

# Chapter 2 Alternatives

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## 1 What alternatives have been considered?

Four alternatives have been developed in order to provide a meaningful range of options for consideration by the public, neighboring agencies, and other interested parties. The alternatives are summarized briefly, with additional detailed discussion following the summaries.

### **Alternative 1**

Alternative 1 (No Action) is based on proposed residential zoning for the Main Property and includes 3,150 single-family dwelling units with 8,505 residents on the Main Property, and 425,000 sf of commercial uses on the North Property. This alternative assumes that development will occur incrementally over time, and will not be master planned nor follow the City's MPD process. There are no multi-family units or on-site school facilities assumed in Alternative 1. Sensitive areas, such as wetlands, wildlife, and surface water, would be protected as required by the City's SAO.

### **Alternative 2**

Alternative 2 (MPD Proposal) represents the Applicant's proposal under the City's MPD Ordinance. This alternative includes a mix of low, medium, and high-density residential development, for a total of 4,800 residential units with 11,940 residents. This scenario includes a total of 775,000 sf of retail and office uses as well as three new school sites. Because it is a master plan, this alternative also includes a substantial amount of open space, as required by the MPD ordinance and prior agreements. A more complete description of the MPD proposal can be found in the MPD application, submitted to the City of Black Diamond on May 11, 2009.

Utilities such as water, sewer, stormwater systems, and low impact development (LID), are also proposed with the MPD application. These systems are generally consistent with the City's Comprehensive Plan and adopted codes and standards, except where functionally equivalent standards are proposed, which can be approved with the MPD, as allowed by BDMC 18.98.130. Roads and other non-motorized circulation are also proposed to be built with the MPD.

### **Alternative 3**

Alternative 3 (Mitigated MPD) would also follow a master planned approach, and would be subject to the MPD ordinance requirements. However, Alternative 3 includes a greater set aside for open space in order to provide enhanced protection of sensitive areas, and has 25 percent fewer residential units (3,600) and residents (8,955) than Alternatives 1 or 2. This alternative has proportionally less retail/office square footage than Alternative 2, reflecting lower demand based on fewer households. Alternative 3 assumes provision of all necessary school sites, at the school site size recommendations of the Enumclaw School District, within the MPD property.

### **Alternative 4**

Alternative 4 (Fiscally Balanced MPD) has the same land use acreages as Alternative 2, but with a lower number of residential units (1,420 single-family and 473 multi-family) and resulting population (4,709). This reflects the provision in the City's MPD Ordinance that MPD proposals have a positive fiscal impact on the City at each stage of development. The reduced number of units allows the revenues generated by the commercial development to be balanced by the costs associated with servicing the larger population. In order to create this alternative, the total office and commercial square footage from Alternative 2 was held constant, and the number of units lowered until the costs of residential development and associated services (police, fire, parks, etc.) and the revenues from commercial/retail and associated taxes "balanced."

This alternative was developed primarily to establish a "bookend" of where the fiscal balance requirement of the MPD ordinance comes in to play. Therefore, this alternative was not analyzed in depth for impacts and mitigation.

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#### **What does "fiscally balanced" mean?**

A development is fiscal neutral when revenues generated by the development are in balance with the costs of providing additional services to the increased population.

Additional discussion on the economic analysis completed for this EIS can be found in Chapter 3 and Appendix J.

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## 2 What elements are included in Alternative 1 – No Action?

The majority of The Villages study area is designated “Master Planned Development” (MPD). The southeastern portion of the Main Property is currently in unincorporated King County, and is zoned Urban Reserve. However, it is going through the annexation process to become part of the City. The North Property is zoned “Community Commercial.”

As shown in Exhibit 2-1, Alternative 1 assumes all development in the Main Property will consist of low-density residential uses, which would allow for development of 4 to 6 units per acre. Thirty-five acres of commercial development would be located on the North Property.

For purposes of this EIS, a minimum lot size of 7,200 square feet (sf) was assumed, which results in approximately 5 units per acre. In developing the parameters for the number of dwelling units in Alternative 1, the following assumptions were made:

- Sensitive areas and buffers associated with streams and wetlands were not considered developable land. Landslide hazard areas were excluded as well. No exclusion was made for terrestrial species or erosion hazard areas.
- Development was based on an average of 4.61 units per acre, with standard subdivision layout, and no provision for varying lot size or clustering dwelling units.
- No adjustments were made based on the location and shape of lots or sensitive areas or for the practicality of providing a rational street system that might affect the total number of lots. The total available acres were simply divided by the lot size plus a street adjustment.

