



CITY OF BLACK DIAMOND
January 24, 2017 Special Joint Meeting Agenda
City Council and Planning Commission
25510 Lawson St., Black Diamond, Washington

6:10 P.M. – CALL TO ORDER, FLAG SALUTE, ROLL CALL

WORK SESSION -

1. City's Comprehensive Plan Update
 - a. Continuation of Review on Draft Capital Facilities and Utilities Element

ADJOURNMENT:

***DRAFT* CAPITAL FACILITIES AND UTILITIES ELEMENT**

INTRODUCTION

The Washington Growth Management Act (GMA) requires cities to prepare a Capital Facilities Element consisting of:

- An inventory of current capital facilities owned by public entities showing the location and capacities of those public facilities and identifying any current deficiencies;
- A forecast of the future needs for such capital facilities;
- The proposed capacities of expanded or new capital facilities;
- At least a 6-year plan that will finance capital facilities within the projected funding capacities and clearly identify sources of public money for such purposes; and
- A requirement to reassess the Land Use Element if probable funding fall short of meeting existing needs, and to ensure that the Land Use Element, Capital Facilities Element, and finance plan within the Capital Facilities Element are coordinated and consistent.

Under the GMA, a Capital Facilities Element is required to address all public facilities except transportation facilities, which are to be addressed separately under the Transportation Element of the Plan. Accordingly, this Comprehensive Plan contains a separate Transportation Element and it also places Parks, Recreation, Trails and Open Space facilities in a separate Element. The required inventories, forecasts of future needs, and proposed capacity of expanded or new facilities are housed in the supporting Capital Facilities and Utilities Appendix. The GMA also contains requirements pertaining to the concept of *concurrency*, which seeks to mandate that the City adequately demonstrate within this plan that public utilities and modes of transportation will be available to support growth at the time such development occurs. Thus, the financial planning section included herein (as required by GMA) identifies a financial program for implementing improvements.

Purpose of the Capital Facilities and Utilities Element

This Capital Facilities and Utilities Element has been prepared in accordance with Section 36.70A.070 of the GMA to address the need for and the financing of capital facilities and utilities within in the City of Black Diamond and its service area boundaries, the surrounding Potential Annexation Area (PAA). The GMA requires all comprehensive plans to include a Capital Facilities Element that analyzes the need for future capital improvements to support the development goals stated in the Land Use Element, as well as the funding mechanisms available for implementation. The City of Black Diamond defines Capital Facilities to mean any city-owned, operated or contracted facility including but not limited to parks, utilities, recreational facilities, schools, libraries, playgrounds, streets, transportation facilities, open space, police, fire or other buildings, including their related equipment which can be capitalized.

This Element provides the overall policy direction for the different capital facility plans and programs provided by the City. It is the intent of the GMA that all development requiring urban services will be in the Urban Growth Area (UGA), and that these services will be available in a timely and financially feasible manner. The Capital Facilities and Utilities Element is intended to guide the City in its decision-making process to achieve the community's goals; to provide utility service at an acceptable standard or approved minimum level of service (LOS), without compromising the existing levels of service that are currently provided.

This Element addresses the following capital facilities and utilities:

- Potable Water
- Sanitary Sewer
- Stormwater
- Police
- Fire/Emergency
- Public Schools
- City Administrative Offices

LOS and Phasing

The establishment of LOS standards provides a useful basis to inform the assessment of future staffing and facilities needs based on anticipated population growth. GMA states that cities must adopt LOS standards for transportation and that they may develop concurrency standards for other facilities deemed to be necessary for development. If a local government adopts LOS levels for these other facilities, they either 1) must be in place prior to occupancy or 2) a financial commitment must be in place to complete them within 6 years of occupancy. GMA also establishes that "those public facilities and services necessary to support development shall be adequate to serve that development at the time the development is available for occupancy and use without decreasing current levels below locally established standards" (RCW 36.70A.0202.12).

Fiscal Considerations

It is important to ensure a fiscal balance between capital expenditures, utility revenues, and adequate LOS. This balance requires that developers pay for the portion of capital improvements related to their level of demand on the system. At the same time, the existing capital facilities and utility infrastructure requires ongoing maintenance and restoration. Taking advantage of renewable resources and using efficient technologies can curb some of the need for new infrastructure. A commitment to sustainable infrastructure ensures the least possible strain on the region's resources which boosts the prosperity of the community in the long term.

