



Spokane Plan Commission Agenda

August 24, 2016

2:00 PM to 5:00 PM

City Council Briefing Center

TIMES GIVEN ARE AN ESTIMATE AND ARE SUBJECT TO CHANGE

Public Comment Period:

3 minutes each Citizens are invited to address the Plan Commission on any topic not on the agenda

Commission Briefing Session:

- | | | |
|-------------|------------------------------------------------------------|---------------|
| 2:00 - 2:25 | 1) Approve August 10, 2016 meeting minutes | |
| | 2) City Council/Community Assembly Liaison Reports | |
| | 3) President Report | Dennis Dellwo |
| | 4) Transportation Subcommittee Report | John Dietzman |
| | 5) Secretary Report | Lisa Key |
| | • Plan Commission Hearing Procedures | |

Workshop:

- | | | |
|-------------|----------------------------------------------------------------------------|------------------|
| 2:25 - 2:55 | 1) Citywide Capital Improvement Program Consistency Review | Crystal Marchand |
| 2:55 - 3:55 | 2) Comprehensive Plan 2017 Update | JoAnne Wright |
| | • Chapter 5: Capital Facilities and Utilities | |
| | • Response Matrix to PC Comments | |
| | • Discussion on Implementation Chapter | |

Adjournment:

Next Plan Commission meeting will be on September 14, 2016

The password for City of Spokane Guest Wireless access has been changed:

Username: COS Guest

Password:

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Spokane Plan Commission

August 10, 2016

Meeting Minutes: Meeting called to order at 2:00

Attendance:

- Board Members Present: Dennis Dellwo, John Dietzman, Christy Jeffers, Michael Baker, Christopher Batten, Jacob Brooks, Patricia Kienholz, Greg Francis; Community Assembly Liaison
- Board Not Members Present: Todd Beyreuther, FJ Dullanty, Lori Kinnear; City Council Liaison
- Staff Members Present: Lisa Key, Amanda Winchell, Amy Mullerleile, Jo Anne Wright, Shauna Harshman, Teri Stripes

Public Comment:

None

Briefing Session:

Minutes from the July 13, 2016 approved unanimously.

1. City Council Liaison Report-Lori Kinnear
 - None
2. Community Assembly Liaison Report- Greg Francis
 - During the last Community Assembly meeting the chapter updates to the Comprehensive plan Amendments were discussed. Assembly members would like to conduct a more thorough look into all the changes.
3. Commission President Report-Dennis Dellwo
 - Tom Reese has resigned as a Plan Commissioner. We currently advertising for the vacant board position.
 - Several upcoming hearings will spur significant amount of public comment. The leadership team has discussed options to help streamline the public comment process. This process will be discussed and voted on at the August 24, 2016 meeting.
4. Secretary Report-Lisa Key
 - Minor change to the current agenda Crystal Marchand will be presenting the 1st workshop instead of Katherine Miller.
 - Welcome Shauna Harshman the new assistant planner.
 - The current schedule for future workshops and hearing items on the Comp Plan Amendments is as follows.
 - The SEPA and Threshold Determinations will be issued on August 23, 2016.
 - Staff reports will be issued approximately the same time as the SEPA Determination
 - SEPA appeal period ends September 13th
 - Plan Commission Hearing process will begin on September 14th
 - The September 14th Hearing will be held and public comment will be heard on the Queen B Radio & Avista Comp Plan Amendments only.
 - The hearing will be continued to September 21st for the Morningside Investments public comment.
 - Lincoln heights center open house is scheduled on August 23, 2016 from 5:30-8:00 PM at the South Side Christian Church at: 2934 E 27th Ave.
 - Infill open house is scheduled for August 30, 2016 in City Hall-Chase Gallery from 5:00-7:00 PM
 - The Comp Plan update open house schedule was also discussed.
 - The first open house will be held on September 13, 2016 at the Downtown library from 4:00-7:00 PM
 - The second open house will be held on September 20, 2016 at the South Side Christian Church from 4:30-8:00 PM
 - The third open house will be held on September 22, 2016 at the Northeast Community Center.

➤The last open house will be held on September 29, 2016 at the West Central Community Center.

5. Transportation Subcommittee Report-John Dietzman

- The next PCTS meeting is scheduled for August 23, 2016

Public Comment:

- None

Workshops:

1. Citywide Capital Improvement Program Update: Crystal Marchand

- Presentation and overview given

2. Lincoln Heights Master Plan-JoAnne Wright

- Presentation and overview given
- Questions asked and answered

3. Comprehensive Plan 2017 Update-JoAnne Wright

- Presentation and overview given
- Questions asked and answered

Meeting Adjourned at 4:29 P.M.

Next Plan Commission Meeting is scheduled for **August 24, 2016**



August 24, 2015

Plan Commission Packet

Shaping Spokane

2017 Update to the
Comprehensive Plan

Part I

Cover Letter

August 18, 2016

Re: Information for August 24, 2016 Plan Commission Workshop on Comprehensive Plan Update

Dear Plan Commission Members:

I am pleased to provide to you the next chapter to be considered by the Plan Commission for Shaping Spokane, the 2017 update to the City's Comprehensive Plan. Enclosed in this packet please find Chapter 5, Capital Facilities and Utilities goals and policies. Staff is still in the process of updating the remainder of the chapter, the CFU program, so it will be presented at a future workshop, hopefully as early as October. In addition, I have attached a matrix that lists the Plan Commission update comments on all of the chapters you have reviewed (so far) and the corresponding staff responses, which we will also review on August 24th. And finally, the glossary is attached with the latest additions pertaining to affordable housing in blue text, so that you can easily find the new definitions.

As we discussed previously, Shaping Spokane is a minor update to the Comprehensive Plan, designed to streamline the document through removal of unnecessary discussion and redundant policies, the addition of clarification where needed, and updates to pertinent data, numbers, and facts.

As with the last chapters presented to the Plan Commission, the following are general guidelines used during the review and editing process:

- This is an update, not a re-write.
- Introductions should be short and to the point.
- Individual chapter references to GMA Goals & Requirements and Countywide Planning Policies were moved to an appendix.
- References to the 2001 Horizon's Process (the six-year citizen participation process for the Plan) were replaced with references to citizen participation efforts because people may not recognize the name of this planning effort anymore.
- Streamline the document by removing redundant and duplicative language.
- Clarify goal or policy language when not easily understood.
- Shorten discussion sections where possible to make them easier to read.

Items not addressed:

- The "Visions & Values" sections of the chapters were not amended during this process.
- Goals and policies were generally not removed unless duplicative or no longer relevant. In some cases, they were simply moved to another part of the chapter. If they were removed, a comment box has been included to indicate why.

How to read the draft chapters:

- Prior to a scheduled workshop on a particular chapter or chapters, staff will send you two versions of each chapter to be reviewed. One version shows the “track changes,” with new additions or items that have been moved from another location underlined in red. Items that have been removed or moved to another location will be crossed out in red. The second version is a “clean” reformatted copy.
- Red text boxes contain comments for discussion purposes. They will not to be part of the final document.
- Green boxes (if any) are topics identified by either staff or the participating Focus Groups that require considerable discussion, research, or other efforts to address. Because time is short to meet the State-mandated timeline for this update, the additional work cannot be completed prior to adoption of Shaping Spokane. These items will be included in a new Chapter 2 – Implementation, where the needed tasks will be discussed in general and the effort(s) required to consider the topic will be described. Staff has identified these topics and issues with a green text box.
- If no comment box exists, the changes are minor in nature.

August 24, 2016 Workshop Items

1. Draft Capital Facilities and Utilities Chapter

Chapter 5, Capital Facilities and Utilities, did not go through a focus group review process. You are receiving the goals and policies portion of the chapter only. Staff made suggested changes, mostly for clarification and streamlining purposes, but also updated information and corrected grammar, tense, and text errors. Staff is still working to update the remainder of the chapter, the CFU program, which we hope to review with you in October.

2. Plan Commission Comment Matrix

The matrix lists the Plan Commission comments from all of our previous workshops and the corresponding staff responses.

3. Glossary

The glossary has been updated with the housing information the Plan Commission members requested at the last workshop. The newest additions are in blue text for ease of reference.

Thanks again for your continued support and for your attention and time with this process. Our team looks forward to seeing you again on August 24.

Sincerely,

Jo Anne Wright
Comprehensive Plan, Neighborhoods, and Codes Team



August 10, 2015

Plan Commission Packet

Shaping Spokane

2017 Update to the
Comprehensive Plan

Part II

Chapter 5 –
Capital Facilities and
Utilities (Partial)
TRACKED CHANGES

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5.1 INTRODUCTION

Capital facilities and utilities provide services that are essential to a community and its ability to grow in the future. Capital facilities consist of facilities owned by public entities, such as water and sewer systems and fire and police stations. Utilities consist of electrical lines, telecommunication lines, and gas lines. The purpose of this chapter is to guide how the coordination of anticipated growth and development these crucial services ~~coordinate with and support the future growth and development of Spokane.~~

Staff has reorganized the introduction for streamlining and readability.

Background and Key Issues

The ~~essential~~ services provided by capital facilities and utilities are ~~erueial~~ essential to the health, safety, and welfare of community residents. ~~Water, heat, and light are among the necessities of life; today, people also depend on other services such as communications and police and fire protection.~~ Both current and future residents should be assured that service capacity is adequate to meet demand. In this regard, it is particularly important to ensure that efforts to provide for future growth do not degrade or diminish services to existing users. Even more fundamentally, the location of capital facilities and utilities (where service is available) should be ~~in-syne~~ coordinated with community plans to support and foster development where it is desired.

In an age of scarce fiscal and environmental resources, it is important that capital facilities and utilities be provided efficiently. Efficiencies can be gained through greater coordination ~~between~~ among service providers and jurisdictions, more predictable and orderly patterns of development, and by using capital facilities and services to serve multiple purposes. Careful planning of capital facilities and utilities is needed to achieve such efficiencies.



~~The importance of planning for capital facilities and utilities is also reflected by the fact that the GMA provides a great deal of direction for their planning, more so than most other plan elements. For example, one GMA goal encourages growth to take place in urban areas where public facilities and services can be provided efficiently. Another GMA goal includes the need to consider the capacities of public facilities and services when planning for economic development. Yet a third GMA goal requires that the public facilities and services necessary to support development be provided concurrent with development. Known as “concurrency,” this is one of the most important principles and requirements of the GMA. (Further detail on the GMA goals and specific requirements for capital facilities and utilities are found in section 5.2, GMA Goal and Requirements and Countywide Planning Policies”).~~

This paragraph has been condensed into the first sentence of the next paragraph.

The GMA provides very specific guidance as to the planning of capital facilities and utilities, stating directly that growth should be focused in areas with existing capacity and facilities already exist, as well as the requirement for “concurrency,” wherein utilities and services must be provided concurrently with development (see Appendix **XX** for more information).

This reference to the Appendix will point to the new Appendix containing the GMA goals and requirements, as well as the Countywide Planning Policies.

Developed pursuant to these requirements, the City of Spokane's planning for capital facilities and utilities is a complicated process that involves ongoing collaboration among numerous departments and agencies. It includes the Capital Facilities Goals and Policies, the Capital Facilities Program (CFP), as well as the Citywide Capital Improvement Program (CIP). While the planning of capital facilities and utilities is important, it is also extremely challenging. The GMA requirements for capital facilities and utilities are both specific and complex, particularly given the capital facilities and utilities service environment. For example, not all capital facilities and utilities are owned and operated by the City of Spokane. Some are owned and operated by private companies, while others, such as schools, are owned and operated by different public entities, such as school districts. Furthermore, the geographical boundaries of service providers rarely correspond to the city's borders, which change continually through annexation.

Overview



~~The GMA requires that comprehensive plans include elements for capital facilities and utilities. For the City of Spokane's comprehensive plan, they have been combined into one element. This chapter addresses the City of Spokane's planning for capital facilities and utilities and consists of:~~

Capital Facilities Goals and Policies ~~Plan~~

~~The Goals and Policies of this chapter contains are~~ the city's main guidelines for implementation of long term capital improvements. ~~It contains. This chapter provides~~ broad goals and specific policies ~~and as well as~~ levels of service for the provision of adequate public facilities and services to support the current and future population and employment growth within the city's urban growth area. The plan provides policy guidance for the Capital Facilities Program ~~(CFP)~~.

