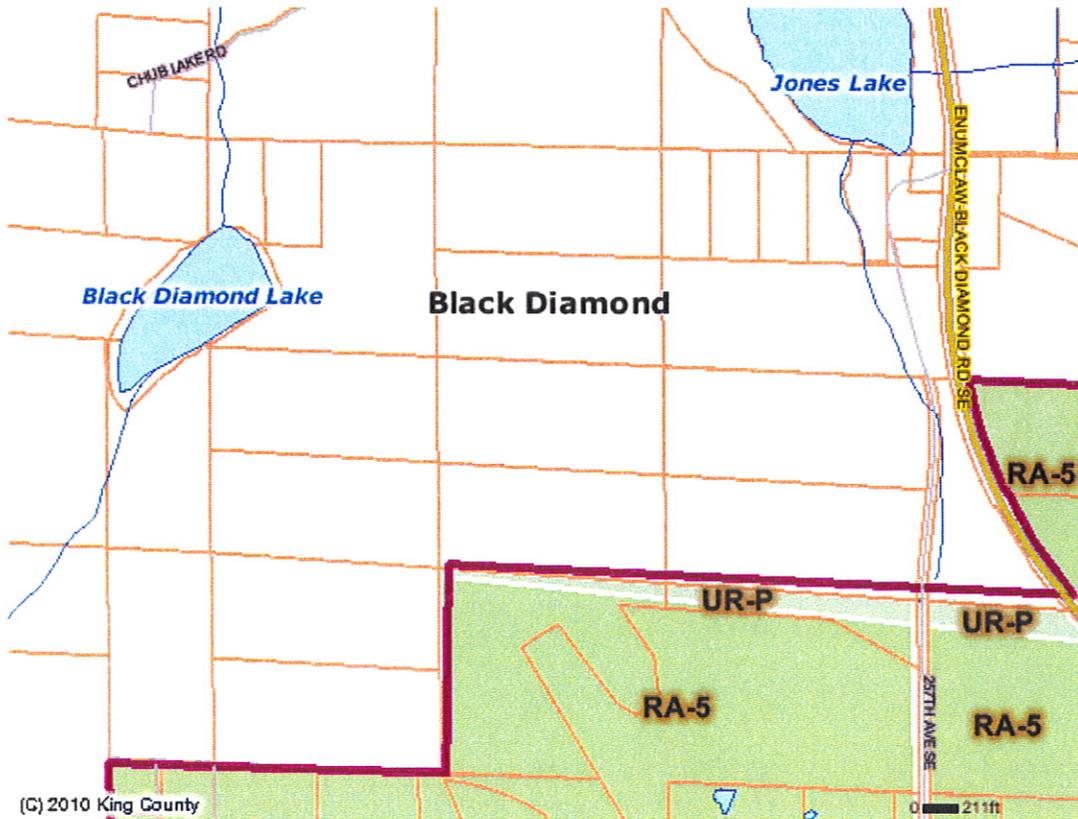


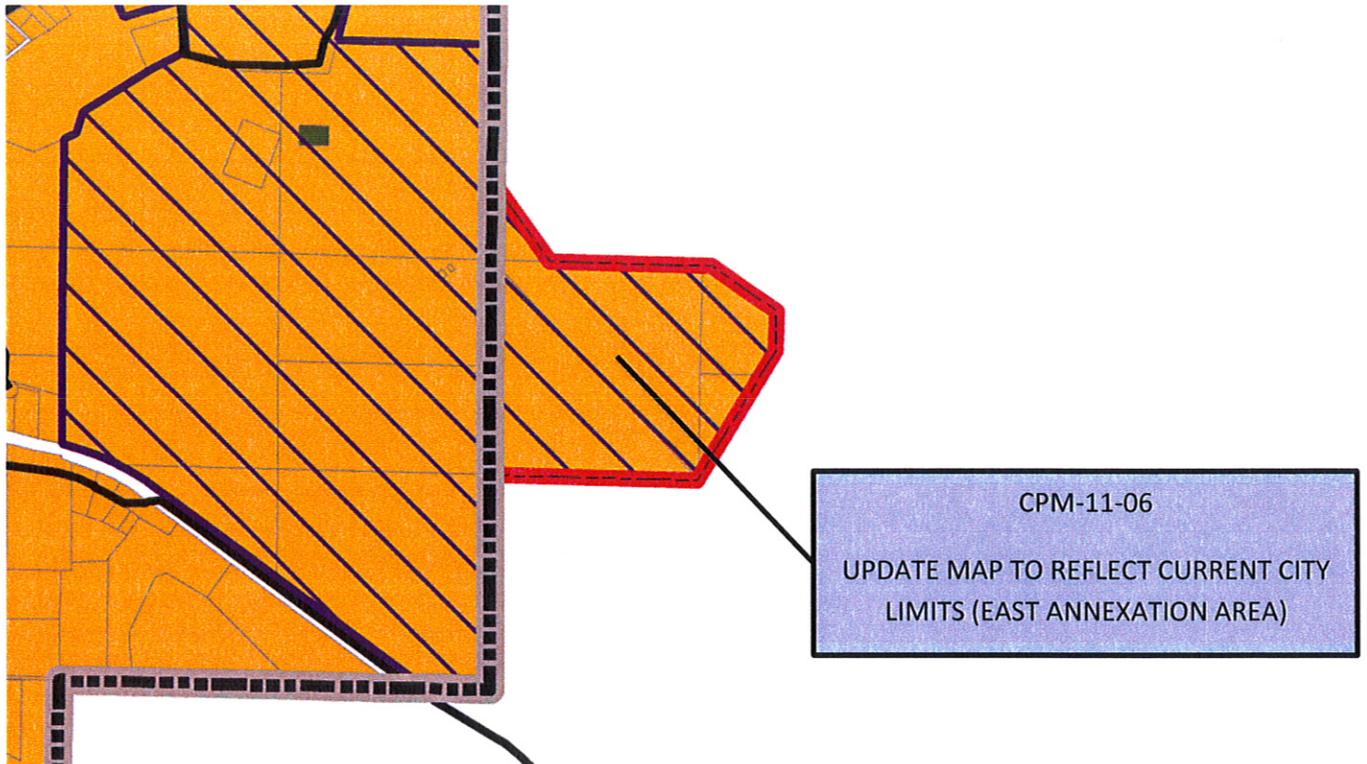
CPM-11-05 AREA SHOWN ON COMPREHENSIVE PLAN MAP ABOVE, THE MAP BELOW SHOWS THE CURRENT PARCEL CONFIGURATION.



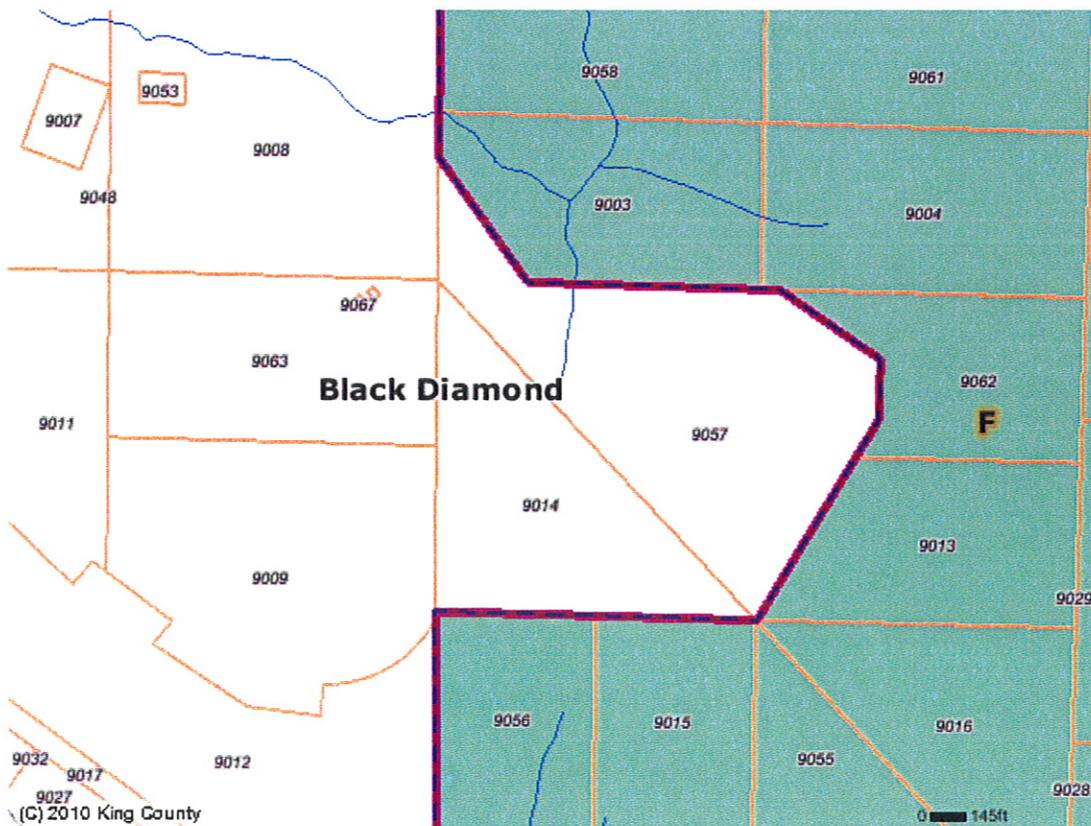


CPM-11-06 AREA SHOWN ON COMPREHENSIVE PLAN MAP ABOVE, THE MAP BELOW SHOWS THE CURRENT PARCEL CONFIGURATION.





CPM-11-06 AREA SHOWN ON COMPREHENSIVE PLAN MAP ABOVE, THE MAP BELOW SHOWS THE CURRENT PARCEL CONFIGURATION.



September 2011

4. The area is separated by topography, buffers, or other appropriate boundary from incompatible uses and/or existing or planned residential areas.
5. The area is capable of being served by transit.
6. The area has large undeveloped parcels suitable for industrial uses.

Primary and Secondary Open Space Overlay Parks and Open Space

~~Purpose: The City of Black Diamond Comprehensive Plan 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 Place,s; 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. The plan's Open Space overlay designation does not override the underlying land use and zoning designations, and may also signify a potential Sending Area under the City's TDR Ordinance.~~

The Future Land Use Map depicts a variety of lands that are designated as "Parks and Open Space." These consist of City-owned properties that are intended to provide recreational and open space uses to the community. These lands consist of active neighborhood or regional parks; open space areas maintained primarily for protection of natural features and processes or to maintain wildlife habitat and corridors; or lands of historic or cultural significance.

Only lands under City ownership are intended to be placed within this category; sensitive area buffers that may be subject to a conservation easement or other protective measures should be classified consistent with adjacent lands. Also, publicly-owned lands under the control of agencies other than the City of Black Diamond are intended to be designated as "Public."

~~Allowed Uses and Description: Primary-Parks and Open Space contains both developed and undeveloped lands designated for park uses; environmentally-lands that are intended to be primarily maintained in a natural condition; lands intended to be preserved as wildlife habitat/corridors; and lands of historic significance to the community. Parks could contain a wide variety of uses and activities, depending upon the size of the park and the population it is expected to serve. Open space lands could contain walking trails with limited amenities such as benches, interpretative signage, etc. sensitive (critical) areas, which will be managed through the City's~~

~~sensitive (critical) area regulations and should remain largely undisturbed, except as allowed by those regulations. Other areas of The Secondary Open Space designation (i.e. buffers or other areas protected as open space) allows for limited 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, 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 parks and open space ~~areas~~ shall generally reflect ~~one or more of~~ the following ~~criteria~~:

1. All ~~known environmentally sensitive areas, as regulated by the City existing and proposed parks owned by the City.~~
2. ~~Lands adjoining the Rock Creek, Ginder Creek, Lawson Creek, Ravensdale Creek, and other riparian corridors~~ Lands under City ownership being retained as primarily undeveloped open space, such as the In-City Forest and the Ginder Creek wetlands.
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~~ Historic sites such as Union Stump.

~~4. All existing and proposed public parks and open spaces.~~

~~5.4. Identified Treasured Places.~~

~~6. King County and City identified wildlife habitat corridors~~

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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, ~~including such as parks water towers, libraries, museums,~~ or elementary schools. ~~This includes 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~~ allows 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 plan. The Future Land Use Map embodies the goals, objectives, policies, and the concepts of the plan. Existing parks and schools are also shown on the map. Since the majority of future parks are anticipated to occur within MPDs, 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.

The land use designations described in the previous section are shown on the Future Land Use Map to graphically display the City's planned land use pattern. The approximate acreage for each land use designation within the City and its recognized PAAs is identified in Table 5-1.

Table 5-1. Comprehensive Plan Future Land Use Designations

Land Use	City Acres	PAA Acres	Total Acres
Urban Reserve	0	111	111
Master Planned Development ¹	1,505	287	1,792
Low Density Residential	2,476	466	2,942
Medium Density Residential	141	0	141
Commercial designations	185	0	185
Mixed Use	294	0	294
Light Industrial/Business Park	295	0	295
Industrial	101	0	101
Public	266	51	317
Undesignated (ROW, Water bodies)	545	231	776

Chapter 18.48

PARKS

Sections

- 18.48.010 Intent.**
- 18.48.020 Permitted uses.**
- 18.48.030 Conditional Uses**
- 18.48.040 Development Standards**
- 18.48.050 Additional Requirements**

18.48.010 Intent.

It is the intent of this section to:

- A. Recognize and preserve City-owned lands that have been acquired and designated for parks, recreation or open space purposes.
- B. Limit use of these properties to protect the public interest in their long-term use for active or passive recreation or open space needs.
- C. Allow activities on these lands consistent with the Comprehensive Parks Plan and/or intended use as defined at the time of acquisition by the City.
- D. Allow for a more accurate assessment of other land use designations as they relate to the overall growth and development of the city.

