City of Duvall 2017 Comprehensive Plan Update

1) Certification report dated December 19, 2017 (see page 2). As of this Executive Board action taken at the January 25, 2018 meeting, the City of Duvall comprehensive plan is now fully certified for consistency with the transportation-related provisions of the Growth Management Act, VISION 2040, and Transportation 2040.

2) Certification report dated December 29, 2016 (see page 3). This report summarizes complete review of the 2015 comprehensive plan update and a certification condition for the city to address by December 31, 2017.
BACKGROUND

PSRC conditionally certified the City of Duvall’s 2015 periodic update of the city’s comprehensive plan on January 26, 2016. In December 2017, the city adopted amendments to the plan that address the conditions and resubmitted the plan for further review and full certification.

CERTIFICATION RECOMMENDATION

Based on the review of the 2017 City of Duvall comprehensive plan amendments, the following action is recommended to the PSRC Growth Management Policy Board, Transportation Policy Board, and Executive Board:

The Puget Sound Regional Council certifies that the transportation-related provisions in the City of Duvall 2017 comprehensive plan amendments conform to the Growth Management Act and are consistent with multicounty planning policies and the regional transportation plan.

2017 COMPREHENSIVE PLAN AMENDMENTS

The December 2016 certification report for the City of Duvall comprehensive plan update identified as a condition for full certification the need to update transportation plan data, assumptions, and strategies to be consistent with the new 20-year planning period addressed elsewhere in the comprehensive plan. The 2016 plan update had relied on a 2010 transportation functional plan for the city. In December 2017, the city adopted a newly updated transportation plan. The 2017 comprehensive plan amendments incorporate elements of the updated transportation plan, either explicitly or by reference.

Specifically, the 2016 certification action calls out several areas that needed to be updated and that the city has now addressed. One is to provide up-to-date inventories of roadways, transit facilities and routes, trails, sidewalks, bicycle facilities and routes, and other relevant facilities and services within the city. The transportation plan provides a full set of mapped data on these elements.

Another area for update was to provide revised estimates of future land uses and their impact on travel demand. The Growth Management Act requires that travel demand forecasts and transportation need assessments be based on land use assumptions that correspond with the most recently adopted growth targets. These population and employment assumptions must be consistent throughout the comprehensive plan (e.g., land use element, transportation element, and housing element) (RCW 36.70A.070(6)(a)(i)). The King County targets indicate that, when adjusted for recent growth and a planning period that extends to 2035, Duvall is expected to plan for and accommodate approximately 1,000 additional housing units and 750 additional jobs. In support of the transportation plan update, the city revised and provided data context to its land use assumptions to align more closely with its growth targets.

Finally, the city completed and updated the multiyear investment and financing plan for transportation. Consistent with RCW 36.70A.070(6)), the updated plan projects needs and estimates costs for roadway, pedestrian, and bicycle improvements identified in the plan for the 20-year planning period. The plan addresses an estimate of
revenue available for transportation over the 20-year planning period and it describes a reassessment strategy to document steps the city could take to close the gap, if any, between costs and revenues.

**Conclusion**

PSRC staff worked closely with the city as they drafted the transportation plan and comprehensive plan amendments that address the conditions for certification. If the Executive Board acts as recommended, the plan will no longer have conditions on its certification. PSRC looks forward to working with the city on future planning efforts and will continue to provide guidance and technical assistance on any further amendments to the plan, subarea plans, or functional plans developed in response to additional issues identified through the PSRC certification review.

Additional background and resources can be found in the City of Duvall 2015 PSRC Plan Review and Certification Report and on the PSRC website at https://www.psrc.org/our-work/plan-review. Questions should be directed to Michael Hubner at 206-971-3289 or mhubner@psrc.org.
BACKGROUND

The Washington State Growth Management Act calls for coordination between local, regional, and state planning efforts. To advance this coordination, state law requires PSRC to certify that regional transit plans, countywide planning policies, and local comprehensive plans within the central Puget Sound region conform to: (1) established regional guidelines and principles, (2) the adopted long-range regional transportation plan, and (3) transportation planning requirements in the Growth Management Act. Within the central Puget Sound region, the multicounty planning policies in VISION 2040 have been established as the regional guidelines and principles under Revised Code of Washington (RCW) 47.80.026. Certification of local comprehensive plans is also a requirement for jurisdictions and agencies that intend to apply for PSRC funding or proceed with any project submitted into the Regional Transportation Improvement Program, regardless of funding source.