In order to develop the total number of residential units, the first step is to convert the total (gross) acres into net acres, by removing the acreage determined to be “sensitive areas” as defined by the City’s SAO.

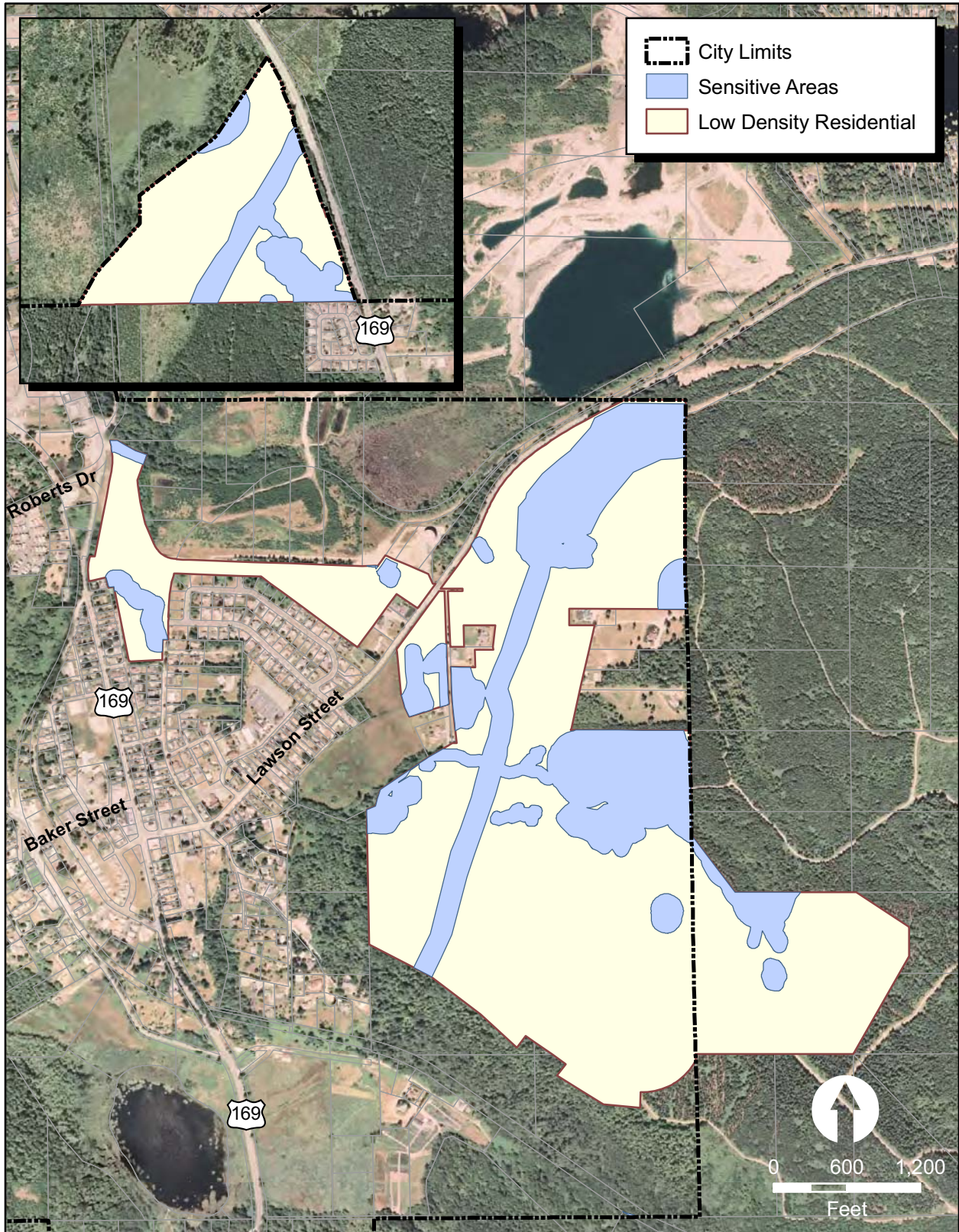
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### What is the Planning Horizon for Alternative 1?