Capital Facilities Program

~~The Capital Facilities Program (CFP) establishes the city's long-range work program for capital facilities, carries out the intents and policies of the comprehensive plan, and gives further direction to implement the plan. The CFP contains an inventory of existing and proposed capital facilities, establishes level of service (LOS) standards, identifies long-range facility service capacities and projected deficiencies, and outlines the actions necessary to meet such deficiencies. If a department has prepared a separate plan that provides a more detailed analysis of these elements, the CFP will adopt them by reference and direct the reader to those plans. Also adopted by reference is the Citywide Capital Improvement Program (CIP); a CFP implementation tool.~~

~~The CIP~~ specifically identifies public facilities that will be ~~required~~ needed within the next six years. The CIP also fulfills the GMA requirement for a six-year financing plan, outlining the amount of funding required and its source. ~~Water, sewer and street facility improvements are addressed in the annually updated six-year capital improvement (CIP) programs. These Citywide CIP programs are is reviewed for consistency with the Comprehensive Plan and are is updated by the Plan Commission and adopted by the City Council annually.~~

~~The CFP contains an inventory of existing and proposed capital facilities, establishes level of service (LOS) standards, identifies long-range facility service capacities and projected deficiencies, and outlines the actions necessary to meet such deficiencies. The program also provides the GMA required six-year financing plan. This financing plan ensures that needed capital facilities will be financed and that the growth envisioned in the comprehensive plan can really happen. The available capacity of public facilities will affect the type,~~

This paragraph was broken up, with part moved to the first paragraph of this subsection and part moved to the second paragraph.

~~amount, and rate of growth. The CFP also contains twenty-year capital facility needs, projected improvements, and estimated expenditures required to adequately serve population and job growth while maintaining desired LOS standards. Operational and maintenance costs are not included in the CFP.~~

~~The goals and policies for parks and recreational facilities are contained in Chapter 12, Parks, Recreation, and Open Spaces, although the six-year plan for parks is located in the Capital Facilities Program of this chapter. This chapter contains the general location and inventory of existing park facilities, identified in Map CFU 5 Parks, and a discussion of the level of service for parks, located in, Section 5.9, “Parks, Recreation and Open Space Facilities.” However, the goals and policies guiding parks and recreational facilities are contained in Chapter 12, Parks, Recreation, and Open Spaces. Furthermore, planning Planning goals and policies related to streets is transportation are contained in Chapter 4, Transportation.~~

~~5.2 GMA GOAL AND REQUIREMENTS AND COUNTYWIDE PLANNING POLICIES~~

~~GMA Capital Facilities and Utilities Planning Goals (RCW 36.70A.020)~~

~~The Washington State Growth Management Act (GMA) includes 13 goals that are intended to guide the content of comprehensive plans and development regulations. Following are the GMA goals that relate to capital facilities and utilities:~~

- ~~◆ Urban growth. “Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.”~~
- ~~◆ Economic development. “Encourage economic development throughout the state that is consistent with the adopted comprehensive plans, ... and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state’s natural resources, public services, and public facilities.”~~
- ~~◆ 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.”~~

~~GMA Requirements for Capital Facilities and Utilities Planning (RCW 36.70A.070)~~

~~Capital facilities and utilities are two of the required elements of a comprehensive plan under the GMA. They are both combined into one chapter in this comprehensive plan.~~

~~Capital facilities elements must include at least the following (RCW 36.70A.070(3)):~~

- ~~◆ An inventory of existing capital facilities owned by public entities, showing the locations and capacities of the capital facilities.~~
- ~~◆ A forecast of the future needs for such capital facilities.~~
- ~~◆ The proposed locations and capacities of expanded or new capital facilities.~~
- ~~◆ At least a six year plan that will finance such capital facilities within projected funding capacities and clearly identifies sources of public money for such purposes.~~
- ~~◆ A requirement to reassess the land use element if probable funding falls short of meeting existing needs and to ensure that the land use element, capital facilities plan element, and financing plan within the capital facilities plan element are coordinated and consistent.~~

~~The utilities element must describe the general location, proposed location, and capacity of all existing and proposed utilities, including, but not limited to, electrical lines, telecommunication lines, and natural gas lines (RCW 36.70A.070(4)). Local criteria for siting utilities should address locations and densities of projected growth and land use, public service obligations, optimal siting for effective service, and design considerations (WAC 365-195-320,2,f). The Washington Administrative Code further outlines recommendations for meeting requirements relative to capital facilities (WAC 365-195-315) and utilities (WAC 365-195-320).~~

~~Checks and Balances~~

~~This capital facilities and utilities element should function as a check on the practicality of achieving other elements of the plan. For example, in order to prevent new development’s service demands from lowering the community’s existing level of service, concurrency requirements demand that adequate public facilities be available when the service demands of development occur. Taken in conjunction with the transportation and land use goals and policies, the following goals and policies related to capital~~

For all chapters, the GMA Goal and Requirements and Countywide Planning Policies have been moved to an appendix.

~~facilities and utilities complete the framework for implementation of the GMA requirements for concurrency, consistency, and conformity.~~

~~Countywide Planning Policies~~

~~The Countywide Planning Policies (CWPPs) adopted by the Spokane Board of County Commissioners require the capital facilities and utilities chapter to address the siting of public capital facilities, joint city and county planning within urban growth areas, and the promotion of contiguous and orderly development and provision of urban services to such development (RCW 36.70A.210(3)).~~

~~For the entire text of the policy topics that relate to capital facilities and utilities, consult the Countywide Planning Policies for Spokane County, adopted December 22, 1994.~~

5.32 VISION AND VALUES

Spokane ~~Horizons~~ volunteers working on the Comprehensive Plan identified important themes in relation to Spokane's current and future growth. A series of visions and values was crafted for each element of the Comprehensive Plan that describes specific performance objectives. From the Visions and Values document, adopted in 1996 by the City Council, the Comprehensive Plan's goals and policies were generated.

Capital facilities and utilities are services and facilities that support the physical development and growth of the city.

All references to the "Horizons" process were deleted throughout the chapter, given the length of time that has elapsed since that process occurred – reducing the name recognition. The Comprehensive Plan now references the efforts of volunteers, including those that helped with "Horizons."

The Visions and Values of the "Horizons" process remain virtually untouched.

Vision

"Public facilities and utilities will be provided concurrently with a growing population to meet the safety, utility, transportation, educational, and cultural needs of residents."

Values

The things that are important to Spokane's future include:

- ◆ Developing police and fire services that accompany growth.
- ◆ Ensuring good parks, schools, libraries, and streets in the neighborhoods.
- ◆ Continuing to provide facilities for cultural and entertainment opportunities.
- ◆ Providing services and facilities as growth occurs.
- ◆ Maintaining quality education and avoiding overcrowding in the schools."

5.43 GOALS AND POLICIES

Goals and policies provide specificity for planning and decision-making. Overall, they indicate desired directions, accomplishments, or aims in relation to the growth and development of Spokane.



CFU 1 ADEQUATE PUBLIC FACILITIES AND SERVICES

Goal: Provide and maintain adequate public facilities and utility services and reliable funding in order to protect investment in existing facilities and ensure appropriate levels of service.

Policies

CFU 1.1 Level of Service

Adopt written level of service standards for each type of public facility or utility service, and provide capital improvements to achieve and maintain such standards for existing and future development.

Discussion: Urban governmental services and public facilities for which level of service standards should be in place include fire, police, parks and recreation, libraries, public wastewater, public water, solid waste disposal and recycling, transportation, and schools. (CWPP 3.1). The level of service shall be defined as the optimum level of service desired from a service provider, which may differ from the current level of service.

The table below appears twice in this chapter, once here and once below in the Capital Facilities Program portion of the Chapter. Because that later discussion actually provides detail into these levels of service, staff feels it is better to include it later in the chapter, rather than here.

CFU 1—CAPITAL FACILITY LEVEL-OF-SERVICE STANDARDS—LONG-TERM	
Emergency Medical Services	6 minutes 30 seconds/80 percent of the time for Basic Life Support (BLS) 8 minutes/ 80 percent of the time for Advanced Life Support (ALS)
Fire	7 minutes/80 percent of the time for the first engine on scene 8 minutes/80 percent of the time for the first ladder on scene
Law Enforcement	1.5 officers per 1000 residents
Libraries	3.25 books per person
Parks	Neighborhood—1.17 acres per 1000 persons Community—1.49 acres per 1000 persons Major—2.59 acres per 1000 persons
Recycling	4.33 collections per household per month
Schools	Elementary—1 teacher per 26 students Middle and High—1 teacher per 30 students
Solid Waste	4.33 collections per household per month
Stormwater*	10-year design rainfall frequency for public right of way Prevent flooding of property during a 25-yr 24-hour rainfall event Prevent damage to buildings for a 100-year rainfall event
Wastewater	100 gallons per capita per day
Water	Minimum water pressure of 45 pounds per square inch
*The City of Spokane is in the process of developing a Stormwater Management Plan. A final Stormwater Management LOS will be established once the city adopts the Stormwater Management Plan.	

CFU 1.2 Operational Efficiency

Require the development of capital improvement projects that either improve the city's operational efficiency or reduce costs by increasing the capacity, use, and/or life expectancy of existing facilities.

Discussion: ~~The concept of increased use infers proposes a more intense development pattern, and maximization of existing utility capacity, not the physical extension of services to more consumers. The idea is to utilize the capacity of existing utilities to the fullest extent possible, in strategic coordination with and support of land use objectives.~~

This discussion was condensed into a single sentence for streamlining and readability.

CFU 1.3 Maintenance

Require the maintenance, rehabilitation, and renovation of existing capital facilities.

CFU 1.4 Use of Existing Structures

Require the use and adaptive reuse of existing buildings before new community facilities are constructed.

Discussion: ~~It is good stewardship of public resources to utilize what exists before consuming land and expending funds to build new facilities. New uses should be consistent with neighborhood criteria established consider the existing character of the area through a stakeholder involvement process.~~

This discussion was condensed into a single sentence for streamlining and readability.

CFU 1.5 Utility Construction Standards

Ensure that construction standards for public and private utilities are adequate to withstand the anticipated frequency and severity of natural and man-made hazards.

Discussion: ~~Service interruptions can be both inconvenient and expensive for users. Clients expect any breaks in service to be as brief as possible. However, efforts to guard against such inevitabilities should be tempered so they do not unnecessarily increase user rates.~~

Staff felt the discussion for this policy was not necessary and did not add to the meaning of the policy.

~~CFU 1.6 Regulation Changes~~

~~*Evaluate continually the impact of new state or federal regulations on the capacity of existing and planned facilities to meet the needs of future growth and make adjustments as needed in the way services are provided.*~~

This policy has been removed because the action it calls for is already a requirement of state law and the GMA.

CFU 1.7~~6~~ Management Plans

Establish and maintain management plans ~~and systems~~ for capital facilities, ~~storm drainage, and other city services~~ whose level of service standards could be affected by future growth and development.

Discussion: ~~Examples of useful management plans include, but are not limited to, the following: Wastewater Facility Plan, Combined Sewer Overflow Reduction Plan, Spokane Area Wellhead Protection Program, Coordinated Water System Plan, Water Quality Management Plan, Stormwater Management Plan, Drainage Design and Erosion Control Manual, Comprehensive Solid Waste Management Plan, and such other plans as relate to fire and police protection and emergency services.~~

Staff recommends removing the discussion here as it does not add any new information to the policy and that the relevant documents listed herein are discussed later on in the chapter, in the Capital Facilities Program section.

CFU 1.87 Funding

Identify and pursue all practical and equitable ways to fund the capital improvement projects necessary to serve existing and future development.

~~**Discussion:** It is necessary to leverage and supplement city funds to the fullest extent possible in order to maximize limited city resources. In addition to the grants and loans available to cities, certain other funding mechanisms are available locally.~~

Staff recommends removing the discussion as it doesn't add anything to the understanding of the policy.

CFU 1.98 Intangible Costs and Benefits

Include intangible costs and benefits in any cost/benefit analysis when considering the development and life span of proposed capital facilities.

