

# **Chapter 3 The Built Environment – Effects on People and Community Resources**

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## **What is addressed in this chapter?**

This chapter describes the community's existing built environment and how the alternatives may impact that built environment. This chapter specifically addresses the following elements:

- Land Use
- Transportation
- Noise
- Public Utilities (water supply, wastewater, stormwater)
- Visual and Aesthetics
- Historic and Cultural Resources
- Public Services (parks and recreation, schools, public safety)
- Fiscal Analysis

## Land Use

### 1 What land uses are found in Black Diamond?

The City of Black Diamond is comprised of approximately 4,300 acres of land that includes a variety of land uses, with the primary uses being residential, commercial, parks, schools, and open space.

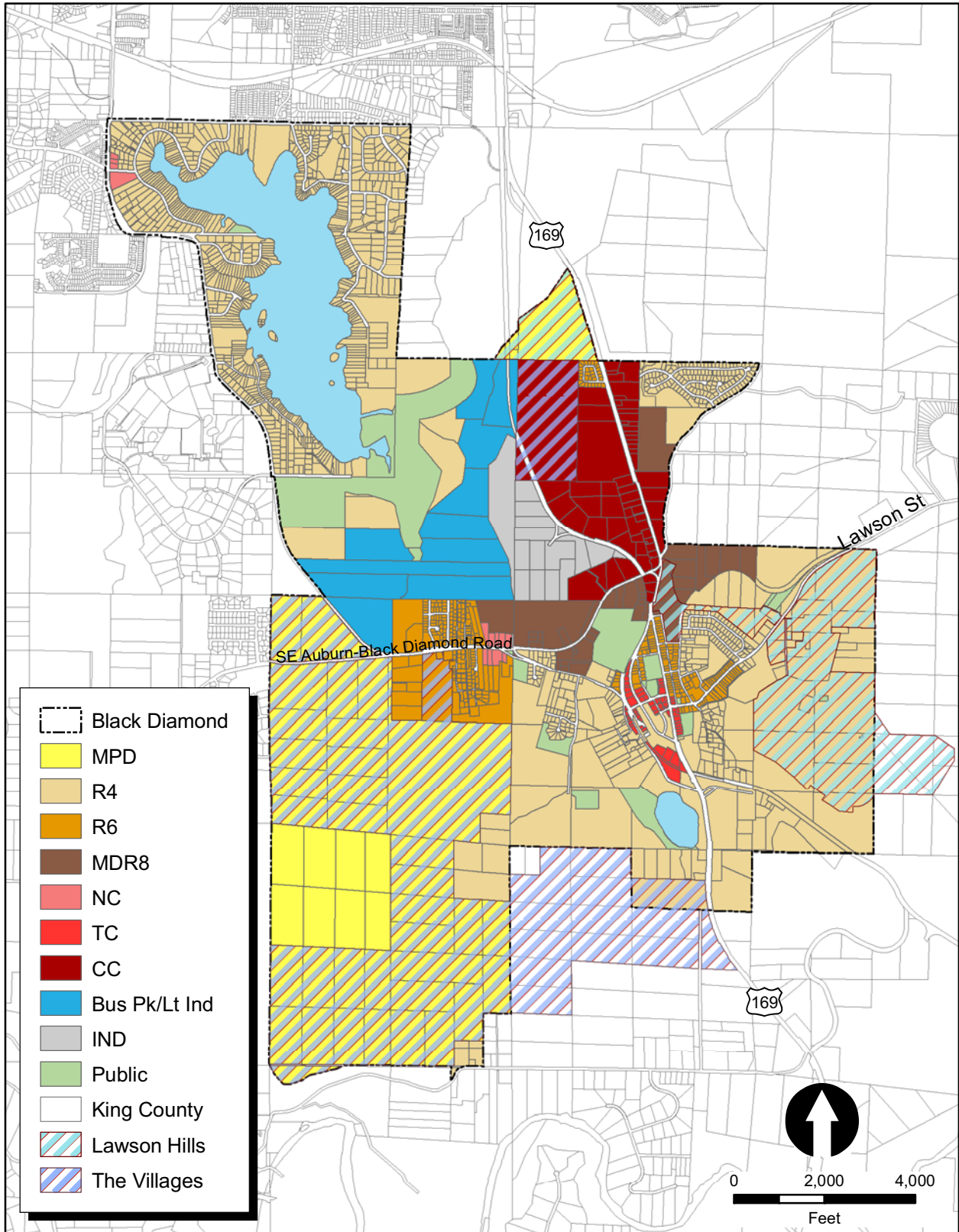
Existing residences are loosely grouped in three general areas of the City: the original Black Diamond town site along SR 169, the Morganville settlements along Roberts Drive, and the Lake Sawyer neighborhood. Additional development is located along other major roadways throughout the City.