Alternative 1 anticipates full development of The Villages area by 2025.

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### Exhibit 2-1 Alternative 1 - No Action



Exhibits in this EIS are intended to provide a general graphical depiction of built and natural environment conditions and may not be accurate to the parcel level.

In order to develop the total number of residential units in Alternative 1, the first step was to convert the total (gross) acres into net acres, by removing the acreage determined to be “sensitive areas” as defined by the City’s SAO:

$$\begin{array}{r}
 1,196 \text{ gross acres} \\
 - 478 \text{ sensitive areas} \\
 - \underline{35 \text{ acres commercial}} \\
 \hline
 683 \text{ net acres}
 \end{array}$$

Net acres were then converted to dwelling units by multiplying the number of net acres by the number of units per acre:

$$683 \text{ acres} \times 4.61 \text{ units/acre} = 3,150 \text{ units}$$

All units in Alternative 1 are assumed to be single-family units, which generate 2.7 persons per household on average. This results in a total population of 8,505 residents.

The land uses and estimated acreage for each are summarized in Exhibit 2-2 below.

**Exhibit 2-2**  
**Alternative 1 – Proposed Land Use**

Land Use Category	Description	Estimated Acreage
Residential	3,150 single family units	683 acres
Commercial	<ul style="list-style-type: none"> <li>• 225,000 sf of office space</li> <li>• 200,000 sf of retail space</li> </ul>	35 acres
Open Space	<ul style="list-style-type: none"> <li>• Community parks</li> <li>• Forested areas</li> <li>• Environmentally Sensitive Areas and their buffers</li> <li>• Stormwater ponds</li> <li>• Trails</li> </ul>	478 acres
New Roads	Internal road systems	Assumed in developed residential and commercial areas
<b>TOTAL:</b>		<b>1,197 acres</b>

### **3 What elements are included in Alternative 2 – MPD Proposal?**

As shown in Exhibit 2-3, Alternative 2 reflects the Applicant’s proposal for development of The Villages area as an MPD. As such, it includes a mix of residential, retail, office, educational, recreational, and open-space uses. It assumes development will occur following the policies set forth in the City’s MPD Ordinance, including setting aside a substantial amount of passive and active open space.

The Applicant’s Objectives for Alternative 2 are:

- Utilize the Master Planned Development (MPD) ordinance and code to design and plan a master planned community that fulfills the Public Benefit Objectives by: providing employment uses; improving the City's long-term fiscal performance; ensuring timely provision of necessary facilities and infrastructure; integrating and preserving special characteristics of the site within future site planning; protecting surface and groundwater quality; conserving water and other resources; providing a variety of housing options; preserving and enhancing open spaces and views of Mt. Rainier; and, providing a coordinated system of pedestrian and bike facilities.
- Provide an appropriate ratio of commercial, retail, and office opportunities that are well integrated into the MPD to satisfy the demand for jobs and commerce created by the new households and the surrounding community.
- Provide mixed use opportunities to create meaningful village centers that sustain local business activity.
- Propose a mix of uses that compliments the range of existing and planned uses within the City of Black Diamond and the surrounding rural area; respects the character of adjacent neighborhoods and rural unincorporated areas; and, utilizes existing availability and planned capacity of urban services, access opportunities, and infrastructure systems located in proximity to the site.