~~**Discussion:** Consistency and conformity between plans and budgets are important aspects of the GMA. However, siting decisions should be based on more than the standard fiscal analysis. In order to evaluate fully the impacts and consequences, these decisions should also be informed by considerations such as the preservation of neighborhood character and environmental quality.~~

CFU 1.402 Public Safety Capital Funding Plans

Strive to establish separate capital funding plans for police and fire services to ensure that capital requirements will be met without further negative impact upon staffing and level of service.

~~**Discussion:** Police Services: Declining law enforcement funding causes the current level of services to fall below the acceptable minimum of 1.5 officers per thousand city residents. This will be compounded by the lack of a capital facility fund to meet projected law enforcement needs. A capital facility funding plan will be established which will include but not be limited to: (1) Evaluate lease/purchase of office buildings to utilize rental income stream toward capital needs, (2) Evaluate a county wide Law Enforcement Bond Issue with the Sheriff, and (3) establish a separate law enforcement (police) capital reserve account sufficient to meet anticipated capital requirements. The funding plan will be reviewed/revised annually.~~

This discussion is well out of date and thus not required. It concerned the current status of funding police and fire and did not include any additional requirements/information that is necessary to understand the policy. A discussion of police capital funding is included in the Capital Facilities Program at the end of this chapter.

~~**Fire Services:** Public bonds presently fund Fire Department capital improvements. At such time when bonds don't adequately fund capital improvements, the city should pursue a separate capital funding plan to avoid negative impacts to Fire Department level of service.~~



CFU 2 CONCURRENCY

Goal: Ensure that those public facilities and services necessary to support development are adequate to serve the development and available when the service demands of development occur without decreasing current service levels below locally established minimum standards.

Policies

CFU 2.1 Available Public Facilities

Consider that the requirement for concurrent availability of public facilities and utility services is met when adequate services and facilities are in existence at the time the development is ready for occupancy and use, in the case of water, wastewater and solid waste, and at least a financial

commitment is in place at the time of development approval to provide all other public services within six years.

Discussion: Public facilities are those public lands, improvements, and equipment necessary to provide public services and allow for the delivery of services. They include, but are not limited to, streets, roads, highways, sidewalks, street and road lighting systems, traffic signals, domestic water systems, storm and sanitary sewer systems, solid waste disposal and recycling, fire and police facilities, parks and recreational facilities, schools and libraries.

It must be shown that adequate facilities and services are available before new development can be approved. While occupancy and use imply an immediate need for water, wastewater and solid waste services, other public services may make more sense to provide as the demand arises. For example, a certain threshold of critical mass is often needed before construction of a new fire station, school, library, or park is justified. If these facilities and services do not currently exist, commitments for services may be made ~~either~~ from ~~either~~ the public or the private sector. ~~Public commitments are documented through the Capital Facilities Program and the relevant Six Year Capital Improvement Plans.~~

~~If there is no public commitment to provide needed resources, the development could still proceed if the developer assumes responsibility for provision of all needed facilities and services, either through actual provision of the facility or service, or appropriate financial assurances that facilities and services will be provided in a timely manner. In this case, the City of Spokane may enter into an agreement with the developer for repayment through latecomer fees, special connection fees, or other payments earmarked for or pro-ratable to the particular system improvement.~~

Staff removed the end of this discussion because it was overly descriptive and including it here could limit options for solving shortfalls in the future.

CFU 2.2 Concurrency Management System

Maintain a concurrency management system for all capital facilities.

Discussion: A concurrency management system is defined as an adopted procedure or method designed to ensure that adequate public facilities and services needed to support development and protect the environment are available when the service demands of development occur. The following facilities must meet adopted level of service standards and be consistent with the concurrency management system: fire protection, police protection, parks and recreation, libraries, public wastewater (sewer and stormwater), public water, solid waste ~~disposal and recycling~~, transportation, and schools.

The procedure for concurrency management includes annual evaluation of adopted service levels and land use trends in order to anticipate demand for service and determine needed improvements. Findings from this review will then be addressed in the Six-Year Capital Improvement Plans, Annual Capital Budget, and all associated capital facilities documents to ensure that financial planning remains sufficiently ahead of the present for concurrency to be evaluated.

The City of Spokane must ensure that adequate facilities are available to support development or prohibit development approval when such development would cause service levels to decline below standards currently established in the Capital Facilities Program.

In the event that reduced funding threatens to halt development, it is much more appropriate to scale back land use objectives than to merely reduce level of service standards as a way of allowing development to continue. This approach is necessary in order to perpetuate a high quality of life. All adjustments to land use objectives and service level standards will fall within the public review process for annual amendment of the Comprehensive Plan and Capital Facilities Program.

CFU 2.3 Phasing of Services

Develop and implement a phasing schedule for the provision of services within the Urban Growth Area that is reflected in six-year capital improvement plans and strategically coordinates planned service levels with anticipated land use and development trends.

Discussion: This schedule should set guidelines for prioritizing the provision of service. Exceptions to this will only be granted to address public health concerns.

It can be more cost-effective and less disruptive to provide service capacity in excess of current service demands if it extends the useful life of the facility in terms of accommodating future growth. Therefore, this program should also require that transmission, distribution, and storage facilities in newly developing areas be sized to serve future growth as well as immediate needs. For example, water and sewer main sizes and storage reservoirs should be designed to meet both current and anticipated future fire flow and domestic supply needs.

Insofar as this process anticipates demand from future development, it should also describe and implement mechanisms to ensure an equitable allocation of the costs incurred. Fees and billing mechanisms should be in place, ~~such as - for example~~ latecomer fees and special connection fees, ~~to cover costs of oversized mains or related facilities, and hook-up fees so new users share in the cost of system-wide facilities.~~ However, costs associated with project-specific improvements (such as pump stations for low lying property) should be paid for by those who benefit from the improvement.

Facility phasing serves to integrate the concurrency requirements of the GMA with the environmental assessment requirements of the State Environmental Policy Act (SEPA). This, in turn, provides a high level of predictability for both developers and the community regarding what type of development is permitted and what infrastructure is provided to support that development.

CFU 2.4 Impact Fees

Include impact fees as one possible mechanism to fund capital improvements, so new growth and development activity that has an impact upon public facilities pays a proportionate share of the cost of the relevant facilities.

Discussion: ~~Approval of the GMA included new statutes (RCW 82.02.050-.090) authorizing impact fees in counties or cities planning under the GMA. These sections authorized local jurisdictions to impose impact fees on development activity as part of the financing for public facility system improvements in order to ensure that adequate facilities are available to serve new growth and development. The purpose is also to ensure fair share: those who benefit should pay, and those who pay should benefit. In particular, residents who live where services are adequate should not have to bear the costs of new growth at the outside edges of the city where adequate services are not yet available.~~

Staff streamlined this discussion to remove general information that did not specifically inform the policy.

The GMA includes provisions that allow the City of Spokane ~~may to~~ charge impact fees relative to both new public facilities that are necessitated by new development and previously constructed system improvements that serve the new growth and development activity (RCW 82.02.050 - .090). However, impact fees may be collected and spent only for the public facilities that are addressed in the capital facilities program. These facilities must be system improvements designed to provide service to the community at large, as opposed to project improvements that provide service only for a particular development project. The proportionate share of public facility system improvement costs is calculated based on the extent to which the improvement is reasonably related to or reasonably benefits the new development. Financing for system improvements to serve new development must provide for a balance between impact fees and

~~other sources of public funds and cannot rely solely on impact fees. In no case may the impact fee charged exceed the proportionate share of the costs of system improvements that are reasonably related to the new development.~~

~~Impact fees may be collected and spent only for the public facilities that are addressed in the capital facilities program. These facilities must be system improvements designed to provide service to the community at large, as opposed to project improvements that provide service only for a particular development project. According to RCW 82.02.090(7), public facilities for which impact fees can be applied are as follows: (a) public streets and roads, (b) publicly owned parks, open space, and recreation facilities, (c) school facilities, and (d) fire protection facilities in jurisdictions that are not part of a fire district. Impact fees shall be expended or encumbered for a permissible use within six years of receipt, unless the governing body of the city identifies in written findings that an extraordinary and compelling reason exists for fees to be held longer than six years. A person required to pay an impact fee for system improvements shall not be required to pay a SEPA mitigation fee (pursuant to RCW 43.21C.060) for those same system improvements.~~

CFU 2.5 Exemptions from Impact Fees

Exempt development activities with broad public purposes from growth-related impact fees.

Discussion: Development activities with broad public purposes may include low-income housing, special needs housing, transit, and childcare facilities. Exemptions are contingent on the impact fees for such development activity being paid from public funds other than impact fee accounts. (RCW 82.02.060;2).

CFU 2.6 Funding Shortfalls

Reassess the land use element whenever probable funding falls short of meeting existing needs in order to ensure that development patterns and level of service standards remain consistent with financing capabilities related to capital facilities plans.

Discussion: The GMA requires consistency and conformity between plans and budgets so that development does not occur before there are adequate services to support it. In this regard, the land use element, capital facilities plan element, and financing plan within the capital facilities plan element should be coordinated and consistent.

In the event that reduced funding threatens to halt development, it is much more appropriate to scale back land use objectives than to reduce level of service standards as a way of allowing development to continue. This approach is necessary in order to perpetuate a high quality of life. All adjustments to land use objectives and service level standards will fall within the public review process for annual amendment of the comprehensive plan and Capital Facilities Program.

CFU 2.7 Utility Permits

~~*Endeavor to e*~~*Consider utility permits simultaneously with the proposals requesting service and, when possible, approve utility permits when the project to be served is approved.*

Discussion: It is important to process permits and approvals for utility facilities in a fair and timely manner in order to foster predictability and help ensure reliable private utility service.

~~Approval of new private utility facilities should require that their design is compatible with the surrounding land uses, natural environment and future service area.~~

The last sentence was removed by staff because design standards are addressed in Chapter 8.



CFU 3 COORDINATION

Goal: Promote contiguous, orderly development and provision of urban services through the regional coordination of land use and public services related to capital facilities and utilities.

Policies

CFU 3.1 Special Purpose Districts

Enter into agreements with special purpose districts within the City of Spokane's Urban Growth Area (UGA) to address the provision of urban governmental services and public facilities.

Discussion: Interlocal agreements between jurisdictions and special purpose districts relating to the provision of urban governmental services and public facilities ~~shall~~ should address such topics as fiscal impacts, revenue sharing, use of existing facilities, and level of service standards.

CFU 3.2 Utility Installations

Facilitate the coordination of public and private utility ~~trenching~~ activities by giving interested utilities timely ~~and effective~~ notification of road projects that would afford them an opportunity for utility installation and maintenance.

Discussion: The goal of such coordination should be to reduce the disruption of public streets and the negative economic and visual impacts incurred when developing utilities. To further this effort, the City of Spokane should encourage joint use of transportation rights-of-way and utility corridors where possible. In addition, utility service providers should receive copies of all six-year street programs on an annual basis.

CFU 3.3 Utilities Coordination

Work with adjacent planning jurisdictions and private utility providers to develop a process that ensures consistency between each jurisdiction's utilities element and regional utility plans, as well as coordinated and timely siting of regional and countywide utility facilities.

Discussion: Local criteria for siting utilities should address locations and densities of projected growth and land use, public service obligations, optimal siting for effective service, and design considerations (WAC ~~365-195-320.2.f~~ 365-196-420.2.f). Both public and private utility providers should coordinate with their land use facilities planning so that future development does not obstruct utility corridors, as described in the CWPP's ~~under Regional Utility Corridor Planning.~~ Land use plans should also take into consideration any possible environmental or health issues associated with regional utility corridors.

This reference has been corrected to point to the correct location in the WAC.

CFU 3.4 Natural and Man-Made Disasters

~~Continue to P~~participate in a coordinated regional plan for the provision of public services in the event of natural or man-made disasters.

CFU 3.5 Uniformity of Standards

Collaborate with Spokane County to ensure that ~~Apply~~ the City of Spokane's engineering, land use and related level of service standards are applied throughout the City of Spokane's designated Urban Growth Area (UGA), ~~regardless of governing jurisdiction.~~

The policy language has been modified slightly to highlight collaboration between the City and the County.

Discussion: Regardless of which jurisdiction administers development in the unincorporated portions of the ~~City of Spokane's city's~~ UGA, it is imperative that engineering standards, land use

patterns and development densities correspond to city standards so that services may be provided by the city in an efficient and cost effective manner once those lands are annexed by the city.