18.48.020 Permitted uses.

- A. Parks;
- B. Athletic fields (not lighted);
- C. Golf courses and driving ranges;
- D. Boat launches;
- E. Trails: pedestrian, bicycling and equestrian, including associated trail heads;
- F. Community gardens;
- G. Utilities, below-ground;
- H. Other or Related Uses:
 - 1. Accessory concession stands.
 - 2. Associated parking areas, restrooms/changing rooms, picnic facilities, swimming areas, etc.;
 - 3. Caretakers' quarters;
 - 4. Temporary uses as provided in Chapter 18.52.

18.48.030 Conditional uses.

The following uses not allowed as permitted uses in Section 18.48.020 may be allowed by Conditional Use Permit in accordance with Chapters 18.08 and 18.12:

- A. Lighted athletic fields;
- B. Amphitheaters if including lighting and/or audio amplification;
- C. Utilities, above-ground.

18.48.040 Development standards.

- A. Dimensional Standards. None.
- B. Fences and walls. Fences and walls may be of any type and height; the restrictions of BDMC 18.50.060 shall not apply.
- C. Signs. Signs may be of any type and height; the restrictions of Chapter 18.82 shall not apply.
- D. Lighting. Lighting shall comply with the requirements of Chapter 18.70.

18.48.050 Additional requirements.

All development within the Parks zone shall comply with applicable environmental performance standards of Chapter 18.78, the site plan review requirements of Chapter 18.16, and design review requirements of Chapter 18.74.

Designation Criteria: Properties designated Urban Reserve should be only be those areas currently lacking public water and sanitary sewer service within the City's Potential Annexation Area.

Transfer of Development Rights(TDR) Receiving Areas Overlay

Purpose: The TDR Receiving Areas 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 TDR program as outlined in BDMC 19.24. A Master Planned Development (MPD) overlay may also apply in these areas. In order to maintain a "baseline" value to these lands and avoid the necessity of acquiring significant amounts of development rights, a base density of either one or two dwelling units per acre should be allowed, provided that development at higher urban densities consistent with the other plan designations 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 1 or 2 dwelling units per acre) should be allowed in these areas as a basic development right, recognizing that higher density development is expected to occur with the acquisition of development rights from designated "sending areas."

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 the majority of these areas, approval of an MPD is a prerequisite to development.

Master Planned Development (MPD) Overlay

Purpose: The MPD overlay is applied to areas to take advantage of opportunities to create a clustered mix of residential, commercial ~~and or~~ 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 to guide unified development over a period of many 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 those land uses and/or residential densities as depicted on the Future Land Use Map. Areas with an MPD overlay designation are intended to develop only subsequent to approval of an MPD permit pursuant to Black Diamond Municipal Code. An MPD may include ~~both~~ residential and commercial uses clustered around private and community open space, supported by adequate services and facilities. As part of the process of approving an 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 are intended to be urban in nature (minimum of 4 dwelling units per gross-net acre) and will be established as part of the MPD approval process; some MPD sites may also be designated as TDR receiving areas. An approved development plan should contain a provision for periodic updates. Significant opportunities for public involvement should be provided in the consideration of any MPD. An 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.

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Areas developing as MPDs are expected to incorporate innovative site design and utilization of progressive techniques to provide for environmentally sustainable development. This may include the use of “low impact” engineering techniques, employment of “green building” technologies, extensive incorporation of trails and pathways, etc.

Designation Criteria: Properties to which the MPD overlay is 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 an MPD 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% 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 Residential Designation

Purpose: The Low 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 MPD 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 other areas.

Allowed Uses and Description: The Low Density Residential designation permits single-family residential uses, their accessory uses and public and semi-public uses. Residential densities may range from a base density of 4 units per net acre to approximately 6 units per gross-net acre. Detached single-family residences should predominate, but these areas may also include duplexes, subject to dispersal standards, a determination of consistency with design standards and following public review. ~~These areas should also be potentially eligible for additional density through the use of on-site transfer of density (to preserve open space) or through the acquisition of TDRs.~~

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Designation Criteria: Properties designated Low 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.
- ~~3.4.~~ The area is identified for Low Density Residential development as part of an MPD.

Medium Density Residential Development

Purpose: The Medium Density Residential Development designation provides for stable and attractive residential neighborhoods of small lot, single-family homes, or attached single- and multifamily residences on lands suitable for these residential intensities. Medium Density Residential areas should be located near commercial

services, employment, and arterial roads, and may also be located in mixed-use developments. All MDR areas are also subject to a TDR Overlay.

Allowed uses and description: The base residential density in these areas should be eight units per net gross acre. ~~Increased density could be approved up to 12 units per gross acre with the acquisition of transferred development rights.~~

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Designation Criteria: Properties designated 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 multifamily housing along an arterial does not meet this criterion.
 - c. 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 an MPD.

Commercial Designations

Purpose: The Commercial Designations are intended to lead to the development of several types of commercial areas, and are intended to 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:

Designation Criteria: Properties designated Urban Reserve should be only be those areas currently lacking public water and sanitary sewer service within the City’s Potential Annexation Area.

Transfer of Development Rights(TDR) Receiving Areas Overlay

Purpose: The TDR Receiving Areas 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 TDR program as outlined in BDMC 19.24. A Master Planned Development (MPD) overlay may also apply in these areas. In order to maintain a “baseline” value to these lands and avoid the necessity of acquiring significant amounts of development rights, a base density of either one or two dwelling units per acre should be allowed, provided that development at higher urban densities consistent with the other plan designations 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 1 or 2 dwelling units per acre) should be allowed in these areas as a basic development right, recognizing that higher density development is expected to occur with the acquisition of development rights from designated “sending areas.”

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 the majority of these areas, approval of an MPD is a prerequisite to development.

Master Planned Development (MPD) Overlay

Purpose: The MPD overlay is applied to areas to take advantage of opportunities to create a clustered mix of residential, commercial ~~and-or~~ 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 to guide unified development over a period of many 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 those land uses and/or residential densities as depicted on the Future Land Use Map. Areas with an MPD overlay designation are intended to develop only subsequent to approval of an MPD permit pursuant to Black Diamond Municipal Code. An MPD may include ~~both~~ residential and commercial uses clustered around private and community open space, supported by adequate services and facilities. As part of the process of approving an MPD, a specific development

- Class size for grade 5 should not exceed 26 students.
- Class size for grades 6-8 should not exceed 28 students.
- Class size for grades 9-12 should not exceed 28 students.

The district anticipates using the following student generation rates for single and multiple family dwelling units cited in their 2008-2013 Capital Facilities Plan.

Table 8-10. Student Generation Rates

Students per unit	Single Family	Multifamily
Elementary	.401	.137
Middle School	.135	.045
High School	.166	.056
Total	.702	.238

Source: Enumclaw School District (5/08)

To accommodate the current student population and future needs, it is anticipated that the district will need four new elementary schools, two middle schools, and one high school in the City over the long term. The existing Black Diamond Elementary School is slated for reconstruction to add capacity, and is scheduled to open in 2011.

The school attendance area for the elementary and secondary schools would likely extend beyond the City limits to serve students within the district. It should be noted that these projections include the areas surrounding Lake Sawyer currently served by the Tahoma and Kent School Districts. Depending on variable growth between individual portions of the planning area, the Enumclaw School District will only be required to absorb a portion of the growth occurring within the City.

8.7. Fire and Emergency Medical Services

8.7.1. Fire and Emergency Medical Service Concept, Objective, and Policies

Fire and Emergency Medical Services Concept

As the City grows over the next 20 years, additional fire stations, equipment and personnel will be required to maintain adequate fire and emergency medical services. Additional water system improvements will also be needed to maintain adequate fire flow (i.e., water for fire protection).

~~The Capital Facilities Element requires adequate fire flow through the water system and adopted standards for fire flow. The water systems within new development should be served off a looped line, if required to achieve fire flow. These new systems should also be designed and constructed to meet fire flow standards.~~

Fire and Emergency Medical Services Objectives and Policies

Policy CF-17: The City's level of service for determining the need for fire and emergency medical capital facilities and equipment will consider relevant factors such as response time, call loads, growth of population and non-residential structures, geographical area, topographic and manmade barriers, and standards of the National Fire Protection Association.

~~The City shall contract with the district to maintain a ratio of 1.4 on-duty career firefighters per 1,000 population to protect the suburban and urban areas of the City until such time as the City reaches a population of 10,000. Thereafter, the ratio of on-duty career firefighters per thousand residents will decrease incrementally to no less than 0.89 on-duty firefighter per 1,000 population. The district will continue to foster and support the volunteer system utilizing volunteers to augment the LOS provided by the career staff.~~

~~The staffing level of 1.4 on-duty career firefighters per 1,000 population is consistent with national averages, but is greater than the 2007 staffing level of 0.5 on-duty firefighters per 1,000 population inside the City.~~

Policy CF-18: The City will shall take reasonable action to ensure development that there is a fire station within 1.5 miles radius or 6 minutes travel time on paved roads from developed properties in the City. distance of a fire station upon built roads. The City's current station 99 will not be considered when determining compliance with this Policy.

~~Policy CF-19:~~ ~~It is determined that 8,000 square feet is an adequate size for satellite fire stations.~~

Policy CF-1920: The City will implement Implement impact fees for fire and emergency medical Fire and Emergency Medical capital facilities and equipment. Impact fees will be waived for sprinklered buildings less than 32 feet in finished height and properly sprinklered residences.

~~Policy CF-21:~~ ~~Replace Station 99 and Engine 99.~~

Policy CF-202: The City will shall negotiate with King County Fire Protection District 44 to develop a staffing and equipment plan that provides providing the best possible fire, rescue, and emergency medical services for citizens as the City as it grows.

Policy CF-23: The City shall pursue a Concurrency Management Plan for fire and BLS services.

8.7.2. Inventory

The City owns two fire stations, three fire engines, one brush truck, one aid car, and two staff vehicles. Station 98 is located on SE 296th Street, near Lake Sawyer. It is staffed half-time. Station 99 is located in the City Center, and it is not staffed. Several of the fire apparatus are older models that do not meet current standards.

The City contracts with Mountain View Fire and Rescue, King County Fire Protection District 44, to provide provides fire protection, fire prevention, rescue, emergency medical services, and other services that protect life or property. via a The current contract between with the City and the District pursuant to a is the 2006 inter-local agreement (ILA).

Mountain View Fire and Rescue is a combination department, consisting of both career and volunteer personnel, and has ~~26~~ 28 career staff firefighters and approximately 100 volunteers, ~~23~~ 32 of which are assigned to the City. ~~† The District services a combined area of approximately 70 square miles encompassing an estimated population of 27,000. Of the total population served, Approximately 4,200 of those people live in the City.~~

~~The district operates out of eight stations, including the two of which are located in the City: Station 98 located on SE 296th Street, near Lake Sawyer, and Station 99 located in the City Center. The ILA requires that Station 98 have one career lieutenant and one career firefighter/emergency medical technician (EMT) on duty during the day. Staffing at night is provided by two volunteer firefighter/EMTs. Station 99 is staffed solely by volunteers.~~

~~District equipment includes 12 structure fire apparatus, including three water tenders (2,000 gallons each), three brush trucks, one medium rescue vehicle, one light rescue vehicle, five aid vehicles, a special operations support vehicle, a 14-person transport van, a five-ton flatbed truck, various four-wheel drive command vehicles, and a training/safety officer vehicle. Of this equipment, the City owns three of the fire engines, one brush truck, one aid car, and two staff vehicles counted.~~

Pursuant to the April 2006 ILA between the City and District 44, one career lieutenant and one career firefighter/EMT are on duty at the Lake Sawyer station between 0600 hours and 1800 hours each day. Staffing at night is provided by two volunteer firefighters/EMTs. Station 99 is staffed only by volunteers responding from home. The staff assigned in the City is supported by a cadre of volunteers and career staff assigned throughout the District. Nighttime coverage, between 1800 hours and 0600 hours, is augmented by volunteer staff at Station 92, Station 93 on SE Covington Sawyer Road, Station 97 on Green Valley Road, and Station 94 near Krain Corner. Additionally, Station 92 has a staff of two career firefighters on duty 24 hours each day.

Advanced Life Support (ALS) services are provided by King County Medic One. ALS services are funded separately through a countywide property tax assessment of \$0.30 per \$1,000 valuation.

8.7.3. Level of Service

As described in Policy CF-17, the City's level of service for determining the need for fire and emergency medical capital facilities and equipment is based on a variety of relevant factors such as response time, call loads, growth of population and non-residential structures, geographical area, topographic and manmade barriers, and standards of the National Fire Protection Association. This approach to level of service uses analyses of all these variables rather than a single formula to determine the number and location of fire stations and apparatus.