The City's 2009 Zoning Map (see Exhibit 3-1) shows that the majority of the City is designated for either single family residential (R4 and R6) or Master Planned Development (MPD) uses. Land designated for community commercial (CC), light industrial (Bus Pk/Light Ind), and Industrial (IND) uses exist primarily to the west of SR 169 and north of Auburn-Black Diamond Road.

The Villages area is designated as "Master Planned Development (MPD). The southeastern portion of the Main Property, currently in unincorporated King County, is zoned urban reserve.

The study area includes an approximately 234-acre area in the southeast portion of the Main Property known as the "South Annexation Area," which is currently in unincorporated King County. The Applicant expects this will be annexed to the City prior to MPD approval, and therefore the South Annexation Area is proposed as part of The Villages MPD project.

Exhibit 3-1  
**City of Black Diamond Zoning Map**



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.

## 2 How are land uses expected to change in Black Diamond in the future?

The City’s Comprehensive Plan states the City’s Future Land Use Goal is to “Establish a pattern of development that maintains and enhances quality of life within the community.” The City’s Zoning Map (Exhibit 3-1) illustrates that a majority of the City is intended for either single family residential (R4) or Master Planned Development (MPD) use.

Two important provisions of the City’s development codes can affect land uses and development patterns – Transfer of Development Rights (TDR) as stated in the BDMC 19.24 and Master Planned Development Approval.

The City’s TDR program allows the transfer of development rights from lands that have important natural characteristics to lands with less important natural characteristics. Important natural characteristics include wetlands, stream and wildlife corridors, historic landmarks, park and open space lands, and trails. There are both primary and secondary TDR sending areas designated within The Villages. TDR receiving areas are designated in portions of The Villages, including the majority of the Main Property site.

MPD is another key concept the City is using to implement its vision and provide flexibility in attaining City goals. The purposes of the MPD regulations include establishing a comprehensive development review process; preserving passive open space, wildlife corridors, and active open space; and allowing alternative and innovative forms of development. The MPD process also encourages imaginative site layout and building design, with the intent of retaining significant features of the natural environment while allowing flexibility in development standards and permitted uses.

Certain components of the TDR program are designed to work with the requirements of the MPD process. TDR sending and receiving areas are a part of the MPD requirements so that the maximum allowable MPD residential densities can only be achieved through participation in the City’s TDR program as a

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### City Vision

The City’s Comprehensive Plan includes a vision for what the City will become by 2025, and emphasizes:

- Historic heritage and natural setting
  - Small-town atmosphere
  - Balance of moderate growth and economic viability
  - Economic base
  - Mix of residential types, sizes and densities, clustered to preserve maximum open space
  - Trails/bikeways/greenbelts connecting housing, shopping, employment, and parks and recreation areas
  - Active citizen participation in an effective and open government
  - Adequate public services and environmental protection
-

receiving site (BDMC 18.98.160). The Villages includes areas designated as sending areas and areas designated as receiving areas. To achieve the proposed densities on the site, up to 2,685 TDRs will be purchased and transferred to the site.

**3 What are the population characteristics of Black Diamond?**

The City of Black Diamond had an estimated population of 4,180 in 2009, which represents a 5.2 percent growth from 2000. The population is comprised of approximately equal population between men and women, a median age of 35.7 years, and an average household size of 2.7 people.

**4 What are the population characteristics of the surrounding community?**

King County, which the City and the entire study area lies within, had a population of 1,909,300 in 2009, representing a 9.9 percent increase from 2000. Exhibit 3-2 summarizes the population characteristics in Washington State, King County, and neighboring cities.

**5 What are the existing land uses in the study area?**

Currently, most of The Villages study area is undeveloped former commercial forest land. There is also a small area of rural farmland north of Black Diamond Lake. Rural development on 1- to 5-acre lots exists south of the UGA, and is accessed from Green Valley Road. In addition, there is a large aggregate mine south of Green River Road.

**6 How would land uses change under the alternatives?**

The City’s Zoning Code designates the majority of the land south of Roberts Drive/Auburn-Black Diamond Road for Master Planned Development (MPD). A portion of the proposed Villages MPD (the South Annexation Area) has yet to be annexed and is currently unincorporated King County. The land in unincorporated King County west of the UGA boundary is designated rural. Except for several subdivisions along Black Diamond-Auburn Road, the majority of the rural land is commercial forest.