Environmental Considerations

Minimizing environmental impacts due to construction is important for the protection of natural resources. Locating facilities and utility routes should avoid environmentally sensitive

locations such as wetlands, habitat, rivers and creeks, and forested areas. Infrastructure projects should include an alternatives analysis that compares the impacts to the natural environment and cost. In some cases, it is not economically feasible to avoid these locations and therefore special construction techniques are necessary to minimize impacts. Restoration is particularly critical to ensure that the resource is restored to its original condition or better. Strict design and construction standards ensure that proper restoration is incorporated into construction documents. Those standards also ensure that construction activity will not pollute natural resources such as air, soil, and water.

CAPITAL FACILITY AND UTILITY GOALS

G1: Ensure that public services are available to support development consistent with the Land Use Element.

Ensure that public facilities and services are available to support future development. – *should have been this.*

General Capital Facility and Utility Policies

Policy GCFU-1: Engage in joint use transportation rights-of-ways and utility corridors, where possible.

Policy GCFU-2: Design and construct construction standards that are environmentally sensitive, safe, and cost effective.

Policy GCFU-3: Facilitate the development all utilities at the appropriate LOS to accommodate growth that is anticipated to occur in the City.

Policy GCFU-4: 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 GCFU-5: Coordinate among adjacent jurisdictions and service providers to provide reliable and cost-effective services to the public.

Policy GCFU-6: Conduct City operations in a manner that leads by example through activities such as recycling, water conservation, energy conservations and low impact development whenever possible.

Policy GCFU-7: Require underground installation of existing utility lines when significant site improvements or development occur, with street improvement projects, or through a local improvement district

Policy GCFU-8: Require architectural screening for above-ground utility structures such as transformers and vaults.

Policy GCFU-9: Create and maintain adequate reserve funds to pay for replacement of existing facilities and equipment.

UTILITIES

The GMA and the PSRC and King County planning policies supply a framework for establishing local utility policies. GMA (RCW 36.70A.070.4) requires that comprehensive plans contain a utilities element which includes “the general location, proposed location, and capacity of all existing and proposed utilities.” The PSRC and Countywide Planning Policies similarly require that local jurisdictions address utilities and consider public health, safety, the environment, phasing, and service extension among other issues. This Utilities section of the Capital Facilities and Utilities Element with the supporting Appendix is consistent with state, regional, and Countywide Planning Policies.

The Capital Facility and Utilities Appendix includes a characterization and relevant information of all public and private utilities serving the City. These include water, sanitary sewer, stormwater, electricity, natural gas, telecommunications, and solid waste. This Comprehensive Plan specifically considers the location, condition, LOS (Level of Service) and funding of all existing and proposed City utilities including water, sanitary sewer and stormwater. Other public providers of water and sewer within the City include the Covington Water District and Soos Creek Water and Sewer District. Electricity, natural gas, telecommunications and solid waste services are from private and investor-owned utilities. Private utilities are regulated by the Washington State Utilities and Transportation Commission (WUTC). State law regulates the rates, charges, service, facilities and practices of investor-owned utilities.

Black Diamond must ensure the phasing of its utility system improvements to meet the growing or changing needs of the community. The anticipated growth from the Master Planned Developments (MPDs) will substantially expand the size and population of the City over the next 20 years. The City has executed development agreements that require the MPD developers to fund capacity adding utility improvements as development occurs to maintain the City’s adopted LOS standards. Every expansion of the City’s utility systems will be planned, designed, and constructed to increase reliability and sustainability. Expansion, maintenance and operations of the City’s utility systems will follow general capital facility and utilities policies as well as the utility specific policies listed below.

General Utility Policies

Policy U-1: Consider utility permits simultaneously with development proposals and ensure all utilities necessary to support development are adequate and available prior to approving development.

Policy U-2: Track water and sewer hook-ups to monitor available capacity in the City's utility systems.

Policy U-3: Strive to upgrade existing system deficiencies within 6 years upon identification.

Policy U-4: Regularly update water and sewer plans to ensure compliance with state rules and maintain consistency with the Comprehensive Plan.

Policy U-5: Include alternative design and construction techniques in the City's design standards to minimize sensitive area impacts and allow for new technologies that have proven efficiencies.

Policy U-6: Locate utility corridors in existing cleared areas, where possible.

Policy U-7: Encourage the conversion and connection from private wells and septic systems to the City utility systems as available.