The City has an LOS standard of 1.4 on-duty career firefighters per 1,000 population. Pursuant to the April 2006 ILA between the City and District 44, one career lieutenant and one career firefighter/EMT are on duty at the Lake Sawyer station between 0600 hours and 1800 hours each day. Staffing at night is provided by two volunteer firefighters/EMTs. Station 99 is staffed only by volunteers responding from home. The staff the City is supported by a cadre of volunteers assigned to Station 98 and Station 99, as well as career staff assigned to nearby stations. Nighttime coverage, between 1800 hours and 0600 hours, is augmented by volunteer staff at Station 92, Station 93 on SE Covington Sawyer Road, Station 97 on Green Valley Road, and Station 94 near Krain Corner.

The National Fire Protection Association (NFPA) establishes six trained firefighters arriving to a scene within 14 minutes of an alarm 80% of the time for volunteer fire departments in rural areas (defined as areas with a population density less than 500 people per square mile; District 44 has roughly 350 people per square mile) as a sufficient number of members to operate safely and effectively.

2007 response data indicates Station 98 had a response time of 6.98 minutes or less 80% of the time, and Station 99 has a response time of 8.28 minutes or less 80% of the time. Both stations' response times are well below the NFPA's standard. Note, both fire and EMS responses were considered together because of the limited database.

8.7.4. Future Needs

Black Diamond is expected to grow from its current population of 4,200 to approximately 19,200, so a survey was conducted of Washington cities with

populations between 15,000 and 25,000. Eleven cities responded¹ and they average 2.3 fire stations and 7.4 on-duty firefighters.

Emergency calls per dwelling and per square foot of non-residential space can be used to forecast future call loads. The average emergency calls per year in two comparable fire protection providers² is 0.116 calls per dwelling unit and 0.1489 calls per 1,000 square feet of non-residential space. Applying these call rates to the 6,050 new dwellings and 1,165,000 square feet of non-residential space in the proposed MPDs would predict 875 emergency calls per year. Adding these calls to the current 170 calls per year produces a total of 1,045 calls per year. If future fire stations handle double the current call load of Station 98, Black Diamond would need a total of 3.1 stations when the MPDs are built out.

The standards of the NFPA indicate the number of firefighters to respond to a structure fire. Specific response standards vary according to the type of emergency, the type of fire protection agency, and the density of development. It is assumed that approximately 12 firefighters are needed to respond to a fire emergency in Black Diamond. Typical fire station staffing in communities like Black Diamond is 4 crew members per station. This NFPA standard indicates a need for 3 fire stations for Black Diamond when fully developed.

As noted above, Black Diamond is expected to grow from its current population of 4,200 to approximately 19,200. The growth of 15,000 people is 3.58 times the current population. If the City's current half-time staffed station is considered the equivalent of 0.5 stations, then 3.58 times 0.5 indicates that the future need for population (excluding commercial development) is at least 1.8 stations.

The preceding analysis of the need for fire stations (with apparatus) in Black Diamond can be summarized as follows.

<u>Basis of Need</u>	<u>Stations Needed</u>
<u>Comparable cities</u>	<u>2.3</u>
<u>Emergency call load</u>	<u>3.1</u>
<u>NFPA response standards</u>	<u>3.0</u>
<u>Population growth</u>	<u>1.8</u>
<u>Average</u>	<u>2.5</u>

¹ Aberdeen, Anacortes, Arlington, Bainbridge Island, Camas, Mercer Island, Moses Lake, Mukilteo, Port Angeles

² North Whatcom Fire & Rescue, Eastside Fire & Rescue

As noted above, Black Diamond currently has the equivalent of 0.5 staffed fire stations, therefore new development in Black Diamond creates the need for two additional fire stations (with apparatus)³.

Specific capital improvement projects for fire stations and apparatus are listed in the tables at the end of this Capital Facilities Element.

~~As the City and district increase in population, the district may need to increase the number of volunteer and career firefighters available per shift.~~

~~The City should create a work plan to address its long-term fire and emergency services needs as a result of anticipated development and growth.~~

8.8. Utilities

This Utilities Element has been developed in accordance with Section 36.70A.070 of the GMA. It describes how the existing and planned utility capacity will be financed, and supports the City's Land Use Element.

Suggested items to be included in the Utilities Element and recommendation for preparing the element are delineated in WAC 365-195-320. These are as follows:

- Integration of the general location and capacity of existing and proposed utility lines with the Land Use Element of the City of Black Diamond Comprehensive Plan. For the purposes of this step, proposed utilities are understood to be those awaiting approval when the comprehensive plan is adopted.
- An analysis of the capacity needs for various utilities over the planning period to serve the growth anticipated at the location and densities proposed within the jurisdiction's planning area.
- A schematic identification of the general location of utility lines and facilities required to furnish anticipated capacity needs for the planning period within the jurisdiction's planning area. This should be a part of the process of identifying lands useful for public purposes to be carried out by planning jurisdictions.
- Evaluation of whether any utilities should be identified and classified as essential public facilities, subject to the separate siting process established under the comprehensive plan for such facilities, and if so, provision for applying that process as appropriate.
- Creation of local criteria for siting utilities over the planning period, involving:
 - a. Consideration of whether any siting proposal is consistent with the locations and densities for growth contemplated in the Land Use Element.

³ 2.5 total – 0.5 current = 2.0 additional

8.8. Utilities

This Utilities ~~Element section~~ has been developed in accordance with Section 36.70A.070 of the GMA. It describes how the existing and planned City-owned utility capacity will be financed, and supports the City's Land Use Element. It also describes investor-owned private utilities that provide service within the city limits. Private utilities are regulated by the Washington State Utilities and Transportation Commission (WUTC); state law regulates the rates, charges, services, facilities and practices of investor-owned utilities.

Suggested items to be included ~~in the when addressing u~~Utilities ~~Element~~ and recommendations for ~~preparing the element~~discussing utilities are delineated in WAC 365-195-320. These are as follows:

- Integration of the general location and capacity of existing and proposed utility lines with the Land Use Element of the ~~City of Black Diamond~~ Comprehensive Plan. For the purposes of this step, proposed utilities are understood to be those awaiting approval when the comprehensive plan is adopted.
- An analysis of the capacity needs for various utilities over the planning period to serve the growth anticipated at the location and densities proposed within the jurisdiction's planning area.
- A schematic identification of the general location of utility lines and facilities required to furnish anticipated capacity needs for the planning period within the jurisdiction's planning area. This should be a part of the process of identifying lands useful for public purposes to be carried out by planning jurisdictions.
- Evaluation of whether any utilities should be identified and classified as essential public facilities, subject to the separate siting process established under the comprehensive plan for such facilities, and if so, provision for applying that process as appropriate.
- Creation of local criteria for siting utilities over the planning period, involving:
 - a. Consideration of whether any siting proposal is consistent with the locations and densities for growth contemplated in the Land Use Element.
 - b. Consideration of any public service obligations of the utility involved.
 - c. Evaluation of whether the siting decision will adversely affect the ability of the utility to provide service throughout its system.
 - d. Balancing of local design considerations against articulated needs for systemwide uniformity.
- Policies should be adopted which call for:
 - e. Joint use of transportation rights-of-way and utility corridors, where possible.
 - f. Timely and effective notification of interested utilities of road construction, and of maintenance and upgrades of existing roads to facilitate coordination of public and private utility trenching activities.
 - g. Consideration of utility permits simultaneously with the proposals requesting service and, when possible, approval of utility permits when the project to be served is approved.

It is the intent of this section to fulfill the ~~RCW-GMA~~ requirements relating to the Capital Facilities Element and Utilities Element of the comprehensive plan.

The Utilities ~~Element section~~ has also been developed in accordance with the Countywide Planning Policies (CPPs) and has been integrated with all other planning elements to ensure consistency through the comprehensive plan. ~~The Utilities Element~~This section specifically considers the location and LOS of all existing and proposed utilities, including electrical, telecommunication, natural gas, and non-city water transmission lines; ~~public schools; and fire~~

protection. This [element section](#) also provides a process and policies for the siting of “Essential Public Facilities” as defined by the GMA.

8.8.1. Inventory and Analysis

The inventory presented in this element provides information useful to the planning process. The inventory summarizes general information pertaining to the existing utility service system in the City. Many public and private agencies are involved in regulation, coordination, production, delivery, and supply of utility services. This section of the element identifies those providers as well as the legislation regulating the utility. The inventory includes:

City-Provided Utilities

- Water (except around Lake Sawyer)
- Sanitary Sewer (except around Lake Sawyer)
- Stormwater

Utilities Provided by Other Entities

- Electricity (Puget Sound Energy)
- Telecommunications (Qwest/[Century Link](#) and Comcast)
- [Natural Gas](#) (Puget Sound Energy)
- [Solid Waste \(Allied Waste\)](#)
- Tacoma Water Transmission Pipeline #5 provides wholesale water supply
- Covington Water District provides water service around Lake Sawyer
- Soos Creek Water and Sewer District provides sewer service to a small area in the northwest corner of the City and has a sewer service around Lake Sawyer.

Federal and State Utility Laws and Regulations

RCW and Washington Utilities and Transportation Commission – Utilities and transportation are regulated in Washington by the Washington Utilities and Transportation Commission (WUTC). The WUTC, composed of three members appointed by the governor, is empowered to regulate utilities (including but not limited to, electrical, gas, irrigation, telecommunication, and water companies). State law (WAC 480-120) regulates the rates and charges, services, facilities, and practices of utilities. Any change in customer charges or service provision requires WUTC approval.

Federal Energy Regulatory Commission – The Federal Energy Regulatory Commission (FERC) is an independent agency led by a five-member commission. FERC establishes rates and charges for the interstate transportation and sale of natural gas, for the transmission and sale of electricity, and the licensing of hydro-electric power projects. In addition, the Commission establishes rates or charges for the interstate transportation of oil by pipeline.

Northwest Power Planning Council – The Northwest Power Planning Council (NWPPC) focuses on the generation of electricity. The NWPPC has directed the region to develop cogeneration as an energy resource and hydro-firming as a power back-up system. Cogeneration is the use of heat, as a by-product of power generation, for industrial processes or for space and water heating. Natural gas is often used as a fuel source for cogeneration. Hydro-

firming is the back-up of the region's intermittent excess spring hydro generation with gas-fired combustion turbines to provide backup if hydroelectric power is insufficient.

The Washington State Department of Health - The State Department of Health regulates the operations of all public water utilities in the state.

Washington State Department of Ecology (Ecology) –Ecology regulates the operations of all public sewer systems in the state.

1991 Clean Air Amendments – The passage of the Washington State Clean Air Act in 1991 indicates a state intent to promote the diversification of fuel sources for motor vehicles. This is in response to a need to both reduce atmospheric emissions and to reduce the nation's reliance on gasoline for strategic reasons. This act promotes the use of alternative fuels by requiring 30% of newly purchased state government vehicle fleets to be fueled by alternative fuel by July 1992, increasing 5% each year. It also studies the potential and encourages the development of natural gas vehicle refueling stations.

8.12. Utilities Provided By Other Entities

As independent utilities, the private companies providing the services described in this section, for the most part, fund capital investments and ongoing operations and maintenance costs independently through their rate base.

This element section should provide the framework for efficient and predictable provision and siting of utility facilities and services within the City consistent with serving the utility's public service obligations.

This section describes how the goals in the other plan elements will be implemented through utility policies and regulation, and is an important element in implementing the comprehensive plan. The main purpose of this section is to ensure that the City will have utility capacity to adequately serve the Land Use Element.

8.12.1. Utilities Concept, Goal, Objective, and Policies

Utilities Concept

The City should consider, when reasonable and feasible, the co-location of new public (non-City owned) and private utility distribution facilities in shared trenches, and coordination of construction timing, to minimize construction-related disruptions to the public and reduce the cost to the public of utility delivery. The City will encourage provision of an efficient, cost effective and reliable utility service by ensuring land will be made available for the location of utility lines and utility facilities.

The City will review and amend existing regulations, including the Critical Sensitive Areas Ordinances (CAOsSAO), as necessary within existing corridors to allow maintenance, repair, installation, and replacement of utilities in a timely manner.

The City will provide standard locations for gas, power, phone, and cable within the street section of the City's construction standards.

The City will encourage communication among the private utility providers to support service planning for the City. It will be important for the City to encourage system design practices intended to minimize the number and duration of interruptions to customer service. The City supports necessary amendments to the Utility and Public Services Element for the purposes of updating individual provider plans.

As a strategy, the City will facilitate and encourage conservation of resources to delay the need for additional facilities for electrical energy and water resources, and to achieve improved air quality. In addition, the City will support the conversion to cost-effective and environmentally sensitive alternative technologies and energy sources.

Utilities Goal, Objectives, and Policies

Utilities Goal: Coordinate City land use and utility facility planning to ensure consistency and to enable utility service providers to meet public service obligations.

Objective U-1: Design and construction standards will be environmentally sensitive, safe, cost effective, and consistent with utilities' public service obligations.

Policy U-1: Facilitate the development of all utilities at the appropriate levels of service to accommodate growth that is anticipated to occur in the City.

Policy U-2: Facilitate the provision of utilities and ensure environmentally sensitive, safe, and reliable service that is aesthetically compatible with the surrounding land uses and results in a reasonable economic cost.

Policy U-3: Process permits and approvals for utility facilities in a fair and timely manner and in accordance with development regulations which encourage predictability.

Policy U-4: Encourage conservation of all non-renewable non-municipal resources.

8.12.2. Utilities Overview

Electricity and Natural Gas

Electricity is provided by Puget Sound Energy (PSE) provides electrical and natural gas service to the City of Black Diamond and its potential annexation area. PSE is an investor owned private utility that provides service to approximately 1.4 million electric and natural gas customers in a service area that covers 6,000 square miles.