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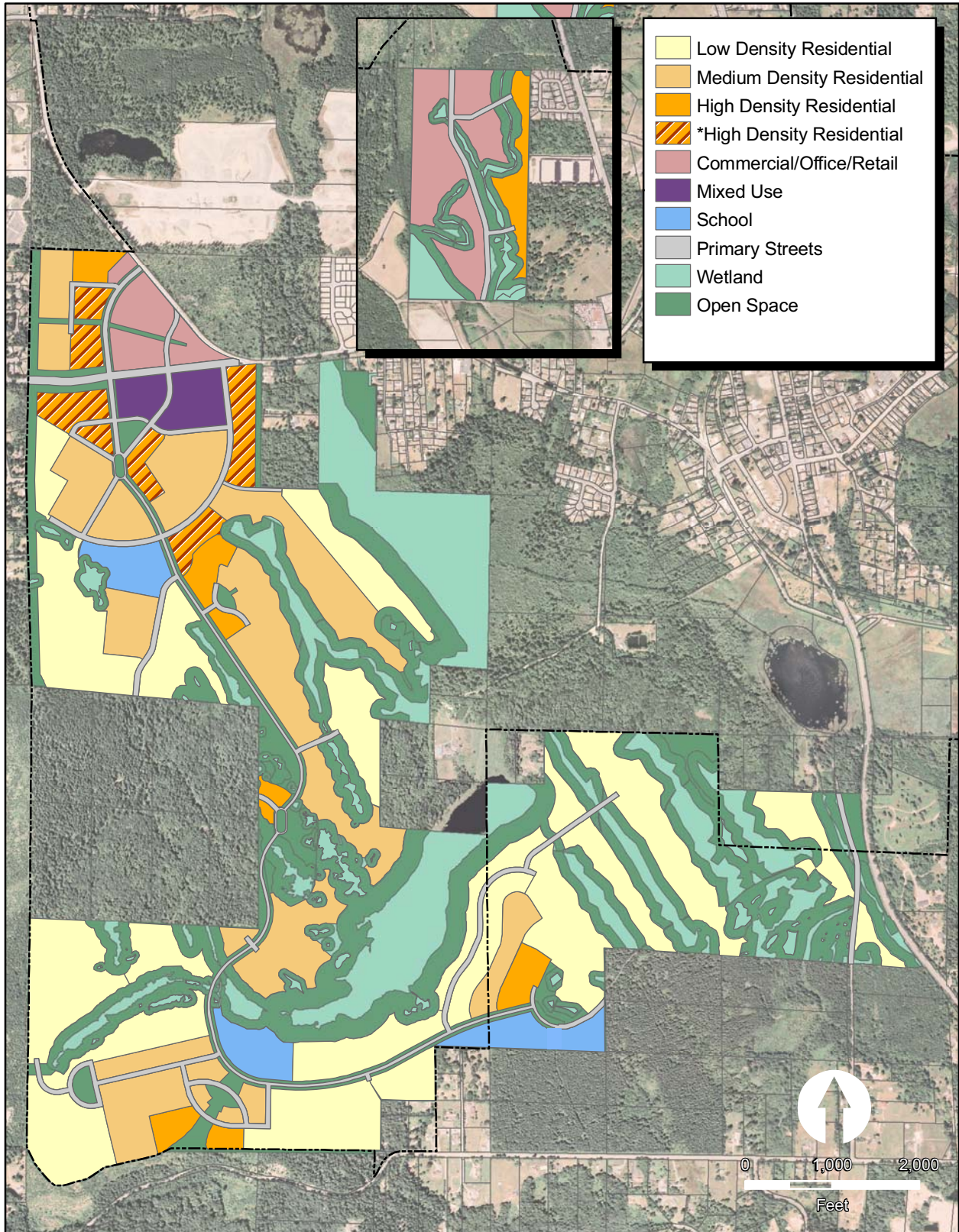
**What is the Planning Horizon for Alternative 2?**

Alternative 2 anticipates full development of The Villages area by 2025.

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Exhibit 2-3

Alternative 2 - Proposed Master Planned Development



Exhibits in this EIS are intended to provide a general graphical depiction of built and natural environment conditions and may not be accurate to the parcel level.

- Implement the Black Diamond Urban Growth Area Agreement (BDUGAA) by annexing the South Annexation Area and conveying and preserving the open space contemplated with the annexation, in addition to other identified open spaces necessary to fulfill the requirements outlined in the BDUGAA.
- Create a community that seeks to protect the naturally constrained areas of the site and surrounding area, including streams, wetlands, and surface and groundwater resources, through master planning concepts and, to the extent feasible, through low impact development technologies.
- Plan for and develop a proposal that is consistent with the applicable City policies, objectives, codes, and ordinances.
- Create an economically-viable community that provides office, retail, other commercial uses, preserves open spaces, integrates open space corridors, recreational opportunities, essential public facilities, and a wide range of residential opportunities, which are fiscally sound and able to aid in implementing necessary up-front infrastructure upgrades, and generates an adequate financial return to justify the risk and cost of local and regional improvements to transportation, sewer, and stormwater facilities.
- Provide a range of residential and lifestyle opportunities at urban densities within the City's UGA that adequately responds to dynamic market factors over time, is affordable to a range of income levels, and contributes to the City targets for accommodating growth under GMA.

