

CHAPTER 1. INTRODUCTION

1.1 Purpose and Intent

The purpose of this introduction is to provide the historical context used to develop the existing Duvall Comprehensive Plan, the public process that guided the 2015 Comprehensive Plan Update, and summarize the contents of the plan update, including State of Washington Growth Management Act (GMA) mandated content requirements and other guidelines that govern local comprehensive planning.

1.2 Previous Updates and Studies

1.2.1 CITY WIDE VISIONING PLAN

In 2002, the City of Duvall appointed a citizen task force and retained a consultant team to prepare the City- Wide Visioning Plan. The Plan examined land use, transportation, urban design, parks and recreation, and public facilities, with a focus on the Downtown/Old Town Subarea. A total of nine task force and community workshops were held to gather and incorporate citizen input. The Plan was adopted by the Duvall City Council in March 2003 (City of Duvall, 2003).

1.2.2 DUVALL DOWNTOWN SUB-AREA PLAN

Using the City-Wide Visioning Plan (City of Duvall, 2003) as a basis, the City developed the Downtown Sub-Area Plan. The Sub-Area Plan includes specific design features such as improved cross-walks, lighting, signage, and other pedestrian-related amenities. A total of nine task force and community meetings were held, including walking tours and workshops, to share information and gather community input. The City Council adopted the Sub-Area Plan on February 26, 2004 and implementation continues (City of Duvall, 2004).

1.2.3 2004 COMPREHENSIVE PLAN UPDATE

The City of Duvall Planning Commission, with assistance from the University of Washington Urban Design and Graduate Planning Studio (UW Graduate Planning Studio), worked to amend certain elements of the Comprehensive Plan. The UW Graduate Studio held two workshops to share designs and gather community input. Additionally, the public continued to provide input during regular Planning Commission meetings. The updated elements were adopted in November 2004.

1.2.4 OTHER MINOR COMPREHENSIVE PLAN UPDATES

In 2006, the City amended the Land Use Element to allow for Mixed Use Institutional uses off of Big Rock Road that would allow for technical colleges, flex-tech, and commercial-retail uses. In 2009 the City completed a Transportation Plan and a Parks, Trails, and Open Space Plan. The plans were then incorporated into the Transportation and Parks Elements.

1.2.5 ECONOMIC STRATEGIC PLAN

In December 2005, the City Council adopted the Economic Strategic Action Plan. The Plan reported on Duvall's economic conditions and included a market analysis that forecasted economic trends for 2006 through 2011 (City of Duvall, 2005). The plan was designed to provide direction and prioritization for the City and its partners in economic development.

1.3 2015 Update Process

1.3.1 APPOINTED AND ELECTED OFFICIALS

In order to facilitate the process of public participation and gather input for the 2015 Comprehensive Plan Update, an advisory committee of 25 Duvall citizens was appointed by the Mayor of Duvall. The advisory committee, City staff, and a consultant team that was retained by the City to help guide the update attended monthly meetings from September 2013 through early 2015. The advisory committee also went on field trips to consider Duvall's community character, density issues, and urban design. Members of the City's Planning Commission provided valuable input, and City Council members, representatives from Duvall Chamber of Commerce, and other groups participated in discussions, as well.

1.3.2 COMMUNITY SURVEY

During autumn and winter of 2013 – 2014, the City of Duvall sponsored a non-scientific survey on the City's website in order to obtain demographic and statistical information related to citizens' length of residency, employment, commute trips, shopping patterns, priorities, and other data. More than 480 individuals responded to the survey. Although the survey is not statistically valid, the responses provide insight into the respondents' characteristics and their viewpoints about issues facing the City.

A detailed summary of the public survey is included in the appendices of the Comprehensive Plan. The survey results highlight the following:

- Demographically, 70% of respondents reported being 35 years old or older; over 50% reported living in Duvall 10 years or less; over 79% reported having 4 or fewer people in the household; and 68% of respondents have two or fewer children. "Rural setting" and "family-oriented" are popular terms cited in the survey.
- Fire protection and public safety were ranked first and second amongst public services provided.
- Approximately 55% of respondents assessed Duvall's quality of life to be "above average;" 28% as assessed it as "excellent."
- Decline of rural character was identified as the most important issue facing Duvall in the next five years; the need for economic development and job creation ranked a close third in terms of importance.