Within the central Puget Sound region, local governments and PSRC have worked together to develop an overall process (Adopted Policy and Plan Review Process, Revised September 2003) for reviewing and certifying local, countywide, regional, and transit agency policies and plans. This process also provides an opportunity to coordinate and share information related to local and regional planning. A set of materials, compiled in a Plan Review Manual, provides details on the review and certification process, background, and framework. The manual also provides guidance and checklists for aligning plans and policies with VISION 2040, Transportation 2040, and Growth Management Act requirements.

DISCUSSION

This report summarizes the findings and recommendations regarding the periodic update to the comprehensive plan for the City of Duvall, adopted by the city on June 7, 2016. PSRC last certified amendments to the City of Duvall’s comprehensive plan in March 2011. PSRC staff reviewed the updated 2015 comprehensive plan and coordinated with city staff in the development of this report.

CERTIFICATION RECOMMENDATION

Based on the review of the City of Duvall comprehensive plan, the following action is recommended to the PSRC Growth Management Policy Board, Transportation Policy Board, and Executive Board:

The Puget Sound Regional Council conditionally certifies that the transportation-related provisions in the City of Duvall 2015 comprehensive plan conform to the Growth Management Act and are consistent with multicounty planning policies and the regional transportation plan.

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1 The certification requirement in the Growth Management Act is described in RCW 47.80. The specific requirements for transportation elements in local comprehensive plans are spelled out in RCW 36.70A.070. PSRC’s Interlocal Agreement, Section VII, also provides direction for the review of local comprehensive plans and countywide policies (Resolution A-91-01, amended March 1998). The Council’s Executive Board last updated its process for Policy and Plan Review in September 2003. The process is also described in VISION 2040, Part IV: Implementation.
Conditional status is in place until the City of Duvall completes updates to the comprehensive plan to fully address required components of the transportation element per RCW 36.70A.070(6), according to the following schedule:

1. Duvall City Council adoption of a plan of work or resolution that addresses the condition identified in the certification report by March 1, 2017.
2. Submission of a draft amended comprehensive plan and supporting documents that address the condition to PSRC for review and comment in advance of adoption. It is anticipated that this will include an updated transportation master plan along with comprehensive plan amendments that reflect and incorporate this work.
3. Once the condition is adequately addressed, submission of the adopted amended comprehensive plan and supporting documents by December 31, 2017 for review and certification by PSRC.

Conditions for full certification are described in more detail in the body of this report on pages 3 and 4. Based on ongoing coordination with city staff, PSRC understands that Duvall is in the process of updating its transportation plan, and in so doing will be addressing the issues identified as conditions for regional certification. Conditional certification allows the city to remain eligible for regionally managed transportation funds while it completes that work.

The remainder of this report contains a summary of the PSRC review of the City of Duvall comprehensive plan update. Under each heading, the scope of the certification review, as guided by the Plan Review Manual and checklist for local comprehensive plans, is listed in high level bullets. Discussion in each topic area highlights exemplary provisions of the plan, as well as issues identified through the certification review where future work is needed to more fully address VISION 2040, Transportation 2040, and Growth Management Act planning requirements. PSRC recognizes that the timing and mechanism for addressing each of the comments will vary based on the jurisdiction, its resources and plan update process, and the nature of the comment.

Part I: Conformity with Growth Management Act Transportation Planning Requirements

**SCOPE OF REVIEW**

The Growth Management Act (RCW 36.70A.070(6)) includes several requirements related to transportation elements in local comprehensive plans. These requirements are summarized as follows:

**Land use assumptions and forecasts of travel demand** that are internally consistent and consistent with growth targets.