Existing Electric Facilities

Various electric transmission and distribution facilities are located throughout the City and King County. At present one 115 kV transmission line passes through the City, generally south to north along SR 169. This transmission line serves the Black Diamond Substation located at approximately SE 316th Street and SR 169.

The Bonneville Power Administration has a 500 kV transmission corridor which lies approximately about one mile north of the City limits. The transmission line is the BPA Raver – BPA Covington and it connects the power from Ravensdale to Covington.

Future Electric Facilities

Electrical facility planning is ongoing for south King County, and Black Diamond is included in the larger general study area. The potential addition of 6,000 homes in two Master Planned Developments would require PSE to expand the existing electrical facilities to meet the needed energy requirements. To serve the electrical load of the planned 2015 population, the following projects have been identified for possible future construction:

- Expansion of Black Diamond Substation to include a second transformer.
- Possible construction of a new substation within the Black Diamond area. No exact site has been determined and would depend on more detailed information regarding the Master Planned - Developments.

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- Construction of the Four Corners substation in Maple Valley was completed in 2009. This would release capacity at the existing Black Diamond substation, but would require new 12 kV distribution circuits to be constructed from Black Diamond substation along SR 169 and Roberts Dr./Auburn-Black Diamond Road.
- Reconductoring and rebuilding of the existing 115 kV transmission line that passes through the City. Sufficient clearances were added to the existing line in 2009 to allow operation at a higher conductor temperature for the near term.
- Construction of new 115 kV transmission line from Berrydale Substation in Covington to Krain Corner Substation north of Enumclaw. One possible route would be along Kent-Black Diamond Road and Auburn-Black Diamond Road to the existing Black Diamond Substation. A future substation called Lake Holm is planned for this line east of Black Diamond. Then the line would continue from Black Diamond east along Lawson St./Green River Gorge Road to Cumberland. A crossing of the Green River would be needed. The other possible route would be identical, but at Auburn-Black Diamond Road and SE 218, it would turn south to cross the Green River at the Whitney Bridge, then continue up 212th SE on the south side of the river, finding a route via King County roads and/or purchased easements to end up at PSE’s Krain Corner station.

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Existing Gas Distribution Facilities

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Puget Sound Energy (PSE) builds, operates, and maintains a natural gas distribution system serving the city. PSE serves more than 748,000 natural gas customers in a six-county service area. As of the end of 2010, PSE served more than 1,097 natural gas customers within the City of Black Diamond.

The Pacific Northwest receives natural gas from various regions of the United States and Canada. Natural gas is transported through the states of Washington, Oregon and Idaho via a network of interstate transmission pipelines owned and operated by Northwest Pipeline Corporation. PSE takes delivery of natural gas from Northwest Pipeline west of the city and distributes the gas to customers via PSE’s distribution system. The distribution system serving the city consists of intermediate pressure mains. Currently, PSE’s natural gas distribution system has sufficient capacity to serve existing demand for gas service in the city. However, system capacity enhancements may be required in the future to provide service to new customers in the area.

Future Gas Distribution Facilities

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The two Master Planned Developments will require PSE to expand the existing gas facilities to meet needed energy requirements. To serve the gas load of the two developments, at least the following projects may be required:

- Parallel 8 inch PE IP main on Auburn-Black Diamond Road from 196th Ave SE east to the city limits;
- Parallel 8 inch PE IP main on 216th Ave. SE from Kent Kangley Road (SE 272nd St) south to Auburn-Black Diamond Road (Roberts Drive).
- 8 inch PE IP main along SR 169 from SE 288th St. to the city limits.

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Telecommunications

Telecommunications include but are not limited to telephone, personal wireless services, microwave and cable television. The City is served by Qwest/Century Link Communications. There are various facilities located throughout King County and the City. Many of the telecommunication facilities, including aerial and underground, are co-located with those of the electrical power provider.

Cellular service in the City is currently available through a variety of providers, including Verizon Wireless, AT&T Wireless, T-Mobile, and Sprint. There are at least three cellular towers located in or near the City. Additional cellular sites are located around the City in the vicinity of the cities of Maple Valley, Covington, and Enumclaw. Generally, locating new cellular tower sites would depend on the density and location of new cell phone users, not overall population trends.

The City should promote new technological advances while still considering the implications of continued availability of basic communication services to all people. Effective communication services are critical to all citizens in several ways. They promote and enhance individual information exchange, a strong regional economy and public information, such as delivering emergency services, education and citizen involvement.

Telecommunication services are regulated by the Federal Communications Commission and the Washington Utilities and Transportation Commission. Black Diamond has some regulatory authority of telecommunications services through franchise agreements and the development approval process.

In most cases telecommunication services will use existing utility corridors, public right-of-way, and/or City-owned properties. Providers of new wireless communication facilities within the City and its Potential Annexation Area should demonstrate through area-wide service planning the lowest impacts consistent with telecommunications customer needs.

Cable television service throughout the City is provided by Comcast. Comcast usually locates its cable lines on private property, or on the power company lines within street right-of-way. They will also locate their lines within other utility easements along the right-of-way. No new major facilities would be required to accommodate population increases. Only additional cable lines would need to be provided to new development. Comcast also uses these lines to deliver broadband internet and digital phone service to its customers.

Natural Gas

~~Puget Sound Energy provides natural gas via existing pipelines to the City. Gas service is generally extended to new development upon evaluations of requests based on an economic feasibility study. Currently the gas supply system meets the existing demand.~~

Tacoma Water Transmission Pipeline #5

The City of Tacoma, Department of Public Utilities Water Division completed a project to improve its water supply system with construction of the second supply pipeline (Pipeline No. 5) in May 2006. Construction of the project allows diversion and transmission of an additional 100 cubic feet per second (or an additional 65 MGD) of water from the Green River to the Tacoma Regional Water Supply Area.

The pipeline begins at the headworks near Kanaskat located approximately 0.5 mile downstream of the diversion dam and river intake, and travels in a westerly direction through the City and other communities, terminating near the Portland Avenue Reservoir in Tacoma.

The section of the pipeline through the City first passes through a wetland east of Lake 12, then south of Lake 12, to within 150 feet of the north right-of-way of the Green River Gorge Road (along the edge of the John Henry Mine), then along the south boundary of the John Henry mine to SR 169. The pipeline continues north along SR 169 to the existing Palmer Coking Coal roadway and turns west, to Lake Sawyer Road then north along Lake Sawyer Road to SE 305th Street then west to where it leaves the City limits.

Solid Waste

Allied Waste provides garbage, recycling and yard debris collection services for residential, multi-family and commercial customers in Black Diamond (WUTC regulated).

Allied Waste, along with affiliated Allied Waste Companies, operates solid waste collection systems, landfills, recycling centers and portable sanitation services throughout the Northwest. Collection companies are located in Seattle, Bellevue, Lynnwood, Kent and Goldendale, Washington. Landfill operations are located in Roosevelt, Washington.

Other solid waste services are available to residents at the King County Transfer Station located in Enumclaw at 1650 Battersby Ave East.

DRAFT

*City of Black Diamond, Washington
Trails Plan*



2011

City Council

Mayor - Howard L. Botts'

Councilmember Position 1 - Kristine Hanson

Councilmember Position 2 - Geoff Bowie

Councilmember Position 3 - Bill Boston

Councilmember Position 4 - Rebecca Olness

Councilmember Position 5 - Leih Mulvihill

City Staff

Natural Resources Director - Aaron Nix

Community Development Director - Steve Pilcher

Economic Development Director - Andy

Williamson

Consultants

*Team Leader/Planner - Tom Beckwith FAICP,
Beckwith Consulting Group*

*Public Facilitation - Steve Price, Front Street
Partnership*

*Public Facilitation - Nancy Jordan, Nancy B
Jordan Associates*

Executive summary

This Trails Plan outlines the choices that are available and the means for implementing preferred actions of most benefit to Black Diamond residents.

1 Approach

Black Diamond should focus its resources where open space and park trails needs are most critical, and Black Diamond resources will be most effective and meet its level of service (LOS) of 75% of the population within 0.5 miles of a trail as indicated within the Parks, Recreation and Open Space Plan adopted December 23, 2008.

2 Inventory implications

- Black Diamond and other public and private agencies have amassed an impressive amount of acreage - that includes a wide variety of open space within the urban growth area (UGA).

3 Opportunities

- Strategically important sites - are owned or controlled by utilities, private landowners, and private commercial operators with every kind of physical and socially valuable park, open space, and trail characteristic.
- A valuable park, open space, and trail system includes lands that may not be suitable for built uses - and developed recreational facilities, but which can provide unique preserves, habitats, cultural, and historical associations. These combined social and physical attributes provide a balanced dimension to the park, open space, and trail experience. These attributes are specific to Black Diamond and add to its uniqueness.
- A quality park, open space, and trail system does not have to be implemented strictly by public monies or purchase - but by the creative interplay of public and private market resources using a variety of techniques including leases, easements, tax incentives, design and development innovations, and enlightened private property interests. Future park, open space, and trail acquisition strategies may use traditional purchase options as well as cost effective alternatives.

4 Cost

Black Diamond's trail's plan has a total cost with land purchase and construction of specific elements to each trail segment of \$3,811,248. The trail sections, in some cases, build off of existing trail components already on the ground. Specific cost allocations are shown in appendix A as well as design standards and cost breakdowns.

5 implications

These levels of facility investment may not be solely financed with the resources available to Black Diamond if the City pursues an independent delivery approach or uses traditional methods of funding.

These needs require an area-wide financing approach by Black Diamond and where appropriate in partnership with King County, Washington State Parks & Recreation Commission, the Middle Green River Coalition, as well as other possible non-profit or for-profit partners.

An area-wide approach may use a combination of shared user fees, excise taxes, joint grant applications and impact fees to maintain and improve facilities.

6 Role recommendations - Chapter 2

Black Diamond should take the lead role in providing information and coordinating services for park trails facilities on a citywide basis.

Black Diamond's role will include updating future population growth estimates, inventorying existing and proposed park trails facility developments, identifying probable citywide and local facility needs, and proposals of citywide facility solutions.

Planning and development assistance

Black Diamond will provide detailed planning and development assistance when:

- there are no other designated agencies or organizations who can, or
- the activity involves site controversies or environmental consequences that may not be equitably resolved otherwise.

Development, operation and maintenance

Black Diamond will develop, operate or maintain trails facilities provided:

- the facility will have broad benefits for a large proportion of the citywide population and will be financed using resident approved methods, or
- facility development and operating costs will be compensated in some manner through inter-local agreements with the using agency, area or benefiting user group, or
- the site or facility has intrinsic value apart from traditional operation and maintenance needs, such as a passive natural area or wetland preservation.

7 Development plans – Chapter 3

The proposals outlined in this document concerning elements of the trails plan are based on the results of environmental inventories, field analysis, demand analysis and workshop planning sessions. The proposals outline the vision developed for open space and park trails within Black Diamond for the next several years.

The proposals are CONCEPTUAL, in some instances, subject to further study and coordination with public and private participants that may modify the eventual project particulars.

The proposals are described referring to a site or property that may provide a major type of park, open space, or trail activity. Any particular site or property may include one or all of the described element plan features. The proposals in each section describe the improvements that will be accomplished under each major type of plan element - see each plan element for a composite description for any particular site.

8 Recommendations

The City might finance trail system improvements utilizing specific resources including:

- General Funds property tax - assuming that the city would receive some monies from King County's Regional Parks, RCO grants, SEPA mitigation, user group improvements,
- General Fund supplement - combination of property, sales, utility, and road taxes,

- Growth Impact Fees- charged to development based on a predetermined impacts to City park resources,
- Real Estate Excise Tax (REET) 1 & 2 - allocations be devoted to park capital development.

Chapter 1: Introduction

The choices that confront Black Diamond at the present time could alter the character and quality of trails plans and projects if not adequately planned. This document outlines the choices that are available and the means for implementing preferred actions found to be of most benefit to Black Diamond residents.

1.1 Objectives

The specific objectives of this planning effort were to:

- Define the setting - in Black Diamond including environment, history, culture, population changes, and current development conditions.
- Develop the elements of a city-wide plan - for trails including multipurpose, off-road hike, bike, horse, and supporting trailhead and other services.
- Determine costs and standards - that will provide the types of trails systems that are fiscally responsible, durable and provide for low maintenance finished product.

1.2 Approach

This study analyzed the need for public and private trail facilities within Black Diamond's urban growth area.

The proposed implementation strategies are the result of this analysis. Generally, the proposed strategies recommend Black Diamond focus its resources where trail facilities and needs are most critical, and Black Diamond resources will be most effective. At this point, limited financial resources are the driving force in implementation of the plan.

1.3 Public involvement

The Black Diamond Natural Resources Department oversaw this planning process.



During the course of the planning program, Black Diamond conducted a series of:

- Public workshops - with public, nonprofit, and private organizations and agencies to review existing and proposed plans and projects for park trails facilities.
- Public charrettes and forums - with city residents to brainstorm their ideas for trail facilities; and to review and critique the resulting brainstorm proposals prior to the development of final plan alternatives.

The proposals contained within this document represent the opinions developed from these public participation events.

1.4 Documentation

This report is organized into 3 chapters outlining goals and objectives and detailed plan elements. Included in appendix A are estimated costs for each project. These costs are estimates and may not reflect final costs.