The land uses and estimated acreage for each use are summarized in Exhibit 2-4 and discussed in greater detail in the following pages.

## Exhibit 2-4

**Alternative 2 – Proposed Land Use**

Land Use Category	Description	Estimated Acreage
Residential	4,800 Dwelling Units: <ul style="list-style-type: none"> <li>• 3,600 single-family detached</li> <li>• 1,200 multi-family</li> </ul>	535 acres
Commercial	<ul style="list-style-type: none"> <li>• 450,000 sf office space</li> <li>• 325,000 sf retail space</li> <li>• Includes some residential use at 16 to 20 du/ac</li> </ul>	69 acres
Open Space	<ul style="list-style-type: none"> <li>• Community parks</li> <li>• Forested areas</li> <li>• Environmentally Sensitive Areas and their buffers</li> <li>• Stormwater ponds</li> <li>• Trails</li> </ul>	507 acres
Schools	Three school sites provided on-site	32 acres
New Roads	Internal road systems	53 acres
<b>TOTAL:</b>		<b>1,196 acres</b>

**Commercial (Retail and Office)**

Under Alternative 2, a portion of the Main Property is designated as a Town Center, with retail and office uses, and a limited amount of adjacent mixed-use land. The mixed-use land allows for commercial uses, with residential housing on upper floors. The intent of providing for mixed-use is to provide employment opportunities and foster a live/work environment. The Main Property may also include civic uses. The majority of the North Property is proposed for commercial uses.

**Residential**

Alternative 2 provides for single-family detached homes and multi-family units, ranging from low-density (4 to 8 units per acre) to high-density (12 to 18 units per acre, and potentially up to 30 units, per the MPD ordinance). To achieve the proposed densities on the site, up to 2,685 TDRs will be purchased and transferred to the site.

In the Main Property, high-density residential land is concentrated in the north/northwest around Lake Sawyer Road and Auburn-Black Diamond Road, with a limited number of additional high-density parcels located throughout the site. Lower- and medium-density residential land uses generally abut open space. A small portion of the North Property is high-density residential.

### **Open Space**

Preservation of open space is a key component of an MPD. The purpose of open space is to protect sensitive areas and to provide the community with parks, trails, wildlife corridors, and recreational opportunities. The total open space provided in this alternative is 507 acres, comprised of dedicated open space and portions of the school sites dedicated to outdoor recreation, as stated in the City's Ordinance No. 09-897, BDMC 18.98. Specific open space areas will need to be verified prior to future implementing approvals for development within the MPD.

### **Schools**

Alternative 2 includes provision for up to 32 acres of schools provided on-site. Additional schools needed to support the population of this alternative would be provided off-site (see Schools analysis, Chapter 3 for additional details).

### **Roadway**

The road network assumed at build out of Alternative 2 is illustrated in the City's 2025 Transportation Element of the Comprehensive Plan.

## **4 What elements are included in Alternative 3 – Mitigated MPD?**

Alternative 3 (Mitigated MPD Proposal) would also follow a master planned approach and would be subject to the MPD Ordinance requirements. As shown in Exhibit 2-5, Alternative 3 would include a greater amount of land set aside for open space, provide all on-site school facilities, and have 25 percent fewer residential units than Alternative 2. Commensurate with a lowered residential population, commercial and retail square footages are also proportionately lower in Alternative 3.