**Service and facility needs**, including inventories of existing facilities, and level-of-service standards and concurrency provisions that address multiple modes of travel, planned land uses and densities, and state highways.

**Financing and investments**, including a multiyear financing plan and reassessment strategy to address potential funding shortfalls.

**Intergovernmental coordination** with neighboring cities, counties, and regional and state agencies.

**Demand management**, including programs to implement the Commute Trip Reduction Act.

**Pedestrian and bicycle planning**, including project funding and capital investments, education, and safety.

**Land uses adjacent to airports**, identifying relevant facilities, existing and planned uses, and policies that discourage incompatible uses.
Air quality is largely an interjurisdictional issue in which each jurisdiction's travel behaviors, measured through vehicle emissions, affect the regional airshed. The Washington Administrative Code (WAC) requires local transportation elements and plans to include "policies and provisions that promote the reduction of criteria pollutants" for mobile sources (WAC 173-420-080). When PSRC reviews plans, it also certifies that the comprehensive plans include air quality policies and provisions, including a commitment to meeting the requirements of applicable federal and state air quality legislation.

**DISCUSSION: EXEMPLARY PLAN PROVISIONS**

The city’s comprehensive plan effectively addresses many of the transportation planning requirements of the Growth Management Act and includes adequate air quality policies and provisions. Highlights include:

- The plan provides strong support for multiple modes of travel. Given the context for planning a smaller city surrounded by rural area, it is particularly strong in encouraging pedestrian and transit transportation. For example, several policies under Goal T1 address incorporating a network of nonmotorized facilities throughout the community through public investments and private development. The plan expresses the city’s goal of increased levels of transit service from Metro and potentially other providers and includes policies, such as T 4.5 and T 4.6, that improve the local environment for transit.

- The Growth Management Act requires level-of-service standards for all locally owned arterials and transit routes, and the multicounty planning policies call for other modes, such as biking and walking, to be addressed as well (MPP-DP-54-56). The plan takes several positive steps in this direction that are exemplary for a small city. Policy T 6.4 provides for a concurrency approach that is tailored to the multimodal characteristics of the Main Street corridor. Policy T 6.1 states the city will consider establishing multimodal level of service standards and a supporting concurrency program.

**DISCUSSION: CONDITIONS FOR CERTIFICATION**

The City of Duvall must address the following provision of the Growth Management Act and VISION 2040 in order to maintain certified status:

- The adopted plan references data, analysis, and policies developed in 2010 in an update to the city’s transportation master plan. The city is currently working toward adoption of a revised transportation master plan, which may be used to respond to the issues highlighted below.

The transportation element will need to be amended to address the following issues:

- **Update inventories of existing transportation facilities.** Inventories should include detailed information, including maps of roadways, transit facilities and routes, trails, sidewalks, bicycle facilities and routes, and other relevant facilities and services.

- **Update land use assumptions used in estimating future travel demand.** The Growth Management Act requires that travel demand forecasts and transportation need assessments be based on land use assumptions that correspond with the most recently adopted growth targets. These population and employment assumptions must be consistent throughout the comprehensive plan (e.g., land use element, transportation element, and housing element) (RCW 36.70A.070(6)(a)(i)). The King County targets indicate that, when adjusted for recent growth and a planning period that extends to 2035, Duvall is expected to plan for and accommodate approximately 1,000 additional housing units and 750 additional jobs. The adopted plan assumes growth of approximately 1,200 housing units and 1,800 jobs. The city is in the process of updating the land use analysis for an updated transportation plan, including future employment growth that is closer to the adopted targets. Any revised future growth assumptions should be incorporated, where applicable, throughout the plan to ensure internal consistency.

- **Include a complete and updated multiyear investment and financing plan for transportation.** The Growth Management Act (see RCW 36.70A.070(6)) requires that the transportation element include a financing plan that addresses:
Project needs and cost estimates for roadway, pedestrian, and bicycle improvements identified in the plan for the 20-year planning period.

An estimate of revenue available for transportation over the 20-year planning period.