CFU 3.6 Limitation of Services Outside Urban Growth Areas

Limit the provision of water and sewer service by the City of Spokane outside Urban Growth Areas (UGAs) to areas where exceptions apply.

Discussion: It is appropriate for the City of Spokane to extend or expand water and sewer services outside UGAs in those limited circumstances shown to be necessary to protect basic public health and safety and the environment and when such services are financially supportable at rural densities and do not permit urban development. (RCW 36.70A.110(4)). The intent of this policy is to provide for connection and/or expansion of the city's public utility infrastructure outside Urban Growth Areas in limited situations consistent with the Growth Management Act and the County Wide Planning Policies for Spokane County, where the long term viability of the City and the health and safety of residents of the rural areas are balanced with maintaining the character of the rural areas and sound planning principles.

Provision of services outside the Urban Growth Area shall meet the following requirements:

A. City of Spokane Sewer Service

1. Sewer Service Connections

Sewer Service Connections to property outside UGAs will be approved only if the connection is to existing infrastructure with surplus capacity, and one or both of the following conditions for exception exists:

- a The Spokane Regional Health District or the Washington State Department of Health has determined that an existing development poses an immediate threat to public health or safety.
- b A written commitment for service to a vested development was made by the City of Spokane prior to the adoption of the City of Spokane's Comprehensive Plan under RCW 36.70A.
- c Contingent upon mutual agreement of the City Council and the Board of County Commissioners, sewer service outside designated urban growth areas may be allowed for the purpose of protecting the sole source Aquifer, subject to additional conditions and as allowed by state law.

2. Sewer Main Extensions

Any mains extended outside UGAs after May 31, 2001, shall be for the overall operational benefit and efficiency of the City of Spokane's sewer utility system. Such extensions shall be for transmission purposes only with no connections allowed except for as allowed in 1. (a.), (b.) and (c.) above.

B. City of Spokane Water Service

Expansion of City of Spokane water service outside an UGA may be allowed in the following limited cases:

1. Water Service Connections

Service connections outside an UGA may be allowed only under the following conditions:

- a. Connections required under 2.(a), (b), (c), and (d) below:
- b. Connections may be allowed to parcels directly adjacent to a main if the parcel existed and the main was installed prior to May 31, 2001, or the main is located along a UGA boundary.

2. Water Main Extensions

- a. The Spokane Regional Health District or Washington State Department of Health has determined that an existing development poses an immediate threat to public health or safety.
- b. A written commitment for service to a vested development was made by the City of Spokane prior to the adoption of the City of Spokane's Comprehensive Plan under RCW 36.70A.
- c. The main may supply services to premises used to provide public services typically provided by government-owned facilities which are allowed outside a UGA. A public service may include, but is not limited to, law enforcement, fire protection, public utilities, schools, libraries, parks and recreation services.
- d. The main may supply service to a Rural Cluster Development approved by the County within an area zoned Urban Reserve subject to the platted streets directly bordering each lot meeting City Standards and sewer mains being installed in these platted streets concurrent with water main installations. If conditions 1 and 2 in Section A are not met, the sewer mains shall be "dry lines" until connections are allowed by State Law and orders to connect are issued by the City as addressed in Section C.
- e. All costs associated with the extension of water infrastructure subject to this policy will be borne by the proponent.
- f. Any water infrastructure extended or located outside an UGA after May 31, 2001, shall be for the overall operational benefit and efficiency of the City of Spokane's water utility system. Such extensions shall be for transmission purposes only with no connections allowed except for as allowed in (a), (b), (c), (d), and (e) above.

C. General Provisions

All owners of property outside UGAs that are allowed to connect to the City's utilities shall sign a binding agreement to annex when requested to do so by the City. In the case of connections to the Water Utility only, the binding agreement shall also provide that the property owner agrees to connect to the City of Spokane's sewer system at the property owner's sole expense when requested to do so by the City. In addition, all exceptions shall be considered within the context of overall cumulative impacts on capacity and level of service obligations in accordance with the city's Capital Facilities Program, Six-Year Capital Improvement Plans and Concurrency Management System. Except for the limited exceptions addressed herein, the rural population allocation shall be accommodated without reliance on the extension of public services.

This policy does not limit the City's authority to impose additional conditions, require a developer agreement that includes a requirement for payment of mitigation fees, or modify existing conditions on extensions of water or sewer service outside of urban growth areas.

In all cases, water or sewer service can be extended only if:

1. it can be done in a timely and reasonable manner; and,
2. ground water resources and the sole source Aquifer can be protected by concurrently connecting the premise to a public sewer or reasonable accommodations are made to connect to a public sewer as soon as allowed by law; and,
3. a developer agreement incorporating mitigation requirements is approved by City Council.



CFU 4 SERVICE PROVISION

Goal: Provide public services in a manner that facilitates efficient and effective delivery of services and meets current and future demand.

Policies

CFU 4.1 Compact Development

Promote compact areas of concentrated development in designated centers to facilitate economical and efficient provision of utilities, public facilities, and services.

Discussion: Infill and dense development should be encouraged where excess capacity is available since compact systems are generally less expensive to build and maintain. ~~However, it may also be necessary to periodically include upgrades in the Six-Year Capital Improvement Plans if sufficient capacity is not currently available to support intensification of development in target areas.~~

Staff removed the end of this discussion because it was overly specific.

CFU 4.2 Access to Utility Easements

Require that subdivision and building regulations protect and preserve access to utility easements.

Discussion: In order to facilitate timely repair and reduce the duration of power outages, it is important that access to electrical, cable, and telephone transmission facilities be available and unobstructed at all times. ~~Satisfactory access can be provided either by placing pedestals along the street in the case of underground utilities or running lines along dedicated alleys. Utility easements in new developments should not be permitted along back lot lines without alley access.~~

Staff removed the end of this discussion because it was overly specific.

CFU 4.3 Underground Utilities

Require utility lines to be installed underground unless it is not physically feasible.

Discussion: Running utility lines underground is often ~~an~~ ~~potentially~~ effective approach to minimizing power outages that result from natural hazards. Underground utilities also improve the community's visual character by removing unsightly poles and lines. ~~These potential benefits, therefore, should be weighed heavily against service requirements and the cost of burying new electrical, cable, and telephone lines underground.~~ Wherever feasible, public and private utility providers should also be encouraged to convert existing overhead distribution lines to underground lines whenever major road construction projects afford such an opportunity.



CFU 5 ENVIRONMENTAL CONCERNS

Goal: Minimize impacts to the environment, public health, and safety through the timely and careful siting and use of capital facilities and utilities.

Policies

CFU 5.1 On-Site Wastewater Disposal

Prohibit on-site septic wastewater disposal within the City of Spokane's Urban Growth Area.

Discussion: Activities above the aquifer and in the aquifer recharge area must be regulated in order to protect the area's water supply. Potential pollution can be reduced by requiring new development to be sewered. Existing on-site disposal should be eliminated and appropriate treatment of wastewater provided.

CFU 5.2 Water Conservation

Encourage public and private efforts to conserve water.

Discussion: ~~Water conservation is an important way to protect the environment,~~

Staff removed the first sentence for streamlining purposes.

~~reduce the demands placed on the sewer system, and retain sufficient water availability to support future growth and development.~~ Conservation can be accomplished through a variety of approaches that include: conservation-oriented rate structures, plumbing codes that require low-water-use fixtures, systemic improvements that result in the reduction of unaccounted for or unmetered water losses, a community-wide conservation education program, or promotion of low-water-use landscaping and low-water-use irrigation systems for home and garden.

CFU 5.3 Stormwater

Implement a Stormwater Management Plan to reduce impacts from urban runoff.

Discussion: The impacts of flooding and erosion can be reduced or eliminated by regulating the type, location, and design of development through thoughtful site plans and careful construction practices. Drainage plans should be designed to control and reduce the flow of stormwater, retain natural drainage functions and patterns, avoid habitat loss, and protect the quality of both surface water and ground water. ~~In general, stormwater should be treated and retained on-site in new developments. However, some compact development may necessitate off-site facilities, such as playgrounds, to handle stormwater storage, treatment and disposal.~~

Staff recommends removing these parts of the discussion because they are too specific and could limit solutions in the Stormwater Management Plan.

~~Disposal of stormwater to either sanitary or combined sewers is not allowed in new developments.~~ In addition, the City of

Spokane should work continuously toward the reduction of existing combined sewer overflows wherever technically, economically, and environmentally appropriate.

CFU 5.4 Ground Water

Protect, preserve, and enhance ground water resources through proactive, aggressive measures.

Discussion: Ground water can be protected through watershed and wellhead protection programs; ~~as appropriate,~~ and comprehensive monitoring, ~~which that~~ is coordinated with other regional efforts. In addition, permit processes should be designed to avoid or mitigate land uses and activities that reduce ground water quality or increase the quantity of ground water above normal levels. Management and monitoring strategies should acknowledge the physical link between surface water and ground water and emphasize prevention and control of pollutants at the source. Sewer lines should be maintained or repaired to prevent leakage into ground water and surface waters, as well as to prevent excessive infiltration into the system. When necessary, the City of Spokane should acquire land or development rights if there is property that must be kept undeveloped to protect a vulnerable ground or surface water resource.

CFU 5.5 Waste Reduction and Recycling

Provide integrated, efficient, and economical solid waste management services in a manner that encourages and promotes waste reduction and recycling and minimizes environmental and public health impacts.

Discussion: In addition to using recycled products ~~itself,~~ the City of Spokane should continue to encourage residents and businesses to reduce waste and recycle. ~~through differential rates, educational and promotional programs, and other initiatives.~~ Recycling should be recognized for its potential to provide employment opportunities and contribute to affordable housing through resource-efficient construction materials and the reuse of demolition debris. The city shall coordinate its efforts with regional planning for solid waste reduction and disposal.

CFU 5.6 Power-Frequency Magnetic Fields

Encourage electrical utilities to base their facility siting decisions on the most recent findings concerning the health impacts of power-frequency magnetic fields.

Discussion: ~~Based on a periodic review of current research on power frequency magnetic fields,~~
~~†The electrical utility should be encouraged to consider incorporating methods of reducing~~
exposure to power-frequency magnetic fields into its utility system design, lines, and substations.

CFU 5.7 Telecommunication Structures

Use existing structures to support telecommunication facilities before new towers or stand-alone facilities are constructed.

Discussion: Since urban land is at a premium, it should be consumed as efficiently and effectively as possible. For this reason, it is the policy of the City of Spokane to minimize the number of wireless communication support towers and to encourage the co-location of antenna arrays of more than one wireless communication service provider on a single support tower. In addition, existing structures such as buildings or water towers should be fully utilized as support sites for telecommunication facilities before new towers are built. To assist in the implementation of this policy, the city will pursue all reasonable strategies to promote co-location agreements between multiple wireless communication service providers.

~~CFU 5.8 Fire Protection~~

~~Regulate development in a manner that is conducive to adequate fire protection.~~

~~**Discussion:** Growth shall be limited to areas served by a fire protection district, located within the corporate limits of a city providing its own fire department, or served pursuant to an interlocal cooperation agreement.~~

~~Commercial and residential subdivisions and developments, residential planned unit developments, and manufactured home parks shall include the provision for road access adequate for residents, fire department, or district ingress/egress and water supply for fire protection.—
Development in forested areas must provide defensible space between structure and adjacent fuels and require that fire-rated roofing materials be used (CWPP 3.7).~~

Staff recommends removing this policy because it is straight from the Countywide Planning Policies. The discussion is verbatim from the CWPPs.



CFU 6 MULTIPLE OBJECTIVES

Goal: Use capital facilities and utilities to support multiple interests and purposes.

Policies

CFU 6.1 Community Revitalization

Provide capital facilities and utility services strategically in order to encourage and support the development of Centers and Corridors, especially in ~~older parts~~ deteriorated areas of the city.

Discussion: Public investment often needs to be the first step toward revitalization of a community. Once the public sector takes steps to rehabilitate and improve dilapidated and deteriorated areas of the city, this inspires the confidence that encourages private investment to follow.