- Spending for economic development ranked high among spending priorities of respondents, outranked only by spending for youth programs and other recreation related programs.
- Respondents reported purchasing groceries, gasoline, and other such convenience items in Duvall outside of Old Town, and shopping primarily in Redmond for household items and clothing.
- Respondents predominately commute by automobile to employment sites in Redmond and other communities east of Lake Washington.

1.3.3 OPEN HOUSE AND WORKSHOPS

An informal public open house was held in September 2014. Opportunities to view exhibits and discuss the progress of the Comprehensive Plan update with City staff and the consulting team were provided. The Planning Commission and City Council held regular workshops beginning in 2015 through March of 2016

1.4 Contents of the Comprehensive Plan Update

1.4.1 ELEMENTS MANDATED BY GMA

The following goals guide the development and adoption of comprehensive plans and development regulations of counties and cities that are required, or choose, to plan under RCW 36.70A.040. The goals are not listed in order of priority.

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 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. **Permitting.** 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.

1.4.2 CONSISTENCY WITH COUNTY-WIDE POLICIES AND PUGET SOUND REGIONAL COUNCIL'S VISION 2040

The 2012 King County Countywide Planning Policies (King County, 2012) were prepared to address changes to the Growth Management Act, take into account the passage of 20 years since their initial adoption, and to specifically reflect the regional direction established in VISION 2040 (PSRC, 2009).

VISION 2040 is the product of the Puget Sound Regional Council (PSRC), an association of cities, towns, counties, ports, tribes, and state agencies that serves as a forum for developing policies and making decisions about regional growth management, environmental, economic, and transportation issues in the four county central Puget Sound region of Washington state (King, Kitsap, Pierce and Snohomish counties). VISION 2040's Regional Growth Strategy outlines how the region should plan for additional population and employment growth.

Consistent with King County's County-Wide Planning Policies and PSRC's Vision 2040, Duvall's Comprehensive Plan reflects its position as a small city within the context of a rapidly-growing county and region. The Comprehensive Plan incorporates residential and employment growth targets through 2031 that adopt PSRC target allocations. While maintaining a small town character, Duvall commits to sustainable growth within the regional context, with goals and policies that protect environmentally sensitive areas and open space, provide economic opportunity, promote adequate and affordable housing, improve mobility, and provide additional opportunities for non-motorized and public transportation. The Comprehensive Plan integrates these elements and plans for low-impact, well-designed, compact growth concentrated within the city and designated urban growth areas while preserving surrounding rural and resource lands.

The overall policy direction, goals, and implementation actions contained in PSRC's Vision 2040 are represented throughout the Comprehensive Plan in Land Use, Economic Development, Transportation, Parks, Environment and Sustainability, and other elements. Duvall commits to interjurisdictional planning to facilitate a common vision and efficient use of land, infrastructure, and resources for all citizens. The end result is a Plan that addresses development, design, environmental protection, and social concerns holistically, with provisions for evaluation, monitoring, and revising as local conditions and community preferences change.

The Regional Growth Strategy clarifies that all jurisdictions in King County have a role in accommodating growth, using sustainable and environmentally responsible development practices (PSRC, 2009). Countywide Planning Policies support this strategy and provide direction at the county and jurisdiction level with appropriate specificity and detail needed to guide consistent and useable local comprehensive plans and regulations (King County, 2012).

While VISION 2040 is consistent with the overall growth management strategy of the 1992 King County Countywide Planning Policies, the 2012 Countywide Planning Policies were restructured to match the structure of VISION 2040. The 2012 Countywide Planning Policies now include the following six chapters: Environment, Development Patterns, Housing, Economy, Transportation, and Public Facilities and Services.

