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PLANNING DEPARTMENT STAFF REPORT

TO: Duvall Planning Commission
FROM: Lara Thomas, Planning Manager
HEARING DATE: November 3, 2010
PROJECT: 2009 Comprehensive Plan Amendments, CPA09-001

I. INTRODUCTION

Proponent /Property Owner: City of Duvall, PO Box 1300, Duvall, WA 98019

Project Description: 2009 Comprehensive Plan Amendments
Updates to the Transportation Element
Updates to the Capital Facilities Element
Change in land use designation for APN 132606-9109

Requested Action: Hold a public hearing and make a recommendation of approval to the Duvall City Council

Review Process: Type IV, City Council decision

Exhibits:

1. Draft Capital Facilities Element
2. Draft Transportation Element
3. Proposed Change in Future Land Use Map

II. DETAILED PROJECT DESCRIPTION

There are three main components to the 2009 Comprehensive Plan Amendments, the Capital Facilities Element update, the Transportation Element update and the proposal to change the land use designation for Assessor's Parcel Number 132606-9109 from Commercial to Public Facilities. Following is a more detailed discussion of each of these three components.

A. Capital Facilities Element

The Capital Facilities Element focuses on those facilities that are owned and operated by the City, which include water, sewer and stormwater management systems; community facilities such as city hall, police services, the library building, the Duvall Community Center and the Dougherty Farmstead; public works facilities such as the sewer treatment plant, permit office, public works yard, roads, parking areas and city parks. In addition to city-owned facilities, a capital improvement plan for the Riverview School District has been adopted by reference.

Following is a list of proposed changes to the Capital Facilities Element. It is illustrative only; all changes are not included in this listing:

1. Water/Sewer/Stormwater Systems
 - a. Updated existing conditions
 - b. Updated maps
 - c. Updated the capital improvement plans (CIP)
 - d. Added new system specific information(i.e. National Pollution Discharge Elimination System)
2. Transportation
 - a. Updated the CIP
3. Parks
 - a. Added Potential Future Parks and Trails Map
 - b. Added Phasing Plan for Potential Future Parks and Trails
4. General Government
 - a. Updated existing/future conditions for city/library/fire facilities
 - b. Updated maps
 - c. Updated the general government CIP
5. Riverview School District
 - a. Removed most text from CFE
 - b. Adopted Riverview's Capital Facility Plan by reference
 - c. Added 2010 CIP
6. Updated reference list
7. Other miscellaneous minor amendments

B. Transportation Element

The following discussion summarizes changes between the Draft 2009 Transportation Element (TE) and the 2006 Transportation Element. In general, changes between the two documents include relatively minor text updates and minor changes to the Transportation Improvement Plan (TIP). However, the technical basis for the Transportation Element, including the basis for population growth and the transportation counts and model, has been greatly revised to account for current zoning and existing conditions. The technical basis for the Transportation Element was most recently updated as part of the 2004 comprehensive plan update.

The following provides a summary of changes within each section of the Transportation Element. Please note that the organization and section headings of the Draft 2009 TE are similar to those in the 2006 TE document. Any new sections of the Element have been identified as "new in 2009". There may be additional changes not specifically outlined below.

Introduction

1. Purpose and Intent: Updated TE timeline, added Healthy Communities summary.
2. Regulatory Setting: Removed Vision 2030 information and added Vision 2040 information, described Healthy Communities Initiative summary.

Community Transportation Issues

3. Revised description of Main Street Improvements to include work completed in 2008-2009, described Healthy Communities Initiative summary.

Existing Transportation Services and Facilities

4. Roadway Systems and Traffic Controls: Included a description of how the street classification system is organized, Revised Figure T-1 "Existing PM Peak Hour Weekday Traffic Volumes" to show current ROW and road names, revised street description text to describe current improvements.
5. Traffic Volumes: Used current traffic counts, including east Duvall, as summarized in revised Figure T-2.
6. Level of Service: Revised description of LOS to include GMA requirement and description of LOS levels, revised City LOS Standards section to better describe LOS within the City, updated

discussion on concurrency and LOS D on Main Street NE (new to 2009), Added Table T-3 “Existing PM Peak Hour Intersection Level-of-Service” and Figure T-3 “Existing Intersection Level of Service” (new in 2009).