Policy U-8: Employ tools such as capital facility charges to require new development to pay its fair share of expansion of utility systems but also encourage private investment in public infrastructure through latecomer fees or local improvement districts.

Potable Water Policies

Policy U-9: Maintain the agreement with the City of Tacoma to ensure adequate water supplies for emergencies and growth.

Policy U-10: Encourage water reuse and reclamation, especially for high-volume non-potable water users such as parks, schools, and golf courses.

Policy U-11: Identify and develop additional water supply sources to meet long-term water needs with consideration of climate impacts and fisheries protection.

Policy U-12: Focus on reducing water consumption through conservation, efficiency, reclamation, and reuse.

Policy U-13: Initiate the protection of water supplies for potable water needs and environmental goals.

Sanitary Sewer Policies

Policy U-14: Provide and maintain a sanitary sewer system that protects public and environmental health.

Policy U-15: Require public sewer connections for all new residential and mixed use subdivisions and new or expanded commercial or industrial developments.

Policy U-16: Require public sewer connections for all new residential development or redevelopment on existing lots of record where sewer is available within 300 feet. New residential construction or redevelopment on existing lots of record will be allowed where sewer is not within 300 feet if, (1) King County Wastewater Disposal Regulations are met and (2) the property owner signs and records a no protest covenant for the potential formation of a local improvement district and agrees to negotiate frontage and connection fee costs.

Policy U-17: Require all failing septic systems to connect to the sanitary sewer system if they are within 300 feet.

Policy U-18: Coordinate capacity adding projects with King County and Soos Creek to ensure that regional system improvements are in place to support growth.

Policy U-19: Update capital facility charge calculations regularly and consider a charge based on sewer flow and wastewater strength rather than single-family residential flow characteristics.

Policy U-20: Serve new development within the urban growth area with sanitary sewer systems as appropriate.

Policy U-21: Plan for regional pump stations and only allow “neighborhood-scale” pump stations on a case-by-case basis.

Stormwater Policies

Policy U-22: Manage the quality of stormwater runoff to protect public health and safety, surface and groundwater quality, and the natural drainage systems.

Policy U-23: Update the Storm Drainage Plan as needed to be compliant with the Department of Ecology and NPDES Phase II permitting requirements.

Policy U-24: Design storm drain lines or pathways to minimize potential erosion and sedimentation, discourage significant vegetation clearing, and preserve the natural drainage systems such as rivers, streams, lakes, and wetlands.

Policy U-25: Encourage the reduction of impervious surface and retention of natural vegetation through development regulations.

Policy U-25: Ensure that the storm drainage facilities necessary to support construction activities and long-term development are adequate to serve the development.

Policy U-26: Require developers to design and provide for efficient and economical drainage facilities to minimize increased runoff, avoid increased peak stormwater runoff, and prevent flooding and water quality degradation.

Policy U-27: Consider upgrading existing stormwater ponds, facilities, or features when new technologies or methods prove more efficient or when upgrades can add aesthetic value to the community.

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POLICE

The Black Diamond Police Department is a full-service agency that operates under the community-oriented policing philosophy. The Department is committed to providing the highest quality service, preserving human rights, lives and property, and working in partnership with the City's citizens to problem solve, meet the challenges of reducing crime, and creating a safer environment and improving the quality of life.

The Vision of the Black Diamond Police Department

With our values at the forefront, the Black Diamond Police Department will be an open, friendly, and community-minded organization devoted to quality public service. We aspire to be a model of character and service and will emphasize the development of professional knowledge and leadership skills at every level of our organization. We will serve the community through professional conduct at all times.

The current adopted level of service (LOS) is 3.5 officers per 1,000 residents. With 1.9 officers per 1,000 residents, the City is not meeting its LOS standards. While this standard is common, according to the International Association of Chiefs of Police (IACP), "Ready-made, universally applicable patrol staffing standards do not exist. Ratios such as officers-per-thousand population are totally inappropriate as a basis for staffing decisions."

It should be noted the department does not solely rely on a staffing ratio system, but also utilizes a manpower staffing allocation that reviews workload data to determine the amount of resources needed to provide a specific level of service. Ultimately, the number of sworn officers is based on the needs of the community. In Black Diamond, the department is focused on continued and advanced training to provide a range of services, many of which do not show up as official statistics yet are often the types of services most highly valued by the community. These include crime and drug prevention programs, education and activities to strengthen police-community relations and promote safety.