Chapter 2: Goals and objectives

This plan recommends Black Diamond undertake a strategic approach to trail facilities where Black Diamond assumes responsibility for functions of citywide interest where there are no other viable sponsors, and helps coordinate or support functions and activities that have other viable sponsors.

2.1 Strategic role

2.1.1 Coordinating activities

Black Diamond will take the lead role in providing information and coordinating services for trail facilities on a citywide basis.

2.1.2 Planning and development assistance

Black Diamond will provide detailed planning and development assistance when:

- there are no other designated agencies or organizations who can, or
- the activity involves site controversies or environmental consequences that may not be equitably resolved otherwise.

2.1.3 Development, operation and maintenance

Black Diamond will develop, operate or maintain trail facilities provided:

- the facility will have broad benefits for a large proportion of the citywide population and will be financed using City funds, or
- facility development and operating costs will be recaptured from direct charges of the populations who use the facility, or
- facility development and operating costs will be compensated in some manner through inter-local agreements with the using agency, area or benefiting user group.

2.2 Resource conservancies

Assume a major responsibility for the planning, coordination, and preservation of unique environmental areas, wetlands, wildlife habitat, open spaces, forestlands, and scenic areas.

Work with other public and mission related non-profit and private agencies, such as King County, Washington Parks & Recreation Commission, Washington State Departments of Fish & Wildlife, Natural Resources, Middle Green River Coalition, and major land owners, to create an effective approach to the following conservation issues.

2.2.1 Wildlife habitat

a: Identify and conserve critical wildlife habitat including nesting sites, foraging areas, and migration corridors within or adjacent to natural areas, open spaces, and developing urban areas - especially around Lake Sawyer, Lake Marjorie, Jones Lake, and Black Diamond Lake.

b: Preserve sensitive habitat sites that support threatened species and urban wildlife habitat including migration and open space corridors that link the sites above.

2.2.2 Natural areas

a: Preserve and protect significant environmental features including unique wetlands, open spaces, woodlands, shorelines, waterfronts and other characteristics that support wildlife - especially the ponds and wetlands within the drainage corridors identified above.

b: Provide public access including off-road trails to environmentally sensitive areas and sites that are especially unique to the city and surrounding area.

2.2.3 Forestlands

a: Identify and conserve forest cover and the scenic attributes woodlands provide - especially the remaining wooded hillsides defining the bluffs and knolls along the eastern edge of the



city.

b: Identify and preserve prime examples of heritage forestlands in and adjacent to the city including the In-City Forest.

2.2.4 Open spaces

a: Define and conserve a system of open space corridors or separators to provide definition between natural areas and urban land uses in

and adjacent to the city - especially the open spaces within the Lake Sawyer drainage.

b: Increase natural area and open space linkages within the developing urban area including access by off-road trails.

2.2.5 Urban growth preserves and set-asides

a: Cooperate with other public and private agencies including King County, Washington State Park & Recreation Commission, Washington State Departments of Fish & Wildlife and Natural Resources and Middle Green River Coalition, along with other private landowners to set-aside land and resources necessary to provide high quality, convenient open space, trail, and park facilities before the most suitable sites are lost to development.

b: Preserve unique environmental features or areas in future land developments and increase public use and access. Cooperate with other public and private agencies, and with private landowners to set aside unique features or areas as publicly accessible resources.

2.3 Historical resources

Assist where appropriate in the planning, coordination, and preservation of unique archaeological, historical, cultural, scenic, and man-made places, sites, landmarks, and vistas.

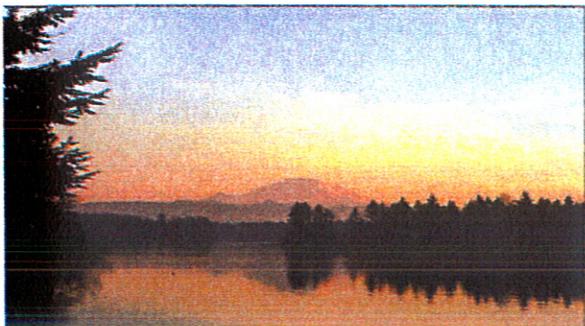
Work when appropriate with other public and private agencies, such as the Black Diamond Historical Society, King County Landmarks Commission, Washington State Department of History & Archaeology, and others, to create an effective approach to the following resource conservation issues and proposals.

2.3.1 Historical features and interests

a: Identify, preserve, and enhance the city's heritage, traditions, and cultural features including historical sites, buildings, artworks, views, and monuments within park sites and historical districts - especially the Black Diamond Townsite.

b: Identify and incorporate significant historical and cultural lands, sites, artifacts, and facilities into the open space, trail, and park system to preserve these interests and provide a balanced social experience - especially including

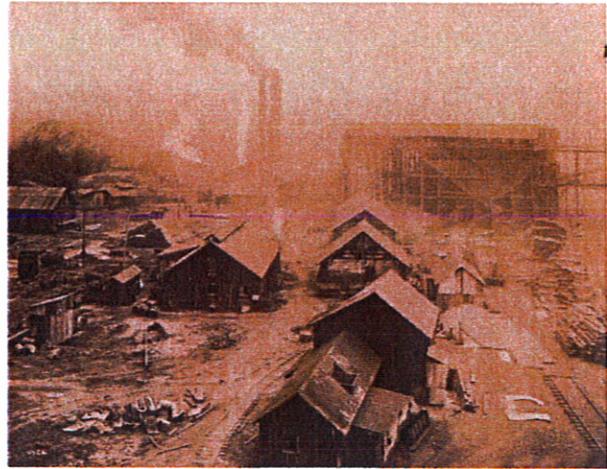
important railroad, mining, logging, homestead sites,



commercial buildings, and other places of interest in the city and adjacent areas.

c: Work with the Black Diamond Historical Society, King County Landmarks Commission, Washington State Department of History & Archaeology, and other archaeological and cultural groups to incorporate historical and cultural activities into park developments with on and off-road trail access.

2.3.2 Manmade environments and features



a: Incorporate interesting manmade environments, structures, activities, and areas into the open space, trail, and park system to preserve these features and provide a balanced trail and recreational experience.

b: Work with property owners to increase public access and utilization of these special sites and features by on and off-road trail systems.

2.4 Trail and corridor access systems

Assume a major responsibility for the planning, development, and operation of a variety of trails including off-road hike, bike, horse and on-road walkways that are directly related to environmental resources that are of most interest to city residents.

Work with other public, nonprofit, and private agencies, including King County, Washington State Department of Transportation and Parks & Recreation Commission, Middle Green River Coalition, Evergreen Mountain Bike Alliance, and major property owners to develop and maintain an integrated system of trails.

2.4.1 On and off-road trail systems

a: Create a comprehensive system of hike, bike, and horse trails that access scenic, environmental, historical, and open space attributes in and around the city - expanding and linking existing trail systems to create city and area-wide networks especially including the



multipurpose Cedar-to-Green and Cedar River Trails extending north-south and northeast from Black Diamond to the Green River Gorge and north through Kent and Renton.

b: Integrate continuous trail corridors and local spur or loop routes with parks, Black Diamond Elementary School, Black Diamond Library, Black Diamond City Hall, other public facilities, historical sites, and Black Diamond's historical downtown district.

c: Furnish trails with appropriate supporting trailhead improvements that include interpretive and directory signage systems, rest stops, restrooms, parking and loading areas, water, and other services.

d: Where appropriate, locate trailheads at or in conjunction with park sites, schools, and other community facilities to increase local area access and reduce duplication of supporting improvements.



e: Develop trail improvements of a design and development standard that is easy to maintain and access by maintenance, security, and other appropriate personnel, equipment, and vehicles.

f: Integrate (as feasible) artworks into trail facilities and historical sites - especially within the historic downtown district and along the Cedar-to-Green River Trail (historic mining railroad corridor).

2.5 Design and access standards

Design and develop Black Diamond facilities that are accessible, safe, and easy to maintain, with life cycle features that account for long-term costs and benefits.

2.5.1 Accessibility

a: Design trails, trailheads, parking lots, restrooms, and other supporting facilities to be accessible to individuals and organized groups of all physical capabilities, skill levels, age groups, income, and activity interests.

2.5.2 Maintenance

a: Design, retrofit, and develop facilities that are sustainable, of low maintenance, and high capacity design to reduce overall facility maintenance and operation requirements and costs.

b: Where appropriate, incorporate low maintenance materials, settings or other value engineering considerations that reduce care and security requirements, and retain natural conditions and experiences.

c: Where practical and appropriate, implement an Adopt-a-Trail program where volunteer users and citizens can perform maintenance, collect litter, and other support activities.

2.6 Financial resources

Create effective and efficient methods of acquiring, developing, operating and maintaining Black Diamond trail facilities that accurately distribute costs and benefits to public and private interests.

2.6.1 Finance

a: Investigate innovative available methods, such as growth impact fees, land set-aside or fee-in-lieu-of-donation ordinances, and inter-local agreements, for the financing of trail facility development, maintenance, and operating needs in order to reduce costs, retain

financial flexibility, match user benefits and interests, and increase services.

b: Consider joint ventures with other public and private agencies including King County, Black Diamond School District, Washington State Park & Recreation Commission, Washington State Departments of Fish & Wildlife and Natural Resources, Middle Green River Coalition, Evergreen Mountain Bike Alliance, and other regional, state, federal, public, and private agencies including for-profit concessionaires, where feasible and desirable.

2.6.2 Public and private resource coordination

a: Create a comprehensive, balanced open space and trail system that integrates Black Diamond facilities with resources and funding available from the county, school district, and other regional, state, federal, and private and nonprofit park lands and trail facilities in a manner that will best serve and provide for Black Diamond resident interests.

b: Cooperate with King County, Black Diamond School District, Washington State Park & Recreation Commission, Washington State Departments of Fish & Wildlife and Natural Resources, and other regional, state, and federal, public, and private organizations to avoid duplication, improve facility quality and availability, reduce costs, and represent resident area interests through joint planning and development efforts.

Chapter 3: Plan elements

The following proposals concerning elements of the trails plan are based on the results of environmental inventories, field analysis and workshop planning sessions. The proposals outline the vision developed for trails within Black Diamond for the next several years.

The proposals are *CONCEPTUAL*, in some instances, subject to further study and coordination with public and private participants that may modify the eventual project particulars.

The proposals are described referring to a site or property or corridor that may provide a major type trail. Any particular site or property may include one or all of the described element plan features. The proposals in each section describe the improvements that will be accomplished under each major type of plan element - see each plan element for a composite description for any particular site.

3.1 Conservancies - natural resources

Generally, conservancy lands may protect, preserve, and conserve lands that have environmental features of critical area significance (floodplains and landslide hazard), ecological importance (shoreslines, wetlands and watersheds), wildlife habitat (threatened and endangered species), and open space to Black Diamond.

To the extent possible and practical, resource conservancy lands may link preserved open spaces (even though these lands may not be publicly accessible) to greenways and open space networks. These linked areas will visually define and separate developing urban areas from each other in accordance with the objectives of the Washington State Growth Management Act (GMA).

To the extent practical, some resource conservancy lands may provide nature and interpretive trails, exhibits, and interpretive facilities to increase public awareness and appreciation for significant and visually interesting environmental, wildlife and forest. Some supporting services may also be developed including limited trailheads, parking lots, and restrooms.

Resource conservancy activities may be located on independent properties or include portions of other sites provided for resource activities, trail corridors, or other public facilities.

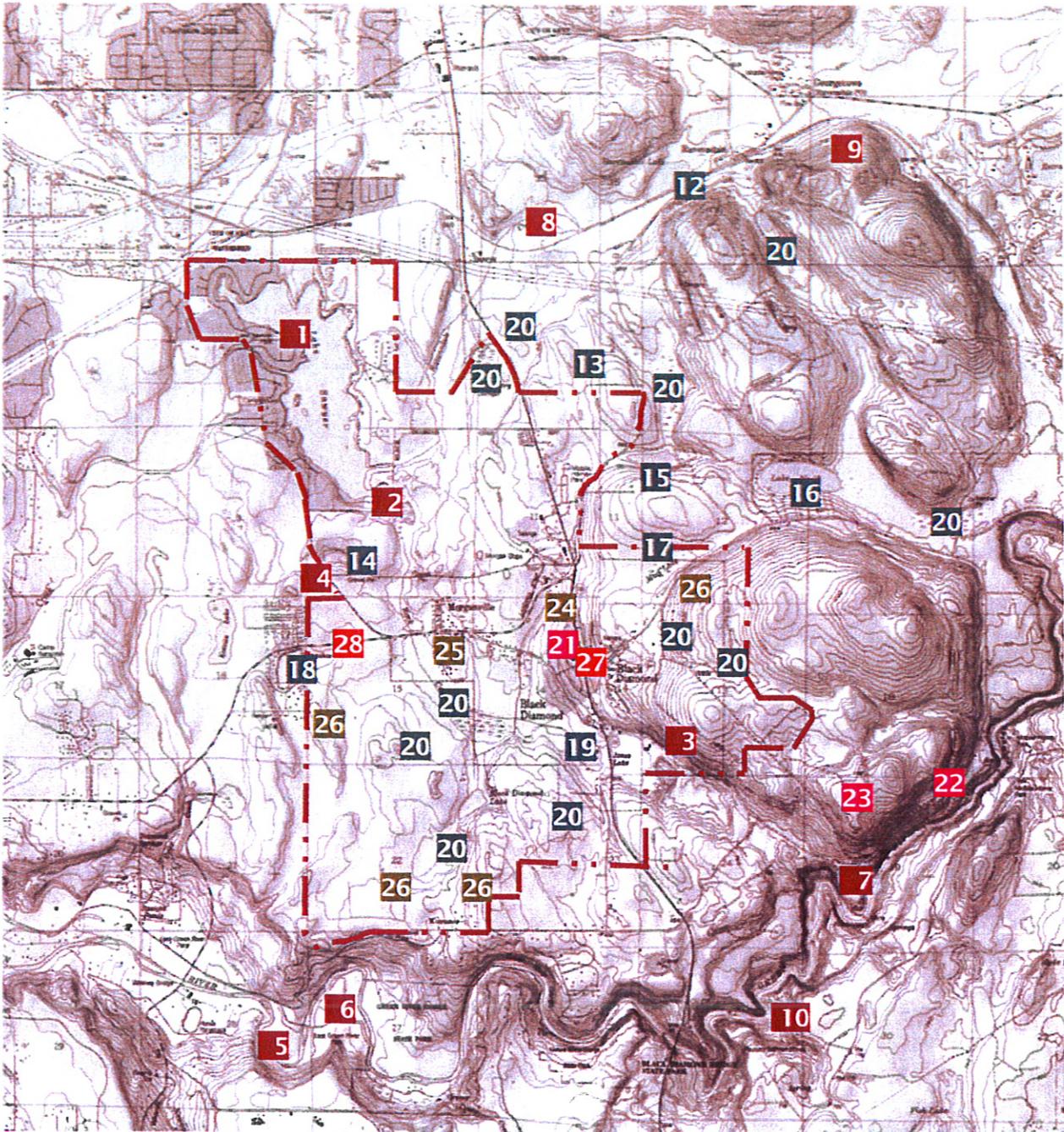


Conservancies may also be developed on other publicly owned lands subject to public use agreements or easements; or on lands acquired for other public purposes including storm water management, groundwater recharge, and wastewater treatment.