~~While Six Year Capital Improvement Plans must cover maintenance and repair of existing facilities, projects that expand facilities and services must be done with land use objectives in mind in recognition of the key link between service levels and development.—~~

In the past, construction of capital infrastructure facilities (roads, sewers, water lines, and parks) at the edge of the city limits and beyond has facilitated sprawl and accommodated its impacts. This practice in turn drained away resources needed to meet the service requirements of the inner city neighborhoods. A good

Staff reworded the policy slightly because the term “older” was not clear. Also, Staff recommends removing this part of the discussion as it doesn’t directly inform the policy.

rule of thumb for the future is to spend a higher than proportionate share of all capital dollars in central city neighborhoods in order to bring infrastructure back into the older parts of the city where the need for revitalization is greatest. In this way, the economic viability and desirability of the city center can be restored, creating a cycle of enhancement that becomes sustainable.

CFU 6.2 Economic Development

Make capital improvements that stimulate employment opportunities, strengthen the city's tax base, and attract private investment to target areas.

~~**Discussion:** Service provision can be used as an important economic development tool.— Availability of unique or high quality services can serve as an incentive that encourages redevelopment of areas not otherwise seen as desirable locations. This, in turn, increases the tax base for the entire city.~~

CFU 6.3 Joint Use of Public Sites

Encourage the acquisition of sites for public and quasi-public purposes that are of sufficient size to meet current and future needs and allow for joint use.

Discussion: Location and design of community facilities should encourage maximum flexibility, utility, and multiple uses as a cost-effective alternative to single-use buildings and sites. For example, many programs may share space in one building at different times of the day. Also, stormwater facilities could be integrated with recreation and open space areas.

5.5 CAPITAL FACILITIES PROGRAM (CFP)

<<This section will be provided for review at a future date upon completion of edits. No policy language is included in this section, rather it provides a listing of current resources, levels of service, and other existing conditions of various utility/service systems.>>

5.15 MAPS

- CFU 1 Fire Districts
- CFU 2 Police Patrol Areas
- CFU 3 Community Oriented Policing Services (C.O.P.S.) Substations
- CFU 4 Library Sites and Service Areas
- CFU 5 Parks
- CFU 6 City of Spokane Sewer Service Area
- CFU 7 City of Spokane Stormwater Facilities
- CFU 8 Elementary School Boundaries
- CFU 9 Middle School Boundaries
- CFU 10 High School Boundaries
- CFU 11 School Districts and Facilities
- CFU 12 Water Service Areas
- CFU 13 Water Facilities and Pressure Zones
- CFU 14 ~~Private Utilities~~ Existing Electrical and Natural Gas Facilities



August 10, 2015

Plan Commission Packet

Shaping Spokane

2017 Update to the
Comprehensive Plan

Part III

Chapter 5 –
Capital Facilities and
Utilities (Partial)
FORMATTED

5.1 Introduction

Capital facilities and utilities provide services that are essential to a community and its ability to grow in the future. Capital facilities consist of facilities owned by public entities, such as water and sewer systems and fire and police stations. Utilities consist of electrical lines, telecommunication lines, and gas lines. The purpose of this chapter is to guide the coordination of anticipated growth and development these crucial services.

Background and Key Issues

The services provided by capital facilities and utilities are essential to the health, safety, and welfare of community residents. Both current and future residents should be assured that service capacity is adequate to meet demand. In this regard, it is particularly important to ensure that efforts to provide for future growth do not degrade or diminish services to existing users. Even more fundamentally, the location of capital facilities and utilities (where service is available) should be coordinated with community plans to support and foster development where it is desired.



In an age of scarce fiscal and environmental resources, it is important that capital facilities and utilities be provided efficiently. Efficiencies can be gained through greater coordination among service providers and jurisdictions, more predictable and orderly patterns of development, and by using capital facilities and services to serve multiple purposes. Careful planning of capital facilities and utilities is needed to achieve such efficiencies.

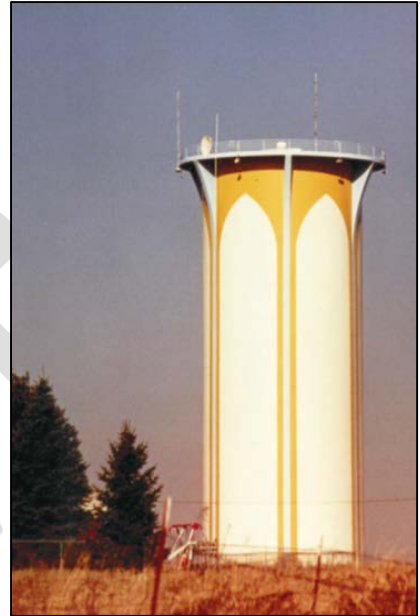
The GMA provides very specific guidance as to the planning of capital facilities and utilities, stating directly that growth should be focused in areas with existing capacity and facilities already exist, as well as the requirement for “concurrency,” wherein utilities and services must be provided concurrently with development (see [Appendix XX](#) for more information). Developed pursuant to these requirements, the City of Spokane’s planning for capital facilities and utilities is a complicated process that involves ongoing collaboration among numerous departments and agencies. It includes the Capital Facilities Goals and Policies, the Capital Facilities Program (CFP), as well as the Citywide Capital Improvement Program (CIP). Not all capital facilities and utilities are owned and operated by the City of Spokane. Some are owned and operated by private companies, while others are owned and operated by different public entities, such as school districts. Furthermore, the geographical boundaries of



service providers rarely correspond to the city's borders, which change continually through annexation.

Capital Facilities Goals and Policies

The Goals and Policies of this chapter are the city's main guidelines for implementation of long term capital improvements. This chapter provides broad goals and specific policies as well as levels of service for the provision of adequate public facilities and services to support the current and future population and employment growth within the city's urban growth area. The plan provides policy guidance for the Capital Facilities Program.



Capital Facilities Program

The Capital Facilities Program (CFP) establishes the city's long-range work program for capital facilities, carries out the intent of the comprehensive plan, and gives further direction to implement the plan. The CFP contains an inventory of existing and proposed capital facilities, establishes level of service (LOS) standards, identifies long-range facility service capacities and projected deficiencies, and outlines the actions necessary to meet such deficiencies. If a department has prepared a separate plan that provides a more detailed analysis of these elements, the CFP will adopt them by reference and direct the reader to those plans. Also adopted by reference is the Citywide Capital Improvement Program (CIP); a CFP implementation tool.

The CIP specifically identifies public facilities that will be needed within the next six years. The CIP also fulfills the GMA requirement for a six-year financing plan, outlining the amount of funding required and its source. The Citywide CIP is reviewed for consistency with the Comprehensive Plan and is updated by the Plan Commission and adopted by the City Council annually.

This chapter contains the general location and inventory of existing park facilities, identified in Map CFU 5 Parks, and a discussion of the level of service for parks, located in, Section 5.9, "Parks, Recreation and Open Space Facilities." However, the goals and policies guiding parks and recreational facilities are contained in Chapter 12, Parks, Recreation, and Open Spaces. Planning goals and policies related to transportation are contained in Chapter 4, Transportation.



5.2 Vision and Values

Spokane volunteers working on the Comprehensive Plan identified important themes in relation to Spokane's current and future growth. A series of visions and values was crafted for each element of the Comprehensive Plan that describes specific performance objectives. From the Visions and Values document, adopted in 1996 by the City Council, the Comprehensive Plan's goals and policies were generated.

Capital facilities and utilities are services and facilities that support the physical development and growth of the city.

Vision

"Public facilities and utilities will be provided concurrently with a growing population to meet the safety, utility, transportation, educational, and cultural needs of residents."

Values

"The things that are important to Spokane's future include:

- Developing police and fire services that accompany growth.
- Ensuring good parks, schools, libraries, and streets in the neighborhoods.
- Continuing to provide facilities for cultural and entertainment opportunities.
- Providing services and facilities as growth occurs.
- Maintaining quality education and avoiding overcrowding in the schools."



5.3 GOALS AND POLICIES

Goals and policies provide specificity for planning and decision-making. Overall, they indicate desired directions, accomplishments, or aims in relation to the growth and development of Spokane.

CFU 1 ADEQUATE PUBLIC FACILITIES AND SERVICES

Goal: Provide and maintain adequate public facilities and utility services and reliable funding in order to protect investment in existing facilities and ensure appropriate levels of service.

Policies

CFU 1.1 Level of Service

Adopt written level of service standards for each type of public facility or utility service, and provide capital improvements to achieve and maintain such standards for existing and future development.

Discussion: Urban governmental services and public facilities for which level of service standards should be in place include fire, police, parks and recreation, libraries, public wastewater, public water, solid waste disposal and recycling, transportation, and schools. (CWPP 3.1). The level of service shall be defined as the optimum level of service desired from a service provider, which may differ from the current level of service.

CFU 1.2 Operational Efficiency

Require the development of capital improvement projects that either improve the city's operational efficiency or reduce costs by increasing the capacity, use, and/or life expectancy of existing facilities.

Discussion: Increased use proposes a more intense development pattern, and maximization of existing utility capacity, not the physical extension of services to more consumers.

CFU 1.3 Maintenance

Require the maintenance, rehabilitation, and renovation of existing capital facilities.

CFU 1.4 Use of Existing Structures

Require the use and adaptive reuse of existing buildings before new community facilities are constructed.

Discussion: New uses should consider the existing character of the area.



CFU 1.5 Utility Construction Standards

Ensure that construction standards for public and private utilities are adequate to withstand the anticipated frequency and severity of natural and man-made hazards.

CFU 1.6 Management Plans

Establish and maintain management plans for capital facilities whose level of service standards could be affected by future growth and development.

CFU 1.7 Funding

Identify and pursue all practical and equitable ways to fund the capital improvement projects necessary to serve existing and future development.

CFU 1.8 Intangible Costs and Benefits

Include intangible costs and benefits in any cost/benefit analysis when considering the development and life span of proposed capital facilities.

Discussion: Siting decisions should be based on more than the standard fiscal analysis. In order to evaluate fully the impacts and consequences, these decisions should also be informed by considerations such as the preservation of neighborhood character and environmental quality.

CFU 1.9 Public Safety Capital Funding Plans

Strive to establish separate capital funding plans for police and fire services to ensure that capital requirements will be met without negative impact upon staffing and level of service.

CFU 2 CONCURRENCY

Goal: Ensure that those public facilities and services necessary to support development are adequate to serve the development and available when the service demands of development occur without decreasing current service levels below locally established minimum standards.

Policies

CFU 2.1 Available Public Facilities

Consider that the requirement for concurrent availability of public facilities and utility services is met when adequate services and facilities are in existence at the time the development is ready for occupancy and use, in the case of water, wastewater and solid waste, and at least a financial commitment is in place at the time of development approval to provide all other public services within six years.



Discussion: Public facilities are those public lands, improvements, and equipment necessary to provide public services and allow for the delivery of services. They include, but are not limited to, streets, roads, highways, sidewalks, street and road lighting systems, traffic signals, domestic water systems, storm and sanitary sewer systems, solid waste disposal and recycling, fire and police facilities, parks and recreational facilities, schools and libraries.

It must be shown that adequate facilities and services are available before new development can be approved. While occupancy and use imply an immediate need for water, wastewater and solid waste services, other public services may make more sense to provide as the demand arises. For example, a certain threshold of critical mass is often needed before construction of a new fire station, school, library, or park is justified. If these facilities and services do not currently exist, commitments for services may be made from either the public or the private sector.

CFU 2.2 Concurrency Management System

Maintain a concurrency management system for all capital facilities.

Discussion: A concurrency management system is defined as an adopted procedure or method designed to ensure that adequate public facilities and services needed to support development and protect the environment are available when the service demands of development occur.

The following facilities must meet adopted level of service standards and be consistent with the concurrency management system: fire protection, police protection, parks and recreation, libraries, public wastewater (sewer and stormwater), public water, solid waste, transportation, and schools.

The procedure for concurrency management includes annual evaluation of adopted service levels and land use trends in order to anticipate demand for service and determine needed improvements. Findings from this review will then be addressed in the Six-Year Capital Improvement Plans, Annual Capital Budget, and all associated capital facilities documents to ensure that financial planning remains sufficiently ahead of the present for concurrency to be evaluated.

The City of Spokane must ensure that adequate facilities are available to support development or prohibit development approval when such development would cause service levels to decline below standards currently established in the Capital Facilities Program.

In the event that reduced funding threatens to halt development, it is much more appropriate to scale back land use objectives than to merely reduce level of service standards as a way of allowing development to continue. This approach is necessary in order to perpetuate a high quality of life. All adjustments to land use objectives



and service level standards will fall within the public review process for annual amendment of the Comprehensive Plan and Capital Facilities Program.

