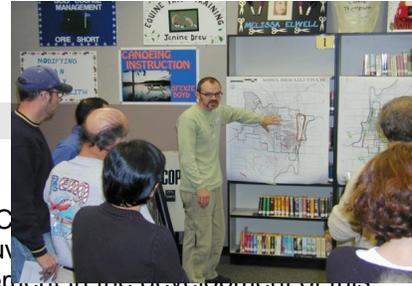


# I. Introduction



## Purpose and Intent

The purpose of the Introduction is to set the stage for the 2022 Duvall Comprehensive Plan. The 2006 Comprehensive Plan was prepared in accordance with the vision of Duvall property owners for Duvall in 2022. There was extensive public involvement in the development of this Comprehensive Plan Update as set out in this Introduction. The Duvall Comprehensive Plan Update was also prepared in accordance with the regulatory framework set out in RCW 36.70A, the Growth Management Act. That framework sets out detailed parameters for the specific elements that are required to be included in the City's comprehensive plan. Finally, the Duvall Comprehensive Plan was reviewed to ensure consistency with the King County Countywide Planning Policies.

## Vision for Duvall in 2022

### Our Vision for Duvall in 2022

Duvall is a charming small town with a diverse, attractive, and engaging Old Town/Downtown that is walkable, commerce-oriented and economically thriving. Duvall is a place where trails, sidewalks, and streets enable families to explore parks and neighborhoods on foot or by bike. Art, culture, and our heritage are valued in our town and we respect and preserve the natural environment. Small businesses and the entrepreneurial spirit are encouraged - as a result, innovative local businesses offer services and products to Duvall residents. Duvall is a unique place where people walk, shop, eat, conduct business, raise families, and enjoy arts and music, all while enjoying the beautiful Snoqualmie Valley.

## City-Wide Visioning Plan

The City hired the consultant team of MAKERS Architecture and Urban Design (lead consultant), ECONorthwest, The Transpo Group, The Watershed Company, and Madrona Planning and Development Services in July 2002 to assist the community in developing the City-Wide Visioning Plan. The consultant team worked directly with the City's Project Manager, George Steirer, and the Duvall Visioning Task Force members to facilitate the process. The Task Force was instrumental in developing alternative scenarios, selecting preferred alternative development concepts, and establishing an overall plan concept for the city-wide vision.

Specific events and activities included:

- September 10, 2002 – Task Force Meeting:** This was the project kick-off meeting and included introduction of the consultant team, City staff members, and Task Force members. Together, the "Vision Team" discussed the planning process, expectations, ground-rules for Task Force members, and summarized information collected to date.
- October 8, 2002– Task Force Meeting:** The consultant team discussed the status of the project, presented the preliminary economic report, and summarized planning inventory materials. The team also discussed outreach methods and the upcoming workshop and held a brainstorming session with Task Force members to discuss their objectives and concerns for Duvall's future.
- October 26, 2002 – Community Workshop #1:** Many people attended the first workshop, held at Cedarcrest High School. Makers first conducted a town visioning brainstorm session where participants identified goals, objectives, issues, concerns, and opportunities. Participants then broke up into small groups to take part in mapping exercises and visual preference surveys. Afterwards, the maps were hung up on a wall and representatives from each group summarized their findings to the group as a whole.

Also, in late October, the Planning Department sent out a City-Wide Visioning Questionnaire to all

utility customers within the city limits and property owners in the Urban Growth Area with monthly utility bills.

- **November 12, 2002 – Task Force Meeting:** The consultant team reviewed the project status and summarized results from the first workshop. Larry Toedtli, Transportation Planner from The Transpo Group discussed local circulation issues. Afterwards the team began to sketch some ideas for visioning alternatives.
- **December 10, 2002 – Task Force Meeting.** City planning staff presented the questionnaire results from the city-wide survey (over 550 surveys were submitted) and discussed applicable GMA requirements concerning population projections. Makers presented preliminary alternative development scenarios followed by team discussion and refinement. Before adjourning, the team discussed the format and outreach for the second workshop.
- **January 11, 2003 – Community Workshop #2:** Makers presented three alternative development scenarios to the numerous community participants at the second workshop. Afterwards, participants broke into four groups to discuss and rank commercial area, transportation features, housing, and park/open space proposals in each alternative. Consultant team members summarized the results from each group.
- **January 22, 2003 – Task Force Meeting:** Makers presented the results of the second workshop and presented preliminary ideas for the preferred alternative. A discussion with Task Force members followed. Makers also presented a draft outline of the City-Wide Vision Plan.
- **February 11, 2003 – Task Force Meeting.** The consultant team submitted a preliminary draft of the City-Wide Vision Plan a couple of days prior to the meeting for City staff and Task Force members to review. John Owen of Makers presented the draft at the Task Force meeting. Task Force members discussed the draft and provided some refinements.
- **February 22, 2003 – Community Workshop #3** – Makers presented the preferred plan and the refined City-Wide Vision Plan to the community at the third workshop. Participants had an opportunity to comment on individual concepts and plans and provide priorities.