Vision

Resource conservancies may be realized through:

- acquisition of development rights and/or title of resource lands - that would otherwise be developed for other urban land uses.



Trail destinations

Parks and open spaces

- 1 Lake Sawyer Boat Launch
- 2 Lake Sawyer Regional Park
- 3 Black Diamond In-City Forest
- 4 King County Equestrian Trailhead
- 5 King County Gorge Park Site
- 6 Flaming Geyser State Park
- 7 Hanging Gardens Site
- 8 Ravensdale Creek Open Space
- 9 Ravensdale Ridge Forestlands
- 10 Icy Creek Fish Hatchery

Proposed park sites

- 11 Proposed park sites
- 12 Ravensdale Lake
- 13 Lake Sonia
- 14 Lake Majorie
- 15 Ginder Lake
- 16 Lake Number 12
- 17 Mud Lake
- 18 Horseshoe Lake
- 19 Jones Lake
- 20 Numerous wetlands

Natural features

Historical features

- 21 Black Diamond Townsite
- 22 Franklin Heritage Area
- 23 Franklin Cemetery

Public facilities

- 24 Black Diamond Elementary
- 25 Black Diamond Library
- 26 Proposed school sites

Commercial districts

- 27 Downtown Black Diamond
- 28 Proposed



Existing resource conservancy sites

Wildlife habitat, including lands and sites used by threatened and endangered species for foraging, nesting, and migration activities, are protected from degradation and most urban development activities by the Washington State Growth Management Act (GMA) and federal Endangered Species Act (ESA). Significant wildlife habitat and habitat buffers are retained, and may even be restored to a natural state, to provide wildlife support.

As such, wildlife habitat ensures the survivability of important species, and also provides wetlands, riparian corridors, forest cover, and open space opportunities.

The following sites have significant multipurpose resource conservancy potentials including mixtures of shoreline, forestland, wildlife habitat, and open space of citywide significance.

*Resource conservancy acres**

Black Diamond

1	Lake Sawyer Regional Park	150.0
Multipurpose park located at the south end of Lake Sawyer transferred from King County to Black Diamond for future development as a regional park. The site includes extensive wetlands, streams, and riparian habitat including Frog Lake. As part of the transfer, King County required a trail route be designated through the property to function as a regional trail link between the Green and Cedar River open space systems. The County also specified a 38.6 acre parcel in the southwest corner of the property be developed for active recreation including athletic fields to meet Washington State grant requirements. Portions of the property have already been developed by user groups with a system of off-road single-track mountain bike and hiking trails.		
2	Jones Lake Open Space	14.0
Conservancy park located around the east and northern boundaries of Jones Lake adjacent to Black Diamond-Enumclaw Road south of the historic downtown. The site contains the lake and adjacent wetlands and riparian habitat.		
3	Ginder Creek Open Space	27.3
Conservancy park including Ginder Creek and adjacent wetlands and riparian habitat located north of the historic downtown district.		
4	Black Diamond In-City Forest	50.0
Conservancy park located on the hillside above the mining railroad spur and below Yarrow Bay's Lawson Hills Master Planned Development. The site includes a dense hillside woodland habitat.		
5	Black Diamond Watershed	13.3

Conservancy landholding located on the south bank of the Green River Gorge adjacent to Washington State Park & Recreation Commission landholdings. The site includes dense wooded hillsides and some riparian habitat.

King County

6	Black Diamond Natural Area	611.0
Extensive conservancy lands extending north from Lake Sawyer Regional Park along Ravensdale Creek and across Black Diamond-Enumclaw Road and Ravensdale Road. The property contains extensive wetlands, riparian habitat, and Ravensdale Lake. Under King County's provisions, the lands are to remain in conservancy state though the property may be improved with trails, interpretive facilities, and supporting trailheads. Considerable portions of the property have already been improved by user groups for off-road single-track mountain bike and hiking trails.		
7	Black Diamond Open Space Area Protection Agreement	2,500.0
Conservation easement between King County and Plum Creek to preserve 1,600 acres of forestland on Ravensdale Ridge to protect wildlife, views, and existing trails. Under the agreement, Plum Creek will also give King County 645 acres of rural land to remain as open space to protect the Ravensdale Creek corridor and the water quality of Lake Sawyer. King County Conservation Futures Tax funding will help Black Diamond purchase 77 acres of open space within the city and Plum Creek will give the city an additional 91 acres for future green space. Plum Creek has also agreed to retain 55 acres on Section 2 directly north of the city as open space to provide a visual buffer along SR-169 and a UGA separator with Maple Valley.		
8	Equestrian Trailhead	
Trailhead site located on the west side of Lake Sawyer Road across from Lake Sawyer Regional Park. King County retained this portion of the original Lake Sawyer park property for development of an equestrian trailhead to access an existing horse trail corridor extending south to the Green River Gorge and Flaming Geyser State Park. The property has not been developed.		
9	Green River Gorge Parcels	
Four conservancy park parcels located along the Green River Gorge to compliment Washington State Park & Recreation Commission's gorge conservancy landholdings. One of the parcels, a triangular shaped property is located north of the gorge and east of Black Diamond-Enumclaw Road within the urban growth area.		
10	Flaming Geyser Parcel	

Multipurpose park located along the Green River Gorge directly adjacent to Flaming Geyser State Park. The property has been improved with a bridge over the Green River to provide access to Flaming Geyser State Park and with large grassy multipurpose areas, picnic grounds, and athletic fields.

Washington State P&RC

11 Flaming Geyser State Park 480.0

Multipurpose park located on both sides of the Green River south of Black Diamond's urban growth area and directly below the gorge canyon walls. The site has "geysers" (methane seeps) over top of coal seams and over 3.0 miles of freshwater shoreline, wetlands, and riparian habitat along the river. The park has been improved with 6 kitchen shelters, 56 sheltered and 172 unsheltered picnic tables, whitewater rafting, tubing, swimming beach, volleyball courts, a 25.0 acre open field for equestrian use, and other day-use activities. The site includes 4.3 miles of hiking and biking trails, and 1.0 mile of horse trails.

12 Kanaskat-Palmer State Park 320.0

Multipurpose park located on the south side of the Green River Gorge on a small, low plateau in a natural forest setting. The park has 2.0 miles of freshwater shoreline, wetlands, and riparian habitat along the river. The park has been improved with hand-carry boat and raft launch sites on class II-IV river runs, fishing access, picnic grounds, group camp, and 50 tent and RV campsites.

13 Green River Gorge

Conservancy lands located on both sides of the Green River Gorge from Flaming Geyser State Park east and upriver to Kanaskat-Palmer State Park including Hanging Gardens and the Jellum Site. The properties include extensive wooded hillsides and riparian habitat along the river shorelines. Off-road hiking trails have been developed along portions of the southern bank of the Gorge through these lands and DNR landholdings.

Washington State DNR

14 Ravensdale Ridge

Two extensive forest landholdings owned and managed by Washington State Department of Natural Resources (DNR) and located between Black Diamond-Ravensdale Road and south of Rock Creek. Portions of the northern most property have been planned and are being developed by user groups for off-road single-track mountain bike and hiking trails.

15 Green River Gorge

Scattered forest landholdings owned and managed by Washington State Department of

Natural Resources (DNR) and located adjacent to Washington State Park & Recreation Commission (WAP&RC) green river gorge property holdings.

Total existing conservancy acres

* *Total site acreage may also provide for other resource or recreational activities.*

Proposed resource conservancy sites

The following sites may be provided conservancy protection through easements, land use agreements, or acquisitions subject to appropriate feasibility studies with public and private participants.

*Resource conservancy acres**

Black Diamond with others

16 TDR Program

Black Diamond established this open space and habitat conservation corridors based on creek drainage and riparian habitat corridors, freshwater ponds and lakes, steep and wooded hillsides defined by critical areas and buffers. The Transfer Development Rights (TDR) program will preserve these lands when contained within proposed master plan and other land use developments, and allow purchase and transfer of development rights for lands located outside of the boundaries.

17 The Villages of Black Diamond

The Villages Master Planned Development (MPD) is located along the west and southern boundaries of the urban growth area from Auburn-Black Diamond Road to Black Diamond-Enumclaw Road. The MPD proposes to conserve the wetlands extending from Lake Sawyer to Jones Lake, Black Diamond Lake, and numerous other wetlands, steep hillsides, and other natural areas as open space. The MPD also proposes to link these natural areas with an extensive system of on and off-road trails that connect with other proposed city trails.

18 Lawson Hills

Lawson Hills Master Planned Development (MPD) is located on the hillside along the east boundary of the urban growth area south of Green River Gorge Road. The MPD proposes to conserve the wetlands, steep hillsides, and other natural areas as open space. The MPD also proposes to link these natural areas with an extensive system of on and off-road trails that connect with other proposed city trails.

**19 Green River Gorge
Conservancy**

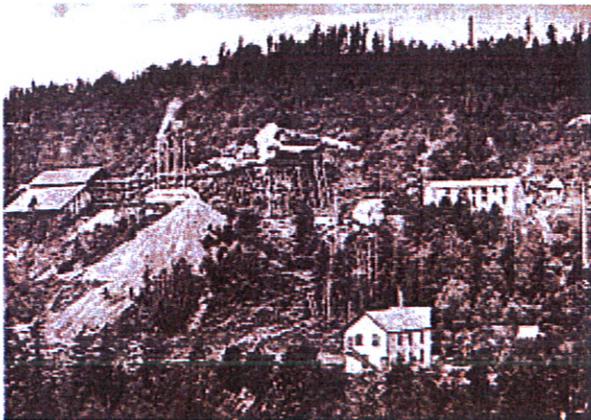
Washington State Park & Recreation Commission (WP&RC) along with the Department of Natural Resources (DNR), King County, and others proposes to continue to acquire property and/or development rights of the landholdings that directly adjoin the Green River Gorge and WPR&C's existing state parks and conservancy landholdings.

Total proposed conservancy acres

3.2 Conservancies - historical

Resource properties may be protected that retain and preserve significant historical, and cultural sites and facilities throughout Black Diamond. Generally, historical conservancy properties may be acquired that conserve and provide interpretive access to significant sites including original homesteads or prominent building sites, commercial or public buildings of unique architectural characteristics, locations of important industrial or resource oriented activities, and other culturally important areas. Lands may also be protected or acquired that conserve significant man-made constructions on the land including bridges, dikes, dams, and other features.

To the extent possible and practical, historical sites and buildings will be linked with other parklands to create activity centers or facilities that reflect the original cultural use. In some instances, the buildings or sites may be adapted to provide supporting services such as trailheads, parking lots, restrooms, and utilities.



Vision

As described herein, historical conservancies may be realized through:

- provisions for signing and interpretation - subject to appropriate security measures and underlying property owner agreements,
- provision for public access and interpretive use - through agreements with underlying property owners or through purchase when it which would not be possible if the properties remained in private ownership;
- acquisition of title and/or development rights of properties - that would otherwise be destroyed or developed for other land uses.

Existing places of significance

The following places provide significant cultural, or architectural conservancy potentials within or adjacent the Black Diamond urban growth area.

Places of significance

Black Diamond

1 Black Diamond Townsite

Railroad Avenue is the abandoned right-of-way of the Old Great Northern Pacific Railroad (NP) or Pacific Coast Coal Train which extended to the Black Diamond and Franklin mines along the Green River Gorge. The Black Diamond townsite was established by the Black Diamond Coal Company of California as a company mining town in 1864. The townsite evolved along the railroad tracks and included the NP Depot (1886) and Jail (1910) and numerous other company-owned commercial and residential buildings. In the late 1930's, the company disposed of Black Diamond commercial and residential properties selling the holdings to the residents and any interested parties. The city was incorporated in 1959. The Depot and Jail are now owned and being restored by the Black Diamond Historical Society.