CFU 2.3 Phasing of Services

Develop and implement a phasing schedule for the provision of services within the Urban Growth Area that is reflected in six-year capital improvement plans and strategically coordinates planned service levels with anticipated land use and development trends.

Discussion: This schedule should set guidelines for prioritizing the provision of service. Exceptions to this will only be granted to address public health concerns. It can be more cost-effective and less disruptive to provide service capacity in excess of current service demands if it extends the useful life of the facility in terms of accommodating future growth. Therefore, this program should also require that transmission, distribution, and storage facilities in newly developing areas be sized to serve future growth as well as immediate needs. For example, water and sewer main sizes and storage reservoirs should be designed to meet both current and anticipated future fire flow and domestic supply needs.

Insofar as this process anticipates demand from future development, it should also describe and implement mechanisms to ensure an equitable allocation of the costs incurred. Fees and billing mechanisms should be in place – for example latecomer fees and special connection fees – to cover costs of oversized mains or related facilities, and hook-up fees so new users share in the cost of system-wide facilities. However, costs associated with project-specific improvements (such as pump stations for low lying property) should be paid for by those who benefit from the improvement.

Facility phasing serves to integrate the concurrency requirements of the GMA with the environmental assessment requirements of the State Environmental Policy Act (SEPA). This, in turn, provides a high level of predictability for both developers and the community regarding what type of development is permitted and what infrastructure is provided to support that development.

CFU 2.4 Impact Fees

Include impact fees as one possible mechanism to fund capital improvements, so new growth and development activity that has an impact upon public facilities pays a proportionate share of the cost of the relevant facilities.

Discussion: The GMA includes provisions that allow the City of Spokane to charge impact fees relative to both new public facilities that are necessitated by new development and previously constructed system improvements that serve the new growth and development activity (RCW 82.02.050 through .090). However, impact fees may be collected and spent only for the public facilities that are addressed in the



capital facilities program. These facilities must be system improvements designed to provide service to the community at large, as opposed to project improvements that provide service only for a particular development project.

CFU 2.5 Exemptions from Impact Fees

Exempt development activities with broad public purposes from growth-related impact fees.

Discussion: Development activities with broad public purposes may include low-income housing, special needs housing, transit, and childcare facilities. Exemptions are contingent on the impact fees for such development activity being paid from public funds other than impact fee accounts. (RCW 82.02.060,.2).

CFU 2.6 Funding Shortfalls

Reassess the land use element whenever probable funding falls short of meeting existing needs in order to ensure that development patterns and level of service standards remain consistent with financing capabilities related to capital facilities plans.

Discussion: The GMA requires consistency and conformity between plans and budgets so that development does not occur before there are adequate services to support it. In this regard, the land use element, capital facilities plan element, and financing plan within the capital facilities plan element should be coordinated and consistent.

In the event that reduced funding threatens to halt development, it is much more appropriate to scale back land use objectives than to reduce level of service standards as a way of allowing development to continue. This approach is necessary in order to perpetuate a high quality of life. All adjustments to land use objectives and service level standards will fall within the public review process for annual amendment of the comprehensive plan and Capital Facilities Program.

CFU 2.7 Utility Permits

Consider utility permits simultaneously with the proposals requesting service and, when possible, approve utility permits when the project to be served is approved.

Discussion: It is important to process permits and approvals for utility facilities in a fair and timely manner in order to foster predictability and help ensure reliable private utility service.



CFU 3 COORDINATION

Goal: Promote contiguous, orderly development and provision of urban services through the regional coordination of land use and public services related to capital facilities and utilities.

Policies

CFU 3.1 Special Purpose Districts

Enter into agreements with special purpose districts within the City of Spokane's Urban Growth Area (UGA) to address the provision of urban governmental services and public facilities.

Discussion: Interlocal agreements between jurisdictions and special purpose districts relating to the provision of urban governmental services and public facilities should address such topics as fiscal impacts, revenue sharing, use of existing facilities, and level of service standards.

CFU 3.2 Utility Installations

Facilitate the coordination of public and private utility activities by giving interested utilities timely notification of road projects that would afford them an opportunity for utility installation and maintenance.

Discussion: The goal of such coordination should be to reduce the disruption of public streets and the negative economic and visual impacts incurred when developing utilities. To further this effort, the City of Spokane should encourage joint use of transportation rights-of-way and utility corridors where possible. In addition, utility service providers should receive copies of all six-year street programs on an annual basis.

CFU 3.3 Utilities Coordination

Work with adjacent planning jurisdictions and private utility providers to develop a process that ensures consistency between each jurisdiction's utilities element and regional utility plans, as well as coordinated and timely siting of regional and countywide utility facilities.

Discussion: Local criteria for siting utilities should address locations and densities of projected growth and land use, public service obligations, optimal siting for effective service, and design considerations (WAC 365-196-420.2.f). Both public and private utility providers should coordinate their facilities planning so that future development does not obstruct utility corridors, as described in the CWPP's. Land use plans should also take into consideration any possible environmental or health issues associated with regional utility corridors.



CFU 3.4 Natural and Man-Made Disasters

Continue to participate in a coordinated regional plan for the provision of public services in the event of natural or man-made disasters.

CFU 3.5 Uniformity of Standards

Collaborate with Spokane County to ensure that the City of Spokane's engineering, land use and related level of service standards are applied throughout the City of Spokane's designated Urban Growth Area (UGA).

Discussion: Regardless of which jurisdiction administers development in the unincorporated portions of the city's UGA, it is imperative that engineering standards, land use patterns and development densities correspond to city standards so that services may be provided by the city in an efficient and cost effective manner once those lands are annexed by the city.

CFU 3.6 Limitation of Services Outside Urban Growth Areas

Limit the provision of water and sewer service by the City of Spokane outside Urban Growth Areas (UGAs) to areas where exceptions apply.

Discussion: It is appropriate for the City of Spokane to extend or expand water and sewer services outside UGAs in those limited circumstances shown to be necessary to protect basic public health and safety and the environment and when such services are financially supportable at rural densities and do not permit urban development. (RCW 36.70A.110(4)). The intent of this policy is to provide for connection and/or expansion of the city's public utility infrastructure outside Urban Growth Areas in limited situations consistent with the Growth Management Act and the County Wide Planning Policies for Spokane County, where the long term viability of the City and the health and safety of residents of the rural areas are balanced with maintaining the character of the rural areas and sound planning principles.

Provision of services outside the Urban Growth Area shall meet the following requirements:

A. City of Spokane Sewer Service

1. Sewer Service Connections. Sewer Service Connections to property outside UGAs will be approved only if the connection is to existing infrastructure with surplus capacity, and one or both of the following conditions for exception exists:
 - a. The Spokane Regional Health District or the Washington State Department of Health has determined that an existing development poses an immediate threat to public health or safety.



- b. A written commitment for service to a vested development was made by the City of Spokane prior to the adoption of the City of Spokane's Comprehensive Plan under RCW 36.70A.
 - c. Contingent upon mutual agreement of the City Council and the Board of County Commissioners, sewer service outside designated urban growth areas may be allowed for the purpose of protecting the sole source Aquifer, subject to additional conditions and as allowed by state law.
 - 2. Sewer Main Extensions. Any mains extended outside UGAs after May 31, 2001, shall be for the overall operational benefit and efficiency of the City of Spokane's sewer utility system. Such extensions shall be for transmission purposes only with no connections allowed except for as allowed in 1. (a.), (b.) and (c.) above.
- B. City of Spokane Water Service. Expansion of City of Spokane water service outside an UGA may be allowed in the following limited cases:
 - 1. Water Service Connections. Service connections outside an UGA may be allowed only under the following conditions:
 - a. Connections required under 2.(a), (b), (c), and (d) below:
 - b. Connections may be allowed to parcels directly adjacent to a main if the parcel existed and the main was installed prior to May 31, 2001, or the main is located along an UGA boundary.
 - 2. Water Main Extensions
 - a. The Spokane Regional Health District or Washington State Department of Health has determined that an existing development poses an immediate threat to public health or safety.
 - b. A written commitment for service to a vested development was made by the City of Spokane prior to the adoption of the City of Spokane's Comprehensive Plan under RCW 36.70A.
 - c. The main may supply services to premises used to provide public services typically provided by government-owned facilities which are allowed outside a UGA. A public service may include, but is not limited to, law enforcement, fire



protection, public utilities, schools, libraries, parks and recreation services.

- d. The main may supply service to a Rural Cluster Development approved by the County within an area zoned Urban Reserve subject to the platted streets directly bordering each lot meeting City Standards and sewer mains being installed in these platted streets concurrent with water main installations. If conditions 1 and 2 in Section A are not met, the sewer mains shall be "dry lines" until connections are allowed by State Law and orders to connect are issued by the City as addressed in Section C.
 - e. All costs associated with the extension of water infrastructure subject to this policy will be borne by the proponent.
 - f. Any water infrastructure extended or located outside an UGA after May 31, 2001, shall be for the overall operational benefit and efficiency of the City of Spokane's water utility system. Such extensions shall be for transmission purposes only with no connections allowed except for as allowed in (a), (b), (c), (d), and (e) above.
- C. General Provisions. All owners of property outside UGAs that are allowed to connect to the City's utilities shall sign a binding agreement to annex when requested to do so by the City. In the case of connections to the Water Utility only, the binding agreement shall also provide that the property owner agrees to connect to the City of Spokane's sewer system at the property owner's sole expense when requested to do so by the City. In addition, all exceptions shall be considered within the context of overall cumulative impacts on capacity and level of service obligations in accordance with the city's Capital Facilities Program, Six-Year Capital Improvement Plans and Concurrency Management System. Except for the limited exceptions addressed herein, the rural population allocation shall be accommodated without reliance on the extension of public services.

This policy does not limit the City's authority to impose additional conditions, require a developer agreement that includes a requirement for payment of mitigation fees, or modify existing conditions on extensions of water or sewer service outside of urban growth areas.

In all cases, water or sewer service can be extended only if:

1. it can be done in a timely and reasonable manner; and,



2. ground water resources and the sole source Aquifer can be protected by concurrently connecting the premise to a public sewer or reasonable accommodations are made to connect to a public sewer as soon as allowed by law; and,
3. a developer agreement incorporating mitigation requirements is approved by City Council.

CFU 4 SERVICE PROVISION

Goal: Provide public services in a manner that facilitates efficient and effective delivery of services and meets current and future demand.

Policies

CFU 4.1 Compact Development

Promote compact areas of concentrated development in designated centers to facilitate economical and efficient provision of utilities, public facilities, and services.

Discussion: Infill and dense development should be encouraged where excess capacity is available since compact systems are generally less expensive to build and maintain.

CFU 4.2 Access to Utility Easements

Require that subdivision and building regulations protect and preserve access to utility easements.

Discussion: In order to facilitate timely repair and reduce the duration of power outages, it is important that access to electrical, cable, and telephone transmission facilities be available and unobstructed at all times.

CFU 4.3 Underground Utilities

Require utility lines to be installed underground unless it is not physically feasible.

Discussion: Running utility lines underground is often an effective approach to minimizing power outages that result from natural hazards. Underground utilities also improve the community's visual character by removing unsightly poles and lines. Wherever feasible, public and private utility providers should also be encouraged to convert existing overhead distribution lines to underground lines whenever major road construction projects afford such an opportunity.



CFU 5 ENVIRONMENTAL CONCERNS

Goal: Minimize impacts to the environment, public health, and safety through the timely and careful siting and use of capital facilities and utilities.

Policies

CFU 5.1 On-Site Wastewater Disposal

Prohibit on-site septic wastewater disposal within the City of Spokane's Urban Growth Area.

Discussion: Activities above the aquifer and in the aquifer recharge area must be regulated in order to protect the area's water supply. Potential pollution can be reduced by requiring new development to be sewered. Existing on-site disposal should be eliminated and appropriate treatment of wastewater provided.

CFU 5.2 Water Conservation

Encourage public and private efforts to conserve water.

Discussion: Conservation can be accomplished through a variety of approaches that include: conservation-oriented rate structures, plumbing codes that require low-water-use fixtures, systemic improvements that result in the reduction of unaccounted for or unmetered water losses, a community-wide conservation education program, or promotion of low-water-use landscaping and low-water-use irrigation systems for home and garden.