### City-Wide Visioning Plan Approval

The Planning Commission considered and took public comment on the City-Wide Visioning Plan on March 6 and, on March 20, 2003, recommended the Plan to the City Council. The City Council held a workshop on the City-Wide Visioning Plan on February 27, 2003, took public comment on March 27, 2003 and approved the Plan on March 27, 2003 by Resolution 03-06.

### Duvall Downtown Sub-Area Plan

The City continued to work with the consultant team of MAKERS architecture and urban design (lead consultant), Berk & Associates (ECONorthwest for the City-Wide Visioning Plan), The Transpo Group, and The Watershed Company in July 2002 to assist the community in developing the Downtown Plan. The consultant team worked directly with the City's Project Manager, George Steirer, and the Duvall Downtown Task Force members to facilitate the process.

Specific events and activities included:

- **April 1, 2003 – Task Force Meeting:** This was the project kick-off meeting and included introduction of the consultant team, City staff members, and Task Force members. Together, the "Downtown Team" discussed the planning process, expectations, ground-rules for Task Force members, and summarized information collected to date.
- **May 3, 2003 – Old Town Walking Tour:** Prior to the workshop noted below, the project team and community participants took a walking tour of Main Street, 1<sup>st</sup> Avenue NE, Riverside Avenue NE, and side streets to identify problems and opportunities. More than 20 people participated.

- **May 3, 2003 – Downtown Workshop #1:** Following introductions about the Plan, Makers summarized policies of the recently adopted Vision Plan that related to Downtown, and Chris Mefford of Berk and Associates summarized economic conditions and opportunities. Most of the workshop involved small group sessions working to identify problems, issues, and opportunities related to land use and development, streetscape and circulation, and parks and recreation. The information was collected on maps and surveys.

- **May 13, 2003 – Task Force Meeting:** The consultant team



reviewed the project status and summarized results from the first workshop. Makers presented preliminary ideas for Downtown Plan alternatives. A discussion and refinement of these ideas followed.

- **June 10, 2003 – Task Force Meeting:** Based on the



previous meeting, the project team developed a collection of land use, circulation, and parks options for

**Figure 2. Walking tour of Old Town with the Task Force**

- **July 8, 2003 – Task Force Meeting:** A preliminary draft plan was completed and submitted to City staff and Task Force members prior to the meeting. Makers presented the overall concept, zoning, and design guideline suggestions to the Task Force. Proposals for Main Street, Riverside Village, Uptown, Midtown, and the North Neighborhood were discussed.
- **August 4 & 5, 2003 – Open House:** City staff and Makers conducted informal open house sessions with property and business owners and interested community members to discuss draft plan proposals and other Downtown issues. A discussion with Task Force members followed. Makers also presented a draft outline of the Downtown Sub-Area Plan.
- **August 12, 2003 – Task Force Meeting:** Makers presented a summary of community input from the Open House. Makers briefly led a discussion on land use and design proposals. Larry Toedtli of the Transpo Group led a discussion of circulation and streetscape proposals.
- **September 27, 2003 – Downtown Workshop #2:** The consultant team presented the draft plan to the community for comment. Participants had an opportunity to prioritize the most important actions and note whether specific actions were appropriate or if the plan was missing anything.
- **Planning Commission –** The final draft plan was presented to the Planning Commission on November 6 and November 20, 2003. The Planning Commission held public hearings on the plan on November 6<sup>th</sup> and November 20<sup>th</sup>. On December 18, 2003, the Planning Commission recommended the plan for approval by the City Council.

- **City Council** - The plan was distributed to the City Council for the January 8, 2004 meeting. Public hearings before the City Council were held on January 22 and February 12, 2004. The plan was approved by the City Council on February 26, 2004 by Resolution 04-05.