By taking such a pro-active policing approach and providing advanced officer training, Black Diamond does not experience a high rate of serious crimes such as robberies, rapes, and assaults because it makes safety a priority. The City's Crime Index, a measure of the crime rate per thousand citizens, is one of the lowest in the state. In 2015, the City of Black Diamond was ranked #22 for "safest cities".

FUTURE NEEDS

As the City grows over the next 20 years, additional personnel and equipment will be required to meet service demands. The most pressing need outside of reinstating frozen officer positions is the need for additional space to accommodate evidence processing, firearms cleaning/safety, interviews and interrogation, and secured parking.

In addition, reduced response times are a critical measure for the delivery of high quality services. Gated communities, improper street numbering, and inconsistent street naming conventions impede response times. Slower response times associated with land use and development decisions should be managed through the City's development review process with policies and regulations geared toward minimizing emergency response time impediments.

Police Policies

Policy P-1: Ensure adequate provisions are made to accommodate the demands of new development on police services.

Policy P-2: Locate new police facilities within a 5-minute response time from that facility.

Policy P-3: Use a range of service level indicators to determine sustainable levels of police staffing.

Policy P-4: Strive to achieve a range of 3.5 to 2.75 police officers per 1,000 population based economies of scale and service level indicators.

Policy P-5: Develop and maintain standard procedures for street numbering and naming conventions to minimize emergency response times.

Policy P-6: Apply CPTED (Crime Prevention Through Environmental Design) principles during the development review process to promote public safety.

FIRE and EMERGENCY MEDICAL SERVICES

The City of Black Diamond contracts with the Mountain View Fire and Rescue, King County Fire Protection District 44 (KCFD 44) to provide rescue, fire protection, fire suppression, fire prevention, fire marshal services, emergency medical services, Basic Life Support (BLS), hazardous materials response, dispatch services, administrative services and public education activities to citizens. Mountain View Fire and Rescue (KCFD 44) is a combination department

consisting of both career and volunteer personnel. Fire investigative services are contracted through the King County Sheriff's Department.

The District operates out of eight fire stations, two of which are owned by the City of Black Diamond. These two fire stations, Fire Station 98 and Station 99 provide primary first response for fire and emergency medical services in the City. Fire station 99 is in the center of the city at 25323 Baker Street and Fire Station 98 is near Lake Sawyer at SE 296th Street. A 2015 Fire and Emergency Medical Services study from the Ad Hoc Fire Committee reports that Station 99 is not adequate to meet Black Diamond's current needs for protection and should be replaced. The City established development impact fees for fire protection facilities in 2012 (Ordinance No. 12-980) and is planning and budgeting for the siting and construction of a new 8,000 square foot Fire Station to meet its needs.

The Ad Hoc Fire Committee also recommends using the City use NFPA (National Fire Protection Association) 1720 Section 4.3 standard as a benchmark to establish a Standard of Cover for the City to guide minimum staffing requirements and deployment for safe and effective operations. The NFPA defines "Demand Zones" for Standard of Cover that are based on population per square mile. Black Diamond's current population demographic falls within the NFPA "Suburban Area" Defined Zone with 500-1000 people per square mile. Standard Cover for Suburban sets a benchmark for a minimum of 15 staff to respond. With a 10-minute response time to "low hazard occupancy" (typically 2,000 square foot residential home) and being able to meet this objective 80% of the time. Current staffing levels are below the NFPA guidelines.

Advanced Life Support (ALS) services are provided by King County Medic One (KCM1). KCM1 is one of six ALS providers in the regional EMS system. It services approximately 520 square miles of south King county, an area with a population close to 725,000 people in 2015. ALS is considered a Second Tier of response and care is provided by Paramedics. The First Tier of Response, for BLS is provided by Firefighters and EMTs.¹ Average response times for medic units in the county has been stable over time despite increased population. A review conducted in 2015 by the ALS Subcommittee concluded that there is adequate capacity within the region to manage anticipated demand.²

Black Diamond has adopted standards for its water system which include regulating the design and construction of new development to achieve fire flow requirements. These standards

¹ <http://www.kingcounty.gov/depts/health/emergency-medical-services/~media/depts/health/emergency-medical-services/documents/reports/MedicOneEMS20142019StrategicPlan.ashx>

² <http://www.kingcounty.gov/depts/health/~media/depts/health/emergency-medical-services/documents/reports/2016-Annual-Report.ashx>

should be regularly reviewed and revised when needed to continually ensure there is enough water for fire protection throughout the system.