2 Black Diamond Heritage Area

The Black Diamond Heritage Area is located on the north bank of the Green River Gorge directly adjacent to the Green River Bridge on Black Diamond-Enumclaw Road. The site contains remnants of some of the early mining activity.

3 Franklin Heritage Area

Franklin was located at the end of the Northern Pacific (NP) railroad line overlooking the Green River Gorge in the late 1800s. The first carload of coal was hauled from the site in 1885. The mines and adjoining company town and store were owned and operated by Pacific Coast Company. A cave-in, explosion, and fire in 1894 killed 47 miners, which was virtually the town's entire working population, and the town was abandoned shortly thereafter. Mine shafts and building foundations are all that remains though the site has been incorporated into the Hanging Gardens State Park and is accessible to the public.

4 Franklin Cemetery

The cemetery is located on the hillside overlooking the Green River Gorge and Franklin and contains graves and headstones of the miners killed in the 1894 tragedy as well as many others from the mines and local settlements over the years.

5 Old Great Northern Pacific Railroad Spur

The abandoned right-of-way of the Old Great Northern Pacific Railroad (NP) extends from

Renton to the Black Diamond and Franklin mines along the Green River Gorge. King County acquired and converted the northern portions of the right-of-way for the Cedar River Trail. The right-of-way portions through the Black Diamond urban growth area are partially owned by King County, Black Diamond, and Palmer Coal Company.

Total existing significant places

3.3 Multipurpose trails

Multipurpose trails may be developed to link major environmental assets, park and recreational facilities, community centers, and historical features in Black Diamond. Generally, multipurpose trails may be developed to provide for several modes of recreational and commuters use where appropriate.

To the extent possible, multipurpose trails may be developed within corridors separate from vehicular or other motorized forms of transportation. For example, multipurpose trails may be located on utility easements or in separate property alignments. In some instances, the trail may be developed as improvements within the right-of-way of established vehicular or other transportation corridors.



Typically, multipurpose trails may be developed to Washington State Department of Transportation (WSDOT) and American Association of State Highway & Transportation Officials (AASHTO) trail standards. The trails may be concrete, asphalt or very fine crushed rock base, handicap accessible and usable by all age and skill groups.

Trail corridors may be improved with trailhead services including rest stops, parking lots, restrooms, water, and air utilities. Where the trail is located in association with another park and recreational improvement or public facility, the trailhead may be improved with active picnic, playgrounds, and play areas.

Multipurpose trail corridors may be independent properties or include portions of other sites provided for resource conservancies, resource activities, athletic facilities, and other park and recreational or public facility properties. Linked with resource conservancies and resource activities, the multipurpose trails

element plans may create a system of interconnected greenways to integrate and define the developed portions of the urban area in accordance with the Growth Management Act's (GMA) provisions for urban separators.

Multipurpose trail corridors may be developed on other publicly-owned lands using public use agreements or special easements; or on lands owned as portions of road and highway right-of-way, stream corridor conservation or buffer zones.

Vision

As described, the multipurpose trails vision may be realized by providing recreational trail opportunities that:

- conserve natural features,
- define urban identities,
- link community facilities,
- serve persons with varied physical abilities and skills, and
- promote commuter and other more functional transportation methods.

Existing multipurpose trails

The following multipurpose trail systems have been developed to provide combined hike and bike trail opportunities in the area.

Multipurpose trail miles

King County *21.0*

1	<i>Cedar-to-Green River Trail</i>	<i>3.7</i>
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Multipurpose hike, bike, and horse trail extension from the Cedar River Trail located on 131.8 acres of abandoned railroad track corridor extending from north of Maple Valley to SE Kent-Kangley Road.

2	<i>Cedar River Trail</i>	<i>17.3</i>
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Multipurpose hike, bike, and horse trail located on abandoned railroad track corridor extending from Lake Washington in downtown Renton parallel to the Cedar River through Kent and around Maple Valley to Landsburg Park on Summit Landsburg Road. The trail is a paved, off-road trail for the first 12.3 miles and then a soft surface for the last 5.0 miles which is popular with equestrians.

Total existing multipurpose miles ***21.0***

Proposed multipurpose trails

The following multipurpose trail system may be developed to provide combined hike and bike trail opportunities across the city subject to feasibility studies with appropriate public and private participants. ***The trails generally follow railroad, utility right-of-way, sensitive area buffers, and public road corridors, but may be***

relocated onto public and/or private property where owners approve.

Multipurpose trail miles

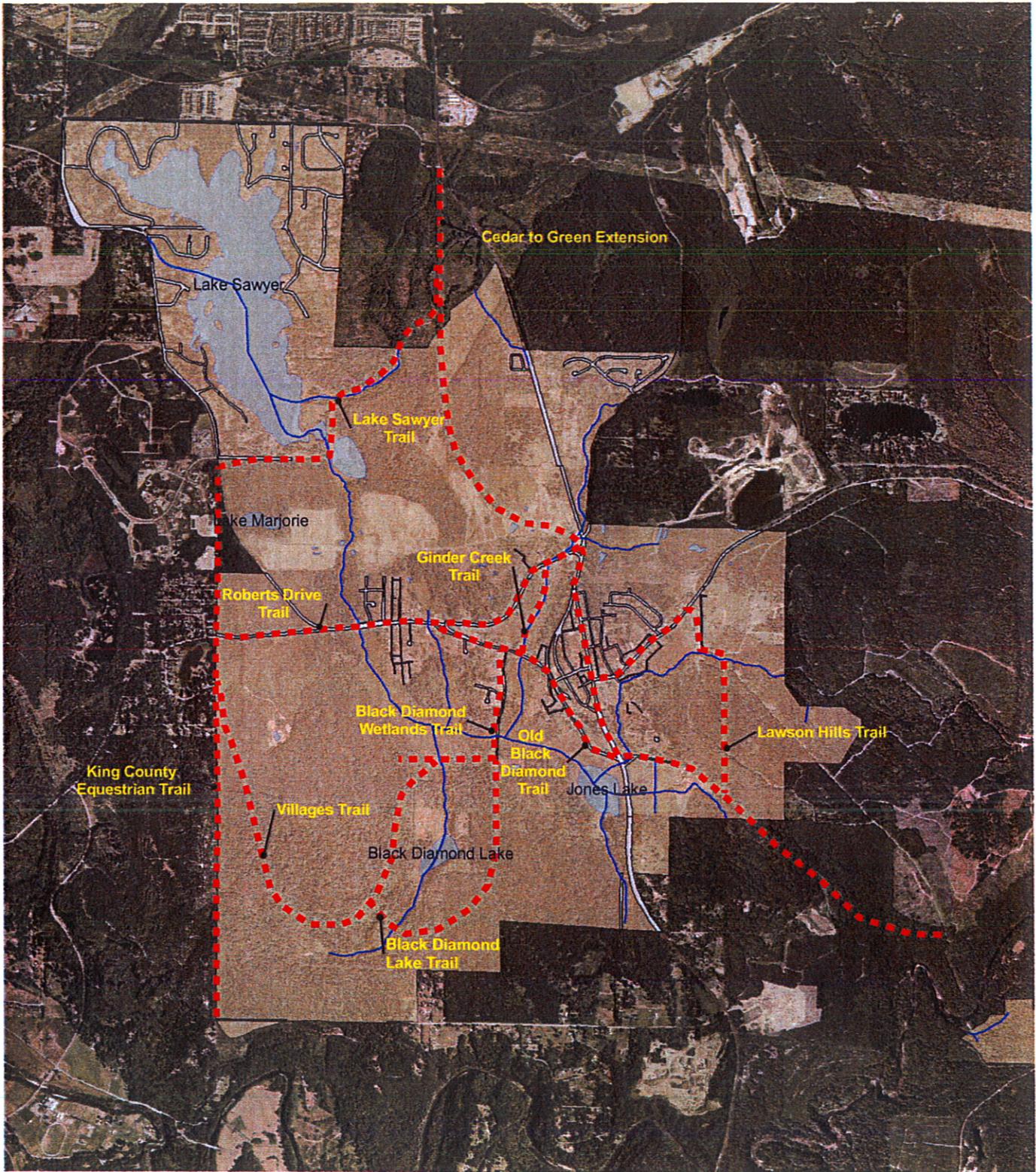
Black Diamond

1	Cedar-to-Green River Trail extension	7.0
<p>Multipurpose hike, bike, and horse trail extension on the abandoned railroad track corridor from Maple Valley south past Lake Sawyer then on Railroad Avenue and across SR-169/Black Diamond-Enumclaw Road onto Old Lawson Road (railroad corridor) to the Green River Gorge. Trailheads may be developed in the Ravensdale Creek Open Space, in the downtown on Railroad Avenue, on SR-169/Black Diamond-Enumclaw Road at Jones Lake, and at Green River Gorge Road.</p>		
2	Villages Trail	2.3
<p>Multipurpose hike and bike trail from the King County Equestrian Trail through the Villages MPD and tying into the Black Diamond Lake Trail.</p>		
3	Lake Sawyer Trail	1.8
<p>Multipurpose hike, bike, and horse trail from the Cedar-to-Green River Trail south within the Ravensdale Creek Open Space conservancy and through Lake Sawyer Regional Park to Lake Sawyer Road. Trailheads may be developed on SR-169 in the Ravensdale Creek Open Space and Lake Sawyer Regional Park.</p>		
4	King County Equestrian Trail	3.0
<p>Multipurpose hike, bike, and horse trail from Lake Sawyer Regional Park south on the dedicated 100-foot wide equestrian trail corridor along the west boundary of the urban growth area. A trailhead will be developed in the property reserved by King County for an equestrian trailhead on Lake Sawyer Road adjacent to Lake Sawyer Regional Park.</p>		
5	Lawson Hills Trail	2.0
<p>Multipurpose hike and bike trail from the Cedar-to-Green River Trail south within or adjacent to the Lawson Connector through Yarrow Bay Development LLC's Lawson Hills Master Planned Development then down the hillside within the Black Diamond In-City Forest to reconnect to the Cedar-to-Green River Trail.</p>		

Total proposed multipurpose miles **16.1**



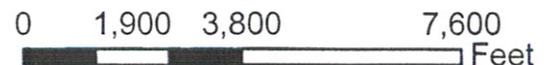
DRAFT TRAILS PLAN



Legend

- Trails
- City Limits

Sources: King County, City of Black Diamond
Map prepared by: City of Black Diamond
Map Created: July 27, 2011



3.4 Off-road hiking trails

Off-road walking and hiking trails may be developed to link major environmental assets, park and recreational facilities, community centers, and historical features throughout the city.

Generally, off-road walking and hiking trails may be developed as dirt or gravel or bark surfaced routes on interior alignments through environmental features. Portions of the system within the more densely developed areas, however, may be developed as sidewalks or boardwalks with urban streetscape furnishings and amenities.

Off-road walking and hiking trails may be developed, where possible, in alignments separate from vehicular or other motorized forms of transportation.

For example, walking and hiking trails may be located within natural drainage corridors, wooded ravines, and utility easements. In some instances and for short duration, walking and hiking trail systems may be developed as improvements within the right-of-way of established vehicular or other transportation corridors.

Generally, walking and hiking trails may be developed to Washington State Department of Transportation (WSDOT), US Forest Service



(USFS), or Washington State Recreation Conservation Office (RCO) walking trail standards with a crushed rock, or compacted dirt base.

Most trail segments may be handicap accessible and usable by all age and skill groups. In the most urban or park sites, off-road walking and

hiking trails may be developed with an asphalt or concrete surface, handicap accessible and usable by all age and skill groups. Some trails are part of multipurpose trail systems; other trails are exclusive walking/hiking trails.

Off-road walking and hiking trail corridors may be located to coincide with other park and recreational improvements or public facilities to access rest stops, parking lots, restrooms, and other services.

Off-road walking and hiking trail corridors may be independent properties or include portions of other sites provided for resource activities, athletic facilities, and other park and recreational or public facility properties. Linked with conservation areas and resource activities, the off-road walking and hiking trails may create a system of interconnected greenways to integrate and define the urban and natural portions of the Island in accordance with the Growth Management Act's (GMA) provisions for urban separators.

Vision

As described, the off-road walking and hiking trails vision may be realized by providing recreational trail opportunities in the city that:

- access natural features that may not be available otherwise,
- link open spaces and other conservation areas into a greenway system,
- serve persons with varied physical abilities and skills,
- establish high visibility and volume pedestrian routes through the most developed urban areas and park sites,
- where practical, expand the park system to connect with public properties,
- where practical, expand roadway corridors to provide recreational and commuter trail opportunities.

Proposed off-road hiking trails

The following off-road walking and hiking trails may be developed to major destinations across the city.