CFU 5.3 Stormwater

Implement a Stormwater Management Plan to reduce impacts from urban runoff.

Discussion: The impacts of flooding and erosion can be reduced or eliminated by regulating the type, location, and design of development through thoughtful site plans and careful construction practices. Drainage plans should be designed to control and reduce the flow of stormwater, retain natural drainage functions and patterns, avoid habitat loss, and protect the quality of both surface water and ground water. In addition, the City of Spokane should work continuously toward the reduction of existing combined sewer overflows wherever technically, economically, and environmentally appropriate.

CFU 5.4 Ground Water

Protect, preserve, and enhance ground water resources through proactive, aggressive measures.



Discussion: Ground water can be protected through watershed and wellhead protection programs and comprehensive monitoring that is coordinated with other regional efforts. In addition, permit processes should be designed to avoid or mitigate land uses and activities that reduce ground water quality or increase the quantity of ground water above normal levels. Management and monitoring strategies should acknowledge the physical link between surface water and ground water and emphasize prevention and control of pollutants at the source. Sewer lines should be maintained or repaired to prevent leakage into ground water and surface waters, as well as to prevent excessive infiltration into the system. When necessary, the City of Spokane should acquire land or development rights if there is property that must be kept undeveloped to protect a vulnerable ground or surface water resource.

CFU 5.5 Waste Reduction and Recycling

Provide integrated, efficient, and economical solid waste management services in a manner that encourages and promotes waste reduction and recycling and minimizes environmental and public health impacts.

Discussion: In addition to using recycled products, the City of Spokane should continue to encourage residents and businesses to reduce waste and recycle. Recycling should be recognized for its potential to provide employment opportunities and contribute to affordable housing through resource-efficient construction materials and the reuse of demolition debris. The city shall coordinate its efforts with regional planning for solid waste reduction and disposal.

CFU 5.6 Power-Frequency Magnetic Fields

Encourage electrical utilities to base their facility siting decisions on the most recent findings concerning the health impacts of power-frequency magnetic fields.

Discussion: The electrical utility should be encouraged to consider incorporating methods of reducing exposure to power-frequency magnetic fields into its utility system design, lines, and substations.

CFU 5.7 Telecommunication Structures

Use existing structures to support telecommunication facilities before new towers or stand-alone facilities are constructed.

Discussion: Since urban land is at a premium, it should be consumed as efficiently and effectively as possible. For this reason, it is the policy of the City of Spokane to minimize the number of wireless communication support towers and to encourage the co-location of antenna arrays of more than one wireless communication service provider on a single support tower. In addition, existing structures such as buildings



or water towers should be fully utilized as support sites for telecommunication facilities before new towers are built. To assist in the implementation of this policy, the city will pursue all reasonable strategies to promote co-location agreements between multiple wireless communication service providers.

CFU 6 **MULTIPLE OBJECTIVES**

Goal: Use capital facilities and utilities to support multiple interests and purposes.

Policies

CFU 6.1 Community Revitalization

Provide capital facilities and utility services strategically in order to encourage and support the development of Centers and Corridors, especially in older parts of the city.

Discussion: Public investment often needs to be the first step toward revitalization of a community. Once the public sector takes steps to rehabilitate and improve dilapidated and deteriorated areas of the city, this inspires the confidence that encourages private investment to follow.

In the past, construction of capital infrastructure facilities (roads, sewers, water lines, and parks) at the edge of the city limits and beyond has facilitated sprawl and accommodated its impacts. This practice in turn drained away resources needed to meet the service requirements of the inner city neighborhoods. A good rule of thumb for the future is to spend a higher than proportionate share of all capital dollars in central city neighborhoods in order to bring infrastructure back into the older parts of the city where the need for revitalization is greatest. In this way, the economic viability and desirability of the city center can be restored, creating a cycle of enhancement that becomes sustainable.

CFU 6.2 Economic Development

Make capital improvements that stimulate employment opportunities, strengthen the city's tax base, and attract private investment to target areas.

CFU 6.3 Joint Use of Public Sites

Encourage the acquisition of sites for public and quasi-public purposes that are of sufficient size to meet current and future needs and allow for joint use.

Discussion: Location and design of community facilities should encourage maximum flexibility, utility, and multiple uses as a cost-effective alternative to single-use buildings and sites. For example, many programs may share space in one building at different times of the day. Also, stormwater facilities could be integrated with recreation and open space areas.



5.5 Capital Facilities Program (CFP)

This section will be provided for review at a future date, as this portion of the Chapter is still being edited for currency.

DRAFT



5.15 Maps

- CFU 1Fire Districts
- CFU 2Police Patrol Areas
- CFU 3Community Oriented Policing Services (C.O.P.S.) Substations
- CFU 4Library Sites and Service Areas
- CFU 5Parks
- CFU 6City of Spokane Sewer Service Area
- CFU 7City of Spokane Stormwater Facilities
- CFU 8Elementary School Boundaries
- CFU 9Middle School Boundaries
- CFU 10.....High School Boundaries
- CFU 11.....School Districts and Facilities
- CFU 12.....Water Service Areas
- CFU 13.....Water Facilities and Pressure Zones
- CFU 14.....Existing Electrical and Natural Gas Facilities





August 10, 2015

Plan Commission Packet

Shaping Spokane

2017 Update to the
Comprehensive Plan

Part IV

Matrix of Responses to
Plan Commission
Comments

Workshop Date	Name	Chapter	Goal/Policy/Section	Summary of Comments	Staff Discussion
6/8/2016	Lori Kinnear	1	1.2	Asked that the section on poverty be updated with current figures and incorporated elsewhere or perhaps an appendix?	The Social Health chapter, Housing chapter, and others address poverty and its effects. Staff feels it is better addressed there, as the Comprehensive Plan is concerned with all parts of the community, not just those facing poverty. Specific demographic information would be very quickly out of date.
6/8/2016	Christy Jeffers	1	1.2	Discussed the process for determining the population projections and felt an explanation of the process and final numbers should be included in Chapter 1.	The Capital Facilities and Utilities Chapter will discuss population projections in detail, including the process used to determine a projected number of residents into the future.
6/8/2016	Greg Francis	1	1.7	Asked if the Ahwahnee Principles were available anywhere else in the document, if not he requested this section be included in an appendix.	The discussion of Ahwahnee Principles will be placed in an Appendix.
	Lori Kinnear	1		Could the Ahwahnee Principles be condensed?	
8/11/2016	Christy Jeffers	2	Introduction - Design Review and Design Guidelines	Would like this discussion to include a reference to the Design Review Board and their role.	Staff agrees and will modify the second paragraph in the discussion to include a reference to the Design Review Board's purpose and role.
8/11/2016	Greg Francis	2		Proposed including a review of road designations for appropriateness (e.g. collector, arterial, etc.).	Staff will look into including an action item in the Implementation Table for Chapter 4 to address a possible analysis of the appropriateness of existing street designations.
6/8/2016	Greg Francis	3	LU 1.1 and 1.2	Felt that the population ranges were helpful and provided context and sizing between a neighborhood and a center.	Staff agrees that the population ranges should remain.
6/8/2016	Christy Jeffers	3	LU 1.7	Asked if there are any mini-centers in the City and questioned the usefulness of the designation.	Yes, there are a number throughout the City. The policy itself discusses the utility of Mini-Centers. Furthermore, an action item has been identified in the Implementation Chapter to study the effectiveness of this designation.
6/8/2016	Todd Beyreuther	3	LU 1.11	Asked if transfer of development rights were discussed anywhere else in the plan.	Yes, Chapter 6 also discusses Transfer of Development Rights (TDR). The Implementation Chapter also includes an action item to study the possibility and value of the use of TDR.
6/8/2016	F.J. Dullanty	3	LU 1.14	Asked if the definition of nonconforming use is the same as the SMC.	The definition of nonconforming use is the same as SMC.

Workshop Date	Name	Chapter	Goal/Policy/Section	Summary of Comments	Staff Discussion
6/8/2016	Patricia Kienholz	3	LU 1.14	Asked why the policy specified "large areas of nonconforming uses."	There are times when small areas of nonconforming uses may be created by the modification of standards or codes. However, the policy seeks to minimize those detrimental effects to property owners that occur when their property is now found to be "nonconforming" (e.g. it is very difficult to sell/improve). Creating some nonconforming uses is sometimes unavoidable - this policy seeks to minimize that effect.
6/8/2016	Greg Francis	3	LU 3.2	Asked if neighborhood plans with design guidelines would lose weight by removing the reference to them in LU 3.2.	References to neighborhood design guidelines here and other places were removed because neighborhoods have not had the opportunity to develop them, nor are they likely to in the future. The time/expense of administering several different sets of design guidelines throughout the City would be prohibitive in any case. In this specific case, neighborhoods were removed from the policy discussion because this policy specifically discusses Centers and Corridors, not Neighborhood standards.
	FJ Dullanty			Commissioner Dullanty felt that keeping the reference had the potential to give them weight if they were disputed.	
	Lori Kinnear			Councilwoman Kinnear suggested adding "if applicable" after "Comprehensive Plan or a neighborhood plan" rather than removing.	
6/8/2016	Todd Beyreuther	3	LU 3.2	Felt that listing the type of center after the location would be helpful (e.g. Southgate <i>District Center</i>).	Staff recommends leaving the words "District Center," etc., off because the lists indicate the location of the centers, not necessarily their names. Furthermore, the lists are separated out by the type of center, giving distinction to which type of center is being listed.
6/8/2016	Christy Jeffers	3	LU 8.5	Asked when the County is required to review the UGA's.	The Countywide Planning Policies call for a review of Urban Growth Area boundaries every eight years. Because this is already a requirement in the CWPPs, a specific Comprehensive Plan Policy calling for the same action is not necessary.
8/11/2016	Greg Francis	6	1.3	Asked if the City currently provide incentives for employer-sponsored housing.	Staff could not find any such programs currently in place. The possibility for future study of this concept and its uses could be included in the implementation table for Chapter 6.
8/11/2016	Christy Jeffers	6	1.12	Wanted to be sure we are defining and using affordable versus low-income correctly.	Staff has conferred with CHHS and the terms are currently being used correctly in the comprehensive plan. Additional definitions have been included for affordable housing, Fair Housing, income levels, and Low Income Household to give further clarity to the discussion. Based on the use of the eighty percent of the countywide median household income for housing funding, language was changed from "around 80%" to "up to 80%".

Workshop Date	Name	Chapter	Goal/Policy/Section	Summary of Comments	Staff Discussion
8/11/2016	Patricia Kienholz	6	2.2	Felt that the discussion was helpful to inform how the policy could be implemented.	The Plan Commission indicated that they generally supported keeping the discussion, consistent with staff recommendations. As such, the discussion will remain under the policy.
8/11/2016	Greg Francis	6	3.3	Wanted to know if the provisions in the last paragraph of the discussion were in the SMC.	Per Plan Commission agreement, the last paragraph will remain in the document.
	Patricia Kienholz			Felt that a more robust discussion and explanation of transfer of development rights was needed.	Staff researched the current use of Transfer of Development Rights (TDR) and found that the Spokane Municipal Code does not currently include a program for TDR. While this policy calls for it, it has not yet been implemented. Staff recommends the text remain as shown to the Plan Commission and that TDR be further studied as an action item called for by the Implementation Chapter.
8/11/2016	All (In Attendance)	6	3.4	Staff felt that the discussion should remain, contrary to the recommendation of the Focus Group. The Plan Commission indicated agreement.	The discussion will remain in the document.
8/11/2016	Chris Batten	6	General Comment	Expressed concern regarding the definitions of income related terms and providing housing opportunities for a spectrum of income levels. Other Commissioners echoed this concern.	Staff has worked to develop definitions for affordable housing, Fair Housing, income levels, and Low Income Household that are consistent with HUD, state regulations, and the City's Consolidated Plan. These definitions have been included in the glossary.
7/13/2016	Lori Kinnear	7	ED 1.2	What is meant by "continue to support?"	The way the City currently supports these agencies is financial. However, by leaving the term "financial" out of the policy greater flexibility is given to the City to determine the nature of that support.
7/13/2016	Christy Jeffers	7	ED 3.4	Retain discussion for clarity on what a valued added business strategy is.	Staff agrees - the discussion in this case helps the reader understand the policy and defines the term "value added."
7/13/2016	Christy Jeffers	7	ED 3.6	Does this include "micro enterprises?"	The term "small businesses" includes micro enterprises.
7/13/2016	Christy Jeffers	7	ED 3.7	Retain discussion regarding trucks, traffic, and deliveries.	Staff agrees that this part of the discussion should remain.
7/13/2016	Dennis Dellwo	7	ED 5.8	Concerned about substituting "maintain" for "improve."	Staff feels "maintain" is the correct term as it represents an assertion by the Executive Director of the Library that access is currently good and should remain that way. Staff feels that "adequate" should remain because it ties logically to the discussion of Library level of service provided in Chapter 5, Capital Facilities and Utilities.
	Patricia Kienholz			Keep "maintain" remove "adequate."	