A reassessment strategy to document steps the city could take to close the gap, if any, between costs and revenues, such as additional demand management strategies, pursuing new revenues, reducing level-of-service standards, and land use changes.

See the Washington State Department of Commerce’s Transportation Element Guidebook for information on pedestrian and bicycle components and financing plans (http://www.commerce.wa.gov/Documents/GMS-Transportation-2012.pdf).

Part II: Consistency with Regional Plans and Policies

Overview

This section discusses consistency with the adopted multicounty planning policies (established regional guidelines and principles under RCW 47.80.026) adopted in VISION 2040, and Transportation 2040, the region’s long-range transportation plan. In addition to the multicounty planning policies, VISION 2040 contains a Regional Growth Strategy with a preferred distribution of the region’s residential and employment growth, as well as a number of implementation actions for local governments to carry out. VISION 2040 calls for local comprehensive plans to contain a brief statement of how the plan addresses the multicounty planning policies. Each policy area addressed in VISION 2040 is discussed in turn below.

VISION 2040 Context Statement

VISION 2040 calls for local plans to include a context statement that describes how the comprehensive plan addresses regional policies and provisions adopted in VISION 2040. The plan includes a context statement in the introduction that describes the city’s role in the region and how the plan implements VISION 2040.

Environment

Scope of Review

VISION 2040 calls for local comprehensive plans to address the following environmental policy topics:

- **Stewardship**, including addressing the natural environment throughout the plan, decisions based on best-available science, and regional environmental initiatives.

- **Earth and habitat**, including open space protection, restoration and protection of native vegetation, and coordination with adjacent jurisdictions.

- **Water quality**, including actions that maintain hydrologic functions and reduce water pollution in ecosystems, watersheds, shorelines, and estuaries.

- **Air quality and climate change**, addressing federal and state laws, reduction of pollutants, Puget Sound Clean Air Agency policies, and reduction of greenhouse gas emissions and adaptation to climate change.

Discussion: Exemplary Plan Provisions

The city’s comprehensive plan addresses many of the environmental policy topics in VISION 2040 with strong goals and actionable policies. Highlights include:

- The plan includes an innovative element on Environment and Sustainability that sets ambitious goals and actionable policy guidance on traditional environmental topics, such as sensitive areas and shorelines, as well as new topics, such as healthy communities and the local economy.

- The plan is particularly notable in the breadth and depth of its policies protecting wetlands and associated habitat and hydrologic functions (see Goal ES 16 and policies that implement it). The plan incorporates...
work completed for the Watershed Plan (2015), including a subbasin framework for tailoring approaches to land use, density, the UGA, and related regulations and programs to local context and furthering coordination with King County.

- A climate change goal in the Environment and Sustainability element focuses on steps the city can take to mitigate potential negative impacts of climate change. Goals and policies in the Transportation and Land Use elements also address climate change in encouraging energy efficiency and alternative energy sources and transportation modes. In particular, policy ES 9.6 states the city will consider replacement of municipal fleet vehicles to reduce carbon footprint, policy ES 10.6 directs the city to consider climate change impacts in development review, and policies ES 10.1 to 10.4 that address mitigation of potential future impacts of climate change on the community.

**DISCUSSION: AREAS FOR FURTHER WORK**

The certification review did not identify any major areas for further work under the topic of the environment to better align the plan with regional guidelines and principles.

### Development Patterns – including Regional Growth Strategy

#### SCOPE OF REVIEW

VISION 2040 calls for local comprehensive plans to address the following development patterns policy topics:

- **Urban areas**, including targets for housing and employment growth, compact communities that support transit and walking, and provisions for redevelopment of underused land.
- **Centers**, including planning for one or more central places as locations for compact, mixed-use development, with policies that prioritize funding to centers to advance development.
- **Unincorporated urban areas**, including policies that advance annexation and orderly transition of governance.
- **Resource lands**, including identification of steps to limit development.
- **Regional design**, addressing local provisions that apply the Transportation 2040 Physical Design Guidelines, energy efficient building, historic preservation, and enhanced sense of community.
- **Health and active living**, addressing healthy environment, physical activity and well-being, and safety.