7. Collision Data: Updated Table T-4 “Collision Data 2007 – 2009” data and included collision rates and conclusions.
8. Healthy Communities: New in 2009, discussion of requirements and key policies and goals.
9. Non-Motorized System: New in 2009, description.
10. Pedestrian Facilities: Revised description of pedestrian facilities, added Table T-5 “Pedestrian Facilities located Along Select Arterials” (new in 2009), and updated Figure T-4 “Non-Motorized Routes” to be consistent with plan and the PTOS.
11. Trail Network: New in 2009, description.
12. Accessible Routes of Travel: New in 2009, description.
13. School Accessibility: New in 2009, description.
14. Bicycle Facilities: Revised to describe current facilities.
15. Transit Service: Revised to include current routes and rider ship, updated Table T-6 “Existing Transit Service.”
16. Microsoft Corporation: New in 2009, description.
17. Snoqualmie Valley Transportation: New in 2009, description.
18. Freight Mobility: Updated freight mobility data, included additional description of freight mobility classifications.

Forecast Transportation Conditions

19. Recent System Improvements: Updated improvement text.
20. Forecast Land Use: New in 2009, in accordance with November 28, 2008 report titled “Housing and TAZ Capacity Analysis Study”.
21. External Forecast Volumes: New in 2009, discussion.
22. Forecast Travel Volumes: Updated, updated Table T-7 “Existing and Forecast PM Peak Hour Traffic”, updated Figure T-5 “2022 PM Peak Hour Weekday Traffic Forecasts” including East Duvall.
23. Forecast Travel Operations: Updated Intersection LOS, added other intersections (new in 2009), added Table T-8 “Forecasted Peak Hour Intersection LOS” (new in 2009).

Transportation System Plan

24. Updated TIP: Updated Table T-9, “Transportation Improvement Projects and Programs,” removed Main Street North, 3rd Avenue Connector from Cherry Valley Road to SR-203 Connector, split 1st Avenue Extension (145th to BRR) into two projects, added Intersection Improvement at Main Street NE/NE 145th Street, revised numbering.
25. Updated TIP: Updated Figure T-6, “Long Range (2009-2022) Transportation Improvements Projects” in accordance with Table T-9.
26. Updated Corridor Project Descriptions: Described 2008-2009 Main Street Improvements, Removed Figure T-7 (Main Street NE cross-section), described options for reduced frontage (pedestrian improvements) on 3rd Avenue NE from Kennedy to Stephens Streets.

Transportation Finance and Implementation Program

27. Revised Title to add “and Implementation Program”, revised introduction to provide the basis for the program.
28. Financing Program: Added GMA’s basis for program and description of process.
29. Project Cost Summary: Revised Table T-9, “Project Cost Summary,” to current Capital Project cost estimates (~\$86 Million in 2004, ~\$92 Million in 2009) and described distribution with respect to develop improvements and City improvements.
30. Six-Year TIP: Deleted this section as it is too specific (changes every year).
31. Existing Revenues and Projections: Revised to include “Projections,” added current understanding of revenues and projections, added Table T-10, “Projection of Existing Transportation Revenues” (new in 2009).
32. Funding Options: Some new in 2009, added summary of options including tax revenue, updated grants, other agency funding, updated Transportation Impact Fees (TIF), and updated Developer Improvements.

33. Summary of Financing Strategy: Updated summary with current financial understanding, updated Table T-11, “Transportation Funding Strategy Summary.”
34. Monitoring, Evaluation, and Reassessment Strategy: Added monitoring and evaluation to strategy, added update periods, added reevaluation of technical information and model updates, added evaluation of Comprehensive plan Consistency, added description of multi-year updates.

Goals and Policies

35. Goal T-1, Added T-1.2: Work collaboratively with the Washington Traffic Safety Commission and WSDOT regarding safety improvements in SR-203. Encourage the state to designate SR-203 a Highway Safety Corridor from Monroe to Fall City.
36. Goal T-6, general: revised minor text to include references to low impact development and healthy communities.
37. Goal T-6, Added T-6.9: Encourage King and Snohomish counties to implement Snoqualmie Valley Trail improvements consistent with the “SR-203 Pilot Study: Corridor Concept Plan (PSRC, 2004).
38. Goal T-6, Added Healthy Communities Goals – T-6-13 through T-6-17.