Workshop Date	Name	Chapter	Goal/Policy/Section	Summary of Comments	Staff Discussion
7/13/2016	Dennis Dellwo	7	ED 6.1	Deletion of this policy may give the impression that we are moving away from focusing growth in designated areas.	Even though the policy is being removed here the same need is addressed in Chapter 5, Capital Facilities and Utilities, as well as the requirements of GMA. Staff feels that a third repetition of this ideal is not necessary.
7/13/2016	Patricia Kienholz	7	ED 7.3	Questioned using the term "lobby."	Discussion with Economic Development staff reinforced the idea that "lobby" is in fact the most accurate term here.
7/13/2016	Patricia Kienholz	7	ED 7.4 and 7.5	Suggested including a comprehensive list of economic development incentives.	Staff recommends not listing specific incentives because they change over time and new incentives are developed as old ones are no longer available.
	Chris Batten	7		Also would like to see a comprehensive reference to available incentives.	
7/13/2016	Todd Beyreuther	7	ED 8.1	Would like to see discussion expanded.	Staff re-evaluated the changes made to this discussion and feel its adequate to understand the policy and its effect.
6/22/2016	Todd Beyreuther	8	DP 2.17	Worried about removing the language regarding amortization.	Staff agrees that the sentence can remain.
6/22/2016	Todd Beyreuther	8	DP 2.18	Worried about encouraging this type of advertising.	This policy was subject of substantial public discussion and input. Staff recommends leaving it as is for now.
6/22/2016	Todd Beyreuther	9	New Policy	Addressing carbon issues.	While the Comprehensive Plan does not directly identify the issue of greenhouse gasses and carbon, state and federal law requires that the City address the effects of carbon dioxide and other greenhouse gases on the environment. As a result, the City has conducted several studies and programs on carbon issues that are publicly
7/13/2016	Christy Jeffers	10	SH 2.9	Change the title of this policy as there are no "exceptions" to fair housing.	Staff researched the requirements of the Fair Housing Act and the State Housing Policy Act and there are, in fact, some limited instances where those Acts may not apply protection to certain populations/housing. These exceptions are specifically called out in those laws and are reflected in this policy. Regardless, staff recommends minor changes to the discussion to avoid the use of "group home," replacing that term with "institutional housing facilities."
7/13/2016	Dennis Dellwo	10	SH 3.7	Dennis Dellwo said rather than deleting the policy perhaps we need to change to establish an arts commission.	Staff reviewed this policy and determined that minor additions to Policy SH 1.1 would adequately address this policy and that policy SH 3.7 should still be removed from the document. Furthermore, Staff has coordinated with Laura Becker of the Spokane Arts Commission who had some other minor edits to policy SH 1.1.

Workshop Date	Name	Chapter	Goal/Policy/Section	Summary of Comments	Staff Discussion
7/13/2016	Todd Beyreuther		General Comment	Is it possible to cross reference by number when policies are moved within the document.	Where policies were moved within a given chapter the red boxes include the specific policy number that was moved and from where. However, in those cases where a policy was removed due to redundancy, it isn't always possible to reference a given policy that replaced it because sometimes a topic was already discussed in multiple locations.
7/13/2016	Greg Francis		General Comment	Can RCW and WAC references also be cross referenced rather than removed?	Staff agrees and will replace those references where they have been deleted.
7/13/2016	Greg Francis Dennis Dellwo Todd Beyreuther		General Comment	Expressed concern that the cumulative effect of these small changes will result in a different direction and intent than the original plan. They also felt that by streamlining the discussions and moving so many policies the document and policies lose context and nuances that are important to setting the tone of the document.	Staff has been very careful throughout the process of editing to avoid the removal of any key information or discussions that would add to the value, effect, or intent of the document as a whole. To aid reviewers in determining the extent of cumulative effects on the document that could result from the various changes made, staff has provided a "formatted" version of the various chapters, allowing seamless reading and consideration of the document as a whole.



August 10, 2015

Plan Commission Packet

Shaping Spokane

2017 Update to the
Comprehensive Plan

Part V

Excerpts of Modified Text
(In Response to Previous
PC Comments)

The following changes to portions of the Comprehensive Plan are proposed by staff following presentation of these chapters to the Plan Commission and in direct response to their comments. All changes in red were previously identified. Changes in blue indicate where staff has recommended new changes that were not previously shown.

Changes to Chapter 2 – Implementation

Made Following Presentation to the Plan Commission (June 8, 2016)

Design Review and Design Guidelines

One of the biggest concerns of the community is how the pieces of our urban environment fit together. Design ~~Review~~ review addresses the “fit” and compatibility of a development within the context of its surrounding environment both visually and in terms of how well a project will function as a neighbor. ~~Review of projects is based on urban design guidelines included as policies and illustrations within the Comprehensive Plan and can cover height, bulk, architectural elements, landscape, signing, lighting, points of access, and many other details of building and site development.~~

Following comments from the Plan Commission, staff consulted Julie Neff, who coordinates the Design Review Board. Ms. Neff provided the following changes to remove a redundancy in the language and to include a reference to the Design Review Board.

Design guidelines are a primary tool in plan implementation to ~~insure~~ ensure that proposals are compatible in character with adjacent development. Guidelines are adopted as descriptions, photos, or illustrations of desired character, and they have the effect of public policy. Building materials, architectural details, site features, and relationship to the street and adjacent properties are common ~~specification~~ elements in design guidelines. Design guidelines can serve as education and information for developers and the general public and can be recommended to a decision-making authority by the Design Review Board, an advisory committee, in regards to a specific project. They also can be required as a condition of a particular development by a decision-maker, such as the Hearing Examiner.

Changes to Chapter 10 – Social Health

Made Following Presentation to the Plan Commission (July 13, 2016)

SH 1.1 Invest in Social Health

Allocate ~~General Fund monies~~ funds to ~~Arts~~ arts and ~~Human~~ human ~~Services~~ services in sufficient amounts to guarantee ongoing support for these programs to achieve their full potential.

Discussion: Arts and cultural programs are a powerful economic development tool in their ability to enhance Spokane’s image and thereby entice new businesses to locate here. For these reasons, the city supports the Spokane Arts Commission’s efforts to promote and enhance the arts in Spokane. The Community, Housing and Human Services Department and Spokane Arts Fund departments each contribute substantially to the social health of the city. For this reason, it is essential to establish a consistent funding base that supports program stability. This is especially

The Focus Group updated this policy to reflect current programs and efforts. Following review by the Plan Commission, additional text was moved here from Policy SH 3.7 – which was itself removed by the Focus Group.

important for leveraging external dollars. To that end, General Fund monies shall be allocated annually to support these functions.

The Spokane City Council has named ~~H~~uman ~~S~~ervices as one of its nine priorities. Community, Housing and Human Services' budget supports local non-profit organizations that provide services such as child and adult day care, family support services, emergency services, and support services for special needs populations and the elderly. The Spokane Arts Fund ~~department provides staff to the Arts Commission, which supports the Arts Commission through a Memorandum of Understanding, and~~ is the City of Spokane's main proponent for arts and cultural opportunities in the community. Arts staffing levels must be adequate to also pursue and administer state, federal and private grants. In addition, the Arts allocation must be sufficient to provide sub-grants to local arts organizations, and matching money for public and private arts funding.

Following discussion with the Plan Commission, staff made minor modifications to this paragraph in accordance with suggestions by the Director of Spokane Arts (now a separate entity from the City), clarifying how funding is allocated to arts services.

SH 2.9 Exceptions to Fair Housing

Regulate residential structures occupied by persons who pose a direct threat to the health or safety of other individuals or whose tenancy would result in substantial physical damage to the property of others through appropriate and necessary means to protect the public health, safety and welfare.

Discussion: ~~Group home facilities~~ Institutional housing facilities serving individuals in a residential setting who are not subject to fair housing laws, such as the Federal Fair Housing Act and the State Housing Policy Act, but who pose a significant and serious risk to the public health, safety and welfare may be subject to local zoning regulations, per 42 U.S.C. §3604(t)(9). Such a determination must rely on competent and substantial evidence rather than fear, ignorance, or prejudice.

Examples of such facilities include mental health facilities, and residential settings for persons involved with the criminal justice system, such as detoxification facilities, parolee work release facilities, sexual offender treatment facilities, and other re-entry facilities. These facilities are often difficult to site.

Development regulations ~~will~~ identify requirements for on-site supervision, and spacing requirements sufficient to adequately separate uses from each other and buffer vulnerable sites such as schools, day care facilities, parks, community centers, libraries, places of worship and school bus stops. Strategies for public involvement range from initial notification to the option of a public hearing before the Hearing Examiner. The siting process will follow the guidelines in place for siting of essential public facilities.

Changes to the Glossary

Made Following Presentation to the Plan Commission (August 10, 2016)

Affordable Housing Adequate, appropriate shelter (including basic utilities) costing no more than 30 percent of a household's gross monthly income or up to 2.5 times the annual income. Standard is used by federal and state governments and the majority of lending institutions. See the following table:

Highest Income	<ul style="list-style-type: none"> • A wide selection of housing types and locations is available. • Affordability is more a matter of choice - the choice of spending more than 30% of income.
Middle Income	<ul style="list-style-type: none"> • Selection of housing types and locations is more limited. • Affordability is lowered - residents may need to spend more than 30 percent of their income on housing (market rate). • The cost of commuting may offset any savings in housing cost.
Low Income	<ul style="list-style-type: none"> • Little selection of housing types and locations is available. • High competition for market-provided, quality affordable housing exists. • “Affordable” housing may require subsidized, or publicly assisted housing. • Commute costs are high when compared to wages/housing costs.
Lowest Income	<ul style="list-style-type: none"> • Limited or no choice in housing types and locations exists. • Affordable housing requires subsidized housing. • Resident may receive additional public support (food stamps, health, and/or income).

Area Median Income (AMI). The median income reported for a given area. For purposes of this document, the “area” refers to Spokane County.

Fair Housing Act of 1968 (FHA) Title VIII of the Civil Rights Act of 1968 (Fair Housing Act), as amended, prohibits discrimination in the sale, rental, and financing of dwellings, and in other housing-related transactions, based on race, color, national origin, religion, sex, familial status (including children under the age of 18 living with parents or legal custodians, pregnant women, and people securing custody of children under the age of 18), and disability.

Fair Housing Law See ~~Equitable Distribution~~ Fair Housing Act of 1968.

Income Levels:

- Extremely low-income family (30 percent of Area Median Income or ‘AMI’). A family whose income is between 0 and 30 percent of the median income for the area, as determined by HUD with adjustments for smaller and larger families, except that HUD may establish income ceilings higher or lower than 30 percent of the median for the area on the basis of HUD's findings that such variations are necessary because of prevailing levels of construction costs or fair market rents, or unusually high or low family incomes.
- Very Low-income families (50 percent of AMI). Low-income families whose incomes do not exceed 50 percent of the median family income for the area, as determined by HUD with adjustments for smaller and larger families, except that HUD may establish income ceilings higher or lower than 50 percent of the median for the area on the basis of HUD's findings that such variations are necessary because of prevailing levels of construction costs or fair market rents, or unusually high or low family incomes.
- Moderate-income family (80 percent of AMI). Family whose income does not exceed 80 percent of the median income for the area, as determined by HUD with adjustments for smaller and larger families, except that HUD may establish income ceilings higher or lower than 80 percent of the median for the area on the basis of HUD's findings that such variations are necessary because of prevailing levels of construction costs or fair market rents, or unusually high or low family incomes.
- (100 percent of AMI) Median Income (not defined in the CFR)