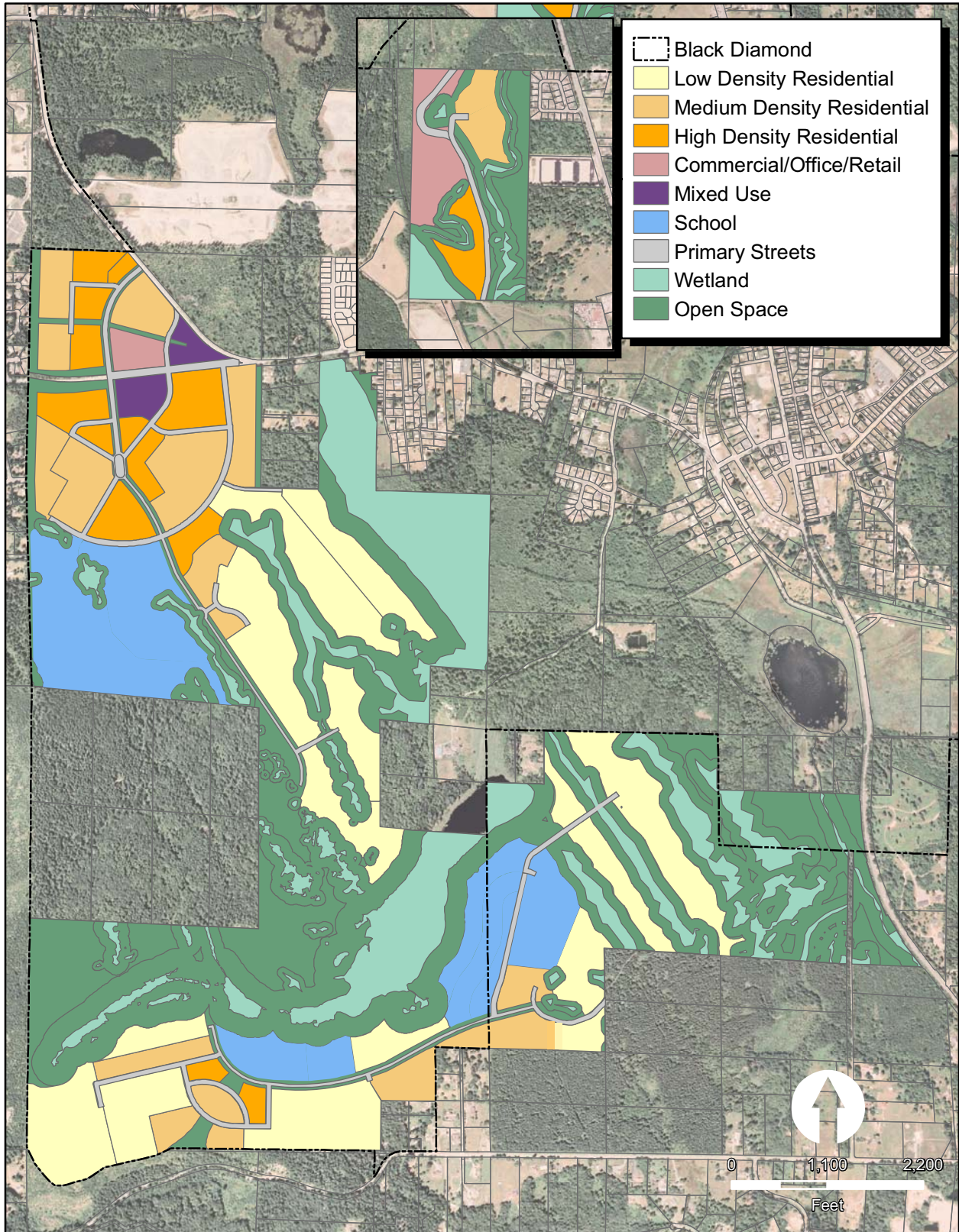
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### **What is the Planning Horizon for Alternative 3?**

Alternative 3 anticipates full development of The Villages area by 2025.

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**Exhibit 2-5**  
**Alternative 3 - Mitigated MPD Proposal**



Exhibits in this EIS are intended to provide a general graphical depiction of built and natural environment conditions and may not be accurate to the parcel level.

Alternative 3 is considered the “mitigated” alternative because it takes into account the impacts generated by the Applicant’s proposal (as depicted in Alternative 2), and diminishes or reduces the impacts in a variety of areas. These include:

- **Land Use** – Cluster more intense development on less residential and commercial acreage, and locate that development farther from sensitive areas. Fewer units also mean a lower population, which results in less demand on the transportation, water, and wastewater infrastructure.
- **Transportation** – Reduced residential and commercial uses result in fewer trips on the local and regional transportation network, and fewer intersection improvements are needed.
- **Open Space** – Provide more open space, particularly around sensitive areas, meeting the MPD Ordinance incentive to provide 50 percent of the total area in preserved open space.
- **Public Services** – Assume the need for school sites are all provided for within the MPD property, and that individual school sites are at the maximum end of the range desired by the Enumclaw School District.
- **Water Resources** (surface water, stormwater, and groundwater) – employ low impact development techniques to reduce impacts on surface waters and to treat and store stormwater.