### **Comprehensive Plan Update 2004**

In 2003, the City began an update of the 1994 Comprehensive Plan to implement the City-Wide Visioning and Downtown Sub-Area Plans. The decision was made early in the process to rewrite the Land Use, Housing, Capital Facilities, and Utilities elements, to create the Economic Development and Essential Public Facilities Elements, and to update the Parks and Recreation and Transportation elements, the two elements that had been previously updated in 2000. The Planning Commission served in place of a Task Force for the 2004 Comprehensive Plan Update. The University of Washington Urban Design and Planning Graduate Studio approached the City to request to be included as part of the City's team to update the Comprehensive Plan. In the Spring of 2004, the UW Graduate Planning Studio held two public workshops and drafted the updated Land Use Element.

Public Involvement for the 2004 Comprehensive Plan Update included:

- City-Wide Workshop on March 9, 2004: This workshop was arranged and managed by the UW Planning Studio students. Participants were divided into groups where they discussed Small Town Character, Mixed Use and Economic Development, Parks, Housing, and Community Design.
- City-Wide Workshop on April 27, 2004: The UW Planning Studio presented the results of the March 9 workshop and took additional input on the Comprehensive Plan Update.
- Articles in 5 Duvall News newsletters: Articles showcasing Transportation, Land Use, Parks element updates were mailed out to all utility bill customers in Duvall.
- City-Wide Workshop on September 22, 2004: Workshop participants were divided into groups where they discussed the draft Land Use Map and each draft element update, including goals and capital improvement plans.
- Public Meetings at Planning Commission in July, August and September 2004: Discussions were held at regular Planning Commission meetings. Audience members were encouraged to participate.
- Public Hearing at Planning Commission on October 13, 2004.
- Public Hearings at City Council on October 28, 2004 and November 9, 2004.

The Planning Commission reviewed elements of the Comprehensive Plan beginning in March of 2004. On October 13, 2004, the Planning Commission held a public hearing on the proposed Comprehensive Plan. On October 13, 2004, the Planning Commission recommended to the City Council that the 2004 Comprehensive Plan Update be adopted.

The Comprehensive Plan/Development Regulation Committee of the City Council met regularly beginning in February 2004, reviewing elements and providing direction to staff. The City Council reviewed elements of the Comprehensive Plan beginning in June of 2004. On October 28, 2004, and November 9, 2004, the City Council held public hearings on the Comprehensive Plan, and on November 23, 2004, adopted the 2004 Comprehensive Plan.

### **Economic Development Strategic Action Plan**

In December 2005 the City approved the Economic Development Strategic Action Plan, which was prepared by Berk and Associates. The plan reported on Duvall's economic conditions and contained a market analysis which forecasted economic trends for the period 2006-2011. Much of the Action Plan has been incorporated into the City of Duvall Comprehensive Plan element.

## **Comprehensive Plan Amendments 2006**

A combination of factors, including a City comprehensive plan amendment and a private comprehensive plan amendment submitted by CamWest for the South Urban Growth Area, the findings of the Economic Development Strategic Action Plan, potential opportunities for new mixed use and education developments, made it necessary to amend the 2004 Comprehensive Plan as part of the 2006 Comprehensive Plan amendment cycle. Specifically, amendments have been made to the Land Use Map, and the Land Use, Transportation, Housing, Economic Development, Capital Facilities and Parks and Recreation elements, as well as Appendix B. Amendments primarily address land use designation changes in the South UGA; an update of the 6 year Transportation Improvement Program, and the adoption of Riverview School District's 2006-2011 Capital Facilities Plan.

Public Involvement for the 2006 Comprehensive Plan Amendments included:

- Public meeting on September 27, 2006
- Public meetings at Planning Commission on October 5, 12, and 19, 2006
- Public hearing at Planning Commission on October 26, 2006
- Public meetings as City Council Workshops and Council meetings in September/October 2006

## **Public hearings at City Council in November 2006 Comprehensive Plan Amendments 2008**

In 2008 Duvall adopted a Park, Trail, and Open Space Long Range Plan, replacing the previous 1990 Comprehensive Parks and Recreation Plan. This significant update of park and recreation policies and supporting data required revisions to the Parks and Recreation Element, Land Use Element, Housing Element, and Capital Facilities Element of the Comprehensive Plan.

Public Involvement for the 2008 Comprehensive Plan Amendments included:

- A series of meetings with stakeholders interested in parks, trails, and open space in early 2008
- A public workshop in March 2008
- Four meetings of a Park Advisory Group with representatives from City Council, Planning Commission, and city staff between March 2008 and July 2008
- Public meetings at City Council workshops and Planning Commission meetings August-November 2008
- Public hearing at Planning Commission on December 4, 2008 – January 15, 2009
- Public hearing at City Council on January 22, 2009.