**Exhibit 3-2  
Population  
Characteristics**

<b>Region</b>	<b>Population (2009)</b>
Washington	6,668,200
King County	1,909,300
Auburn	67,485
Black Diamond	4,180
Covington	17,530
Enumclaw	11,460
Kent	88,380
Maple Valley	20,840

The proposed Villages development area is generally isolated from most existing development in the City by the Rock Creek stream and wetland complex. Any of the development alternatives for the area would result in a neighborhood that is geographically distinct and likely would have a separate neighborhood identity.

The existing uses on The Villages site are forestry, which is incompatible with the property's location inside an Urban Growth Area (UGA). The development of the MPD will displace only commercial forestry uses and result in a conversion of land uses from rural commercial forestry to residential and commercial uses more appropriate for a UGA.

#### **Alternative 1**

Alternative 1 is based on the City's existing low-density residential and community commercial zoning. This alternative includes a total of 3,150 residential dwelling units on 683 acres in the Main Property, and 425,000 sf of retail and office space in the North Property. This alternative does not propose any multi-family development. Open space is provided through protection of sensitive areas, which comprise approximately 478 of the 1,196 acre Villages site. Student population generated by Alternative 1 will require up to three schools and their associated ball fields and play areas. As development under this alternative is assumed to occur incrementally over time, decisions over how to meet this need will be subject to negotiations between the Enumclaw School District and individual developments.

At the existing average single family household size of 2.7 people, this alternative would increase population in the City by 8,505 persons.

#### **Alternative 2**

Alternative 2 includes a variety of land uses including residential, commercial/office, educational, and recreational areas that are consistent with the MPD designation. The use of TDRs allows Alternative 2 to preserve more open space than is preserved under Alternative 1.

Residential uses with a variety of densities are spread throughout the Main Property, though there is a higher concentration of high-density residential in the northern part of the Main Property. Student population generated by Alternative 2 will require up to four schools and their associated ball fields and play areas, however the total acreage (32) set aside for school uses on the Applicant's land use plan does not accommodate this. School sites as shown may not meet Enumclaw School District standards for land size. The District may need to acquire additional land to accommodate the facilities needed to house the students generated by the Villages MPD.

A small portion of the Main Property is designated for retail and office uses, with a limited amount of adjacent mixed-use land. The mixed-use land allows for commercial uses, with residential housing on upper floors.

The Main Property would provide a new distinct neighborhood within the City, separated from the balance of the community by Roberts Drive and the Rock Creek stream and wetland complex. The neighborhood would be organized around a Town Center, with residential and commercial areas, parks, and schools. It would connect to the balance of the City largely along Roberts Drive and connect to areas south of the City to SR 169.

The City's MPD Design Guidelines set a 25-foot minimum vegetated buffer where multi-family and non-residential uses are located along the boundary of an MPD adjoining an existing development. To provide further assurance that the existing less-intense development will be protected from new more intense development, the Main Property includes a 35-foot-wide vegetated buffer between multi-family designated development parcels along the north portions of the eastern boundary of the MPD, where new development will adjoin existing developed lands. Along the north portion of the western border of the Main Property, as well as most of the southern border and eastern border of the Main Property, is

single-family development or open space. These lands primarily abut rural lands in unincorporated King County where future uses are expected to be forestry, open space, and rural residential development, all of which are compatible with the MPD uses in these areas. The southern border of the MPD also includes lands designated for school purposes abutting rural lands in King County. Schools uses are found in both urban and rural areas, and quality site design can ensure land use compatibility. Lands along the northern border of the Main Property commercial area primarily abut Lake Sawyer Road SE, although a portion of medium and high density residential abuts a pocket of undeveloped lands in King County, which is the planned location of a future equestrian gathering area; here, site design can assure integration with these neighboring rural lands.

Alternative 2 also includes commercial and high density residential uses on the North Property. With the exception of a connecting roadway, the entire south boundary of the North Property is wetlands or open space adjoining existing ungraded lands in the City and the entire eastern boundary of the North parcel is also open space, adjoining some existing development and some undeveloped lands in the City; such that the MPD presents no compatibility concerns for those adjoining lands. The northern border of the North Property includes open space uses, high-density residential, and commercial and abuts the North Triangle property of the proposed Lawson Hills MPD, where similar uses are also proposed. The western boundary of the North Property includes commercially-designated lands abutting City lands zoned for similar “Business Park/Light Industrial” uses and, therefore, those uses will be compatible.