1.4.3 2035 VISION

During the update process, the community reconsidered the City's vision statement to ensure it reflects community aspirations for Duvall's growth and evolution over the next 20 years. As community members described their values, hopes, and image of Duvall for the future, changes in the vision statement emerged. Consequently, the following was incorporated into the update:

Duvall is a family-friendly community with an abundance of trails, parks, and open space. Duvall's vibrant Old Town overlooks the Snoqualmie River and offers something for everyone. New businesses and the entrepreneurial spirit are encouraged, providing residents unique local services and products. Residents gather year-round to enjoy the arts, music, and community events, celebrating Duvall's distinctive culture, all while embracing the natural beauty of the Snoqualmie Valley. Duvall is an evolving city that honors its rural and agricultural heritage, while remaining on the cutting edge of technology, innovation, and sustainability.

1.4.4 NEW ENVIRONMENT AND SUSTAINABILITY ELEMENT

A new element was prepared in the same format as other elements of the Comprehensive Plan that addresses shorelines, sensitive areas, and preservation of natural resources. As a result, some goals and policies were relocated from other elements of the Comprehensive Plan and included in the new element.

1.4.5 REVISED GOALS AND POLICIES

The following revisions have been integrated into the Plan update:

- Staff and consultants worked with the citizen advisory committee to review written and oral comments, and revise language where appropriate. Themes the committee worked on included; the vision statement, environment and sustainability, types of housing, and economic development.
- Goals and policies that are more appropriate in another section of the Comprehensive Plan, such as in the new Environment and Sustainability Element, have been relocated to that section.
- Adopted City plans and other documents that contain goals and policies duplicated in the Comprehensive Plan (such as the City-Wide Visioning Plan and Downtown Sub-Area Plan) are now simply referenced, and the duplicated goals and policies have are mostly removed.
- Numerous goals and policies contained in the 2006 Comprehensive Plan have been implemented through code adoption or other forms of implementation. These adopted goals and policies have been removed from the Comprehensive Plan Update.
- Planning tasks related to transportation and capital facilities were conducted separately from the Comprehensive Plan Update. Pertinent information resulting from these tasks has been incorporated into the Update.
- Demographic data has been revised to reflect the most recent information from PSRC and the State of Washington.

1.4.6 STATE ENVIRONMENTAL POLICY ACT (SEPA) REVIEW

In accordance with SEPA, the City evaluated the potential impacts of the Comprehensive Plan Update in an Environmental Impact Statement (EIS). The City included the public early in the EIS process to gather feedback about the range of alternatives available to the City to plan for future growth. Consistent with SEPA, the City held a public scoping meeting to narrow the focus of the EIS to significant environmental issues, and areas of public concern and controversy. The public provided feedback that was used to develop five Comprehensive Plan alternatives: a “no action alternative” that assumes no changes in policy with growth following a similar pattern as has occurred in the last twenty years; and four action alternatives that represent a range of possible growth patterns and annexation scenarios (City of Duvall, 2015).

The City Council identified a preferred alternative based on community feedback, findings of the EIS, and consistency with state and regional policies and regulations. The preferred alternative is reflected in this Comprehensive Plan update and includes revisions to the outdated Comprehensive Plan’s goals, policies, and Future Land Use Map; revisions to the official Zoning Map; and City support of annexation of the Southwest UGA, North UGA, and property adjacent to the Big Rock Ball Fields in the South UGA Reserve. Additionally, the City will work with King County to remove a portion of the UGA Reserve from their

boundaries and add an approximately equal area south of Big Rock Road that is currently not part of Duvall's urban growth area or city limits.

1.5 References

City of Duvall. 2003. *City-Wide Visioning Plan*. March. Available: <http://www.duvallwa.gov/DocumentCenter/View/113>.

City of Duvall, 2004. *Downtown Sub-Area Plan*. May. Available: <http://www.duvallwa.gov/DocumentCenter/View/112>.

City of Duvall, 2005. *Economic Development Strategic Action Plan*. Available: <http://www.duvallwa.gov/DocumentCenter/View/95>.

City of Duvall. 2015. Environmental Impact Statement process and documentation. Available: <http://www.duvallwa.gov/297/Comprehensive-Planning>. Accessed: February 26, 2016.

King County. 2012. *Countywide Planning Policies*. November. Available: http://www.kingcounty.gov/~media/property/permits/documents/GMPC/CPPsApproved/2012-0282_striker_attach_A.ashx?la=en. Accessed: January 6, 2016.

PSRC (Puget Sound Regional Council). 2009. *Vision 2040*. December. Seattle, WA.