Future Needs

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. The anticipated growth from the master planned developments will change the City's NFPA Demand Zone from Suburban to "Urban" Standard of Coverage.

Black Diamond is expected to grow from its current population of 4,200 to approximately 19,200. Based on the Ad Hoc Committee Report, Washington cities with populations between 15,000 and 25,000 average 2.3 fire stations and 7.4 on-duty firefighters. Research conducted by the Ad Hoc Committee based on population growth indicates the City will need a minimum of 1.8 fire stations to support future residential growth. Using the metric of emergency calls per dwelling unit and per square foot of non-residential space, a projection of added call load due to the build out of the master planned developments will require a total of 3.1 fire stations. The NFPA standard indicates a need for 3 fire stations for Black Diamond when the master planned developments are fully developed. Using the NFPA Standard of Coverage for Urban Demand Zone, there will be a need for approximately twelve (12) firefighters to respond to fire emergencies. Typical fire station staffing in communities like Black Diamond is a 4-crew member per station. Specific capital improvement projects for fire stations and apparatus are shown in the Capital Facilities and Utilities Chapter.

Fire and Emergency Medical Services Policies

Policy FE1: Establish a Standard Level of Cover consistent with the NFPA 1720 Section 4.3 standards and strive to meet staffing standards for the Suburban Area Demand Zone which is six (6) firefighters/EMTs on duty.

Policy FE2: Consider relevant factors such as response time, call loads, growth of population and non-residential structures, geographical area, topographic and manmade barriers, natural hazards, and the NFPA standards when considering the level of service for determining the need for fire and emergency capital facilities and equipment.

Policy FE3: Take reasonable action to ensure that there is a fire station within a 1.5-mile radius or 6-minute travel time upon built roads from developed properties.

Policy FE4: Implement impact fees for fire and emergency medical capital facilities and equipment consistent with the City's impact fee ordinance.

Policy FE5: Make the replacement of Station 99 and Engine 99 a priority for public safety.

Policy FE6: Continue to work with KCFD #44 to develop a work plan for long-term fire and emergency services needs as the City grows.

PUBLIC SCHOOLS

Black Diamond is within the Auburn, Enumclaw, Kent, and Tahoma School Districts. School Districts are responsible for conducting capital facility planning. The City adopts and incorporates each district's Capital Facility Plans into this Comprehensive Plan.

The City supports the location of schools within the community because it recognizes that public schools contribute significantly to the community. It is important to residents for their children to attend schools within or near where they live.

Public School Policies

Policy PS-1: Coordinate with school districts serving the City to encourage the provision of safe, secure, and permanent education space for all students.

Policy PS-2: Work with school districts serving the City to identify new school sites within the City limits.

Policy PS-3: Maintain a joint-use agreement for city and school facilities and land.

Policy PS-4: Develop and implement an impact fee ordinance for the future development of schools within the City.

Policy PS-5: Coordinate with school districts serving the City during review of residential development projects.

ADMINISTRATIVE SERVICES

Funding for City Administrative services should be sufficient to provide needed public service, and were possible, "economies of scale" should be realized. New growth, which necessitates or benefits from these services (residential, commercial, or industrial), should pay its fair share of associated cost burden on the City. While the City recognizes that residents, employees and businesses, do contribute demand for City services, Black Diamond is committed to growing its economy to increase local employment.

To ensure that citizens receive adequate public services, the City has adopted LOS standards for its administrative buildings and services, which is to provide 330 square feet of space per each full-time equivalent employee (FTE). The purpose of this standard is to provide a helpful management tool. It is a guideline and is not subject to concurrency. The size of the City facilities will be dictated by the number of employees needed to serve City residents.

Future Needs

Municipal space needs will be affected by several variables, including the development of large residential developments, commercial/ industrial growth, and policy decisions on how to deliver governmental services. The City already lacks enough permanent administrative office space to meet LOS standards, and this will increase as City staff increases. However, without any funding sources for new administration facilities, it may be some time before the facilities are built.

Administrative Services Policies

Policy AS-1: Provide adequate City Hall and other municipal space as needed to meet the demands for City services.

Policy AS-2: Provide for the necessary additional services while recognizing appropriate "economies of scale" as growth occurs in the City.

Policy AS-3: Require new development to finance the facilities and services needed to support the development wherever a direct connection of benefit or impact can be demonstrated and negotiated.