C. Land Use Change

There is one change proposed for the land use map. The city owns Assessor’s Parcel Number 1326069109, a 1.8 acre parcel on the east side of Main Street at Coe-Clemons Creek. That parcel is currently designated “Commercial” on the city’s Future Land Use Map. It is proposed to designate that parcel as “Public Facilities” to better recognize the habitat value of the parcel. A hearing on rezoning the parcel from Midtown to Public Facilities will take place subsequent to the hearing on the Comprehensive Plan Amendment.

III. STATUTORY REQUIREMENTS

SEPA COMPLIANCE:

The amendment of a comprehensive plan is subject to the provisions of the State Environmental Policy Act (SEPA) and Chapter 14.60 of the Duvall Municipal Code (DMC). The City’s SEPA Official has determined that the 2009 Comprehensive Plan Amendments will not have a probable significant adverse impact on the environment. Therefore, an Environmental Impact Statement (EIS) was not required.

On December 30, 2009, a Determination of Non-Significance (DNS) was issued for the 2009 Comprehensive Plan Amendments. No substantive comments were received.

PUBLIC PROCESS/NOTICE:

The city of Duvall held numerous public meetings related to CPA09-001.

- Presentations and/or updates to the Planning Commission at the following meetings: August 6, 2009; October 1, 2009; November 5, 2009
- Presentations an/or updates to the City Council at the following meetings:
- August 27, 2009; September 24, 2009; November 12, 2009;
- Presentation and update to a joint Planning Commission/City Council meeting on June, 30, 2010.

The city featured the 2009 Comprehensive Plan Amendments in the Duvall News, a newsletter mailed to ~2,100 households in October, 2010 and advertised the October 20, 2010 Open House in the Duvall News.

- On October 20, 2010, the City held an open house at the Duvall Community Center on the 2009 Comprehensive Plan Amendments.

- On October 21, 2010, a Notice of Public Hearing was posted at Duvall City Hall, Duvall Post Office and at the Duvall Library, and was mailed to the City’s SEPA mailing list and interested parties.
- On October 21, 2010 a Notice of Public Hearing was published in the Seattle Times. All legal requirements for public notice have been satisfied.

WA STATE DEPARTMENT OF COMMERCE NOTIFICATION:

On October 26, 2009, the 2009 Comprehensive Plan Amendments were submitted to the Washington State Department of Commerce (DOC), Material ID # 15049 and the DOC notified the city that it was in procedural compliance with RCW36.70A.106. A revised submittal was made on June 15, 2010. The DOC notified the city by email on December 30, 2009 that they would not be submitting formal comments on the amendments.

GROWTH MANAGEMENT ACT:

In accordance with RCW 36.70A.130, a City may revise its Comprehensive Plan, if needed, on a yearly basis. This amendment is in accordance with that provision.

IV. BACKGROUND INFORMATION

The City’s comprehensive plan was developed in 2004. As the comprehensive plan is intended to be a living document, changes, or amendments, are proposed to the plan on an annual basis. The plan was amended in 2006 and 2008. The call for 2009 Comprehensive Plan Amendments was published in April 2009. On June 4, 2009, the Planning Commission considered the docket list. On June 11, 2009, the Duvall City Council considered the docket list and authorized four of the five amendments proposed for docket to move forward. One amendment, from the Church of Latter Day Saints, was denied consideration at that time. The four amendments that moved forward were: the update of the capital facilities element; the update of the transportation element; the change in land use designation on Assessor’s Parcel Number 1326069109, a city-owned parcel adjacent to Coe-Clemons Creek; and the incorporation of the Riverview School District Capital Facilities Plan. For the purposes of this amendment, the Riverview School District proposal is considered as part of the Capital Facilities Plan update.

V. ANALYSIS

The proposed changes to the comprehensive plan update the current conditions of the city’s capital facilities and transportation system, and then use that information to update the 20 year plan, in the case of transportation facilities, and the 6 year plans for other capital facilities.

The proposed update of the Transportation Element is substantive and extensive in terms of the technical basis for the Transportation Element. Transportation counts and the mode have been greatly revised to account for current zoning and existing conditions. In other ways, the updated Transportation Element closely resembles the existing Transportation Element in terms of goals and policies.

The Capital Facilities Element updates existing and future conditions for municipal capital facilities and for Duvall-King County Fire District 45, Riverview School District and King County Library System facilities. The update also revises the 6 year capital improvement plans to correspond to years 2011 – 2016 and projects planned for those year.