Alternative 2 provides a total of 3,600 single-family and 1,200 multi-family dwelling units on 535 acres. At the existing average family size of 2.7 people in single-family housing, and 1.85 in multi-family housing, this alternative would increase the city population by 11,940 persons.

**Alternative 3**

Alternative 3 (Mitigated MPD Proposal) also follows a master planned approach and would be subject to the MPD Ordinance requirements. Alternative 3 includes 50 percent of the total acreage set aside for open space with a focus on providing additional protection of sensitive areas, provides for all school facilities on-site (two elementary schools, two middle schools, and a high school), and includes 150,000 sf of retail space and 225,000 sf of office space.

This alternative would increase population in the City by 8,955 persons.

**Alternative 4**

Alternative 4 was developed solely as a case study to reflect the provision in the City’s MPD Ordinance that all proposed MPDs “have no adverse financial impact upon the city at each phase of development.” As a result, Alternative 4 assumes the same amount of office and retail use as Alternative 2, but with a reduced number of residential units. This change in the residential/retail ratio reflects a balance in the revenues (for example, the sales tax) generated by new development and the costs (increased police, fire, and other City services) associated with serving that additional population.

This alternative would increase population in the City by 4,709 persons.

**7 What is the local business community like?**

Black Diamond started as a coal mining company town in the 1800s and remained that for nearly 50 years. Once the coal businesses left the area, King County maintained the town and incorporated it as a city in January 1959.

Currently, the businesses of Black Diamond are dispersed into three areas within the City. Each of the three areas is partially developed and includes a variety of commercial uses:

- Historic Black Diamond has several businesses, including a bakery, shops, museum, post office, convenience store, and automotive repair businesses.
- A commercial strip along northern SR 169 has a variety of commercial properties, including an attorney’s office, dental office, grocery store, meat market, church, sporting goods shop, and bakery.
- A very small commercial area near the Covington-Sawyer Road/216th Avenue SE intersection also contains a small convenience store, restaurant, retail store, and automotive repair business.

The four largest employers operating within the City are Anesthesiology Supply Company, City of Black Diamond, Enumclaw School District, and Palmer-Coking Coal Company.

## **8 Do the alternatives provide additional commercial and retail opportunities?**

### **Alternative 1**

Alternative 1 assumes 35 acres of commercial development in the North Property, with no commercial development occurring in the Main Property.

It is anticipated that additional businesses would enter into the market over time, as development is anticipated to occur incrementally and without the direction of a master plan.

### **Alternative 2**

This alternative would provide a commercial center on the north side of Roberts Drive, with an adjacent commercial and residential mixed-use area to the south. A total of 69 acres is proposed for commercial/office use, with 450,000 square feet of office space, and 325,000 square feet of retail space.

New businesses would provide additional services along with businesses currently in operation. It is likely that the existing population of the City would support additional retail and employment if additional retail uses were to “capture” a larger proportion on the purchases currently made in surrounding communities.

### **Alternative 3**

Alternative 3 provides 35 acres of commercial/office land, including approximately 150,000 sf of retail space and 225,000 sf of office space. The commercial and office uses associated with this alternative are about 50 percent less than Alternative 2, to reflect a reduced residential population and the demand generated by such.

### **Alternative 4**

Alternative 4 assumes the same amount of commercial/office land as Alternative 2, with 325,000 sf of retail space and 450,000 sf of office space.

## **9 What measures could reduce the alternative’s effects on land use?**

No specific mitigation is identified for land use impacts, since the City’s current Comprehensive Plan allows for any of the alternatives to be developed. However, the 1996 Black Diamond Urban Growth Area Agreement (BDUGAA) requires a minimum density of four units per acre within the South and West Annexation Areas. As Alternatives 3 and 4 would not meet this requirement, they would require an amendment to the BDUGAA.

All the alternatives will also need to be in compliance with several other codes and ordinances. Compliance with the policies and standards set forth in these ordinances should minimize the impacts on the surrounding areas and on the character of Black Diamond. These include:

- City of Black Diamond Comprehensive Plan
- Master Planned Development Ordinance – BDMC 18.98

- Sensitive Area Ordinance – BDMC 19.10
- City of Black Diamond Engineering Design and Construction Standards
- MPD Design Standards and Guidelines – Draft
- Tree Preservation Ordinance – BDMC 19.30
- Gateway Overlay District Ordinance
- Black Diamond Urban Growth Area Agreement
- Black Diamond Area Open Space Agreement

As authorized by Black Diamond Municipal Code 18.98.130, the current MPD application is seeking modification to some of the codes referenced above and adoption of functionally equivalent standards.