It should be noted that the BDUGAA requires a minimum density of four units per acre within the South and West Annexation areas. As proposed in the EIS, Alternative 3 does not meet that and therefore may require an amendment to the BDUGAA. The land uses proposed in Alternative 3 with estimated acreages are summarized in Exhibit 2-6 and discussed in greater detail in the following pages.

Exhibit 2-6

**Alternative 3 – Proposed Land Use**

Land Use Category	Description	Estimated Acreage
Residential	3,600 Dwelling Units <ul style="list-style-type: none"> <li>• 2,700 single-family detached</li> <li>• 900 multi-family</li> </ul>	445 acres
Commercial/Office	<ul style="list-style-type: none"> <li>• 225,000 sf retail space</li> <li>• 150,000 sf office space</li> </ul>	33 acres
Open Space	Community parks, forested areas, trails, Environmentally Sensitive Areas and buffers	598 acres
School	2 elementary schools, 2 middle schools, and 1 high school to include need generated at Lawson MPD	120 acres
New Roads	Internal road systems	Included in developed area
<b>TOTAL:</b>		<b>1,195 acres</b>

**Residential**

Alternative 3 assumes 25 percent fewer residential units than Alternative 2, while maintaining the same single-family/multi-family split (75 percent single- and 25 percent multi-family). The resulting residential population of this alternative is 8,955.

**Commercial/Office**

The commercial and office uses are proposed to occur primarily on the North Property, and would also include mixed-use development. The office and retail uses are lower in this alternative, reflecting less demand due to a lower potential residential population.

**Open Space**

Alternative 3 assumes that, regardless of prior agreements, a total of 50 percent open space is preserved, to protect sensitive areas and their buffers, and to provide additional open space for passive and recreational uses.

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**What are the impacts?**

The impacts and mitigation for each alternative are described in detail in Chapters 3 (Built Environment) and 4 (Natural Environment). A summary of the cumulative impacts is provided in Chapter 5 (Indirect and Cumulative Efforts).

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## **Schools**

Alternative 3 includes 120 acres of school use, including two elementary schools (15 acres each), two middle schools (25 acres each), and one high school (40 acres), to include need generated at Lawson MPD.

## **5 What elements are included in Alternative 4 – Fiscally Balanced MPD?**

Alternative 4 was developed as a case study to achieve positive fiscal benefit, as required by the City's MPD Ordinance, specifically that:

*The proposed project will have no adverse financial impact upon the city at each phase of development, as well as at full build-out. The fiscal analysis shall also include the operation and maintenance costs to the city for operating, maintaining and replacing public facilities required to be constructed as a condition of MPD approval or any implementing approvals related thereto.*

As such, this Alternative includes the same land acreages as Alternative 2, but with a fewer number of residential units. The number of units has been decreased so that in each operational year, the City's budget is balanced between revenues and expenditures. Similar to Alternative 3, this alternative does not meet the requirements stated in the BDUGAA which require a minimum density of four units per acre within the South and West Annexation areas. Therefore, this alternative may require an amendment to the BDUGAA.

The land uses and estimated acreage for each are summarized in Exhibit 2-7.

## Exhibit 2-7

**Alternative 4 – Proposed Land Use**

<b>Land Use Category</b>	<b>Description</b>	<b>Estimated Acreage</b>
Residential	1,893 Dwelling Units <ul style="list-style-type: none"> <li>• 1,420 single-family detached</li> <li>• 473 multi-family</li> </ul>	525 acres
Commercial/Office	<ul style="list-style-type: none"> <li>• 450,000 sf retail space.</li> <li>• 325,000 sf office space.</li> </ul>	69 acres
Open Space	Community parks, forested areas, trails, Environmentally Sensitive Areas and buffers.	507 acres
School	2 elementary schools, 1 middle school, 1 high school; includes school need generated at Lawson MPD.	95 acres
New Roads	Internal road systems.	Included in developed area
<b>TOTAL:</b>		<b>1,195 acres</b>

The primary purpose of this alternative was to explore the residential unit and commercial/retail mix necessary to result in positive fiscal benefit. This alternative is not analyzed in detail in this EIS for that reason. However, additional discussion is included in Chapter 3, Fiscal Analysis.

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