#### DISCUSSION: EXEMPLARY PLAN PROVISIONS

The city’s comprehensive plan effectively addresses many of the development patterns policies in VISION 2040. Highlights include:

- The plan advances the concept of healthy communities in several key areas. Numerous provisions in the plan support active transportation options. For example, ES 3.1 encourages the inclusion of active elements in new developments. ES 3.2 calls for the city to provide opportunities for physical activity, especially young people, in city parks and other facilities. Policy ES 4.5 promotes food security and access to healthy foods through a broad range of approaches to spur local production and marketing of agricultural products.
- Through the Comprehensive Plan and Downtown Subarea Plan, the city promotes a vision for more active and attractive central places in and around Old Town, Main Street and SR-203. Land use policies, such as LU 4, encourage mixed-use development in selected locations. Public investments in the public realm, such as a public plaza, enhance walkability and opportunities for the community to gather.
- Policy LU 1.5 promotes consideration of a density bonus approach to securing public benefit with new development, including enhancements to open space and environmental protections and also affordable housing.
Policy ES 5 and associated policies promote contiguous, compact development, including through phased annexation, as part of a more overarching sustainability strategy with benefits to public health and the environment.

**DISCUSSION: AREAS FOR FURTHER WORK**

The city should address the following comments at the earliest opportunity through future amendments to the comprehensive plan, subarea plans, or functional plans:

- The city has adopted a prudent strategy to managing future growth into what have been identified as “Urban Growth Area Reserves.” Gradual annexation of remaining urban lands adjacent to the city is consistent with MPP-DP-1 in supporting the “long-term stability and sustainability” of the UGA, and also MPP-DP-2 calling for the “efficient use of urban land.” Disposition of the UGARs will also have an impact on the amount of growth the city experiences over time. The city should consider adding language to the comprehensive plan that, as the city continues to work with King County on these issues, decisions about the size, land uses, and timing of future annexations will be guided by the goal of long-term alignment of growth in the city with adopted growth targets and the Regional Growth Strategy.

### Housing

**SCOPE OF REVIEW**

VISION 2040 calls for local comprehensive plans to address the following housing policy topics:

- **Increased housing production opportunities**, including diverse types and styles for all income levels and demographic groups.
- **Affordable housing needs**, including an assessment of existing and future housing needs based on regional and local factors, including household income, demographics, special needs populations, and adequacy of existing housing stocks.
- **Regional housing objectives** in VISION 2040, including promotion of housing diversity and affordability, jobs-housing balance, housing in centers, and flexible standards and innovative techniques.

**DISCUSSION: EXEMPLARY PLAN PROVISIONS**

The city’s comprehensive plan addresses the housing provisions contained in VISION 2040. Highlights include:

- The housing element is strong for a smaller city, particularly in its provisions that encourage a greater diversity of housing types and greater range of affordability to meet local and countywide needs.
- Policies in housing (H 3.4, 4.4, 4.5, and 4.7) promote a range of incentive-based tools for affordability in new development. The city is also considering more prescriptive approaches, such as affordability as a condition for pre-annexation (LU 5.4) and requiring a share of affordable units with rezones that add capacity (H 4.11). The plan encourages more affordable housing types, such as cottage housing, small-lot development, and mixed-use development.

**DISCUSSION: AREAS FOR FURTHER WORK**

The certification review did not identify any major areas for improvement of the plan to better align with regional guidelines and principles on housing.
Economy

Scope of Review
VISION 2040 calls for local comprehensive plans to address the following economic development policy topics:

- Include an economic development element that addresses: business, people, and places.

- Retention and recruitment efforts that support family wage jobs, industry clusters that export goods and services, and small businesses that are locally owned.

- Equitable benefits and impacts, including provisions and programs that promote economic vitality in distressed areas or areas with disadvantaged populations.

- Adequate housing growth in centers through collaboration with the private sector and provision of infrastructure.