## **Regulatory Setting**

### *Growth Management Act*

#### *Goals of Growth Management*

RCW 36.70A.020 sets out thirteen planning goals. In addition, RCW 36.70A.480, Shorelines of the state, makes the goals and polices of RCW 90.58.020 one of the goals of the Growth Management Act. The purpose of the goals is to guide the development of comprehensive plans and development regulations. The goals are as follows:

- (1) Urban growth. Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.

- (2) Reduce sprawl. Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.
- (3) Transportation. Encourage efficient multimodal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.
- (4) Housing. Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.
- (5) Economic development. Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, promote the retention and expansion of existing businesses and recruitment of new businesses, recognize regional differences impacting economic development opportunities, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities.
- (6) Property rights. Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.
- (7) Permits. Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.
- (8) Natural resource industries. Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forest lands and productive agricultural lands, and discourage incompatible uses.
- (9) Open space and recreation. Retain open space, enhance recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreation facilities.
- (10) Environment. Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.
- (11) Citizen participation and coordination. Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.
- (12) Public facilities and services. Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.
- (13) Historic preservation. Identify and encourage the preservation of lands, sites, and structures, that have historical or archaeological significance.
- (14) Shoreline management. In accordance with RCW 90.58.020, preference shall be given to uses in shoreline jurisdictions in the following order of preference:
  1. Recognize and protect the statewide interest over local interest;
  2. Preserve the natural character of the shoreline;
  3. Result in long term over short term benefit;
  4. Protect the resources and the ecology of the shoreline;
  5. Increase public access to publicly owned areas of the shorelines;
  6. Increase recreational opportunities for the public in the shoreline.

#### Comprehensive Plan Requirements

The comprehensive plan of a county or city that is required or chooses to plan under RCW 36.70A.040 shall consist of a map or maps, and descriptive text covering objectives, principles, and standards used to develop the comprehensive plan. The plan shall be an internally consistent document and all elements shall be consistent with the future land use map. A comprehensive plan shall be adopted and amended with public participation as provided in RCW 36.70A.140.

The Growth Management Act (GMA) establishes mandatory elements for inclusion in local comprehensive plans. The required elements are: land use, housing, capital facilities, utilities, parks and

recreation, and transportation. Cities choosing to be residential communities are not required to have an economic development element. Optional elements are solar energy, conservation, and recreation. The GMA also required counties and cities to designate, and adopt regulations to protect, sensitive (critical) areas and resource lands.

#### Countywide Planning Policies

RCW 36.70A.210 sets out the requirement that counties and the cities within the county work cooperatively on countywide planning policies. The legislature recognized that counties are regional governments within their boundaries, and cities are primary providers of urban governmental services within urban growth areas. RCW.70A.210 defines a "county-wide planning policy" as a written policy statement or statements used solely for establishing a county-wide framework from which county and city comprehensive plans are developed and adopted pursuant to this chapter. This framework shall ensure that city and county comprehensive plans are consistent as required in RCW 36.70A.100. The 2004 Comprehensive Plan Update was reviewed for consistency with King County Countywide Planning Policies.

#### **Environmental Review**

The 1994 Comprehensive Plan set out a population for 2012 of 9,000 people. The 2004 Comprehensive Plan Update sets out a population projection of 10,268 people by 2022 an increase of ~ 14%. There were 77 acres of low density residential land redesignated commercial in the 2004 Comprehensive Plan. There were also 23 acres of low density residential lands redesignated to 12 units per acre in the 2004 Comprehensive Plan Update. Due to the relatively low increase in the population projection from 2012 to 2022, and the related limited impacts on the environment, the City issued a Determination of Nonsignificance for the 2004 Comprehensive Plan Update and adopted the Draft Environmental Impact Statement dated January 1992, the Final Environmental Impact Statement dated April 1992, and the Determination of Nonsignificance for the 2000 Comprehensive Plan Update, by reference.

The 2006 Comprehensive Plan Update increased projected population by ~ 1,900 to approximately 12,200 people by 2022. Of that additional population, ~1,200 are proposed in the South UGA, the area that is under a comprehensive plan amendment. The remaining population increase is generally related to change in assumptions based on recent development trends, including the ability for the City to rezone land from Commercial to Mixed Use, allowing for stand alone residential development in those areas.

The 2008 Comprehensive Plan update revised population projections from the 2006 Comprehensive Plan update. The Residential and Employment Capacity Analysis Report conducted for the 2008 review of the Transportation Element resulted in a slight reduction in the 2022 population forecast to 11,990. In light of the minimal population projection changes, the City issued a Determination of Non-Significance (DNS) on October 9, 2008.

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