Proposed off-road walking/hiking trail miles **Black Diamond**

1	Cedar-to-Green River Trail extension	7.0
Off-road hiking portion of multipurpose trail extension on the abandoned railroad track corridor from Maple Valley south past Lake Sawyer then on Railroad Avenue and across SR-169/Black Diamond-Enumclaw Road onto Old Lawson Road (railroad corridor) to the Green River Gorge. Trailheads may be developed in the		

Ravensdale Creek Open Space, in the downtown on Railroad Avenue, on SR-169/Black Diamond-Enumclaw Road at Jones Lake, and at Green River Gorge Road.	
2	Lake Sawyer Trail 1.8
Off-road hiking portion of multipurpose trail from the Cedar-to-Green River Trail south within the Ravensdale Creek Open Space conservancy and through Lake Sawyer Regional Park to Lake Sawyer Road. Trailheads may be developed on SR-169 in the Ravensdale Creek Open Space and Lake Sawyer Regional Park.	
3	Roberts Drive Trail 2.5
Off-road hiking portion of trail in or adjacent to Roberts Drive right-of-way from the Cedar River Trail east to the King County dedicated equestrian trail on the west urban growth area boundary line.	
4	King County Equestrian Trail 3.0
Off-road hiking portion of multipurpose trail from Lake Sawyer Regional Park south on the dedicated 100-foot wide equestrian trail corridor along the west boundary of the urban growth area. A trailhead will be developed in the property reserved by King County for an equestrian trailhead on Lake Sawyer Road adjacent to Lake Sawyer Regional Park.	
5	Black Diamond Lake Trail 1.5
Off-road hiking portion of multipurpose trail from King County Equestrian Trail east through Yarrow Bay Development LLC's The Villages Master Planned Development in and around wetland and critical area buffers to Chub Lake Road.	
6	Lawson Hills Trail 2.0
Off-road hiking portion of multipurpose trail from the Cedar-to-Green River Trail south within or adjacent to the Lawson Connector through Yarrow Bay Development LLC's Lawson Hills Master Planned Development then down the hillside within the Black Diamond In-City Forest to reconnect to the Cedar-to-Green River Trail.	
7	Old Black Diamond Trail 1.2
Off-road hiking portion extending south from Roberts Drive on Railroad Avenue through the historic downtown district to connect with the Cedar River Trail at Jones Lake. A trailhead may be developed adjacent the Depot in downtown.	
8	Black Diamond Wetlands Trail* 1.8
Off-road hiking portion from Old Black Diamond Trail at Railroad Avenue south on Abrams and Chub Lake Road to Black Diamond Lake Trail in Yarrow Bay Development LLC's The Villages Master Planned Development.	
9	Ginder Creek Trail 0.5
Off-road hiking trail connecting Roberts Drive with Morgan Street through the Ginder Creek	

Properties. This is a short trail section that includes Ginder Creek and riparian habitat along its path.

10	Villages Trail	2.3
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Off-road hiking trail through Yarrow Bay Development LLC's The Villages Master Planned Development to connect to Black Diamond Lake Trail.

<i>Total proposed off-road walking and hiking trail miles</i>		23.6
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3.5 Off-road mountain biking trails

A system of off-road mountain bike trails for family or all skill levels and for single-track or experienced riders may be developed to link major environmental assets, park, and recreational facilities throughout Black Diamond.

To the extent practical, off-road mountain bike trails may be linked or extended into local urban neighborhoods to provide convenient, safe access for younger age riders. Off-road mountain bike trail facilities may also be developed to provide contained trails within major parks and/or on public or utility rights-of-way that are safe and practical for younger, less experienced riders.

In addition, single-track mountain bike trails may be developed to provide 1 or 2-way trail systems over hill terrain, obstacles, and other features in open space areas, major parks, and forestlands of interest to experienced enthusiasts.

To the extent practical, off-road mountain bike trails may be developed as single mode trails in accordance with US Forest Service guidelines. Some trail corridors, however, may be designated for joint equestrian, hiking, and off-road mountain bike trail use.

Within developed areas, off-road mountain bike trails may parallel or coincide with other multipurpose trail corridors or within separate routes using power line, pipeline, and other alignments of interest to the off-road mountain bike riding population.

In some instances, off-road mountain bike trails may be developed as improvements within the right-of-way of established vehicular or other transportation corridors - particularly where these segments may provide trail access to parks or riding areas that would not be accessible otherwise.

Off-road mountain bike trails may be constructed of crushed rock, sand or a compact dirt rock base of varying widths with additional area of under-story clearance on either side of the trail. When provided within a multipurpose trail corridor, the off-road mountain bike trail may be an integral part of other hiking and biking activities.

Off-road mountain bike trails may generally share trailhead services with other trail users when the off-road mountain bike trail is located within a multipurpose trail corridor. When off-

road mountain bike trails are provided in separate locations, trailheads may be provided with parking lots, bike racks and storage facilities, restrooms, and other services.

Off-road mountain biking enthusiasts working in conjunction with cycling interest groups proposed some of the off-road mountain bike trails in this plan. Future public off-road mountain biking trail projects may use the same cooperative, joint venture approach to formally designate and improve existing trails and trailheads and/or develop new off-road trails, rest stops, and other trail services.

Vision

As described, the off-road mountain bike trails vision may:

- increase off-road mountain bike trail access for experienced riders to scenic areas and features for extended ride duration,
- increase trail access for local residents to parks, open space corridors, and other areas of interest within the urban areas,
- serve persons with varied physical abilities and skills, and
- expand trail corridors to provide for a mixture of recreational uses.



- Off road mountain bike trails - family

Proposed off-road mountain bike trails

The following off-road mountain biking trails may be developed to major destinations across the city.

Proposed off-road mountain bike trail miles Black Diamond

1	Cedar-to-Green River Trail extension	7.0
Off-road mountain biking portion of multipurpose trail extension on the abandoned railroad track corridor from Maple Valley south past Lake Sawyer then on Railroad Avenue and		

across SR-169/Black Diamond-Enumclaw Road onto Old Lawson Road (railroad corridor) to the Green River Gorge. Trailheads may be developed in the Ravensdale Creek Open Space, in the downtown on Railroad Avenue, on SR-169/Black Diamond-Enumclaw Road at Jones Lake, and at Green River Gorge Road.

along its path.

2 Lake Sawyer Trail 1.8

Off-road mountain biking portion of multipurpose trail from the Cedar-to-Green River Trail south within the Ravensdale Creek Open Space conservancy and through Lake Sawyer Regional Park to Lake Sawyer Road. Trailheads may be developed on SR-169 in the Ravensdale Creek Open Space and Lake Sawyer Regional Park.

Total proposed off-road mountain bike trail miles 19.9

3 King County Equestrian Trail 3.0

Off-road mountain biking portion of multipurpose trail from Lake Sawyer Regional Park south on the dedicated 100-foot wide equestrian trail corridor along the west boundary of the urban growth area. A trailhead will be developed in the property reserved by King County for an equestrian trailhead on Lake Sawyer Road adjacent to Lake Sawyer Regional Park.

4 Black Diamond Lake Trail 1.5

Off-road mountain biking trail from King County Equestrian Trail east through Yarrow Bay Development LLC's The Villages Master Planned Development in and around wetland and critical area buffers to Chub Lake Road.

5 Lawson Hills Trail 2.0

Off-road mountain biking portion of multipurpose trail from the Cedar-to-Green River Trail south within or adjacent to the Lawson Connector through Yarrow Bay Development LLC's Lawson Hills Master Planned Development then down the hillside within the Black Diamond In-City Forest to reconnect to the Cedar River Trail.

6 Villages Trail 2.3

Off-road mountain biking of multipurpose trail through Yarrow Bay Development LLC's The Villages Master Planned Development to connect to Black Diamond Lake Trail.

7 Black Diamond Wetlands Trail* 1.8

Off-road mountain biking from Old Black Diamond Trail at Railroad Avenue south on Abrams and Chub Lake Road to Black Diamond Lake Trail in Yarrow Bay Development LLC's The Villages Master Planned Development.

8 Ginder Creek Trail 0.5

Off-road mountain biking connecting Roberts Drive with Morgan Street through the Ginder Creek Properties. This is a short trail section that includes Ginder Creek and riparian habitat

3.6 Horse trails

A system of horse trails will be developed to link major environmental assets, park, and recreational facilities across the city. To the extent practical and possible, horse trails will be linked or extended into local communities that have significant horse populations to provide convenient and safe access for riders of all age and skill levels.

Within the developed areas, horse trails will parallel or coincide with other multipurpose trail corridors or be within separate routes using power line, pipeline, and other alignments of interest to the horse riding population.

Horse trails will be constructed to Forest Service standards of a sand or compacted dirt base with an additional under-story clearance on either



side of the trail. When provided within a multipurpose trail corridor, the horse trail will be separated as much as possible from other hiking and biking activities. Riders will be required to dismount at all bridges and other elevated crossings where the horse trail coincides with other trail activities.

Horse trails will generally share trailhead services with other trail users when the horse trail is located within a multipurpose trail corridor. When horse trails are provided in separate locations, trailheads will be provided with parking lots, hitching racks, restrooms, and other services.

Some of the horse trails in this plan have already been developed on an informal basis by horse riding organizations working in conjunction with public and private landowners. Future public horse trail development projects

will use the same cooperative, joint venture approach to formally designate and improve existing trails and trailheads.

Vision

As described, the horse trails vision will:

- provide or formally designate equestrian access to scenic areas and other features of interest,
- for riders of all capability levels,
- for extended ride duration, and
- within close proximity to the extent possible, to horse riding populations.

Proposed horse trails

The following horse trails may be developed to major destinations across the city.

Proposed horse trail miles

Black Diamond with others

1	Lake Sawyer Trail	1.8
Horse trail portion of multipurpose trail from the Cedar-to-Green River Trail south within the Ravensdale Creek Open Space conservancy and through Lake Sawyer Regional Park to Lake Sawyer Road. Trailheads may be developed on SR-169 in the Ravensdale Creek Open Space and Lake Sawyer Regional Park.		
2	King County Equestrian Trail	3.0
Horse trail portion of multipurpose trail from Lake Sawyer Regional Park south on the dedicated 100-foot wide equestrian trail corridor along the west boundary of the urban growth area. A trailhead will be developed in the property reserved by King County for an equestrian trailhead on Lake Sawyer Road adjacent to Lake Sawyer Regional Park.		
Total proposed horse trail miles		4.8

Appendix A

Costs

Included within this appendix are the relative costs of building components to an integrated, city-wide trails system. The project list is not exhaustive as resources are limited and propose building certain aspects of the trail system, but can be added to as resources allow. Assumptions have been made as per the cost per acre (\$20,000) in acquiring right-of-way or easements. In some cases, such as the Lake Sawyer Trail, easements have already been obtained by King County, but are included for reference. In any case, no charge is assessed to the City of Black Diamond as indicated on the table.

The initial focus of the program will be acquiring the needed right-of-way, easements, etc. in order to secure these properties for future trail development. Adjustments may be needed as acquiring properties and circumstances can differ. Trail alignments may differ from what is planned due to these circumstances. For most of the trail sections, we tried to follow existing right-of-ways in order to reduce costs.

In addition to these costs are projects that may be accomplished given available resources and grant opportunities. Components to some of these projects have already been constructed and these relative costs have been integrated to reflect this fact. As an example, a small portion of sidewalk has been installed in front of the King County Library along Roberts Drive. Costs for this project include completing sidewalk along Roberts Drive for the remaining section of roadway.

Proposed Proposed Projects and Level of Funding

Length	units	facility addtn	Facility cost /unit	BIDD funding required share	BIDD funding required	BIDD Comments
Land						
linear trails - 40 ft w	acres	33.9	\$20,000	100%	\$678,788	Cedar to Green Trail Extension
30 feet	acres	6.5	\$20,000	0%	\$0	Lake Sawyer Trail
20 feet	acres	6.1	\$20,000	100%	\$121,212	Roberts Drive Trail
100 feet	acres	36.4	\$20,000	0%	\$0	King County Equestrian Trail
20 feet	acres	3.6	\$20,000	0%	\$0	Black Diamond Lake Trail*
20 feet	acres	4.8	\$20,000	0%	\$0	Lawson Hills Trail*
20 feet	acres	5.6	\$20,000	0%	\$0	Villages Trail*
20 feet	acres	2.9	\$20,000	100%	\$58,182	Old Black Diamond Trail
20 feet	acres	4.4	\$20,000	100%	\$87,273	Black Diamond Wetlands Trail
20 feet	acres	0.5	\$20,000	100%	\$9,697	Ginder Creek Trail
		104.2	\$2,094,545		\$945,455	

Facilities

Trail Sections						
asphalt 8 foot	mile	7.0	\$253,456	100%	\$1,774,192	Cedar to Green Trail Extension
asphalt 8 foot	mile	1.8	\$253,456	25%	\$114,055	Lake Sawyer Trail
Sidewalk 4 foot	mile	2.5	\$136,996	100%	\$342,490	Roberts Drive Trail
dirt 6 + 2 foot horse	mile	3.0	\$163,056	25%	\$122,292	King County Equestrian Trail
dirt 6 foot	mile	1.5	\$151,465	0%	\$0	Black Diamond Lake Trail*
asphalt 8 foot	mile	2.0	\$253,456	0%	\$0	Lawson Hills Trail*
asphalt 8 foot	mile	2.3	\$253,456	0%	\$0	Villages Trail*
Sidewalk 4 foot	mile	1.2	\$136,996	100%	\$164,395	Old Black Diamond Trail
dirt 6 foot	mile	1.8	\$151,465	100%	\$272,637	Black Diamond Wetlands Trail
dirt 6 foot	mile	0.5	\$151,465	100%	\$75,733	Ginder Creek Trail
		23.6	\$4,891,894		\$2,865,794	
Subtotal for facility impact						
Total impact for land and facilities						\$3,811,248

* Subject to review and approval of Master Planned Developments (MPD) by City Council.