Discussion: Exemplary Plan Provisions
The city’s comprehensive plan addresses the economic provisions contained in VISION 2040. Highlights include:

- The Economic Development element provides a strong foundation of analysis across multiple dimensions of the local and regional economy. These data include a clear description of the relationship between regional, countywide, and local growth assumptions, and also identify economic opportunities, both local and regional, including growth prospects in the employment clusters that are the basis for the Regional Economic Strategy.

- The city’s focus on place-making and building on the city’s character is particularly impressive. The recognition of opportunities for local employment growth based on the industry clusters identified in the Regional Economic Strategy is notable as well. Economic goals are supported by land use policies, such as LU 6.2, 4, and 5, which encourage development types that provide space for new businesses and other desired activity.

Discussion: Areas for Further Work
The certification review did not identify any major areas for improvement of the plan to better align with regional guidelines and principles on economic development.

Transportation

Scope of Review
VISION 2040 and Transportation 2040 call for local comprehensive plans to address the following transportation policy topics:

- Maintenance, management, and safety, including clean transportation with reductions in pollution and greenhouse gas emissions, environmental factors, health and safety, stable and predictable funding sources, system and demand management strategies, and security and emergency response.

- Support for the Regional Growth Strategy, including system improvements that align with planned growth, prioritized investments that support compact development in centers, joint- and mixed-use development, complete streets and improvements to promote biking and walking, and context-sensitive design.

- Improved transportation options and mobility, including alternatives to driving alone, facilities and services for special needs transportation, avoidance of new or expanded facilities in rural areas, and financing methods.

- Linking land use and transportation, including integrating Transportation 2040 physical design guidelines in planning for centers and transit station areas, and land development tools that promote transportation alternatives.
DISCUSSION: EXEMPLARY PLAN PROVISIONS

The city’s comprehensive plan addresses the major transportation emphases in VISION 2040 and Transportation 2040, including maintenance, management, and safety; support for the Regional Growth Strategy; and providing greater options and mobility. Highlights include:

- Policy ES 6.10 incorporates a range of environmental outcomes, including air and water quality, sensitive areas and wildlife habitat, into the city’s approach to planning for and implementing transportation improvements.
- Goal PR 5 and implementing policies promote a system of interconnected trails throughout the community that are integrated into park and open space system. Promoting non-motorized travel is further advanced through Goals LU 7 and T 4. Policy T 1.14 encourages urban design that is pedestrian friendly and connectivity between land uses. Further, policies T 4.5 and T 4.6 promote land use and street design that supports transit ridership.

DISCUSSION: AREAS FOR FURTHER WORK

The certification review did not identify any major areas for further work needed to better align the plan with regional guidelines and principles on transportation (see comments addressing Growth Management Act transportation planning requirements on page 3).

Public Services

SCOPE OF REVIEW

VISION 2040 calls for local comprehensive plans to address the following public services policy topics:

- **Promote more efficient use of existing services**, such as waste management, energy, and water supply, through conservation – including demand management programs and strategies.
- **Promote renewable energy and alternative energy sources.**
- **Plan for long-term water needs**, including conservation, reclamation and reuse.

DISCUSSION: EXEMPLARY PLAN PROVISIONS

The city’s comprehensive plan update contains policies that address the public services provisions of VISION 2040. Highlights include:

- The plan addresses water quality and quantity through conservation and reuse. Policy ES 9.3 calls for creating a reclaimed water program. Policy ES 9.4 promotes water conservation through demand management approaches.
- Policies ES 9.7 – 9.10 address potential improvements in energy efficiency in public lighting, green building, alternative energy generation, and passive solar design.

DISCUSSION: AREAS FOR FURTHER WORK

The certification review did not identify any major areas for improvement of the plan to better align with regional guidelines and principles on public services.

Conclusion

PSRC staff thanks the city for working through the plan review and certification process. PSRC is available to provide assistance for future plan updates. Additional planning resources can also be found at http://www.psrc.org/growth/planreview/resources/. If the city has questions or needs additional information, please contact Michael Hubner at 206-971-3289 or mhubner@psrc.org.