The change in land use designation on Assessor’s Parcel Number 1326069109 is to reflect the city’s ownership and future use of the parcel located adjacent to Coe-Clemons Creek.

VI. FINDINGS AND CONCLUSIONS

1. The 2009 Comprehensive Plan call for amendments was published on February 26, 2009.
2. Five proposed amendments were submitted to the city of Duvall; three from the city: for the updates to the Capital Facilities and Transportation Elements and for a change in land use designation on a city-owned parcel. The fourth amendment was from the Riverview School District to adopt the District's Capital Facilities Plan. The fifth amendment was from a private party, the Corporation of the Presiding Bishop of the Latter-Day Saints.
3. On June 4, 2009, the Duvall Planning Commission reviewed the docket list and recommended that the three city proposals and the school district proposal go forward and that the private proposal, from the Corporation of the Presiding Bishop of the Latter-Day Saints, be denied consideration at this time. For the purposes of this staff report, the Riverview School District's Capital Facilities Plan is incorporated into the Capital Facilities Element review.
4. On June 11, 2009, the Duvall City Council reviewed the docket list and the Duvall Planning Commission recommendation and docketed the three city and one school district proposal for consideration in 2009.
5. A Determination of Non-Significance (DNS) for CPA09-001 was issued on December 30, 2009.
6. Public meetings and updates were held at Planning Commission meetings on the following dates: August 6, 2009; October 1, 2009; November 5, 2009.
7. Public meetings and updates were held at City Council meetings on the following dates: August 27, 2009; September 24, 2009; November 12, 2009;
8. A joint Planning Commission/City Council meeting on CPA09-001 was held on June 30, 2010.
9. The 2009 Comprehensive Plan Amendments were featured in the Duvall News, a newsletter mailed to ~2,100 households in October, 2010.
10. An open house for CPA09-001 was advertised in the October 2010 Duvall News, a city newsletter mailed to ~2,100 households.
11. On October 20, 2010, the City held an open house at the Duvall Community Center on the 2009 Comprehensive Plan Amendments.
12. On October 21, 2010, a Notice of Public Hearing was posted at Duvall City Hall, Duvall Post Office and at the Duvall Library, and mailed to the City's SEPA mailing list and interested parties.
13. On October 21, 2010 a Notice of Public Hearing for the November 3, 2010 Planning Commission public hearing was published in The Seattle Times.
14. All legal requirements for public notice for CPA09-001 have been satisfied.
15. The Duvall City Council provided funding in 2009 to update the Transportation Model and to update the Transportation Element. The Transpo Group was contracted to provide transportation planning services to the City.
16. The Capital Facilities Element updates existing and future conditions for municipal, fire and school district facilities and updates the 6 year CIPs for those facilities.
17. The Riverview School District adopted their 2009 Capital Facilities Plan on May 12, 2009 and their 2010 Capital Facilities Plan on May 26, 2010. The 2010 Capital Facilities Plan will be adopted by reference into the Capital Facilities Element of the Duvall Comprehensive Plan and was used in the Riverview School District portion of the City's Capital Facilities Element.
18. The Future Land Use Map change for Assessor's Parcel Number 1326069109 is consistent with the Duvall Comprehensive Plan's Land Use Element which reads in part, "Public facilities are areas designated as parks and open space.". City-ownership of this area will ensure it is maintained as parks and open space.
19. The draft Comprehensive Plan Amendments were submitted to the State Department of Commerce (DOC) in accordance with RCW36.70A.106 and the submittal met all DOC's procedural requirements.
20. The application for CPA09-001 has been reviewed for consistency with the Duvall Comprehensive Plan and for internal consistency and the 2009 Comprehensive Plan updates and the land use change are consistent with, and internally consistent with, the Duvall Comprehensive Plan.

21. CPA09-001 has been review in accordance with, and is consistent with, King County Countywide Planning Policies.
22. The proposed Comprehensive Plan Amendments were prepared in accordance with the Washington State Planning Enabling Legislation (RCW 35A.63) and the Growth Management Act.
23. Documentation supporting the findings of fact is located in the file CPA09-001, which is adopted by reference into this approval.
24. Adoption of the proposed Comprehensive Plan Amendments, CPA09-001, furthers the public health, safety, and general welfare.

VII. RECOMMENDATION

Staff recommends that the Duvall Planning Commission recommend to the Duvall City Council adoption of CPA09-001.